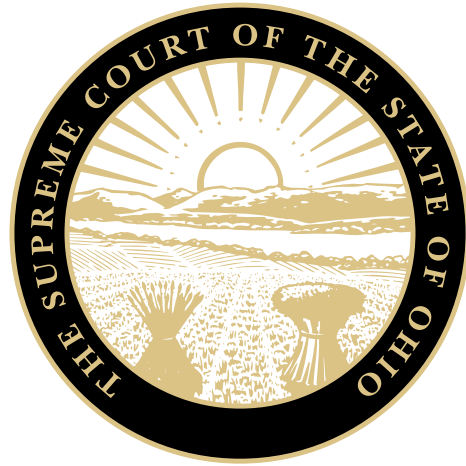




# The Supreme Court of Ohio Task Force on Reentry *Final Report and Recommendations*







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# The Supreme Court of Ohio Task Force on Reentry

*Final Report and Recommendations*

September 2024

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## *Letter from the Chair*

Dear Chief Justice Kennedy:

Enclosed please find the final report and recommendations of the Supreme Court Task Force on Reentry (Task Force). The Task Force was charged with identifying evidence-based best practices and promising services to address the challenges of reentry from a holistic view in order to improve outcomes for those living a life restored. The Task Force evaluated both prison reentry, as well as other jail release services and programs for Ohio's returning citizens, culminating in the attached report.

The Task Force met on May 18, September 21, and November 30, 2023, and on February 15 and May 16, 2024. A prison reentry subcommittee was formed and met virtually on July 31, August 24, October 26, November 20, 2023, and on January 25 and March 15, 2024. A second subcommittee was formed to address jail release and met virtually on July 28, August 22, October 18, and November 15, 2023, and on January 25 and March 7, 2024. These meetings included the review of data and resources, often including presentations which introduced promising programs, all of which resulted in lengthy discussion and analysis of the Task Force's priorities.

I would like to thank the members of the Task Force for their hard work, their careful in-depth study, and review of Ohio reentry processes, services, and challenges. A special thanks to the subcommittee members, persons with lived experience, and staff liaisons who contributed to this report.

On behalf of the members of the Task Force, I thank you for the opportunity to serve, participate, and offer recommendations on these important issues.

Respectfully,



Judge Chryssa Hartnett

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First Task Force meeting, May 2023.

## Introduction

Chief Justice Sharon L. Kennedy formed the Task Force on Reentry (Task Force) on May 18, 2023, with the instruction to identify best practices that help men and women make the transition back to their communities after incarceration. Such programs are effective deterrents of criminal recidivism and can greatly improve public safety.

Recidivism refers to a person’s relapse into criminal behavior, often after the person receives sanctions or undergoes intervention for a previous crime. The National Institute of Justice refers to recidivism as “one of the most fundamental concepts of criminal justice.”<sup>1</sup> At all levels of the justice system preventing recidivism is considered a measure of success.

The national three-year return-to-prison rate for individuals released from state prison is 34%.<sup>2</sup> By contrast, the Ohio Department of Rehabilitation and Correction’s (ODRC) 2021 Recidivism Report indicates a 20.8% recidivism rate in Ohio.<sup>3</sup>

- 1 National Institute of Justice, *Recidivism*, <https://nij.ojp.gov/topics/corrections/recidivism> (accessed Jun. 4, 2024) [<https://perma.cc/FQ5J-MPUX>].
- 2 Bureau of Justice Statistics, *2018 Update on Prisoner Recidivism: A 9-Year Follow-up Period (2005-2014)* (May 2018), [https://bjs.ojp.gov/content/pub/pdf/18upr9yfup0514\\_sum.pdf](https://bjs.ojp.gov/content/pub/pdf/18upr9yfup0514_sum.pdf) (accessed Jul. 29, 2024) [<https://perma.cc/V5X7-LSEB>].
- 3 Ohio Department of Rehabilitation and Correction, *Recidivism Report: Executive Summary* (2021), <https://drc.ohio.gov/about/resource/reports/key-recidivisminformation> (accessed Apr. 26, 2024) [<https://perma.cc/M6YX-6GD7>].

More recently, criminal justice partners have taken a more holistic approach to reentry by providing interventions addressing health, employment, housing skill development, mentorship, and social networks. Those services have been shown to make significant contributions to reentry success.<sup>4</sup>

### Task Force Structure and Schedule

Chief Justice Kennedy appointed Judge Chryssa Hartnett to chair the Task Force. Judge Hartnett serves on the Stark County Court of Common Pleas and administers one of only ten Reentry Dockets in Ohio. Her co-chair was Christopher Nicastro, Chief of the Bureau of Criminal Justice Services for the Ohio Department of Mental Health and Addiction Services (OhioMHAS). Task Force members represented a variety of state agencies and included a broad range of expertise from defense attorneys, and prosecutors to officials from law enforcement, community corrections, legal aid, and education.

The Task Force was charged with reviewing the needs, services, and practices of the reentry population. In fulfilling these duties, the Task Force was directed to offer recommendations on all of the following:

- Analyze the reentry population, including both prison and jail, and their needs;
- Examine the services provided to reentry populations, jail, prisons, and community based correctional facilities;
- Survey judges, law enforcement, prosecutors, and public defenders on their experiences with reentry services;
- Identify promising practices for courts and stakeholders in Ohio and nationally on reentry;
- Identify court experiences with reentry practices in Ohio;
- Identify funding streams for promising practices;
- Identify challenges to expanding certified reentry specialized dockets and services;
- Expand judiciary certified reentry specialized dockets and services for prison populations;
- Reconnect services to jail populations in order to form a holistic approach to service and reduce recidivism;
- Increase awareness and education to the judiciary and stakeholders on reentry services and practices; and
- Identify processes that may need to be reviewed.

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4 The Harvard University Institute of Politics Criminal Justice Policy Group, *Successful Reentry: A Community-Level Analysis* (Dec. 2019), [https://iop.harvard.edu/sites/default/files/2023-02/IOP\\_Policy\\_Program\\_2019\\_Reentry\\_Policy.pdf](https://iop.harvard.edu/sites/default/files/2023-02/IOP_Policy_Program_2019_Reentry_Policy.pdf) (accessed Jun. 4, 2024) [<https://perma.cc/WXV7-NGKY>].



November 2023 Task Force meeting.

The full Task Force met on May 18, September 21, and November 30, 2023, and February 15 and May 16, 2024. Presentations were made by ODRC, OhioMHAS, Clean Slate Initiative, Goodwill Industries, Urban Minority Alcoholism and Drug Abuse of Franklin County, and Corporation for Supportive Housing.

The Task Force established two subcommittees to address the separate-but-intertwined issues of reentry from state operated prisons and reentry from county or locally operated jails. While reentry needs should be evaluated and administered on a person-by-person basis, the overarching needs may differ for those who typically serve extended sentences in a state prison, as opposed to those serving a shorter sentence in a county or locally operated jail.

The prison and jail subcommittees met virtually on eight occasions between July 2023 and March 2024 to review data, resources, and promising programs. Presentations were made by the Bureau of Justice Assistance, Lorain County Jail Reentry Program, Relink.org, Reentry2023, and the Frederick Douglass Project. These presentations contributed to the discussion of the priorities of the Task Force.

The Task Force took a broad approach to discuss all touchpoint areas of prison reentry and jail release to gain a holistic viewpoint of how reentry affects Ohio's communities more than just through criminal justice statistics.



## Summary of Recommendations

The Task Force makes the following recommendations:

### Judicial Branch Recommendations

- A. Expand Ohio's Certified Specialized Dockets.** The Supreme Court's Specialized Docket Section should analyze and enhance reentry dockets, publish best practices, enhance pre-release planning, collaborate with the Ohio Department of Mental Health and Addiction Services for peer support and funding, review policies, and develop peer-led roundtables for judges and treatment teams.
- B. Support Judicial Release.** The Supreme Court should partner with the Supreme Court's Judicial College, the Office of the Ohio Public Defender, the Ohio Common Pleas Judges Association, the Ohio Poverty Law Center, and the Association of Municipal/County Judges of Ohio to develop educational materials and ongoing education to reduce commitments, increase release practices, encourage consistency in judicial processes, and educate on separating court costs and fines.
- C. Meet Legal Services Needs.** The Supreme Court should partner with Ohio's legal assistance programs to engage volunteers to help meet the current needs of legal services of returning citizens, including exploring funding for legal clinics, expanding volunteer roles, securing funds for marketing reentry assistance, developing a statewide initiative for reinstatement clinics, and evaluating collateral consequences of criminal convictions.
- D. Remove Housing Barriers.** The Supreme Court should partner with housing programs to remove barriers to housing for individuals with conviction histories by creating a workgroup and providing education, and revisiting housing policies, expanding reentry housing funding, incentivizing landlords, and exploring certificates of Qualification for Housing.
- E. Address Stigma.** The Supreme Court should develop a statewide marketing campaign targeting the courts, the business community, and the public at large to alleviate stigmas surrounding the reentry population.
- F. Strengthen Family and Community Supports.** The Supreme Court should partner with the Ohio Department of Education and Workforce, the Ohio Department of Health, the Ohio Department of Job and Family Services, the Ohio Department of Children and Youth, the Ohio Department of Rehabilitation and Correction, and other organizations to identify and promote promising programs that assist families and students with incarcerated family members and provide education on the impact of incarceration and develop resources.

## Executive Branch Recommendations

- A. Link Clients to Healthcare Services.** The Ohio Department of Medicaid should consider developing resources regarding Medicaid benefits (e.g., eligibility, how to apply, what is covered) for correctional facility staff and incarcerated individuals to enhance healthcare. The Ohio Department of Rehabilitation and Correction, community-based correctional facilities, jails, and halfway houses should consider providing quality healthcare services, reviewing pre-release practices, providing an adequate supply of feminine hygiene products, educating on gender-specific approaches, and partnering with the Veterans Administration to provide education on reentry resources for veterans. Ohio Legal Help should provide educational materials regarding the effects of Medicaid coverage on incarcerated individuals. The Ohio Department of Mental Health and Addiction Services should consider ensuring mental health services and prioritize access to Medication for Addiction Treatment during incarceration and upon release.
- B. Increase Awareness of Resources.** There are many reentry resources available in Ohio at state and local levels. However, no centralized system for sharing that information with service providers and individuals exists. Ohio should consider adopting a statewide repository of services and practices, such as Relink.org, where information would be universally accessible.
- C. Form Additional Reentry Coalitions.** The Ohio Department of Rehabilitation and Correction's Office of Reentry and local communities should consider continuing to seek ways to create additional Reentry Coalitions.
- D. Expand Peer Support.** The Ohio Department of Mental Health and Addiction Services should consider educating reentry agencies and local jails on the role of peer support specialists and promote their use in prisons, jails, community-based correctional facilities, and halfway houses.
- E. Expedite the Pardon Project.** The Ohio Adult Parole Authority governing agencies should consider reviewing funding and resources to enhance clemency case processing.
- F. Review Driver's License Policies.** The Ohio Department of Public Safety should consider reviewing amnesty requirements for potential reductions and waivers, partnering with the Supreme Court to promote statewide amnesty days for driver's license reinstatement fees, and collaborating with the Ohio Poverty Law Center and the Office of the Ohio Public Defender to explore alternatives for drug offense-related suspensions and registration prohibitions.



- G. Increase Education and Employment Opportunities.** Ohio should consider establishing an ongoing collaboration among Ohio universities, the Ohio Association of Community Colleges Returning Citizens Subgroup, the Ohio Penal Education Consortium, Opportunities for Ohioans with Disabilities, the Ohio Department of Job and Family Services/Ohio Means Jobs, the Ohio Chamber of Commerce, the Ohio Department of Development, the Ohio Department of Education and Workforce, the Ohio Department of Higher Education, and the Ohio Department of Rehabilitation and Correction to create a directory of higher education, vocation, and certificate programs, and partner with workforce development agencies to increase awareness and opportunities to educational and vocational programs.
- H. Enhance Jail Release.** The partnership between the Ohio Jail Advisory Board and the Buckeye State Sheriffs' Association's Community Corrections Committee should consider continuing and expanding by identifying programming and assessing reentry services, identifying needs and solutions, evaluating existing Rapid Reentry programs within Ohio jail facilities, and creating an ongoing statewide collaboration among various organizations to discuss jail linkage with services.

### Legislative Branch Recommendations

- A. Enact Clean Slate Legislation.** Ohio should consider enacting legislation to join the Clean Slate Initiative, a national effort to create automatic record clearance for eligible individuals.
- B. Ensure Identification Document Access.** Ohio should consider enacting legislation to ensure access to state identification cards, driver's licenses, birth certificates, and social security cards upon release. In the alternative, the Ohio Department of Public Safety, the Ohio Department of Rehabilitation and Correction, the Ohio Department of Health, and the Social Security Administration should continue the current efforts aimed at ensuring access. Jails should also consider this practice as well.



## Prisons and Reentry Programs

### Ohio's Correctional Facilities

There are 28 adult prison facilities in Ohio (23 state-owned and three privately-owned, one reception center, and one medical facility) operated by ODRC. Ohio also has 18 community-based correctional facilities (lock-down residential programs funded by ODRC's Bureau of Community Sanctions) and 144 jail facilities (including 86 full-service, 45 twelve-day, nine twelve-hour, and four minimum-security jails).<sup>5</sup>

#### ODRC Correctional Facilities

- |  |  |
|--|--|
| 1. Allen-Oakwood Correctional Institution, Lima      | 14. Ohio Reformatory for Women*, Marysville          |
| 2. Belmont Correctional Institution, St. Clairsville | 15. Ohio State Penitentiary, Youngstown              |
| 3. Chillicothe Correctional Institution, Chillicothe | 16. Pickaway Correctional Institution, Orient        |
| 4. Dayton Correctional Institution, Dayton           | 17. Richland Correctional Institution, Mansfield     |
| 5. Grafton Correctional Institution, Grafton         | 18. Ross Correctional Institution, Chillicothe       |
| 6. Lebanon Correctional Institution, Lebanon         | 19. Southeastern Correctional Institution, Lancaster |
| 7. London Correctional Institution, London           | 20. Southern Ohio Correctional Facility, Lucasville  |
| 8. Lorain Correctional Institution*, Grafton         | 21. Toledo Correctional Institution, Toledo          |
| 9. Madison Correctional Institution, London          | 22. Trumbull Correctional Institution, Leavittsburg  |
| 10. Mansfield Correctional Institution, Mansfield    | 23. Warren Correctional Institution, Lebanon         |
| 11. Marion Correctional Institution, Marion          | 24. Correctional Reception Center,* Orient           |
| 12. Noble Correctional Institution, Caldwell         | 25. Franklin Medical Center,** Columbus              |
| 13. Northeast Reintegration Center, Cleveland        |  |

*\* Reception Center      \*\* Medical Facility*

<sup>5</sup> The Ohio Department of Youth Services (DYS) operates three correctional facilities for youth twelve years and older. However, the Task Force focused its recommendations on adult reentry processes and services.

### Privately-Operated Prisons

1. Lake Erie Correctional Institution, Conneaut (Owned by CoreCivic, Inc.)
2. North Central Correctional Complex, Marion (Owned by Management & Training Corporation)
3. Northeast Ohio Correctional Center, Youngstown (Owned by CoreCivic, Inc.)

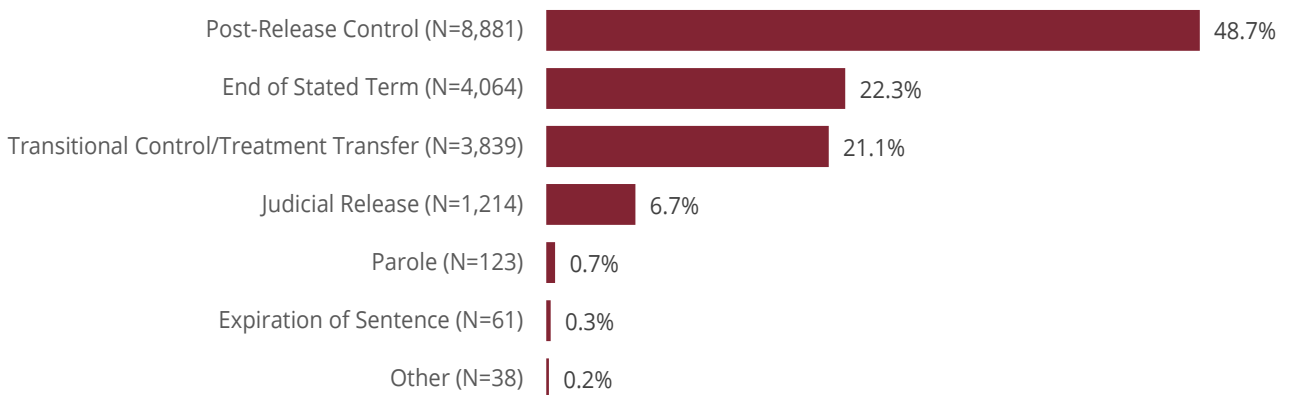
## Prison Commitments and Releases

In 2022, a total of 14,090 individuals were committed to ODRC facilities to serve prison sentences and a total of 18,220 people were released from ODRC custody.<sup>6</sup> Figure 1 provides a breakdown of 2022 releases by type of release and highlights that 49% of all inmates were released under post-release control, but just 7% were released under judicial release.<sup>7</sup>

Figure 1<sup>8</sup>

### Releases from Prison

% of the 18,220 inmates released from prison in calendar year 2022



Source: Ohio Department of Rehabilitation and Correction, Bureau of Research and Evaluation

6 Ohio Department of Rehabilitation and Correction, *DRC Commitment Report CY 2022*, <https://drc.ohio.gov/about/resource/reports/drc-commitment-report/commitment-report-cy2022> (accessed May 1, 2024) [<https://perma.cc/5B78-LZCF>].

7 Ohio Department of Rehabilitation and Correction, *Releases from Custody Status by County of Commitment and Release Type, CY 2022*, (obtained Mar. 30, 2023).

8 Figure 1 definitions:

Post Release Control – these are post-SB2 mandatory conditional releases that occur at the end of the stated term in which the person is placed under the supervision of the Adult Parole Authority.

End of Stated Term – these refer to post-SB2 unconditional releases without supervision that occur at the end of the stated term.

Transitional Control/Treatment Transfer – these are transfers from prison custody to Halfway House settings until expiration of sentence, after which the person may be subject to post-prison supervision.

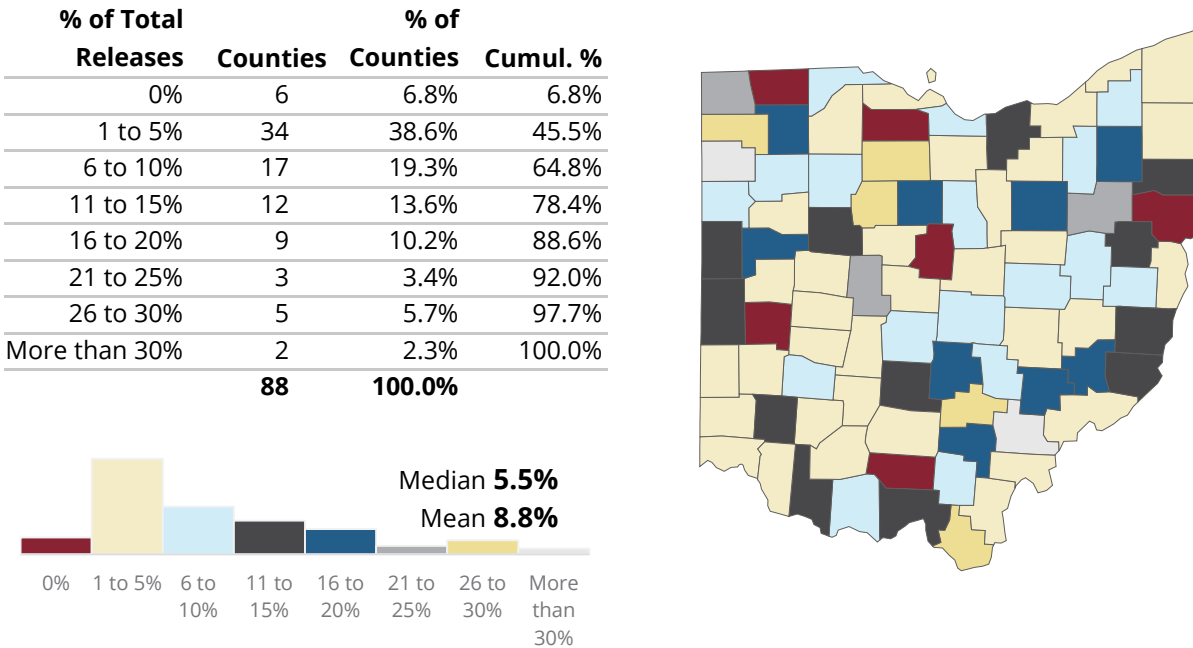
Judicial Release – these are early releases granted by a judge pursuant to R.C. 2929.20.

Parole – these are pre-SB2 or pre/post hybrid discretionary Parole Board releases among persons serving indefinite sentences.

Expiration of Sentence – these are pre-SB2 maximum expiration of indefinite sentence or unconditional definite sentence releases without supervision.

Figure 2 reflects that across 88 counties, the percentages of those granted judicial release in 2022 ranged from a low of 0% in six counties to a high of 33% in one county.<sup>9</sup>

Figure 2



<sup>9</sup> Ohio Department of Rehabilitation and Correction, *Releases from Custody Status by County of Commitment and Release Type CY 2022* (obtained Mar. 30, 2023).

## Community-Based Correctional Facilities

ODRC contracts with private companies and non-profit organizations to operate community-based correctional facilities (CBCFs). Individuals incarcerated in community-based correctional facilities that fail to sufficiently participate in their program requirements can be returned to the custody of ODRC and committed to a prison facility.

In state fiscal year 2022, a total of 7,644 people, commonly referred to as “residents” or “clients”, were sentenced to CBCFs. In that same period, a total of 7,441 residents were discharged from CBCFs. Of those 7,441 discharges, 5,338 residents (72%) had achieved some level of completion of their program requirements and were returned to society. The remainder would have been terminated from programming and returned to their sentencing court to be sanctioned.

### Community-Based Correctional Facilities

1. Crosswaeh CBCF, Tiffin
2. Eastern Ohio Correctional Center, Wintersville
3. Franklin County CBCF, Columbus
4. Lorain/Medina CBCF, Elyria
5. Lucas County Correctional Treatment Center, Toledo
6. Mahoning County CBCF, Youngstown
7. MonDay Community Correctional Institution, Dayton
8. Nancy R. McDonnell CBCF, Cleveland
9. Northeast Ohio Community Alternative Program, Warren
10. Northwest Community Correctional Center, Bowling Green
11. River City Correctional Center, Cincinnati
12. Star Athens Campus, Nelsonville
13. Star Community Justice Center, Franklin Furnace
14. Stark Regional Community Correction Center, Louisville
15. Summit County/Cliff Skeen CBCF, Akron
16. W.O.R.T.H. Center, Lima
17. Warren County Community Correctional Center, Lebanon
18. West Central Community Correctional Facility, Marysville





### Facility Reentry Programming

Both internal and external support services for justice-involved individuals exist within the above correctional facilities and halfway houses, including community residential centers, community transitional housing programs, and permanent supportive housing programs within communities.

ODRC leverages virtual classrooms for career technical and advanced job training, workforce development, and credit and financial literacy programming. ODRC also offers classes such as the Small Business Administration's pathways to entrepreneurship, family forums, and higher education programs through collaboration with Ohio universities and community colleges.

Peer support services are being utilized internally and externally as a promising practice to help individuals navigate systems and resources. OhioMHAS has implemented peer support services in 23 state institution facilities, a number which continues to grow monthly.

### Court and Community Programs

Ohio has ten certified reentry specialty dockets solely dedicated to assisting justice-involved individuals upon release from prison. At any given time, these dockets serve approximately 200 high-risk, high-need reentry participants diagnosed with substance use or mental health treatment needs.

Additionally, there are 63 counties covered by reentry coalitions which support the efforts of the court programs and returning citizens directly. ODRC's Office of Reentry assists local communities with establishing reentry coalitions to help formerly incarcerated individuals successfully reintegrate into their communities and reduce the risk of recidivism.

Coalitions bring together community service providers, public safety agencies, businesses, and other stakeholders to help individuals secure housing, employment, and other services so that they can support themselves, their families, and be active contributors to society.

Ohio also has 17 Citizen Circles organizations which provide holistic support by community members for justice-involved individuals at all stages of reentry. Participation is voluntary and is contingent upon the individuals' willingness to accept responsibility for the harm caused and to participate in community service. Citizen Circle members assist with goal setting and connection to services in support of successful transition back into the community.

Please see the section on *Ohio's Promising Practices* for examples.



## National Framework on Reentry

Much research has been conducted on recidivism and reentry programming. The National Institute of Justice identifies the top five things to know about reentry:<sup>10</sup>

1. Programs and services should be tailored to the unique needs and risk factors of an individual, to the extent possible. Research suggests it is crucial to focus on cognitive and behavioral skills, substance use, mental and physical health, and issues surrounding housing, employment, and family bonds as individuals reintegrate into their communities and families.<sup>11</sup>
2. Support services should be holistic in nature.
3. Cognitive behavioral therapy benefits all facets of reentry-preparation and post-release programs.
4. Community supervision works best when it includes robust support functions.
5. Employ more nuanced measures of recidivism that present the individual as a whole. Look at the likelihood of success instead of the likelihood of failure or recidivism.

Furthermore, the Substance Abuse and Mental Health Services Administration (SAMHSA) outlines key elements of reentry:<sup>12</sup>

- Reentry planning (collaborative comprehensive case plans) across systems.
- Warm hand-off to community providers to increase engagement.
- Continuity of care; access to continuum of behavioral health services including harm reduction services.
- Access to government identification (e.g., photo identification to obtain post-release treatment and government benefits).
- Medication, including naloxone, and prescription access upon release.
- Timely access to benefits, including Medicaid, Medicare, private health insurance, Supplemental Security Income/Social Security Disability Insurance (SSI/SSDI),

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10 National Institute of Justice, *Five Things About Reentry* (Apr. 26, 2023), <https://nij.ojp.gov/topics/articles/five-things-about-reentry> (accessed Aug. 15, 2024) [<https://perma.cc/AX9W-LBBU>].

11 Office of Justice Programs, *Roadmap to Reentry: Reducing Recidivism Through Reentry Reforms at the Federal Bureau of Prisons*, Washington, DC: U.S. Department of Justice, Federal Bureau of Prisons, April 2021, NCJ 844356.

12 Substance Abuse and Mental Health Services Administration, *Best Practices for Successful Reentry from Criminal Justice Settings for People Living with Mental Health Conditions and/or Substance Use Disorders* (2023), <https://store.samhsa.gov/sites/default/files/pep23-06-06-001.pdf> (accessed Aug. 21, 2024) [<https://perma.cc/2EV4-K2U3>].

Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance for Needy Families (TANF), veterans benefits, etc.

- Peer support services.
- Gainful employment, employment services.
- Safe, secure, affordable, stable housing.
- Other support services including transportation, childcare, legal services.

Reentry planning and support should occur at multiple stages of the criminal justice process – pre-release, at-release, and post-release – to address the needs of each individual and promote continuity and linkages to care as illustrated in the Sequential Intercept Model.<sup>13</sup>

The Harvard University Institute of Politics also conducted an in-depth analysis of four large cities: Chicago, Illinois; Oklahoma City, Oklahoma; Tulsa, Oklahoma; and Waco, Texas.<sup>14</sup> Each of these metropolitan areas have large reentry populations. Researchers examined how various factors affected a justice-involved individual’s successful reintegration into society and identified best practices for community-based reentry programs.

Specifically, the report identified the following risk factors: health, employment, housing, skill development, mentorship, and social networks as having the most significant impact on an individual’s reentry success. The impact of these risk factors is often compounded when considered in conjunction with race, gender, age, type of crime, type of community, and income level of the individual transitioning back into society.<sup>15</sup>

As courts and communities are structuring their reentry programs, leaders should consider these risk factors and the demographics of the individuals reentering society. They are encouraged to implement strategies to ensure access to resources for needed services and supports in these areas.

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13 Id at 2.

14 The Harvard University Institute of Politics Criminal Justice Policy Group, *Successful Reentry: A Community-Level Analysis* (December 2019), [https://iop.harvard.edu/sites/default/files/2023-02/IOP\\_Policy\\_Program\\_2019\\_Reentry\\_Policy.pdf](https://iop.harvard.edu/sites/default/files/2023-02/IOP_Policy_Program_2019_Reentry_Policy.pdf) (accessed June 7, 2024) [<https://perma.cc/WXV7-NGKY>].

15 Id.

Recommendations for successful reentry programs include:

- **Health:** Programs should provide access to quality healthcare that addresses mental health, physical health, and substance abuse conditions.
- **Employment and Skill Development:** Programs should offer training and job placement services emphasizing placement into jobs with upward potential that result in long-term placement. Training can be provided through educational, vocational, GED-based, and entrepreneurship programs.
- **Housing:** There is a need for both transitional and more permanent housing for individuals reentering society. Safety, security, and affordability should be considerations, as well as an awareness of populations with the greatest risk of homelessness such as minorities, women, and the elderly. It is also important to recognize that many women are caring for children, thus housing alternatives should provide for children.
- **Mentorship:** Mentorship and peer support programs pair reentering individuals with individuals with similar backgrounds and experiences. This shared experience has shown to significantly reduce recidivism rates. It is important, when possible, to consider race, gender, and ethnicity when making these matches.
- **Social Networks:** Programs should promote strong community and familial relationships. These supports have been found to be essential to a successful transition.



## Task Force Report and Recommendations

The issues surrounding reentry touch many stakeholders in the criminal justice system. This is not solely a challenge for courts, corrections, or law enforcement. It affects agencies across all branches of government, as well as the community. This is evidenced by the numerous entities represented in the Task Force members and the various organizations highlighted in this report currently working to reduce the barriers to successful transition back into the community.

As such, the Task Force's recommendations seek a multi-faceted approach and encompass a wide variety of entities across various sectors. For the convenience of the reader, the recommendations are categorized by branch of government.

### I. Judicial Branch Recommendations

#### A. Expand Ohio's Certified Specialized Dockets

One way that Ohio provides services to reentry populations is through its certified reentry specialized dockets. The Supreme Court's Specialized Dockets Section (Section) provides technical support to trial courts in analyzing the need, planning, implementation, and certification of specialized docket programs. A specialized docket is defined as a particular session of court that offers a therapeutically oriented judicial approach to providing court supervision and appropriate treatment to individuals pursuant to Sup.R. 36.20.<sup>16</sup>

To become certified, the Section reviews the court's local rule or administrative order, a copy of the program description, a copy of the written participation agreement, and a copy of the written participant handbook, and then Section staff complete a site visit of the treatment team meeting and the judge presiding over the docket for compliance with Appendix I (Specialized Docket Standards) of the Rules of Superintendence for the Courts of Ohio. The Specialized Docket Standards are minimum requirements and recommendations for the certification and operation of specialized dockets and are based on the national evidence-based standards promulgated by ALL RISE (formerly known as the National Association of Drug Court Professionals) Adult Drug Court Treatment Best Practice Standards. The Specialized Docket Standards create a minimum level of uniform practice while allowing local courts to innovate and tailor their specialized docket to respond to their specific needs and resources.

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<sup>16</sup> There are multiple types of specialized dockets for adult populations: reentry, drug, mental health, human trafficking, operating a vehicle under the influence (OVI) of alcohol or drugs, veterans, domestic violence, and family dependency treatment; and for juvenile populations: drug, mental health, and human trafficking.

Upon completion of the application review and site visit, the manager of the Section issues a recommendation on final certification to the judge and to the Commission on Specialized Dockets (Commission). The Commission certifies the judge who has the education and meets standards to coordinate the delivery of mental health and/or substance use services. The Commission consists of 22 members appointed by the Chief Justice and Justices of the Supreme Court. The Commission members represent court and justice system partners involved in the operations of certified specialized dockets and includes judges, magistrates, prosecutors, and public defenders.

The Specialized Dockets Standards provide that individuals with high risk for recidivism and high need for treatment should receive appropriate services tailored to the individuals' requirements of treatment and other rehabilitation services. Treatment and services are trauma informed, gender-responsive, culturally appropriate, and address co-occurring disorders. Also, treatment and services should be comprehensive and family-centered, meeting the assessed needs of the participant in the context of family relationships. Furthermore, a full continuum of treatment and social services should be provided, including education, vocational training, employment, transportation, housing, domestic violence programming, parenting, as well as physical, mental and dental health. Dockets monitor participants' substance use and provide incentives and sanctions for effective behavior modification.

The Supreme Court has a partnership with OhioMHAS to support reentry specialized dockets. OhioMHAS has three different programs that support operations of certified specialized dockets: specialized docket subsidy; addiction treatment; and mental health court.

OhioMHAS' Specialized Docket Subsidy Program (Subsidy Program) assists specialized dockets with funding to effectively manage their high risk, high need, adult and juvenile offenders in the community, thereby reducing commitments to the state prison system. For state fiscal years 2024 and 2025 OhioMHAS has budgeted approximately \$22 million (\$11 million each fiscal year) of state general revenue funds. All the certified reentry dockets were funded by the Subsidy Program.

In state fiscal year 2023,  
221 specialized dockets were funded.

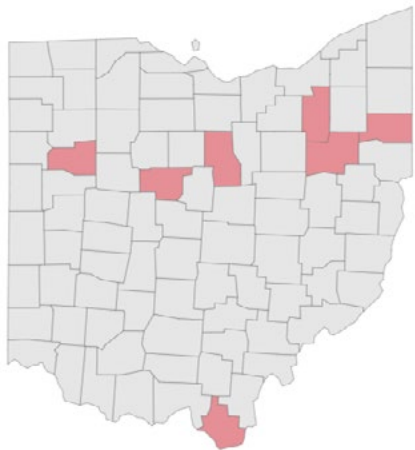
170 specialized dockets provided services to 6,884 adult offenders. Less than 2% of the 2,821 high-risk, high-need adults discharged from these programs were committed to ODRC institutions.



OhioMHAS' Addiction Treatment Program (ATP) supports substance use disorder treatment, including Medication for Addiction Treatment and access to drugs for withdrawal management or detoxification. ATP participants are provided access to time-limited recovery supports that help eliminate barriers to treatment and are specific to the participants' needs, including assistance with housing, transportation, childcare, job training, obtaining a driver's license or state identification card, or any other matter considered relevant by the provider. Funds are also utilized to help support the administrative expenses of courts and community addiction services providers participating in the program. ATP helps to reduce recidivism and increases public safety by providing the necessary treatment and recovery supports to individuals with a substance use disorder. In state fiscal year 2023, ATP served 5,194 clients. There are currently 153 certified specialized dockets and 65 counties participating in ATP.

OhioMHAS Mental Health Court Program (MHCP) funds behavioral health treatment and recovery support services to clients who are involved with selected certified adult mental health dockets. MHCP is funded by the Mental Health Block Grant, which are federal funds granted through the SAMHSA. MHCP received \$200,000 in state fiscal years 2024 and 2025. In state fiscal year 2023, the MHCP served 924 participants. There are currently 30 mental health courts in 22 counties receiving these funds.

Currently there are ten certified reentry specialized dockets within seven counties. At any given time, these dockets serve approximately 200 high-risk, high-need reentry participants diagnosed with substance use or mental health treatment needs. A map of the locations and number of active participants in each of the ten current reentry certified specialized dockets is shown below. There are two new dockets that plan to start in Hamilton and Trumbull counties. Technical assistance is also provided to assist judges with adherence to the national Adult Treatment Court Best Practice Standards.<sup>17</sup>



1. Allen County Court of Common Pleas, General Division
2. Lawrence County Court of Common Pleas, General and Domestic Relations Division
3. Mahoning County Court of Common Pleas, General Division
4. Marion County Court of Common Pleas, General Division
5. Richland County Court of Common Pleas, General Division (2 dockets)
6. Stark County Court of Common Pleas, General Division
7. Summit County Court of Common Pleas, General Division (3 dockets)

17 All Rise, *Adult Treatment Court Best Practice Standards* (2023), <https://allrise.org/publications/standards/> (accessed Apr. 25, 2024) [<https://perma.cc/9SUK-MP83>].

The Specialized Docket Section is exploring acceptance of post-release control supervision participants in certified reentry dockets.<sup>18</sup> Currently, these dockets primarily accept only individuals supervised on judicial release or community control through individual county intensive or general supervision departments.

Additionally, a number of certified adult drug and veterans treatment court dockets in Ohio already have a “Judicial Release Track” which is a separate part of the docket focusing on individuals released from prison. This is a promising practice that could provide additional opportunities for other docket types to explore, especially if their community reentry numbers are minimal and do not warrant creation of a new reentry docket, or if there is not an available judge to preside over a reentry docket, or if budget and staffing are not available.

As part of the Task Force initiative, the Specialized Docket Section created Reentry Guidance to expand, inform, enhance, and assist Ohio reentry dockets (see Appendix A). The guidance can also be useful to all docket types, such as drug, veterans treatment, human trafficking, and mental health dockets serving returning citizens.

Addressing all the barriers to successful reentry is a goal of the certified specialized docket, as is securing housing, finding employment, reuniting with family, and building resiliency in individuals to become a productive member of the community.

Specialized dockets across the state have proven successful in combatting recidivism; however, many do not include a track for returning citizens. Those that do often include only those individuals on judicial release supervision, leaving a large population of potential participants otherwise unserved (i.e., under post-release control). Greater collaboration efforts are essential to the success of returning citizens with high needs and at a high risk of reoffending.

### Recommendation 1

The Specialized Docket Section should:

- a. Provide an analysis of current reentry dockets to identify strengths and areas of potential growth; explore community response options for lower risk individuals and encourage courts to adopt a docket for high-risk populations; and work with the Adult Parole Authority with a goal of overcoming potential barriers to dockets accepting post-release control participants.

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18 Ohio Department of Rehabilitation and Correction, *Parole Overview*, <https://drc.ohio.gov/systems-and-services/1-parole/overview> (accessed Apr. 25, 2024).

- b. Publish current guidance and recommendations for best practices for Ohio reentry courts and provide additional tools and education for reentry within *existing* drug, mental health, and veterans treatment courts in order to encourage acceptance of reentry participants.<sup>19</sup>
- c. Utilize pre-release planning efforts and create integrated case plans among case workers, supervision, and treatment (to include prisons, CBCFs, halfway houses, local jails, and courts).
- d. Collaborate with OhioMHAS to engage more peer support for reentry dockets and explore creative funding sources to expand coverage for transportation, vocational training, workforce development, behavioral health, and dental services.
- e. Review funding restrictions, legislation, and policies.<sup>20</sup>
- f. Develop peer-led roundtables specific to reentry courts for judges and treatment teams to discuss reentry-specific topics and facilitate peer relationships among the growing number of reentry dockets in Ohio.

### B. Support Judicial Release

The Task Force conducted a survey of all 244 judges who hear criminal cases in the courts of common pleas. A total of 76 judges responded to the survey, producing an overall response rate of 31%. The survey was designed to help the Task Force better understand the perspectives and practices among the broader judiciary concerning judicial release. Across all responders, they reported receiving on average each year 42 requests for judicial release. The number of those requests that result in a hearing was substantially fewer, with an annual average of 11 per year, or approximately once a month. Judges were asked how frequently they grant judicial release. A majority of responders (58%) indicated that they often or occasionally grant judicial release. Judges were able to describe in detail their general criteria for determining whether to grant or deny requests for judicial release. Summaries of their responses can be found in Appendix B.

The survey also revealed a lack of awareness among part of the judiciary concerning the Office of the Ohio Public Defender's reimbursement of costs of appointing counsel in counties where no local public defender's office exists. Although less than half of the judges reported that their court partners with a local Reentry Coalition, some of the responding judges who do not partner with a local Reentry Coalition expressed their views on how such a partnership might positively impact their decision-making process, and providing additional resources and support that could contribute to successful reentry.

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19 U.S. Department of Justice Office of Justice Programs. *Planning a Reentry Program: A Toolkit for Tribal Communities* (Oct. 1, 2021), <https://bja.ojp.gov/library/publications/planning-reentry-programtoolkit-tribal-communities> (accessed Apr. 25, 2024) [<https://perma.cc/D5S4-2WSB>].

20 Ohio Department of Mental Health and Addiction Services, *Specialized Dockets*, <https://mha.ohio.gov/community-partners/criminal-justice/court-resources/specialized-dockets> (accessed Apr. 25, 2024).

Additionally, most of the responding judges (81%) reported their clerk's office does not provide self-represented defendants with resources on how to request a judicial release, such as the online "Ohio Public Defender's Judicial Release Pro Se Packet."<sup>21</sup>

Presently, reentry and judicial release education is provided by the Supreme Court's Judicial College to new judges and at judicial association conferences.<sup>22</sup> The topics include education on mental health, substance use, community control, judicial release, and community resources. Additionally, the Judicial College has online courses titled *Considerations for Behavioral Health in Courts* and *Reintegration and Reunification Issues* that are pertinent to this population. Also, the Judicial College hosts "Project Echo" which focuses on Medication for Addiction Treatment co-taught by a judge and a medical doctor.

Reentry education is also integrated in the annual Specialized Docket Conference hosted by the Specialized Docket Section. This annual conference features education for judges, specialized docket coordinators, probation, prosecutors, public defenders, and treatment.

### Recommendation 2

The Supreme Court should partner with:

- a. The Judicial College and the Office of the Ohio Public Defender to create a guide and ongoing training for common pleas court judges and court administrators focused on reducing commitments and increasing release practices with supportive services and ongoing education.
- b. The Ohio Common Pleas Judges Association and Judicial College to develop training on topics such as criminogenic risk and need, Medication for Addiction Treatment access, case processing, and appointment of counsel for judicial release hearings to ensure commitment and release practices are consistent across the state.
- c. The Ohio Poverty Law Center, the Ohio Common Pleas Judges Association, the Association of Municipal/County Judges of Ohio, and the Judicial College to provide education and awareness to local courts and attorneys regarding the separation of court costs and fines assessed from the bench through guides and resources.<sup>23</sup>

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21 Office of the Ohio Public Defender, *Judicial Release Pro Se Packet*, [https://dam.assets.ohio.gov/image/upload/opd.ohio.gov/Law%20Library/Representing%20Yourself/Judicial-Release\\_\(General\).pdf](https://dam.assets.ohio.gov/image/upload/opd.ohio.gov/Law%20Library/Representing%20Yourself/Judicial-Release_(General).pdf) (accessed Jun. 10, 2024) [<https://perma.cc/6REY-YUQW>].

22 Judicial College provides continuing legal and professional education for judges, magistrates, and nonjudicial court personnel to ensure the effective administration of justice for all Ohioans. The Judicial College was created in 1976 and is governed by Gov.Jud.R. V.

23 The Supreme Court of Ohio, *Collection of Court Costs and Fines in Adult Trial Courts* (2021), <https://www.supremecourt.ohio.gov/docs/Publications/JCS/finesCourtCosts.pdf> (accessed Apr. 25, 2024) [<https://perma.cc/AX5V-9K5G>].

Stark and Walsh, *Clearing the Path to a New Beginning: A Guide to Discharging Criminal Justice Debt in Bankruptcy* (Oct. 2020), <https://www.nclc.org/resources/clearing-the-path-to-a-new-beginning/> (accessed Apr. 26, 2024) [<https://perma.cc/L6JD-GDHA>].

### C. Meet Legal Services Needs

Upon release, returning citizens are often faced with one or more legal issues. If not resolved quickly, they create barriers that impact housing, transportation, employment, and education.

#### Recommendation 3

Ohio's legal assistance programs should partner to engage volunteers to help meet the current need, which will also serve to enhance public perception of legal professionals.<sup>24</sup> Collaboration efforts should include:

- a. Exploring of funding for hosting legal clinics through local bar association programs and incentives for local attorneys to supervise clinics.
- b. Expanding volunteer roles by enlisting the large firm attorneys or attorneys nearing retirement, large firm pro bono coordinators, and individual attorneys seeking continuing legal education hours from the Supreme Court through the existing pro bono incentive program.
- c. Securing additional funding to create marketing materials for clinics where assistance is provided to address reentry issues, including evictions and fair housing denials, access to education for individuals wishing to pursue Certification of Qualification for Employment (CQE) and expungement processes either with or without engagement of pro-bono or low-bono legal services.
- d. Developing a statewide initiative to install additional reinstatement clinics within Ohio law schools to address CQE, expungement, clemency options, and assistance with public benefits, income support, tax assistance, and child support orders and arrearages.<sup>25</sup>
- e. Exploring options for continued statewide evaluation and research on collateral consequences derived from criminal convictions.<sup>26</sup>

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24 Such as Ohio Legal Help, Ohio Access to Justice Foundation, Community Legal Aid, OSLSA, LAWOW, ABLE, LASSWO, Legal Aid Society of Greater Cincinnati, Office of the Ohio Public Defender, Ohio State Bar Association, Ohio State Bar Foundation.

25 The University of Akron School of Law, *Reentry Clinic*, <https://www.uakron.edu/law/curriculum/clinical-programs/reentry.dot> (accessed Apr. 25, 2024) [<https://perma.cc/3CQP-M397>].

26 Ohio Justice and Policy Center, *Embracing Our Future Annual Report* (2022), [https://ohiojpc.org/wp-content/uploads/2023/05/2022\\_ANNUAL\\_REPORT\\_FIN\\_ONLINE.pdf](https://ohiojpc.org/wp-content/uploads/2023/05/2022_ANNUAL_REPORT_FIN_ONLINE.pdf) (accessed Apr. 25, 2024) [<https://perma.cc/T5TD-MB9S>].



## D. Remove Housing Barriers

Without a stable place to live, it is hard to address the other effects of incarceration, living in poverty, lack of education, unemployment, substance abuse, and mental health problems.<sup>27</sup> Formerly incarcerated individuals are almost 10 times more likely to experience homelessness.<sup>28</sup> Stigma also contributes to higher rates of homelessness among individuals living with mental health conditions or substance use disorders compared with the general population.<sup>29</sup> Safe, affordable housing is critical to an individual's well-being and their successful reentry, and it reduces recidivism.<sup>30</sup>

OhioMHAS' Community Transition Program has a housing component which is managed by the Corporation for Supportive Housing (CSH) and includes Permanent Supportive Housing, Rapid Rehousing, and recovery housing. In state fiscal year 2023, 329 total households were served in the program. Only 4% of individuals receiving housing returned to state prisons in state fiscal year 2023.

Exclusionary policies utilized by housing agencies and landlords may focus on types of convictions. However, conviction types are not predictors of subsequent criminal behavior. Access to stable, affordable housing is vital to successful reentry, helping to reduce recidivism and strengthen a number of other positive outcomes.<sup>31</sup> Currently, each independent housing authority in Ohio has its own administrative rules, outside of governing policies from the U.S. Department of Housing and Urban Development.

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27 Ohio Justice and Policy Center, *Embracing Our Future Annual Report* (2022), [https://ohiojpc.org/wp-content/uploads/2023/05/2022\\_ANNUAL\\_REPORT\\_FIN\\_ONLINE.pdf](https://ohiojpc.org/wp-content/uploads/2023/05/2022_ANNUAL_REPORT_FIN_ONLINE.pdf) (accessed Apr. 25, 2024) [<https://perma.cc/T5TD-MB9S>].

28 Lutze, Roskey, and Hamilton, *Homelessness and Reentry: A Multisite Outcome Evaluation of Washington State's Reentry Housing Program for High Risk Offenders* (Apr. 2014), <https://s3.wp.wsu.edu/uploads/sites/436/2014/11/Criminal-Justice-and-Behavior-2014-Lutze-471-91.pdf> (accessed Aug. 16, 2024) [<https://perma.cc/X9XK-EBZB>].

29 The Council of State Governments, *Reducing homelessness for people with behavioral health needs leaving prisons and jails: Recommendations to California's Council on Criminal Justice and Behavioral Health* (Feb. 2021), [https://csgjusticecenter.org/wp-content/uploads/2021/02/Reducing-Homelessness-CA\\_Final.pdf](https://csgjusticecenter.org/wp-content/uploads/2021/02/Reducing-Homelessness-CA_Final.pdf) (accessed June 7, 2024) [<https://perma.cc/8MK9-7YMB>].

30 Bureau of Justice Assistance, *The role of probation and parole in making housing a priority for people with behavioral health needs*, (Mar. 2021), [https://csgjusticecenter.org/wp-content/uploads/2022/05/CSGJC\\_Field-Notes\\_The-Role-of-Probation-and-Parole\\_50873.pdf](https://csgjusticecenter.org/wp-content/uploads/2022/05/CSGJC_Field-Notes_The-Role-of-Probation-and-Parole_50873.pdf) (accessed June 7, 2024) [<https://perma.cc/AL83-WMAH>].

31 Francis, Hayashi, and Hawkins, *Building Connections to Housing During Reentry* (Mar. 2023), <https://csgjusticecenter.org/publications/building-connections-tohousing-during-reentry/> (accessed Apr. 25, 2024) [<https://perma.cc/93F6-43Y2>].

#### Recommendation 4

The Supreme Court should partner with the Corporation for Supportive Housing and other types of housing programs to review current housing policies and to work towards removal of exclusionary practices and barriers to housing for individuals with conviction histories and:

- a. Create a statewide workgroup to build strong relationships with housing authorities and other housing agencies and provide education at the annual Ohio Housing Authorities Conference.
- b. Review and encourage adoption of the following recommendations for public housing authority admissions policies.<sup>32</sup>
  - i. Shorten the lookback period to three years or less.
  - ii. Screen for a limited number of convictions rather than for arrests.
  - iii. Conduct an individualized assessment of applicants' conviction histories.
  - iv. Discontinue the use of "one-strike" policies and adopt a case-by-case decision-making approach.
  - v. Allow individuals on probation or parole to live in public housing.
  - vi. Limit the use of past evictions to determine successful tenancy in public housing.
  - vii. Specify and limit denials connected to illegal drug use.
  - viii. Include absence as a result of incarceration (with reasonable time limitations) as a permitted temporary absence and allow individuals to stay housed while completing diversion or alternative-to-incarceration programs.
- c. Expand and increase funding for existing promising practices for reentry housing in Ohio, such as: Returning Home Ohio Program<sup>33</sup> and Community Transition Program.<sup>34</sup> Work with programs on criteria exclusions to allow for offense-specific options, such as violent, arson, and sex-offender charges.

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32 Marin, Crew and diZerega, *Looking Beyond Conviction History: Recommendations for Public Housing Authority Admissions Policies* (Apr. 2021), <https://www.vera.org/downloads/publications/lookingbeyond-conviction-history.pdf> (accessed Apr. 26, 2024) [<https://www.vera.org/downloads/publications/looking-beyond-conviction-history.pdf>].

33 Corporation for Supportive Housing, *Moving on Program Profile: Returning Home Ohio*, <https://www.csh.org/resources/moving-on-profile-returning-home-ohio/> (accessed Apr. 25, 2024) [<https://perma.cc/5XTC-ACM5>].

34 Ohio Department of Mental Health and Addiction Services, *Community Transition Program*, <https://mha.ohio.gov/community-partners/criminal-justice/re-entry-programs/community-transition-program> (accessed Apr. 26, 2024).



- d. Explore funding and grants available to incentivize landlords to embrace renting to formerly incarcerated individuals (i.e., covering security deposit and damage to ensure property investments are protected and accepting skills to improve property in exchange for a reduction of rent payments) and provide marketing and education to debunk reentry stereotypes.
- e. Explore Certificates of Qualification for Housing and the process for Certificate of Achievement as mechanisms to enhance a returning citizen's ability to obtain housing.<sup>35</sup>

### E. Address Stigma

Barriers to successful reentry include the stigma of having been incarcerated, the lack of available housing and landlords reluctant to rent to individuals with a criminal record, and the lack of employers willing to hire individuals with criminal records.

Regarding stigma, community leaders can make use of the National Reentry Resource Center's *Building Second Chances: Tools for Local Reentry Coalitions*.<sup>36</sup> This tool provides publications, research, strategic messaging, and ways to enhance reentry policy.

The stigma of reentry creates barriers to consistent and equitable opportunities to successfully reintegrate into communities. A lack of understanding of the consistently low rate of recidivism and success stories of involvement in the justice system prevents landlords, employers, and health care providers from better understanding the potential contributions that justice-involved men and women can make.

### Recommendation 5

The Supreme Court should develop a statewide marketing campaign targeting the courts, the business community, and the public at large to alleviate stigmas surrounding the reentry population. The campaign should adopt humanizing language that is based on the latest research into the causes of substance abuse and criminal behavior.<sup>37</sup> A variety of methods of communication should be used, such as text-to-speech, videos, etc. for literacy considerations.

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35 The Ohio Legislature 135th General Assembly, *House Bill 50: Create Mechanism to Allow Relief-Collateral Sanction for Housing*, <https://www.legislature.ohio.gov/legislation/135/hb50> (accessed Apr. 25, 2024).

36 The National Reentry Resource Center, *Building Second Chances: Tools for Local Reentry Coalitions*, <https://nationalreentryresourcecenter.org/resources/toolkits/reentry> (accessed June 7, 2024) [<https://perma.cc/H6VT-4EPM>].

37 National Institute on Drug Abuse, *Words Matter - Terms to Use and Avoid When Talking About Addiction* (Nov. 29, 2021), <https://nida.nih.gov/nidamed-medical-health-professionals/health-professioneducation/words-matter-terms-to-use-avoid-when-talking-about-addiction> (accessed Apr. 26, 2024) [<https://perma.cc/KY6J-34ZN>].

Fortune Society, *Words Matter*, <https://fortunesociety.org/wp-content/uploads/2020/12/finalhumanizing-language.pdf> (accessed Apr. 25, 2024) [<https://perma.cc/9SZM-QN99>].

Educational resources may include bench cards, judicial trainings, an Ohio Channel series, and Department of Administrative Services system trainings for state employees. These resources should include testimonials and opportunities for touring Ohio prisons, CBCFs, halfway houses, and jails. Community members should help reduce stigma through education including experts and individuals who have been incarcerated at community centers, faith organizations, and other spaces. Increased public awareness of resources and processes for record sealing and expungement should be included.<sup>38</sup>

### F. Strengthen Family and Community Supports

Incarceration impacts more than just the individual. It also impacts families and communities.<sup>39</sup> Community education and support are essential in assisting the families of the returning citizens in their communities.

#### Recommendation 6

The Supreme Court should partner with the Ohio Department of Education and Workforce, the Ohio Department of Health, the Ohio Department of Job and Family Services, the Ohio Department of Children and Youth, ODRC, and other organizations to:

- a. Identify and promote promising programs in Ohio which assist families with incarcerated family members. Collaborate with agencies and organizations on identifying various touchpoints for incarcerated individuals as well as returning citizens and their families.
- b. Provide education to courts and communities on the cyclical impact of incarceration on families and communities with resources to highlight the importance of community prevention measures.<sup>40</sup>
- c. Create education and support resources for students with incarcerated and justice-involved family members.

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38 Hrdinova, *Is Expanding Eligibility Enough?: Improving Record Sealing Access and Transparency in Ohio Courts*, Ohio State Legal Studies Research Paper No. 764, Drug Enforcement and Policy Center (Apr. 2023), [https://papers.ssrn.com/sol3/papers.cfm?abstract\\_id=4412551#](https://papers.ssrn.com/sol3/papers.cfm?abstract_id=4412551#) (accessed June 7, 2024) [<https://perma.cc/8FCK-YBER>].

39 Keller, et al., *A Time to 'Make Amends and Bring Pieces Together': A Phenomenological Study of Family Experiences and Considerations when a Parent Returns Home from Incarceration*, *Health & Social Care in the Community*, 30(6) Health Soc Care Community (2022), <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC10084050/> (accessed Aug. 16, 2024) [<https://perma.cc/E3QR-DGYV>].

40 Impact Justice, *The Things They Carry: Understanding Trauma, Men, and Cycles of Violence* (Aug. 2023), <https://impactjustice.org/wp-content/uploads/The-Things-They-Carry-PDF.pdf> (accessed Apr. 25, 2024) [<https://perma.cc/D4UL-5FJP>].

## II. Executive Branch Recommendations

### A. Link Clients to Healthcare Services

Ohio has robust services providing evidence-based reentry programming inside its correctional institutions, including *Thinking for a Change*, *Cognitive Behavioral Intervention*, *Employment*, *Moral Reconation Therapy*, and *Creating Lasting Family Connections*.

OhioMHAS employs Community Linkage Social Worker (CLSW) staff who work with adult offenders in ODRC prisons. They provide qualifying offenders with appointments and referrals to support services that promote successful re-integration into the community after discharge, such as housing and health care services.

To promote positive community integration, the CLSWs help qualifying offenders apply for Social Security and Medicaid benefits. OhioMHAS, along with the Social Security Administration (SSA), has developed an expedited process for filing SSA applications. Offenders meeting the criteria for SSA benefits are pre-screened by ODRC staff and referred to CLSWs to help with the application process. Securing these benefits facilitates an offender's return to the community by offering them financial support, and relies on collaboration among ODRC, DYS, county alcohol drug addiction and mental health boards, and community behavioral health providers.

Another helpful program is the Community Transition Program (CTP) which provides linkage to mental health and substance use counseling, improved access to housing resources, vocational services, transportation, peer support, and other recovery services for individuals with histories of substance disorders or severe mental health disorders who are re-entering the community from Ohio institutions.

Eligible individuals are identified by OhioMHAS linkage staff and referred to local providers for continued treatment and support. CTP enhances communication and collaboration during a challenging time for individuals returning to their communities. Appropriations include \$5 million in each state fiscal year for 2024-2025. Of the approximately 3,500 individuals who were referred to CTP in state fiscal year 2023, 2,509 received CTP benefits of behavioral health treatment and recovery supports.

Health education and advocacy, trauma awareness, access to gender-specific healthcare, vision, dental, mental health, and substance use treatment, and pre-release planning have a significant impact on the success of returning citizens. The importance of post-release healthcare coverage must be promoted as part of reentry planning, as gaps in healthcare coverage can occur.

### Recommendation 7

- a. The Ohio Department of Medicaid should consider developing and offering targeted educational resources to correctional facility staff and incarcerated individuals regarding Medicaid (e.g., eligibility, how to apply, what is covered).
- b. ODRC participates in audits and evaluation above the requirements of the American Correctional Association and industry standards. These efforts include healthcare quality reviews in partnership with The Ohio State University and use of Healthcare Effectiveness Data and Information Set to measure diabetic care as a barometer of the health system. Centers for Disease Control and Prevention, Ohio Department of Health, and SAMHSA evaluations occur, as well as Correctional Institution Inspection Committee conduct site visits. These continuous quality improvement systems should continue to rise above minimum standards across all 28 facilities to ensure high-quality wellness services for incarcerated individuals.
- c. ODRC's Office of Reentry and Reentry Coalitions and local jails should consider supporting and facilitating additional evaluation projects on the health and wellness of returning citizens after release through collaboration with partner universities, hospitals, and other potential stakeholders.<sup>41</sup>
- d. Local jails, CBCFs, and halfway houses should continue to provide incarcerated individuals an adequate supply of feminine hygiene products at the same standards of Ohio's prisons.<sup>42</sup>
- e. ODRC, CBCFs, halfway houses, and local jails should consider providing ongoing education to staff and other treatment providers on gender-specific approaches. Standards governing gender-specific healthcare services should also be reviewed for necessary adjustments in staff, funding, etc.<sup>43</sup>

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41 Mistak, *New Opportunities to Improve Linkages between Health and Justice*, <https://www.communitysolutions.com/resources/new-opportunities-to-improve-linkages-between-health-and-justice-systems> (accessed Apr. 25, 2024) [<https://perma.cc/BFP8-QNUJ>].

42 The Ohio Legislature 135th General Assembly. *House Bill 30: Require Correctional Facilities Supply Feminine Hygiene Products*, <https://www.legislature.ohio.gov/legislation/135/hb30> (accessed Apr. 25, 2024).

43 SAMHSA, *After Incarceration: A Guide to Helping Women Reentry the Community* (Apr. 2020), <https://store.samhsa.gov/sites/default/files/pep20-05-01-001.pdf>, (accessed Apr. 25, 2024) [<https://perma.cc/7RSG-YCZ5>].

Seervai, *Health Behind Bars-How the U.S. Could Improve Care for Incarcerated People* (Apr. 8, 2022), <https://www.commonwealthfund.org/publications/podcast/2022/apr/health-behind-bars-improve-careincarcerated> (accessed Apr. 25, 2024) [<https://perma.cc/THV7-S6EJ>].

Hairston and Jones, *How to Save a Life: Meeting Women Upon Prison Release* (Jun. 2023), All Rise Conference Presentation, [https://s3.amazonaws.com/bee-content/beeUploadedFiles/33500715/9069b0b4-3c14-4130-8b24-61669ccb71aa\\_TS16HowtoSaveaLifeMeetingWomenUponPrisonReleaseRISE23.pdf](https://s3.amazonaws.com/bee-content/beeUploadedFiles/33500715/9069b0b4-3c14-4130-8b24-61669ccb71aa_TS16HowtoSaveaLifeMeetingWomenUponPrisonReleaseRISE23.pdf) (accessed Apr. 25, 2024) [<https://perma.cc/T7UV-S747>].

- f. Ohio Legal Help should consider providing educational materials to agencies and individuals regarding the effects of Medicaid coverage on incarcerated individuals, specific to Ohio (incorporating recent eligibility changes).<sup>44</sup>
- g. ODRC, CBCFs, halfway houses, and local jails should consider reviewing current practices for pre-release planning and evaluate staff, resources, and the impact of ‘earned credit days’ and ‘good days’ on release dates (due to participation in education and wellness courses and time-served). Consistent and timely application of these credits is necessary to avoid potential gaps in healthcare coverage.
- h. ODRC, CBCFs, halfway houses, and local jails should consider partnering with the U.S. Department of Veterans Affairs to provide education to courts and prison staff on reentry resources for veterans, such as the Health Care for Re-entry Veterans (HCRV) Program and statewide, certified agencies providing services to incarcerated veterans. The possibility of veteran pods in both Ohio’s prisons and jails should also be further evaluated.<sup>45</sup>
- i. OhioMHAS should consider that ensuring mental health services and access to Medication for Addiction Treatment are prioritized during incarceration and upon release. Current mental health and substance use treatment practices should be reviewed with ongoing education for staff and others who provide resources with a goal to:<sup>46</sup>
  - i. Increase timely communication with local alcohol drug addiction and mental health services boards to establish treatment connections pending release.
  - ii. Establish consistency of treatment and medication in prison, jail, CBCFs, and halfway houses, and provide support for medication supplies and refills upon release. Local jails and CBCFs should consider exploring the use of charitable pharmacy programs to ensure medications are available and filled pre-release. Coordination with the local HCRV and other Veterans Justice Programs for appointments with providers for U.S. military veterans should also be considered.
  - iii. Explore supplying naloxone and fentanyl testing strips upon release and include education on their use.

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44 Ohio Legal Help, *About Ohio Legal Help*, <https://www.ohiolegalhelp.org/about-ohio-legal-help> (accessed Apr. 26, 2024).

45 National Institute of Corrections, *Barracks Behind Bars II: In Veteran-Specific Housing Units, Veterans Help Veterans Help Themselves* (2020), <https://s3.amazonaws.com/static.nicic.gov/Library/033092.pdf> (accessed Apr. 25, 2024) [<https://perma.cc/6AC2-7F7L>].

46 SAMHSA, *Best Practices for Successful Reentry from Criminal Justice Settings for People Living with Mental Health Conditions and/or Substance Use Disorders* (2023), <https://store.samhsa.gov/sites/default/files/pep23-06-06-001.pdf> (accessed Apr. 26, 2014)[<https://perma.cc/2EV4-K2U3>].

The Supreme Court of Ohio, *Principles for the Use of Medication for Addiction Treatment (MAT) in Drug Courts* (Nov. 2016), <https://www.supremecourt.ohio.gov/docs/JCS/specDockets/resources/MATPrinciples.pdf> (accessed Apr. 26, 2024) [<https://perma.cc/7B4Y-42UW>].

## B. Increase Awareness of Resources

There are many reentry resources available in Ohio at state and local levels. However, no centralized system for sharing that information with service providers and individuals exists.

### Recommendation 8

Ohio should consider adopting a statewide repository of services and practices, such as Relink.org, where information would be universally accessible. Relink.org provides a vetted and updated repository of services, categorized by service, type, and location. It provides easy access to detailed information that quickly connects an individual to a solution for a specific need.

## C. Form Additional Reentry Coalitions

Reentry Coalitions provide the crucial service of helping individuals find employment, access stable housing, support their families and children, and become active contributors to society. These coalitions are groups of agencies and service providers that assist returning citizens with the resources they may need upon release. As of January 2024, 63 counties have established Reentry Coalition coverage.<sup>47</sup> Reentry services are provided across the state in many capacities and are a critical partner in helping men and woman *after* they are home.

### Recommendation 9

ODRC's Office of Reentry and local communities should consider continuing to explore ways to create additional Reentry Coalitions in the remaining 25 counties and to expand the work where they currently exist.<sup>48</sup> The Office of Reentry has almost tripled the number of Ohio Reentry Coalitions over the past two years. They work to explore ways to create additional coalitions through evaluation of need and available funding avenues should continue to be supported.

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47 Ohio Department of Rehabilitation and Correction, *Ohio Reentry Coalitions* (Mar. 15, 2024), [https://dam.assets.ohio.gov/image/upload/drc.ohio.gov/Forms/Reentry\\_Coalitions\\_3-15-24.pdf](https://dam.assets.ohio.gov/image/upload/drc.ohio.gov/Forms/Reentry_Coalitions_3-15-24.pdf) (accessed Apr. 26, 2024) [<https://perma.cc/T6PS-YAHV>].

48 Id.

### D. Expand Peer Support

Returning citizens often need direct assistance in navigating systems and programming to achieve successful reintegration. Increased implementation and training of certified peer support specialists, both inside and outside of prisons, jails, CBCFs, and halfway houses are necessary for a successful reintegration process.

Most recently, OhioMHAS and ODRC have an established Peer Support Partnership that started as a pilot program in 2021. Ohio was the first state to train and utilize incarcerated adults as Peer Supporters within state correctional facilities. The partnership allows peer support services to occur in prison as an additional service for incarcerated individuals. It also provides training to incarcerated individuals to become certified peer recovery supporters and provides certification opportunities in prisons as a pathway to meaningful employment upon release based on lived experiences. As of May 29, 2024, 471 individuals have been trained in this program to become certified peer recovery supporters upon release.

Additionally, OhioMHAS has ongoing work with the Specialized Dockets Section to assist recovery supporters in navigating the treatment courts, including technical assistance to a pilot project in Cuyahoga County designed to incorporate a peer recovery support *liaison* for all specialty dockets. This collaborative effort can also be applied to peer supporters working with reentry dockets.

#### Recommendation 10

OhioMHAS should consider educating reentry agencies and local jails on the role of peer support specialists, including the use of peers to facilitate restorative justice, and promote the use of peers with the criminal justice population in prisons, jails, CBCFs, and halfway houses. OhioMHAS should also train certified peer supports in navigating systems with returning citizens (i.e., learning bus routes, applying for benefits, making appointments, and engaging in community support).

## E. Expedite the Pardon Project

The Ohio Governor’s Expedited Pardon Project seeks to remove legal barriers by accelerating pardon consideration application processing time.<sup>49</sup> However, expediency in the Adult Parole Authority clemency process is hindered by the volume of requests and hearings for clemency, making it essentially unavailable to a large segment of eligible individuals.

### Recommendation 11

Adult Parole Authority governing agencies should consider reviewing current funding and resources to process cases efficiently and timely, including through increased staff and an expedited clemency board. Legislative efforts should be considered, as well as consideration of the impact of “earned credit/good days” on release dates.

## F. Review Driver’s License Policies

Driver’s license suspensions, reinstatement fees, court costs, and court-ordered blocks and warrants prevent many returning citizens from obtaining stable transportation, especially in rural areas where public transit is lacking. “A valid driver’s license offers the freedom of mobility and the ability to work, which is an essential piece of everyday life in Ohio.”<sup>50</sup>

In 2018, the Ohio General Assembly authorized the Ohio Department of Public Safety to pilot a Reinstatement Fee Debt Reduction and Amnesty Program. This program provides a reduction or a waiver of a suspended driver’s reinstatement fees for lower-income Ohioans. The pilot was so successful that the legislature made the program permanent in 2020.<sup>51</sup>

The Department of Public Safety’s Bureau of Motor Vehicles automatically sends drivers notices of their eligibility. While there is no application process, participants must submit proof of motor vehicle insurance and documentation of their income. Over 220,000 Ohioans have been served by the program with an average of \$612 saved in reinstatement fees and \$23 million collected by the state in reduced fees.<sup>52</sup>

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49 Ohio Governor, *Ohio Governor’s Expedited Pardon Project*, <https://governor.ohio.gov/priorities/expeditedpardon-project> (accessed Apr. 26, 2024).

50 Ohio Poverty Law Center, *Clearing the Road for Ohioans with Suspended Licenses: A Look at Ohio’s Reinstatement Fee Amnesty Program* (May 2023), <https://irp.cdn-website.com/e08ea30b/files/uploaded/Clearing%20the%20Road%20Report.pdf> (accessed Apr. 25, 2024).

51 The Ohio Legislature 133rd General Assembly, *Senate Bill 68: Allow Community Service in lieu of Driver Reinstatement Fee* (April 2021) [https://search-prod.lis.state.oh.us/solarapi/v1/general\\_assembly\\_133/bills/sb68/EN/06/sb68\\_06\\_EN?format=pdf](https://search-prod.lis.state.oh.us/solarapi/v1/general_assembly_133/bills/sb68/EN/06/sb68_06_EN?format=pdf) (accessed July 30, 2024).

52 Ohio Poverty Law Center, *Clearing the Road for Ohioans with Suspended Licenses: A Look at Ohio’s Reinstatement Fee Amnesty Program* (May 2023), <https://irp.cdn-website.com/e08ea30b/files/uploaded/Clearing%20the%20Road%20Report.pdf> (accessed Apr. 25, 2024) [<https://perma.cc/4Y4L-YHBU>].



## Recommendation 12

The Ohio Department of Public Safety should consider:

- a. Reviewing amnesty requirements for potential reductions or waivers (eligibility timelines, income requirements, etc.) and consider recommendations to standardize reinstatement fees at \$25, eliminate debt-related suspensions, and expand eligibility.<sup>53</sup>
- b. Partnering with the Supreme Court to promote statewide amnesty days for driver's license reinstatement fees (and limited privileges for child support blocks) through a statewide marketing plan and local court education. Review of potential changes includes license suspensions assigned to certain criminal charges and an effort to establish relationships with public transit and other local agencies to assist returning citizens in navigating available options and routes should be considered.
- c. Partnering with the Ohio Poverty Law Center and Office of the Ohio Public Defender to explore alternative measures to replace driver's license suspensions for drug offenses; limit suspensions to convictions related to dangerous driving; and eliminate authority to suspend a driver's license or block vehicle registration for failure to pay court fines and fees or failure to appear for non-jailable offenses.<sup>54</sup>

## G. Increase Education and Employment Opportunities

Previous imprisonment and conviction of a felony or a misdemeanor often reduce earnings. There is a need for higher education, vocation, and workforce development agencies to work together to provide consistent, available resources for returning citizens, incarcerated individuals, and their families. One in three adults have a criminal record, yet approximately 70% of four-year colleges in the U.S. require applicants to disclose prior legal system involvement.<sup>55</sup>

Ohio currently has programming to enhance job readiness in ODRC institutions. One program is the apprenticeship program. ODRC has over 50 trades fields of apprenticeships as of January 2024 with over 1,722 registered apprentices helping to prepare the individuals who are incarcerated to become productive citizens. The apprenticeships range from welders, electricians, nurse assistants, health care sanitary technicians, manager of food service, to animal trainers.

Another program is career technical training. ODRC provides classes in over 20 career

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53 Id.

54 The Ohio Legislature 135th General Assembly, *Senate Bill 37: Regards Driver's License Suspension Law; Financial Responsibility*, <https://www.legislature.ohio.gov/legislation/135/sb37> (accessed Apr. 25, 2024).

55 Vera Institute, *College Applications Shouldn't Ask About Conviction History* (Apr. 28, 2023), <https://www.vera.org/news/college-applications-shouldnt-ask-about-conviction-history> (accessed Apr. 26, 2024) [<https://perma.cc/95RW-BBSU>].

fields to assist individuals' readiness to return to employment.

Additionally, advanced job training is offered at ODRC institutions. ODRC partners with six higher learning institutions that were determined by a request for proposal process. These partner higher learning institutions consist of Ashland University, Franklin University, Kent State University, Marion Technical College, North Central State Community College, and Sinclair Community College. These programs may lead to an associate or bachelor's degree and are available at 28 correctional institutions. This program helps to ensure that individuals who are incarcerated may return with employment viability.

### Recommendation 13

Ohio should consider establishing an ongoing collaboration among Ohio universities, the Ohio Association of Community Colleges Returning Citizens Subgroup, the Ohio Penal Education Consortium, Opportunities for Ohioans with Disabilities, the Ohio Department of Job and Family Services' Ohio Means Jobs, the Ohio Chamber of Commerce, the Ohio Department of Development, the ODRC Office of Reentry, ODRC, the Ohio Department of Higher Education, and the Ohio Department of Education and Workforce to create a directory of higher education, vocation, certificate programs, and partner with workforce development agencies to:

- a. Highlight unique educational and workforce providers that openly accept returning citizens, and work with the Ohio Department of Development to educate Ohio employers regarding the benefits of this practice.<sup>56</sup>
- b. Explore outstanding examples of business training partnerships throughout the state and explore ways to replicate, fund, and engage Ohio employers in the process.
- c. Provide resources such as adult diploma and certificate training pathways, to local jails, CBCFs, and halfway houses.
- d. Encourage additional Prison Education Providers to further partner with ODRC in providing education to incarcerated individuals on Pell Grant eligibility, eligible degrees, and resources to incarcerated individuals seeking higher education both while incarcerated and upon release.
- e. Explore Ohio College Comeback Compacts in all areas of Ohio between public universities and community colleges for release of transcripts and debt-forgiveness relating to outstanding student balances for returning citizens.

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<sup>56</sup> Edwins Leadership & Restaurant Institute, *About Us*, <https://edwinsrestaurant.org/about-us/> (accessed Apr. 25, 2024) [<https://perma.cc/5DFU-3E9W>].

Ohio Department of Higher Education, *College Comeback: A Summary of Ohio Law and Policy on Outstanding Student Balances Owed and Debt-Forgiveness Models that Can Be Applied in Ohio*, <https://higher.ed.ohio.gov/initiatives/affordability/college-comeback> (accessed Apr. 26, 2024).

- f. Explore a waiver process for college and GED transcript fees for all formerly incarcerated individuals to help transfer those credits or training completed prior to incarceration as well as any continued while incarcerated.
- g. Review current Ohio public university admission policies and consider a ‘Ban the Box for Higher Education’ legislative initiatives regarding criminal justice involvement.
- h. Connect eligible individuals with Opportunities for Ohioans with Disabilities (OOD) for vocational and educational opportunities in order to develop a pre-release individualized plan for employment. Collaborate with OOD counselors and job developers in prisons to evaluate workforce readiness, to educate on the qualifications for disability, and to increase opportunities to connect with employers pre-release.<sup>57</sup>
- i. Establish a sustainable Reentry Employment Consortium in Ohio to provide awareness of state programs including federal tax credit programs available to employers who hire eligible individuals experiencing return-to-work barriers.<sup>58</sup>
- j. Provide education and awareness to both individuals and employers that Ohio participates in the national initiative to expand access to work through fair chance licensing and best practices for record clearance.<sup>59</sup>

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57 Responsible Business Initiative for Justice, *Hiring Justice-Involved Talent: Practical Steps to Becoming Second Chance Employers* (2023). See <https://www.rbij.org/second-chance-hiring> (access Aug. 27, 2024).

Honest Jobs, *About Honest Jobs*, <https://www.honestjobs.com/about-honest-jobs> (accessed Apr. 25, 2024) [<https://perma.cc/8JKV-S4TL>].

58 Ohio Department of Job and Family Services, *Work Opportunity Tax Credit Program*, <https://jfs.ohio.gov/job-services-and-unemployment/job-services/job-programs-and-services/workforce-opportunity-tax-credit-program> (accessed Apr. 26, 2024).

59 The Council of State Governments Justice Center, *Beyond Confidentiality: Modernizing Criminal Record Clearance Policies in the Digital Age* (Mar. 2023), <https://csgjusticecenter.org/publications/beyondconfidentiality-modernizing-criminal-record-clearance-policies-in-the-digital-age-2/> (accessed Apr. 25, 2024) [<https://perma.cc/V2R9-NYJH>].

## H. Enhance Jail Release

The second subcommittee of the Task Force examined the role of local jails in the reentry process. It focused its efforts on release from jail facilities across Ohio and how to ensure successful entry back into communities.

Many counties have established specific jail release programs. Ohio has promising practices within many local jails, such as rapid release programs. For example, the Lorain County Jail Rapid Reentry Program proactively targets inmates who are high risk, but is open to all inmates.<sup>60</sup> Staff identify those experiencing clinical withdrawal and homelessness during the intake process. Inmates are linked with community treatment providers and public service agencies to provide treatment, housing, employment, Medicaid enrollment, peer support, and transportation assistance.

Adm.Code 5120:1-7-02 establishes five types of jails (local confinement facilities):

1. Full-Service Jail (detains adults for more than 288 hours)
2. Twelve-Day Facility (detains adults for a maximum of 288 hours)
3. Twelve-Hour Facility (detains adults for a maximum of 12 hours)
4. Minimum Security Jail (detains sentenced adults for more than 120 hours for a misdemeanor or a felony of the fourth or fifth degree, provided the offender has been classified as a minimum-security risk)
5. Temporary Holding Facility (detains arrestees for a maximum of six hours for processing or awaiting transportation)

The Ohio Jail Advisory Board (OJAB) was established by Adm.Code 5120:1-7-04, to promote cooperative practitioner involvement in the development of jail standards and policies for the safe, secure, humane, and efficient operation of jails in Ohio.

ODRC's Bureau of Adult Detention is charged with the supervision of county and municipal jails and shall make on-site inspections and investigations of jails in the State of Ohio. Each year, the bureau obtains from Ohio's 88 county sheriffs a census of jails (excluding temporary holding facilities) that includes their average daily population during the month of June. Excluding Temporary Holding Facilities, as of June 2022, there were 144 jails in Ohio.<sup>61</sup> Table 1 shows the number of full service, 12-day, 12-hour, and minimum-security jails, broken down by operating authority.

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60 Lorain County Sheriff's Office, *Lorain County Jail Re-Entry Program* (Dec. 9, 2021), <https://loraincountysheriff.com/wp-content/uploads/2022/04/Re-Entry-Program-Long-Form.pdf> (accessed Apr. 29, 2014) [<https://perma.cc/N5Y2-ZS9Y>].

61 Ohio Department of Rehabilitation and Correction Bureau of Adult Detention, *2022 Jail Population Data* (obtained April 4, 2023).

Table 1  
Jail Types and Operating Authorities as of June 30, 2022

Jail Type	Operating Authority					Total
	City	County	Regional	Township	Village	
12-Day	39	1	0	0	5	45
12-Hour	8	0	0	1	0	9
Full Service	5	77	4	0	0	86
Minimum Security	0	4	0	0	0	4
<b>Total</b>	<b>52</b>	<b>82</b>	<b>4</b>	<b>1</b>	<b>5</b>	<b>144</b>

Table 2 shows the average daily population in June 2022, by type of jail, divided by type of individuals jailed. Nearly two thirds of all individuals (65%) were held in jail pre-trial. Slightly more than one quarter (26%) were in jail serving their sentence.

Table 2  
Jail Population Snapshot on June 30, 2022

Jail Type	Pre-Trial	Sentenced	Probation and Parole	Federal Inmates	DRC Offenders	Total
12-Day	71	16	0	0	2	89
12-Hour	4	0	0	0	0	4
Full Service	10,706	4,107	537	843	182	16,375
Minimum Security	44	144	0	2	0	190
<b>Total</b>	<b>10,825</b>	<b>4,267</b>	<b>537</b>	<b>845</b>	<b>184</b>	<b>16,658</b>
% of Total	65.0%	25.6%	3.2%	5.1%	1.1%	100.0%
Full Service Only	65.4%	25.1%	3.3%	5.1%	1.1%	100.0%

Source: Ohio Department of Rehabilitation and Correction, Bureau of Adult Detention. Data based on unverified self-reported data from jail authorities.

In its annual jail census, the bureau also collects from the county sheriffs the total number of bookings and admissions to jails during the prior calendar year. Table 3 reflects a statewide total of 307,524 people booked into jail in 2021.

**Table 3  
Total Bookings and Admissions in 2021**

<b>Jail Type</b>	<b>Prisoners/Inmates</b>	<b>% of Total</b>
Full Service	281,736	91.6%
12-Day	21,230	6.9%
Minimum Security	2,412	0.8%
12-Hour	2,146	0.7%
<b>Total</b>	<b>307,524</b>	<b>100.0%</b>

The bureau does not collect jail release statistics. Of particular interest to the Task Force was the number of people released each year from jail after serving their sentences. In order to craft an estimate of that figure, the average daily population data (Table 2) was applied to the annual admission data (Table 3). As of June 2022, 25% of individuals in full-service jails were serving their sentence. In 2021, a total of 281,736 people were admitted to full-service jails. Accordingly, the Task Force estimates that 70,662 people (25% of 281,736) admitted to full-service jails in 2021 were there to serve their sentences. Using that percentage as a guide and with jail populations gradually returning to pre-pandemic levels, the Task Force further estimates that between 75,000 to 80,000 individuals are released from jail each year after completing their sentence.

The Task Force conducted a survey among all 90 full-service jails in Ohio in 2023, with 45 of the jails responding to at least one question (an overall 50% response rate) (See Appendix C). The survey revealed strengths but also areas of opportunity for expansion of reentry services. While the majority of responding jails indicated that they provide evaluation and assessment mechanisms and engage in data collection and reporting, only 28% indicated that they have formal written policies and procedures. Only slightly more than one quarter of responders (28%) indicated that they have dedicated funding supporting their reentry programs and services. Among the services provided, most responders (83%) reported that they provide mental healthcare services. More than three-quarters (78%) reported that they provide substance use treatment services. Services that were not widely available include general legal assistance, or help with obtaining a Social Security card, State of Ohio identification card, or birth certificate.

Responders were also asked open-ended questions allowing them to describe external partnerships that assist with reentry services. Their responses include descriptions of a variety of approaches that they have undertaken, including partnerships with other government agencies as well as non-profit organizations in their communities. However, limitations on available resources and delays in obtaining mental health services and aftercare were cited as critical concerns.

The widespread lack of dedicated staff and funding were common refrains. As one responder noted: “An ultimate goal for us would be to have a designated reentry coordinator that oversees re-entry services and works with our service providers, case management, etc. in assuring quality service delivery, that infrastructure is in place to accommodate the needs of the inmates for a positive and successful reentry into the community. This provider would serve as a person that helps navigate the services and serves as a traffic controller minimizing gaps in services. Funding, staffing, and costs are always a concern in providing a complete reentry service team.”

Because jail facilities release over fifteen times more individuals each year than prisons, making a wide range of release services available in a consistent manner throughout the state should be a priority in order to improve outcomes for released citizens.

The reentry resources available for application in the prison system are not commonly available to inmates being released from local jails. There is a need for additional information regarding the services and resources available within the 144 jail facilities in Ohio.

Currently, OhioMHAS provides support to jails across Ohio with two programs: a behavioral health and criminal justice linkage program, and a behavioral health drug reimbursement program.

The Behavioral Health and Criminal Justice Linkage Program supports existing jail-based programs and forges collaborative relationships between the behavioral health and criminal justice systems so individuals with mental illness or substance addictions receive the care they need. This, in turn, helps to reduce recidivism, increases public safety, and minimizes harm to those who encounter law enforcement.

OhioMHAS invested \$3.8 million in each fiscal year of the 2022-2023 biennium to fund 34 criminal justice and behavioral health linkage allocations in 57 counties. These programs identify individuals with mental illnesses, provide appropriate treatment, and link them to community treatment and resources. During state fiscal year 2023, this program served 15,472 individuals.

The second support provided by OhioMHAS to jails, the Behavioral Health Drug Reimbursement Program, provides reimbursement to counties for the cost of certain drugs dispensed to inmates of county jails and CBCFs pursuant to R.C. 5119.19. Five-million dollars has been allotted for each of the next two years to fund the Behavioral Health Drug Reimbursement Program. Approximately 70 jails across Ohio have participated in this program in state fiscal year 2023, and the demand has increased so far in 2024.

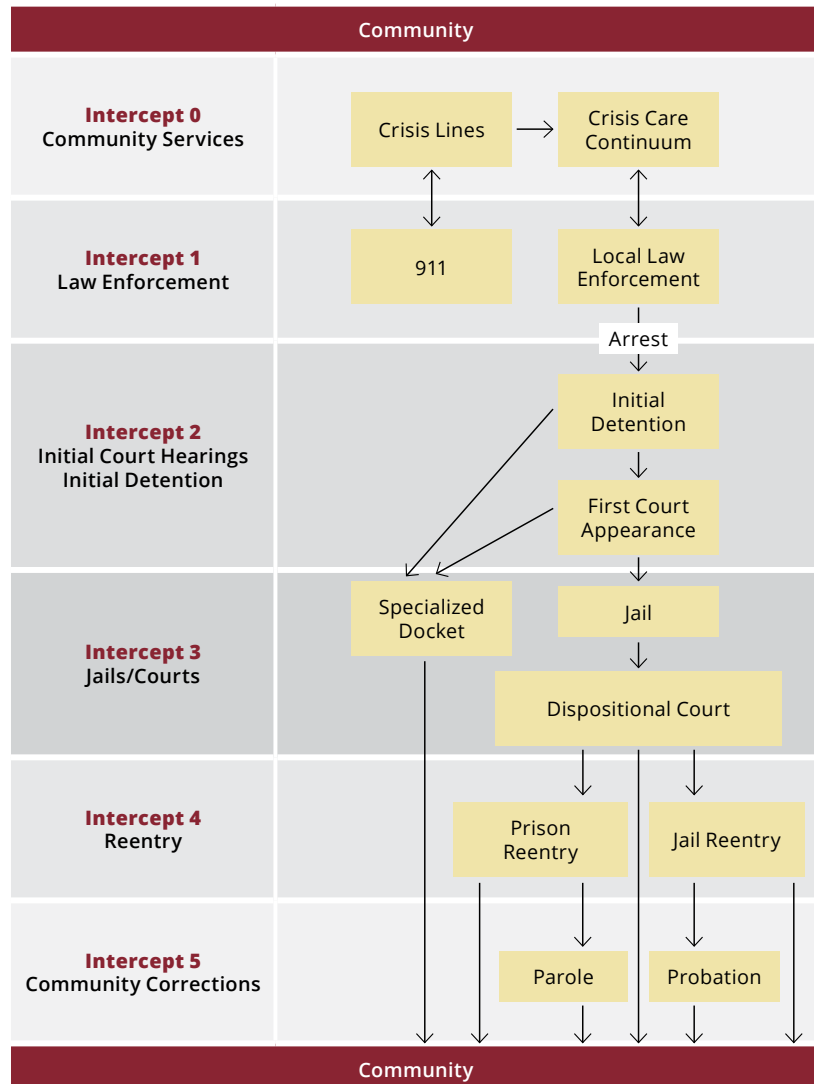
In the first half of state fiscal year 2024, these were funded in jails and CBCFs:

- 68 jails and 17 CBCFs applied for funding (85 total) with \$2,700,057 in requests. OhioMHAS had a \$2,500,000 allocation, so each applicant received 93% of their total request.
- There was \$1,818,275 requested for psychotropic medications and \$881,782 requested for medication for addiction treatment medicines.

### Sequential Intercept Model and Local Efforts

Another Ohio effort to assist communities with populations entering and then being released from jails is SAMHSA’s Sequential Intercept Model (SIM) which details how individuals with mental and substance use disorders encounter and move through the criminal justice system.<sup>62</sup> SIM brings together leaders and different agencies and systems and helps communities identify resources and gaps in services at each intercept to develop local strategic action plans.

The SIM process is a part of the Stepping Up Initiative. Ohio is part of a national initiative aimed at reducing the number



Source: SAMHSA’s GAINS Center

62 Substance Abuse and Mental Health Services Administration, *The Sequential Intercept Model (SIM)* (May 24, 2024), <https://www.samhsa.gov/criminal-juvenile-justice/sim-overview> (accessed Aug. 21, 2024) [<https://perma.cc/9FFV-KJA6>].



of people with mental health issues who cycle through jails and the criminal justice systems. As of 2023, 61 Ohio counties have passed resolutions in support of Stepping Up Ohio and have become participants in the initiative.<sup>63</sup>

### Recommendation 14

The partnership between the Ohio Jail Advisory Board (OJAB) and the Buckeye State Sheriffs' Association's Community Corrections Committee should consider continuing and expanding by:

- a. Assisting jail administrators and sheriffs in identifying programming and assessing reentry services, challenges, and data collection efforts.
- b. Supporting local jails and courts in establishing a local corrections planning board per R.C. 5149.34 or leverage existing boards to identify needs and plan solutions for their community jail facilities.
- c. Including promising practice programs and interested parties in attending the OJAB quarterly meetings to make presentations and initiate discussions.
- d. Providing education to all jail facilities on the need for jail-based reentry considerations, including the existing databases of resources (e.g., Relink.org) which can be incorporated into release planning efforts.
- e. Evaluating existing Rapid Reentry programs within Ohio jail facilities in order to consider adopting similar programming in more jail facilities.
- f. Creating an ongoing statewide collaboration between the Ohio Attorney General's Task Force on Criminal Justice and Mental Illness—Diversion and Reentry Subcommittee, the Ohio Association of Local Reentry Coalitions (OALRC) and other state and county agencies which provide linkage services in jail.<sup>64</sup> Efforts will specifically focus on the unique issues related to local, rapid jail release. The coalition will assist jail administrators and local communities with education, research, technical assistance, resources, and program development that addresses the needs of the local facilities and explores promising practices for successful transition from local jails into the community.<sup>65</sup> The potential loss of public benefits, housing, or employment, as well as assistance with medications, medical or behavioral treatment are all specific issues which must be addressed and incorporated into jail release planning.

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63 Ohio Department of Mental Health and Addiction Services, *Stepping Up Initiative*, <https://mha.ohio.gov/community-partners/criminal-justice/stepping-up-initiative> (accessed Apr. 26, 2024).

64 Task Force on Criminal Justice and Mental Illness – Diversion and Reentry Subcommittee, Diversion and Re-Entry, [ohioattorneygeneral.gov/Individuals-and-Families/Victims/Task-Force-on-Criminal-Justice-and-Mental-Illness/Diversion-and-Reentry](https://ohioattorneygeneral.gov/Individuals-and-Families/Victims/Task-Force-on-Criminal-Justice-and-Mental-Illness/Diversion-and-Reentry) (accessed Jul. 26, 2024) [<https://perma.cc/2Q89-BQRZ>].

65 Corporation for Supportive Housing, FUSE, <https://www.csh.org/fuse/> (accessed Apr. 29, 2024) [<https://perma.cc/4TZ7-V9P7>].

## II. Legislative Branch Recommendations

### A. Enact Clean Slate Legislation

A publicly available criminal record interferes with a person's ability to get a job, a place to live and an education. Senate Bill 288 (134<sup>th</sup> General Assembly) created major revisions to Ohio's record-clearing law, yet the process still requires considerable time and effort due to mandatory waiting periods and application processes. It is estimated that over 1.3 million individuals could be eligible to receive full or partial record clearance.<sup>66</sup>

The Clean Slate Initiative works to expand and automate the sealing of non-conviction and conviction records after individuals have completed their sentence and remained crime-free for a period of time. Clean Slate Legislation would automate the record clearance process for records that are eligible and decreases the period an individual needs to wait to benefit from the record clearance process. Felonies of the first and second degrees, as well as violent offenses would remain ineligible for automatic record clearance.

The Clean Slate Initiative proffers that when individuals can seal their records, they have improved access to employment and housing, and a reduced likelihood of reoffending which results in long-term cost savings for the legal system and serves as an economic booster for the community.

#### Recommendation 15

Ohio should join 12 other states in the Clean Slate Initiative, a national effort to create automatic record clearance for eligible individuals. An automatic process reduces confusion and increases timeliness. This initiative will include a review of mandatory waiting periods, a standardized application process, and should include a provision maintaining the petitionary process for violent criminal charges and a plan to bifurcate eligible charges from non-sealable charges.

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66 Clean Slate Initiative, *Overview of Clean Slate Policies and Best Practices: A Presentation for the Ohio Supreme Court Reentry Task Force* (Nov. 30, 2023), virtual presentation.

## B. Ensure Identification Document Access

Thousands of individuals are released from prison without important identification documents. This creates additional barriers for returning citizens in obtaining housing, transportation, employment, and education.

The Ohio Bureau of Motor Vehicles currently has the authority to issue credentials to recently released individuals that utilize the “Re-entry ID” provided by the correctional institution. This requires the individual to visit a local licensing agency in order to apply for the credential.

To expand access to allow for individuals to receive credentials prior to release it would be necessary to amend the following Ohio Bureau of Motor Vehicle statutory sections: R.C. 4507.50, R.C. 4507.51, and R.C. 4507.52. Ohio Senate Bill 198 is currently under consideration at the Ohio General Assembly. This would expand access and additional amendments were made in this bill to the following sections: R.C. 5120.59, R.C. 5139.511, R.C. 5145.1611.

### Recommendation 16

Ohio should join 21 other states in developing legislative measures to ensure that upon release men and women have access to state identification cards, driver’s licenses, birth certificates, and social security cards. These changes would allow those reentering their communities with state identification cards and documentation outlining work experience, education, and trade skills.<sup>67</sup> In the meantime, the Department of Public Safety, ODRC, the Ohio Department of Health, and the Social Security Administration should continue their current work towards achieving this goal. Local jails should provide similar assistance.

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67 National Conference of State Legislators, *Providing Identification for Those Released from Incarceration* (Jan. 4, 2024), <https://www.ncsl.org/civil-and-criminal-justice/providing-identification-for-those-releasedfrom-incarceration> (accessed Apr. 26, 2024) [<https://perma.cc/MMU3-T8F4>].



## Ohio's Promising Practices

The Task Force examined promising programs from around the state. Detailed below are descriptions of the promising practices.

### Circle for Recovery Ohio (CFRO)<sup>68</sup>

Circle for Recovery Ohio aims to prevent relapse of substance use and recidivism primarily among African American adult parolees. This program provides relapse prevention, reentry, violence prevention, peer support, and crisis intervention services to individuals under the community supervision of the Ohio Adult Parole Authority and local courts. CFRO programs are located in Allen, Franklin, Hamilton, Lorain, Lucas, Montgomery, Richland, Summit, and Trumbull counties. They are administered by Urban Minority Alcohol and Drug Addiction Outreach Programs with assistance from OhioMHAS.

### Community Transition Program (CTP)

CTP, funded by OhioMHAS, provides transitional recovery support, including housing, to individuals exiting Ohio's prison system who have participated in recovery services while incarcerated. Eligible participants are identified by OhioMHAS staff and referred to local providers for continued mental health and substance use treatment, as well as support services such as access to housing, education, transportation, employment, and education.

### Dress, Right, Dress™ for Veterans<sup>69</sup>

Dress Right, Dress™ is a program providing incarcerated veterans with a peer-supported curriculum that assesses and provides access to a variety of reentry services, mental health, and substance use resources. The program also provides mentorship, care coordination, and financial assistance at its drop resource centers.

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68 Ohio Department of Mental Health & Addiction Services, *Circle for Recovery Ohio*, <https://mha.ohio.gov/community-partners/criminal-justice/re-entry-programs/circle-for-recovery-ohio> (accessed Jun. 7, 2024).

69 Dress Right Dress Inc., *Programs and Services*, <https://www.dressrightdress.org/programs> (accessed Apr. 29, 2024) [<https://perma.cc/GH7C-WEJV>].

### Edwins Leadership and Restaurant Institute<sup>70</sup>

Edwins is a non-profit organization that provides formerly incarcerated adults the opportunity to learn culinary skills and experiences in the hospitality industry. This program began in 2011 with culinary classes first being offered at the Grafton Correctional Institution. Participants are provided with training and hands-on work experience, housing, medical care, and basic necessities at the Second Chance Life Skills Center.

### The Frederick Douglass Project for Justice<sup>71</sup>

The Frederick Douglass Project for Justice provides public community members opportunities to visit local correctional facilities and dialogue face-to-face with incarcerated individuals. This national visitation program is designed to increase awareness and understanding of the prison system, provide new perspective, and drive systemic change. Currently, the Northeast Reintegration Center and Pickaway Correctional Institution participate in this project.

### Frequent Users Systems Engagement (FUSE)<sup>72</sup>

FUSE assists communities in breaking the cycle of homelessness among individuals with complex medical and behavioral health challenges. These individuals frequently rotate between emergency rooms, jails, shelters, clinics, and other costly crisis services (e.g., ambulance services, homeless shelters, psychiatric admissions). FUSE develops cross-system partnerships with housing agencies, hospitals, health centers, behavioral health providers, and government agencies to share data across systems to identify high users of services. FUSE has been implemented in more than 30 communities with demonstrated success in reducing the jail usage, psychiatric inpatient hospitalization, emergency room visits, and improving housing retention.

### The Front Porch, South Street Ministries<sup>73</sup>

For over 25 years, the Front Porch in Akron, Ohio has served as a gathering place for community members to find support for recovery, reentry, and dialogue. The reentry program helps integrate participants by offering guidance and support groups led by

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70 Edwins Leadership & Restaurant Institute, *About Us*, <https://edwinsrestaurant.org/about-us/> (accessed Apr. 25, 2024) [<https://perma.cc/5DFU-3E9W>].

71 The Frederick Douglass Project for Justice, *Connect Learn Act*, <https://www.douglassproject.org/> (accessed Apr. 29, 2024) [<https://perma.cc/M6M8-PDHA>].

72 Corporation for Supportive Housing, FUSE <https://www.csh.org/fuse/> (accessed June 7, 2024) [<https://perma.cc/4TZ7-V9P7>].

73 South Street Ministries, *Our Locations*, <https://southstreetministries.org/locations/> (accessed June 7, 2024) [<https://perma.cc/4LVN-Y4PC>].

individuals who have successfully returned and reintegrated. The Front Porch also offers bus passes, personal hygiene items, food, and gift cards for necessities.

The Restoration House, part of Front Porch's reentry services, provides emergency and transitional housing and drop-in shelter for women returning from incarceration.

### Goodwill Industries of Northwest Ohio (Goodwill Industries)

Goodwill Industries utilizes funding from the U.S. Department of Labor and the U.S. Department of Justice to provide wraparound services for returning citizens aimed at reducing barriers to reentry. Since its inception in 2017, the Goodwill Reentry Program has served over 2,500 individuals in 13 counties. Goodwill's Stay the Course Program pairs a navigator with a participant to provide peer support and mentoring, along with the provision of direct client services. Over 200 individuals have been served since the program began in 2019. These programs have worked to reduce recidivism, create community engagement, and promote empathy in these communities.

### Health Care for Re-entry Veterans (HCRV) Program<sup>74</sup>

This program is administered by the U.S. Department of Veterans Affairs and links veterans exiting prison with treatment. HCRV specialists conduct pre-release assessments and work to reduce barriers to accessing necessary medical, mental health, and social services upon release. In addition to referrals, veterans may also receive short-term case management services as they transition back into the community. Ohio's HCRV Specialist is Mya Jenkins.

### Lorain County Jail Rapid Reentry Program

This program proactively targets inmates who are high risk, but is open to all inmates.<sup>75</sup> Staff identify those experiencing clinical withdrawal and homelessness during the intake process. Inmates are linked with community treatment providers and public service agencies to provide treatment, housing, employment, Medicaid enrollment, peer support, and transportation assistance.

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74 U.S. Department of Veterans Affairs, *Health Care for Re-entry Veterans Services and Resources*, <https://www.va.gov/homeless/reentry.asp> (accessed Apr. 29, 2024) [<https://perma.cc/6SPM-PCN6>].

75 Lorain County Sheriff's Office, *Lorain County Jail Re-Entry Program* (Dec. 9, 2021), <https://loraincountysheriff.com/wp-content/uploads/2022/04/Re-Entry-Program-Long-Form.pdf> (accessed Apr. 29, 2014) [<https://perma.cc/N5Y2-ZS9Y>].

### Ohio Department of Mental Health and Addiction Services Adult Peer Recovery Supporter (PRS) Certification<sup>76</sup>

OhioMHAS provides peer recovery support for individuals struggling with mental health and addiction. Individuals serving as a peer supporter have direct lived experience of personally recovering from a mental health or substance use issue. Supporters must complete the certification program through OhioMHAS. There are three types of peer supporter certification: adult, family, and youth. Treatment providers, behavioral health agencies, and other organizations that employ a certified PRS must have a trained supervisor overseeing the work of the PRS.

### Ohio Department of Rehabilitation and Correction Citizen Circles and Video-In Reach<sup>77</sup>

Citizen Circles provide holistic support by community members for justice-involved individuals at all stages of reentry. Participation is voluntary and is contingent upon the individual's willingness to accept responsibility for the harm they caused and to participate in community service. Citizen Circle members assist with goal setting and connection to services in support of the person's successful transition back into the community.

The Video-In Reach Program provides a direct connection for individuals preparing for release to meet with reentry resource providers. This program is offered in institutions in all four of ODRC's regions and allow individuals to ask specific questions unique to their circumstances as they begin their reintegration.

### Ohio Department of Rehabilitation and Correction Office of Reentry: Reentry Coalitions<sup>78</sup>

The Office of Reentry assists local communities in establishing entry coalitions to help formerly incarcerated individuals successfully reintegrate into their communities and reduce the risk of recidivism. Coalitions bring together community service providers, public safety agencies, businesses, and other stakeholders to help individuals secure housing, employment, and other services so that they can support themselves, their families, and be active contributors to society.

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76 Ohio Department of Mental Health and Addiction Services, *Become an Adult Peer Supporter*, <https://mha.ohio.gov/community-partners/peer-supporters/become-an-adult-peer-supporter> (accessed Apr. 29, 2024).

77 Ohio Department of Rehabilitation and Correction, *Citizen Circles & Video-In Reach*, <https://drc.ohio.gov/systems-and-services/2-reentry-services/citizen-circles-and-video-in-reach> (accessed Apr. 29, 2024).

78 Ohio Department of Rehabilitation and Correction, *Ohio Reentry Coalitions*, <https://drc.ohio.gov/systems-and-services/2-reentry-services/reentry-coalitions> (accessed Apr. 29, 2024).



### Returning Home Ohio (RHO)

RHO is a partnership between ODRC and the Corporation for Supportive Housing, a national nonprofit that advances supportive housing solutions. RHO launched in 2007 with a pilot of 84 units. This program seeks to reduce recidivism, homelessness, and the redundancy in cross-system services. Now operating in nine counties with over 200 units, RHO has successfully reduced housing instability and the cycle of institutionalization. The program also offers supportive services for mental health, substance use, education, and employment assistance.

### The University of Akron Law School Reentry Clinic<sup>79</sup>

This law school clinic is supported in part by a grant from the U.S. Department of Housing and Urban Development. Services are provided to both adults and juveniles by approximately 100 law students each year. Areas of focus are employment services, records expungement, clemency, and human trafficking.

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79 The University of Akron School of Law, *Reentry Clinic*, <https://www.uakron.edu/law/curriculum/clinical-programs/reentry.dot> (accessed Apr. 25, 2024) [<https://perma.cc/3CQP-M397>].



## Funding Reentry Programs

Part of the Ohio General Assembly's allocation to OhioMHAS provides funding for linkage to behavioral health treatment and reentry services for individuals within Ohio's prisons. Also, OhioMHAS provides general revenue funds and federal funds to trial courts with certified specialized dockets, including reentry specialized dockets, and to treatment providers.

Other Ohio funding opportunities include the Ohio Credit Union League sponsored *New Beginnings Project* which focuses on prioritizing individuals reentering local communities. In 2024, the funding priorities included ex-offenders released from correctional facilities and addiction recovery.

Another initiative active in Ohio is the Ohio Grants Partnership. In 2023, ODRC received a reentry expansion grant to support Reentry Coalitions.

Finally, Ohio has the *Ohio Pathway Home Grant Program* sponsored by the Ohio Department of Job and Family Services. Reentry Navigators work with incarcerated individuals before and after reentry to assess their skills and help with financial literacy training and job search assistance.

Besides the General Assembly's allocations, there are federal grant funding opportunities through the U.S. Department of Justice's Office of Justice Programs which administers the Second Chances Act grants. The Bureau of Justice Assistance awards the adult reentry grants.

The Office of Justice Programs' National Reentry Resource Center lists several funding opportunities in 2024:

- Second Chance Act Improving Substance Use Disorder Treatment and Recovery Outcomes for Adults in Reentry
- Second Chance Act Addressing the Needs of Incarcerated Parents and Their Minor Children
- Second Chance Act Community-Based Reentry Program
- Improving Adult and Youth Crisis Stabilization and Community Reentry Program

SAMHSA is an additional source of federal funding. It provides grants to assist individuals with substance use disorders and mental health disorders who are returning to their families and communities from incarceration, including both prisons and jails.

Finally, the Ohio Department of Public Safety's Office of Criminal Justice Services administers the Edward Byrne Memorial Justice Assistance Grant Program (JAG) which is a federal grant aimed at reducing and preventing crime in Ohio. In the past, JAG has supported reentry projects such as peer-to-peer virtual mentoring both pre-release and post-release and correctional and parole officer training.

## Conclusion

Reentry programs are essential to help returning citizens become productive members of society. These programs assist individuals in securing employment, housing, and the skills they need to restore stability to their lives. Successful reintegration reduces recidivism and improves public safety by providing opportunities for former offenders to support themselves and their families.

The State of Ohio is committed to ongoing evaluation and infusion of promising practices to continually improve the reentry process. It is important to continue to work towards the recommendations included in this report and continue to brainstorm and collaborate in an effort to improve the lives of Ohio's returning citizens.

Reentry work is not limited to individuals being released from prison. Efforts should also include a focus on jail release programming, as this impacts the bulk of justice-involved Ohioans.

The Task Force recommends a holistic approach to reentry initiatives that includes education and evaluation of existing programs that are essential to the continued growth of services to the reentry population and the success of the returning citizens' reintegration into our communities. This report should be utilized and referenced with an aim to continuously meet the needs of Ohio's reentry population seeking only to live a life restored.

## Appendix A

# Reentry Docket Guidance

In an effort to inform, enhance, and assist Ohio reentry dockets, this guidance integrates the reentry population with the established, well-researched drug court model and national best practice standards.<sup>1</sup> Reentry dockets that mirror the drug court model can expect ideal outcomes: reduced recidivism, maximum return on program costs, improved family and community connections, and increased treatment completion. This guidance can also be used by other adult docket types that serve the reentry population in their community. Court and docket staff should strive to collaborate with reentry coordinators, prison facility staff, and community partners to assess, plan, and provide a holistic approach for individuals to return to their communities.

### Assessments

#### Adult Drug Court Key Components 1, 3

Supreme Court of Ohio Specialized Docket Standards 2, 3, 4, Principles for the Use of MAT in Drug Courts

- Utilize validated risks and needs assessments 60-90 days prior to release to inform community supervision planning.
- Screen potential clients and implementing risk, substance, and mental health assessments prior to release (pre-screening by treatment team providers will allow better rapport when the person is released).
- Use trauma screening tools to identify specific needs of the reentry population upon release, such as: ACEs (Adverse Childhood Experiences, Primary Care PTSD Screen for DSM-5 (PC-PTSD-5), SPAN (self-report screen), SPRINT (Short Post-Traumatic Stress Rating Interview), and TSQ (Trauma-Screening Questionnaire).

### Target Populations

#### Adult Drug Court Key Components 2, 3

Supreme Court of Ohio Specialized Docket Standard 2

Priority population is individuals being released from prison who are also:

- High-risk of reoffending and high-need for treatment and services.
- Have a diagnosed substance use and/or mental health treatment need.
- Eligible for judicial release or post-release control supervision.

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<sup>1</sup> Marlowe, *Reentry Courts*, 44(1) APPA Perspectives 32 (2020).

## Pre-Release Planning

### Adult Drug Court Key Component 4

Supreme Court of Ohio Specialized Docket Standard 4, Principles for the Use of MAT in Drug Courts

- Create an individualized treatment and needs reentry plan prior to release to include: substance use and mental health treatment, housing, transportation, medical care, and basic needs resources and ensure medical coverage is active.
- Correctional treatment information should be shared with coordinator/case manager prior to release.
- Provide a written reentry plan to participants 72-hours prior to release to include social service agency information, providers, prescriptions and appointments documented with contact information and follow-up instructions.

## Community Resource Mapping

### Adult Drug Court Key Components 4, 10

Supreme Court of Ohio Specialized Docket Standards 1, 4, 5, Principles for the Use of MAT in Drug Courts

- Provide ongoing connections to safe housing, medical treatment, employment, education, transportation, social and family services, and financial literacy programs (assist with obtaining identification and public benefits) and provide support through community groups and peers (community volunteers, graduates, and certified peer support specialists with lived experience).
- Partner with a local Reentry Coalition and/or the ODRC Office of Reentry for support.

## Clear Program Expectations

### Adult Drug Court Key Components 2, 7

Supreme Court of Ohio Specialized Docket Standards 1, 4, 5, 6, 7, 10, 13, and Principles for the Use of MAT in Drug Courts, Principles for the Use of MAT in Community Control, Probation, and Supervision, and Commission on Specialized Dockets Guidance: Constitutional Rights of Participants

- Foster a non-adversarial environment that protects and explains rights to participants, including sanctions and case outcomes with ongoing access to counsel.
- Provide access for participants to have ongoing judicial interaction with regular court appearances.
- Provide written, clearly-defined structure, timeframes, and docket completion requirements.

## Drug and Alcohol Screening

### Adult Drug Court Key Component 6

Supreme Court of Ohio Specialized Docket Standards 9, 13, Commission on Specialized Dockets Guidance: Constitutional Rights of Participants

- Provide random, frequent, and observed drug and alcohol testing with validated testing procedures and confirmation testing with easy-to-read instructions for participants regarding notification, screening, disputed results, and fees.

## Predictable, Fair, and Consistent Responses

### Adult Drug Court Key Component 6

Supreme Court of Ohio Specialized Docket Standard 9

- Provide examples of behaviors that lead to sanctions and incentives as well as targeted responses to optimize behavior modification.
- Team members ensure participants understand that changes to treatment plans (therapeutic adjustments) are recommended by treatment providers for non-responsive behavior and are different from sanctions for non-compliant behavior.
- Provide guidance to understanding participant rights if facing sanctions and/or terminations.

## Program Evaluation

### Adult Drug Court Key Component 8

Supreme Court of Ohio Specialized Docket Standards 2, 12

- Collect and review data as a team for program effectiveness and identifying areas of need internally and with third-party evaluators through local universities and colleges.
- Consistently evaluate equity and inclusion, recidivism, success and failure rates, and participant satisfaction.
- Evaluate alternative measures of success (employment, continuing education, connections with family and community, etc.).

## Team Training

### Adult Drug Court Key Component 9

#### Supreme Court of Ohio Specialized Docket Standards 4, 11, Principles for the Use of MAT in Drug Courts

- All team members continuously attend trainings hosted by state and national organizations (Supreme Court of Ohio Specialized Dockets Section, All Rise, the National Center for State Courts, the Center for Justice Innovation, etc.).
- All team members have ongoing access to and annually attend population-specific trainings (LGBTQ+, veterans, persons charged with domestic violence, etc.) and cultural competency and trauma-competency trainings.
- All volunteers and alumni graduates have access to ongoing training regarding boundaries, confidentiality, and trauma.
- Adopt trauma-informed language that avoids stigma.

## Helpful Resources

- [All Rise E-Learning Center \(National Training and Technical Assistance Provider for Treatment Courts\)](#)
- [All Rise Adult Treatment Court Best Practices Standards I-VI, 2nd Ed.—2023](#)
- [All Rise Adult Drug Court Best Practice Standards VII-X, 1st Ed.—2018](#)
- [All Rise Prosecutor and Defense: Working Effectively on the Treatment Court Team](#)
- [Center for Innovating Justice: Planning a Reentry Program, A Toolkit for Tribal Communities](#)
- [National Center for PTSD Screening Instruments](#)
- [National Reentry Resource Center](#)
- [NRRC: Reentry Essentials: Prioritizing Treatment for Substance Addictions](#)
- [NRRC: Critical Connections: Getting People the Mental Health Care and Substance Use Treatment They Need](#)
- [SAMHSA: Best Practices for Successful Reentry From Criminal Justice Settings](#)
- [U.S. Department of Veterans Affairs: Health Care for Reentry Veterans Services and Resources](#)
- [Ohio Department of Mental Health and Addiction Services: Peer Supporters](#)
- [Ohio Department of Mental Health and Addiction Services: Funding for Drug-Reentry Dockets](#)
- [Office of Reentry: Reentry Coalitions and Citizen Circles](#)
- [Ohio Reentry Coalitions Contacts](#)



- [Ohio Public Defender's Office](#)
- [Ohio Legal Help](#)
- [Ohio Access to Justice Foundation](#)
- [The Supreme Court of Ohio: Specialized Dockets Section](#)
- [The Supreme Court of Ohio Commission on Specialized Dockets Guidance: Constitutional Rights of Participants](#)
- [The Supreme Court of Ohio: Principals for the Use of MAT in Drug Courts](#)
- [The Supreme Court of Ohio: Principles for the Use of MAT in Community Control, Probation, and Supervision.](#)
- [Community Legal Aid](#)
- [OSLSA \(Legal Aid of Southeast and Central Ohio\)](#)
- [LAWO \(Legal Aid of Western Ohio\)](#)
- [ABLE \(Advocates for Basic Legal Equality-Greater Dayton and Toledo Areas\)](#)
- [LASSWO \(Legal Aid Society of Southwest Ohio\)](#)
- [Legal Aid Society of Greater Cincinnati](#)



## Appendix B

# Judicial Release Survey Results

The Supreme Court of Ohio’s Task Force on Reentry distributed a survey to all general division judges in the courts of common pleas focusing on judicial release practices. This survey aimed to gather comprehensive data on the criteria judges use for judicial release, particularly emphasizing factors contributing to successful judicial release applications. This memorandum provides a detailed analysis of the survey results.

### Methodology and Overall Response Rate

The survey was conducted using Survey Monkey between April 10 and 24, 2024, by sending a link via email to all court of common pleas judges with general jurisdiction. A total of 76 out of the 244 judges responded to the survey, indicating a response rate of 31.1%.

The responses to questions allowing for an open-ended response have been condensed into bulleted statements that summarize the main themes of the responses. Complete responses to the open-ended questions can be found in Supplement A.

## Analysis of Responses

### Question 1: “Approximately how many judicial release requests do you receive per year?”

A total of 73 judges out of the 76 who responded to the survey responded to Question 1, producing a response rate of 96.1%. While some judges reported receiving no requests in a year, others indicated they receive up to 300 requests annually. The average of 42.4 requests per year reflects a significant level of engagement with judicial release matters. The median of 25 requests underscores the middle ground, showcasing a common experience among judges. Notably, the mode (the most commonly occurring response) of 20 requests highlights a concentration of judges who typically handle around this number of judicial release requests each year. These findings illustrate the varying caseloads and responsibilities judges manage concerning judicial release applications.

**Table 1. Responses to Question 1**

<b>Requests</b>	<b>Count</b>	<b>% of Total</b>	<b>Cumul. %</b>
None	1	1.4%	1.4%
1 to 10	14	19.2%	20.5%
11 to 20	19	26.0%	46.6%
21 to 40	15	20.5%	67.1%
41 to 60	10	13.7%	80.8%
61 to 80	4	5.5%	86.3%
81 to 100	6	8.2%	94.5%
101 to 120	0	0.0%	94.5%
121 to 140	0	0.0%	94.5%
141 to 160	2	2.7%	97.3%
161 to 200	1	1.4%	98.6%
201 to 300	1	1.4%	100.0%
<b>Total</b>	<b>73</b>	<b>100.0%</b>	

**Table 2. Question 1 Descriptive Statistics**

Minimum	0
Median	25
Average	42.4
Maximum	300
Mode	20

**Question 2: “Approximately how many judicial release hearings do you hold per year?”**

A total of 73 judges out of the 76 who responded to the survey responded to Question 2, producing a response rate of 96.1%. While some judges reported not conducting any hearings annually, others were actively involved in a substantial number, holding up to 75 hearings. The average of 10.6 hearings per year indicates a significant level of activity in judicial release proceedings, showing regular engagement in reviewing these matters. With a median of five hearings, many judges commonly handle this aspect of their caseload. The mode of two hearings suggests that a considerable number of judges typically conduct very few judicial release hearings annually.

**Table 3. Response to Question 2**

<b>Hearings</b>	<b>Count</b>	<b>% of Total</b>	<b>Cumul. %</b>
None	3	4.1%	4.1%
1 to 10	48	65.8%	69.9%
11 to 20	11	15.1%	84.9%
21 to 30	5	6.8%	91.8%
31 to 40	3	4.1%	95.9%
41 to 50	2	2.7%	98.6%
51 to 60	0	0.0%	98.6%
61 to 70	0	0.0%	98.6%
71 to 80	1	1.4%	100.0%
<b>Total</b>	<b>73</b>	<b>100.0%</b>	

**Table 4. Question 2 Descriptive Statistics**

Minimum	0
Median	5
Average	10.6
Maximum	75
Mode	2

**Question 3: “How frequently do you typically grant judicial release requests?”**

A total of 74 judges out of the 76 who responded to the survey responded to Question 3, producing a response rate of 97.4%. While one judge reported always granting such requests (1.4% of responders) and one judge reported never granting them, the majority expressed a spectrum of tendencies. Many judges indicated that they often or occasionally grant judicial release, accounting for 58.1% of respondents and a significant proportion of judges, 39.2%, stated that they rarely grant such requests.

**Table 5. Response to Question 3**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Always</b>	1	1.4%
<b>Often</b>	17	23.0%
<b>Occasionally</b>	26	35.1%
<b>Rarely</b>	29	39.2%
<b>Never</b>	1	1.4%

**Question 4: “When considering your legal process in evaluating a judicial release request, how frequently do you appoint counsel?”**

Questions 4 delved into the frequency of appointing counsel during the legal process of evaluating judicial release requests. A total of 75 judges responded, producing a response rate of 98.7%. A notable portion of judges (29.4%) reported always or often appointing counsel in such cases. Additionally, 13.3% of judges mentioned occasionally appointing counsel. Additionally, a significant number of judges (57.4%) stated that they rarely or never appoint counsel in these situations.

**Table 6. Response to Question 4**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Always</b>	11	14.7%
<b>Often</b>	11	14.7%
<b>Occasionally</b>	10	13.3%
<b>Rarely</b>	26	34.7%
<b>Never</b>	17	22.7%

### Question 5: “Please describe all factors that make for a successful judicial release applicant, including information contained within Ohio Department of Rehabilitation and Correction (ODRC) Institutional Reports?”

In assessing factors contributing to a successful judicial release applicant 72 judges provided responses to this open-ended question, producing a response rate of 94.7%. Their responses highlight several key considerations, including information gathered from Ohio Department of Rehabilitation and Correction (ODRC) Institutional Reports:

- **Behavioral Record and Engagement:** Successful applicants demonstrated good behavior during incarceration, active participation in programs, completion of treatment, and a limited history of disciplinary issues, all of which were viewed positively by judges.
- **Planning and Support Systems:** A crucial aspect of success was the presence of concrete plans post-release, encompassing housing arrangements, employment prospects, and access to rehabilitation services. Strong support networks from family members or mentors further bolstered an applicant’s case.
- **Legal Factors:** Judicial release evaluations also factored in legal considerations such as plea negotiations, the prosecutor’s stance, input from victims, adherence to court orders, and any prior agreements. These elements played a significant role in determining the eligibility of applicants for judicial release.

**Question 6: “Please explain your process and criteria for granting judicial release:”**

A total of 70 judges (92.1%) provided responses to Question 6, an open-ended question asking them to explain their process and criteria for *granting* judicial release. Their responses shed light on the following key aspects:

- **Initial Review and Investigation:** The court’s process begins with a thorough review, including internal notes and the institutional report. The probation department may be involved for further investigation and report preparation.
- **Legal Considerations and Eligibility:** Courts weigh statutory eligibility criteria alongside factors such as the nature of the offense, past successful completion of community control, and adherence to sentencing statutes and factors.
- **Gathering Additional Information and Responses:** Should the court lean towards granting the motion, it seeks additional information such as reports from Adult Probation Departments. The State of Ohio and victims are given an opportunity to respond to the request.
- **Hearing and Decision-Making:** If the court decides to move forward, a hearing is scheduled where the defendant appears, and a decision is made based on various factors including behavior during incarceration, program completion, expressions of remorse, victim input, and the defendant’s post-release plans and rehabilitation efforts.
- **Exercise of Judicial Discretion:** Judicial release decisions are often guided by a judge’s discretion, considering rehabilitation progress, attitude, prior record, victim and state input, and any agreements established during sentencing or plea negotiations.



Question 7: “Please explain your process and criteria for denying judicial release:”

A total of 70 judges (92.1%) provided responses to Question 7, an open-ended question asking them to explain their process and criteria for *denying* judicial release. Their responses highlight several key factors:

- **Behavior and Program Participation:** Denial often occurs due to disciplinary conduct, lack of program participation, negative behavior in prison, and a poor institution report.
- **Legal Eligibility and Statutory Factors:** Denial may also be based on statutory eligibility criteria, mandatory sentences, the nature of the offense (especially sex crimes and violent offenses), and agreement with the state during sentencing.
- **Victim and Prosecutor Opposition:** Denial may result from objections by victims or prosecutors, lack of support in the community, and negative victim input.
- **Judicial Discretion:** Courts exercise discretion in denying judicial release based on the defendant’s history on community control, prior criminal record, prior failures of treatment programs, lack of remorse or rehabilitation, and potential danger to the community.
- **Process and Documentation:** Denials are often made without a hearing, based on a thorough review of the motion, case file, PSI, institutional report, and responses from the state, victims, and probation departments.
- **Review of Legal Criteria:** Denials are typically based on a failure to meet legal criteria, concerns about recidivism, lack of sincerity in rehabilitation efforts, and a significant amount of time remaining on the sentence.
- **Future Consideration:** Some denials leave open the possibility of reconsideration at a later time or after certain conditions are met, while others may indicate that judicial release is not a viable option for the defendant.

Question 8 was divided into two subsets of general division judges: those judges who operate a reentry docket, and those who do not. There were 10 judges operating certified reentry dockets at the time the survey was conducted.

**Question 8 (Judges Operating a Reentry Docket): “Does having a reentry docket have an impact on your decision to grant judicial release?”**

Five of the ten judges operating a certified reentry docket responded to this question producing a response rate of 50%. All five respondents indicated that the docket does impact the decision.

**Question 8 (Judges Not Operating a Reentry Docket): “Would having a reentry docket in your court impact your judicial release approvals if individuals had the opportunity to participate in such an intensive program?”**

A total of 34 judges out of the 67 who responded to this question (50.7%) indicated that a reentry docket would impact judicial release approvals, and 33 judges (49.3%) indicated that the docket would *not* impact judicial release approvals.

**Question 9: “If your county has a public defender’s office, do they provide representation for judicial release proceedings?”**

Among the 74 judges that responded to this question (97.4% response rate), a total of 43 judges (58.1%) confirmed that their county’s public defender’s office provides representation for judicial release proceedings. This indicates that in a significant portion of the surveyed jurisdictions, defendants seeking judicial release can be represented by public defenders. Conversely, 9.5% of the judges indicated that their county’s public defender’s office does not offer representation for judicial release cases. Additionally, 32.4% of judges noted that their county does not have a public defender’s office, suggesting that alternative arrangements or procedures may be in place for legal representation in such cases.

**Table 7. Response to Question 9**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	43	58.1%
<b>No</b>	7	9.5%
<b>N/A (no public defender office in my county)</b>	24	32.4%

**Question 10: “If your county does not have a public defender’s office, are you aware that the Ohio Public Defender’s Office provides reimbursement for judicial release representation?”**

Among the 72 judges that responded to Question 10 (94.7%) a total of 19 (26.4%) indicated awareness that the Ohio Public Defender’s Office provides reimbursement for judicial release representation in counties without a public defender’s office. A total of 14 judges (19.4%) indicated that they were not aware of this reimbursement provision. Finally, 54.2% of judges responded that this question was not applicable to their counties because they already have a public defender’s office.

**Table 8. Response to Question 10**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	19	26.4%
<b>No</b>	14	19.4%
<b>N/A (we have a public defender's office)</b>	39	54.2%

**Question 11: “Does your court partner with a local Reentry Coalition?”**

The response rate for this question was 100%, indicating a complete set of responses from all participants because this was a required question. Of the respondents, 33 judges, representing 43.4% of the total, indicated that their court does partner with a local Reentry Coalition. Conversely, 43 judges, accounting for 56.6% of the respondents, stated that their court does not currently have such a partnership. Depending on the response to this question, the respondent was directed to one of two different questions. If the respondent said yes then they were sent to Question 12a and responders that said no were directed to Question 12b.

**Table 9. Response to Question 11**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	33	43.4%
<b>No</b>	43	56.6%

**Question 12a: “Please explain the impact of a reentry coalition partnership?”**

Partnering with a reentry coalition has multifaceted impacts on local courts as outlined by the explanations provided by 27 respondents (a 81.8% response rate):

- **Support for Successful Reintegration:** The partnership provides resources, support, and programs aimed at helping offenders successfully reintegrate into society after release.
- **Reduced Recidivism:** By assisting with housing, job training, employment connections, and other essential services, the coalition helps reduce the likelihood of reoffending and promotes long-term compliance with the law.
- **Collaborative Approach:** Collaborating with various agencies and providers, the coalition ensures a comprehensive approach to addressing the needs of individuals transitioning from incarceration back into the community.

**Question 12b: “Would having that partnership impact your judicial release approvals if participants had an opportunity to participate in such a program?”**

There were divergent opinions on the impact a partnership with a reentry coalition would have on the dockets of the 41 respondents who answered Question 11 in the negative (a 95.3% response rate):

- **Positive Influence:** Some judges believe that such a partnership would positively impact their decisions, providing additional resources and support that could contribute to successful reintegration.
- **Case-by-Case Evaluation:** Others indicate that the impact would depend on the specifics of the program and its communication with the court and inmates, suggesting a case-by-case assessment.
- **No Direct Impact:** Some judges express uncertainty or believe that their current resources and programs are sufficient, indicating that the partnership may not directly influence their judicial release decisions.

**Question 13: “What is your internal process for handling a self-represented litigant motion requesting judicial release?”**

This question delves into the internal processes employed by judges when handling motions for judicial release from self-represented litigants. A total of 67 judges (an 88.2% response rate) provided the following insights from their perspectives:

- **Appointment of Counsel:** Some judges appoint counsel to assist self-represented litigants, especially if there’s a possibility of granting the motion. This ensures that the litigant has proper representation and understanding of the legal process.
- **Case Review and Hearing:** Judges review the motion and relevant documents submitted by the self-represented litigant. This may include the institutional report, pre-sentence investigation, and any other supporting materials. Based on this review, judges make decisions on whether to deny the motion without a hearing or set a hearing if further consideration is warranted.
- **Consultation and Notification:** Judges may consult with various parties involved in the case, such as the probation department, prosecutor’s office, and victims if applicable. This consultation helps gather additional information and perspectives that can influence the decision-making process. Additionally, judges may notify prior counsel or appoint new counsel for the hearing to ensure adequate representation.
- **Equal Treatment:** Many judges emphasize treating self-represented litigants with fairness and equality compared to those with legal representation. This means that the processes and criteria for evaluating the motion remain consistent regardless of representation status, ensuring a level playing field.
- **Referral and Support:** Some judges refer the motion to the probation department for a detailed report or investigation. This can provide valuable insights into the defendant’s behavior, progress, and readiness for judicial release. Additionally, judges may appoint the public defender’s office or other legal aid services to assist the self-represented litigant, offering support and guidance throughout the judicial release process.

**Question 14: “Does your process differ if the request from the self-represented litigant comes in the form of a letter or a motion?”**

A total of 74 judges (97.4%) responded to Question 14, indicating a consistent approach in ensuring fairness and adherence to procedural standards, regardless of the format of the litigant’s communication. A total of 68 judges (91.9%) indicated that their process for handling requests from self-represented litigants *does not* differ based on whether the request is in the form of a letter or a motion.

**Table 10. Response to Question 14**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	6	8.1%
<b>No</b>	68	91.9%

**Question 15: “Does your process differ if the request from the self-represented litigant comes directly to the judicial office/staff?”**

A total of 66 judges out of the 74 who responded to Question 15 (89.2%) stated that their process does not differ if the request from a self-represented litigant is directly received by the judicial office or staff. This indicates a consistent approach in handling such requests regardless of how they are submitted.

**Table 11. Response to Question 15**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	8	10.8%
<b>No</b>	66	89.2%

**Question 16: “Does the clerk of courts provide self-represented litigants with resources to request judicial release?”**

Out of 70 total respondents, 57 (81.4%) stated that the clerk of courts does not provide self-represented litigants with resources to request judicial release. This indicates that many of self-represented litigants are unable to rely on the clerk’s office for these resources..

**Table 12. Response to Question 16**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	13	18.6%
<b>No</b>	57	81.4%

**Question 17: “Is judicial release a part of plea negotiations in your county?”**

Among the 74 judges who responded to Question 17, a total of 53 (71.6%) indicated that judicial release is included in plea negotiations in their county. Conversely, 28.4% (21 judges) stated that it is not part of the plea negotiation process.

**Table 13. Response to Question 17**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	53	71.6%
<b>No</b>	21	28.4%

**Question 18: “Please explain the process in your county to request prosecutor input on judicial release requests:”**

In response to the question regarding the process for requesting prosecutor input on judicial release requests, insights were gathered from a total of 68 judges, representing a response rate of 89.5%. These judges provided valuable perspectives on how their respective courts handle the crucial step of soliciting prosecutor input in judicial release matters. They responded as follows:

- **Notice and Response:** The motion for judicial release is filed with the clerk, and the prosecutor’s office is served notice. They have a specified time, often 10 to 14 days, to file a written response to the motion.
- **Communication and Notification:** Bailiffs or court staff directly contact the prosecutor’s office to request their response or input on the motion for judicial release. This can include setting a specific date for the prosecutor to respond and provide any objections or recommendations.
- **Automatic Inclusion:** In some cases, prosecutor input is automatically sought as part of the standard process when a motion for judicial release is filed. This ensures that the prosecutor’s office is aware of the request and has the opportunity to provide their stance.
- **Plea Negotiations and Agreements:** Prosecutor input may be determined by plea negotiations or agreements. For example, if the plea agreement includes provisions regarding judicial release, such as not opposing release after a certain period, this is communicated to the court.
- **Non-Objection or Opposition:** The prosecutor’s office may indicate their position on the motion, such as not objecting to judicial release or filing a memorandum in opposition if they have concerns or objections.
- **Formal Response:** Some counties require a formal response from the prosecutor’s office, either in writing or through a court filing, indicating their stance on the motion for judicial release.
- **Victim Notification:** In cases where victims are involved, the prosecutor’s office also notifies and considers the impact on victims when providing input on judicial release requests.
- **Regular Follow-Up:** Court staff or judicial assistants may follow up with the prosecutor’s office if a response is not received within the designated timeframe, ensuring that all parties are informed, and the process moves forward effectively.
- **Representation Status:** The process for requesting prosecutor input may vary based on whether the defendant is represented or filing pro se. In either case, the prosecutor’s office is typically notified and given the opportunity to respond or provide input on the motion.
- **Judicial Discretion:** Ultimately, the court retains discretion in considering prosecutor input, plea agreements, victim impact, and other factors when deciding on judicial release motions.



**Question 19: “Does the court assign specific probation officers to supervise individuals on judicial release?”**

Out of the 74 judges who responded to Question 19, 27.0% (20 judges) mentioned assigning specific probation officers for individuals on judicial release. In contrast, 73.0% (54 judges) stated that they do not have this practice. These responses were gathered from a nearly full overall response rate of 97.4%. If the respondent indicated the assignment of specific probation officers then they were directed to an additional question, 19a, otherwise the respondent was directed to question 20.

**Table 14. Response to Question 19**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	20	27.0%
<b>No</b>	54	73.0%

**Question 19a: “Does the court provide updated resources and/or training for those officers?”**

The data obtained from 20 judges who indicated “Yes” in question 19 sheds light on the practices concerning the provision of updated resources and training for probation officers involved in judicial release cases. The overwhelming majority of judges (95.0%) indicated that their courts do indeed offer such resources and training to these officers, underscoring the importance placed on ensuring their preparedness and proficiency in handling judicial release matters.

**Table 15. Response to Question 19a**

	<b>Selection</b>	<b>% of Total Respondents Selected</b>
<b>Yes</b>	19	95.0%
<b>No</b>	1	5.0%

Question 20: “For all individuals on community control, including those on judicial release, what does your county do well in order to lower the number of revocation hearings?”

A total of 62 judges responded to Question 10 (a response rate of 81.6%), the following strategies were identified as effective in reducing the number of revocation hearings for individuals on community control, including those on judicial release:

- **Specialized Courts:** Utilizing specialized courts like reentry court, drug court, and domestic violence court can provide targeted support and programming tailored to the needs of individuals under community control, reducing the likelihood of revocations.
- **Intense Supervision:** Implementing intense supervision practices, such as regular check-ins, home visits, GPS monitoring, and weekly reporting, helps keep individuals accountable and supports compliance with community control terms.
- **Collaboration with Treatment Providers:** Establishing close partnerships with treatment providers allows probation officers to monitor progress closely and intervene promptly if issues arise, aiming to address problems before they escalate to the point of revocation.
- **Program Referrals and Support Services:** Offering a range of services and referrals, such as substance use and mental health treatment, job placement assistance, education programs, and social support networks, helps individuals succeed on community control and reduces the risk of violations.
- **Internal Sanctions and Graduated Responses:** Implementing internal sanctions and graduated responses within the probation department for technical violations provides alternatives to immediate revocation, allowing for corrective measures and behavior modification without court involvement.
- **Regular Reviews and Miscellaneous Hearings:** Conducting regular reviews and scheduling miscellaneous hearings with probationers allows for ongoing monitoring, accountability, and opportunities to address issues before they escalate to revocation hearings.
- **Flexible Reporting and Treatment Options:** Providing flexible reporting methods, such as phone contact for employed individuals, coordinating classes and reporting times for efficiency, and prioritizing mental health counseling, supports probationers in meeting requirements while addressing individual needs.
- **Early Intervention and Therapeutic Approaches:** Emphasizing early intervention, therapeutic adjustments, and offering treatment options such as counseling, substance use treatment, and mental health services, helps address underlying issues and promote rehabilitation.

- **Collaborative Decision-Making:** Involving probationers in decision-making processes, listening to their input and needs while maintaining accountability, can foster a collaborative approach that encourages compliance and reduces the likelihood of revocations.
- **Comprehensive Support:** Taking a holistic approach to supervision by addressing various aspects of an individual's life, including employment, housing, education, and social support, creates a comprehensive support system that promotes success on community control.

## Supplement A: Open-Ended Question Responses

Q5: Please describe all factors that make for a successful judicial release applicant, including information contained within Ohio Department of Rehabilitation and Correction (ODRC) Institutional Reports?

Program participation and lack of disciplinary history including infractions Whether or not judicial release was a consideration as part of plea negotiation Medical considerations

Institution report- no acts of violence and substantial compliance with rules Plan in place for moving forward, housing, employment, support

compliance with ODRC rules and regulations, SU/MH treatment completed, prosecutor's position and any prior agreement by the prosecutor not to oppose the request, victim input

Disciplinary violations and rule infractions while at ODRC. Counseling/treatment/programs completed while at ODRC. Education/"employment" while at ODRC. Initial sentence mandatory or presumption in favor (and cannot be overcome) but would otherwise have been CCS appropriate. How much of their sentence have they completed. Prior CCS or other supervision compliance (review of prior PSI).

Completing programs, good discipline record, positive victim input

ODRC report, any infractions while there, programming while there, plan to rehabilitate oneself should JR be granted, recommendations of support for Defendant, amenability to working services, remorse

program participation, behavior, plan upon release, ie: job, housing, treatment.

PSI. Inmate involvement. Victim and State input.

Usually, I place language in my sentencing Entry IF I might consider a judicial release based upon conduct of the individual while in prison. I will seldom consider a judicial release if I adopt an agreed recommendation of the parties for prison.

Opportunity for rehabilitation Non-violent offenders Non-sexual offenders No offenses while incarcerated

I look for rehabilitation evidenced by actions.

Only give sentence that should be served. Some give harsh sentences then do release.

prison incident reports, participation in programs, plan for housing, family support, plan for employment and/or school.

Plea negotiations, if any / Remorse / Institutional report / PSI / prior record , if any / prior participation on community control sanction

Prison performance. Nature of original charge/plea/agreement.

Completed programming. Clean ISR record (no misconduct), security level, victim's opinion, prior record,

Documentation of programming , rule violations, reentry plans for job housing, remorse, and the experience in prison etc.

Relevant programs completed at CRC, conduct at CRC

Often negotiated at the time of the plea. I always check a Defendant's behavior while incarcerated to see if they are causing trouble in the institution. If so, I deny the motion.

No sanctions; completion of programming/treatment.

A good ISR.

Successful completion of programming while at ODRC, limited infractions while at ODRC, length of sentence, how much time has already been served, type of offense, facts and circumstances of the offense, risk of recidivism, strength of the advocacy of attorney.

low infractions, genuine remorse, IF I indicated at sentencing it was possible. Since courts SELDOM place F-5,4, and 3's in prison, the seriousness of the criminal act may be of concern. A release to a CBCF is often possible.

A record of good behavior while incarcerated and evidence of a strong personal support network.

Participation in programming in prison, level of the offense, no problems on the ISR, and consideration of the PSI

programs completed, tickets received, time served

whether consistent with plea agreement. Unremarkable ISR. Completed counselling, work, GED, etc, non discipline infractions

Where there is some indication that the applicant has likely been rehabilitated or learned some lesson, or where the circumstances are such that the likelihood of re-offending is low.

ISRs are important for me. I look to see which programming has been completed and the frequency of any violations. I also look at the severity of violations.

behavior in prison - programs the applicant has participated in

Proper family support, housing, a mentor in the community, a good probation officer and a solid plan.

No predetermined criteria other than to follow the law.

Willingness to attend treatment and/or CBCF, support system (i.e. family, housing), low history of recidivism.

My probation departments initial presentence report, the ODRC institutional report, and i have my probation department complete an updated judicial release assessment report

Level 1 Security, participation in programs with successful completion, served more than 50% of time

Helps if have attorney. Successful programs while incarcerated. Significant time served. Prosecutor not overly opposed.

Was it promised? Victim's concerns. Behavior while incarcerated.

a. Completion of programs at ODRC b. Few to no violations while at ODRC c. Amount of sentence time that has elapsed d. Whether sentence was by joint agreement

It is impossible to describe ALL factors. Criminal history, PSI, institutional report, drug/alcohol abuse, ...

planning to do it at time of sentencing; excellent ISR (no write-ups); will live locally; good, reasonable plan for release living; family/community support; lack of history of failures on community control.

Programming completion, a plan for reentry, evidence that the individual applicant is holding him or herself accountable and is ready to do the work.

Agreement Length of incarceration Behavior in institution

taken advantage of programming in prison, good behavior, support system and plan for after leaving the institution

An individual to whom I indicated I might release them depending on their behavior while incarcerated

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Remorse, rehabilitated, success in program while incarcerated, no infractions while incarcerated

I look for persons who have committed very few if any violations of prison rules and who have also participated in and done well in productive activities and classes.

successful completion of pro-social programs while in prison prior record of responding favorably to non-custodial sanctions remorse payment of restitution support system on the outside lack of significant disciplinary record in prison

Primary factor is that they have a transition plan including stable housing and employment.

The situation which I grant release is most often a sentence in which I contemplated the judicial release as part of the sentence. It is often contained in the sentencing journal entry. The other situation judicial release is granted is a medical issue that cannot be handled by ODRC.

nature of case, lack of prior record, victim input, prior ccs conduct

Most of the sentence served, very good behavior while in prison, job waiting for the convict upon release

An institutional summary that reflects few or no violations and courses taken. Prior record and amenable to community control.

victim input, prosecutor input, behavior in prison, nature of offense, criminal record

1. Level & type of offense 2. Criminal record 3. Prosecutor's recommendation 4. Applicant's plan on release (treatment, etc.)

A report from ODRC indicating good behavior and whether or not the inmate has taken advantage of educational and behavior modification programs while incarcerated

lack of disciplinary infractions; completion of available programming in prison; no prior prison terms served; offense does not carry a presumption for prison

In our county, judicial release is often used as a Crim.R. 11 negotiation tool where the parties agree to a higher sentence with the agreement that the State will not object to judicial release after a certain time period. Typically, judicial release is only granted if the defendant has not gotten any "tickets," stayed out of trouble, no fights, no disrespect, etc. In cases where judicial release is not negotiated into a plea agreement, factors such as behavioral, classes completed, degrees obtained, and letters of support would be necessary.

1) Victim input 2) Positive DOC reports 3) genuine remorse 4) proactive plan

ODRC Reports, PSI from conviction, personal interview and report by Court Re-entry Officer, past criminal history of the applicant, any opposition of the Prosecutor

PSI materials (offense information, past record, Plea Agreement etc.), Victim's input, State's position, Defense motion/letters, Institutional Reports (Disciplinary, programs, etc..)

If there is a plan, or treatment or support system in place that would prevent the criminal activity from reoccurring.

agreement at sentencing, good behavior while in prison, not a danger to the community

1. Joint Recommendation at the time of sentencing. 2. Institution Summary Report must not contain any major infractions, such as violent acts in prison, gang affiliation while incarcerated and drug use.

If the Defendant was convicted via plea of guilty, then only under extraordinary circumstances or alternatively if the release was part of the plea. If the request is based on a conviction via trial, the court considers any and all information from the victim (if there is one), the information from ODRC including the ISR and Judicial Release Report and any other information the State or Defense counsel present.

Exemplary behavior record in prison; some effort to address any substance abuse issues

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Nature and level of underlying offense; institutional record; institutional programming; amount of time remaining on prison term; criminal history; state's position; victim's position; any performance on community control prior to imposition of prison term

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I am the Specialty Court and I don't have judicial Release requests

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Agreement by parties, good institutional report, nature of offense, inmate's support outside of institution, prior record, completion of ODRC programs

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I have supervised a Supreme Court certified Reentry Court since 2012, so my assessment is specific to that experience. Reentry Court criteria for success is very different than straight judicial release, at least in my County.

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no institutional violations

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Good conduct in the institution, Participation in institution programming, serving time for only one case, discussions prior to plea including consideration of JR

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Served at least 75% of their time, have a good institutional report with no recent write-ups, complete or sign up for relevant groups and/or educational opportunities (GED, vocational, college) and either no victim or a victim who is not opposed to release.

#### Q6: Please explain your process and criteria for granting judicial release:

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Upon receipt of motion I review my internal notes regarding underlying offense and consider if judicial release was contemplated at time of plea and sentencing. I also review the institutional report and refer to our PSI writer for investigation and report.

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Review charges, institution report. If moving forward, request response from state and notification of victims if appropriate.

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See above as well as eligibility per statute. If I am inclined to grant a motion, a hearing will be scheduled, and the defendant transported to court.

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Review the Motion, the status of the Defendant's sentence(s) (how much served/left) and any supporting documentation, as well as the PSI from sentencing (if there was one). If based upon that initial review I may be willing to consider granting the request, then I request additional information (report from Adult Probation Dept. with ODRC ISR) and give the State of Ohio (and victim) a chance to respond to the request. IF granting it, then a hearing is scheduled, and the Defendant is brought back for the hearing.

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Completing programs, good discipline record, positive victim input

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Same as above

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program participation, behavior, prior record, plan upon release, victim/state input

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Normally to someone who needs a second chance.

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I sometimes provide the state an opportunity to respond before setting a hearing, most often when victims are involved. If I set a hearing, I have the individual transported to court and have previously had the individual evaluated for entry into the CBCF.

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Institutional report Review of pre-sentence report Type of offense victim

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I review the institutional reports, but they are mostly incomplete, inaccurate, or irrelevant. I review the pre-sentence investigation reports and victim impact evidence. Of course, I review the application and any attachments submitted by or on behalf of the Defendant. In short, I look to see why further incarceration will not be effective or appropriate.

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Agreed upon by counsel.

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recommendation, R.C. 2929.12, completion of CCS successfully in the past.

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Upon receipt of motion, request referred to Adult Probation Department to prepare report and recommendation / Court review of PSI, file, APD report and ORAS

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DF does well while in prison + prosecutor agrees or defers.

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See above

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Main criteria are the completion of programs, conduct at CRC, non-violent offense. I only bring back offenders for whom JR is seriously under consideration.

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I first review my notes from the plea. Then, I have the Adult Parole Authority pull a defendant's prison records to evaluate their behavior while in prison. Finally, I consider any objections from the Prosecutor's office or any victims in the case. The victim's advocate would notify the victim (if applicable) at the time of the filing of judicial release. If I am reasonably certain, I would set the motion for hearing and grant it.

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Showing a change in behavior and not just stating the right phrases or because they are statutorily eligible. Processing people out of prison as fast as possible should not be the goal when normally prison is a last resort after applying the sentencing factors.

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Criminal History

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see answer to number 5.

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review file, institutional report, any supporting documents from family and friends, victim response, prosecutor's response

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I review written motions for judicial release with the magistrate. If we decide a person might be a candidate for judicial release, I ask her to investigate further and ask the APA to provide the persons behavior record while incarcerated and make a recommendation.

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I review the request, review an ISR, meet with probation, read over any letters, and if I decide it is good to grant then I will set it for hearing.

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judicial release sheet from sentencing hearing, time served, position of prosecutor, ISR, victim position

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meets all legal criteria

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Consideration of the motion, on its face. If the applicant seems to be a good candidate, set for hearing, review the ODRC Institutional Report.

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My process is different depending on the level of offense. If it is an F3 or lower and the individual was incarcerated for less than a year, I am typically looking at their violations and the plan they have upon release. I have found that those who are incarcerated for shorter periods of time typically do not have the chance to participate in as much programming. I do believe that the programming would be helpful though. For F1 and F2 level offenses, I am looking to see which programming has been completed and if they have a plan with a support system in place if I grant judicial release. I also more often than not, will require CBCF or some other placement if I grant judicial release.

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I use judicial release frequently for offenders convicted of failure to comply with the order of a police officer and for non-mandatory drug trafficking cases. It allows you to combine punishment with treatment

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no infractions participated in classes remorseful they've put together a plan for their life upon release that includes housing and a job

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No predetermined criteria other than to follow the law. Process typically includes review of file, any response of State of Ohio, review of PSI, and any victim input.

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No prior felony convictions, no escape convictions, no absconding on pretrial supervision, and clean institutional summary report from ODRC

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Many times i have a general idea that i will grant judicial at sentencing in certain drug cases that carry a presumption for prison that I cannot overcome. If their inmate record is clean is also important. Generally, for offenses of violence and sex offenses I rarely grant judicial release. And I always have my probation dept. contact the victim(s) to ascertain their position. Finally, if there is restitution owed and the updated assessment reflects the offender has reasonable employment to make payments, that is a positive factor for JR, again, in non-violent, non-sex offense cases

Motion received, set for hearing, counsel appointed. Hearing held, findings made, motion granted

See above

Same as above

Just follow the statute and consider factors noted above.

I review all the above and evaluate the defendant's likelihood of success on community control.

I review all applications that come in in a calendar month on the last day of the month; applications can be just a letter from the defendant; I screen out and summarily deny defendants who are nor eligible or who I deem not proper for release (crime too bad, not in long enough); rest are set for non-oral hearings (not included in the hearing number above); case is referred to probation officer who does a background check and gets an ISR and completes a formal Judicial Release investigation form and sends me a packet with a recommendation; I send each applicant who has a non-oral hearing scheduled a short questionnaire asking what their plan is upon release; I see if there are any objections filed by the non-oral hearing date; I decide which ones should be released and set an oral hearing for those people.

I appoint counsel for all pro se applicants. I review all the PSIs, probation summaries, ISRs and then decide if I want to screen the applicant for any reentry programming. If so, I have that screening completed. Then I hold the hearing and grant JR with a reentry plan in place--as specifically tailored for that individual as possible.

Same as above

review PSI, institutional reports, judicial release report from probation staff, progress while in prison, offense committed

See above

I evaluate whether the offender has shown remorse and whether he or she has been rehabilitated to the satisfaction of the court. I also consider the offender's behavior while incarcerated as well as his or her success in programs and classes while incarcerated.

My answer to the previous question certainly applies here too. I consider, as well, the views of any views of any victims, the seriousness and nature of the underlying crime or crimes, and any plans for post-release success that the applicant may have articulated in the motion.

Review the request Review PSI, Prison Report, Victim Impact Reports Consider past record and any failure to respond favorably in past Consider state's objection Consider nature of original crime consider sentencing factors originally considered consider length of sentence consider RC 2929.20

In all cases the decision depends on the offense committed and the demonstrated degree of rehabilitation.

Minimal record or no record and a significant amount of the sentencing remaining as a deterrent to probation violations after released to probation.

evaluate the defendant. have the purposes of felony sentencing been accomplished yet- i.e., punishment.

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---

Review the file, review the motion, review the State's response, think through the issues in the case

---

I review the criminal record, the plea agreement, sentencing entry, institutional summary and all information in the Motion and Response. If it appears the defendant is amenable to community control than a hearing is set and I listen to arguments of counsel.

---

see above

---

1. If judicial release was part of the original plea, I grant motion unless the institution report is negative which only has occurred one time. 2. In other circumstances, I review the motion, court file, and any prosecutor statement, if I think release is appropriate, I schedule a hearing. If I schedule a hearing it is 90% the judicial will be granted.

---

A review of the case that brought the applicant into incarceration. Consideration of prior record. Support in the community for the inmate. And what I indicated in question 5

---

lack of disciplinary infractions; completion of available programming in prison; no prior prison terms served; offense does not carry a presumption for prison

---

Upon receipt of a motion for judicial release, I obtain and review an institutional report. If I am inclined to grant the motion based upon the factors above, I will set the matter for a hearing and request a post-sentence investigation report.

---

Examine statutory factors; length of sentence; obtain victim input, including any objection or support.

---

compliance with statutory factors, review report of Court Re-entry Officer, review of PSI, review of response from Prosecutor, oral hearing if necessary

---

My process is reviewing the items in #5 above.

---

Review the request and attempt to measure recidivism.

---

see #5 above

---

I determine if there was an agreement with the state (truth in sentencing) and, if yes, I check the person's ISR. If clear of any major infractions, I grant it. If there is no agreement, or a bad ISR, I will deny it.

---

The process is outlined in the statute. That's what I follow. Additionally, if they are eligible and appropriate they are accepted into the specialized docket-drug court program

---

Initially, I make a judgment about how long a sentence needs to be so as to not demean the seriousness of the offense. If at least that much time has passed, I am looking for the applicant's disciplinary record and, if substance abuse is an issue, whether the applicant has tried to obtain treatment, understanding that prison programming leaves something to be desired. I obtain the State's position and, if applicable, I seek input from the victim. If a crime of violence, I put a great deal of weight on the victim's attitude.

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na

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Review of all factors listed in answer to number 5. Also, convey back, hold hearing, grant release from local jail.

---

See #5

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if it is agreed upon or if defendant has been successful on community control in the past

---

I grant it if it had been discussed and the conduct report is good. For a pro se applicant without a pre-plea discussion, I look at whether they have ever had an opportunity for treatment/probation rather than always being sent down. I am more likely to grant JR for someone who hasn't had a chance at it.

---

---

Behaved in prison, severity of crime, length of time in custody, prior record and types of offenses, rehabilitation/education opportunities taken, and most importantly what is their plan upon release, who will support them, and their attitude when asked.

**Q7: Please explain your process and criteria for denying judicial release:**

I use the same procedure as #6 but deny if there has been disciplinary conduct including infractions and lack of program participation

---

Charges and institution report.

---

See above as well as eligibility per stature. An order denying the motion will be filed.

---

Review the Motion, the status of the Defendant's sentence(s) (how much served/left) and any supporting documentation, as well as the PSI from sentencing (if there was one). If the answer is no, then a JE goes on denying it. If based upon that initial review I may be willing to consider granting the request, then I request additional information (report from Adult Probation Dept. with ODRC ISR) and give the State of Ohio (and victim) a chance to respond to the request. If denied, a JE goes on denying it.

---

No additional information, victim opposed, statute prohibits

---

Sex crime, mandatory sentence, crime of violence

---

lack of programming, negative behavior, prior record, attitude, victim input

---

PSI. Prior history. Inmate record.

---

If I schedule a hearing, I rarely deny the judicial release. If I don't schedule a hearing, my Entry typically recites the individual facts supporting the decision.

---

Institutional report Review of pre-sentence report Type of offense victim

---

Judicial release is mostly based upon "shocking" a Defendant into rehabilitation. The concept of imposing trauma to encourage change in behavior doesn't work the vast majority of the time. Mostly, the prison sentence has been imposed for reasons that cannot be changed (prior record, impact of offense, the manner in which the offense was committed). I look for things the Defendant is able to change which would make further incarceration of little value. Unfortunately, most things a Defendant can change cannot be demonstrated while incarcerated.

---

Sentence should be appropriate when given.

---

history on CCS (poor), ORAS score as high, lack of support in the community

---

Overall review of factors and input set forth above / determine whether individual is amenable to judicial release and willing to put effort into recovery and rehabilitation

---

DF does poorly in prison. Prosecutor objects.

---

Poor prison record, fighting, drugs, disrespect of guards, no programming, no plans for reentry or not having spent what I consider enough time in prison for the offense.

---

Violent offenders aren't considered for JR nor are those whose conduct at CRC is problematic

---

Same process as above, however if I felt that I was going to deny the motion, I would not usually set it for hearing. I would just deny it by order.

---

No change in remorse, no programming completed. Most cases are sex offenses and not granting judicial release as the sentence was punishment under the sentencing factor. Also not granting when it was a community control violation and already went through treatment and the rehabilitative process.

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ISR

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If it was an agreed plea it is denied.

---

prosecutor's response and any understanding at sentence, victim response

---

I review the motion for judicial release with the magistrate and if we determine the person is not a good candidate for judicial release I direct her to draft an order denying judicial release.

---

I do everything above but then do not set it for hearing.

---

ineligible, prosecutor opposes, victim opposes

---

does not meet legal criteria

---

Oftentimes, a review of the Motion for Judicial Release is all that is required. Many times, the applicant is seeking release without any realistic argument as to why they should be released given the offense for which they were sentenced to incarceration.

---

Eligibility tends to be the most common reason I deny judicial release, followed by negative ISRs.

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Some applicants simply do not want to change their behavior and are not amenable to community based treatment options

---

Too many rule infractions The nature of the crime , past criminal history, history of non-compliance. failure to participate in classes or programming

---

No predetermined criteria other than to follow the law. See response to No. 6.

---

Offender has prior felony convictions, previous supervision resulting in revocation, absconded while on pretrial supervision, infractions on institutional summary report from ODRC

---

First and foremost is the nature of the offense and degree of felony involved; the defendant's prior record of criminal offenses, convictions, prior prison terms and prior failures of treatment programs. And, if a victim is strongly opposed to JR, that will generally result in a denial. lastly, is the time remaining on a prison term if JR is granted. If there is a short time remaining, granting JR and placing one on community control with very little time to serve can become an issue because the offender may be less willing to cooperate while on community control, knowing her or she has a short time "on the shelf" as they are want to say

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Typically deny without hearing so that Defendant can continue to file motions

---

see above

---

Same as above

---

Just follow the statute and consider factors noted above.

---

Same as above

---

not eligible due to mandatory sentence, not served long enough time to be statutorily eligible; not long enough to meet my sense of justice; not as long as we agreed at sentencing; bad ISR; not living where I can supervise them; not a realistic plan upon release; objections from the victim/prosecutor (not always followed); never been successful on supervision before; a danger to the community.

---

When denying JR, I never deny with prejudice or bring the individual back and deny at a hearing--so that JR always remains an option, giving the applicant some hope and motivation to continue doing the work to make them more successful upon transition back into the community.

---

Agreement Prior record Previous Community Control success

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offense committed, lack of support, no plan, poor behavior and attitude

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My review of my notes and the case file

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See above. Plus I also consider whether the offender has served a prior prison term.

---

If I see more than one or perhaps two rule violations on the institutional report, I'm unlikely to consider granting the request.

---

See above #6

S/A/A

Serious crime with long sentence, very short remaining sentence, negative institutional report. prior record, terms of the plea

Likewise

I review the criminal record, the plea agreement, sentencing entry, institutional summary and all information in the Motion and Response. If the defendant had performed poorly on community control or previous record indicates that they are not likely to perform well on community control I deny the motion in writing without a hearing.

see above

Most denials occur without hearing. Our docket is small enough that I have time to review the file and decide based on the offense and defendants' history if release should even be considered. A poor institution report likely will result in a denial.

If the offense was a crime of violence. And the responses in questions 5 and 6

offender refused CBCF; prior prison term(s); disciplinary infractions while in DRC; failure to complete programming in prison;

Only on rare occasions will I hold a hearing on a motion if I am not inclined to grant judicial release. Often, especially if there has been a minor conduct violation, I will tell the attorney to file it again after a certain time frame has past and will see if the behavior issue has continued. I would say that if I am denying the motion, it is more likely than not done without a hearing.

Same as above

compliance with statutory factors, review report of Court Re-entry Officer, review of PSI, review of response from Prosecutor

A Plea Agreement, Victim's position, past criminal history, Institutional Reports

Concern of recidivism.

not behaving in prison, danger to the community, prior criminal record demonstrates rehabilitation unlikely

I determine if there was an agreement with the state (truth in sentencing) and, if yes, I check the person's ISR. If clear of any major infractions, I grant it. If there is no agreement, or a bad ISR, I will deny it.

See above

Mirror image of the above.

na

Same as review of considerations for approval, however we do not transport back to local jurisdiction or hold a hearing. decision is made on parties' motion.

See#5

determine if it is an agreed sentence and if the person has been successful in the past on community control

I evaluate the institution report, look at the facts and circumstances of the underlying offense and if I am denying it I don't hold a hearing and just file an entry with a reason in the denial (underlying facts, poor conduct in prison). Sometimes I will indicate that they I may consider it at a later time, or that they may still be eligible for transitional control.

What was in their PSI, attitude about offense/sentence, behavior on bond, prior offenses, prior behavior while on probation (if any), negative behavior while in prison, an injured victim, dangerousness, lack of SINCERITY, and/or has a significant length of time left to serve.

Q12a: Please explain the impact of a reentry coalition partnership?

I do not have direct input on this topic

It is simply another resource for the Defendant and could help the Defendant be more successful on CCS following release.

Another judge handles this

The overall impact would be to help ensure long-term compliance with the law/parole and to reduce recidivism.

No impact on decision making process but probation uses sources to assist in release and programming.

It facilitates JR

It's been very positive.

We participate with them and are aware they provide resources

I know that we have a partnership but I do not know how impactful it is. I am in a multi-judge court and I believe other judges participate more closely with the coalition.

The reentry coalition partnership does not impact judicial decisions on judicial release motions. Judicial decision making is a separate and distinct function from that of the reentry coalition. The reentry coalition is in place to assist offenders transitioning back into society, not to assist in deciding motions for judicial release.

newly set up.

Helpful and successful

zero; they focus on people in jail for the most part; limiting re-entry to judicial release is ridiculous; re-entry is so much more important for people who are on PRC (who get no encouragement from APA to participate in re-entry) or people who are released without supervision, who never participate. I supervise everyone on judicial release directly, so they receive all or more of the benefits of re-entry courts or programs. There is no statutory or constitutional authority for appointing counsel for judicial release hearings; why should I spend taxpayer money for this? I am not going to deny anyone judicial release just because he doesn't have an attorney. I find having an attorney has no impact on granting/denying.

I run a specialty docket and my coordinator is very active in a reentry coalition so I utilize a wide variety of reentry resources to make ALL of the folks I supervise--docket wide--as successful as possible. I am currently contemplating creating a reentry docket in my courthouse.

works closely with our re-entry court, provides services to participants

We currently collaborate through our probation department with various providers and agencies to provide those being released with support, resources, and programs to help them succeed upon release.

The reentry coordinator is able to assist the newly released offender with housing, job training, connecting with employment opportunities, transportation, and other needed services.

Good for candidates who qualify. I have only had a total of three who qualified since our re-entry docket was instituted.

Useful information - one judge designated to review Re-Entry Court petitions and screen for colleagues

Helps ensure the inmate will have support and resources when released

We have a very strong re-entry court that forms such partnerships

Our court has a new reentry docket that partners with our local reentry agency. It is a work in progress but seems to be the foundation for a success.

None. I'm unaware of what purpose or role it serves.

na

very useful and supportive with many resources. Also part of Court staffing team. A valuable resource.

Resources are identified and shared, peer relationships are supported, and participants benefit from reduced stigma.

It creates an ability to provide additional resources/recommendations for basic participant needs, as well as counseling needs.

12b: Would having that partnership impact your judicial release approvals if participants had an opportunity to participate in such a program?

yes

Our probation department works closely with our treatment providers to give as much support as possible. It would be great to have additional resources.

Case by case evaluation

Maybe, I believe our Probation Dept. would provide sufficient supervision and adequate support to any early release defendant

possibly. I have advocated for a reentry program for years.

Probably not - as a single Judge court in a rural community with a number of resources available (thanks to grants for our specialized docket) I would consider any new resources but would have to know more of the details.

no

No

Yes

Would not have an impact.

No

Maybe.

Probably but not sure what program would require and unsure of how opportunity to participate would be communicated to Court and inmate.

Not sure. If the Defendant is a local resident, I usually use our local resources to be sure they are well treated and educated upon release. It could impact my decision for those who do not live in my local area.

NO

Maybe.

Having the option would be a benefit, but does not affect my decision to release

No, I do not think it would.

yes, it could make a difference

no

Unsure.

No. We have our own programming that seems to be effective

unknown

most likely not

No

Not sure what the program includes.

Possibly

Maybe

Perhaps

Not enough cases to justify a program.

yes

probably

no

no

No

not familiar enough with such a program to know

No.

it could be useful depending on the oversight and process involved.

Probably not.

We do not partner with a Reentry Coalition because we have 3 certified, well-resourced Reentry Courts. I think that a Reentry Coalition could be beneficial to counties without resources.

maybe

Q13: What is your internal process for handling a self-represented litigant motion requesting judicial release?

No difference other than appointing counsel for them

Assign counsel

Probation researches information about the defendant from ODRC. I review that and the defendant's submitted request and paperwork.

If it is set for a hearing and attorney is appointed. If the motion is denied, no attorney is appointed

review and possible appointment of counsel

schedule hearing with the ODRC, or bring them back to the jail.

No difference

same

The materials submitted, along with the institutional report, pre-sentence investigation, and all other proper information is reviewed.

Same as any other.

assign a staff person to research and report

We treat pro se motion the same as above.

If it goes to hearing I would appoint.

The same for me as if they had counsel. I grant many pro-se requests my criteria is the same.



---

It isn't a criteria for or against release

A self represented litigant motion is handled just like one filed by an attorney. If it comes in as a letter, we just treat it like a motion.

Same as if represented.

We set them for a non-oral hearing.

Sometimes I appoint counsel if it appears that the litigant has met most of the criteria I consider before granting judicial release.

Notify the prosecutor's office for comment, notify prior counsel (and 90% of defendants have court appointed attorneys) that they may be called upon to help. I personally review the file. If no merit on its face, it is denied before an ORAL hearing. If oral hearing is set, counsel re-appointed. I do not recall, any self-represented litigants.

Same as previously described.

I review any request, file it with the clerk of courts and if I think I will grant the request I will appoint counsel. If the person asks for counsel in the letter I will appoint counsel even if I think I will deny the request.

appoint counsel to assist. set hearing

appoint counsel usually

Similar to that described earlier.

I also appoint counsel.

Set the matter for a prehearing conference to obtain an ISR and the recommendation of the probation department

I treat them the same as if they were represented.

First step is to schedule a non-oral hearing

Appoint the public defender whenever possible. Otherwise, a self-represented litigant will not be brought back for a judicial release hearing unless the Court is going to grant the motion.

the same as if counsel files a JR motion

I would always appoint counsel unless I intend to grant the motion.

Thorough review and research. Set hearing if needed.

Same process and set for a hearing

a. May or may not schedule hearing. b. If hearing conducted, then consider statute and factors identified above.

same

If I intend to grant JR or if I need more information or a reentry plan in order to consider granting JR, I bring the public defender's office in to represent the applicant. If the applicant was represented by private, court-appointed counsel at sentencing or re sentencing, I bring that attorney back in to represent the applicant during the JR process.

Review

refer it to the probation department for a report

Same as for counseled applicants

Review their filings. Hold a hearing or deny without a hearing. No different from those who have counsel if record.

I read the motion and any response from the State, and then I decide whether to deny the motion or instead to schedule a hearing.

See above, #5,6,7

---

File is pulled and reviewed by judge along with request. Institutional summary report usually requested. Then decision is made as to whether or not a hearing is scheduled.

consider the motion after response from the state.

set for non-oral hearing to give all involved an opportunity to be heard

See above

I use the same process, if it is a situation where counsel is needed then counsel is appointed.

receive motion, await responses, obtain prison report, review case, PSI

The process is the same for self-represented as represented. The outcomes generally are the same as well.

the same as for represented litigants

either deny without a hearing or set for hearing if I am considering granting the motion

Same as above

Upon review, if the pro se applicant seems to have a good basis for release, I may assign an attorney to facilitate the process.

same process applies to all applications for judicial release

I treat the motion and my ruling as if the defendant had counsel. Further, if there is any concern, I appoint a Public Defender to assist them.

If a hearing is to be granted, appoint counsel for the hearing. Continue the hearing if necessary to give counsel time to prepare.

If there is even a remote likelihood that I'm considering it I will set a meeting with the public defender and prosecutor

Same as if filed by an attorney.

appoint counsel

Send a copy to the Prosecutor and ask for input from them and victim. If the applicant is eligible, we promptly set it for a remote hearing .

There is a reentry office and a new court that is not certified in the last year

Always appoint counsel to represent if pro se Defendant at hearing.

Assign counsel, review institution report, set a Phase I hearing if I am open to admitting the applicant to Reentry Court..

same as if represented

I request the institution report and evaluate my own case file. In some cases I may reach out to the Prosecutor's Office before I determine whether I will set a hearing.

I read the motion and any attachments, look at the PSI file, and request an institutional report. If those items give me a clear "Deny", I enter a denial. If they suggest a possibility, I give the prosecution time to respond and notify the victim, if any. Once the prosecutor responds, I consider their position, may examine previous items again, and then either deny the motion or set it for a hearing. If there is no attorney, we refer to the PD's office or appoint counsel.

Q18: Please explain the process in your county to request prosecutor input on judicial release requests:

Negotiations between prosecutor and defense attorney and recommendations to the court

Bailiff alerts of the motion filed and requests a response

All requests are filed with the clerk. The prosecutor receives notice of the filing and files a response with the clerk in the file with service to defendant.

If it is a request that I may be willing to grant based upon an initial review of the request I give the State (and the victim) a chance to respond to the request.

n/a

upon filing of motion for judicial release, the prosecutor responds in writing generally always ask.

I just prepare an Entry providing time to respond if I am considering setting a hearing.

Prosecutors are served notice and have time to respond and contact victims.

Negotiated at plea.

a staff person contacts and seeks input.

Once application is filed, prosecutor's office is given opportunity for input.

They file motions in response/contra.

Once the motion is filed we wait two weeks for a response if no response we will sometimes contact the office to see if they are going to respond.

Simply that - prosecutor input is sought

If the county prosecutor opposes a motion for judicial release, he will file a formal "Response to Motion for Judicial Release" in the case therein indicating his opposition.

Wait for any response to be filed. If set hearing, prosecutor present.

We set the request for judicial release for an non-oral hearing, to allow the prosecutor to take a position.

My bailiff will reach out to the prosecutor directly.

Comment put into an order, with a time limit

I ask the magistrate to contact the prosecutor and put his position on the record by filing a memorandum opposing or not opposing judicial release.

The filing of letter or motion for early release

the joint sentence recommendation in the guilty plea usually discusses judicial release

file the letter and send a copy to public defender asking them to appear and prosecutor for input.

Prosecutor's office will sometimes file a Response to the Motion for Judicial Release once it is received by that office, and if the Prosecutor has something to add.

The prosecutors always respond when a motion is filed. If a hearing is set, their office always appears.

They have input at the hearing

They are always asked for input either by the Court or probation officer preparing the report for the court.

non-oral hearing is scheduled and State can file a response and is also ordered to provide notice to victim

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The State often agrees to take no position on motions for judicial release as part of plea negotiations.

The only time a prosecutor's input is requested is if a hearing is set and held. An administrative denial does not involve the prosecutor's office.

I always put on an entry requesting the prosecutor's position and also consider the stance of the prosecution at the time of the hearing.

They always get a copy

I ask them their opinion as well as the defendants on every case. Nothing ex parte.

Prosecutor's have an opportunity to file Memorandum opposing Judicial Release and may be present at any Hearing.

As indicated earlier, I set them for non-oral hearings and notice everyone. Motions by counsel have copies sent to the prosecutor, allowing them to object even earlier; the judicial release investigator also requests prosecutor input.

The prosecutor always responds to all requests for judicial release before I even receive the motion.

If not denied on Court's review a request is sent to prosecutor for input

they are merely provided notice of the hearing

There is none

The court always expects to hear whether or not the prosecutor objects to the request for early release. Once a motion is filed, he will file a response indicating whether or not he objects.

The prosecutor often responds very promptly once requests are filed. Sometimes my staff will send an email to the prosecutor to inquire whether a response will be filed if we don't see one in the file when I'm looking at the motion.

Defense counsel may ask prosecutor to stay silent if judicial release is requested.

If the case is set for hearing the prosecutor is notified and typically files a brief in opposition and notifies the victim, if any.

every motion requires a response from the state and input from victim if any

they are considered a motion and set for non-oral hearing

I typically give the prosecutor the chance to respond, unless it is obvious to me that the motion should be denied.

The motion for judicial release is filed with the clerk and served on the prosecutor's office. They respond to the motion within 10 business days.

bailiff asks for their response

An entry is issued giving Prosecutor a date to respond and to notify any victim.

They will offer input normally with represented inmates

the prosecutor is notified if the motion for judicial release is set for hearing

See above

Judicial inquiry to the prosecutor upon application by Defendant. Usually this only happens in cases where I determine there is a good faith basis for possible release upon state and victim contact and review.

Prosecutor is served with application for judicial release and is given time to respond, hearing date and notice of hearing

If a defendant files for Judicial Release, the Prosecutor's office is notified and a Responsive filing is requested.

---

Sometimes as part of the plea, the prosecutor will say “Will not object to judicial release after “x” amount of time.”

---

a meeting is set with the prosecutor and public defender

---

If the plea agreement contains a JR provision, the court learns of the same when it asks for a sentence recommendation. The state says “It won’t oppose a release” after a certain period of time upon which the parties agree, and it must comport with the law. The defendant is advised, prior to sentencing, that even though the state won’t oppose the motion, the court has the final say and will deny the motion if there are major infractions noted on the Institutional Summary Report. Further, the court informs the defendant that it expects to see the completion of pro-social activities on the ISR.

---

upon receipt of the request, a copy is sent to the Prosecutor’s office

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We forward a copy of the motion to the prosecutor’s office and ask for a response.

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The motion is served on the prosecutor, who has 14 days to file any response to the motion.

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na

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All pro se motions are scanned and provided to the Prosecutor for an opportunity to respond, and an Assistant Prosecutor is assigned to our Reentry staffing team. Represented applicants serve the Prosecutor’s Office directly.

---

Court staff sends the request to the prosecutor if it was not formally filed with the clerk of court. Otherwise, they get the filing electronically and do what they choose in its regard.

---

either negotiated or allow input at hearing

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Each judge may differ in process, but we usually request input via email or interoffice mail.

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If the prosecutor is served, the local rule provides them 14 days to file a written response. If the prosecutor is not served (OFTEN happens, especially if the defendant writes a letter which I have the Clerk file), I have my staff serve a copy to them and then I give them time to respond pursuant to local rule.

Q20: For all individuals on community control, including those on judicial release, what does your county do well in order to lower the number of revocation hearings?

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Re-entry court

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Follow-up in intervals to check progress or lack thereof.

---

maintain frequent contact with probationers and their treatment providers to try to intercept problems before they arise

---

My probation officers actually supervise the defendants, as opposed to simply checking in with them occasionally or just running a criminal records check for new cases. They work with local treatment providers to ensure the defendants are compliant. They work to identify problems early so that they can be addressed short of a revocation. Additionally, my probation officers understand that the filing of violations does not mean that CCS must be terminated and prison imposed; it does get them back in front of the Court so that issues can be addressed.

---

Unsure

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probation works closely with offenders to reduce revocations.

---

Intense supervision

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Provide several services just as we would if placed originally on community control sanctions

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Regular contact to hold individual accountable and responsible.

I schedule miscellaneous hearings to help monitor the individual and probation has excellent programming and works with the probationer if issues arise rather than immediately violate them.

---

Active supervision with best practices programming

---

Specialized docket--drug court

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GPS, weekly reporting.

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Usually, revocation is the last resort. A hearing is scheduled only after all other graduated sanctions have been exhausted.

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Make sure defendant is reporting on a regular basis

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APA provides our community control. The APA officers are good supervisors on judicial release and "regular" community control. There is no difference in the supervision.

---

We have a very effective ISP program. Our probation office does a great job in meeting with probationers.

---

Meets weekly with probation staff to review cases with issues.

---

they are supervised by the adult parole authority

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In my opinion, the Adult Probation Officers, while holding those on community control to a high standard, understand that individuals will often have "bumps in the road", and are usually willing to work with individuals in those circumstances rather than seeking revocation.

---

I have had more success than not with individuals I have granted judicial release. I believe a lot of it has to do with the support system and resources in the community they are able to connect with upon being released.

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conduct review hearings; employment services; graduated sanctions

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We provide programming and assistance to be successful. It is up to the individual to follow the rules or not.

---

steps include internal sanctions before filing revocation

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Intensive supervision/special docket program, substance abuse and mental health services, job placement, social support (i.e. church based programs) and the reentry coalition which helps with clothing and housing.

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There is a distinction for those who are on community control at the original sentence and those that get JR and are then placed on community. For those placed on community control originally, unless the initial violation is a conviction of a serious criminal offense, we understand folks can relapse and struggle a bit to gain compliance. But repeated failures are not tolerated. Often the first step is placement in a half-way house of non-secure treatment facility. Depending upon the reason for a failure in a non-secure treatment facility, the next step is a commitment to a community based correctional facility. Failure there usually results in a prison sanction, depending on the time left. For JR offenders, only minor infractions may not result in a revocation.

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Frequent contact, frequently order the Defendant to participate in counseling and/or Drug Court. Some go to CBCF.

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Probation Dept is good at judging when to revoke. They understand that some mistakes are going to be made.

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We have a drug court, domestic violence court and re-entry court.

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Not sure I understand the question.

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You would have to ask probation, but they do a lot of hand holding, referrals, probation term addendums; the usual things you would expect from a first class probation department.

Early-intervention, status updates involving the judge, and, in my court room, I regularly use miscellaneous hearings to check in and with probationers and hold them accountable to keep them on track.

Spend time to correct behavior

We have an outstanding probation staff that works very hard, in a variety of ways, to minimize revocation hearings

More appropriate question for APA

My probation department is excellent. They work with offenders in supervision and suggest and recommend programs to them in an attempt to help them successfully complete their probation period.

The probation staff rarely treats a first violation as something that deserves a violation hearing. Instead, the staff counsels the offender and perhaps ramps up the services or the supervision level to nudge the offender into compliance.

Be reasonable. Not every infraction is worthy of a PV.

evidenced based behavior modification.

we have many programs designed to help the defendant get back on their feet. obtain a GED, employment and counseling

Unknown

Staff cases with me more frequently to keep the probationer on the right path, before we are set for revocation.

it's up to the defendant not the county

We treat community control and judicial release the same. I don't want to revoke anyone, but I do nothing to lower the number of revocations. If the probationer follows the rules, there is no revocation. If the probationer doesn't follow the rules there will be a revocation. Our goal isn't to avoid hearings. Our goal is to change behavior so no more criminal behavior occurs.

Good re-entry specialists that connect them to community resources

makes referrals to providers instead of filing motions on every positive drug screen

There is a lack of data to provide meaningful input to this question.

Written Terms and conditions of supervision, house checks, random drug screens, mental health assessments if warranted, drug and alcohol treatment, adult education, employment assistance

The officers do their best to follow up on the conditions imposed on a Judicial Release defendant to ensure the defendant's compliance and rehabilitation.

Not sure.

Informal sanctions thru the probation department, such as referrals into treatment facilities.

Graduated sanctions within the department for technical violations (such as extra community service hours, or attend one extra group therapy sessions per week) without bring the defendant before the court for a revocation hearing.

strict oversight, drug testing, strict participation in rehabilitative programs, health care evaluations, employment rehab, housing...every aspect of the Defendant's life is addressed

Frequent meetings between probation officers and clientele, close working relationships with local SUD treatment providers

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Frequent in-person meetings and testing; frequent home visits. I will oftentimes place those granted JR on electronic monitoring or order them to complete a CBCF immediately upon prison release.

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na

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Therapeutics adjustments, local sanctions and treatment options as well as a CBCF or Half-way house, with prison as a last resort.

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Our efforts are too numerous to list here.

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offer intervention in the form of treatment

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Our probation officers provide flexible methods of reporting, allowing phone contact if employed. We also are good at coordinating classes and reporting times (including flexibility) in order to allow a probationer to complete multiple requirements in one stop at our Day Reporting Office, etc. We prioritize job attendance and try to work other programming around that. We also focus a good bit on mental health counseling which helps our participants be more efficient.

---

We try to treat the whole individual, not fit everyone into a box. Different P.O.'s are assigned to different types of cases. If a P.O. feels the defendant may need a certain type of P.O. personality to be successful, they talk to their Chief P.O. and she decides what to do. We don't let them control their probation, but we do listen to their input, what they need, how can we help, but we are the final deciders on a plan of action. But LISTENING to them rather than TALKING at them helps immensely -but there are some people that are just resistant to anything!

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## Appendix C

# Jail Reentry Questionnaire Survey Results

The Supreme Court of Ohio Task Force on Reentry recently conducted a survey titled “Jail Reentry Questionnaire” to gather data on reentry programs in Ohio’s full-service jails. The survey encompassed various inquiries aimed at gaining insight into the reentry services offered by full-service jails across Ohio. This memorandum presents an analysis of the survey results.

### Methodology and Overall Response Rate

The survey was conducted using Survey Monkey between January 9 and 19, 2024, by sending a link via email to the administrators in Ohio’s full-service jails. The email distribution list was provided by John Adams, Chief of the Bureau of Adult Detention of the Ohio Department of Rehabilitation and Correction, and a member of the Task Force on Reentry. Administrators in 45 of the 90 full-service jails responded to the survey, producing an overall response rate of 50%.

The responses to questions allowing for an open-ended response have been condensed into three bullets that summarize the main themes of the responses. Complete responses to the open-ended questions can be found in Supplement A.

### Analysis of Responses

The first three questions asked the responders to identify themselves and their facilities and to provide contact information for potential future inquiries. The responses to the remaining questions are as provided on the following pages.

**Question 4: “Which of the following features apply to your facility’s reentry program/services? Select all that apply.”**

Out of the 45 total respondents, 35 provided answers to Question 4, yielding a response rate of 77.8%. Among the selected options, the most cited feature was contracts with third-party reentry service providers, with 68.6% of respondents selecting this item. Other features existing across a majority of the facilities were (1) evaluation and assessment mechanisms at 54.3%, (2) dedicated staff (full-time) at 51.4%, and (3) data collection and reporting systems at 51.4%. Among the least selected options were formal written policies and procedures and designated funding, each chosen by 28.6% of respondents. Eight of the 35 respondents (22.9%) indicated they had dedicated part-time reentry staff. See Table 1.

**Table 1. Response to Question 4**

<b>Response</b>	<b>Selections</b>	<b>% of Total Respondents Selected</b>
Contracts with third-party reentry service providers	24	68.6%
Evaluation and assessment mechanisms	19	54.3%
Dedicated staff (full-time)	18	51.4%
Data collection and reporting systems	18	51.4%
Informal written policies and procedures	11	31.4%
Formal written policies and procedures	10	28.6%
Designated funding	10	28.6%
Dedicated staff (part-time)	8	22.9%
<b>Skipped</b>	<b>10</b>	

**Question 5: “Which of the following reentry services are offered in your facility? Select all that apply.”**

In response to Question 5, 40 out of 45 respondents provided answers, resulting in a response rate of 88.9%. Frequently cited services included mental healthcare and substance use treatment, with 82.5% and 77.5% of respondents offering these services, respectively. Additionally, education and vocational training, housing assistance, and peer support were among the most cited services, each selected by 50.0% or more of the respondents. Conversely, childcare and pre-natal care, and legal assistance were among the least selected options, cited by only a few respondents. See Table 2.

**Table 2. Response to Question 5**

<b>Response</b>	<b>Selections</b>	<b>% of Total Respondents Selected</b>
Mental healthcare	33	82.5%
Substance use treatment	31	77.5%
Veterans support	25	62.5%
Peer support	24	60.0%
Social services (e.g., Medicaid, SNAP, etc.)	21	52.5%
Education and vocational training	20	50.0%
Housing assistance	20	50.0%
Case management	19	47.5%
Healthcare	17	42.5%
Prescription services	17	42.5%
Transportation	17	42.5%
Clothing	16	40.0%
Employment	15	37.5%
Food assistance	15	37.5%
Anger management	14	35.0%
Harm reduction	14	35.0%
Parenting	12	30.0%
Social Security card	12	30.0%
State ID card	12	30.0%
Pre-natal care	11	27.5%
Birth certificate	9	22.5%
Other	8	20.0%
Financial literacy	7	17.5%
Aging and senior care	6	15.0%
Legal assistance	5	12.5%
Childcare	4	10.0%
<b>Skipped</b>	<b>5</b>	

**Question 6: “For individuals in your custody awaiting trial, over what time frames are the reentry services provided?”**

Among the 44 respondents for Question 6 (representing a response rate of 97.8%), nearly two-thirds (65.9%) of the respondents indicated that reentry services for individuals in custody awaiting trial are provided for the entire period of incarceration. 15.9% stated that these services are offered just prior to release. Additionally, 18.2% of respondents mentioned that they do not provide reentry services or programs to pre-trial individuals. See Table 3.

**Table 3. Response to Question 6**

<b>Response</b>	<b>Selections</b>	<b>% of Total Respondents Selected</b>
For the entire period of incarceration	29	65.9%
We do not provide reentry services or programs to pre-trial individuals	8	18.2%
Just prior to release	7	15.9%
Within approximately 30 days of release	2	4.5%
Within approximately 10 days of release	1	2.3%
<b>Skipped</b>	<b>1</b>	

**Question 7: “For individuals in your custody serving sentences, over what time frames are the reentry services provided?”**

Question 7 had a response rate of 95.6%, with 43 respondents answering this question. 69.8% of respondents indicated that reentry services for individuals serving sentences are provided for the entire period of incarceration. 14.0% mentioned offering these services within approximately 30 days of release, while another 14.0% stated that they do not provide reentry services or programs to individuals serving sentences. See Table 4.

**Table 4. Response to Question 7**

<b>Response</b>	<b>Selections</b>	<b>% of Total Respondents Selected</b>
For the entire period of incarceration	30	69.8%
Within approximately 30 days of release	6	14.0%
We do not provide reentry services or programs to individuals serving sentences	6	14.0%
Just prior to release	3	7.0%
Within approximately 10 days of release	1	2.3%
<b>Skipped</b>	<b>2</b>	

**Question 8: “To what extent are your facility’s reentry services provided using internal jail staff resources and external partners?”**

A total of 41 respondents answered Question 8, representing a response rate of 91.1%. Slightly more than one third (36.6%) indicated relying on external partners for all or nearly all of their reentry services, while an equal percentage reported a balanced utilization of internal jail staff resources and external partners. Additionally, 17.1% stated that they mostly rely on external partners, and only 4.9% stated that they rely entirely on internal jail staff for reentry services. See Table 5.

**Table 5. Response to Question 8**

<b>Response</b>	<b>Selections</b>	<b>% of Total Respondents Selected</b>
External – All or Nearly All	15	36.6%
External – Quite a Bit	7	17.1%
Balanced Internal/External	15	36.6%
Internal – Quite a Bit	5	12.2%
Internal – All or Nearly All	2	4.9%
<b>Skipped</b>	4	

**Question 9: “If you have a dedicated staff person serving as the link between your facility and external reentry service providers, please describe how that role functions. If you do not, skip this question.”**

Question 9 was an open-ended question asking the respondents about whether they have a dedicated staff person linking their facility with external service providers and, if so, how that role functions. Shown below is a general summary identifying themes in their responses. A total of 24 respondents answered this question (53.3% of the 45 total respondents). See Supplement A for the complete set of responses.

- Dedicated staff (e.g., contracted discharge planners, Jail Treatment Coordinator) facilitate connections with external service providers and expand services gradually.
- Various roles (e.g., CPST, Jail Liaisons) offer support during incarceration, target at-risk inmates, and coordinate reentry services.
- Coordinated efforts involve liaising with courts, probation, and community agencies, managing inmate programs, and ensuring access to external resources upon release.

**Question 10: “Describe any external partnerships assisting with reentry services that you believe may be unique or otherwise of interest to the Task Force on Reentry.”**

Question 10 was also an open-ended question concerning external partnerships that they believed might be of interest to the Task Force on Reentry. A total of 26 of the 45 total respondents provided a response to this question (57.8%). Shown below is a general summary of their responses. See Supplement A for the complete set of responses.

- Inmates access reentry services through partnerships with local re-entry offices and life coach services.
- Collaborative programs with addiction treatment centers and community organizations provide follow-up care and support.
- Unique partnerships include comprehensive reentry support programs and collaborations with various organizations offering holistic assistance, including education, counseling, and support services.

**Question 11: “Which of the following does your facility provide in support of detox services? Select all that apply.”**

Among the 43 respondents that answered Question 11 (95.6% of the 45 total responders), a variety of support services for detox were reported. Most respondents (88.9%) mentioned providing medical supervision by licensed healthcare providers. More than two thirds of jails (68.9%) indicated that they provide counseling and psychological support and medication-assisted treatment. Additionally, 55.6% indicated offering post-detox referral/continuity of care services. However, nutritional support and specialized training for staff were less commonly provided, with 17.8% and 42.2% of respondents selecting these options, respectively. See Table 6.

**Table 6. Response to Question 11**

<b>Response</b>	<b>Selections</b>	<b>% of Total Respondents Selected</b>
Medical supervision by licensed healthcare provider	40	88.9%
Medication-assisted treatment	31	68.9%
Counseling and psychological support	31	68.9%
Post-detox referral/continuity of care	25	55.6%
Specialized training for staff	19	42.2%
Nutritional support	8	17.8%
<b>Skipped</b>	<b>2</b>	

**Question 12: “Which of the following does your facility provide in support of overdose management and recovery treatment? Select all that apply.”**

A total of 44 of the 45 total respondents answered Question 12 (97.8%). In their responses, several essential services were reported in support of overdose management and recovery treatment. All 44 respondents indicated they provide immediate medical response such as naloxone/Narcan administration, highlighting its critical role in emergency situations. Substance use disorder treatment services were available in 81.8% of respondents’ facilities for people recovering from an overdose. A total of 22 of the 44 respondents (50.0%) indicated that they provide post-release planning and support. See Table 7.

**Table 7. Response to Question 12**

<b>Response</b>	<b>Selections</b>	<b>% of Total</b>
		<b>Respondents Selected</b>
Immediate medical response (i.e. naloxone/Narcan administration)	44	100.0%
Substance use disorder assessment	36	81.8%
Medication-assisted treatment	35	79.5%
Counseling and psychological support	33	75.0%
Continuous medical monitoring and care	32	72.7%
Specialized first aid training for staff	31	70.5%
Detoxification services	29	65.9%
Post-release planning and support	22	50.0%
<b>Skipped</b>	<b>1</b>	

**Question 13: “Describe what actions are taken based upon the results of the mandatory 14-day health appraisal? For example, do you contact healthcare providers? Follow up on appointments? Set the individual up for warm handoffs upon their release?”**

Question 13 was an open-ended question regarding the approach taken based on the implementation of the mandatory 14-day health appraisal. A total of 42 respondents provided answers (a 93.3% response rate). Below is a summary of their responses. See Supplement A for the complete set of their responses.

- Discharge planners assist in coordinating appointments for inmates seeking continuity of care.
- Contracted medical services handle 14-day health appraisals, set up follow-up appointments, and provide necessary documentation upon release.
- Medical staff coordinate with healthcare providers, schedule follow-up appointments, and provide warm hand-offs to external agencies for ongoing care and support.

**Question 14: “If you undertake any other assessments and individualized planning, please describe them. If you do not, please skip this question.”**

Question 14 was also an open-ended question seeking information on additional assessments and individualized planning that may be undertaken. The summary below reflects insights from 18 respondents (a 40.0% response rate). See Supplement A for the complete set of their responses.

- Partnerships with a local behavioral health provider offer additional assessments and treatment, including cognitive behavioral therapy programs.
- Case managers assist in addressing basic human needs, physical and mental health resources, employment support, and identification needs for inmates.
- Re-entry staff conduct substance use assessments, while mental health staff conduct mental health assessments, with individualized case management provided to those seeking services.

**Question 15: “What Jail Management System (JMS) does your facility use?”**

Question 15 was an open-ended question asking the respondents to indicate what Jail Management System they use in their facility. All respondents answered this question. A complete list of systems entered can be found in Supplement A. Shown below are the top five cited systems.

- Central Square
- Tyler Technologies - New World
- Zuercher
- Motorola Flex
- Spillman



**Question 16: “If your facility, or a contracted medical/mental health services provider use an Electronic Medical Record system (EMR), what is the name of the vendor for that system?”**

Question 16 asked respondents to identify the Electronic Medical Record system in use within their facilities. A total of 30 respondents answered this question (a response rate of 66.7%). The top five most cited systems are shown below. See Supplement A for the complete set of their responses.

- TechCare (NaphCare’s IT System)
- Health Secure EMR
- Detain EMR
- EPIC
- COREMR

**Question 17: “If your jail grants individuals trustee status or offers work programs for qualifying individuals, how does that impact their receiving reentry programs and services?”**

Question 17 was an open-ended question seeking information on the jails’ use of trustee status and work programs. A total of 41 out of the 45 respondents provided a response (a 91.1% response rate). A general summary of their responses is shown below. See Supplement A for the complete set of their responses.

- Trustee status or participation in work programs does not impact individuals’ access to reentry programs and services.
- Services are provided regardless of work status, and efforts are made to accommodate schedules for program attendance.
- Reentry services remain available to all individuals, irrespective of their involvement in trustee programs or work release.

**Question 18: “Describe how your facility collects and uses data on the outcome of individuals who have been provided reentry services. For example, do you track recidivism? Other post-release tracking?”**

Question 18 sought insight into how jails collect and utilize data regarding the outcomes of individuals who have received reentry services. Out of the 45 respondents, 39 provided input, resulting in an 86.7% response rate. Below is a summary of their responses. See Supplement A for the complete set of their responses.

- Recidivism and post-release tracking are not currently tracked by many facilities.
- Some programs or partners may track recidivism independently.
- Efforts to track recidivism or outcomes are either minimal or managed by external agencies or partners.

**Question 19: “Describe the primary challenges and barriers your facility faces in providing reentry services.”**

Question 19 was intended to identify the main challenges and barriers faced by jails in delivering reentry services. Out of the 45 respondents, 42 shared their insights, representing a 93.3% response rate. Below is a summary of their responses. See Supplement A for the complete set of their responses.

- Limited space and resources for onsite services and programs are a primary challenge.
- Funding and staffing constraints pose significant barriers to providing comprehensive reentry services.
- Short average lengths of stay and constant movement in and out of the facility hinder the effectiveness of reentry programs.

Question 20: “What other information concerning your facility’s reentry services do you want the Task Force on Reentry to be aware of? Any other feedback or suggestions concerning jail reentry in Ohio?”

Question 20 asked respondents to provide other information that they believed might be helpful to the Task Force on Reentry. Among the 45 respondents, 24 provided insights, reflecting a response rate of 53.3%. Below is a summary of their responses. See Supplement A for the complete set of their responses.

- Limited resources and delays in mental health services and aftercare are critical concerns.
- Monitoring court dates and aftercare appointments needs improvement, along with access to counseling and medical attention.
- More funding, standardized programs, and designated reentry coordinators are needed to streamline efforts and address staffing challenges.

## Supplement A: Open-Ended Question Responses

Question 9: If you have a dedicated staff person serving as the link between your facility and external reentry service providers, please describe how that role functions. If you do not, skip this question.

Chris Lavy - TASC, Kim Moore - Coleman, Tom Jackson - Coleman These are our three Jail Liaisons.

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Coleman services mental health, crossroads counseling , thrive peer support

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Coordinate with outside agencies to put together a plan upon release from jail so that the inmate has resources available to them.

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Dedicated staff person serves as CPST who provides support during incarceration and connection to external resources upon release.

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I.G.N.I.T.E coordinate established her own rapid re-entry program and assist with coordination of care with outside resources.

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If by dedicated you mean someone who does it in addition to other duties, as he is aware of things he messages agencies that work with the jail.

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Inmate Advocate-discharge planning for spec. cases/inmates found incompetent>works with probate courts, local providers. Mgr. Inmate Services-coordinates all contract service providers/ internal staff providing post release action plans

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Jail Programs are managed by the Delaware County Sheriff's Office Criminal Justice Program Manager and the Program Coordinator. Manager is responsible for the development, supervision, implementation and oversight of jail programming and the Stepping Up program. Coordinator is responsible for the day-to-day tasks such as managing inmate program and mental health kiosk requests, program schedules, recruitment/training/management of volunteers, provides case management services to offenders, work closely with outside agencies to coordinate services while offenders are incarcerated and link them with services in the community upon release. Jail Mental Health Clinician - Full time position housed at the jail, supported through a MOU between the DCSSO and the Delaware-Morrow Mental Health Recovery Services (DMMHRS) Board.

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Liaison between agencies and inmates keeping inmates educated on all available programs. Scheduling programming and ensuring services are provided and offered.

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Liaison to external service provider on duty 5 days a week and on call.

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**MEDICAL STAFF WORKS CLOSLEY WITH EXTERNAL SUPPORT SERVICES AS NEEDED.**

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N/A

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n/a

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Our Director of Reentry coordinates all of the non-medical/mental health services provided to the inmates. She also develops innovative ways to deliver reentry services to inmates in a manner that does not require a proctor.

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Peer Support, Classes on Thinking for a Change, GED

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Re-Entry employee responds to requests from inmates, targets at risk inmates (OUD-Homeless & Veterans). Meets with inmates one on one, offers full menu of reentry services, then facilitates connections and services requested by the inmate population.

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Referrals and primary assessment to outside providers

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She meets with Clients, completes paperwork, applications for services, referrals to MH and/or drug and alcohol treatment, helps get ID info, driver's license, insurance, housing, etc.

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She oversees and gets inmates connected with all the services checked above.

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The staff offers aid in getting ID's/Medicaid/Housing, also set up appointments for outside agencies to take over treatment.

---

We are currently in the process of expanding our dedicated employees' functions to include more outside services. Currently it is somewhat limited.

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We have a few that cover different areas one is a veterans bridge who helps with getting the Va involved. our mental health team assists in getting appointments set up with outside providers.

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We have an LISW-S on staff, full time, who acts as a liaison between several local courts and probation staff ,other community agencies.

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We have contracted discharge planners (3) through our correctional healthcare contract, as well as the Jail Treatment Coordinator who is the main contact for all linkage between corrections, courts and community providers.

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Work with Municipal Court Judge, Mental Health staff and outside providers for re-entry and addiction services to co-ordinate and facilitate services.

**Question 10: Describe any external partnerships assisting with reentry services that you believe may be unique or otherwise of interest to the Task Force on Reentry.**

Active collaboration with community treatment providers in the areas of: mental health, addiction treatment, health insurance, snap-food benefits, Health Department, Job and Family Services, Peer support, Catholic Charities homeless shelter, county public transit, MHARS Board.

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Alternative Pathes Inc. does provide follow up care with some inmates in the community

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Brightview Re-entry Portsmouth City Health Department

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Coleman, CommQuest, Summit Psych, AVO, Phoenix Rising, Stark MHAR.

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Community treatment team - works to help make plans for individuals who are high risk or need greater assistance upon release.

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External agencies meet weekly to help brainstorm ideas to help prevent inmates from returning to incarceration, they are very proactive in working together.

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Have a program where we work with Brightview to provide support and treatment for persons with substance abuse issues.

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Inmates are eligible for services through our county's office of re-entry as well as Caresource life coach services.

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Linkage with MH/Sub, rehab for post release care continuity.

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N/A

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n/a

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NA

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None. We lack the funding to be unique.

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Our on-site mental health service provider does attempt to provide some reentry services. We also have, through a few of our local court systems, some part-time on-site coordinators who do attempt to assist with some aspects of reentry.

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Partnership with outside area providers coordinated by the County Mental Health and Addictions Board

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Probation office

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Project Ready-help with housing, transportation and other services.

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RECOVERY AND WELLNESS, COMMUNITY HOUSING, SOBER LIVING, TCAP, FAMILY HEALTH MEDICAL, DENTAL AND VISION

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same as above

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Services are not unique rather appear to be universal to all county jails within the state.

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Stepping Up> A coalition between county mental health boards, providers and jails focused on mentally ill inmates and diverting the criminal justice system

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Tri-County Board of Mental Health and Addiction Services assists in ensuring those with mental health and substance disorders receive assistance through bi-monthly meetings to ensure that their needs are met. Community non-profit organizations work with our agency to assist individuals while they are incarcerated and allow them to meet and prepare for their release and develop a relationship prior to release. We also work with private mental health and addiction services giving inmates the flexibility to have a provider of their choice and ensure that options are in place upon release.

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Trumbull County has 2 Coleman Behavioral employees and 2 Meridian Health Service employees who work on re-entry through grant monies from the Trumbull County Mental Health and Recovery Board.

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We have partnered with a local treatment provider that specializes in addiction. Along with a local mental health agency. These two providers work in conjunction with jail staff to help provide treatment for inmates and to have a soft hand-off during their release.

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We partner with a local mental health organization to provide vivitrol injections at no charge to the county. We also partner with a local art consortium to bring art therapy to the inmates.

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Work with Growing Rural Independence together and Job and Family Services for job assessment, GED preparation and re-entry preparation.

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The LINC (Lives In Need of Connection) program is a recovery and reentry program provided by the Jail, SouthEast, and Maryhaven. Participants and multidisciplinary teams work together in jail to develop a re-entry plan. The participants in jail long enough can engage in therapeutic interventions. Upon release, participants can receive assistance with obtaining documents, clothing, food, counseling/treatment, employment, locating housing, and benefits. The forensic case manager typically meets participants in the jail lobby upon release, provide transportation to (either first probation/counseling appointment, inpatient facility and/or homeless shelter). The LINC team is comprised of a Jail Program Manager and Jail Program Coordinator – staff of the Sheriff’s Office. A mental health clinician funded by a MOU between the Sheriff’s Office and mental health board. And an in-reach specialist and forensic case manager funded by an OhioMHAS grant. MAT (Medication Assisted Treatment) program is managed by the jail doctor, jail nurses, jail Program Manager and Jail Program Coordinator. Funded by a SOS 3.0 grant. Grace Resource Navigation Program –Provided by Community of Grace at no cost to the jail. The goal is to bring HOPE to incarcerated individuals and teach them how to navigate available community resources to successfully reenter their community. Trained volunteers called “Navigators” provide 90 min. group meetings, once per week, that consists of pre-release needs assessment & community resource information. Father Factor (FF) Program –Provided by Action For Children at no cost to the jail. The program provides fathers a chance to improve their attitudes and parenting skills needed for responsible Fatherhood through a comprehensive classroom curriculum that consist of 9 core sessions, 90-minute per session and comprehensive case management. Services are based on the approved Commission on Fatherhood state grant through the Ohio Department of Job & Family Services. Education Services – Provided by Delaware Area Career Center at no cost to the jail. The program is adult education services to long-term incarcerated individuals, who are improving literacy skills and/or preparing for the High School Equivalency/GED exam. The instructor teaches 2-hour classes, twice weekly. Services are based on the approval of a state grant through the Ohio Department of Higher Education. Seeking Safety Program- Provided by Salvation Army Anti-Human Trafficking Department at no cost to the jail. The program is support services for individuals who have experienced trauma such as: trafficking, domestic violence, substance abuse, and other forms of trauma. Groups are 2 hours, once per week. Mending Brokenness is an intensive 4 week 2-hour sessions women’s program assisting in mending broken relationships, break self-sabotaging behaviors, develop a positive mindset and create a life plan. The program is provided by Sheirra Haines, a successfully reentered citizen that has been certified in cognitive behavioral life coaching and funded through the jail commissary account.

Question 14: If you undertake any other assessments and individualized planning, please describe them. If you do not, please skip this question.

Brief Mental Health Screener, Ohio Risk Assessment Tool (Short Form) TCU Drug Screen and Opioid Supplement.

Case management assessments, criminogenic needs assessments, and release planning.

Drug and alcohol assessments for MAT program.

Jail staff and contracted providers can complete a post release action plan with any inmate. It provides individualized re-entry information and is placed in the inmate folder to be distributed at release.

Job Assessment, Mental Health Assessment

Medical. Mental Health, do many assessments for both medical and psych as needed

N/A

n/a

NA

NA

Participants in the LINC program receive reentry planning and case management by the LINC forensic case management. The jail Program Coordinator does reentry planning and case management for all other inmates that request it.

Substance use assessments are the only assessment conducted by the Re-Entry staff. Our mental health staff conducts mental health assessments. Each person who requests services from Rapid Re-Entry gets individualized case management to the extent length of stay will allow.

Substance Use Disorder assessment is given at intake.

We have a case manager that assists with the following; Basic Human Needs Resources, Physical and Mental Health Resources, Employment Support, Support for Children, Youth and Families, and identification (birth certificate, SNN, etc..) for the inmate

We have Mental Health and Drug & Alcohol counselors in the jail who conduct assessments, planning, hold classes, etc

We have partnerships with a local behavioral health provider and provide office and counseling space for them. They provide additional assessments and treatment. In addition we host an CBT program in the facility for qualifying persons. This program is run through Adult Probation for qualifying persons to receive intensive treatment in the local facility en lieu of prison.

Yes, setting up temporary housing/shelter when appropriate, setting up appointments post jail while still incarcerated.



Question 15: What Jail Management System (JMS) does your facility use?

Bureau of Adult Detention Jail Management System
Central Square
Central Square
Central Square
Central Square (formally known as Zuercher)
Central Square / Projail
Central-Square
CentralSquare formerly known as Zuercher.
CIMS (Created by a former Clermont County employee)
CMI
Current - Text and Data (WebJamin) August 2024 - Tyler Tech
ID Netwroks
Intelitech
Intellitech
Intellitech
Jail Management Software
Jail Tracker
Jailview
Jamin
Jamin (Justice Data Solutions)
Justice data solutions
Motorola
Motorola Flex
Motorola Flex
Motorola Flex
Motorola FLEX
Motorolla Spillman
New World
New World (A program of Tyler Technologies)
Phoenix JMS
Spielman. It is a custom configuration.
Spillman
Spillman FLEX
Sundance Systems
Text Data
Tyler
Tyler
Tyler - Enterprise Odyssey

Tyler - New World  
Tyler - Public Safety New World Corrections  
Tyler New World.  
Tyler Technology - New World  
Zuercher  
Zuercher

Question 16: If your facility, or a contracted medical/mental health services provider use an Electronic Medical Record system (EMR), what is the name of the vendor for that system?

AIMM, Inc.  
Community Mental Health Provider uses Care Logic  
COREMR  
CorEMR  
Correctech  
CorrecTek  
Detain EMR  
Detain EMR  
EMR=CORE for then Medical Department only  
EPIC  
Epic  
EPIC  
EPIC  
N/A  
N/A  
n/a  
N/A  
N/A  
N/A paper charting  
NA  
Nextgen  
No EMR  
Sapphire  
Sapphire is our medical EMR  
TechCare (NaphCare's IT System)  
Tiger Connect to contact the doctor.  
We are in the process of contracting with Sapphire  
We do not have EMR at this time  
We have just contracted with Health Secure EMR and will be transitioning to this system during 2024.

Question 17: If your jail grants individuals trustee status or offers work programs for qualifying individuals, how does that impact their receiving reentry programs and services?

All services are provided, at the request of inmate, regardless of work status.
Does not affect individuals from attending
Does not effect reentry programs
Does not impact any considerations with reentry.
generally speaking, people released from our PRIDE/Trustee programs have a much better outlook toward their future.
it does not impact reentry.
IT does not prevent the inmate from attending classes, appts, etc.
It does not, the inmate worker receives good days for working (1 day for each 10 day sentence) and they are all inhouse through out the day. If Probation department and Mental Health services needs for any programs, they are inside the secured area at all times.
It does not.
It doesn't
It doesn't impact them. They still have access to post release action planning.
It has no impact.
It makes it difficult to allow them to participate in groups because they are not permitted to be integrated with the general population unless there is a staff member that may remain present the entire time.
N/A
n/a
N/A
NA
No impact
No impact.
No impact. Services are treated as just as important as their inmate worker status. Time is provided to attend programming, etc.
none
None offered
Nothing at this time. We are looking into Food Service trustees getting a certification while incarcerated.
Our work programs are not currently offered to those in the treatment programs.
Programming or service providers are made aware of the inmate worker's status and potential early release so providers/services are sure to be given at the time of release.
Re-entry services and programs available
The jail Program coordinator works closely with the administrative sergeants overseeing the inmate trusty program and the kitchen manager to ensure work duties are maintained while also accommodating programs. Most of the time the jail program coordinator can schedule program and services around work duties.

## The Supreme Court of Ohio Task Force on Reentry

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There is no impact for individuals interested.

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These individuals receive the same offered services.

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They are assigned shifts that work with their class schedules

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They are still able to receive services, we do our best to work around schedules.

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Trustees still receive the same programs as other inmates

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We do have inmate trustees, this builds confidence, respect, and the ability to work together as a team. Most of these trustees obtain employment upon their release.

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We do not have a trustee program

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We do not have a work release program. We do have inmate workers (trustees) who provide daily service in the kitchen, laundry, or maintenance. They are eligible for a reduced sentence (if they are sentenced) based upon number of days worked in service. They are not prohibited from receiving any treatment or reentry services.

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We do not have any reentry programs.

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We do, trustees have more liberty within the jail, it gives them a sense of purpose, it helps lower anxiety/depression.

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We don't use trustee's and all work programs are provided and regulated by the courts.

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we offer trustee status and work release program, but it does not impact the reentry program or service.

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We offer vocational training in cleaning, painting and floor care. We also food service training whereas the inmates can become ServSafe Certified in food service prior to being released from incarceration.

**Question 18: Describe how your facility collects and uses data on the outcome of individuals who have been provided reentry services. For example, do you track recidivism? Other post-release tracking?**

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All client data recorded and reviewed by Stark MHAR.

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All records are maintained by third party service providers.

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Contracted employees track redivisions for inmates participating in jail programing.

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Follow up appointments.

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For the LINC program, from Jan 1st through June 31st 2023; 51 clients with no new arrest resulting in 4% Recidivism Rate compared to 57% of the jail's general population. On average participates stayed engaged in treatment for 23 days post release from jail. The LINC program outcomes measures include number of clients with no new arrest, number of individuals served, number of staff trained, average length of time in treatment post-release, number of individuals with successful treatment post-release and average number of contacts per client by LINC staff.

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I am not sure how the agencies that provided the services track

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In progress

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individuals are individually tracked by the assistance of the I.G.N.I.T.E coordinator.

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N/A

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N/A

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n/a

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N/A

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N/A
NA
No recidivism is tracked No post tracking is done, No tracking at this time.
no we do not track
Not at this time
Not tracked
Our mental health workers keep track of those stats and the company that they work for. The facility does not track data. The Community Mental Health provider that provides services handles data collection.
Tracked by third party services provider (Greater Cincinnati Behavioral Health)
Under our grant funding programs we are able to get some data on drug rehab services continued from the jail to our MH/Substance abuse provider.
Unfortunately we cannot track recidivism through Central Square
We are able to track recidivism.
We are able to utilize our records management system (TAC) to ascertain the individuals who were brought into our facility and the number of times they have been here.
We are currently developing a report for tracking involvement and recidivism.
We currently do not collect data.
We do not track any outcomes. The courts track numbers if the inmate is enrolled in a program provided by the court.
we do not track it at this time
We do not track this information.
We do not. Our probation services keep those stats
We have no resources to track beyond release. Every minute of staffing resource from the re-entry employee goes to providing services. We will look at a three year number to measure recidivism at the conclusion of 2024.
We have tracked recidivism in the past. Currently the programs through behavioral health partners and the Adult Probation keep the records of their own programs.
We only track recidivism if the person returns to our facility.
We track recidivism and compare that to previous years to see where we need to make improvements.
Yes
Yes we do

Question 19: Describe the primary challenges and barriers your facility faces in providing reentry services.

As a county jail, we are considered short term therefore there is constant movement in and out of the facility.

Because our average daily population is less then 3 days. Therefore, we don't provide any formal reentry services.

Compliance of client after release, If a client is a convicted sex offender or arsonist, there is no public housing available in Stark County, that is free for the client.

Demand is greater than available resources due to the county demographics.

follow up data collections, finding the community services to follow up with, funding for a dedicated reentry coordinator.

Funding

Funding and staff

Funding and the availability of these service providers.

Funding, space for someone to provide such services, short average length of stay.

Funding. I would like a full time staff member to be involved with this, but the funding is not there.

Funds, Staffing, Space

Lack of county resources, specifically mental health related. Average length of stay/time restraints

Lack of housing and adequate services for mentally ill homeless inmates

Lack of program space. For group programs, we have 1 classroom and another smaller space that can be used evening and weekends.

Lack of space and dedicated staff

Lack of space in the facility, or lack of space for inmates in each program, or lack of time available for all agencies who wish to provide services.

Lack of staffing, resources, and space to conduct reentry programs.

Limited outpatient services are available, specifically mental health services. during incarceration. Also, we struggle with a lack of social workers and counselors.

Limited resources due to being from a small rural area.

Money and staffing

Most things come back to time and funds. A lesser barrier could be considered available classroom space.

N/A

n/a

N/A

Not being able to have enough mental health workers in our jail facility

One employee working 40 hours is not enough to be fully comprehensive. Ideally OUD and Mental Health assessments would be performed on all inmates within hours of arrival.

our biggest is the amount of time we have people incarcerated. It is hard to get things started

Repeat offenders that just don't care when and if they commit crime and get arrested.

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Small facility and average stay is 10 days

Some of the biggest challenges for us are the limited resources, limited transitional housing, limited staff, and limited space for different treatments. Also, the time frame in which we have individuals, could change from day to day and normally we do not have them long enough to complete a treatment program. At best we get them to a “good start” status for release.

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Space for programming, time with short lengths of stay as the average length of stay 16 days.

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Staff, also the qualifications of the individuals to be hired for that in pay

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staffing and funding

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Staffing and programming

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Staffing for all the programs and we are currently looking into a Program Corridinator that would be a Corrections Officer.

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The current issues are the result of “function following form.” The function of our programming is very limited due to the facility age and space restrictions. We are currently in the build process of a ne correctional facility that allows up to 236 beds dedicated to treatment. The new facility will have better office space for community partners as well as classrooms for treatment and training.

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the short stay of some inmates- posting bond, etc the one biggest challenge is having no where to send inmates with severe MH issues when released, most housing does not qualify nor do facilities -frustrating

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Time frames on linking up the resource providers to the individuals due to length of incarceration. Additional support staff for more programing.

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We don't have the ability, resources or facility to accommodated proper needs for reentry. Our courts dictate release/reentry back into society.

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we lack space for more outside vendors to assist provide onsite services for assessment, intake and life skills groups to be conducted

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Without funding from third party providers, we would not have staffing to conduct this program.

Question 20: What other information concerning your facility's reentry services do you want the Task Force on Reentry to be aware of? Any other feedback or suggestions concerning jail reentry in Ohio?

Additional funding sources are needed.

Allot of reentry is geared towards inmates being released from prisons, it needs to be more on a local level.

An ultimate goal for us would be to have a designated re-entry coordinator that oversees re-entry services and works with our service providers, case management, etc. in assuring quality service delivery, that infrastructure is in place to accommodate the needs of the inmates for a positive and successful reentry into the community, this provider would serve as a person that helps navigate the services and serves as a traffic controller minimizing gaps in services. Funding, staffing cost, etc. are always a concern in providing a complete re-entry service team.

Funding, assistance in tracking data.

I suggest providing resources to fund at least a full-time employee to coordinate a "rapid reentry program for County Jails".

I would be reluctant to call what we do reentry. We do our best to get through the detox process point them in the right direction and partner them with local providers.

It would benefit inmates everywhere if Ohio provided more opportunities and services/inpatient housing for inmates struggling with mental illness. Jails are not adequately equipped to treat these matters. Inmates need continuous daily therapy. We only can only hold them and wait for a bed to become available which often times takes weeks or over a month. This is not acceptable.

Monitor court dates aftercare appointments. Getting folks case management (peer support) counseling and medical attention.

More available funding for county jail re-entry programs.

N/A

N/A

N/A

n/a

N/A

N/A

NA

None

Not enough Resorces for Mental Health Services and aftercare. Both short and long term. Even if the MH service is court ordered, it may take months to place. Many of the current services are only linked to substance abuse.

Post classification assessor and inmate advocate positions allow us to meet with majority of inmates booked in and offer referrals and planning

The biggest issue I could see with our facility is getting the right people to work, and then secondly the amount of movement that goes through this jail here people would get missed.

The state needs to find a way to fund a re-entry coordinator in every jail in the state, preferably with state training on how the program should run in order to get all jails on the same page.



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We are about a year in attempting to provide wrap around services such as GED program, NA/AA programs, and Re-entry services. It has been a Irregular and rocky start in being consistent and am currently trying to get a regular GED Instructor. Funding and knowledge of grants and grant writing has been a obstacle.

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We've been operating programs on this level for 11 years. It started with a Second Chance Act grant in 2012. When the grant ended the Sheriff's Office retained 1 program staff and we slowly built the program division up over the years, now with 2 dedicated staff. Our average daily inmate population has been decreasing over the past 8 years from 240 inmates in 2015 to 138 inmates in 2023.

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