



OHIO LEGISLATIVE SERVICE COMMISSION

Joseph Rogers

Fiscal Note & Local Impact Statement

Bill: S.B. 202 of the 132nd G.A.

Status: As Introduced

Sponsor: Sens. Bacon and O'Brien

Local Impact Statement Procedure Required: Yes

Subject: Post-release supervision and GPS monitoring

State Fiscal Highlights

- The cost for the Department of Rehabilitation and Correction (DRC) to develop and operate the statewide offender database as required by the bill is uncertain, but potentially significant given the overall complexity and scope.
- The bill requires DRC to create and implement a new reentry program with appropriate housing facilities for offenders released from prison who are not accepted by existing halfway houses. The overall cost could potentially be significant, easily in the millions of dollars annually depending on the number of offenders that qualify as a targeted offender under the bill.
- The bill requires DRC's Adult Parole Authority (APA) to establish supervision standards for parole and field officers of its Field Services Section. The new standards may require DRC to hire additional staff, which would cost about \$75,000 annually per hire for salary and benefits.

Local Fiscal Highlights

- The potential costs incurred by law enforcement agencies to provide training to investigators on how to use the offender database with the crime scene correlation program, as well as how to collect and format data from crime scenes, could potentially exceed minimal annually in certain jurisdictions.

Detailed Fiscal Analysis

The bill makes the following fiscally significant changes affecting the supervision of offenders released from prison, including the use of global positioning system (GPS) monitoring:

- Requires the Department of Rehabilitation and Correction (DRC) to develop and operate a statewide database containing certain specified information about offenders released from prison with GPS monitoring that would be accessed by law enforcement in conjunction with a "crime scene correlation program" to link the movement of monitored offenders with crime scene data.
- Requires DRC to establish a reentry program for all offenders released from prison who it intends to have reside in, but who are not accepted by, a halfway house or similar facility.
- Requires DRC's Adult Parole Authority (APA) to establish maximum work-load and case-load standards for its parole and field officers and have enough trained officers to comply with the standards.

Statewide offender database

The bill requires DRC to establish and operate a statewide Internet-based database that contains specified information for GPS-monitored offenders. The database must enable local law enforcement representatives to remotely search by electronic means the content of the database, and must contain a link to a crime scene correlation program. Third-party contract administrators that provide the GPS monitoring service are required to include that program in their systems. If the statewide offender database includes a link to a crime scene correlation program included in the GPS used by a third-party contract administrator, then local law enforcement representatives may use that link to obtain information contained in the program about a GPS-monitored offender as it pertains to the location of recent criminal activity.

The information contained in the statewide offender database must include, for each GPS-monitored offender to be included within the database, all of the following:

- The offender's name and address;
- The offense or offenses for which the offender is subject to GPS monitoring and the offender's other criminal history;
- The monitoring parameters and restrictions for the offender, including all inclusionary zones, exclusionary zones, and inclusionary zone curfews for the offender and all other restrictions placed on the offender;
- If a DRC employee is monitoring the offender, the identity of, and contact information for, the employee, and if a third-party contract administrator is being used for GPS monitoring of the offender, the identity of, and contact information for, the third-party contract administrator; and

- All previous violations of the monitoring parameters and restrictions applicable to the offender under the GPS monitoring that then is in effect for the offender.

The GPS system used by the third-party monitoring vendor must include a crime scene correlation program that can interface by Internet link with the statewide offender database created and operated by DRC. Crime scene correlation programs compare investigation data with GPS-monitored offender locations. This type of statewide offender database linked with a correlation program does not currently exist in Ohio and the development of a functional system present several uncertainties, the resolution of which will create costs for the state and its political subdivisions.

According to DRC, the cost for them to develop and operate the statewide offender database as required by the bill is uncertain, but potentially significant given the complexity of the data and database requirements, as well as the continuous process of updating GPS data.

For local law enforcement agencies to utilize this type of system as a crime solving tool they must be able to either upload or otherwise connect investigation data, crime scene notes, and such to the crime scene correlation program. It is uncertain if this requires changes in how investigation data is collected and organized such that it is compatible with the crime scene correlation program. The potential costs incurred by law enforcement agencies to provide training to investigators on how to use this system, and to collect and format data from crime scenes, could potentially be minimal for certain local jurisdictions annually.

Reentry program housing

The bill modifies the law regarding the supervision of felony offenders released from prison by requiring the APA to establish a reentry program for offenders who are not accepted for residence in a halfway house or similar facility. While many of the details and questions inherent to the creation and implementation of a new reentry program with appropriate housing facilities have yet to be determined and resolved, the overall cost could be significant, easily in the millions of dollars annually depending on the number of offenders that qualify as a targeted offender under the bill.

To provide some perspective, for FY 2018, DRC has an appropriation of \$66.8 million to provide approximately 2,100 halfway house beds, and around 200 permanent supportive housing beds which are provided for newly released offenders facing chronic homelessness while also undergoing treatment for mental health problems, substance abuse issues, or other ongoing medical issues. The halfway house appropriation also supports about 250 community residential center housing units, which provide around three months of temporary housing for lower risk offenders.

APA caseload standards

The bill requires the APA to establish supervision standards for parole and field officers of its APA's Field Services Section. The standards must include a specification of a "case-load" and a "work-load" for parole and field officers. The case-load and work-load specified in the standards must comport with industry standards set forth by the American Probation and Parole Association. DRC must ensure that the Field Services Section has enough parole and field officers to comply with the standards and that the officers have been trained to the extent required to comply with the standards.

Depending on what is contained in these new standards, DRC may be required to hire additional staff for the APA's Field Services Section. The number of additional personnel, if any, is uncertain, but each new hire would cost the Department about \$75,000 annually for salary and benefits. As of October 2017, the APA had 490 parole officers with 37,661 total offenders under supervision.

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