Franklin County Children Services
Human Services Levy Review Committee Report

Franklin County
1803 Service. Progress. Excellence.

November 2019

Franklin County
1803 Service. Progress. Excellence.

June 21, 2019

Marilyn Brown, President
John O'Grady, Commissioner
Kevin L. Boyce, Commissioner
Franklin County Board of Commissioners
373 S. High St., 26th Floor
Columbus, Ohio 43215-6314

Dear Commissioners:

After a thorough analysis of the Franklin County Children Services levy request, it is the recommendation of the Human Services Levy Review Committee that the Board of Commissioners place a ten-year 3.1 mill renewal levy effective for tax collections beginning January 1, 2020 on the November 5, 2019 ballot. Enclosed is a detailed levy review report that supports our recommendation.

Thank you for the opportunity to serve Franklin County in such a meaningful way.

Sincerely,

Jesse Hemphill

Jesse M. Hemphill, CPA
Chair, Human Services Levy Review Committee

Cc: Kenneth Wilson, County Administrator

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FOREWORD

On March 30, 1999, the Franklin County Board of Commissioners passed Resolution No. 311-99 (see Appendix A) creating the Human Services Levy Review Committee consisting of seven (7) members to fulfill the following charge:

- ☑ Review social service levy requests
- ☑ Evaluate potential levy impact on service population, other social service providers, and the community
- ☑ Evaluate agency program performance to voted levy objectives
- ☑ Conduct ongoing financial reviews of levy funded social service agencies
- ☑ Provide recommendations regarding proposed millage amounts and the timing of levy requests

Current Committee members appointed by the Franklin County Board of Commissioners are (see Appendices B-H for appointment resolutions):

1. James A. Bowman, Director
   Bowman Advisory Group

2. Michael Curtin
   Franklin County Resident

3. Jerome E. Friedman
   Franklin County Resident

4. Rose Handon, Ph.D., Director, Consumer Advocacy & Protection
   State of Ohio Attorney General's Office

5. Jesse M. Hemphill, CPA, President and CEO
   Hemphill & Associates, Inc. – **Chairman, Human Services Levy Review Committee**

6. Jean Carter Ryan, President
   Columbus-Franklin County Finance Authority

7. Zachary Talarek, CPA, Director, Office of Management & Budget
   Franklin County Board of Commissioners

The Committee is staffed by:
Rachel Buske, OMB Analyst 2
Heidi B. Hallas, Deputy Director
Franklin County Office of Management & Budget (OMB)

2019
FCCS

Human Services Levy Review Committee

Report

The Human Services Levy Review Committee evaluates levy requests from both a financial and programmatic perspective to assure that information provided by human services agencies that seek levy approved funding have demonstrated prudent program and financial planning.

Committee staff works with the various agencies to compile and analyze the data presented to Committee members. Committee staff also prepares issue-oriented analyses and presents their findings to Committee members.

Committee staff works with Franklin County Children Services (FCCS), Franklin County Board of Developmental Disabilities (FCBDD), Franklin County Alcohol, Drug and Mental Health (ADAMH) Board, and Franklin County Office on Aging (FCOA) to submit financial and program information for the Committee's consideration, and to provide regular updates to the Committee. During each levy cycle, agencies meet with the Committee for a mid-levy review to present an update on progress versus the levy plan and to provide information on any major issues or initiatives that are currently impacting operations or that could potentially impact the next request. This approach ensures that the Committee can knowledgeably evaluate each levy request, which facilitates their evaluation of future funding requests.

TABLE OF CONTENTS

EXECUTIVE SUMMARY

Background

The Franklin County Board of Commissioners, as the taxing authority for Franklin County, received a request from Franklin County Children Services (FCCS) on February 25, 2019 to place a county-wide property tax levy of 3.1 mills on the November 5, 2019 ballot. This request was for a replacement of the existing 3.1 mill, 10-year levy expiring December 31, 2019. On behalf of the Board of Commissioners, Commissioner Marilyn Brown, President, forwarded Children Services' request to the Human Services Levy Review Committee (HSLRC). The Commissioners asked the Committee to review the request and advise them of the Committee's recommendations.

After reviewing Children Services presentation and written levy proposal, the HSLRC and its staff formulated a series of follow-up questions for Children Services. FCCS was given the opportunity to address the Committee's questions in writing and during a follow-up face-to-face meeting.

Agency Overview

The Franklin County Board of Commissioners has designated FCCS as the public children services agency (PCSA) mandated by law to assess and investigate reports of abuse, neglect, or dependency in Franklin County. The agency's roles are defined in the Ohio Revised Code and the rules promulgated by the Ohio Department of Job and Family Services, which require FCCS to investigate each report of known or suspected child abuse/neglect, investigate the threat of child abuse/neglect, and determine the circumstances surrounding the threat of injury, actual injuries, abuse, or neglect, and the person or persons responsible. Children Services provides a range of services on behalf of children in the County whom the agency considers to be in need of public care or protective services. FCCS also accepts into custody or protective services any child adjudicated by the Franklin County Domestic Relations and Juvenile Court.

FCCS is an agency of County government, with an appointed Board and funding sources outside of Franklin County's General Fund. The volunteer Children Services Board has 11 members, ten of whom are appointed by the Franklin County Board of Commissioners and one who is the chair of the Citizens Advisory Committee. The Board governs FCCS by establishing policy, hiring the Executive Director, and approving contracts and agreements. Of Ohio's 88 PCSAs, FCCS is one of only 11 that is currently accredited by the Council on Accreditation (COA). FCCS has maintained accreditation for more than 35 years.

In 2018, Children Services assisted more than 32,000 children and their families through direct services by the agency's professional staff and by purchasing services from provider agencies. FCCS has experienced a significant increase in the number of calls reporting alleged cases of abuse and neglect. Reports to the Child Abuse Hotline reached a high of 33,273 in 2018. The agency screened in 13,770 referrals for assessment or investigation and provided ongoing and case management services for 9,449 children and 5,095 families.

At the end of 2018, 4,739 children were served in agency custody. For children in custody, Children Services reported an increase in the number of out-of-home placement days of 25.5% from 2014 to 2018. Due in large part to agency efforts to provide kinship care placements over more disruptive and expensive care options, social services expenses (which include placement costs and also less expensive support services), only increased by 10.4% during the same period.

Additionally, 158 children had their adoptions finalized, 496 children were matched with volunteers and mentors, and hundreds of older youth were helped through the transition from being cared for to being on their own as adults.

Human Services Levy Review Committee's Levy Recommendation

Based on the HSLRC's review of FCCS's programmatic, operational, and financial information, the Committee recommends a renewal of the expiring 10-year 3.1 mill levy. The recommendation is based on the HSLRC Recommended Fiscal Plan through 2024 (see page 35). A levy renewal will be sufficient to maintain current child welfare service levels in Franklin County while addressing service demands as projected in Children Services' levy request. The recommendation is supported by the following:

1. **As it did in 2014, the HSLRC has decided to base the recommended levy amount utilizing a 90 days cash reserve criteria at the end of year five (i.e. at the expiration of the other levy) rather than at the end of the proposed ten year levy.**

   It is difficult to forecast need in the child welfare arena over ten years. As evidenced by the data from 2014-2018, a significant spike in service needs does not always translate directly into an equally significant increase in expenses. The agency is projecting that the number of placement days appears to be leveling off and that future growth will be smaller than it was from 2014-2018. The child welfare field is also faced with an ever changing environment, including the unpredictability as to how the implementation of the new Family First Prevention Services Act (FFPSA) will fully impact service delivery. The FCCS levy book assumptions and projections indicate that a levy renewal will be sufficient to maintain current service levels in Franklin County, while still providing a cash reserve of almost four months at the end of year five of the proposed 10-year levy.

   FCCS has a second 1.9 mill levy that expires in 2024. If necessary, the agency can ask the voters for an increase at that time if the possible scenarios provided by FCCS during the levy review process come to fruition, such as reduced federal revenue due to the FFPSA, new requirements for kinship payments beyond what is currently provided, or increased placement costs if the agency is not able to continue to successfully divert children from more expensive out-of-home placements. Based on the HSLRC Recommended Fiscal Plan, sufficient cash reserves would be available to meet emerging needs through 2024.

2. **The HSLRC believes it is prudent to ask voters to approve a levy amount that can be sufficiently justified, given the current cash reserves of the agency.**

   The HSLRC is hesitant to propose a levy that is seen as too large given the current cash reserves held by FCCS. While the Committee notes that FCCS did spend modestly from its cash reserves in 2018, the agency began 2019 with approximately seven months of available cash.

   The requested replacement of the existing 3.1 mill levy would have resulted in a 28% increase in the FCCS property tax costs to a Franklin County homeowner. If the proposed levy were to be rejected by voters, Children Services would be operating without a levy that generated approximately 42.2% of the agency's revenue in 2018. As a result, FCCS would not be able to provide essential services to abused and neglected children and their families in Franklin County.

HSLRC Operational and Programmatic Recommendation

In addition to the levy recommendation, the HSLRC has made four operational and programmatic recommendations to FCCS as a part of the levy review process. The first is to identify and implement cost savings and efficiencies that the agency could put into place over the next five years. Secondly, FCCS should also look for opportunities to increase revenue due in part to the uncertainty of how recent law changes will impact operations. Thirdly, the HSLRC has requested that FCCS provide the Committee with its consultant report on managed board and care once it has been completed, bolster the report's findings with an internal review, and present its findings to the Committee (at the mid-levy review in 2021). Finally, Children Services should work to maintain and enhance a responsive approach to community involvement and engagement.

INTRODUCTION

Ohio's public children services agencies (PCSAs) are required to assess and investigate reports of **abuse, neglect, or dependency**. Franklin County Children Services (FCCS) is the PCSA mandated by law to protect and care for Franklin County's youth. The agency's role is defined in the Ohio Revised Code and regulations promulgated by the Ohio Department of Job and Family Services, which require FCCS to:

- investigate each report of known or suspected child abuse/neglect, investigate known or suspected threat of child abuse/neglect that is referred to the agency, determine the circumstances surrounding the threat of injury, actual injuries, abuse, or neglect, and the person or persons responsible;

- provide a range of services on behalf of children in the County whom the agency considers to be in need of public care or protective services; and

- accept into custody or protective services any child adjudicated by the Franklin County Court of Common Pleas, Division of Domestic Relations and Juvenile Court. Children, once placed in the custody of Children Services by the court, cannot be returned to their parents without court approval.

On February 25, 2019, the Franklin County Board of Commissioners, as the taxing authority for the County, received a request from FCCS to place a county-wide property tax levy of 3.1 mills on the November 5, 2019 ballot (see Appendix I). This request was for a replacement of the existing 3.1 mill, 10-year levy expiring December 31, 2019. The proposed levy would be effective for tax collections beginning January 1, 2020. According to FCCS, without the 3.1 mill property tax levy, the agency would be unable to provide vital services that protect children and strengthen families.

On behalf of the Board of Commissioners, Commissioner Marilyn Brown, President, forwarded the Children Services request to the Human Services Levy Review Committee Chairman, Jesse Hemphill (see Appendix J). The Commissioners asked the Committee to review the request and advise them of the Committee's recommendations.

After a review of the levy request and subsequent discussions, the HSLRC concluded that FCCS would be able to meet its statutory mandates and demands for service while maintaining operations through the next five years with a renewal of its 3.1 mill property tax levy. The Committee noted that the agency has a second 1.9 mill levy that may need to be replaced or increased when it expires in 2024.

This report is the Human Services Levy Review Committee's response to the Board of Commissioners' request to review FCCS's levy proposal and provide recommendations.

OVERVIEW

Franklin County Vision

The vision is to provide responsible, efficient, and effective government that delivers outstanding public services through innovative leadership and sound fiscal management, and improves the quality of life for the residents of Franklin County.

Agency Mission

Through collaboration with families and their communities, Franklin County Children Services advocates for the safety, permanency and well-being of each child they serve in a manner that honors family and culture.

Franklin County Children Services

Franklin County Children Services (FCCS) is an agency of County government, with an appointed Board and funding sources outside of Franklin County's General Fund. However, the agency is responsible and responsive to the Franklin County Board of Commissioners in a number of ways. The Franklin County Office of Management & Budget (OMB) works with Children Services staff to develop the operating budget each year and provide quarterly performance outcome reports. The Board of Commissioners approves the budget and has final authority on labor contracts and lease agreements.

The Children Services Board provides leadership, experience, commitment, and expertise to assure that the agency is financially responsible and programmatically effective. The volunteer Board governs FCCS by establishing policy, hiring the Executive Director, who is responsible for agency operations, and approving contracts and agreements as required by law. Ten members are appointed by the Franklin County Board of Commissioners and one serves by statute as chair of the agency's Citizen Advisory Committee.

Children Services earned reaccreditation from the Council on Accreditation (COA) in August 2016. COA is an international, not-for-profit organization that works collaboratively with public and private human service organizations to establish both administrative and service delivery best practice standards. To earn accreditation from COA, an organization conducts a rigorous self-study every four years. Then a team of COA reviewers conduct an on-site visit to determine the extent to which standards are met. In 2016, FCCS received expedited reaccreditation with no out-of-compliance ratings in any fundamental practice standards. Of the 88 public children services agencies in Ohio, only 11 are currently accredited by the COA. FCCS was one of Ohio's first public child welfare agencies to earn this accreditation and has maintained that distinction for more than 35 years.

Children Services' goal is to hire and retain highly qualified professional and support staff to carry out its mission and follow its guiding principles. Children Services currently has 815.00 approved full-time equivalent positions (FTEs), which is an increase of 41.52 from

2018. The agency staff is divided between those who work directly with children and families (approximately two-thirds of total staff) and those who are in administrative and supportive roles (approximately one-third of total staff). Over two-thirds of the agency's staff are represented by the Federation of Franklin County Children Services Employee labor union. Bargaining unit contracts are negotiated every three years with the most recent contract negotiations occurring in 2017.

Current Services and trends

On a yearly basis, Children Services provides some form of assistance to upwards of 32,000 children and their families through direct services by the agency's professional staff and by purchasing services from 100 provider agencies. The agency's role is defined by both federal and state law, which establish that the safety of children is paramount. Child welfare policy promotes that foster care is a temporary setting, permanency efforts should begin immediately after the agency receives custody of a child, and reasonable efforts should be made to reunite a child and parent whenever possible. FCCS is required to assess and investigate reports of abuse, neglect, or dependency. Children in these categories are defined as:

- Abused children include those who are physically or emotionally harmed, sexually molested, or endangered by parents or other adults.

- Neglected children are those whose parents or guardians have abandoned them, or have refused to provide for basic needs including food, clothing, housing, medical care, or supervision.

- Dependent children are those whose parents are unable to care for them adequately – not necessarily through any fault of their own.

- Unruly children are status offenders, who are truant from home or school, or are out of their parents' control.

- Delinquent youth are those who have committed an offense that would be a crime if committed by an adult.

Regardless of a child's status, FCCS provides appropriate services with the goal of keeping the child safely in the home, if possible, while resolving the problems that led to the agency's involvement. A child may only be removed from the parent's or guardian's care by law enforcement personnel or pursuant to a court order. Children Services does not have the authority to unilaterally remove children from their home. When children are removed from their parents by the Franklin County Domestic Relations and Juvenile Court, the Court must approve the return of the children to the custody of the parents or guardians.

Assessing Abuse and Neglect

Children Services operates a 24-hour, seven-day a week Intake and Investigation department that screens, assesses, and investigates all reports of abuse, neglect, and

dependency within time frames set by law. Children Services also assesses risk and safety concerns for children who may need protection because of unruliness or delinquent behaviors. Residents are encouraged to report child maltreatment to the agency and professionals working with children are legally required to make such reports. The Professional Development Department at FCCS provides Mandated Reporter Training on how to effectively report child abuse or maltreatment, evaluate situations for reasonable cause to suspect child abuse, and identify the physical and behavioral indicators associated with child maltreatment. Since 2009 the agency has trained more than 4,300 community partners.

Processing a referral is the first step in Children Services' involvement with a family. At Intake, information is taken and if the referral rises to the level requiring action, a Traditional Response (investigation) or an Alternative Response will begin. Launched in 2008, the Differential Response program created two assessment tracks in the initial intake process: the traditional investigative path for more serious reports of severe abuse and neglect and an Alternative Response path for low-to-moderate risk cases. Having two pathways gives FCCS caseworkers the flexibility in their approach to tailor appropriate responses to assessing the immediate safety needs of families. While more serious cases need the structure of an investigation, being able to divert low-to-moderate risk cases to Alternative Response allows the agency to work more collaboratively with families to identify concerns and apply solutions that can keep families together and provide them with the supports and services they need.

FCCS uses a comprehensive assessment and planning model (CAPMIS) for structured decision-making from the time a child or family is referred and through the life of the case. The model provides tools for assessing a child's risk, developing safety plans, and conducting family assessments. CAPMIS helps Children Services workers protect and care for children who are unsafe and avoid interventions into the lives of families where parents are able to protect their children. This model also allows the agency to provide services that are tailored to the needs of specific children and families more quickly. With CAPMIS, the agency has moved from broad-based community protection and prevention programs to evidence based and informed programs that can provide services proven by research to effectively meet the needs of children and families.

Out-of-Home Placement

While federal law establishes that a child's safety is paramount, FCCS must protect children in a manner that does not violate the constitutional rights of parents. Every effort is made to work with families to resolve their issues while the children remain in the home. When the Franklin County Domestic Relations and Juvenile Court determines that children cannot safely remain in the home, Children Services places them in out-of-home care. FCCS works diligently to appropriately match children to the appropriate level of care that they need and to minimize the necessary length of stay. When a child must be placed away from home, the agency seeks the least restrictive placement possible – with kinship care (i.e. family members or adults who have a familiar relationship or bond with the child), or in foster homes within a reasonable distance for the parents to visit. When specialized placement services in group homes or residential treatment facilities are necessary, FCCS finds the appropriate placement to meet the child's individual needs.

Kinship Care

Recognizing that research has demonstrated that kinship care leads to better outcomes for children while also being more cost effective, FCCS significantly expanded its Kinship Program in 2012. After the provision of foster care services was transferred to provider agencies, FCCS caseworkers were re-deployed internally from foster care to kinship care to provide support and standardized services to kinship families. Some kinship families also receive help through Ohio's Kinship Permanency Incentive Program (KPI). KPI is a state initiative that provides kinship families with cash payments disbursed over a three year period. FCCS expanded that program by offering matching funds to eligible kinship caregivers to further assist those who apply for and receive state assistance. The agency also provides other assistance and works to connect families to community resources, including a Kinship Aftercare Program and a Kinship Child Care Program.

Permanency with Birth Families or Kinship Care

The goal for children in placement is for them to return home whenever safely possible. FCCS tries to keep families together whenever possible but when children must be removed, the agency looks to relatives to help provide a home. On average, nearly three out of every four youth who need to be removed from their homes due to serious concerns are reunited with their parents or placed with kin. When the child cannot return to his or her family, Children Services seeks an adoptive home or makes other permanent plans, such as the emancipation of older youth.

Adoption

In situations where birth families cannot be reunited, children will need adoptive homes. Currently, there are more than 100 children under the care of FCCS who want to be adopted but continue to wait for families. In the past five years, FCCS has placed more than 800 children in permanent homes.

The Children Services' Adoptions Department collaborates with a variety of adoption agencies across Ohio and in many other states in order to find families for adoptable children. One of these adoption collaborations is Wendy's Wonderful Kids, a signature program of the Dave Thomas Foundation for Adoption. This unique program is committed to finding homes for the 150,000 children waiting in foster care across the United States. FCCS was one of the pilot sites for the program in 2004 and currently has three recruiters.

Youth Transition

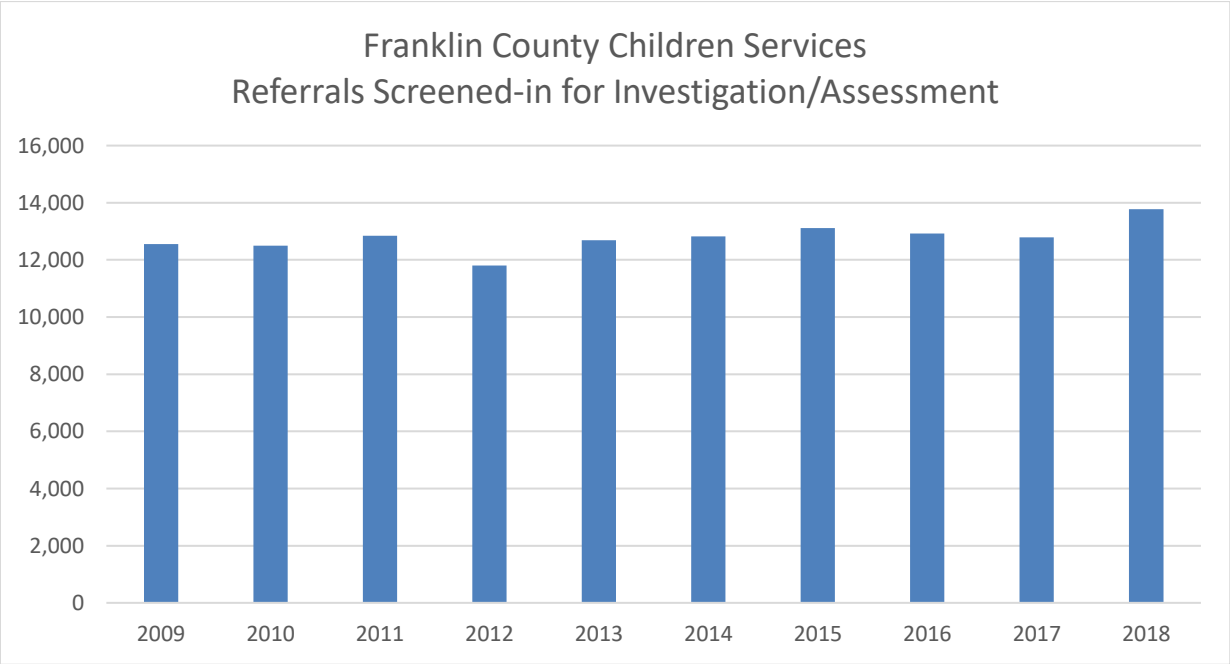
Children Services' Youth Transition Services (formerly called Emancipation Services) provides support for youth who are not able to rely on the guidance and resources of their families. Youth Transition services are available to youth ages 16 or older who are in agency custody. When these youth are about to age out of foster care, Youth Transition caseworkers help them learn to live independently and productively. Caseworkers assist youth in setting and working towards goals such as attending college or pursuing employment. The program also assists emancipated youth with housing needs when they leave agency custody. Youth Transition Services offers financial assistance with

application fees, housing deposits, and other miscellaneous fees. Any emancipated youth who has aged out of agency custody can contact FCCS to link with services.

Service Delivery Trends

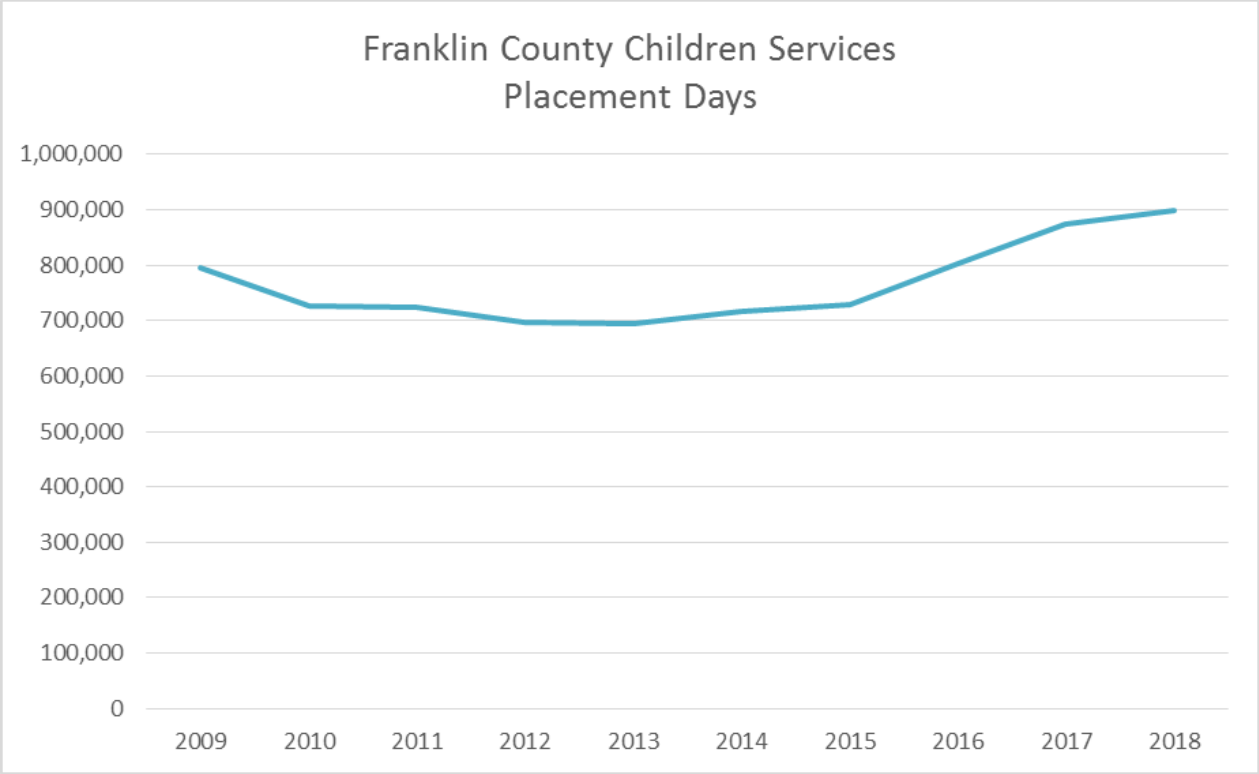
Children Services has experienced a significant increase in the number of calls to the agency's hotline in recent years, including a record high of 33,273 referrals in 2018. The agency believes that this increase is partially attributed to the increased awareness of available services as well as the impact of the opiate crisis and overall drug addiction. In Franklin County, 41% of children taken into custody had parental drug use and 14% of children had parental opiate use. It is clear that the impact of the opiate crisis and overall drug addiction will continue to be a factor influencing the need to take children into custody.

Of the calls received, approximately two-fifths require an assessment or investigation. In 2018, Children Services had 13,770 referrals that were screened in for assessment and investigation, an overall increase of 7.4% from 2014 (see chart below). At the conclusion of the investigation or Alternative Response, the agency either opens a case, refers the family for community-based support services, or closes the matter without further action. In 2018, the agency provided ongoing and case management services to 9,449 children and 5,095 families. Since 2010, FCCS has been able to keep children in the home for at least 50% of its ongoing caseload, with a high of 55.2% in 2015. Children Services attributes this to practice changes at the agency and the increase in the provision of front door preventive services.



As noted previously, although Children Services makes every effort to work with families to resolve their issues while the children remain in the home, there are situations when children will need out-of-home placement. Placement costs currently make up approximately 51% of the agency's budget, so the agency does everything it can to limit

the use of paid placement and to prioritize other services that are less traumatic and less expensive. While FCCS reported a 12.8% decrease in placement days from 2009 to 2013, placement days increased by 25.5% from 2014-2018 (see chart below). Although this is a very high increase, the yearly increase from 2017 to 2018 was a more modest 2.9%. In addition, FCCS is projecting an estimated decrease in placement days for 2019 (5.6% lower than in 2018). Although FCCS is projecting that placement days will increase again starting in 2020, the agency anticipates a more modest increase of less than 2.0% annually from 2020 to 2030.



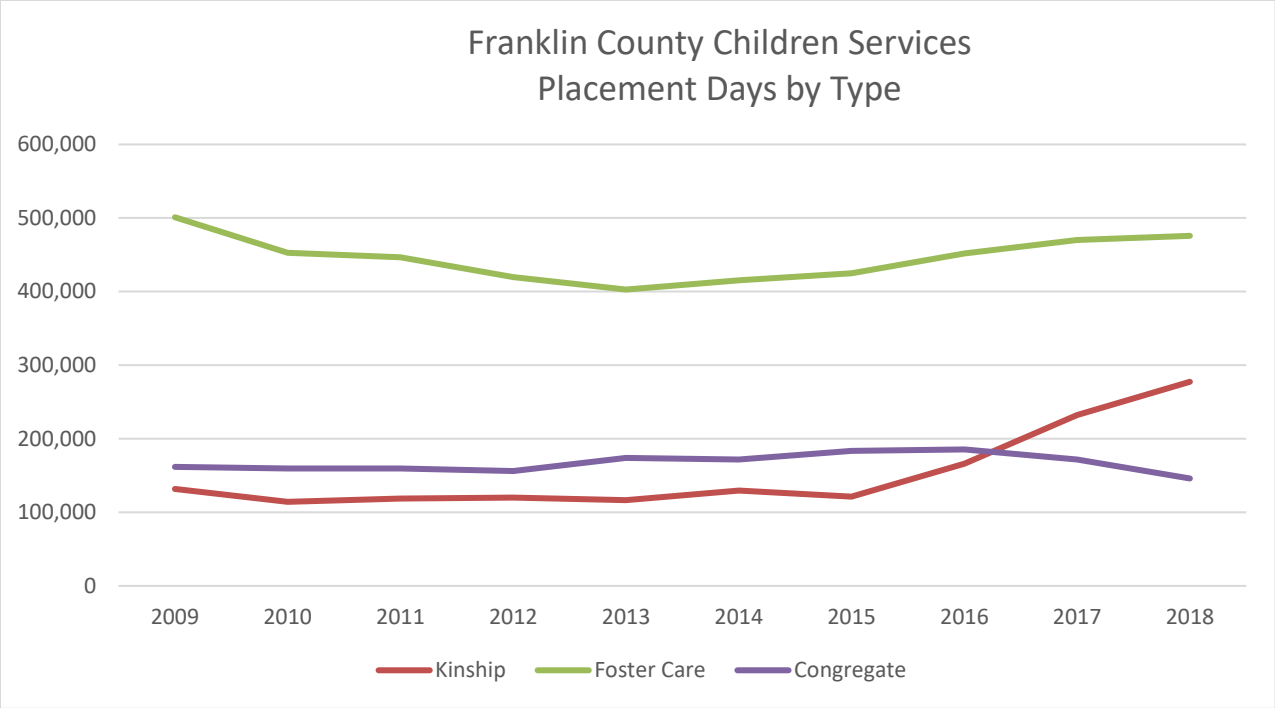
Types of Out-of-Home Placement

FCCS utilizes three types of placement options: kinship care, foster care, and congregate care (congregate care consists of group homes as well as residential treatment centers). Because these options differ significantly in terms of level of service and expense, it is important to look not only at the number of placement days but also at the type of placement (see chart on the next page). In addition to the number of placement days, FCCS must also recognize the impact of the average daily rate and the level of care complexity:

- Daily Rate – For 2019, the average foster care rate is $89.03/day; the average residential treatment center rate is $289.59/day; and the average group home rate is $331.01/day. Typically, daily rates can increase by an average rate of approximately 5% annually.

- Level of Care – As demonstrated by the daily rates, an increase in the percentage of children requiring more complex care including group homes and residential

treatment centers would significantly impact expenses even if the overall number of children placed out of home decreases. FCCS has noted that it has been more difficult to place teens in kinship care or foster care.



Kinship care remains the most cost effective option, with no fixed daily rate although the agency and the state do provide assistance in various forms. The expansion of the kinship program has had a significant impact, not only for the well-being of children and families, but also on agency placement costs. In 2013, the year after the program was expanded, 16.8% of all placement days were with kinship providers, but by 2018 that figure had increased to 30.9%. During the same time frame, congregate care, the most expensive option, was reduced from 25.1% to 16.2%. Being able to limit the use of more expensive options helped to mitigate the cost increase of paid placement. As cited previously, while placement days increased by 25.5% from 2014-2018, costs in the social services category (which also includes less expensive support services) increased by only 10.4% during the same period. Notably, from 2016 to 2018, social services expenses were relatively level with an average increase of only 1.6% annually. Working to keep placement costs reasonable allows FCCS to devote a greater amount of resources to prevention and in-home services, which in turn reduces the need for out-of-home placement overall.

THE FAMILY FIRST PREVENTION SERVICES ACT (FFPSA)

On February 9, 2018, President Trump signed into law the bipartisan Family First Prevention Services Act (FFPSA) as part of Division E in the Bipartisan Budget Act of 2018 (H.R. 1892) (**http://www.ncsl.org/research/human-services/family-first-prevention-services-act-ffpsa.aspx**). The FFPSA restructures the way the federal

government spends money on child welfare. Traditionally, Title IV-E funds could only be used to help with the costs of foster care maintenance for eligible children; administrative costs to manage the program; and training and guardianship assistance. The FFPSA will allow states the flexibility to use Title IV-E funds for prevention services for eligible children at-risk of foster care placement. These services include in-home training and family therapy as well as mental health and substance abuse programs, with an emphasis on utilizing evidence based best practices, many of which will be pre-approved by the U.S. Department of Health and Human Services (HHS). The law also places a new emphasis on kinship and foster care placements by limiting reimbursements for congregate care to two weeks or less, except for children with severe emotional or health needs.

While the FFPSA represents a drastic overhaul of the existing child welfare system, Franklin County is well positioned to be successful under the new law because FCCS has been focusing on prevention first policies as one of 16 counties in Ohio that have participated in the Title IV-E waiver demonstration. The waiver allows Franklin County to employ a targeted use of flexible funds for front door services that aim to keep children in the home and address issues and concerns before they escalate into requiring out-of-home care. Evaluations have shown that the targeted use of flexible funds for specific family preservation efforts is more cost effective and resource efficient and also improves outcomes for families and children.

Although the FFPSA goes into effect in October 2019, many states, including Ohio, have opted to delay implementation for two years. Unless the waiver is extended, Franklin County will have to revert to receiving Title IV-E funds in the traditional manner. FCCS has projected lower revenue for a few years under the new law and has acknowledged that although they have made advancements in limiting the use of congregate care, it will continue to be a major priority. The agency has also stated that it will need to ensure that its programs and initiatives align with HHS standards. Although this will require an adjustment for agency operations, Franklin County should be able to continue its service delivery without significant disruption.

Noteworthy Accomplishments

Children Services highlighted a number of noteworthy accomplishments that were achieved in the past five years. FCCS implemented or enhanced many innovative initiatives to protect children, better engage families, enhance community partnerships, ensure permanency for children, and improve the efficiency of the agency. Many of these accomplishments have allowed FCCS to minimize the cost impact of the significant demand for placement services over the past five years. These initiatives include:

Differential Response

FCCS has shifted its business model to focus on diverting as many eligible cases as possible to Alternative Response. This has resulted in the percentage of cases being diverted to Alternative Response increasing from 50.1% in 2013 to 65.6% in 2018. For lower risk cases, this approach saves time and resources. It also allows FCCS to better

match children and families with services and has been credited with helping the agency keep children in the home whenever possible.

Kinship Program

When children need to be removed from the home, the agency prioritizes placing children in kinship care because research has shown that placing children with caregivers who are relatives (instead of foster care or in group homes) lessens the emotional trauma of being removed from the home. In 2018, FCCS placed 1,941 children with kinship caregivers, an increase of 74% since 2014. In addition to lessening emotional trauma and helping to maintain stability for children, kinship placements are much less expensive than traditional foster care or congregate care placements.

Adolescent Engagement Collaborative

FCCS worked with the Annie E. Casey Foundation on the Adolescent Engagement Collaborative to develop strategies to better identify and address the needs of unexpected court placement orders by improving information sharing between FCCS and the Court. An unexpected court order occurs when FCCS is not present at the hearing because there is not an open case. As a result of the improved information sharing, FCCS has increased staff presence in court. From 2014 to 2018, FCCS was able to reduce unexpected court orders of custody from 212 to 84 and was able to reduce unexpected court orders of protective supervision from 275 to 158. With better communication, FCCS has been able to provide immediate linkage with services so that placement is a last resort.

Dealing with Trauma

Children Services has faced not only a growing demand for services over the last five years, but also a caseload that is increasingly more complex and intense. FCCS was one of nine recipients of a federal grant issued by the Children's Bureau (a division of HHS) to develop and implement a process for screening and assessing children for trauma and behavioral health needs. FCCS completed its work on this grant in 2018 and will be able to use its findings to improve services to thousands of children each year.

Caseworker Turnover Reduction Initiatives

Because child welfare is a challenging and labor intensive field, caseworker turnover is a significant problem throughout the country and for FCCS. Children Services has implemented a number of initiatives to maintain an experienced workforce, most notably with its flexible staffing initiative. Flexible staffing allows FCCS to increase and decrease caseworkers based on current need and helps the agency maintain manageable caseloads that are stratified by employee experience level. It is estimated that it takes approximately two years for a caseworker to build the required skill set to efficiently perform all the established duties of a child welfare caseworker. Ensuring that newer caseworkers have a lighter caseload helps to ensure that children are more appropriately matched to needed services. New workers in their first year of service are only able to manage 51% of a full caseload. In times of especially high demand, FCCS has deployed an Agency Crisis Response Initiative where agency staff who are trained caseworkers but not currently carrying a caseload volunteer to be deployed in the field. Other initiatives

have focused on mentoring, a modified training program, and an onsite counseling program.

Ohio START

In July 2018, FCCS began its pilot of the Ohio START (Sobriety, Treatment, and Reducing Trauma) program, with the goal of achieving more stability and permanency for families dealing with substance abuse issues. START is an intensive voluntary program that involves expedited assessments and counseling, frequent family visits, trauma related counseling for children, and participation in recovery services. The case management team includes a specially trained FCCS caseworker and a certified peer mentor who has battled addiction.

Team Decision Making

FCCS employs a Team Decision Making (TDM) strategy to work with families and help ensure permanency for children. The TDM is a structured meeting held as a part of every placement related decision. The TDM process engages families in both the identification of the issues that are challenging them and the development of the service plan to help resolve those issues. Team members include parents, relatives, youth, community resource partners, and the Children Services caseworker and supervisor. They work together to develop a plan for the family by assessing the situation, identifying family strengths and concerns, and developing ideas to resolve any safety issues. The program began in 2010 and has played a significant role in keeping more children in the home or in kinship care.

Permanency Round Tables

FCCS also utilizes Permanency Round Tables (PRTs) that focus on engaging youth, child welfare professionals, and other adults as a team to promote open communication and planning to identify permanent connections and develop an individual permanency plan for youth. This process has been cited by the agency as having a positive impact on children by creating security and strengthening bonds to family and the community. Since implementation in 2010, children who have had PRTs achieve permanency at a higher rate than those who have not. This success has led to new process tools and resources to fully integrate PRTs into daily practice.

ZERO 2 THREE

Disproportionately at risk for maltreatment, babies and toddlers comprise 25% of the children who come into agency custody. In 2018, 11% of children for whom a referral was screened in were under the age of one. The Zero 2 Three Initiative is helping provide tools and training for staff and caregivers to help better assess and keep this most vulnerable population safer. Understanding healthy brain development in infants also is an essential part of this program.

COLLABORATIONS

Children Services has formalized partnerships with many community service providers in an effort to establish an infrastructure that will successfully address child welfare in Franklin County. Current partnerships include the following:

- Children Services continues to partner with the Center for Family Safety and Healing located at Nationwide Children's Hospital. This center provides a "one-stop" approach to service delivery for children who are victims of serious physical and sexual abuse. This partnership includes the Franklin County Prosecuting Attorney, law enforcement agencies, CHOICES for Victims of Domestic Violence, and medical staff. This collaboration significantly reduces the number of times a child must retell the story of abuse. A forensic interviewer gathers the information and the systems collaborate to ensure safety of the child and proper prosecution of the abuser when appropriate. Since 2009, FCCS has also been collaborating with The Center for Family Safety and Healing to provide comprehensive health-care services for youth in care through the Fostering Connections Program.

- Children Services continues to collaborate with the Franklin County Domestic Relations and Juvenile Court, the Franklin County Prosecuting Attorney, local law enforcement agencies, Franklin County Department of Job and Family Services, and Nationwide Children's Hospital on the investigation of child abuse and neglect. A memorandum of understanding has been executed by all parties that clearly delineate the responsibilities of each organization with respect to its duties under the Ohio Revised Code.

- In 2018, Children Services, the Ohio Supreme Court, the Franklin County Domestic Relations and Juvenile Court, and the Ohio Department of Job and Family Services hosted a consortium that brought together more than 80 stakeholders from across the system to tackle wide-ranging issues related to case management in the court system. As a result, the parties have established ongoing work groups to collaboratively address the issues that affect children, the most vulnerable members of the County population.

- Since 2016, Children Services has partnered with Jewish Family Services' MAX program to help emancipated youth improve their level of work readiness, practice daily life skills, and acquire strategic job search strategies. An individual plan is developed for each youth who works with an interpersonal coach to guide them through the process of obtaining and maintaining employment along with other needed support.

- In 2017, FCCS entered into a partnership with ADAMH, FCBDD, and the Family and Children First Council (FCFC) to support youth with autism spectrum disorder who cannot be maintained in the family home. This residential program provides support to families dealing with associated challenges and allows parents to maintain custody of their children even during placement outside of the home. While longer term support of these youth is anticipated, the goal is to return youth

to their homes whenever possible. Thus far, four youth have been returned to their homes and one youth successfully moved to adult care.

- Since 2018, FCCS Executive Director Chip Spinning has served on the Commission on Black Girls created by Columbus City Councilmember Priscilla Tyson to develop and implement recommendations to ensure opportunities, successful futures, and the achievement of a high quality of life for Black Girls in Central Ohio. Focusing on girls ages 11-22, the Commission's work has included fact-finding and education to learn more about the current quality of life for Black Girls in Columbus. Children Services also serves as a partner on Mayor Andrew J. Ginter's Columbus Community Safety Advisory Commission. The Commission was created in 2017 and focuses on areas such as de-escalation, crisis intervention, and implicit bias training for public safety officers.

- The agency partners with the Workforce Development Board of Central Ohio and the Comprehensive Case Management and Employment Program (CCMEP) for a summer job and ongoing development program for youth in foster care. CCMEP focuses on paid work experiences, certifications, and computer and financial literacy. In 2018, 67 out of 100 youth in the summer program were placed in 32 different sites. The other 33 received case management services. One of the new sites for 2018 is the PAST foundation which provides hands-on training in digital design, video, recording, robotics, and engineering.

- Children Services is involved with several state and local efforts to support children and families impacted by addiction including the Opiate Task Force and the Opiate Education Alliance. Through these efforts, the agency is working to disseminate parent tool kits, educational materials, and drug disposal bags for caregivers. FCCS has created a wallet card for parents to identify care options for children in the event of an overdose and is working with ADAMH on a pilot to provide expedited substance use disorder assessments to adult clients.

FCCS LEVY REQUEST

Levy History

Franklin County voters have provided support for FCCS since the agency's first 0.5 mill property tax levy was passed in November 1958. For more than 60 years, FCCS has received revenue from either two or three separate levies at any one time, with 16 of its 17 ballot issues approved.

Current Millage

Voted Millage	Effective Millage*	Year Collections Began	Duration (Years)	2019 Collection Estimates^
1.9	1.565294	2015	10	$134,705,050.55
3.1	2.760230	2010	10	

*Effective Residential Rate in 2019
^FCCS levy collection estimates above are for tax year 2018, collected in 2019.

Currently, there are two levies funding FCCS operations and services. These 10-year levies expire at five-year intervals. One levy is a 3.1 mill levy that was first passed (as a 3.15 mill levy) in 1989. This levy was last replaced with a 0.05 mill reduction in 2009 and currently has an effective residential rate of 2.760230 mills. The second is a 1.9 mill levy that was first passed in 1963. The 1.9 mill levy was renewed in 2014 and currently has an effective residential rate of 1.565294 mills. The combined millage of the two levies is 5.0 mills with an effective residential rate of 4.325524 mills currently being collected in Franklin County. The collection of the 3.1 mill levy expires in 2019 and is the basis of this levy request to the Board of Commissioners. The estimated revenue in 2019 for the two levies combined is $134.7 million.

Requested Millage

In February 2019, Children Services requested that the Board of Commissioners place a county-wide property tax levy of 3.1 mills on the November 5, 2019 ballot. This request was for a replacement of the existing 3.1 mill levy. After a review of the levy request and subsequent discussions, the HSLRC came to the conclusion that FCCS would be able to meet its statutory mandates and demands for service while maintaining operations through the next five years with a renewal of its 3.1 mill levy. Collection of the other 1.9 mill levy will expire on December 31, 2024, allowing FCCS to evaluate in five years if the impact of the FFPSA, projected service level increases, the changing needs of those children and their families, and the economic outlook necessitate additional resources.

HUMAN SERVICES LEVY REVIEW COMMITTEE REVIEW AND RECOMMENDATIONS

REVIEW PROCESS

The goal of the levy review is to fully understand the request, confirm the needs expressed by Children Services, and validate the financial, consumer, and community impact of the proposed service levels. Committee staff began this levy review with the formation of a Levy Review Plan that identified the initial scope of the review through objectives. Each objective also included sub-objectives. The main objectives were as follows:

- What circumstances have led to Children Services' current levy request?
- What are the levy options?
- Does Children Services' forecast reasonably and logically project future revenues to provide reasonable assurance of accuracy?
- Does Children Services' forecast reasonably and logically project expenditures to provide a reasonable assurance of accuracy?
- Will resources be sufficient to support the operations of Children Services?
- What will the passing of the levy accomplish?

After reviewing Children Services presentation and written levy request, the Human Services Levy Review Committee and its staff formulated a series of follow-up questions for Children Services. Subsequent meetings and Children Services responses produced additional questions, which in turn produced key issues identified by both the Committee and staff. Children Services staff was given the opportunity to address these key issues as well as address additional questions from the Committee both in writing and at a follow-up meeting in April.

As a result of this process, the levy review involved significant information sharing between the HSLRC, Committee staff, County Administration, and Children Services management. Individuals were involved throughout the process to discuss key issues impacting selected areas and proposed recommendations.

RECOMMENDATIONS

In evaluating the Children Services' request, the HSLRC spent a significant amount of time reviewing the operational and programmatic aspects of the agency, availability of services, and demand for services in the future, as well as performing an in-depth financial analysis. Based on the HSLRC review of FCCS's programmatic, operational, and financial areas, the Committee recommends a renewal of the expiring 10-year 3.1 mill property tax levy. The recommendation is based on the "HSLRC Recommended Fiscal Plan through 2024" (see page 35). A levy renewal, in addition to the available cash reserves, will be sufficient to maintain current child welfare service levels in Franklin County while addressing the increase in service demands as projected by Children Services in the levy book.

It is the recommendation of the HSLRC that the Franklin County Board of Commissioners place a renewal of the 3.1 mill 10-year levy on the November 5, 2019 ballot. The proposed levy would be effective for tax collections beginning January 1, 2020.

The recommendation is supported by the following:

1. **The HSLRC has decided to base the recommended levy amount utilizing a 90 days cash reserve criteria at the end of year five (i.e. at the expiration of the other levy) rather than at the end of the proposed ten year levy.**

   It is difficult to forecast need in the child welfare arena over ten years. As evidenced by the data from 2014-2018, a significant spike in service needs does not always translate directly into an equally significant increases in expenses. The agency is projecting that the number of placement days appears to be leveling off and that future growth will be smaller than it was from 2014-2018. The child welfare field is also faced with an ever changing environment, including the unpredictability as to how the implementation of the FFPSA will fully impact service delivery. With this uncertainty, the FCCS levy book assumptions and projections indicate that a levy renewal will be sufficient to maintain current service levels in Franklin County, while still providing a cash reserve of almost four months at the end of year five of the proposed 10-year levy.

   FCCS has a second 1.9 mill levy that expires in 2024. If necessary, the agency can ask the voters for an increase at that time if the possible scenarios provided by FCCS during the levy review process come to fruition, such as reduced federal revenue due to the FFPSA, new requirements for kinship payments beyond what is currently provided, and if the agency is not able to continue to successfully divert children from more expensive out-of-home placements. Based on the HSLRC Recommended Fiscal Plan, sufficient cash reserves would be available to meet emerging needs through 2024.

2. **The HSLRC believes it is prudent to ask voters to approve a levy amount that can be sufficiently justified, given the current cash reserves of the agency.**

   The HSLRC is hesitant to propose a levy that is seen as too large given the current cash reserves held by FCCS. While the Committee notes that FCCS did spend modestly from its cash reserves in 2018, the agency began 2019 with approximately seven months of available cash.

   The requested replacement of the existing 3.1 mill levy would have resulted in a 28% increase in the FCCS property tax costs to a Franklin County homeowner. If the proposed levy were to be rejected by voters, Children Services would be operating without a levy that generated approximately 42.2% of the agency's revenue in 2018. As a result, FCCS would not be able to provide essential services to abused and neglected children and their families in Franklin County.

OPERATIONAL AND PROGRAMMATIC RECOMMENDATIONS

Issue 1: Cost Savings and Efficiencies

The Committee recommended in the 2014 FCCS Levy Report that Children Services identify and implement cost savings or efficiencies that could be put into place over the next five years. The HSLRC would like to acknowledge that Children Services demonstrated a strong commitment to expanding prevention services and Alternative Response that provide better outcomes for children and their families by successfully keeping children in the home and limiting the need for more costly placement services. Recognizing that there are children who need out-of-home placement, FCCS significantly expanded its use of kinship care. Kinship care is not only less traumatic for children but it also reduces the likelihood that a child will end up back in the child welfare system. By increasing the use of kinship care, the agency has reduced the percentage of children who are placed in foster care and congregate care, both of which are more expensive. This shift has helped to keep placement cost increases manageable even with a significant increase in placement days. While placement days increased approximately 25.5% from 2014 to 2018, expenses in the social services category increased by only 10.4% during the same period. Notably, from 2016 to 2018, social services expenses were relatively level with an average increase of only 1.6% annually.

Expanding innovative and cost effective strategies has allowed Children Services to hire additional caseworkers and implement a flexible staffing model. Flexible staffing allows FCCS to increase and decrease caseworkers based on current need and helps the agency maintain manageable caseloads that are stratified by employee experience level. New workers in their first year of service are only able to manage approximately one half of a full caseload. Ensuring that newer caseworkers have a lighter caseload helps to ensure that children are more appropriately matched to needed services. This approach has helped to prevent more experienced workers from becoming overwhelmed and requesting transfers to other agency departments. Keeping more experienced caseworkers, who are able to better tailor services that best serve the needs of children, minimizes the use of intensive more expensive services.

Although Children Services begins 2019 with over seven months of cash reserves, annual expenses are beginning to exceed annual revenue and FCCS did have to dip into its cash balance in 2018. In addition, the uncertainty of the how the new law will impact both federal revenue projections and current operations necessitates that FCCS continue to prioritize looking at ways to reduce expenses and ensure that current initiatives are meeting objectives in an efficient manner.

> ***Human Services Levy Review Committee Recommendation 1:***
> **Identify and implement cost savings or efficiencies that could be put into place over the next five years.**

While the Committee recognizes that Children Services has continued to demonstrate fiscal responsibility by coming in under budget, there are opportunities for cost savings within existing operations. As it did in the 2014 HSLRC Levy Report, the Committee notes that the 2019 levy request did not identify or propose cost savings or efficiencies that could be implemented over the course of the proposed levy to help maintain and potentially bolster existing cash reserves. Cost savings are an important way to mitigate the impact of increasing demand for services, to assist the agency in adapting to changing business rules, and to continue providing new or improved programming.

FCCS has demonstrated an ability to develop and expand programs that are innovative and cost effective, such as Alternative Response and kinship care. Although there may not be the ability to further maximize the use of Alternative Response, FCCS should continue to work to increase the use of kinship care and look to reduce the number of paid placement days which would not only reduce expenses but also improve outcomes. As the agency has demonstrated, increasing supportive services is a more efficient and cost effective way to help children and families. In addition, limiting congregate care will be particularly important under the FFPSA, as federal reimbursements will now only cover two weeks, with certain limited exceptions.

FCCS should also look to identify and plan for ways to mitigate the impact of legislative changes and changes in service level demands that it cannot easily predict or control by focusing on efforts to be more efficient and reduce expenses in administrative budget areas. While the agency has increased its number of caseworkers, it should periodically review its table of organization and determine if there are opportunities to consolidate administrative job functions and responsibilities. Currently, Children Services funds most of the employee OPERS contribution, which is a benefit most government agencies do not provide. FCCS should evaluate whether or not this incentive impacts hiring or retention and consider eliminating it altogether or consider tying it to longevity after a certain period of continuous employment.

Children Services is planning to move onto the Ohio Department of Job and Family Services (ODJFS) IT network within the next few years. While utilizing State services should produce cost savings and efficiencies, FCCS stated that it could not clearly quantify these savings at this time, and neither the agency nor the Committee included IT related savings into their projections. The Committee recommends that Children Services identify these cost savings as it is finalizing its implementation plan and build them into future projections.

Additionally, FCCS staff should periodically perform internal reviews of current initiatives to ensure that they are meeting their objectives in an effective and efficient manner. During the presentation and follow-up meeting, FCCS described a number of initiatives designed to reduce caseworker turnover, but presented very little data to demonstrate their success in the aggregate or by specific initiative. Although the Committee recognizes that many of these initiatives are newly implemented, this is just one example of how FCCS should continue to develop metrics, utilize exit interviews, and employ other evaluation techniques to determine what is adding value and what could be improved or potentially eliminated. Tying initiatives to successful outcomes will be increasingly

important under the FFPSA, which will tie prevention dollars to initiatives that meet HHS pre-approval as being either promising or supported.

Issue 2: Additional Revenue Opportunities

Children Services anticipates that federal revenue may decrease as a result of the FFPSA, particularly in the early stages of implementation. Even if this does not occur, the reality that annual expenses are starting to exceed annual revenue necessitates that FCCS continue to explore ways to maximize existing and available revenue opportunities to strengthen cash reserves.

> ***Human Services Levy Review Committee Recommendation 2:***
> **Maximize existing and available revenue opportunities to strengthen cash reserves.**

The Committee notes that FCCS has been successful in increasing its Medicaid reimbursements by ensuring that children in custody have a Medicaid determination and by encouraging providers to apply to become Medicaid eligible providers and bill allowable services. For 2019, FCCS was able to save more than $2 million by working with the Ohio Department of Medicaid to identify expenses for some of its higher end placements eligible for Medicaid reimbursement. FCCS should continue to explore ways to expand Medicaid reimbursements.

The agency also uses the state Random Moment Time Study (RMS) to complete over 2,600 “random moments” a quarter which are then thoroughly reviewed to ensure the most appropriate activity was selected. The Committee recommends that FCCS continue these efforts and look for additional opportunities to maximize federal revenue. The Committee has connected the agency to several experts who may be able to further assist in these efforts. While there may be limited opportunities to further expand federal reimbursements, the FFPSA will drastically change business processes within child welfare and may lead to increased funding opportunities from government agencies, non-profits, and foundations. The federal government has already indicated that there will be grant opportunities in areas such as interstate processing of children, for example, and FCCS should look to fully leverage funding opportunities to pilot or expand innovative programs.

Issue 3: Managed Board & Care

For over 20 years, Children Services has contracted with two private board and care providers to provide case management services for approximately one-third of all cases opened until case closure or permanency is achieved for the child. The case rate also includes servicing any case that re-opens within twelve months of case closing and providing services to young adults (until age 21) who have emancipated from foster care. Providers are evaluated using the same metrics as internal FCCS staff and can earn a per case performance incentive for meeting defined performance targets.

Although the Committee recognizes that FCCS did provide a comparison of provider performance compared to internal performance, many of its questions on estimated costs and whether or not managed board and care is meeting the objectives it was designed to meet were not adequately addressed. While managed board and care was designed to be cost effective, the levy model did not fully demonstrate this and there was little information provided as to how well children actually fare under this model.

> ***Human Services Levy Review Committee Recommendation 3:***
> **Conduct an analysis of Contracted Managed Board and Care and present findings to the Committee at the mid-levy review in 2021.**

Children Services is currently engaging a consultant to help the agency prepare providers for the new business rules under the FFPSA and to develop a managed care model which will include case rates and evaluation factors to ensure appropriate and sustainable funding levels for contracted managed care. Based on this revised model, FCCS is planning to release a new Request for Proposal (RFP) later in the year. The Committee requests that FCCS share the report with the Committee when it is available. The Committee also requests that FCCS bolster these findings with an internal analysis and report to the Committee at the mid-levy review in 2021 as to how well managed board and care is meeting its objectives in terms of expenses and performance, as well as how the new model has improved operations and impacted the well-being of children. The analysis should provide a review on the use of random assignment to assign cases to providers, information on how the case rate was determined (both the rate and whether or not it was tiered), what if any new performance incentives were developed, and an overview of the contingencies FCCS has put in place in case there are service delivery issues or disruptions.

Issue 4: Responsive Community Engagement

The Committee recognizes Children Services works hard to engage the community with outreach efforts including surveys, community events, and community dialogues that are designed to inform the community of agency services and resources and solicit feedback on their programs. As the Franklin County population continues to grow and diversify, the Committee recommends that FCCS continue to enhance existing initiatives and look for innovative approaches to ensure it is adapting to the changing needs of the community.

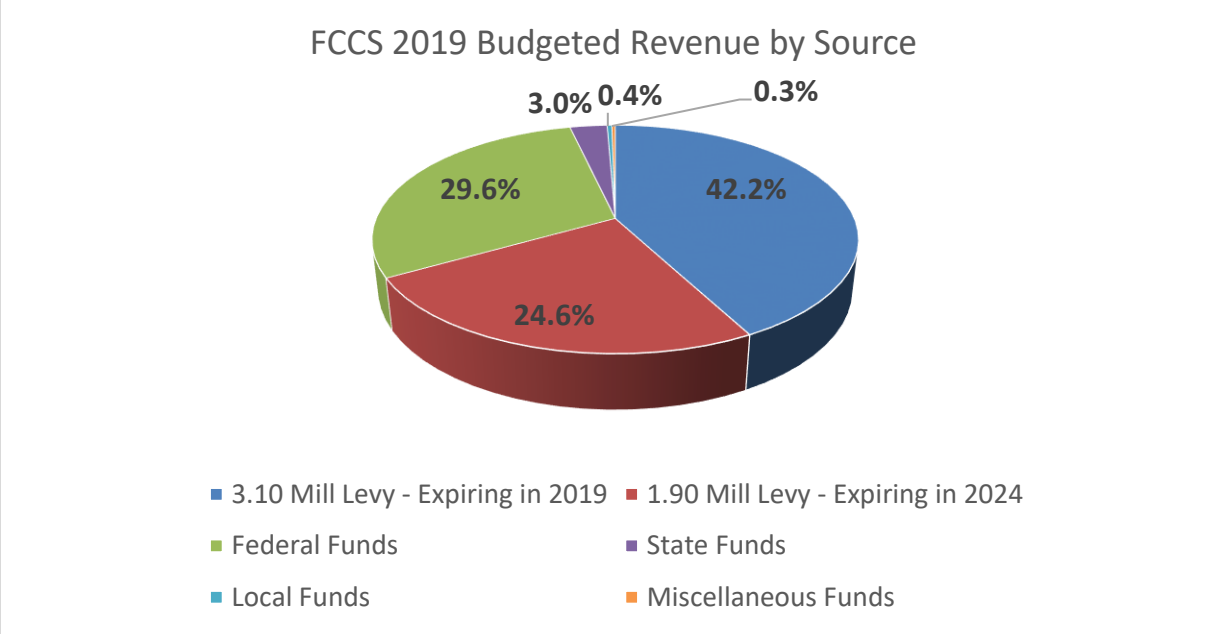
> ***Human Services Levy Review Committee Recommendation 4:***
> **Continue to engage in responsive community engagement that allows the agency to adapt outreach and services to the changing needs of the community.**

The HSLRC supports FCCS in its efforts to identify and increase targeted community engagement activities. To date, FCCS has held two community dialogues, one on the impact of the opiate crisis on child welfare and one focused on reaching new American, immigrant, and refugee communities to ensure that they are aware of and can utilize agency services in an effective manner. The agency also conducts a public opinion survey every four to five years and includes individuals who had personal experience with

the child welfare system. Children Services should look to incorporate feedback from these initiatives to develop additional outreach efforts and to better understand how existing outreach efforts can be enhanced.

FCCS stated that the agency is also prioritizing the use of Census tract data to better understand how to serve the needs of the community. They currently track referrals by census tract and are partnering with Franklin County Health Epidemiologists to develop more sophisticated ways to utilize GIS data, including by school district. Through the use of Community Hubs, the agency can focus on areas that have the highest number of cases. The Committee recommends that Children Services continue to look for new ways, either independently or through new partnerships, that expand or enhance evaluation of service delivery across the County, to ensure that the agency is addressing the needs of all of its residents.

OVERVIEW OF REVENUE



The sources of non-general fund revenue in the 2019 Budget for Children Services are:

- Levy tax revenue (66.8%)
- Federal revenue (primarily Title IV funds) (29.6%)
- State revenue (3.0%)
- Local funds (0.4%) and miscellaneous funds (0.3%) which include interfund services and transfers and child support payments, donations, and sales of fixed assets

While developing the 2019 levy request, FCCS staff considered historical performance, current indicators, and future needs. The expiring 3.1 mill levy accounts for approximately 42.2% of the agency's revenue in 2019. According to Children Services, without these funds the agency's ability to meet its legal mandates and the needs of the community would be greatly compromised. The February 25, 2019 resolution by the Children Services Board requested the Franklin County Board of Commissioners to place a replacement of the 3.1 mill levy for a period of 10 years on the November 5, 2019 ballot.

FCCS Levy Request Assumptions

Children Services requested a replacement of the existing 3.1 mill levy. The following are the 2020 – 2024 revenue assumptions built into FCCS's 3.1 mill replacement levy request:

Local Tax Levies

- A replacement levy will be passed in 2019, collected beginning in 2020.

- New construction in Franklin County will grow slowly and influence collections by approximately 1% each year.
- The 1.9 mill levy may need to be increased in 2024.

Federal Funds

- The bulk of federal funds are entitlement dollars under the Title IV-E Program. The FFPSA may initially have a negative impact on these funds, in part due to lower reimbursements for congregate care. Over time, the agency will stabilize under the new funding methodology. These funds will decrease in 2022 and 2023. With the exception of years 2022 and 2023, the agency should see a growth in federal funds at a rate of 2.0% per year.

State Funds

- The State Child Protection Allocation flows from a dedicated line in the state budget. The income projections consider a 3.0% increase every third year.
- All other state funds remain level in the projections.

Miscellaneous Funds

- These funds include child support and collaborations with other county agencies. Miscellaneous funds are projected to grow at a rate of 1.0% per year.

HSLRC Recommendation

The HSLRC recommended scenario includes the same revenue assumptions as FCCS's request except for the following changes:

- A 3.1 renewal levy be passed in 2019, collected beginning in 2020.
- The 2019 revenue includes projections based on historical actuals and tax collections received through April 2019. The 2019 property tax levy projections are based on the Franklin County Auditor's Tax Year 2018, Collection Year 2019 Property Valuation of $30,506,016,850 and a combined residential and commercial Children Services effective rate of 4.44 mills.
- State revenue projections beginning in 2020 include an increase of $3 million in the Child Protection Allocation that was included in the proposed state budget after FCCS had developed its projections.

The Committee recommendation of a renewal 3.1 mill levy results in no additional cost to the taxpayer. As part of Amended Substitute House Bill 59 of the 130th Ohio General Assembly, beginning in tax year 2013, the 10% rollback on residential homeowner properties and an additional 2.5% rollback on owner occupied properties would no longer apply to new levies enacted after the August 2013 election. The levies that no longer qualify for the state rollback include additional levies, the increase portion of renewal with increase levies, and the full effective millage of replacement levies. As a result of HB 59,

taxpayers would have been responsible for the full effective millage on a 3.1 mill replacement levy.

Based on projections from FCCS and Committee staff, the Committee recognizes that there is a strong possibility that the millage of the 1.9 mill levy may need to be increased when it expires in 2024. As FCCS has previously stated, it is preferable to increase the smaller of their two levies so that the gap between the two of them is smaller than it is currently. Changes to the rollback reimbursement and added cost to taxpayers influenced the Committee's decision to recommend a renewal levy.

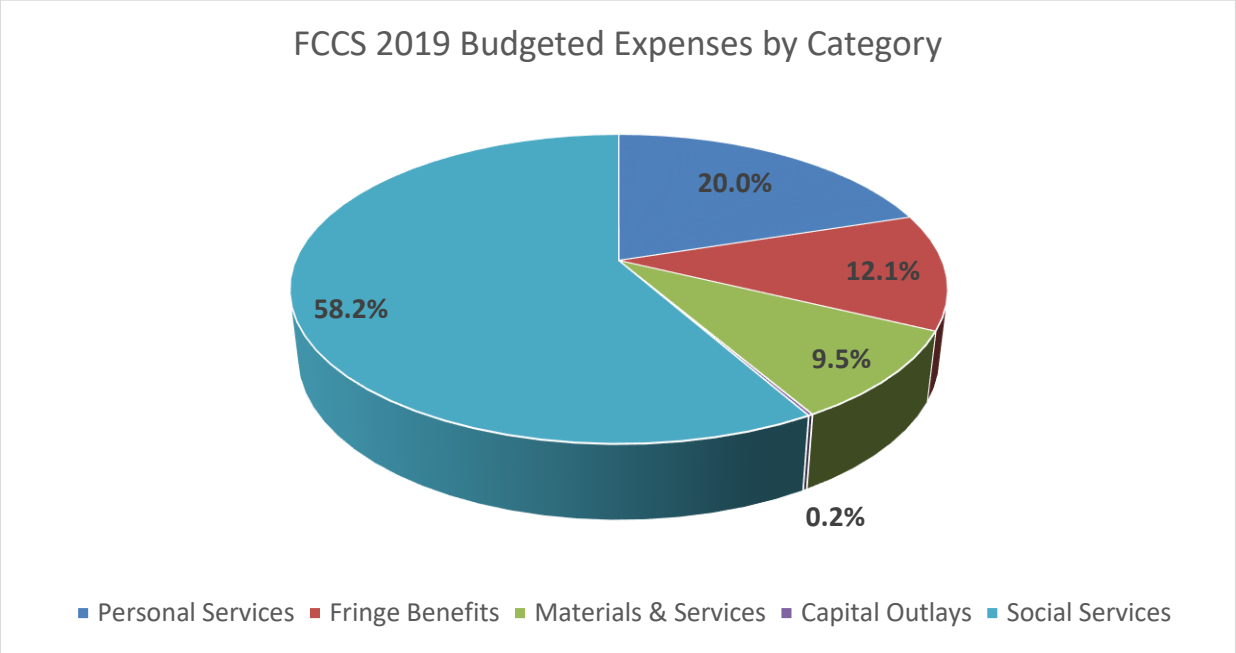
A comparison of the FCCS Revenue included in the Levy Request and the HSLRC Recommended Revenue Scenario by year is on the following page.

Comparison of Levy Scenarios

	2019	2020	2021	2022	2023	2024
FCCS Requested Scenario						
Levy Funds						
3.1 mill Levy - Proposed through 2029	84,794,626	95,318,608	96,271,794	97,234,512	98,206,857	99,188,926
1.9 Mill Levy - Expiring in 2024	49,385,099	49,766,279	50,263,942	50,766,581	51,274,247	51,786,990
Federal Funds	59,450,000	60,639,000	61,851,780	58,759,191	55,821,231	58,612,293
State Funds	5,927,052	4,942,052	5,090,314	5,090,314	5,090,314	5,243,023
Local Funds	852,310	860,833	869,441	878,136	886,917	895,786
Miscellaneous Funds	611,390	617,504	623,679	629,916	636,215	642,577
Total Revenue	**201,020,477**	**212,144,276**	**214,970,950**	**213,358,650**	**211,915,781**	**216,369,595**
Annual Change in Revenue		5.5%	1.3%	-0.8%	-0.7%	2.1%
HSLRC Recommended Scenario						
Levy Funds						
3.1 mill Levy - Proposed through 2029*	84,783,576	85,631,412	86,487,726	87,352,603	88,226,129	89,108,391
1.9 Mill Levy - Expiring in 2024	49,396,149	49,890,110	50,389,011	50,892,902	51,401,831	51,915,849
Federal Funds	59,450,000	60,639,000	61,851,780	58,759,191	55,821,231	58,612,293
State Funds**	5,927,052	7,942,052	8,090,314	8,090,314	8,090,314	8,243,023
Local Funds	750,000	757,500	765,075	772,726	780,453	788,258
Miscellaneous Funds	538,700	544,087	549,528	555,023	560,573	566,179
Total Revenue	**200,845,477**	**205,404,161**	**208,133,434**	**206,422,758**	**204,880,531**	**209,233,992**
Annual Change in Revenue		2.3%	1.3%	-0.8%	-0.7%	2.1%
Difference from the FCCS Requested Scenario	(175,000)	(6,740,115)	(6,837,516)	(6,935,891)	(7,035,250)	(7,135,603)

*The HSLRC Recommended Scenario includes a renewal of the 3.1 mill levy, which will generate less revenue than the FCCS requested 3.1 mill levy replacement.
**The HSLRC Recommended Scenario includes an increase in State revenue of $3 million annually beginning in 2020 that was proposed after FCCS completed its levy book.

OVERVIEW OF EXPENDITURES



HSLRC members and staff performed a thorough analysis of the expenditures contained in Children Services' levy proposal. In its levy book, Children Services divides its expenditures into five major categories: Staff Cost, Placement and Managed Care Costs, Supportive Services Costs, Administrative Costs and Capital Expenditures. Approximately half of the agency's expenditures cover placement and managed care services. The other half covers all other expenditures (staff, supportive services, administrative cost, and capital expenditures). A summary of FCCS expenditure categories is listed below, however, these categories are presented in the levy scenarios (page 34) using the County's budgetary rollup categories.

Summary of FCCS Expenditures

Staff Cost (Personal Services, Fringe Benefits, and consultant contracts within Materials & Services)

Labor or staff cost represent the largest portion of the remaining half of the agency expenditures. As previously mentioned, approximately two-thirds of Children Services staff is represented by the Federation of Franklin County Children Services Employee labor union. Contracts are negotiated every three years and must be considered when developing a levy plan.

Placement and Managed Care (Social Services)

Placement costs include costs for foster homes, residential centers, group homes, adoption subsidies, independent living settings, kinship care, and emancipated youth supports. Managed care costs include all cost associated with the management of the cases assigned to two private child welfare agencies. FCCS contracts with these entities to provide both in home and placement services to approximately one-third of the open

ongoing cases. Placement and managed care costs currently represent 50.9% of the agency budget, therefore it is important to anticipate changes in these areas of service.

FCCS and the State of Ohio have experienced a significant increase in the number of children in care over the last five years. FCCS has projected a decrease for 2019 and has projected more reasonable service level increases of less than 2.0% over the next ten years. As mentioned earlier, FCCS must project not only the number of children in placement but also the level of care mix those children will require while also factoring in anticipated daily rate increases for each type of care.

Supportive and Prevention Services (Social Services)
Supportive and Prevention Services include efforts to assist families in a manner that prevents placement, expedites reunification, maintains child safety, and addresses identified concerns to strengthen the family. Children Services indicates that outcomes for the family and children can be greatly improved by wrapping services around the family unit to address concerns, build skills, and improve support systems.

Children Services has embraced this approach and has added an emphasis on preventive services as well. FCCS partners with providers in the community to improve access to community-based services that allow families to build support systems independent of the agency's direct involvement. These services improve the duration and stability of progress made through agency intervention, allowing the family to transition to self-sufficiency. The use of these funds helps to limit the use of placement services.

Administrative Costs (Materials & Services)
Administrative costs include non-capital facility expenditures, supplies, technology enhancements, auditor and treasurer fees (such as a portion of the centralized cost for shared County services), and other general fees. A general fee includes the state mandated support for the program for medically handicapped children. Growth in this area is projected at 1.5% annually.

FCCS continues its efforts to incorporate technology in a manner that supports staff and improves its ability to analyze and evaluate performance for enhanced outcomes. Maintaining strong IT staff and contracts that support the mission and goals of the agency is a standard component of the agency's strategic direction. Over the next levy period the agency will continue to look for process improvements in this area. FCCS is planning to move onto the State IT network and there are anticipated cost savings that are not included in projections at this time.

Capital Costs (Capital Outlays)
Capital costs allow for major repairs to facilities and technological enhancements. No new buildings or major renovations are anticipated during the next five years.

FCCS Historical Revenue and Expenditures from 2014-2018

A breakdown of FCCS historical revenue and expenditure from 2014-2018 is presented on the following page.

FCCS Historical Revenue and Expenditures: 2014-2018

	2014	2015	2016	2017	2018
	Actuals	**Actuals**	**Actuals**	**Actuals**	**Actuals**
Beginning Cash:	123,527,904	131,054,185	131,750,992	132,025,481	135,560,533
Revenue:					
Levy Funds					
3.10 Mill Levy - Expiring in 2019	80,605,794	80,333,255	81,567,559	83,134,667	84,159,699
1.90 Mill Levy - Expiring in 2024	46,962,112	46,803,327	47,522,450	48,435,470	49,032,669
Federal Funds	47,080,035	48,009,495	51,929,748	58,962,228	55,335,453
State Funds	4,686,628	4,847,576	4,791,305	4,871,244	5,103,129
Local Funds	1,001,069	935,061	1,345,852	834,975	606,413
Miscellaneous Funds	480,030	593,239	596,290	485,919	462,570
Total Revenue	180,815,668	181,521,953	187,753,204	196,724,504	194,699,933
Annual Change in Revenue	**4.1%**	**0.4%**	**3.4%**	**4.8%**	**-1.0%**
Expenditures:					
Personal Services	35,030,663	37,051,688	37,086,357	39,341,518	41,809,268
Fringe Benefits	18,397,290	19,590,359	20,248,420	22,641,397	24,599,594
Materials & Services	15,900,458	14,983,497	16,032,009	15,282,944	16,132,152
Capital Outlays	337,481	143,625	1,046,303	1,016,398	618,604
Social Services	103,623,496	109,055,976	113,065,627	114,907,196	114,369,162
Total Expenditures	173,289,387	180,825,145	187,478,716	193,189,452	197,528,781
Ending Cash Balance:	131,054,185	131,750,992	132,025,481	135,560,533	132,731,685
Annual Change in Expenses	**1.1%**	**4.3%**	**3.7%**	**3.0%**	**2.2%**

FCCS Levy Request Assumptions

The FCCS 2019 – 2024 expenditure assumptions use the budgeted amount for 2019 as the basis for the 2019 projections. The average overall annual growth rate for expenses during the levy period is projected to be 2.45%. Other assumptions include:

- Staff, Labor, and Benefits Costs are projected to increase 2.0% annually for two years and then 3.0% in the third year.
- Placement and Managed Care Costs are projected to grow at an annual rate of 2.75%. FCCS is working to implement initiatives that will lessen reliance on group care settings, consistent with the direction of the FFPSA.
- Supportive and Prevention Services are projected to increase 2.0% annually.
- Administrative Costs are projected to increase 1.5% annually.
- Capital Costs are projected to remain level annually because the agency does not have any anticipated major capital projections over the duration of the levy.

HSLRC Recommendation

The HSLRC recommended scenario includes the same expenditure assumptions as the FCCS's request except for the following changes:

- The 2019 projections were developed using a five year historical average of operating expenditures and actual expenditures through May 2019, rather than the budgeted amount that was used by FCCS. This is due to the fact that FCCS has traditionally not expended at budget.

- Personal Services and Fringe Benefits for 2020 include the 27th pay period that was omitted in the FCCS request.

- Healthcare was projected at 6.0% annually, consistent with standard OMB practice.

- Administrative costs were projected using the forecasted Consumer Price Index (CPI), rather than a flat 1.5%.

- Managed Board and Care was projected at the 2019 Contractual Rate supplied by FCCS.

- The 2019 HSLRC projection for Social Services is approximately $7.2 million lower than the FCCS projection due to actual expenditures through May 2019 that are lower than anticipated as a result of the projected decrease in placement days.

Based on the HSLRC recommendations, the Committee believes FCCS can meet its service delivery needs while maintaining the recommended three months of cash

reserves through the end of 2024. FCCS will need to continue its focus on prioritizing prevention and in-home services, reducing the need for placement, and increasing kinship care while limiting congregate care. In developing its model, the Committee did consider a lower increase in placement costs due to recent historical spending, but decided to use the more conservative projections developed by FCCS. The Committee felt that this was prudent due to the uncertainty of the impact of the FFPSA and the difficulty in predicting not only placement days but also the level of care and complexity that children and their families will need. Should social services costs exceed the modest growth that is currently projected, the agency should look to absorb these increases by reducing expenses in other categories over which they have a greater degree of control.

Expenditures in the FCCS Scenario

	2019	2020	2021	2022	2023	2024
Personal Services	42,385,966	43,233,685	44,098,359	45,421,310	46,329,736	47,256,331
Fringe Benefits	25,634,537	26,147,228	26,670,172	27,470,277	28,019,683	28,580,077
Materials & Services	20,733,975	21,071,222	21,414,132	21,778,777	22,133,634	22,494,463
Capital Outlays	401,125	400,000	400,000	400,000	400,000	400,000
Social Services	122,183,394	125,439,388	128,782,854	132,216,155	135,741,721	139,362,047
Total Expenditures	**211,338,997**	**216,291,523**	**221,365,517**	**227,286,520**	**232,624,774**	**238,092,917**
Annual Change	**7.0%**	**2.3%**	**2.3%**	**2.7%**	**2.3%**	**2.4%**

HSLRC Recommended Scenario

Personal Services	43,427,614	45,970,762	45,182,089	46,537,552	47,468,303	48,417,669
Fringe Benefits	25,992,193	27,532,763	28,313,798	29,678,361	31,000,006	32,391,768
Materials & Services	16,389,982	16,704,625	17,038,717	17,408,197	17,756,361	18,111,488
Capital Outlays	400,000	400,000	400,000	400,000	400,000	400,000
Social Services	114,970,640	118,045,801	121,200,285	124,439,682	127,766,290	131,182,470
Total Expenditures	**201,180,429**	**208,653,950**	**212,134,889**	**218,463,792**	**224,390,959**	**230,503,395**
Annual Change	**1.8%**	**3.7%**	**1.7%**	**3.0%**	**2.7%**	**2.7%**

RECOMMENDED FISCAL PLAN

In developing the fiscal plan for the proposed levy, the HSLRC recommends that the ending cash balance be equal to at least three months of expenditures at the end of 2024. The Committee believes this cash reserve will enable Children Services to have some flexibility in meeting unforeseen needs through 2024. The HSLRC recommends that FCCS end the requested levy cycle with a three month cash reserve of at least $57.6 million, as indicated in the “HSLRC Recommended Fiscal Plan through 2024” on the following page.

FCCS Requested And HSLRC Recommended Fiscal Plan Through 2024

	2019	2020	2021	2022	2023	2024
FCCS Scenario 1: Replacement Levy in 2020						
Beginning Cash	134,222,134	123,903,614	119,756,368	113,361,801	99,433,931	78,724,938
Income	201,020,477	212,144,276	214,970,950	213,358,650	211,915,781	216,369,595
Expenses	211,338,997	216,291,523	221,365,517	227,286,520	232,624,774	238,092,917
Ending Cash Balance	123,903,614	119,756,368	113,361,801	99,433,931	78,724,938	57,001,616
Recommended Cash Balance (3 months expenses)						59,523,229
Remaining Cash after 3 Months Expenses						(2,521,613)
Annual Change in Expenses	**7.0%**	**2.3%**	**2.3%**	**2.7%**	**2.3%**	**2.4%**

*As presented in the FCCS Levy Book

HSLRC Recommended Fiscal Plan Through 2024

FCCS Renewal Levy in 2020 with 2019 OMB Expenditure Projections*

Beginning Cash	132,731,685	132,396,733	129,146,944	125,145,488	113,104,455	93,594,027
Income	200,845,477	205,404,161	208,133,434	206,422,758	204,880,531	209,233,992
Expenses	201,180,429	208,653,950	212,134,889	218,463,792	224,390,959	230,503,395
Ending Cash	132,396,733	129,146,944	125,145,488	113,104,455	93,594,027	72,324,624
Recommended Cash Balance (3 months expenses)						57,625,849
Remaining Cash After 3 Months Expenses						14,698,775
Annual Change in Expenses	**1.8%**	**3.7%**	**1.7%**	**3.0%**	**2.7%**	**2.7%**

*2019 OMB Projections are based on a five year historical average of operating expenses and actual expenses through May 2019.

TAX IMPACT ON LOCAL HOUSEHOLDS

In evaluating this levy plan, the Committee considered the immediate impact of the 3.1 mill renewal property tax levy on the households in Franklin County and the total homeowner support that would be provided to FCCS if this levy is approved.

As enacted by the State of Ohio 2014-2015 Biennial Budget (H.B. 59), the 10% rollback on residential homeowner properties and an additional 2.5% rollback on owner occupied properties may not be applied to reduce the taxes due on new or replacement levies approved at the November 2013 election for tax year 2013, 2014, or any later tax year, or to levies approved at any later election. Due to the impact of H.B. 59, Franklin County homeowners now pay 100.0% of the gross tax on a new levy, a replacement levy, or the increased portion of a levy. This impact was considered by the Committee when deciding to recommend a renewal levy rather than the replacement requested by Children Services.

The table below breaks down the impact of the renewal of the existing 3.1 mill levy. The renewal levy would retain the effective millage at the time of the passage of the levy as well as the rollback being paid by the state. According to this analysis, the Committee determined that a 3.1 mill renewal levy with the effective millage of 2.760230 **will result in no additional cost to taxpayers** if this levy is approved by voters.

Cost to Franklin County Homeowner

	2019 Current Levy	**2020 Proposed Levy**
Market Value	$100,000.00	$100,000.00
% of Market	35%	35%
Assessed Value	$35,000.00	$35,000.00
Effective Millage	***2.760230***	***2.760230***
Gross Tax	$96.61	$96.61
less 10% Rollback	($9.66)	($9.66)
less 2.5% Rollback	($2.42)	($2.42)
Net Tax (Annual Cost to Homeowner)	$84.53	$84.53
Increased Annual Cost to Homeowner		**$0**

APPENDICES

A - Resolution No. 311-99, authorizing creation of a Human Services Levy Review Committee

B - Resolution No. 1254-00, appointment of Jesse Hemphill

C - Resolution No. 728-06, appointment of James Bowman

D - Resolution No. 88-07, appointment of Jerome Friedman

E - Resolution No. 0239-10, appointment of Jean Carter Ryan

F - Resolution No. 0242-15, appointment of Zachary Talarek

G - Resolution No. 0862-18, appointment of Michael Curtin

H - Resolution No. 0101-19, appointment of Rose Handon, Ph.D.

I - FCCS Levy Request – Submitted by Executive Director on February 25, 2019

J - Letter from Board of Commissioners asking the Human Services Levy Review Committee to review the FCCS levy request and provide recommendations

RESOLUTION NO. 311-99 MARCH 30, 1999

RESOLUTION AUTHORIZING THE
CREATION OF THE HUMAN SERVICES
LEVY REVIEW COMMITTEE, AND
APPOINTING ITS MEMBERS
(COMMISSIONERS)

WHEREAS, the Franklin County Board of Commissioners, as the taxing authority for the County, is responsible for certifying to the Board of Elections tax levies in excess of the ten mill limitation pursuant to ORC 5705.19; and

WHEREAS, the Franklin County Board of Commissioners desire to create a Human Services Levy Review Committee to conduct ongoing financial reviews of social service agencies, evaluate program performance to voted levy objectives, to review social service levy requests and provide recommendations regarding proposed millage amounts and the timing of levy requests, and to provide a holistic review of levy impacts on the community; and

WHEREAS, the Human Services Levy Review Committee will be comprised of seven (7) members appointed by the Franklin County Board of Commissioners; now, therefore, upon the motion of Commissioner Teater, seconded by Commissioner Shoemaker,

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

1) That a Human Services Levy Review Committee is hereby created to conduct ongoing financial reviews of social service agencies and to provide recommendations to the Board of Commissioners regarding proposed millage amounts and the timing of levy requests for certification to the Board of Elections.

2) That the Human Services Levy Review Committee shall be comprised of seven (7) members appointed by the Board of Commissioners. Such membership shall be subject to change by resolution of the Board of Commissioners.

3) That the following persons are appointed to the Human Services Levy Review Committee:

   William K. Willis, Jr., Chair
   Franklin County Community Planning Council
   1715 Franklin Park South
   Columbus, Ohio 43205

Denise E. Bronson
Professor, College of Social Work
The Ohio State University
Stillman Hall
1947 College Road
Columbus, Ohio 43210

Chad Jester, Director of Public Affairs
Nationwide Insurance Company
One Nationwide Plaza
Columbus, Ohio 43215

Linda J. Siefkas
Vice President and Manager – Columbus Office
Edward Howard & Company
50 West Broad Street, Suite 2200
Columbus, Ohio 43215

Matt Kallner, Director of Governmental Affairs
The Limited Company
Three Limited Parkway
Columbus, Ohio 43230

Charlene Powell, Finance Director
Franklin County Commissioners
373 S. High Street, 26th Floor
Columbus, Ohio 43215

Marvin G. Gutter, PhD., CPA
Vice President for Business and Administrative Services
Columbus State Community College
550 E. Spring Street
Columbus, Ohio 43215

Voting Aye thereon:

Dewey R. Stokes

DEWEY R. STOKES, PRESIDENT

Dorothy S. Teater

DOROTHY S. TEATER

Arlene Shoemaker

ARLENE SHOEMAKER

BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

RESOLUTION NO 1254-00 December 5, 2000

RESOLUTION APPOINTING
JESSE M HEMPHILL, CPA, TO THE
HUMAN SERVICES LEVY REVIEW COMMITTEE
(COMMISSIONERS)

WHEREAS, a vacancy exists on the Human Services Levy Review Committee due to the resignation of William K Willis, Jr , now, therefore, upon motion of Commissioner Teater, seconded by Commissioner Stokes,

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO

That the following person is hereby appointed to the Human Services Levy Review Committee, replacing William K Willis, Jr , to serve for an indefinite term

Jesse M Hemphill, CPA
Hemphill & Associates, Inc
471 East Broad Street, Suite 1306
Columbus, Ohio 43215
O - 461-6110

Voting Aye thereon

Arlene Shoemaker
ARLENE SHOEMAKER, PRESIDENT

Dorothy S Teater
DOROTHY S TEATER

Dewey R Stokes
DEWEY R STOKES
BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

Voting Nay thereon

ARLENE SHOEMAKER, PRESIDENT

DOROTHY S TEATER

DEWEY R STOKES
BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

GVW syb

cc Journal
Board Member

RESOLUTION NO. **728-06** September 19, 2006

RESOLUTION APPOINTING JAMES A. BOWMAN AS A MEMBER OF THE HUMAN SERVICES LEVY REVIEW COMMITTEE EFFECTIVE IMMEDIATELY (COMMISSIONERS)

WHEREAS, Resolution No. 311-99 was adopted by the Franklin County Board of Commissioners on March 30, 1999, creating the Human Services Levy Review Committee pursuant to ORC 5705.19 for the purpose of conducting ongoing financial reviews of social services agencies; and

WHEREAS, the committee is comprised of seven (7) members who serve for an indefinite term; now, therefore, upon motion of Commissioner **Kilroy**, seconded by Commissioner **Stokes**,

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

That the following person is hereby appointed to the Human Services Levy Review Committee to replace Wade Steen, effective immediately:

James A. Bowman
National Affordable Housing Trust
2335 North Bank Drive
Columbus, Ohio 43220
614-451-9929

Voting Aye thereon:

Mary Jo Kilroy

Dewey R. Stokes

Paula Brooks, President
Board of County Commissioners
Franklin County, Ohio

RESOLUTION NO. **88-07** January 30, 2007

RESOLUTION APPOINTING JEROME FRIEDMAN AS A MEMBER OF THE HUMAN SERVICES LEVY REVIEW COMMITTEE EFFECTIVE IMMEDIATELY (COMMISSIONERS)

WHEREAS, Resolution No. 311-99 was adopted by the Franklin County Board of Commissioners on March 30, 1999, creating the Human Services Levy Review Committee pursuant to ORC 5705.19 for the purpose of conducting ongoing financial reviews of social services agencies; and

WHEREAS, the committee is comprised of seven (7) members who serve for an indefinite term; now, therefore, upon motion of Commissioner **Brown**, seconded by Commissioner **Brooks**,

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

That the following person is hereby appointed to the Human Services Levy Review Committee to replace Amie Preston, effective immediately:

Jerome Edward Friedman
370 West Ninth Avenue
200G Meiling Hall
Columbus, Ohio 43210-1238
614-292-3856

Voting Aye thereon:

Mary Jo Kilroy, President

Paula Brooks

Marilyn Brown
Board of County Commissioners
Franklin County, Ohio

Resolution No. 0239-10

March 16, 2010

Resolution appointing Jean Carter Ryan to the Human Services Levy Review Committee effective immediately

(COMMISSIONERS)

WHEREAS, Resolution 311-99 was adopted by the Franklin County Board of Commissioners on March 30, 1999, creating the Human Services Levy Review Committee pursuant to ORC 5705.19 for the purpose of conducting ongoing financial reviews of social services agencies; and

WHEREAS, the Committee is comprised of seven (7) members who serve for an indefinite term; now, therefore

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

That, effective immediately, the following individual is hereby appointed to the Human Services Levy Review Committee to replace Marvin G. Gutter, Ph.D. who has resigned:

Jean Carter Ryan
Executive Director
Columbus-Franklin County Finance Authority
150 South Front Street, Suite 200
Columbus, Ohio 43215
614-225-6068

DLB:skm

Resolution No. 0242-15 March 10, 2015

Resolution appointing Zachary T. Talarek as a member of the Human Services Levy Review Committee

(Board of Commissioners)

WHEREAS, Resolution No. 311-99 was adopted by the Franklin County Board of Commissioners on March 30, 1999, creating the Human Services Levy Review Committee pursuant to ORC 5705.19 for the purpose of conducting ongoing financial reviews of social service agencies; and

WHEREAS, the committee is comprised of seven (7) members who serve for an indefinite term; now, therefore

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

That the following person is hereby appointed to the Human Services Levy Review Committee to fill the unexpired term of Kenneth Wilson:

Zachary T. Talarek
Director
Franklin County Office of Management & Budget
373 South High Street, 26th Floor
Columbus, Ohio 43215
(614) 525-2519

Prepared by: Erik Janas

Resolution No. 0862-18 December 11, 2018

Resolution appointing Michael Curtin as a member of the Human Services Levy Review Committee

(COMMISSIONERS)

WHEREAS, Resolution No. 311-99 was adopted by the Franklin County Board of Commissioners on March 30, 1999 creating the Human Services Levy Review Committee pursuant to ORC 5705.19 for the purpose of conducting ongoing financial reviews of social service agencies; and

WHEREAS, the committee is comprised of seven (7) members who serve for an indefinite term; and

WHEREAS, there now exists a vacancy on the Human Services Levy Review Committee with the resignation of Nathan Wymer; now, therefore

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

That the following individual is hereby appointed to the Human Services Levy Review Committee to fill the unexpired term of Nathan Wymer:

Michael Curtin
1370 Cambridge Blvd
Columbus, Ohio 43212
Email: mcurtin2323@yahoo.com

EJJ:taw

Resolution No. 0101-19 February 12, 2019

Resolution appointing Dr. Rose Handon as a member of the Human Services Levy Review Committee

(COMMISSIONERS)

WHEREAS, Resolution No. 311-99 was adopted by the Franklin County Board of Commissioners on March 30, 1999, creating the Human Services Levy Review Committee pursuant to ORC 5705.19 for the purpose of conducting ongoing financial reviews of social service agencies; and

WHEREAS, the committee is comprised of seven (7) members who serve for an indefinite term; and

WHEREAS, there now exists a vacancy on the Human Services Levy Review Committee with the resignation of Denise Bronson; now, therefore

BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO:

That the following individual is hereby appointed to the Human Services Levy Review Committee to fill the unexpired term of Denise Bronson:

Dr. Rose Handon
5053 Greenwood Court
Whitehall, Ohio 43213
614-560-7848 (cell)
Email: rmhandon@wowway.com

Prepared by: EJJ:taw

February 25, 2019

The Honorable Marilyn Brown, President
Franklin County Board of Commissioners
373 S. High Street, 26th Floor
Columbus, Ohio 43215

Dear Commissioner Brown,

I have attached for your review and consideration a resolution passed by the Franklin County Children Services Board of Trustees on February 14, 2019. The resolution requests Commissioner approval to place a 10-year, 3.1 mill replacement levy on the November 5, 2019 general election ballot. This levy would be effective for tax collections beginning January 1, 2020.

I have attached the 2019 Levy Book for your review. I look forward to responding to any questions or concerns that may arise as you review these documents.

Thank you for your consideration.

Sincerely,

Chip M. Spinning
Executive Director
Franklin County Children Services

Cc: Commissioner John O'Grady
Commissioner Kevin Boyce
Zak Talarek
Heidi Hallas
Rachel Buske
Erik Janas
Kenneth Wilson

855 W. Mound Street
Columbus, OH 43223
(614) 275-2571 Phone
(614) 275-2755 Fax

"Children will be tomorrow what we make of them today."

FRANKLIN COUNTY CHILDREN SERVICES BOARD RESOLUTION

REQUESTING PLACEMENT OF A 3.1 MILL REPLACEMENT PROPERTY TAX LEVY FOR FRANKLIN COUNTY CHILDREN SERVICES ON THE NOVMEBER 5, 2019 GENERAL ELECTION BALLOT

February 14, 2019

WHEREAS, the citizens of Franklin County have previously voted approval of two property tax levies in support of Franklin County Children Services (FCCS) and its programs provided to abused, neglected and dependent children and youth, as it carries out its mission of Protecting Children by Strengthening Families; and

WHEREAS, on December 31, 2019, one of the two levies, a 3.1 mill 10-year levy, which generates 44% of the agency's operating revenue, and which was approved by voters in 2009, will expire; and

WHEREAS, more than 30,000 children and their families annually receive high-quality and crucially needed services, which would be in jeopardy if this levy is not renewed; and

WHEREAS, FCCS has implemented a service delivery model to effectively protect children and strengthen families by adding in-home programs and services, utilizing more family like settings for children in agency custody, and achieving more positive family outcomes; and

WHEREAS, Children Services has prudently managed the tax dollars entrusted to it and has demonstrated a record of fiscal responsibility since passage of the 3.1 mill levy in 2009, by maintaining a cash balance sufficient to assure financial stability; and

WHEREAS, the agency has a 1.9 mill levy, approved by voters in 2014, which will expire on December 31, 2024, allowing FCCS to evaluate in five years the increases expected in the number of children who will require services, the changing needs of those children and their families, potential law changes that are anticipated, and the economic outlook at that time, enabling Children Services to adjust that levy if necessary; and

WHEREAS, based on a five-year view of the funding needed rather than 10-year view, the Franklin County Children Services Board has concluded that the agency should be able to meet its statutory mandates, maintain services and manage its operations by a replacement of its 3.1 mill levy.

WHEREAS, the Human Services Levy Review Committee is appointed by the Franklin County Board of Commissioners to evaluate levy requests from both a financial and programmatic perspective to assure that information provided by human services agencies that seek levy approved funding have demonstrated prudent program and financial planning.

THEREFORE BE IT RESOLVED that the Franklin County Children Services Board hereby requests that the Human Services Levy Committee evaluate this request and that the Franklin County Board of Commissioners place a 3.1 mill replacement levy on the November 5, 2019 general election ballot. The 10-year replacement of the 3.1 mill property tax levy that is in effect through December 31, 2019, effective for tax collections beginning on January 1, 2020.

Necol Russell Washington, Chair
Franklin County Children Services Board

Charles M. Spinning, Executive Director
Franklin County Children Services

Franklin County
BOARD OF COMMISSIONERS
1803

Jesse M. Hemphill, CPA, Chairman
Hemphill & Associates, Inc.
4449 Easton Way, FL 2
Columbus, Ohio 43219

February 26, 2019

Dear Chairman Hemphill:

Franklin County Children Services (FCCS) has submitted to the Board of Commissioners a request to seek voter approval of a 3.10 mill, 10-year levy in November 2019. The request includes a replacement of the 3.10 mill, 10-year levy due to expire in 2019. The proposed 3.10 mill levy will support prevention, protection, placement, and permanency programs for children.

Pursuant to Resolution No. 311-99, the Board of Commissioners is submitting the FCCS levy request to the Human Services Levy Review Committee (HSLRC) for a thorough financial and policy analysis. Attached are materials prepared by FCCS staff for your review. The Board of Commissioners is requesting that the HSLRC provide final recommendations regarding the levy request by June 21, 2019.

Please review this request and advise the Board of Commissioners as to your committee recommendations. Thank you in advance for your assistance.

Sincerely,

Marilyn Brown

Marilyn Brown, President
Franklin County Board of Commissioners

Enclosure

Cc: Commissioner John O'Grady
Commissioner Kevin L. Boyce
Human Services Levy Review Committee members
Chip M. Spinning, Executive Director, FCCS
Kenneth Wilson, County Administrator
Erik Janas, Deputy County Administrator
Rachel Buske, OMB Analyst 2, OMB

Commissioners
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