

Franklin County Children Services

Human Services Levy Review Committee Report

November 2014



June 25, 2014

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

Dear Commissioners:

After a thorough analysis of the levy requested by Franklin County Children Services, it is the recommendation of the Human Services Levy Review Committee that the Board of Commissioners place a renewal of the expiring 1.9 mill levy on the November 4, 2014 ballot for a 10-year period effective for tax collections beginning January 1, 2015. 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 M. Hemphill, CPA
Chair, Human Services Levy Review Committee

Cc: Don Brown, County Administrator

FOREWORD

2014 FCCS

Human Services Levy Review Committee

Report

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 A-G for appointment resolutions):

1. James A. Bowman, President and CEO
National Affordable Housing Trust
2. Denise Bronson, Ph.D., Professor
The Ohio State University
3. Jerome E. Friedman, Associate Vice President for External Relations & Advocacy
The Ohio State University Wexner Medical Center
4. Jesse M. Hemphill, CPA, President and CEO
Hemphill & Associates, Inc. – **Chairman, Human Service Levy Review Committee**
5. Jean Carter Ryan, President
Columbus-Franklin County Finance Authority
6. Kenneth Wilson, MPA, Deputy County Administrator, Resource Management
Franklin County Board of Commissioners
7. Nathan P. Wymer, Senior Government Relations Director
Nationwide

The Committee is staffed by:

Heidi Hallas Warren, Sr. Performance Analyst 2

Justin Nahvi, CPA, CGMA, MBA, Sr. Performance Analyst

Zak Talarek, CPA, Deputy Director

Franklin County Office of Management and Budget (OMB)

**2014
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 Levy Review Committee's consideration, and to provide regular updates to the Levy Review Committee. This approach ensures the Levy Review Committee can knowledgeably evaluate each levy request, which facilitates their evaluation of future funding requests.

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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 March 7, 2014. The request was to place a county-wide property tax levy of 2.3 mills on the November 4, 2014 ballot. This request included a renewal of the existing 1.9 mill, 10-year levy expiring December 31, 2014 plus a 0.4 mill increase. 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 several follow-up face-to-face meetings. The HSLRC and FCCS 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 1.9 mill levy. On May 28, 2014, the Children Services Board passed a resolution requesting that the Franklin County Board of Commissioners place a renewal of the 1.9 mill levy for a period of 10 years on the November 4, 2014 ballot.

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 is appointed by the Franklin County Board of Commissioners and governs FCCS by establishing policy, hiring the Executive Director, and approving contracts and agreements. Of Ohio's 88 PCSAs, FCCS is one of only 23 that has received the accreditation from the Council on Accreditation (COA).

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 31,798 in 2013 – an increase of nearly 25% since 2010. Children Services assisted 30,264 children and their families through direct services by the agency's professional staff and purchasing services from provider agencies. FCCS completed 12,381 investigations and

provided protective services for 13,622 individuals. In 2013, 4,146 children were served in agency custody. Adoptions were finalized for 150 children, 350 children were matched with volunteers and mentors, and 350 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 1.9 mill levy. The recommendation is based on the HSLRC Recommended Fiscal Plan through 2019 (see page 29). A levy renewal will be sufficient to maintain current child welfare service levels in Franklin County while addressing the increase in service demands as projected in Children Services' levy request. 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 child welfare over ten years. The child welfare field is faced with an ever changing environment, including new legislative mandates and service requirements. The FCCS levy book indicates 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 ten-year levy. FCCS has a second 3.1 mill levy that expires in 2019. If necessary, the agency can ask voters for an increase at that time if the possible scenarios provided by FCCS in the levy review process come to fruition. Based on the HSLRC Recommended Fiscal Plan, sufficient cash reserves would be available to meet emerging needs through 2019.
2. **The HSLRC believes it is prudent to ask voters to approve a levy amount that can be sufficiently justified, given the tepid economic climate and fragile state of consumer confidence.** The HSLRC is concerned about proposing a levy that is seen as too large given the current cash reserves held by FCCS. If the proposed levy were to be rejected by voters, Children Services would be operating without a levy that generated approximately 25% of the agency's revenue in 2013. 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 several 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. FCCS should also clearly articulate the goal to reduce the number of abused and neglected children while improving the outcomes of children who enter in the child welfare system. While developing their levy proposals, Children Services should link the goal of protecting Franklin County's most vulnerable population to service level projections and budget assumptions. Finally, FCCS should develop a clear, detailed plan for reducing the high caseworker turnover rate in the Intake Department and track the success of the strategies during the plan's implementation.

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 March 7, 2014, 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 2.3 mills on the November 4, 2014 ballot (see Appendix H). This request included a renewal of the existing 1.9 mill, 10-year levy expiring December 31, 2014 and a 0.4 mill increase. The proposed levy would be effective for tax collections beginning January 1, 2015. According to FCCS, without the 1.9 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 I). 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 and FCCS 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 1.9 mill property tax levy. On May 28, 2014, the Children Services Board passed a resolution requesting that the Franklin County Board of Commissioners place a renewal of the 1.9 mill levy for a period of 10 years on the November 4, 2014 ballot (see Appendix J).

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 and 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. The 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 2012. 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 standards for best practices. 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. Of the 88 public children services agencies in Ohio, only 23 have received COA accreditation. FCCS was one of Ohio's first public child welfare agencies to earn this accreditation and has maintained that distinction for more than 30 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 740 approved full-time equivalents (FTEs), which is down from a high of 754 in 2003. The agency staff is divided between those who work directly with children and families (63% of total staff) and those who are in administrative and supportive roles (37% 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 2014.

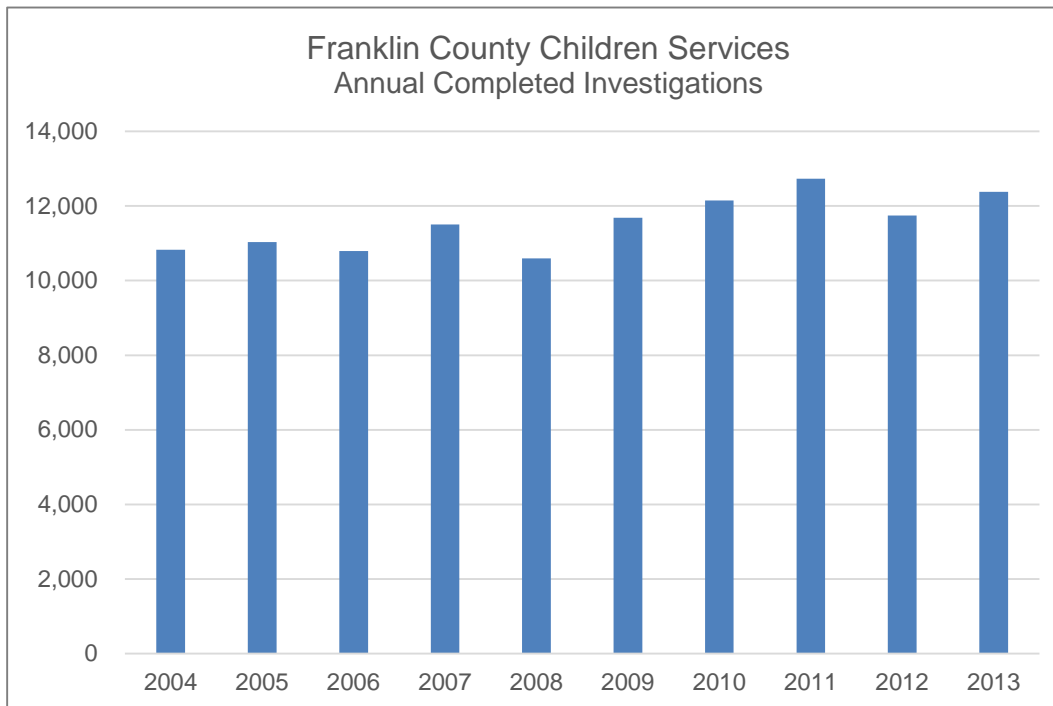
A significant challenge faced by FCCS, as well as many child welfare agencies across the country, is a large turnover rate in the number of agency caseworkers. This is especially true for Children Services in the Intake Department. While the agency retains 93.5% of staff from year to year, the Intake Department retention rate is 78%. FCCS reports that the inability to retain experienced case carrying staff greatly impacts the agency's ability to efficiently meet the needs of families. Median tenure of the FCCS Intake caseworker is 10 months. 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. New workers in their first year of service are only able to manage 51% of a full caseload. This high turnover rate and lack of experience results in more experienced workers becoming overwhelmed and requesting transfers to other agency departments. FCCS leadership is currently working to address caseworker turnover.

CURRENT SERVICES

According to Children Services, the agency's role is defined by both federal and state law, which establish that the safety of children is paramount, foster care is a temporary setting, permanency efforts should begin immediately after the agency receives custody of a child, and there are exceptions to the requirement of reasonable efforts to reunite a child and parent. FCCS is required to assess and investigate reports of abuse, neglect, or dependency. Abused children include those who are physically or emotionally harmed, sexually molested, or endangered by parents or other adults. A neglected child is one whose parents or guardians have abandoned him or her, or have refused to provide for the child's 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.

Children Services experienced a significant increase in the number of calls to the agency's hotline. Reports to its Child Abuse Hotline reached a record high of 31,798 in 2013 – an increase of nearly 25% since 2010. Children Services provided assistance to 30,264 children and their families through direct services by the agency's professional staff and by purchasing services from 100 provider agencies.



Almost two-fifths of the calls taken required an investigation into the allegations of abuse and neglect. The agency completed 12,381 investigations in 2013. As shown above, this is a 14.3% increase from the 10,829 annual investigations completed when the 1.9 mill levy was passed in 2004. In 2013, FCCS provided protective services for 13,622 individual family members. Also, 4,146 children were served in agency custody. Adoptions were finalized for 150 children, 350 children were matched with volunteers and mentors, and 350 older youth were helped through the transition from FCCS care and custody to being on their own as young adults.

Assessing Abuse and Neglect

Children Services has a 24-hour, seven-day a week Intake and Investigation operation that screens, assesses and investigates all reports of abuse and neglect within time frames set by law. Citizens 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 to those professionals so they are able to effectively report child abuse or maltreatment to Children Services, evaluate situations for reasonable cause to suspect child abuse, and identify the physical and behavioral indicators associated with child maltreatment.

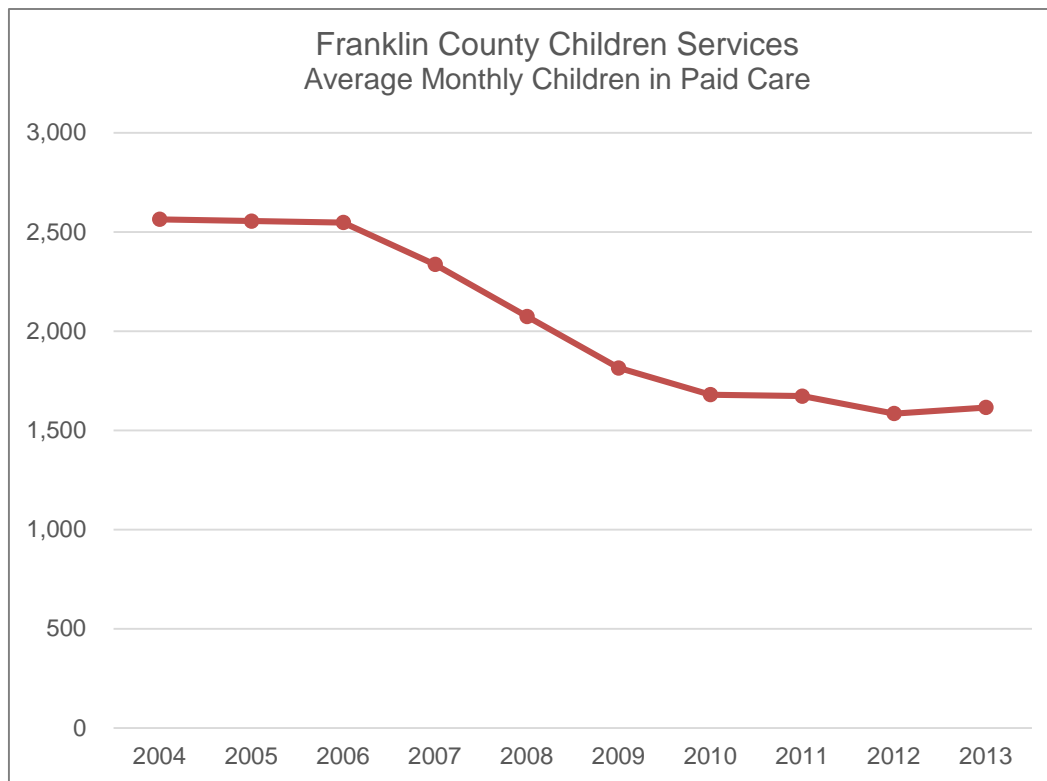
Processing a referral is the first step in Children Services' involvement with a family. At Intake, information is taken and if the referral rises to the level requiring action, a traditional investigation or an Alternative Response will begin. Since 2007, FCCS has been using a comprehensive assessment 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.

Children Services also assesses risk and safety concerns for children who may need protection because of unruliness or delinquent behaviors. At the conclusion of the investigation or Alternative Response, a decision is made on whether or not there is a need to open a case, refer the family for community-based support services, or close out the investigation without further action.

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. Over 19 years, the monthly average of children in the agency's ongoing caseload that were in FCCS' custody was 49%. In the past three years, this rate has decreased to 44.0% of the ongoing caseload. Children Services attributes the decrease to practice changes at the agency and the increase in the provision of front door preventive services.

If a child's safety cannot be maintained in the family, Children Services places children in out-of-home care following a decision made by the Franklin County Domestic Relations and Juvenile Court. When a child must be placed away from home, the agency seeks the least restrictive placement possible – with family members or other kin, or in foster homes within a reasonable distance for the parents to visit. When specialized placement services in treatment foster care or residential treatment facilities are necessary, FCCS finds the appropriate placement to meet the child's individual needs. As a result of CAPMIS and Alternative Response, FCCS has reduced the number of children in paid placement. As shown in the chart on the following page, Children Services has reduced the average number of children in paid out-of-home care by 36.7% between 2006 and 2013. The agency has done this by providing high quality front-door services that strengthen families and keep children safe in their own communities. However, the majority of children under FCCS custody who continue to be assigned to paid placements require extensive levels of services and treatment. In 2008, about 80% of all children in paid care were in foster homes, which is the least service intensive and costly type of paid care. In 2013, about 70% of all children in paid care were in foster homes. This means about 30% of children in paid placement in 2013 required more complex care in Residential Centers and Group Homes.



The goal for children in placement is for them to return home whenever safely possible. When the child cannot return to family, Children Services seeks an adoptive home or makes other permanent plans, such as the emancipation of older youth.

Permanency with Birth Families or Kinship Care

Families whose children have been removed from their care are reunified nearly 90% of the time in Franklin County. FCCS tries to keep families together whenever possible but when children must be removed, the agency looks to relatives to help provide a home. Kinship Care is when a relative or non-relative has taken over the full-time care, nurturing, and protection of a child. Kinship caregivers may include an adult who is not a blood relative but has a familiar relationship or bond with the child and/or family.

Realizing the importance of children maintaining family connections when possible, Children Services significantly expanded its Kinship Program in 2012. After the provision of foster care services was transferred to provider agencies, FCCS caseworkers were re-deployed from foster care to kinship care in the agency 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.

Adoption

In situations where birth families cannot be reunited, their 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 100,000 children waiting in foster care across the United States. FCCS was one of the pilot sites for the program in 2004 and now has three of the 185 recruiters currently working throughout the United States and Canada.

Emancipation

Children Services' Emancipation Program provides support for youth who are not able to rely on the guidance and resources of their families. Emancipation 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, emancipation 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. The Emancipation Program offers financial assistance with application fees, housing deposits, and other miscellaneous fees. Any emancipated youth who has aged out of agency custody can contact the Emancipation Program to link with services.

NOTEWORTHY ACCOMPLISHMENTS

Children Services highlighted a number of noteworthy accomplishments that were achieved in the past five years. FCCS implemented many innovative initiatives to protect children, better engage families, enhance community partnerships, ensure permanency for children, and improve the efficiency of the agency. These initiatives include:

Differential Response

Research and experience show that there is a correlation between a family's financial stress and the incidence of child abuse and domestic violence. To address the varying dynamics that are bringing increasing numbers of children to the attention of the agency, Children Services has continued the expansion of the differential response program which creates two assessment tracks in the initial intake process: the traditional track for reports of severe abuse and neglect and an Alternative Response for low-to-moderate risk cases. Launched in 2008, the Alternative Response program gives caseworkers flexibility in their approach to assessing families and providing increased front door services. The program has continued to expand with about 50.0% of the cases currently coming into Intake being assigned to the Alternative Response pathway.

Kinship Program

As previously mentioned, additional staff and material resources were added to enhance the Kinship Program in 2012. This program provides support and services to those relatives who provide care for their family member's child. Realizing the importance of children maintaining family connections when possible, FCCS significantly expanded its Kinship Program.

Dealing with Trauma

Although the numbers of protective and placement cases have not grown as rapidly as intake cases, the cases are more complex and intense, often requiring more resources than was historically necessary. To help better address child well-being, FCCS is looking at how trauma and brain development affects outcomes for abused and neglected children. Through a federal grant, Children Services will be able to work with other partners to improve access to trauma screening, trauma assessments, and linkage to behavioral health for the children they serve. This project could ultimately improve services to more than 11,000 children each year.

Youth impacted by violence

FCCS is seeing a pattern of child victims becoming juvenile offenders. The prevention of serious and violent juvenile offenses is at the core of many national and local discussions. In December 2013, Director Spinning convened a summit of service providers and community leaders from Franklin County to explore more effective ways to serve this population and to protect the community from youth violence. The solution will require a unified effort to reach at-risk youth and to build new and stronger supports tailored to their individual needs.

Ed PASS

The Partnership for Academic Student Success (Ed PASS) program is funded by FCCS and implemented by the Educational Service Center of Central Ohio. Ed PASS provides support to more than 900 students throughout Franklin County, including those attending public schools, community/charter schools, and treatment centers. Eligible students are middle school age and older who are in Children Services' custody. Now in its eighth year, Ed PASS continues to demonstrate its effectiveness. Recent outcome data indicate that nearly 90% of participating seniors graduated from high school and more than three-quarters of all grades earned for the final grading period were passing. Very few Ed PASS students had disciplinary incidents during the same time period.

Permanency Round Tables

In partnership with the Casey Family Programs, FCCS successfully implemented Permanency Round Tables (PRTs) in 2010. PRTs create a team approach for discussing and brainstorming ways to develop an individual permanency plan for youth. Outcomes thus far have been very promising with children who have had PRTs achieving permanency at twice the rate of those who have not. To help the agency continue its efforts to promote permanency for the children of Franklin County, new process tools and resources were developed for full PRT integration into daily practice.

ZERO 2 THREE

Disproportionately at risk for maltreatment, babies and toddlers comprise 25% of the children who come into agency custody. 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.

Team Decision Making

This is the third year that the agency has utilized Team Decision Making (TDM) strategy to work with families and help ensure permanency for children. 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. This is a unique child protection process that bases a child's placement on family strengths and community resources while focusing on child safety and stability. 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. Since starting in 2010, more than 1,071 youth have been served through TDMs with 70% able to remain in their own home or placed in kinship care.

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 is a 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 Prosecutor, law enforcement agencies, CHOICES for Victims of Domestic Violence, and the Alcohol, Drug, and Mental Health Board of Franklin County. 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 collaborates with the Franklin County Domestic Relations and Juvenile Court, Franklin County Prosecutor, local law enforcement agencies, the County humane society, 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.

- Children Services has entered into a cooperative agreement with the Franklin County Child Support Enforcement Agency to assist in collecting child support for youth in agency custody when appropriate. The agreement also enhances communication between the two agencies to ensure County resources are maximized.
- The agency has a cooperative agreement with the Franklin County Department of Job and Family Services to help families involved with FCCS obtain essential services and assistance to maintain children with their families. This partnership maximizes the resources of both agencies to ensure that families served by both entities receive uninterrupted services and support.
- Franklin, Cuyahoga, Lucas, Montgomery and Summit counties are participating in the Juvenile Detention Alternatives Initiative (JDAI) in Ohio. This initiative is helping jurisdictions make prudent use of secure detention, promote efficient use of resources, and support public safety. Efforts will enhance options for youth taken into custody, and expected outcomes include reducing racial disparities, improving school completion rates, and lowering re-offense rates. FCCS is one member among many involved in this program led by the Franklin County Domestic Relations and Juvenile Court. Law enforcement, social service agencies, city officials, and school officials make up some of the entities involved in JDAI.
- Based on the principle that children do better in families surrounded by a caring community, FCCS has worked with local settlement houses since 2000 in a collaboration called the Family-to-Family Program originally developed by the Annie E. Casey Foundation. FCCS contracts with the settlement houses to provide Family-to-Family services such as job assistance, academic support, parenting classes, recreational activities, neighborhood events and more. The program helps families resolve issues and strengthen ties within their communities.

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 40 years, FCCS has received revenue from either two or three separate levies at any one time, with 15 of its 16 ballot issues approved.

CURRENT MILLAGE

| Voted Millage | Effective Millage* | Year Collections Began | Duration (Years) | 2014 Collection Estimates^ |
|---------------|--------------------|------------------------|------------------|----------------------------|
| 1.9 | 1.757971 | 2005 | 10 | \$129,163,622.17 |
| 3.1 | 3.1 | 2010 | 10 | |

*Effective Residential Rate

^FCCS levy collection estimates above are for tax year 2013, collected in 2014.

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 in 1989. Collection of the current 3.1 mill levy will expire at the end of 2019. The second is a 1.9 mill levy that was first passed in 1963. The 1.9 mill levy was passed in 2004 and currently has an effective residential rate of 1.757971 mill. The combined millage of the two levies is 5.0 mill with the 2014 effective residential millage of 4.857971 mill currently being collected in Franklin County. The collection of the 1.9 mill levy expires in 2014 and is the basis of this levy request to the Board of Commissioners. The estimated revenue in 2014 for the two levies combined is \$129.2 million.

REQUESTED MILLAGE

In March 2014, Children Services requested that the Board of Commissioners place a county-wide property tax levy of 2.3 mills on the November 4, 2014 ballot. This request included a renewal of the existing 1.9 mill plus a 0.4 mill increase. After a review of the levy request and subsequent discussions, the HSLRC and FCCS 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 1.9 mill levy. Collection of the other 3.1 mill levy will expire on December 31, 2019, 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, state and federal law changes, and the economic outlook in order to determine at that time if additional resources will be necessary. On May 28, 2014, the Children Services Board passed a resolution requesting that the Franklin County Board of Commissioners place a renewal of the 1.9 mill levy for a period of 10 years on the November 4, 2014 ballot.

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 at meetings held in April and May.

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 concurs with the Children Services Board's May 28, 2014 resolution and recommends a renewal of the expiring 10-year 1.9 mill property tax levy. The recommendation is based on the "HSLRC Recommended Fiscal Plan through 2019" (see page 29). A levy renewal 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 1.9 mill 10-year levy on the November 4, 2014 ballot. The proposed levy would be effective for tax collections beginning January 1, 2015.

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. The child welfare field is faced with an ever changing environment, including new legislative mandates and service requirements. The FCCS levy book indicates 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 3.1 mill levy that expires in 2019. 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 an influx of parents seeking support from the agency or legislative changes for providing services to youth age 18 to 21. Based on the HSLRC Recommended Fiscal Plan, sufficient cash reserves would be available to meet emerging needs through 2019. Unlike the current levy cycle when the East Main Street Building was purchased for \$17.125 million in cash, the agency does not have any major capital projects on the horizon.

- 2. The HSLRC believes it is prudent to ask voters to approve a levy amount that can be sufficiently justified, given the tepid economic climate and fragile state of consumer confidence.**

The HSLRC is concerned about proposing a levy that is seen as too large given the current cash reserves held by FCCS. If the proposed levy were to be rejected by voters, Children Services would be operating without a levy that generated approximately 25% of the agency's revenue in 2013. 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 budget scenarios provided by FCCS during the levy review process did not sufficiently highlight cost savings or efficiencies that could be put in place over the life of the proposed levy. This implies that the only way FCCS can meet increasing demand for services, address changes in state and federal legislation, or provide new and innovative programming is through requesting additional levy funding.

***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.**

The HSLRC would like to acknowledge that Children Services has demonstrated fiscal responsibility by coming in under budget and maintaining a cash balance to assure financial stability since the passage of the 1.9 mill levy in 2004. The change in the agency's "Front Door" policies with CAPMIS and Alternative Response as well as their financial management practices have resulted in sufficient funding during the past 10 years and allowed FCCS to seek a renewal of the property tax levy at this time. However, the Committee recommends building budget forecasts that highlight cost savings and operational efficiencies that can be implemented over the life of the levy. Strategic thought should go into the development of ways of providing new or innovative programming that is not necessarily dependent upon supplemental funding.

FCCS should consider the cost savings that would be associated with an increase in the number of families served by Alternative Response (AR) or other appropriate paid placement alternatives. FCCS is currently at 50% of cases being assigned to AR upon intake. FCCS staff stated that it would be reasonable to assume that Franklin County could reach 65-75% of cases being assigned to AR upon intake, however none of the scenarios provided to the Committee during the levy review process have addressed the cost savings that could be realized from an increase in the number of cases assigned to AR. More importantly, the successful use of AR and the associated prevention services can provide better outcomes for children and their families by keeping them from getting further into the child welfare system.

Another goal that FCCS should address is reducing the number of paid placement days which would result in not only cost savings, but more importantly better outcomes for children in the child welfare system. The HSLRC recognizes that an increase in AR and decrease in paid placements would require additional funds for supportive services in order to protect children and strengthen their families. This increase in supportive services would still result in a net cost savings since the cost to provide these services is less than paid placements.

While developing contracts for supportive services, FCCS should explore opportunities for third party payments. With the expansion of Medicaid eligibility in Ohio and the implementation of the Affordable Care Act, uninsured parents who were once provided services with FCCS levy funds may be able to receive services paid for by Medicaid or private insurance. Children Services should establish a relationship with agencies who are Medicaid and/or insurance providers to ensure that the local levy is the payer of last resort for services.

FCCS staff should perform an internal review of currently funded community outreach initiatives cited during the levy process to ensure they are not being duplicated by other County partners and that the initiatives are truly contributing to the agency's strategic goals. For example, one HSLRC member noted that research has indicated that programs like the Choose Your Partner Carefully campaign has not had a material impact on child abuse and neglect rates. It was also pointed out during the HSLRC discussions that the FCCS initiative regarding the infant mortality rate and education about safe sleep practices is already being addressed by a number of non-profit and government agencies in the County. The Ohio Better Birth Outcomes and Greater Columbus Infant Mortality Task Force are community initiatives in this area that are providing necessary policy guidance and outreach, while the Columbus Health Department and the Franklin County Infant Safe Sleep Task Force has taken the lead in the area of safe sleep practices in Franklin County (<http://www.columbus.gov/safe-sleep-for-infants.aspx>). FCCS should direct levy resources toward initiatives that are tightly linked to their core mission of preventing child abuse and neglect. FCCS should move levy resources away from policy areas that are adequately funded by other community partners.

Issue 2: Children being abused and neglected in Franklin County

According to Children Services, their most important job is to help families protect, promote, and ensure the safety and well-being of their children. The overall child welfare goal of reducing the number of abused and neglected children was not sufficiently linked to Children Services' projections of the number of investigations and youth in custody as well the agency's budget assumptions in the levy book. The FCCS levy model presented assumes no further inroads can be made on the issue of reducing the number of abused and neglected children, and that the only option available to the agency is to address abused and neglected cases as they present themselves to the agency.

Also, the FCCS levy model did not directly address what the agency is doing to improve the outcomes of children who do end up in the child welfare system. The models presented did not consider the goal of reducing the length of stay in placement and custody or provide specific details regarding the budget implications of improving these outcomes.

Human Services Levy Review Committee Recommendation 2:

Clearly articulate the goal to reduce the number of abused and neglected children while improving the outcomes of children who enter in the child welfare system in the levy report, including a linkage to service level projections and budget assumptions.

During the levy review process, FCCS staff indicated that the further the children get into the child welfare system, the worse their outcomes. Since the ultimate goal of Children Services is to improve the outcomes of abused and neglected children in Franklin County, a detailed plan of how the agency is working to address this issue and what the successful implementation would mean to projected service levels throughout the life of the levy should be developed. The agency should also identify strategies to reduce the number of kids being abused and neglected.

The FCCS levy book did not address the agency's performance measures and progress on their outcomes. Measures that the agency is currently tracking, such as the Child and Family Services Reviews (CFSRs), should be provided in the levy request to enable the HSLRC and community to monitor the agency's progress toward their intended goals. The CFSRs ensure conformity with Federal child welfare requirements, gauge the experiences of children, youth, and families receiving child welfare services, and assist states as they enhance their capacity to help families achieve positive outcomes. A historical account of FCCS' outcome measures, not just the most recent data, would provide context for the agency's progress. The HSLRC has identified eight outcome measures that FCCS already monitors that should be tracked over the life of the levy and addressed in the agency's next levy request (see Appendix K). These include important child welfare indicators such as the percent of children not re-abused or neglected within six months and the percent of children not re-entering custody/placement within one year of discharge.

The budget assumptions should also then account for the costs savings that could be associated with meeting these goals. Children Services' recent success of reducing the number of days in paid placements has resulted in a significant reduction in the budget for Board and Care. This budget line item that once made up 62% of the budget, now represents 50% of annual expenditures. The success in the agency meeting its outcomes should be a consideration of the levy plan. FCCS could consider multiple scenarios as part of the levy planning process, such as the agency's projected worst case, best case, and most likely scenarios based on the agency's outcome data and projected service levels.

Issue 3: Child Welfare Caseworker Turnover

While the FCCS levy book and staff presentations discussed the impact of the high caseworker turnover rate and that stabilization and development is an ongoing agency objective, a detailed plan for reducing this rate was not provided to the HSLRC. The scenarios that address staff capacity and expedited training for new staff during the levy review process only addressed that these initiatives would increase the total costs for the agency.

Human Services Levy Review Committee Recommendation 3:
Develop and implement a clear, detailed plan for reducing the high caseworker turnover rate.

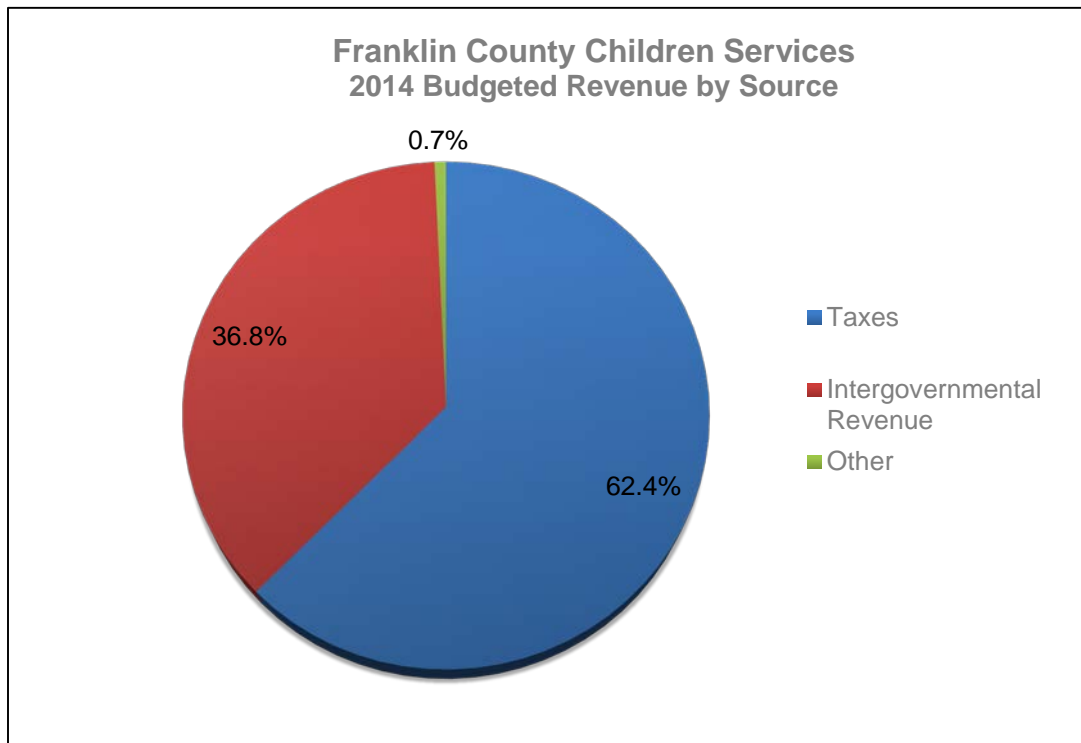
The HSLRC supports FCCS' current emphasis on addressing the issue of high caseworker turnover in the Intake Department. According to a 2014 City Limits article entitled "Looking After the Welfare of Child Welfare Workers" by Rachel Blustain, an estimated 20.0% to 40.0% of child welfare caseworkers nationwide leave their jobs every year while 90.0% of agencies report difficulty hiring and retaining qualified staff. Not only does high turnover impact employee morale, it also impacts the outcomes for children in the child welfare system. One 2005 study from Milwaukee found that children entering foster care who had only one caseworker achieved permanency three-quarters of the time, while those with two workers achieved permanency in fewer than a fifth of cases. Children who had six or seven caseworkers were almost assured to become permanent wards of the state.¹

FCCS should identify best practices and develop a detailed plan for reducing caseworker turnover. Not only should this be implemented over the next five years, they should also track and measure the success of the plan. FCCS should consider the long term impact of an efficient and experienced workforce on service levels and agency expenditures over the life of the levy. The successful implementation of an FCCS plan to address the high caseworker turnover rate should result in better outcomes and a reduced number of paid placements if permanency is more likely to be achieved as well as the costs associated hiring and training staff. Costs of staff turnover, including separation, recruitment, and training costs, are estimated to be between one-third and two-thirds of the caseworker's annual salary.²

¹ Flower, C., McDonald, J., & Sumski, M. (2005). *Review of Turnover in Milwaukee County Private Agency Child Welfare Ongoing Case Management Staff*. Retrieved from <http://louisville.edu/kent/projects/iv-e/turnoverstudy.pdf>.

² Dorch, E., McCarthy, M & Denofrio, D. (2008). Calculating child welfare separation and replacement costs. *Social Work in Public Health*. 23(6). 39-54.

OVERVIEW OF REVENUE



The main sources of non-general fund revenue in the 2014 Budget for Children Services are: Levy/local tax revenue, which represents 62.4%, and Intergovernmental Revenue, which includes Federal revenue (primarily Title IV funds) at 23.8%, State revenue at 10.7%, and Local revenue at 2.3%. As shown in the chart above, other sources of revenue include Service Fees and Charges, Miscellaneous Revenue (such as donations and gifts), and Other Financing Sources (such as the sale of fixed assets).

While developing the 2014 levy request, FCCS staff considered historical performance, current indicators and future needs. The expiring 1.9 mill levy accounts for approximately one-quarter of the agency's annual income in 2014. 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 May 28, 2014 resolution by the Children Services Board requested the Franklin County Board of Commissioners to place a renewal of the 1.9 mill levy for a period of 10 years on the November 4, 2014 ballot

The request of a renewal levy allows homeowners to retain their current rollback benefits that include the state paying up to 12.5% of their property tax bill on the 1.9 mill levy. As part of Amended Substitute House Bill 59 of the 130th Ohio General Assembly, beginning in tax year 2013, the ten and two and one-half percent rollbacks 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 1.9 mill replacement levy. Due to the economic recession, decreasing property values in Franklin County, limited new construction, and lower tax collection rates, increases that have been historically associated with a replacement of a property tax levy were minimal. While a replacement levy usually resulted in a 20.0% increase in tax receipts for Franklin County Children Services every ten years, replacing the 1.9 mill levy in 2014 is only projected to increase related receipts by 6.0%. Changes to the rollback reimbursement and added cost to taxpayers influenced FCCS's decision to base their request on a renewal levy.

FCCS Levy Request Assumptions

As previously discussed, after the initial review by the HSLRC and subsequent meetings with FCCS, the agency's request was revised to a renewal of the existing 1.9 mill levy on the basis of meeting the 90 days cash balance at the end of 5 years when Children Services' 3.1 mill levy expires. The following are the 2014 – 2019 revenue assumptions built into FCCS's 1.9 mill renewal levy request:

Local Tax Levies

- A renewal levy will be passed in 2014, collected in 2015.
- New construction in Franklin County will grow slowly and influence collections by approximately one-half percent each year.
- The State will continue to replace tangible personal property tax dollars at approximately \$2.0 million annually. This amount will not increase.

Federal Funds

- The bulk of the federal funds are entitlement dollars under the Title IV-E Program and are projected to grow at a rate of 2.0% per year.
- The agency has a five-year federal grant set to end in 2017.
- All other federal funds remain level in the projections.

State Funds

- FCCS is a host agency for the Central Ohio Regional Training Program. The income projections related to this program consider a 4.0% increase every other year.
- 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

- Annual adjustments have been projected in the child support line. A collaboration with the Franklin County Child Support Enforcement Agency is anticipated to improve child support collections.
- All other miscellaneous funds remain level in the projections

HSLRC Recommendation

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

- The 2014 revenue includes projections based on historical actuals and tax collections received through April 2014. This includes larger than anticipated revenue in the amount of \$2.2 million for reconciliation of the Protect Ohio Program.
- The 2015 property tax levy projections are based on the Franklin County Auditor's Tax Year 2013, Collection Year 2014 Property Valuation of \$26,160,709,180 and a combined residential and commercial Children Services effective rate of 4.90 mills. The projections are then based on a collection rate of 98.4%.

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 Revenue Scenarios

| | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 |
|--|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| FCCS Requested Scenario | | | | | | |
| Taxes | 111,417,210 | 114,984,632 | 115,559,556 | 116,137,353 | 116,718,040 | 117,301,630 |
| Service Fees & Charges | 952,500 | 952,500 | 952,500 | 977,500 | 1,002,500 | 1,027,500 |
| Intergovernmental Revenue | 65,752,778 | 62,245,778 | 63,084,279 | 64,004,793 | 64,875,408 | 65,106,713 |
| Miscellaneous Revenue | 330,000 | 330,000 | 330,000 | 330,000 | 330,000 | 330,000 |
| Other Financing Sources | 2,500 | 2,500 | 2,500 | 2,500 | 2,500 | 2,500 |
| Total Revenue | 178,454,988 | 178,515,411 | 179,928,834 | 181,452,146 | 182,928,448 | 183,768,344 |
| Annual Change in Revenue | | 0.0% | 0.8% | 0.8% | 0.8% | 0.5% |
| HSLRC Scenario | | | | | | |
| Taxes | 113,007,572 | 113,567,714 | 114,135,553 | 114,706,230 | 115,279,762 | 115,856,160 |
| Service Fees & Charges | 952,500 | 952,500 | 952,500 | 977,500 | 1,002,500 | 1,027,500 |
| Intergovernmental Revenue* | 64,725,400 | 63,365,107 | 64,209,204 | 65,135,343 | 66,011,611 | 66,248,597 |
| Miscellaneous Revenue | 330,000 | 330,000 | 330,000 | 330,000 | 330,000 | 330,000 |
| Other Financing Sources | 2,500 | 2,500 | 2,500 | 2,500 | 2,500 | 2,500 |
| Total Revenue | 179,017,972 | 178,217,821 | 179,629,757 | 181,151,573 | 182,626,372 | 183,464,757 |
| Annual Change in Revenue | | -0.4% | 0.8% | 0.8% | 0.8% | 0.5% |
| Difference from the FCCS Requested Scenario | | (297,590) | (299,078) | (300,573) | (302,076) | (303,586) |

*2014 includes larger than anticipated revenue in the amount of \$2.2 million for the reconciliation of the Protect Ohio Program

OVERVIEW OF EXPENDITURES

HSLRC members and staff performed a thorough analysis of the expenditures contained in Children Services' levy book proposal. Children Services divides its expenditures into five major categories: Staff Costs, 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).

Summary of FCCS Expenditures

Placement and Managed Care

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. The agency 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 50.0% 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 decrease in the number of children in care over the last decade. The rate of decline has leveled off within the last few years and FCCS projections support a modest increase to the number of children entering agency custody over the first 5 years of the levy.

The recent decline in the number of children in agency custody has limited the growth in overall agency expenditures. This decrease has kept FCCS expenditures at a very low rate of growth, which will be difficult to sustain going forward. The decline of children in paid placements resulted in a period of financial stability and minimum growth. While placement and managed care costs were decreasing at an average rate of 2.6% per year, other costs increased at an average rate of 4.8% per year. However, the net affect was an average overall increase of just 0.5% per year from 2006 to 2012.

The drivers of paid placement cost include:

- **Daily Rate** – Between 2006 and 2012, the rate paid for a day of placement increased an average of 5.0% per year. The increase in the average daily rate is a result of the increasing level of care required for children in FCCS custody.
- **Level of Care** – An increasing number of children are requiring more complex care including group home and residential services.
- **Number of Children in Placement** – During the same period, the number of placement days purchased declined by an average of 7.0% per year.

The net effect of increased rates but a lower number of children in placement led to the reduction in the overall cost of placement services.

Staff, Labor, and Benefits

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.

Support and Prevention Services

Support 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. Child 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. While costs have grown an average of 8.9% annually since 2006, it is now believed that the growth will slow at this new level. The expansion of these services helped reduce the number of children in placement.

During this levy cycle, FCCS plans to develop program options that better meet the needs of youth that have been redirected from the juvenile justice system into the child welfare system. Youth with criminal inclinations require supportive services that differ from the general population of abused and neglected children receiving services from the agency. Children Services recognizes that it will be important to develop services and skill sets to meet the unique needs of this population not traditionally served by child protection agencies.

The plight of emancipating youth has also received significant attention. Agencies, the state, and federal government are working to improve outcomes for this population. FCCS will continue to enhance services in an attempt to allow for a stable transition to independence.

Administrative Costs

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. Approximately 41.0% of these costs are fees and expenditures returned to the County. A general fee includes the state mandated support for the program for medically handicapped children. Growth in this area is projected to be less than the last five years. Some administrative expenditures have been reduced through the consolidation of facilities.

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 hopes to implement mobile technology options for staff that spend much of their time in the field. There are also plans to utilize technology to automate the many manual systems at the agency such as time and attendance, inventory control, and internal accounts management.

Capital Costs

Capital costs are projected at a minimum level to allow for major repairs to facilities and technological enhancements. No new buildings or major renovations are anticipated during the next five years.

FCCS Levy Request Assumptions

The FCCS 2014 – 2019 expenditure assumptions begin with 2013 actual expenditures as the basis for the projections for 2014. Other assumptions include:

- Staff, Labor, and Benefits Costs are projected to increase 3.0% annually.
- Placement and Managed Care Costs are projected to grow at an annual rate that combines the Consumer Price Index (CPI) and Children Service's projected growth in placement numbers. While the agency has experienced a decade of decreased expenditures, current trends at the agency and across the state indicate an increase in the number of youth in care and more intense service levels needed to meet their treatment needs. In 2013, paid placement increased 2.6%.

| | CPI | Change in Placement |
|------|-------|---------------------|
| 2015 | 2.54% | 0.93% |
| 2016 | 2.53% | 1.21% |
| 2017 | 2.55% | 1.19% |
| 2018 | 2.46% | 1.18% |
| 2019 | 2.32% | 1.16% |

- Supportive and Prevention Services are projected to increase at 2.72% annually.
- Administrative Costs are projected to increase 1.5% annually.
- Capital Expenditures are projected to increase 0.85% annually.

The FCCS expenditures by year that were included in the levy request are presented on the following page.

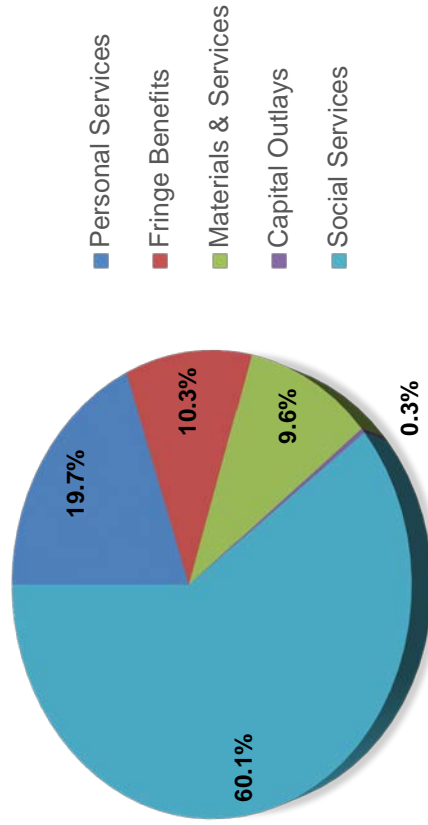
HSLRC Recommendation

The "HSLRC Recommended Fiscal Plan Through 2019" on the following page includes 2014 projections that were developed using a five year historical average of operating expenditures and actual expenditures through the 1st quarter of 2014. Also included was the 2.0% wage and benefit increase for the bargaining unit agreement that was recently

Expenditures in the FCCS Levy Request

| | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 |
|---------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| Personal Services | 34,773,829 | 35,817,044 | 36,891,555 | 37,998,302 | 39,138,251 | 40,312,398 |
| Fringe Benefits | 18,151,591 | 18,696,139 | 19,257,023 | 19,834,734 | 20,429,776 | 21,042,669 |
| Materials & Services | 17,563,185 | 17,865,357 | 18,173,173 | 18,486,749 | 18,806,205 | 19,131,663 |
| Capital Outlays | 580,000 | 584,930 | 589,902 | 594,916 | 599,973 | 605,073 |
| Social Services | 104,904,132 | 108,436,498 | 112,341,132 | 116,387,695 | 120,470,618 | 124,541,365 |
| Total Expenditures | 175,972,737 | 181,399,967 | 187,252,785 | 193,302,395 | 199,444,822 | 205,633,168 |
| Annual Change | 2.7% | 3.1% | 3.2% | 3.2% | 3.2% | 3.1% |

FCCS Requested Expenditures (2015-2019)



approved by the Children Services Board and Union to be effective retroactively to February 1, 2014, an anticipated 2.0% increase and \$500 lump sum payment for non-bargaining unit employees effective July 1, 2014, and a 3.0% increase in Placement Costs (except Managed Care) for provider contracts effective July 1, 2014. For the years 2015 – 2019 of the HSLRC recommended fiscal plan, the annual change is based on a year over year annual increase in the total budget not to exceed 2.5%.

Based on the HSLRC recommendations, the Committee believes FCCS can meet the goal of annual expenditures not increasing by more than 2.5% annually. The HSLRC would like FCCS to address the following initiatives that would have an impact on the agency's budget and improve the outcomes for those children and families in the child welfare system: stabilizing the turnover rate of case workers in the Intake Department, increasing the number of cases assigned to Alternative Response, and reducing the length of stay for kids in placement. The HSLRC feels costs could be controlled by FCCS by utilizing the number of tools they have available to reduce the number of children in placement and the length of stay for those children in placement while still maintaining child safety. The Children Services' Board and staff have the experience in determining how these recommendations can be addressed. Increased investments and additional partnerships with County social services agencies, the courts, school districts, and non-profits should also be made in services that aim to prevent children from entering the child welfare system. This shared investment is not only cost effective but also results in more successful outcomes for the children and their families. The Committee believes these are attainable goals over the five year period of this levy analysis.

Should the possible scenarios provided by FCCS during the levy review process come to fruition, such as an influx of parents seeking support from the agency or legislative changes for providing services to youth age 18 to 21, the agency can work with OMB during the annual budget process to determine what contingent funds may be necessary in excess of the annual 2.5% increase to meet the emerging need. Sufficient justification and data should be provided to support the use of the cash reserve funds at that time.

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 2019. The Committee believes this cash reserve will enable Children Services to have some flexibility in meeting unforeseen needs through 2019. The HSLRC recommends that FCCS end the requested levy cycle with a three month cash reserve of at least \$49.5 million, as indicated in the "HSLRC Recommended Fiscal Plan through 2019" on the following page.

FCCS REQUESTED AND HSLRC RECOMMENDED FISCAL PLAN THROUGH 2019

FCCS Scenario 1: Renewal Levy in 2015

| | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 |
|--|-------------|-------------|-------------|-------------|-------------|-------------|
| Beginning Cash | 123,800,378 | 126,282,629 | 123,398,072 | 116,074,122 | 104,223,872 | 87,707,498 |
| Income* | 178,454,988 | 178,515,411 | 179,928,834 | 181,452,146 | 182,928,448 | 183,768,344 |
| Expenses* | 175,972,737 | 181,399,967 | 187,252,785 | 193,302,395 | 199,444,822 | 205,633,168 |
| Ending Cash | 126,282,629 | 123,398,072 | 116,074,122 | 104,223,872 | 87,707,498 | 65,842,674 |
| Recommended Cash Balance (3 months expenses) | | | | | | 51,408,292 |
| Remaining Cash After 3 Months Expenses | | | | | | 14,434,381 |
| Annual Change in Expenses | 2.7% | 3.1% | 3.2% | 3.2% | 3.2% | 3.1% |

*As presented in the FCCS Levy Book

HSLRC Recommended Fiscal Plan Through 2019

FCCS Renewal Levy in 2015 with 2014 OMB Expenditure Projections and 2.5% Annual Increase in Expenditures*

| | | | | | | |
|--|-------------|-------------|-------------|-------------|-------------|-------------|
| Beginning Cash | 123,800,378 | 127,864,939 | 126,755,513 | 122,574,842 | 115,320,727 | 104,831,269 |
| Income | 179,017,972 | 178,217,821 | 179,629,757 | 181,151,573 | 182,626,372 | 183,464,757 |
| Expenses | 174,953,411 | 179,327,246 | 183,810,427 | 188,405,688 | 193,115,830 | 197,943,726 |
| Ending Cash | 127,864,939 | 126,755,513 | 122,574,842 | 115,320,727 | 104,831,269 | 90,352,300 |
| Recommended Cash Balance (3 months expenses) | | | | | | 49,485,932 |
| Remaining Cash After 3 Months Expenses | | | | | | 40,866,369 |
| Annual Change in Expenses | 2.1% | 2.5% | 2.5% | 2.5% | 2.5% | 2.5% |

*2014 OMB Projections are based on a five year historical average of operating expenses and actual expenses through the 1st quarter of 2014. Also included was a 2.0% wage and benefit increase based on the bargaining unit agreement retroactive to February 1, 2014, an anticipated 2.0% wage and benefit increase plus \$500 lump sum payment for non-bargaining employees effective July 1, 2014, and a 3.0% increase for Placement Costs (except Managed Care) for provider contracts effective July 1, 2014.

TAX IMPACT ON LOCAL HOUSEHOLDS

In evaluating this levy plan, the Committee considered the immediate impact of the 1.9 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. According to this analysis, the Committee determined that a 1.9 mill renewal levy with the effective millage of 1.757971 **will be no additional cost to taxpayers** if this levy is approved by voters.

Cost to Franklin County Homeowner

| | 2014 Current Levy | 2015 Proposed Levy |
|---|-------------------------|--------------------------|
| Market Value | \$100,000.00 | \$100,000.00 |
| % of Market | 35% | 35% |
| Assessed Value | \$35,000.00 | \$35,000.00 |
| Effective Millage | 1.757971 | 1.757971 |
| Gross Tax | \$61.53 | \$61.53 |
| less 10% Rollback | (\$6.15) | (\$6.15) |
| less 2.5% Rollback | (\$1.54) | (\$1.54) |
| Net Tax (Annual Cost to Homeowner) | \$53.84 | \$53.84 |
| Increased Annual Cost to Homeowner | | \$0 |

APPENDICES

- A - Resolution No. 311-99, authorizing creation of a Human Services Levy Review Committee and appointed member, Denise Bronson
- B - Resolution No. 1254-00, appointment of Jesse Hemphill
- C - Resolution No. 307-05, appointment of Nathan Wymer
- D - Resolution No. 64-06, appointment of Ken Wilson
- E - Resolution No. 728-06, appointment of James Bowman
- F - Resolution No. 88-07, appointment of Jerome Friedman
- G - Resolution No. 0239-10, appointment of Jean Carter Ryan
- H - FCCS Levy Request – Submitted by Executive Director on March 7, 2014
- I - Letter from Board of Commissioners asking the Human Services Levy Review Committee to review the FCCS levy request and provide recommendations
- J - FCCS Levy Request – Submitted by Executive Director on May 30, 2014
- K - HSLRC Recommended Outcome Measures for FCCS Levy Requests
- L - OMB Levy Budget Scenario by Line Item

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

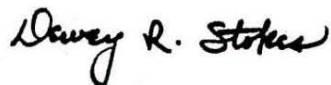
Linda J. Siefkas
Vice President and Manager – Columbus Office
Edward Howard & Company
50 West Broad Street, Suite 2200
Columbus, Ohio 43215

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

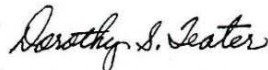
Charlene Powell, Finance Director
Franklin County Commissioners
373 S. High Street, 26th Floor
Columbus, Ohio 43215

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, PRESIDENT



DOROTHY S. TEATER



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)


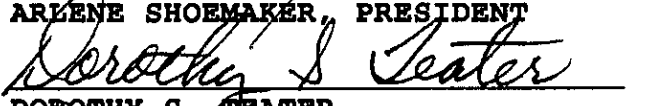
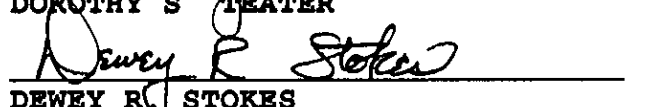
WHEREAS, a vacancy exists on the Human Services Levy Review Committee due to the resignation of William K Willis, Jr , now, therefore, upon motion of Commissioner Teater, seconded by Commissioner Stokes,

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, PRESIDENT

 DOROTHY S TEATER

 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. 307-05

April 12, 2005

RESOLUTION APPOINTING
NATHAN WYMER TO THE
HUMAN SERVICES LEVY
REVIEW COMMITTEE
(COMMISSIONERS)

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

WHEREAS, due to the resignation of Chad A. Jester, a vacancy exists on the Human Services Levy Review Committee; now, therefore, upon motion of Commissioner Stokes, 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, replacing Chad A. Jester, to serve for an indefinite term:

Nathan Wymer
3835 Wedgwood Place Drive
Powell, OH 43065
614-249-7041

Voting Aye thereon:


MARY JO KILROY, PRESIDENT


DEWEY R. STOKES


PAULA L. BROOKS
BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

RESOLUTION NO. 64-06

January 24, 2006

RESOLUTION APPOINTING KEN WILSON
AS A MEMBER OF THE HUMAN SERVICES
LEVY REVIEW COMMITTEE EFFECTIVE
January 24, 2006 (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:

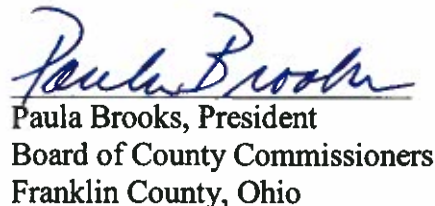
That the following person is hereby appointed to the Human Services Levy Review Committee to fill the unexpired term of Christy Saxton:

Ken Wilson
Director
Franklin County Office of Management & Budget
373 South High Street, 26th Floor
Columbus, Ohio 43215
(614) 462-4266

Voting Aye thereon:


Mary Jo Kilroy


Dewey R. Stokes


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

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:

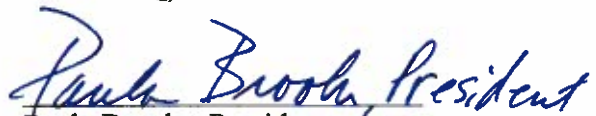
That the following person is hereby appointed to the Human Services Levy Review Committee to replace Wade Steen, effective immediately:

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:

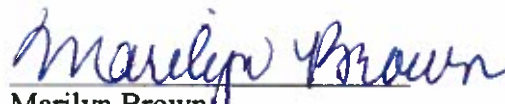
That the following person is hereby appointed to the Human Services Levy Review Committee to replace Amie Preston, effective immediately:

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



March 7, 2014

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

Dear Levy Review Committee Member:

I have attached for your review and consideration a resolution passed by Franklin County Children Services Board of Trustees on February 26, 2014. The Resolution requests Commissioner approval to place a 10-year renewal of the 1.9 mill levy that is in effect through December 31, 2014, with an increase of 0.4 mills, for a total of 2.3 mills, effective for tax collections beginning January 1, 2015 on the November 4, 2014 general election ballot. I have also attached the 2014 Levy Book for your review.

We look forward to meeting with you on March 12th and 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: Commissioners
Don Brown, Eric Janas, Kenneth Wilson, Heidi Hallas

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



FRANKLIN COUNTY CHILDREN SERVICES BOARD RESOLUTION

REQUESTING PLACEMENT OF A PROPERTY TAX LEVY FOR FRANKLIN COUNTY CHILDREN SERVICES ON THE NOVEMBER 4, 2014 GENERAL ELECTION BALLOT OF A RENEWAL OF 1.9 MILL AND AN INCREASE OF 0.4 MILL TO CONSTITUTE A 2.3 MILL LEVY FOR A 10 YEAR PERIOD, EFFECTIVE FOR TAX COLLECTIONS BEGINNING JANUARY 1, 2015

February 26, 2014

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, to ensure their safety, permanency and well-being as it carries out its mission of Protecting Children by Strengthening Families, and

WHEREAS, on December 31, 2014, one of the two levies will expire. It was approved by voters in 2004 as a 1.9 mill 10-year levy, and is currently being collected at an effective rate of 1.75 mills on residential and agricultural property, and

WHEREAS, the 1.9 mill levy currently generates more than \$46 million dollars, one-quarter of the agency's revenue, and a renewal of this levy is needed to assure that Franklin County Children Services can maintain services to more than 28,000 children and their families annually, and

WHEREAS, FCCS has implemented its service delivery model to more effectively protect children and strengthen families by providing additional programs and services, reducing the number of children who require out-of-home placement for their protection, and achieving more positive family and agency 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 1.9 mill levy in 2004, by holding down expenditures, coming in under budget, and maintaining a cash balance of at least ninety (90) days to assure financial stability, and

WHEREAS, in planning for the millage request needed to renew the expiring 1.9 mill levy with a 0.4 mill increase, a realistic model was developed based on the program outcomes and the economic outlook that affects both property tax revenue and state and federal funding, and

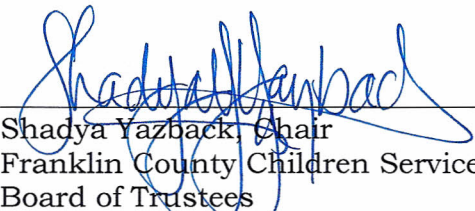
WHEREAS, Franklin County Children Services is committed to continue to explore shared funding with other systems, seek additional revenue streams, and spend no more than necessary to provide critically-needed services to abused, neglected and dependent children and their families, and

WHEREAS, the agency has conducted an extensive review of projected service needs, and a review of expenditures needed to meet those needs, and

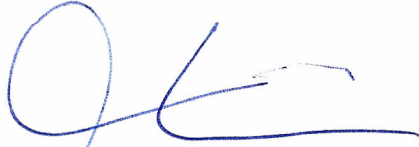
WHEREAS, FCCS has determined the amount of county tax revenues needed when combined with available state and federal revenues to maintain vital services to families and children in the future, and to perform its functions and duties as required by the Ohio Revised Code and related Ohio Administrative Code sections; and

WHEREAS, the Franklin County Children Services Board has concluded that the agency can meet its statutory mandates and manage its operations with a 2.3 mill levy.

THEREFORE be it resolved that the Franklin County Children Services Board hereby requests that the Franklin County Board of Commissioners place on the November 4, 2014 general election ballot a 10-year renewal of the 1.9 mill levy that is in effect through December 31, 2014, with an increase of 0.4 mills, for a total of 2.3 mills, effective for tax collections beginning January 1, 2015.



Shadya Yazback, Chair
Franklin County Children Services
Board of Trustees



Chip Spinning, Executive Director
Franklin County Children Services

Commissioner Marilyn Brown • Commissioner Paula Brooks • Commissioner John O'Grady
President

March 7, 2014

Jesse M. Hemphill, CPA, Chairman
Hemphill & Associates, Inc.
471 East Broad Street, Suite 1306
Columbus, Ohio 43215

Dear Chairman:

The Franklin County Children Services (FCCS) Board has submitted to the Board of Commissioners a request to seek voter approval of a 2.3 mill, 10-year levy in November 2014 includes a renewal of the existing 1.9 mill, 10-year levy due to expire in 2014 and a 0.4 mill increase. The proposed 2.3 mill replacement levy will support programs provided to abused, neglected and dependent children and youth, to ensure their safety, permanency and well-being as FCCS carries out its mission of Protecting Children by Strengthening Families.

Pursuant to Resolution No. 311-99, the Board of Commissioners is submitting FCCS Board's levy request to the Human Services Levy Review Committee (HSLRC) for a thorough financial and policy analysis. Attached are materials prepared by the FCCS Board and staff for your review. The Board of Commissioners is requesting that the HSLRC provide final recommendations regarding FCCS Board's levy request by June 25, 2014.

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, President
Franklin County Board of Commissioners

Enclosure

Cc: Commissioner Paula Brooks
Commissioner John O'Grady
Human Services Levy Review Committee members
Charles Spinning, Director, Franklin County Children Services
Kenneth Wilson, Deputy County Administrator, Resource Management
Heidi Hallas Warren, Sr. Performance Analyst 2, OMB



May 30, 2014

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

Dear Commissioner Brown:

This letter is to confirm the Franklin County Children Services Board of Trustees, at the May 28, 2014 Board of Trustees meeting, unanimously approved a resolution requesting placement of a 1.9 mill renewal property tax levy for Franklin County Children Services on the November 4, 2014 general election ballot.

On behalf of the Franklin County Children Services Board, staff and the thousands of children and families served each year, I want to express our sincere appreciation to the Franklin County Commissioners and the Human Services Levy Review Committee. Your work in carefully studying the issue and the questions you raised for our consideration were most helpful as we went about the task of determining our financial position.

Thank you for your continued support of Franklin County Children Services and our work of "Protecting Children by Strengthening Families".

Sincerely,

A handwritten signature in blue ink, appearing to read "Chip M. Spinning", written over a circular blue stamp.

Chip M. Spinning
Executive Director

cc: Commissioner Paula Brooks
Commissioner John O'Grady
Human Services Levy Review Committee members

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



**FRANKLIN COUNTY CHILDREN SERVICES BOARD
RESOLUTION
REQUESTING PLACEMENT OF A 1.9 MILL RENEWAL
PROPERTY TAX LEVY
FOR FRANKLIN COUNTY CHILDREN SERVICES
ON THE NOVMEBER 4, 2014 GENERAL ELECTION BALLOT
May 28, 2014**

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, 2014, one of the two levies, a 1.9 mill 10-year levy, which generates a quarter of the agency's operating revenue, and which was approved by voters in 2004, will expire; and

WHEREAS, more than 30,000 children and 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, reducing the number of children in out-of-home placement, 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 1.9 mill levy in 2004, by holding down expenditures, coming in under budget and maintaining a cash balance sufficient to assure financial stability; and

WHEREAS, after encouragement from community members, the Human Services Levy Review Committee, Franklin County Office of Management of Budget, and Franklin County officials, the agency has adopted a five-year projection of expenses and income to determine the final amount of its 2014 levy request; and

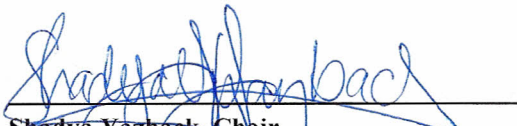
WHEREAS, the agency has a 3.1 mill levy, approved by voters in 2009, which will expire on December 31, 2019, allowing FCCS to evaluate in five years the increases expected in the number of children who will require services, the changing needs of those children and their families, potential law changes that are anticipated, and the economic outlook at that time, enabling Children Services to adjust that levy if necessary; and


WHEREAS, the agency has recently negotiated rates with its placement providers for the following three years which, when combined with the managed care contracts approved by the Board in May 2014, have historically comprised 50% of the agency's annual expenditures; and

WHEREAS, the agency has recently reached a tentative three-year labor agreement with approximately five-hundred bargaining staff members of the Federation of Franklin County Children Services employees (which is still subject to approval by the Franklin County Board of Commissioners); and

WHEREAS, based on a five-year projection of expenses and income, the Franklin County Children Services Board has concluded that the agency can meet its statutory mandates, maintain services and manage its operations through the next five years with a straight renewal of its 1.9 mill levy.

THEREFORE BE IT RESOLVED that the Franklin County Children Services Board, based on a five-year projection of expenses and income, hereby requests that the Franklin County Board of Commissioners place on the November 4, 2014 general election ballot a 10-year renewal of the 1.9 mill property tax levy that is in effect through December 31, 2014, effective for tax collections beginning on January 1, 2015.


Shadya Yazback, Chair
Franklin County Children Services Board


Charles M. Spinning, Executive Director
Franklin County Children Services

HSLRC Recommended Outcome Measures for FCCS Levy Requests

| Measure | CFSR Standard* | 2010 | 2011 | 2012 | 2013 |
|---|----------------|------|------|------|------|
| Percent of screened-in referrals going to Alternative Response (AR) units | N/A | 17.0 | 35.0 | 44.7 | 50.1 |
| Percent of children not re-abused or neglected within six months | 94.6 | 95.4 | 93.6 | 93.8 | 93.8 |
| Percent of children seen within the last 30 days^ | 90.0 | 80.0 | 81.0 | 85.2 | 86.7 |
| Percent of children not abused or neglected in foster or residential care settings | 99.68 | 99.8 | 99.7 | 99.7 | 99.7 |
| Percent of children not re-entering custody/placement within one year of discharge | 90.1 | 81.3 | 81.1 | 79.5 | 79.7 |
| Percent of timely reunifications within 12 months | 48.4 | 62.5 | 60.2 | 59.4 | 49.4 |
| Percent of adoptions within 2 years of initial custody | 36.6 | 33.7 | 28.8 | 20.8 | 32.6 |
| Percent of adoptions within 1 year of obtaining permanent court commitment (PCC) for purposes of adoption | 53.7 | 59.1 | 61.7 | 73.1 | 72.1 |

*CFSR are the Federal Child and Family Services Review Standards

^Related to CFSR Goal

OMB FCCS Levy Budget Scenario by Line Item

| | 2014* | 2015 | 2016 | 2017 | 2018 | 2019 |
|----------------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| Personal Services | 34,935,492 | 35,721,540 | 36,525,275 | 37,347,094 | 38,187,403 | 39,046,620 |
| Fringe Benefits | 18,844,321 | 19,505,234 | 20,191,899 | 20,905,397 | 21,646,855 | 22,417,448 |
| Materials & Services | 15,619,788 | 15,620,769 | 15,877,364 | 16,138,342 | 16,403,781 | 16,673,762 |
| Capital Outlays | 544,000 | 326,714 | 329,491 | 332,292 | 335,116 | 337,965 |
| Social Services | 105,009,810 | 108,152,990 | 110,886,398 | 113,682,564 | 116,542,675 | 119,467,932 |
| Total Expenses | 174,953,411 | 179,327,246 | 183,810,427 | 188,405,688 | 193,115,830 | 197,943,726 |
| Annual Change in Expenses | 2.1% | 2.5% | 2.5% | 2.5% | 2.5% | 2.5% |

*2014 OMB Projections are based on a five year historical average of operating expenses and actual expenses through the 1st quarter of 2014. Also included was a 2.0% wage and benefit increase based on the bargaining unit agreement retroactive to February 1, 2014, an anticipated 2.0% wage and benefit increase plus \$500 lump sum payment for non-bargaining employees effective July 1, 2014, and a 3.0% increase for Placement Costs (except Managed Care) for provider contracts effective July 1, 2014.

OMB Budget Assumptions

| | |
|--|--|
| Salary, Other Benefits & Personal Services Contracts | 2.25% annual increase in 2015 and beyond |
| Health Care Benefits | 4.60% annual increase in 2015 and beyond |
| Placement & Managed Care Costs | 2.93% increase in 2015, 2.50% annual increase in 2016 and beyond |
| Supportive & Prevention Services Costs | 3.40% increase in 2015, 2.70% annual increase in 2016 and beyond |
| Materials & Services | 1.50% annual increase in 2015 and beyond |
| Capital Outlays | 0.85% annual increase in 2015 and beyond |