



**DRAFT FINAL REPORT TO THE
HAMILTON COUNTY TAX LEVY REVIEW COMMITTEE**

CHILDREN'S SERVICES LEVY

MAY 20, 2011



I. EXECUTIVE SUMMARY

TATC Consulting and Management Partners, our primary contractor, are pleased to have been selected by the Hamilton County Tax Levy Review Committee to conduct a management and operations review of the Children’s Services levy. The County’s purpose for this review of operations and management of the Children’s Services Levy includes consideration of operating efficiency relative to the Department of Job and Family Services’ delivery of services, comparability to other jurisdictions, strategic planning, and reasonable expectations for future performance.

General objectives for the review include the following:

- ▶ Identify base levels of service that meet legal requirements;
- ▶ Determine compliance with, and maximization of, current and planned funding requirements;
- ▶ Determine compliance with the previous levy requirements; and,
- ▶ Recommend management or operational changes promoting cost savings and/or revenue enhancement.

In this report, we present our review and of the structure and operations of the Department of Jobs and Family Services as those operations relate to, and receive funding from, the County’s Children’s Services Levy. This report also provides an overview of the Children’s Services Division, compares Children’s Services in Hamilton County to other counties in Ohio, identifies some key operational issues, all culminating in our financial forecast for the upcoming levy period.

Two critical concerns are the resolution of the pending State audit and the relationship between work demand and staffing within Children’s Services.

- ▶ **State Audit:** This unresolved issue continues and constrains the Department. We recommend that the County permit the Department to retain the existing fund balance, restricted for use exclusively for the potential repayment of funds based on results from the State audit.
- ▶ **Staff to Work Ratios:** Children’s Services is relatively unique among Hamilton County services because of the external requirements that are placed on it. These include:
 - **Mandated Services:** Most of the services provided by Children’s Services are mandated by State law. This means that the County must provide the services,

without regard to the source of funding. As state funding reduces, the County has no choice but to assume those costs, either through the levy or through the General Fund.

- **Mandated Client Intake:** Unlike most other social service functions, Children’s Services cannot maintain a waiting list. State and federal law obligates the Department to provide services to the youth that come into the system.
- **Mandate Response Deadlines:** Not only is the Department required to take in any child who meets service intake guidelines, State law also establishes inflexible timelines by which intake and assessment must occur. The Department must, therefore, judge its staffing needs according to those intake mandates.
- **Judicial Overview:** Juvenile Court has jurisdiction over every action of the Department relating to custodial decisions. This means that the Department’s flexibility in meeting its service demands are limited, and directed, by the additional judicial processes.

Over the past several years, the Department has substantially reduced its staffing. However, work demand has not declined. Anecdotally, our project team reported issues related in interviews concerning quality and timeliness of work. So, while the Department has made a strong effort to reduce its staffing to save its resources, it is important to make certain that the staffing levels are sufficient to meet the mandates placed upon the Department.

While this project does not include a quality assessment, our project staff collected and reviewed objective data that is commonly associated with work quality, data such as work load changes, changes in response time, and repetitive work. In this analysis, we considered both the adequacy of staffing and supervision and the use of information technology as a force multiplier.

II. PROJECT SCOPE

This project supports the efforts of the Tax Levy Review Committee in their scheduled and required review of County use of funds developed from the Children’s Services Tax Levy. This review considers the operations and management of the Children’s Services Levy and includes consideration of operating efficiency relative to the Department of Job and Family Services’ delivery of services, comparability to other jurisdictions, strategic planning, and reasonable expectations for future performance.

A. BACKGROUND

Prior to County Commissioners placing a tax levy on the ballot, a “Tax Levy Review Committee”(TLRC) convenes to review the request and to advise the Commissioners. The TLRC evaluates and reports on petitions for tax levies to be placed on the ballot.

As part of its evaluation process, the Committee hires a professional consulting firm to conduct a performance review of the requesting agency. These “management and operations reviews” must analyze the target agency’s management processes, core business processes, staff utilization, client base, service quality, shortcomings and accomplishments, financial records, and other facets of operations and administration.

Hamilton County provides children’s services through a collaborative effort including formal and informal coordination between a variety of County agencies and social service providers. This programmatic review includes agencies which receive Children’s Services Levy resources in order to serve the needs of children from Hamilton County.

Hamilton County Children’s Services Division in Hamilton County Department of Job and Family Services is the local organization legally responsible for taking reports of child abuse, neglect and dependency. Following investigation of those reports, the agency acts to protect children.

The objectives of this study include:

- Compliance with Tax Levy Review Committee (TLRC) recommendations for current levy cycle;
- Comprehensive financial analysis;
- Review of levy request and prioritization of requested programming at different funding levels;
- Comparison of JFS’ operations with peer organizations; and
- Recommendations for tax levy potential cost savings, revenue enhancements, and organization or program improvements within Hamilton County and JFS assuming successful passage of the proposed tax levy.

B. WORK PLAN

The work plan for this study includes the following tasks:

Task 1: Compliance with TLRC recommendations for current levy cycle.

Determine if JFS is in compliance with the TLRC recommendations report dated July 17, 2006, specifically including:

- A. Tracking of levy funds by specific source (federal, state, or local dollars) and tracking of specific expenditures on a continuing basis;
- B. Shifting of Child Support Legal Services in-house;
- C. Status of efforts to recoup IV-E funding from the State of Ohio;
- D. Salary and retention rates for line managers within Children's Services;
- E. JFS efforts to ensure that levy dollars are spent for Hamilton County residents only;
- F. Status of the Statewide Automated Child Welfare Information System (SACWIS) implementation; and
- G. Structural reforms for JFS removal of children for situations of abuse or neglect, including, but not limited to the creation of a Citizens' Review Panel, 241-KIDS Panel, and revised standards for removal.

Task 2: Comprehensive Financial Analysis

This task relates to the capture and analysis primarily of internal financial data, the analysis of historic trends, and projections for the immediate future:

- A. List the services funded by levy dollars in the levy period of 2007-2011;
- B. Conduct a comprehensive financial analysis, including:
 - Financial results of JFS operations from 2007-2011,
 - Analysis of material variances from budgets;
 - Sources of funding;
 - History and spending of other funding received (federal, state or local dollars);
 - Sufficiency of reserves; and
 - Revenue and expense trends by line-item, and audited statements.
- C. Prepare a projected trend analysis of financial capacity for the next five years, based on historic trends which identify potential future revenues and expenditures.

Task 3: Review of levy request and prioritization at different funding levels.

- A. Prepare a matrix for the levy at different funding levels (to be decided upon by the TLRC during the review process); and
- B. Include detail on service impacts for each of these scenarios.

Task 4: Comparative Data Collection and Analysis

This task encompasses the collection of comparative data for Job and Family Services departments in other counties.

Task 5: Make recommendations for future JFS requirements upon passage of the levy.**Task 6: Prepare draft and final reports that include:**

- Recent history and overview of JFS' Children's Services operations
- Analysis of compliance with TLRC recommendations
- Financial analysis
- Possible threats or other issues to JFS during the next five years
- Comparative data and analysis
- Review of levy request for the next levy cycle at different funding levels
- Summary of principal observations and recommendations
- Appendices

III. OVERVIEW OF THE CHILDREN’S SERVICES DIVISION OF HCJFS

The Children’s Services Division of Hamilton County Job and Family Services is the local organization legally responsible for taking reports of child abuse, neglect and dependency. Following investigation of those reports, the agency acts to protect children. Key services of the HCJFS Children’s Service Division include:

- ▶ Operates 241-KIDS, Hamilton County’s 24-hour telephone line for reporting suspected abuse and neglect.
- ▶ Investigates allegations and transfers cases to Family Services – Ongoing units when children are found to be at significant risk of serious harm.
- ▶ Involves families in making decisions affecting their children with support of community partners.
- ▶ Provides services to help support families including emergency housing and parenting training, and referrals to other community partners for services such as mental health counseling or substance abuse treatment.
- ▶ Places children who cannot be safe in their homes in temporary care with relatives, foster parents or institutional settings.
- ▶ Seeks protective, temporary or permanent custody of children through Juvenile Court.
- ▶ Promotes recruitment of foster and adoptive families.
- ▶ Prepares children for adoption and arranges for post-adoption services to families.
- ▶ Provides training in independent living skills for older teens.

We provide information relating to the various service delivery units of Children’s Services later in this chapter.

In addition to the Children’s Services Division, other County agencies have received Children’s Services Levy resources to provide services to children in need. In the past, these agencies have included the following:

- ▶ **Juvenile Court Hillcrest Training School** – The School is operated by Hamilton County Juvenile Court to treat adolescents with a history of juvenile delinquency including misdemeanors and felonies. Most youth placed at Hillcrest have had at least one felony adjudication. The Hillcrest treatment program consists of a residential and aftercare phase, each being approximately six months. The Hillcrest Training School treatment program consists of three tracks: youthful offenders who have sexually abused others; youthful offenders who have abused alcohol and other drugs; and, youthful offenders who have disruptive behavior disorders. The treatment programs are empirically based and have been evaluated and sanctioned by outside experts. ***Where previously funded with Levy dollars, this program no longer receives levy proceeds.***

- ▶ **Juvenile Court Dependency** – Appointed Magistrates make recommendations to Judges. Eight magistrates appointed by Hamilton County Juvenile Court Judges preside over child abuse, neglect, and dependency cases. Magistrates conduct hearings and make decisions. A party may challenge the Magistrate's decision by filing objections requesting a judge to review the decision. As part of this project, we met with representatives of the Juvenile Court to discuss the Court's operations and the working relationship between the Court and JFS.

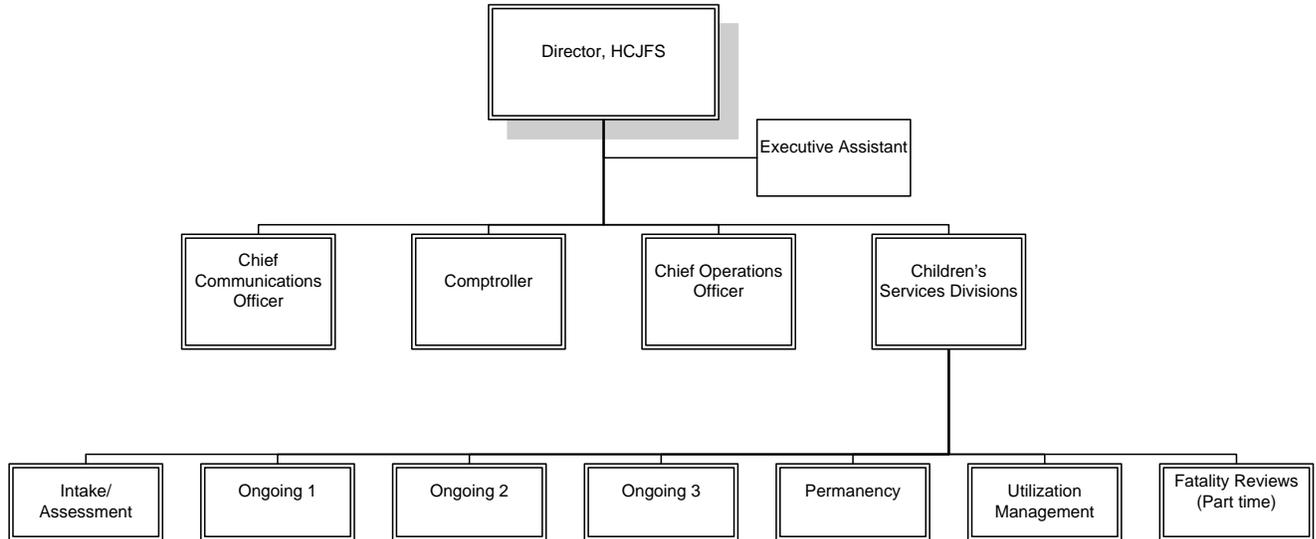
- ▶ **Guardian Ad Litem - Youth Advocates** – Child abuse, neglect and dependency cases begin in Hamilton County Juvenile Court on the day the complaint is filed. A Guardian Ad Litem from the Hamilton County Public Defender's Office represents the child in the proceedings. Function also includes Social Workers. ***Where previously funded with Levy dollars, this program no longer receives levy proceeds.***

- ▶ **Legal Services of the Prosecutor** – Assistant prosecuting attorneys advise Children's Services. The Hamilton County Prosecuting Attorney's Office has assigned attorneys to handle Children's Services cases for Hamilton County Job and Family Services (HCJFS).

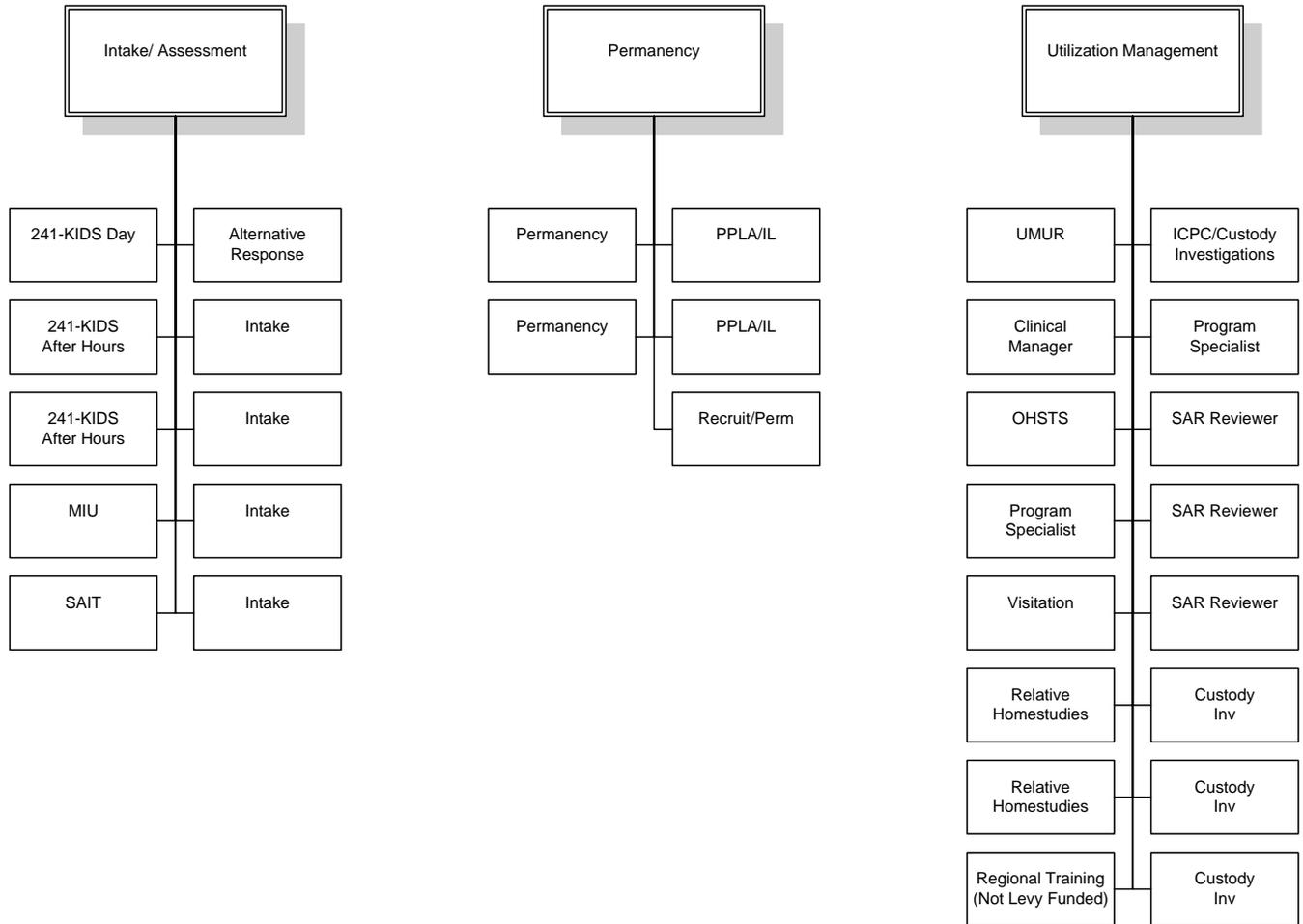
A. ORGANIZATION OF JFS AND CHILDREN'S SERVICES

The tables on the following pages present the high level organizational structure of the Department of Jobs and Family Services and of the Children's Services Division:

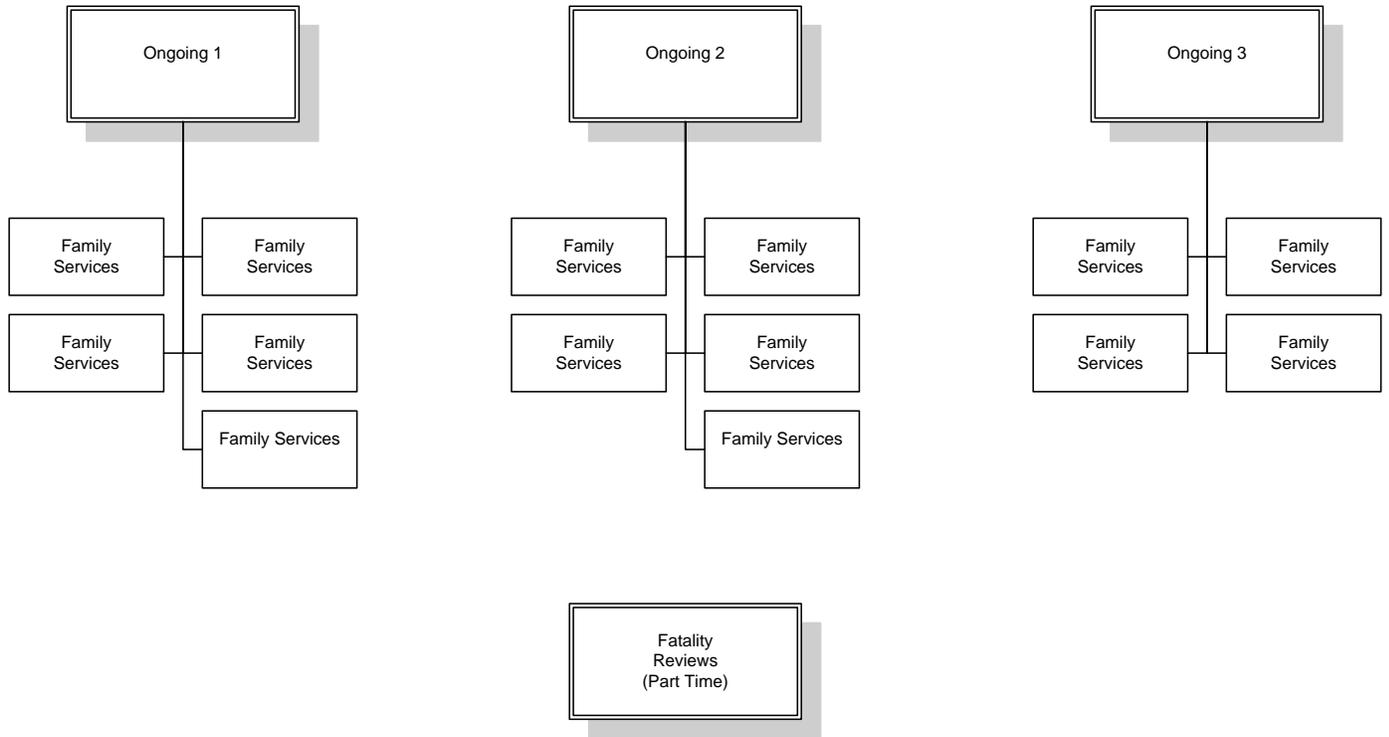
ORGANIZATION CHART 1: DIRECT REPORTS TO THE DIRECTOR, HCJFS



ORGANIZATION CHART 2: ORGANIZATION OF CHILDREN’S SERVICES, PART ONE



ORGANIZATION CHART 3: ORGANIZATION OF CHILDREN’S SERVICES, PART TWO



B. PRINCIPAL OPERATIONS

The following presents our overview of the Children’s Services functions funded by the Children’s Services levy. In this report, we provide a summary of each program and indicate additional analysis which we are performing. Later in this report, we include several operational recommendations based on our analysis.

▶ INTAKE AND ASSESSMENT: 241-KIDS

241-KIDS is the hotline that receives all allegations of child abuse. Every allegation that is investigated comes through the hotline which operates 24-hours a day and which serves as report intake regardless of source. There are three shifts of screeners for the 24-hours.

Screeners take calls and use a state-mandated guideline to screen incoming calls. Any information received during the screening process is entered directly into SACWIS (Statewide Automated Child Welfare Information System) during the phone call.

The screening procedure determines whether or not the call rises to the level of an allegation. If it is determined that it is an allegation, the screener assigns it a priority number based on the severity. Priority 1 allegations must have caseworker visit within one hour of the call, priority 2 must have a visit within 24 hours, and priority 3 must have a visit within 72 hours. The assignment of priorities is a judgment call by the screener; if the screener has questions, the shift manager is available to assist.

Due to the nature of priority 1 calls and the fact that there are no caseworkers onsite during the third shift, the screener will leave to make the visit within the one hour timeframe, leaving the call center one screener short for that time.

▶ INTAKE AND ASSESSMENT: MIU/SAIT

The MIU and SAIT handle cases involving sexual abuse, severe physical abuse, severe neglect and psychiatric cases. They are stationed in the Mayerson Center at Children’s Hospital approximately three miles from the Hamilton County Jobs and Family Services building. Due to the types of cases for which they are responsible, placement at the hospital helps them address new cases immediately and allows direct access to police and medical workers that also might be involved in the case.

Cases are either assigned to the units by screeners in 241-KIDS or when a case arrives at the hospital the intake unit case worker will call the case into 241-KIDS to be screened. All incoming cases must go through the screening process at 241-KIDS. Once a case has been

assigned to a caseworker in the intake unit, the caseworker has up to 30 days to make a disposition on the allegation. Options for dispositions are: substantiated (allegation is proven), unsubstantiated (allegation is unproven), and indicated (can't prove allegation but feel it has merit). If needed, a caseworker can apply for a 15-day extension to determine a disposition. The 30-day window (and 15-day extension) is a federal mandate that, as indicated in interviews, caseworkers are meeting. Documentation known as CAPMIS tools is used throughout the case to help the caseworker make a determination.

In order to determine a disposition caseworkers hold independent interviews with all involved parties – children, parents/guardians/adults in the child's life, police, hospital staff, Hamilton County prosecutors, other Community Partners or professionals, and others deemed necessary. After determining a disposition, the file is sent on to the supervisor for review. If after the determination of a disposition and supervisor review there is deemed to be risk factors around the child, the case is then transferred to the Ongoing units. Interviews indicated that there is a bottleneck when transferring cases to Ongoing, though there is a good working relationship between the units when cases do get transferred. If it is found that a child needs to be placed with a foster family, Utilization Management is contacted in order to get a referral for where to place the child.

Data collected by caseworkers is entered into SACWIS for each case, including demographics of those involved, the date the case was called into 241-KIDs, who was interviewed, interview notes etc. SACWIS data is often used by supervisors in order to make sure that mandated activities are done within the timeframe.

Due to the nature of the cases these units handle, they also participate in child-abuse team discussions, crisis team meetings for fatalities, attend an extra 40-hour forensic interview training, and a go through hospital systems training.

► **INTAKE AND ASSESSMENT: Alternative Response**

In 2010, Hamilton County Children's Services became one of 25 counties to participate in the Ohio Alternative Response Pilot Project. The Alternative Response unit provides a collaborative approach to traditional child welfare investigation by allowing case managers to support families and children through a individualized approach to intervention and targeted supportive services designed to keep children and families unified, thereby reducing the need for foster care and associated expenditures.

Alternative Response is comprised of five case workers, an intake investigator and a unit supervisor. The goals of the team include increased child safety and well-being, reducing repeat cases of abuse or neglect, lowering placement rates of children in foster care, and reducing costs. Since program inception in October 2010 the Unit has handled 217 cases. Screening into the Alternative Response Program is limited to cases that do not involve physical or sexual abuse, or cases where children have, or are likely to be removed from the home.

The Alternative Response model is a widely regarded as a superior approach to providing children services through intensive involvement of all parties. It has had proven success in many different environments.

▶ **INTAKE AND ASSESSMENT: Intake Units**

These units perform similar functions as MIU/SAIT, with a different set of cases (the non-severe physical/mental abuse and neglect). The main function of the unit is to receive allegations from 241-KIDS, determine dispositions, and then transfer the case to Ongoing.

Including determination of dispositions of new allegations (which interviews indicate are being done in the mandated 30-45 day timeframe) staff also help families create a safe home environment by partnering with local social service agency providers. However, as was indicated during the interviews, there are fewer providers as the economy has worsened, making it more difficult and time consuming for the staff to find new resources.

Supervisors are responsible for making sure that information is entered into SACWIS, tasks are completed on time, and documentation is complete. They also are responsible for case evaluation and now have a rotation as a manager for the 241-KIDS hotline. Supervisors also are now responsible for training caseworkers.

These units perform similar functions as MIU/SAIT, just with a different set of cases (the non-severe physical/mental abuse and neglect). Receiving allegations from 241-KIDS and determining dispositions in order to hand off the case to Ongoing is the main function.

▶ **PERMANENCY**

Permanency Unit staff are responsible for adoptions and preparing older youth for independent living and emancipation from the Children’s Services system once a child reaches the age of 18 years of age. The unit consists of two sections devoted to adoptions, two sections of staff who are responsible for monitoring children with a custody status of Planned Permancy Living Arrangement (PPLA), and one section devoted to Adoption Recruitment. Adoption sections include 13 staff; PPLA/IL sections include 16 staff. The Adoption Recruitment unit consists of 7 staff and a surpervisorwho is responsible for unit operations and management.

▶ **UTILIZATION MANAGEMENT: Utilization Management**

Utilization Management works with case managers and providers to determine appropriate levels of care and secure services, based on the type of care requirements determined, in a timely manner. The Unit is staffed by 7 full-time care managers, a care manager who also serves as liaison to the Ohio Choice Program, and a program specialist. Level of care placements include making service determinations, setting authorization period (30 days to six months), and conducting periodic assessments of service outcomes and on-going need.

In addition to level of care and placement, Utilization Management staff are responsible for review and approval of provider payments and changes to approved levels of care based on input from providers and case workers about progress and ongoing needs of the child.

The table below shows a summary, as of February 2011, of Utilization Management contracts by type.

Provider Type	Number
Crisis Stabilization	1
Foster Care/Therapeutic Living Facility	25
Group Home	15
Independent Living Facility	5
Residential Facility	26
Total	72

► **UTILIZATION MANAGEMENT: Facilitation**

Conference facilitations occur for a variety of reasons, generally when a caseworker asks to hold a family conference to discuss custody, termination of parental rights, permanent plan living arrangements, safety concerns, voluntary agreement care and permanent surrender in order to bring about solutions for the child’s safety. Conferences are also held to meet Protect Ohio requirements, which deem every fifth case transferred from Intake to Ongoing must have a conference within the first 30 days after transfer and every 90 days after that until the case is closed.

The result of a family conference is the development of a case plan to help guide the process of ensuring a child’s safety while the case works its way through the system. Each facilitator, of which there are currently three, produces a document that describes the strengths and weaknesses, services available, individuals involved, family and school dynamics, and any agency concerns. Each plan developed is signed off on by those that attend the facilitation. The contents of this document are then entered into SACWIS and the Team Decision Model database.

Family conferences are a non-mandated JFS best practice that, as indicated in the interview, are used as a check and balance on case worker decision making to provide accountability.

► **UTILIZATION MANAGEMENT: Out-of-Home Care**

Out-of-home care investigations involve those cases dealing with professionals (non-family related allegations) including but not limited to teachers, child-care workers, bus drivers, foster

parents, and similar situations. Similar to other intake units, they have 30 days to investigate an allegation and interviews indicate that they are meeting this time constraint.

Out-of-home care investigations involve interviewing the parties involved and determining a disposition for the allegation using a guideline/safety assessment tool that was created and mandated by the state of Ohio. During investigations, caseworkers handwrite their notes then enter the information into SACWIS. Interviews indicate that the caseworkers would prefer to electronically input the data immediately.

The interviews also indicate that training is falling upon the supervisors, even though they still have the Southwest Regional training facility.

► **UTILIZATION MANAGEMENT: Semi-Annual Review (SAR)**

Semi-annual reviews (SAR) are state mandated and occur every six months for any court-involved case (usually custody or protective order cases). For each review a template of what to discuss is filled out with narrative procured during the review and entered into SACWIS. This narrative is then sent onto the court. SAR ends when the case leaves the court system.

The reviews address safety threats, the protective capacity of the guardians, why the children might still be vulnerable, update progress on the case, and to plan out for the next six months with the goal of reunification (or adoption).

Each reviewer is responsible for preparing the documents to be sent to court, make sure they are submitted in a timely manner, and their own scheduling of interviews. Each month a report is generated from SACWIS that shows what new, unassigned court cases there are that need a SAR scheduled as well as ongoing cases that need a SAR scheduled.

Each reviewer is also responsible for notifying the parties that must be at the SAR. This is done by pulling contact information from SACWIS, though interviews indicated that this contact information is not always up to date and the reviewer may have to spend time finding up to date information. Interviews indicate that reviewers notify attendees via mailed letters 30 days in advance of the meeting.

► **UTILIZATION MANAGEMENT: Custody Investigations**

A custody investigation is done as a courtesy to the court when requested by a magistrate, it is not a mandated activity. Custody investigations are performed to determine whether or not a person or persons is fit to have custody of a child or children. Because it is not a state mandated activity, all policies, procedure, and reporting tools were created by Hamilton County JFS.

In addition to doing custody investigations for local cases that are requested by a magistrate, JFS also performs custody investigations for out-of-town inquiries (OTI), kinship permanency incentive (KPI) (which the upcoming State budget identifies for probably elimination), and interstate compact home study. OTIs arise when the case does not originate in Hamilton County but the petitioner lives in Hamilton County. A KPI occurs when a person already has custody of a child but agrees to a custody investigation because they get a cash incentive to do so. Interstate compact home studies arise when another state has custody of a child and wants to place that child in Ohio. Interstate compact home studies are federally mandated and limited to an 8-week time period.

Custody investigations consist of interviews with the petitioners, background checks at the local, state, and federal level, as well as a home walkthrough. The petitioner is responsible for showing up at JFS to get their fingerprint scanned. The time given to do a custody investigation is set by the magistrate, and therefore differs with each case, but interviews indicate it generally takes 8-10 weeks to perform a custody investigation.

The result of a custody investigation is a custody investigation report, a simple word document that is produced after taking handwritten notes during interviews and house visits. The investigative report includes a recommendation to the magistrate as to whether the investigator believes the petitioner is fit to have custody of the child(ren).

► **ON-GOING: Children's Services**

The Ongoing Unit handles the majority of Children's Services cases. Approximately 70% of the ongoing caseload is comprised of children remaining in their homes with the remaining 30% comprised of children in foster care. Ongoing cases require extensive case management by staff in three Ongoing Sections comprised of 14 units, and totaling 103FTE staff. Ongoing case managers are responsible for active supervision and monitoring of all children who are under the temporary custody of Children's Services until they are either reunified with a parent or guardian, or transferred to the Permanency unit. Responsibilities of case managers include monthly mandated visits to children in the foster care setting, arranging visits with parents, assessing the needs of children's and parents, monitoring safety plans and functioning as a point of contact for foster care providers and other service providers.

Many Ongoing cases are court involved, requiring a case manager to spend anywhere from 2 to 6 hours per week in required hearings. Additionally, case activity log notes and data entries can only be accomplished from Children's Services offices. While anecdotal comments received from staff indicate that large amounts of time is spent away from the office, data input and required case note entries are delayed until the case manager returns to complete case note entries.

C. WORK LOAD OVERVIEW

In this section, we present the history of Children’s Services staffing and work load during the previous levy period.

► Staffing

The following table presents the staffing for Children’s Services between 2006 and 2011. It shows two important characteristics. The first is the reduction in actual staff, both during respective fiscal years and over the six year period. Second, it reflects organizational changes within the Division. These changes have occurred in order to maintain organizational structure and efficiency in a declining workforce.

For the most part, the organizational changes reflected in the staffing table represent either the elimination of work functions or the combination of work to minimize management and supervisory requirements. The one notable exception to this is the administrative staffing. The staffing table shows the elimination of administrative support staff in 2007. This is not actually the case. Instead, JFS combined all of the administrative staff from its various divisions into a single work unit as it reduced administrative staff. Now, the Department distributes administrative costs for support on the basis of full time equivalent employees. Department-wide, the number of positions relating to administrative support is substantially smaller in 2011 than in 2006.

demand results in a higher average case load per employee. This, in turn, raises the prospects of longer service response times, reduced attention to individual needs, and the risk of greater errors. As we discuss later in this report, this increase in work demand per staff appears to contribute also to higher staff stress, more leave use, and a resulting further reduction in work productivity.

Children’s Services Work Volume, 2006-10

	2006	2007	2008	2009	2010
Facilitations		984.0	1,311.0	1,150.0	1,375.0
Intake Total Children					13,373.0
Intake Total Families					5,690.0
Intake Average Case Load					26.8
241-KIDS Calls Received	67,036.0	66,486.0	67,113.0	65,169.0	66,207.0
241-KIDS Total Number of Intakes	7,571.0	7,774.0	7,068.0	6,150.0	6,247.0
241-KIDS Children Served	9,885.0	10,200.0	9,326.0	8,127.0	8,327.0
Custody - Investigations			340.0	257*	308.0
Custody - Out of Town Inquiries			56.0	58*	53.0
Custody- ICPC Home Studies			41.0		52.0
Custody- Kinship Home Studies			165.0	120*	172.0
Custody - Total Activity			602.0	435*	585.0
* 2009 custody data includes only 9 mos.					
Permancy - Adoptions Finalized		135.0	113.0	92.0	105.0
Permancy - Foster to Adopt Finalizations		90.0	67.0	75.0	83.0
Permancy - Stranger Adoptions		28.0	34.0	14.0	21.0
Permancy - Relative Adoptions		17.0	12.0	3.0	1.0
Permancy - PPLA/Semi Independent Living		82.0	82.0	88.0	88.0
Permancy - Children Reunified with Parents or Legal Guardian			312.0	369.0	252.0
Permancy - Total Caseload			507.0	549.0	445.0
Permancy - Adoption & PPLA Cases per FTE			10.6	13.1	11.7
On-going - Children in Custody			2,090.0	2,113.0	2,032.0
On-going - Children per Staff			12.7	17.0	20.1

D. OVERVIEW OF STRATEGIC PLANNING

Strategic planning for Children’s Services is incorporated into the Job and Family Services organization-wide strategic plan completed in 2009. The plan articulates goals and strategies for guiding and directing the work of Children’s Services and other JFS division operations in through a unified vision and mission of providing social services in a cost effective manner to Hamilton County’s children and families.

Additionally, the strategic plan includes an Implementation Action Plan providing a framework for supporting activities, lead responsibility, additional resources, target completion dates and status notes for each each of strategy. Since completion of the strategic plan, loss of staff and subsequent organizational realignment, strategies from the original Implementation Action Plan have been consolidated and condensed.

The current version of the Implementation Action Plan used by JFS managers is a revised version that combines actions and activities previously included in multiple strategies. Although changes to the organization of the Implementation Action Plan resulted in elimination of stated strategies for each of the five strategic planning goals, many of the strategies are included as action steps.

JFS managers indicate that the majority of the Action Plan steps are underway, as indicated in the table below:

Implementation Step	Owner	Status		
		Complete	Underway	Not Started
Goal A: Provide excellent customer service by being responsible, reliable and compassionate.				
1. Identify critical internal and mandated work processes and realistic process timeliness expectations and communicate to all staff.	B. Gregg		✓	
2. Identify and inventory existing service access points, determine obstacles to timely service (wait times, hold times, etc.) and develop new programs and tools to enhance access to services where a need exists.	B. Gregg		✓	
3. Communicate to staff and consumers, customer service expectations.	B. Gregg	✓		
4. Develop a customized customer service training program tailored to meet HCJFS needs.	B. Gregg	✓		
5. Incorporate customer service standards into existing and future service contracts.	M. Miller		✓	
6. Develop a supervisor protocol defining customer service monitoring expectations by program.	B. Gregg			✓
7. Annually monitor and evaluate customer/staff interactions to ensure standards are followed.	B. Gregg			✓
8. Evaluate the success of meeting timeliness goals (by division and service) annually and make adjustments accordingly.	B. Gregg			✓
Goal B: HCJFS will ensure spending remains within allocations and the overall budget to support mandated strategic local priorities.				
1. Identify and evaluate all mandated and discretionary programs and services, prioritize and eliminate discretionary programs as determined.	M. Miller		✓	
2. Evaluate staffing levels in all program areas within the confines of the budget, identify and reassign or eliminate	M. Miller		✓	

Implementation Step	Owner	Status		
		Complete	Underway	Not Started
positions as appropriate and monitor and adjust staffing levels as necessary.				
3. Evaluate purchasing protocols, develop new procedures as needed, notify staff of changes.	M. Miller		✓	
4. Evaluate accounting and reporting procedures for contractual partners and sub recipients, revise to achieve financial transparency, communicate changes to partners and sub recipients.	M. Miller	✓		
5. Prioritize Children’s Services programs within the confines of anticipated revenue; develop alternatives for decreasing expenditures and/or increasing revenue; educate key internal and external audiences about the impact of funding on Children’s Service programs.	M. Miller		✓	
6. Annually evaluate the savings and other impacts associated with program eliminations.	M. Miller		✓	
Goal C: Ensure delivery of mandates within the limits of available resources.				
1. Identify all current mandates at the local, federal and state levels, and determine at what service levels they must be provided.	T. McCartney		✓	
2. Complete a risk assessment to identify the specific consequences of not meeting an existing or anticipated mandate (fiscal, legal and public relations issues).	T. McCartney		✓	
3. Prioritize mandated programs according to risk assessment.	T. McCartney			
4. Conduct a gap analysis to match available resources to identified mandates.	T. McCartney		✓	
5. Identify community partners that can fill service delivery gaps and negotiate a plan for providing those services.	T. McCartney		✓	
6. Annually evaluate mandates and resources to meet those mandates; adjust as necessary.	T. McCartney	✓		
Goal D: HCJFS will effectively utilize resources and partnerships to meet the growing needs of the community.				
1. Identify and evaluate community need versus existing services.	T. McCartney	✓		
2. Develop realignment and staff reallocation scenarios based on community need and resource allocation projections.	T. McCartney		✓	
3. Meet with existing community partners	T.		✓	

Implementation Step	Owner	Status		
		Complete	Underway	Not Started
and new service providers and explore approaches to increasing service delivery collaborations.	McCartney/ M. Weir			
4. Identify the services best suited for various types of non-traditional delivery methods (e.g., web access and substations), implement new delivery and communicate changes to the public to increase use.	T. McCartney/B. Gregg		✓	
5. Communicate regularly with key decision makers about resource levels versus need and the necessity of employing all resources and partnerships to achieve goals.	M. Weir	✓		
6. Annually evaluate service delivery methods, resource utilization and effectiveness of partnerships.	T. McCartney		✓	
Goal E: Employees are provided with the tools, skills, training and support required to perform; are held accountable for meeting performance expectations; and are recognized for their contributions to the organization.				
1. Develop annual skill enhancement and professional development goals and requirements for major job classifications.	T. McCartney		✓	
2. Establish and benchmark employee performance goals that support agency, division and section mandates and work plans.	T. McCartney		✓	
3. Identify, prioritize and fund required work space and technology improvements.	T. McCartney		✓	
4. Implement workflow and operational service improvements.	T. McCartney		✓	
5. Regularly solicit suggestions, tips and useful information from employees at all levels of the organization and initiate efforts to communicate employee successes and best practices.	B. Gregg		✓	
6. Inventory, assess and develop indicators of organizational inclusion, including efforts to engage employees in decision making processes.	B. Gregg			
7. Develop ways to recognize employees for good work on an ongoing and annual basis.	B. Gregg		✓	
8. Annually evaluate the success of employee recognition initiatives, and modify as needed.	B. Gregg			✓

Accomplishments resulting from implementation of the strategic plan, as reported by JFS staff, include:

- Customer service training for all employees; networked based delivery of foster care service (a change from a service model that included Agency foster care prior to 2010)
- Workflow tool that allows for day-to-day staffing realignments to meet service demands and mandates with reduced staffing levels, and
- Online service center complete with forms, contact information and applications for JFS services

E. IMPLEMENTATION OF PREVIOUS RECOMMENDATIONS

We present our observations of the Department’s implementation of the 2006 recommendations of the Tax Levy Review committee in the following table:

PRIOR RECOMMENDATION	STATUS
Tracking of levy funds by specific source (federal, state, or local dollars) and tracking of specific expenditures on a continuing basis	Our observation of the Department is that it inappropriately tracks funding by source and expenditures. However, a county-wide change in budgeting and financial reporting has caused JFS to compress its operational programs, limiting the ability to track to previous levels of detail.
Shifting of Child Support Legal Services in-house	This shift has occurred. Interviews indicate satisfaction with the effect of the change and the Department’s desire to extend this transfer.
Status of efforts to recoup IV-E funding from the State of Ohio	Given the substantial reductions that are occurring at the state level, our review indicates that JFS is seeking to maximize recovery.
Salary and retention rates for line managers within Children’s Services	This was accomplished. However, the substantial reductions in staffing and the need to restrain salary increases over the past several years has diminished the impact of this change.
JFS efforts to ensure that levy dollars are spent for Hamilton County residents only	Our interviews indicate that JFS is doing this.
Status of the Statewide Automated Child Welfare Information System (SACWIC) implementation	This is now implemented, and the Department is making a concerted effort to work with the State to improve the system.
Structural reforms for JFS removal of children for situations of abuse or neglect, including, but not limited to the creation of a Citizens’ Review Panel, 241-KIDS Panel, and revised standards for removal	JFS has an on-going program to improve its ability to serve children and families. Budget reductions over the past several years have limited the ability of JFS to implement new programs and activities.

IV. COMPARATIVE ANALYSIS

In this section of the report, we compare the Hamilton County Children’s Services with a peer group of six other Ohio counties. This group includes Clermont, Cuyahoga, Franklin, Lucas, Montgomery, and Summit Counties. The comparative metrics include governance structure, work volume (clients served) and financial position (program revenues and expenses).

In order to standardize data collection, we started by obtaining information for each County from the Statewide Automated Child Welfare Information System (SACWIS), used by the State of Ohio and all counties database. The Information Technology staff of JFS assisted with the SACWIS data collection. While it is often perceived within the Department that the SACWIS application has some operational deficiencies, the system is, nonetheless, the mandated reporting system for the State. It is, therefore, the most reliable common data source. We supplemented the SACWIS data with composite information from the Public Children Services Association of Ohio (PCSAO). We did not independently verify the information; rather, we rely on the integrity of county reporting based on standard terms and definitions. We include the detailed comparative data in an attachment to the report.

The key observations from the comparative analysis, include the following:

► GOVERNANCE

As shown in the tables below, the seven comparative counties demonstrate a mix of organizational types, ranging from mixed service departments such as Hamilton County to single purpose agencies such as Franklin County. Additionally, the counties use a variety of financing mechanisms, although all but one use some form of a dedicated Children’s Services levy. Observations drawn from the following tables include:

- Only Clermont County shares the same organizational option as Hamilton County. This is generally referred to as a “triple-combined” option because of the range of primary responsibility areas in the organization.
- With the exception of Cuyahoga County, all of the counties in our peer group make use of a separate Children’s Services levy; Franklin and Lucas counties utilize multiple levies.
- The length and millage of Hamilton County’s levy is approximately average when compared with the peers, though it has the highest total yield and annual average yield.
- The ratios of cases per worker vary across the counties. Hamilton County provides staff resources in line with Public Children Services Association of Ohio standards for new investigations per worker, though the number of ongoing cases per worker is slightly higher than the PCSAO standard. However, Hamilton County is in line with peer group averages, as each peer is near or exceeds the PCSAO standard.

The following tables highlight governance and organization:

Children's Services Organizational Structure	Clermont	Cuyahoga	Franklin	Hamilton	Lucas	Montgomery	Summit
County Department of Job and Family Services (CDJFS)	X	X		X		X	
Child Support Enforcement Agency (CSEA)	X			X			
Public Children Services Agency (PCSA)	X		X	X	X		X

Children's Services Levy Use	Clermont	Cuyahoga	Franklin*	Hamilton	Lucas*	Montgomery	Summit
Levy	Yes	No	Yes	Yes	Yes	Yes	Yes
Length (years)	5		10	5	5	8	6
Millage	0.80		5.00	2.77	2.40	15.85	2.25
Total Yield (in '000s)	\$3,600		\$129,000	\$208,923	\$18,100	\$128,000	\$176,563
Average Annual Yield (in '000s)	\$720		\$12,900	\$41,784	\$3,620	\$16,000	\$29,427

*Uses multiple levies

Children's Services Staffing*	Clermont	Cuyahoga	Franklin	Hamilton	Lucas	Montgomery	Summit	Average
New Investigations per Worker (PCSAO Standard = 12)	10	12	15	12	9	8	12	11
Ongoing Investigations per Worker (PCSAO Standard = 13)	14	13	15	15	14	12	15	14

*Data only available from PCSAO for 2008

► **WORK VOLUME**

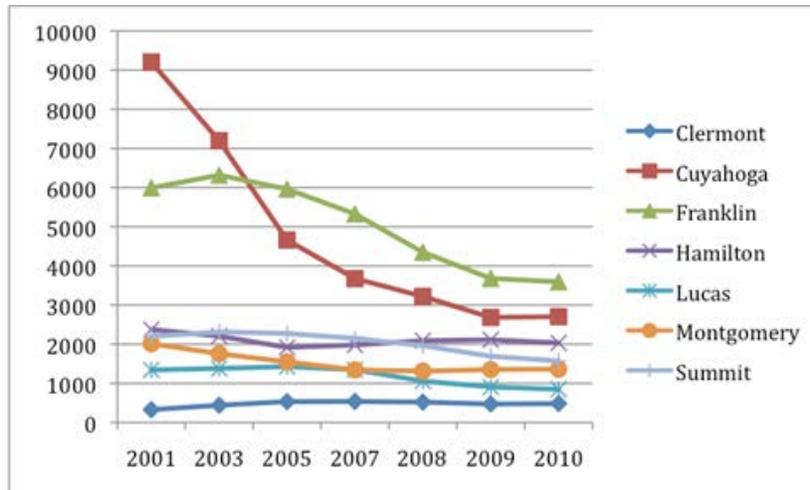
Key points relating to the comparative work volume data (reported in the Attachment) include:

- Hamilton County has the third highest caseload in the peer group behind Cuyahoga County and Franklin County.
- Hamilton County falls in the average of sending its wards out of the county for services compared to the peer group.
- Hamilton County falls in the average of share of older children in its custody compared to the peer group.
- Hamilton County has children in custody for a slightly shorter amount of time than the average among the peer group; Hamilton County most closely aligns with Franklin County.

An important element of work load is what has happened with case load over the past several years. The following table demonstrates the trend for the comparative jurisdictions for children in custody between 2001 and 2010.

Children in Custody, 2001-10							
	Clermont	Cuyahoga	Franklin	Hamilton	Lucas	Montgomery	Summit
2001	328	9,205	5,993	2,375	1,342	2,012	2,199
2003	441	7,196	6,316	2,205	1,380	1,756	2,314
2005	534	4,658	5,961	1,918	1,428	1,549	2,273
2007	539	3,676	5,327	1,979	1,347	1,345	2,150
2008	520	3,218	4,347	2,090	1,059	1,313	1,961
2009	472	2,684	3,681	2,113	907	1,353	1,692
2010	484	2,703	3,592	2,032	850	1,361	1,572

The following graph demonstrates the eight-year trend more clearly. It shows that Cuyahoga and Franklin Counties have experience dramatic decreases in the number of children in custody while all of the other counties, including Hamilton, have been largely static.



The significance of this trend will become apparent when we discuss costs per child in custody.

► **REVENUE SOURCE AND AVERAGE COST OF SERVICES**

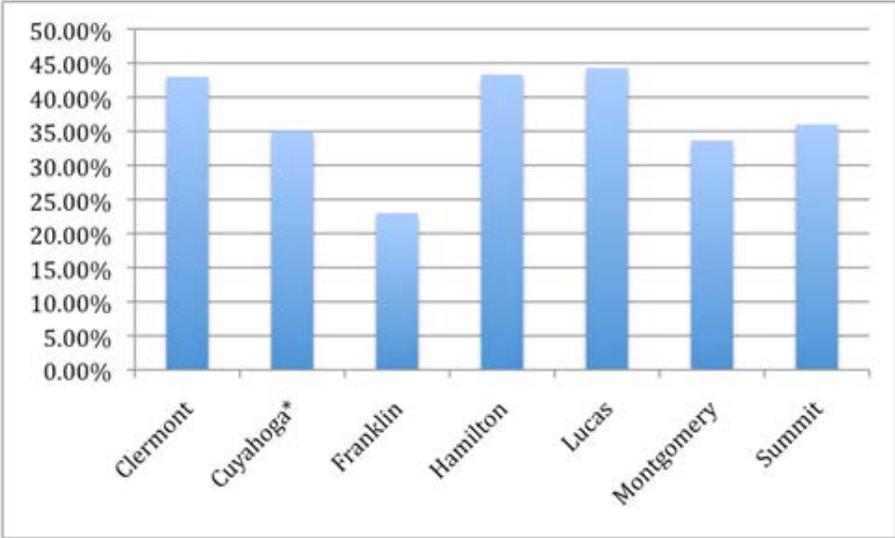
As part of our comparative analysis, we obtained revenue and expenditure data directly from the comparative counties since there is no statewide, standardized financial data that is more current than 2007. Since the information is self-reported by the jurisdictions, we have not independently verified the accuracy of the information or its direct comparability. We did, however, compare the data trend used for this analysis against the trends from 2003 to 2007, available in a statewide report, to test for obvious inconsistency. We concluded that the self-reported data is, at a minimum, directionally accurate in terms of reporting revenue and average expense data.

We include the more detailed information in an attachment to this report. Our review of the data leads to the following conclusions:

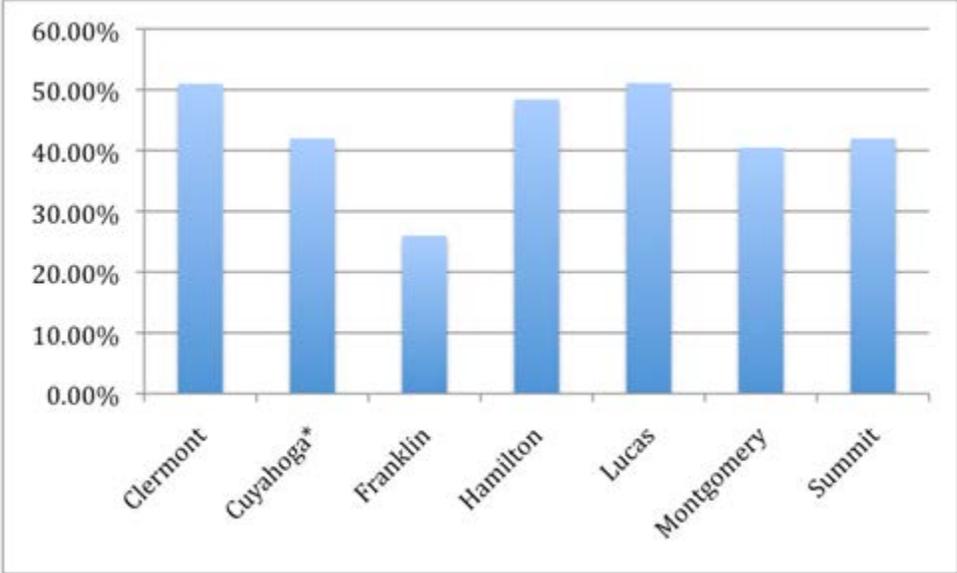
- Hamilton County uses a higher percentage of federal dollars than the average of the peer group, second only to Lucas County.
- Hamilton County has the third lowest average cost per child in custody, next to Clermont and Summit Counties.

The following graphs demonstrate the relative reliance on federal and state resources. While the data presented are just for 2010, they are consistent with the three-year trend from 2007 to 2010.

Percentage of Funding from Federal Sources, 2010

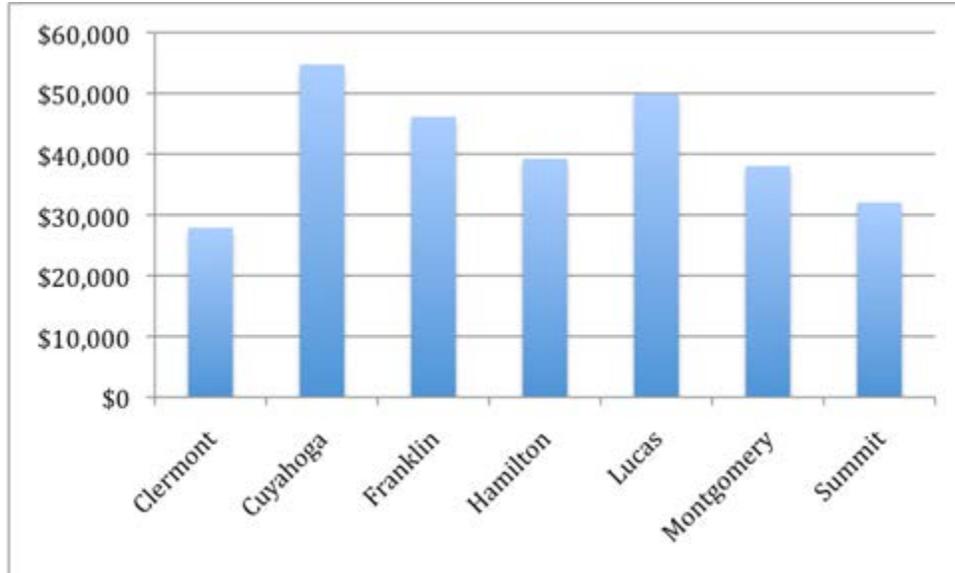


Percentage of Funding from Federal and State Sources, 2010



The next graph shows the relative average cost per child in custody for 2010. It is important to note that Cuyahoga County, which has experienced the greatest reduction in children in custody over the preceding eight years, also has the highest average cost per child in custody. Franklin County, which has the second largest decline in children in custody, is third highest in average cost. This implies that other jurisdictions have not been as successful in managing costs as Hamilton.

Average Cost Per Child in Custody, 2010



V. OPERATIONAL RECOMMENDATIONS

In this chapter, we present recommendations for operational improvement for JFS and TLRC consideration. Some of the recommendations do not have a quantifiable fiscal impact, but will result in more effective operations. Others have an associated expense or revenue adjustment; for those, we provide an overview of the cost impact in this section and we include the cost data in our alternative fiscal forecast spreadsheet. Finally, there are some which have a specific cost impact which provide significant opportunity value, but which—again—cannot be quantified.

There are several different factors which go into any decision about implementing the recommendations in this section of the report. Current economic conditions and the County’s concerted efforts to constrain discretionary spending are very important considerations. In the case of Children’s Services, negotiations over the resolution of state and federal reimbursement claims will have considerable effect, both on the Department’s fund balance needs as well as the ability to invest in restoring intervention and diversion programs intended to reduce overall service costs.

In considering the recommendations in this report, we suggest that the TLRC consider the recommendations as follows:

- ▶ **Productivity Enhancements.** These are recommendations that will enable the Department to be more productive in meeting current and prospective work demands with current staffing levels. Specifically, these are recommendations relating to reducing employee leave use through wellness programs and enhancing productivity through investments in technology. We recommend that these actions be implemented immediately.
- ▶ **Supervisory Enhancements.** Our recommendations include the addition of several management and supervisory positions. While JFS has done an admirable job reducing overall staffing, we believe that the insertion of some additional management and supervisory capacity will result in overall productivity improvement and work quality. We recommend that these recommendations be implemented over the next year to eighteen months, as resources are available.
- ▶ **Financial Trends.** Inflation and the need for some level of wage adjustments need to be factored in, particularly given the reductions that JFS has already implemented. We have included recommendations relating to these in our forecast, but we assume that future decisions regarding actual implementation will be based largely on the County’s overall approach to addressing the issues.

- ▶ **Program Enhancements.** This report identifies several different programs which we believe can improve the overall service delivery of Children’s Services, enable intervention in time to remove the necessity for children and family to enter into the more restrictive and expensive programs, and provide alternative supports for children and family. The programs reflect a pro-active philosophy of children’s services, one designed to address the issues that cause children to come into the system before the necessity arises. We recognize that it is difficult to expand program services at a time of fiscal constraint, but we encourage the TLRC to consider the service implications and to consider implementation as funding becomes available.

1. Anticipated Inflationary Costs.

We recognize that County has responded to the current economic conditions and the desire to maintain fiscal constraint by obligating County budgets to reduce costs rather than assume inflationary cost increases. In the case of Children’s Services, JFS has exercised considerable financial constraint, significantly reducing costs over the past several years. The Department has reached a point where future reductions may not be practical unless service mandates are removed.

In the interest of providing the most conservative estimate of future needs, we recommend that the future levy incorporate an annual inflationary factor. In the past levy period, the average inflation was approximately 1.7% per year. We recommend including that factor in the future levy forecast.

The JFS budgeting system, and the County’s changes in budget formats over the past several years, make the estimation of operating costs difficult. Rather than having a traditional breakout of administrative costs by expense areas, such as personal services, insurance, utilities, etc., the Children’s Services Administrative budget consists of a single line aggregating all administrative costs. For the purposes of this cost forecast, we assume that 60% of the costs relate to wages and salaries, and the remaining 40% relate to other operating costs. We base this assumption on our observations over several hundred governments that personnel costs typically represent between 55% and 70% of government operational expenditures.

The inclusion of inflation does not mean that the County and Department should accept those increases on face. As the County continues to confront the economy, it will need annually to assess its financial resources and make short-term tactical decisions relating to the inclusion of inflation costs in annual budgets.

2. Wage Adjustments.

Hamilton County has now gone several years without wage increases in its efforts to maintain fiscal balance during the bad economy and its policy commitments to constrain the cost of government. However, for fiscal planning purposes, we recommend that the forecast include

an assumption of annual wage increases. As with our suggestion that inflation increases should be considered on an annual basis, so should wage adjustments.

The forecast model uses an annual 3.5% wage adjustment, applied to 60% of the Children's Services administrative cost line.

3. Department Organization.

Over the past several years, JFS has systematically reduced its management and operational staffing, with a greater reduction by percentage in managerial and supervisory positions. While we compliment the Department for this initiative in the face of shrinking resources, we are concerned that the reductions in managerial and supervisory staff have diminished the ability of the Department to manage its operations effectively. Indicative of this issue are the following observations:

- ▶ A review of the table of organization shows a wide span of control that frequently exceeds industry best practices for effective supervision. In a high visibility environment in which there is little tolerance for error, a supervisory ratio of five to seven persons is to be expected. However, there are several areas of the Children's Services operations in which the ratios are as great as 11:1.
- ▶ Internal and external interviews point to the limited ability of senior management of the Department to supervise the Children's Services Division.
- ▶ Anecdotal information from internal and external interviews indicate that the lack of supervisory review is beginning to impact the quality of work and effective utilization of time. In the long run, the quality issue can translate into lost productivity due to the requirements to correct errors, increased court time, and more complications in cases.

There are three issues associated with the department's organization:

- a. The first is the question of the span of control of the Director of JFS. Currently, the Director functions jointly as JFS Director and Director of the Children's Services Division. We are concerned that this joint role minimizes the ability of senior management to direct the operations of Children's Services in the most effective manner possible. While staff complimented the Director for her open door policy, many also described difficulty in getting prompt access because of the Director's many duties.

We recommend that the Department create a Division Director position for Children's Services, answering directly to the JFS Director and having full management responsibility for the Children's Services functions. This position would reduce the JFS Director's span of control from eleven reports to five, a more manageable number and

one is is more consistent with industry best practices for executive level control. The Division Director would have a span of control of six, plus one part time.

For forecast planning purposes, we estimate an annual cost of \$125,000 for the position, including wages, fringe benefits, and support needs.

- b. The second area of concern is supervision within the Utilization Management Section. At present, the Utilization Manager has sixteen direct reports. This is a function of the elimination of supervisory and work positions around the Division and the assignment of residual staff and functions to Utilization Management. The Department is currently recruiting to fill a vacant management position within the Section. Depending on how the Department assigns work, this could reduce the span of control for the Section Manager. If the span of control drops to an eight-to-one ratio, then that probably should prove sufficient. If, however, the span of control stays higher than that, then the Department should consider the addition of another supervisory position.

For now, we are not including in the forecast any additional funding, but think the Department should revisit this issue in twelve to eighteen months, depending on financial resources at that time.

- c. The remaining area of concern is supervision of the field staff. In general, the Department uses a supervisory ratio of six to one, but the actual ratios range from 2:1 to 11:1, as shown by the following table:

Section	Number of Supervisory Ratios of:									
	2:1	3:1	4:1	5:1	6:1	7:1	8:1	9:1	10:1	11:1
Intake/Assessment				2	2	3	2	1	1	
On-Going 1				1	3	1	1			
On-Going 2	1			2	1	2				
On-Going 3			1		2	2				
Permanency				2	2	2				
Utilization Management				1	1			1		1

While a supervisory ratio range of from 5:1 to 7:1 is usually considered acceptable, there is no industry standard for precisely determining the number of supervisors an organization should have. Rather, there are several operational considerations that provide guidance in determining supervisory need:

RISK FACTORS AFFECTING SUPERVISORY RATIOS	
More Supervision	Less Supervision
Wide range of discretion in individual action	Little or no discretion
Great risk in error or failure	Little or no risk in error or failure
High level of public visibility	Little public visibility
Errors can result in injury to another individual	No risk of injury to another individual

RISK FACTORS AFFECTING SUPERVISORY RATIOS	
More Supervision	Less Supervision
Lack of performance can result in unacceptable delay	Lack of performance has no impact on process timing
High level of external scrutiny by other agencies	Little or no scrutiny by external agencies
Need for supervisory review of work	Little direct supervision necessary
Absence of regular training	Frequent staff training

All of these factors argue for a more narrow supervisory ratio for Children’s Services rather than a larger ratio. In addition, internal and external interviews indicating concerns for quality and limited supervisory involvement raise the question of the adequacy of current supervisory staffing in the Division.

The strategic placement of additional supervisory personnel in the Division can reduce the average supervisory ratio by a factor of one. These additional supervisors would enable the Division to maintain quality, timely services through more direct staff-supervisor communications. Accordingly, we recommend that JFS increase supervisory staffing as follows:

- 241-KIDS should be made a separate unit of the Division, with a new Section manager who has specific skills in call center operations. This will reduce the excess span of control of the current Intake/Assessment Manager;
- Create one additional Intake supervisor, adjusting the work units accordingly;
- Create one additional Family Services supervisory position in On-Going 3. The Division is currently adding one supervisor and anticipates adding children service workers for that new unit. This recommendation is for an additional supervisor over and above the new unit, with staff being transferred from other family services units.
- While the Permanency Unit could benefit from an additional supervisor, the number and work distribution of staff do not easily lend themselves to the establishment of a new work unit at this time. However, at such a time as Children’s Services adds an additional staff person in the PPLA/IL units, then the two current units could be effectively split to form a third unit with an additional supervisor. For now, though, we are not recommending creation of a new supervisory position.

For the purposes of the forecast model, we estimate that the recommended three new supervisory positions would average approximate \$75,000 per position for salaries and fringe benefits.

4. Department Training and Quality Assurance.

Part of the JFS position reductions involve the elimination of dedicated training support and quality assurance review. While a training organization exists within Children’s Services, that unit is a state-funded regional training unit whose mission goes beyond JFS. Interviews with department personnel indicate:

- ▶ Staff express concern that the absence of training beyond state-required minimums is hampering effectiveness, particularly as the Department seeks to take on new initiatives that are designed, ultimately, to result in improved children’s services.
- ▶ Similarly, internal and external interviews indicate concern that the absence of a quality assurance review process may be contributing to work quality issues, particularly as related to adequacy of case documentation.

We recommend that JFS restore a small training and quality assurance staff unit in the Utilization Management Section. At the start, we suggest a three-person unit that would provide both quality assurance review and develop training programs based on those QA reviews. Our forecast model projects \$180,000 for salaries and benefits of the staff plus an additional \$30,000 per year for contract training.

5. Strategic Plan Implementation and Management Monitoring.

While it appears that JFS managers and staff have made progress toward implementing many of the 2009 Strategic Plan recommendations, within the organization, a mechanism for monitoring and tracking implementation progress toward plan strategies does not exist. A limited number of performance measures would be useful in assessing the progress of implementation strategies and outcomes over time. This would be helpful for Department and County management, public policy officials, and the public.

Although Children’s Services and other JFS programs occur as service mandates, a discreet family of measures will assist in focusing and directing decisions associated with priority setting and resource allocation in this severely constrained operating environment. The Department captures and reports a large volume of work activity data. It reports these data to the State for state and federally mandated purposes. However, this reporting system does not necessarily constitute an effective departmental management system.

Instead, the Department should identify a limited number of key performance measures which directly reflects the strategic goals and objectives of the Department and should report regularly, as frequently as monthly, on whether it is on-track for goal accomplishment. An effective reporting approach is to to a dashboarding system which reports the quantifiable

measures on a monthly basis and uses color coding to indicate whether the department is achieving the respective goal, having some difficulty achieving the goal, or well behind in goal accomplishment. The report would include an explanation of the latter two alternatives and provide management planning for improvement.

6. Employee Wellness.

Employee health and wellness is a constant concern in child and human welfare organizations. JFS recognized this concern by including in its Strategic Plan a critical strategy, dealing with proactive supervisory support of staff with Employee Assistance Program (EAP) needs (Goal E, Strategy 2 - Encourage supervisor intervention and the use of the EAP to address life management issues). However, the revised action plan currently in use does not address this issue.

Children’s Services is an organization under stress. The stress comes from both external and internal pressures. Externally, the Division is confronting increases in service demands and caseloads due to the hardships of a poor economy and high unemployment throughout the County. Internally, the severe reductions in staffing, including management and supervisory personnel is causing worker uncertainty and loss of productivity. Currently, employee Assistance Program services are available to any employee impacted by the death of child in JFS custody.

There are two indicators of the organizational and personnel stress. First, interviews with JFS management indicate a growing demand for EAP services by Department employees. Second, and more objectively, the Department is experiencing significant increases in employee absence.

The following table tracks employee leave absences from 2006 through 2010, with projections for 2011 based on the first three months of the calendar year.

Year	Comp Time	Sick Time	Vacation Time	Personal Time	Time off Without pay	Total	Utilization Rate
2011 (Actual through 3-30-11)	0.86	29.12	25.35	0.40	3.48	59.22	
2011 (Projected)	3.45	116.50	101.39	1.62	13.92	236.87	0.89
2010	4.74	67.43	95.74	2.47	10.43	180.80	0.91
2009	4.85	64.33	90.37	2.44	15.91	177.90	0.91
2008	9.68	57.06	76.34	3.47	13.77	160.31	0.92
2007	3.73	48.18	62.95	2.44	7.86	125.15	0.94
2006	3.30	47.48	60.98	2.69	7.11	121.57	0.94

This table tells two stories, one of employee stress and the other of lost productivity.

There is a systematic increase in the average number of hours of leave per employee, increasing each year. There is a large jump in 2008, when the Department first began layoffs.

The preliminary projection for 2011 shows the probability of another large jump during this current calendar year; this probability is based both on the average for the first three months and the assumption that the average vacation leave computed for 2011 will increase with the summer.

Of particular note is the very dramatic increase in the hours of sick leave used per employee, the primary cause for the overall increase. This type of increase is consistent with organizational behavior models that show such increases during periods of high organizational and personal stress.

The table also shows a marked loss of employee productivity during that time. In 2006, the average employee worked 94% of that employees compensated time (not including holidays). By 2011, we project the utilization rate will decline to 89%, a loss of five percentage points. Those five percent points is the equivalent of losing the productivity of 11.5 employees annually.

The Department needs to invest in rebuilding its organizational culture by providing an improved level of employee support. There are two dynamics to this. One is the use of technology to simplify employee work activity and to free time in order to get work done with less stress. We discuss this in a following review and recommendation. The second dynamic is the need to provide an improved set of supportive counseling services to the employees to help them deal better with the job anxiety of the past several years as well as the psychological impacts of the work they are performing. The experience of similar organizations is that employee EAP services are helpful, but not sufficient.

Similar to police, public safety departments and other high stress environments, there are several program models that may be appropriate for Children's Services and other JFS units. Approaches that have been used successfully include:

- One approach would be to retain the services of an on-call psychologist.
- Another approach would allow the employee to use health care coverage benefits for defined work related mental health and wellness services, with the employee deductible and/or co-pay reimbursed by the County.
- A third option would be to establish a series of group self-help sessions with an external facilitator on a weekly or bi-monthly basis.

While the County may be unwilling to extend reimbursements for pre-defined health and wellness services to JFS employees during this difficult budget environment, individuals seeking or referred for mental health assistance may be hesitant or unwilling to join group treatment and therapy sessions. Having one or more psychiatrists or psychologists available to consult with and attend to the needs of caseworkers, line staff and supervisors is a practice best suited to human service and public safety organizations.

We recommend that the Department retain the on-call services of a clinical psychologist to assist staff in maintaining mental wellness and job productivity, with all expenses paid by the Department. Unlike a limited function EAP, we anticipate that this service would be available to all employees as needed for as many sessions as necessary to deal with issues caused by job stress. We expect that the recovered work productivity will more than offset the costs of the service.

For the purpose of this service, we forecast an annual cost of \$200,000 in each of the first two years of the program. Long term organizational stability and stress reduction should result in a reduction of the need for this service over time, so we forecast \$100,000 per year for the remaining three years of the levy period.

In making this recommendation, we do not automatically assume continuation of this program. Rather, the Department should establish the program and evaluate its results over the first year of operation. If the program, combined with other employee development efforts, does not result in a recovery of an equivalent level of employee productivity—or at least a trend in that direction—then, the Department should discontinue the program.

There is a second aspect to this effort that the Department should consider. Again, this is a model coming from the high-stress environments of public safety. The best way to prevent problems and work deficiencies is to recognize what contributes to them and how work force stress builds up to those problems. Police departments throughout the United States have developed what is referred to as an “Early Intervention System.” This system recognizes that there are several actions that are predictors of work difficulty. Among these are high uses of sick leave, sporadic use of vacation leave, employee demeanor with colleagues, increasing error rates, and increasing complaints by customers or colleagues. The purpose of the system is to monitor employee activity and initiate employee counseling at a predetermined threshold level. The experience of agencies using refined versions of this system is that employees generally respond well to the early intervention if approached correctly and in a non-disciplinary manner, that leave utilization drops, and the number of performance incidents declines.

Accordingly, the Department may wish to investigate the feasibility of developing a similar system for its use.

7. Use of Technology as a Force Multiplier.

There are several dynamics to this potential issue. Among these are:

- ▶ Interviews indicate that the Department is still using hard copy documentation of court notices, including use of a courier to deliver the notices, when the same information may already be available on the Juvenile Court Management System (JCMS).

- ▶ Case staff do not use laptop computers to enhance mobility and time management.
- ▶ Use of video conferencing could significantly diminish requirements for staff time in Juvenile Court.

With declining resources and reduced staff availability, JFS needs to implement technology solutions aggressively as a means of enabling staff to use their time more beneficially. All three of these technology issues could result in significant enhancements to staff utilization:

- ▶ **Expanded use of the JCMS.** Eliminating the duplicate paper processes would reduce staff time spent to distribute and file paperwork; in general it could be expected to reduce the number and size of files that have to be manually processed. We are advised by the Courts that the Department has full access to the information; therefore, it is a matter of amending the business processes of the Department to capture the data and eliminate the paperwork.
- ▶ **Field Computer Technology.** While equipping field staff with laptop computers would have an initial start-up cost and, probably, a higher on-going support costs, research has well documented the time savings that remote computing can entail, as much as one to two hours a day per person. The savings come from reducing the requirement for staff to drive back and forth to the central office, ability to enter case notes quickly on-site, and the ability to conduct work while waiting for court time.

A review of Children’s Services current staffing indicates that approximately 210 staff would benefit from mobile computing capability. This includes both field staff and management personnel who on-call virtually full time. A review of several Hamilton County laptop bids indicates that pricing for a single unit would be approximately \$1,750, including essential operating and security software. That would translate into a one-time purchase of \$367,500. In addition, a technology fund based on a five-year replacement cycle would represent an additional \$91,875 per year.

The costs above represent a maximum cost to Hamilton County. Under a management agreement between Hamilton County JFS and the Ohio Department of JFS, the State of Ohio provides Children’s Services with computer equipment. Based on discussions with Department technology staff, it is reasonable to assume that the State would pay for some portion of the equipment, but we do not know that amount. Therefore, we are using a worst case scenario for our cost analysis.

Our experience with non-public safety field operations and relevant professional literature indicate that mobile computing capacity can generate an hour or more per day of employee productivity. This gain comes from eliminating the requirement of going to and from an office environment and faster access to information. It also enables employees to continue work while waiting, such as queue time at the courts.

We estimate that equipping the field staff with laptops would have the effect of generating between 20 and 24 full time employee equivalents annually. This estimate is based on the following assumptions:

- After adjusting for vacation, sick leave, training, and other absences from work, an average employee works 225 days per year.
- We identify approximately 190 employees who would classify as field employees, that is, the bulk of their work day is, or should be, working directly with children and families outside the office.
- For conservative estimate, we estimate an hour of gained productivity per field employee per week.
- This results in an estimate of 42,750 hours of additional productivity per year for the Department. Equated to a full FTE at 2,080 hours per year, this is equal to 20.5 employees; at an actual work rate FTE (full hours less average leave), it equates to 23.75 employees. At an average salary and fringe of \$65,000, the annual cost value is \$1,335,940.

Thus, under the worse case scenario, over the five-year levy period, the County's equipment cost would be \$735,000 (initial cost, plus replacement cost in the remaining four years). The benefit would be \$6,679,700 in gained productivity, a better than nine to one value ratio.

A possible additional benefit to Children's Services would be the reduction in required office space. A principal idea behind mobile computing is that staff do not need to be in the office every day. Private businesses who use field staff have developed an office model referred to as "hotelling." Under this model, there is one office cubicle for approximately ten percent of the field employees, on the basis that no more than those ten percent would be in the office at any one time.

The Department currently pays rent for its space through the County's indirect cost plan structure. A reduction in the office space would result in a reduction of the costs to the Department, but the reduction would come at the added expense to other County departments when the costs were reallocated. A better strategy would be for the Department and County to determine how to consolidate space made available through hotelling, then for the County to find an alternative use for the space.

Because of previous reductions, there is already considerable office space available for alternative use. We understand that the County has been pursuing other occupants for the space. It would be hoped that the additional space would make alternative uses more viable.

While we believe that this office space arrangement is viable, there are too many unknowns to make definitive cost estimates at this time. Without a viable alternative use, the strategy would represent a cost shift rather than a cost reduction. For that reason, we do not include this possibility in our forecast alternatives.

Discussions with Department staff indicated four principal objections to the use of laptop computers. The table below lists the objections and our assessment of each:

Concern	Assessment
<p>The Ohio Department of JFS recently cited a consultant report that indicated that use of laptops in children’s services would be detrimental because staff use of the equipment during interviews would be disruptive.</p>	<p>If the staff were to use the equipment during an intervention or interview, we would agree that the equipment would have a disruptive effect. However, staff should not be using laptops during meetings with children and families. It is expected that the staff would use normal note-taking techniques and then transcribe the information into the laptop at the conclusion of the meeting.</p> <p>The benefit of the laptop equipment in this setting is not the saving of time by taking notes only once. The benefit is in being able to enter information more quickly upon completion of the interview or meeting and being able to access other case information both in advance of, and after, a meeting. The other advantage is that the employee can do the entry without having to return to the office.</p>
<p>The equipment requires special security in case of loss.</p>	<p>While the principal use of the equipment would be to access SACWIS via wireless internet connection, it is almost certain that some sensitive personal information will be on the unit. This does require additional security. However, the security systems that are available through the State and other vendors providing security for sensitive information are more than sufficient to prevent unauthorized access.</p>
<p>Staff are concerned that carrying a laptop computer creates a safety and security risk.</p>	<p>This is a possibility if proper safety precautions are absent. Among reasonable precautions that we would suggest include:</p> <ul style="list-style-type: none"> • A small laptop represents no greater opportunity than a large purse or carrying bag; • Use of a small (13-inch) laptop enables the carrier to hold the unit in a slip-in case that

Concern	Assessment
	<p>does not attract attention;</p> <ul style="list-style-type: none"> Staff would not necessarily carry the equipment into a risky or dangerous situation; rather they would leave the equipment locked in a car trunk.
<p>Staff do not like to use electronic equipment.</p>	<p>Even as pervasive as computing is in the modern American environment, general resistance to new technology remains pervasive. There are several reasons for this:</p> <ul style="list-style-type: none"> There is still a perception that the introduction of technology results in the loss of jobs. Case studies have shown repeatedly that the introduction of electronic equipment does not, in and of itself, result in job loss. That occurs primarily in reengineering projects in which the electronic equipment is a means to a change. In this particular case, we are not recommending business process changes that might result in job loss; rather we are suggesting the use of electronic equipment to enable staff to be able to meet current work demands. The introduction of SACWIS has not been received well, and there is a general feeling that laptops would be more of the same. Our experience is that simply acquiring and installing new equipment is an insufficient approach to technology. The Department will need to expend effort helping staff understand the value of the new equipment, particularly how it can result in an improved work environment and how it can contribute to an improved organizational culture.

- ▶ **Video Conferencing.** Court time is a large burden for staff. While the Court appearance itself is critical, each appearance entails non-productive time spent traveling to and from the court and, in some circumstances, waiting because of prolonged cases in advance of the scheduled time. The use of video conferencing would eliminate much of this non-productive time for staff.

Juvenile Court currently has video conferencing capacity, and creating a video conference center in Children’s Services would be relatively easy and inexpensive. While the initial use of video conferencing would be for the convenience of children who are placed in care outside of Hamilton County, it is easily foreseeable that conferencing could be used for a large number of cases, including cases within Hamilton County, in which the Department could use video conferencing to minimize staff time at the Juvenile Court center.

There are three County parties involved in any video conferencing decision: the Courts, the Department, and the Prosecutor’s Office. We recommend that the three agencies develop and implement a strategy for as vigorous a video conferencing program as possible. While this strategy can be resulted in some cost savings in the future, we see this as primarily as a productivity issue that will enable Children’s Services staff to use their time more effectively.

The start-up costs and annual expenses can be highly variable, depending on the design and equipping of video conference centers. For budget planning purposes, we anticipate a first year implementation cost of \$75,000 for facilities, equipment, and training and an annual operating cost of \$20,000 per year afterward.

8. Co-location of Legal Staff.

Job and Family Services receives legal support related to dependency cases from the County Prosecutor’s Office through the Family Law Division. JFS enters into an annual contract for these services. The Family Law Division consists of 19 full-time equivalent staff members including 1 supervisor and 4 support positions. The Family Law Division does not use contract staff or contractors. While the workload has remained approximately the same, the approach has changed as the organization has changed focus from adjudication to risk management as a means to support the reduced Children’s Services staff levels and meet the caseload demand in a more proactive manner.

The Family Law Division works very closely with the Children’s Services on dependency cases. Information developed through staff interviews supports the proposition that co-location of Family Law Division staff members with Children’s Services staff members will improve communication, timeliness and program effectiveness. This proposition is supported by recent JFS actions to bring the Child Support Enforcement attorneys from the Prosecutor’s Office in-house to support directly JFS services. One Manager, eight attorneys and two support staff are now fully integrated into JFS operations as JFS staff members. JFS views that change as a success and a model for the Family Law Division.

We recommend that JFS and the Prosecutor mutually determine if a similar transfer of the Family Law Division would be beneficial.

9. Assessment of 241-KIDS Operations.

The most important role of the 241-KIDS call center is receiving and assessing calls for service relating to children in jeopardy. As such, the center needs to be staffed appropriately and use intake protocols designed to maximize available time for calls requiring response.

The analysis of a call center is, essentially, a queuing analysis in which the Department establishes performance criteria based on calls for service and then staffs the center based on those criteria.

- For a critical service call center, the most important performance criterion is speed of call response, that is, how quickly an incoming call is answered. All other considerations—including the type of call, the length of the call, and call transfer—are secondary to the speed of call answering.
- The most basic unit of time for queuing analysis is the hourly time block. Anything shorter is little more than precision without accuracy because it is unlikely that any staffing model can use anything less than at least an hour time block. Anything greater runs the risk of losing significant call pattern by absorbing problem blocks into larger groups. This is the averaging effect of the law of mass numbers.
- The Department does not maintain data on calls for service activity, except in the aggregate. Available incoming call information is available from the computerized telephone logs on an inquiry basis. These data capture only the number of calls, abandoned calls, length of time before calls are answered, and length of call. The computer logs do not capture the type of call.

The Children’s Services Division takes great pride that the call center provides a broader range of information services than serving only as the taker of potential jeopardy calls. This is an admirable public service. However, it is not part of the core mission of the Division and it presents several risks:

- It may require the use of staffing resources that could otherwise be dedicated to children’s services.
- It runs the risk of causing an abandoned call for a genuine danger situation.

We recommend that Children’s Services take the next six months to conduct a thorough evaluation of the queuing model used by 241-KIDS and determine if any staffing changes are appropriate. This analysis should capture all call data on an hourly time block for a queuing analysis. Relevant data includes:

- Date information, including date of call, day of the week, and actual time of the call;
- Call data including abandoned calls by hourly block and length of time of call;

- Type of call (the Department may need to generate a numeric code system of call types for ease of analysis)
- Staffing by hourly time block, including a count of all call-takers actually working; if a staff person has to leave the call center for a Priority I call, the log should include the time the person left and returned.

All data capture should be on an individual call basis since the raw data provides better analytical capability than aggregated information.

While the JFS fiscal staff may have the capability to conduct this analysis internally, it has been our experience that call center work assessment is often a province of external analysts. For that reason, we include a \$50,000 line in our forecast recommendations for securing the services of an external consultant to assist with, and lead, the analysis.

In addition to conducting an analysis of call center demand and staffing, Children’s Services should also move to reduce the time demand from calls that are not core to the mission of the Call Center. The United Way operates a 2-1-1 call center for social service support calls. The Department should coordinate with United Way to reduce the 241-KIDS call volume. This can be done by:

- Children’s Services should provide call response scripts for 2-1-1 call takers relating to the services of JFS. Part of this scripting should include guidance to a 2-1-1 call taker on recognizing enough of an issue to warrant transfer of a call to 241-KIDS and having the automatic ability to do so.
- JFS and the United Way should establish a protocol by which 241-KIDS call takers can transfer informational calls or calls that do not appear to warrant assessment automatically to 2-1-1, thus reducing the time-on-line for 241-KIDS call takers.

A third approach to managing call demand for 241-KIDS is to distribute calls. Interviews and staff observations indicate a peak load of calls occurring immediately after school hours when school staff are calling in with observations from the school day. This is an important source of information and should not be taken lightly. However, the Department would be able to assess potential issues better if the incoming calls were better distributed. There are two things which could be done to achieve this:

- JFS should continue an on-going dialogue with the schools about calling in observations immediately rather than waiting for the end of the day. This distributes the calls and also allows more time in the day for evaluation.
- JFS should develop a form for schools to use to report observations. These forms should include sufficient information to allow the Department to assess the situation and

identify appropriate response. The schools could then fax or email completed forms to the 241-KIDS call center during the day.

10. Additional Programs for Intervention and Diversion.

As JFS has had to reduce staffing to respond to declining resources, it has had either to eliminate a variety of intervention and diversion programs or decide not to pursue such programs. The rationale for these reductions is obvious: the federal and state governments have restricted the use of their funds for children who are already established in the child support system. Once a child is in the system, the support requirements become mandates, further limiting resources.

The concept of intervention and diversion programs is based on sound, proven logic. It is easier to identify and resolve problems before they become crises. If the department can identify children and families at risk, isolate the risk factors, and act to remove the risk factors, then the family crisis is avoided and the children do not have to come into the system. A good, and extant, example of that is to be found in homelessness. If a family loses its home and enters homeless person status, it is almost certain that any children in that family will enter the children's services sphere. The Department has already demonstrated the costs associated with various levels of service. All of these costs are well above the cost to provide one-time intervention support to enable a family to keep its home.

Children's Services has identified a number of programs which it has either had to eliminate or which it would like to implement as part of an intervention and diversion strategy. We concur in the Department's belief that these strategies would reduce the overall demand for children's services and provide more cost effective solutions.

Among these services are:

- a) **Kinship Support.** The State of Ohio has eliminated from its budget all funding for kinship services. The impact of this is that extended families which agree to take in a child do not receive any financial support, where foster families (who have no kinship with the child) do. This is contrary to the stated public policies of returning children to their families in preference to other custodial arrangements. Additionally, kinship care is considerably less expensive than foster care.
- b) **KPI Program funding.** In the past, this program enabled small, \$250 stipends for families. This has also been eliminated. While small in amount, even this little stipend helps defray costs that create family tension.
- c) **Home Based Services,** particularly Prevention of Placement and Reunification Services. Children's Services seeks to avoid placement, seeking first to keep a child from having to leave the home environment. Failing that, the second preferred alternative is to reunify a

child with the family. Success in both instances depends on providing supportive services to the family to alleviate, if not eliminate, the conditions that resulted in the child's entry into the system in the first place. The equivalent is watching a plant die for lack of water and nutrients while a can of water and fertilizer would alter the growth environment. Children's Services does have several small contracts to provide these services, but feels that an expansion of the program would yield considerable benefit.

- d) **Parent Advocacy.** Sometimes, family situations can improve if the families have help advocating their needs and obtaining other supports. A program whereby trained advocates are available to assist families, particularly in dealing with other government agencies, would enable families to get their needs met without resorting directly to children's services.
- e) **Permanency Roundtables.** This program represents a more intensive effort to move children from temporary care to permanent living arrangements. Permanency Roundtables shift foster care placement from an incident-based, child-centered focus to a family-centered, permanent home focus. Permanency Roundtables are a two-pronged intervention process to expedite the safe placement of children in permanent homes by collaborating with child welfare experts while also developing the direct care staff's knowledge of practices that support safe permanency.

A good example of roundtables is a project with the Georgia Department of Human Services, supported by Casey Family Programs. As reported by Casey Family Programs:

While most of the nearly 500 children had been in foster care for more than 24 months, about one in five had been in care for shorter periods, ranging from 13 to 18 months. Prior to the roundtables, case managers identified 841 key barriers across all cases to permanency. It was found that nearly two-thirds of the children, a key barrier was a child issue, while for just over one-third of the children, a key barrier was a birth family issue. The key outcome of the roundtable consultations was the development of a permanency action plan for each child, with specific steps for moving the child toward permanency. It is hoped that the successful implementation and hard work of all participants will translate into greater permanency for youth in DFCS care.

- f) **Transportation Services.** In the past, JFS provided transportation services for children and their families, helping get them to meetings and hearings, medical appointments, and the like. As part of the staff reductions, the Department eliminated the case aides who performed these services. Interviews with Children's Services staff indicate that many staff are now providing these services in addition to their other case responsibilities. This reduces the time available for more professional work related to case management.

- g) Community Based Visitation Services.** Children’s Services does provide some community based visitation through contracts with providers, but believes that this program needs to be expanded greatly. This program is designed to provide comfortable, neutral environments in which children and their families can meet with each other, to talk about issues and problems, and hopefully to reconcile. Without sufficient places, meetings cannot occur so frequently as desirable and are often in sterile environments.
- h) Tutoring Contracts.** Another program that Children’s Services has had to cut was the provision of tutoring services for children. The importance of this program is that children in the system often have problems with academic performance, caused by their environment, their health conditions, frequency of relocation, and similar conditions. Poor academic performance can also lead to other behavioral problems, worsening the conditions leading to the child’s custodial situation. The value of tutoring services are that it alleviates the academic stresses and helps create a more stable environment.
- i) Kinship Locator.** This is a service provided by other large Ohio counties. Given the emphasis on placing children with kin, it is important to locate kin who are distant from the situation to determine if the kin are willing, and have the qualifications, to provide support for children who will otherwise be placed in foster situations. As with many of the programs, the emphasis is on diverting children from more expensive and more restrictive custodial situations.

JFS has provided rough cost estimates for each program, and we recommend that the TLRC incorporate the programs in their final financial forecasts. However, prior to implementation of any of the programs describe above, there needs to be full definition, including program detail, staffing, budget, and effective program measures to ascertain that each respective program is achieving the desired result.

VI. FINANCIAL ANALYSIS AND LEVY FORECAST

This section of the report includes our analysis of the financial operations of JFS for the previous tax levy period and projects future needs.

The current tax levy plan is presented in the table on the following page including Revenues and Expenditures. The table presents actual and projected Revenues and Expenditures as provided by Hamilton County's Office of Budget and Strategic Initiatives.

As displayed below, there is a significant growth in the anticipated ending carryover for the Children's Services Tax Levy Fund (003-001) at the end of the five-year levy period. A key component of the tax levy review will involve developing a clear understanding of the dynamics behind the variances between the original plan and the actual results in terms of both revenue and expenditures from this fund.

Levy Plan	Year 1 2007	Year 2 2008	Year 3 2009	Year 4 2010	Year 5 2011
Beginning Carryover	\$ 4,700,994	\$ 5,214,621	\$ 4,035,842	\$ 2,249,420	\$ (611,658)
REVENUES	\$ 82,327,592	\$ 83,803,984	\$ 85,878,634	\$ 87,634,240	\$ 88,196,706
Tax Levy	\$ 41,141,095	\$ 41,281,337	\$ 41,727,285	\$ 41,906,142	\$ 40,930,654
Other	\$ 41,186,497	\$ 42,522,647	\$ 44,151,349	\$ 45,728,098	\$ 47,266,052
EXPENDITURES	\$ 81,813,965	\$ 84,982,763	\$ 87,665,056	\$ 90,495,318	\$ 93,208,126
Expenditures	\$ 81,813,965	\$ 84,982,763	\$ 87,665,056	\$ 90,495,318	\$ 93,208,126
Ending Carryover	\$ 5,214,621	\$ 4,035,842	\$ 2,249,420	\$ (611,658)	\$ (5,623,078)
Levy Actual	Year 1 2007 Actual	Year 2 2008 Actual	Year 3 2009 Actual	Year 4 2010 Actual	Year 5 2011 Budget
Beginning Carryover	\$ 4,700,994	\$ 29,246,924	\$ 36,671,039	\$ 44,112,997	\$ 46,878,978
REVENUES	\$ 101,324,470	\$ 93,234,675	\$ 87,107,415	\$ 82,528,436	\$ 75,898,171
Tax Levy	\$ 43,023,615	\$ 41,326,584	\$ 42,163,623	\$ 41,558,573	\$ 40,851,322
Other	\$ 58,300,855	\$ 51,908,091	\$ 44,943,792	\$ 40,969,862	\$ 35,046,849
EXPENDITURES	\$ 76,778,540	\$ 85,810,560	\$ 79,665,457	\$ 79,762,455	\$ 66,730,059
Agency	\$ 76,197,076	\$ 85,249,707	\$ 79,127,180	\$ 79,243,246	\$ 66,107,516
Auditor and Treasurer Fees	\$ 581,464	\$ 560,853	\$ 538,277	\$ 519,209	\$ 622,543
Ending Carryover	\$ 29,246,924	\$ 36,671,039	\$ 44,112,997	\$ 46,878,978	\$ 56,047,090
Variance	Year 1 2007 Actual	Year 2 2008 Actual	Year 3 2009 Actual	Year 4 2010 Actual	Year 5 2011 Budget
Beginning Carryover	\$ -	\$ 24,032,303	\$ 32,635,197	\$ 41,863,577	\$ 47,490,636
REVENUES	\$ 18,996,878	\$ 9,430,691	\$ 1,228,781	\$ (5,105,804)	\$ (12,298,535)
EXPENDITURES	\$ (5,035,425)	\$ 827,797	\$ (7,999,599)	\$ (10,732,863)	\$ (26,478,067)
Ending Carryover	\$ 24,032,303	\$ 32,635,197	\$ 41,863,577	\$ 47,490,636	\$ 61,670,168

The Project Team took the following steps in order to derive anticipated tax levy fund requirements:

- ▶ Working with JFS financial management staff members, we developed historical detail to support issue analysis and the financial forecasting process;
- ▶ Working with JFS financial management staff members, we developed an understanding of the department's initial financial forecast including base level of services over the financial forecast period;
- ▶ Working with JFS operational management staff members and supported by the Department's financial management team, we developed information on operational and

organizational issues expected to impact fund revenues and expenditures during the forecast period.

In the following section, we have provided the tax levy review tables incorporating review of the Department's initial forecast of need in the next five-year period and TATC's subsequent adjustments to reach recommended levels. The Project Team took the following steps in order to derive anticipated tax levy fund requirements:

- ▶ Use a portion of the anticipated tax levy fund balance at the end of the current period (2011) as a source of funding while maintaining prudent balances to mitigate potential claims and liabilities.
- ▶ Assume property tax revenue holds constant at 2011 levels through the forecast period.
- ▶ Assume non-tax revenue incurs modest decreases from 2011 levels associated with changes in programs and funding on Federal and State revenue account lines.
- ▶ Assume annual average inflation over last five years of 1.7% applied to portion of Administration line and other operating lines during forecast years (treated as discrete Action Item).
- ▶ Assume annual wage adjustment of 3.5% applied to a portion of the Administrative line during the forecast years (treated as discrete Action Item).
- ▶ Identified, developed and incorporated additional discrete revenue and expenditure impacts associated with forecast operating issues during the levy period. This allowed presentation of these impacts as incremental adjustments to the "base level" revenue and expenditure forecasts.

The net impact from these steps as displayed in the following detailed tables for the Children's Services yields a forecasted tax levy fund need of \$204,256,610 over the five-year levy period.

**Hamilton County Childrens Services
Five Year Forecast for Fiscal Years 2012-2016
Levy Revenue Constant**

Line Item Description	Actual				Estimated	Forecast					
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	TOTAL
Beginning Operating Cash Balance	\$ 4,700,994	\$ 29,246,925	\$ 36,671,041	\$ 44,112,998	\$ 46,878,691	\$ 56,653,851	\$ 56,280,912	\$ 54,777,612	\$ 52,430,431	\$ 50,051,719	
Plus: Total Operating Revenue	\$ 101,324,469	\$ 93,234,675	\$ 87,107,415	\$ 82,528,495	\$ 75,898,171	\$ 74,643,947	\$ 73,157,646	\$ 72,444,439	\$ 72,438,564	\$ 72,432,777	\$ 365,117,372
Plus: Additional Revenue	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Subtotal	\$ 106,025,463	\$ 122,481,600	\$ 123,778,456	\$ 126,641,493	\$ 122,776,862	\$ 131,297,798	\$ 129,438,558	\$ 127,222,050	\$ 124,868,994	\$ 122,484,496	\$ 365,117,372
Less: Total Operating Expenditures	\$ 76,778,538	\$ 85,810,559	\$ 79,665,458	\$ 79,762,802	\$ 66,123,011	\$ 75,016,886	\$ 74,660,946	\$ 74,791,620	\$ 74,817,275	\$ 74,843,400	\$ 374,130,127
Ending Operating Cash Balance	\$ 29,246,925	\$ 36,671,041	\$ 44,112,998	\$ 46,878,691	\$ 56,653,851	\$ 56,280,912	\$ 54,777,612	\$ 52,430,431	\$ 50,051,719	\$ 47,641,096	
ADDITIONAL REVENUE NEED						\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
AVERAGE ADD'L ANNUAL RESOURCE NEED						\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
TOTAL LEVY NEED											
Continuing Operations						\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 204,256,610
Additional Needs						\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
TOTAL						\$ 40,851,322	\$ 204,256,610				

Hamilton County Childrens Services
Five Year Revenue Forecast for Fiscal Years 2012-2016
Levy Revenue Constant

Line Item Description	Actual				Estimated	Forecast					TOTAL
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	
Local Revenue											
Real Estate & Public Utilities	\$ 33,227,510	\$ 32,761,240	\$ 32,775,117	\$ 32,446,782	\$ 32,543,598	\$ 32,543,598	\$ 32,543,598	\$ 32,543,598	\$ 32,543,598	\$ 32,543,598	\$ 162,717,990
Real Estate Trailer Tax	12,423	25,080	15,875	14,443	19,396	19,396	19,396	19,396	19,396	19,396	96,980
Personal Property Tangible	3,555,194	1,824,906	416,600	121,611	-	-	-	-	-	-	-
10k PP Reimbursement	2,525,645	3,611,097	4,685,232	4,734,199	4,102,972	4,102,972	4,102,972	4,102,972	4,102,972	4,102,972	20,514,860
Rollback & Homestead	2,888,367	3,375,444	3,403,131	3,407,502	3,407,102	3,407,102	3,407,102	3,407,102	3,407,102	3,407,102	17,035,510
Public Utility Reimbursement	814,475	792,832	867,669	834,038	778,254	778,254	778,254	778,254	778,254	778,254	3,891,270
Interest	-	-	-	-	-	-	-	-	-	-	-
Subtotal Tax Levies	\$ 43,023,615	\$ 42,390,600	\$ 42,163,623	\$ 41,558,573	\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 40,851,322	\$ 204,256,610
Average Annual Rate of Increase	3.0%	-1.5%	-0.5%	-1.4%	-1.7%	0.0%	0.0%	0.0%	0.0%	0.0%	
MCSA Partners	2,132,700	-	-	-	-	-	-	-	-	-	-
Misc. Rev (SSA, VA, Child Support)	1,389,214	1,289,293	2,228,080	2,065,454	1,600,000	1,600,000	1,600,000	1,600,000	1,600,000	1,600,000	8,000,000
TOTAL LOCAL	\$ 46,545,529	\$ 43,679,893	\$ 44,391,703	\$ 43,624,027	\$ 42,451,322	\$ 42,451,322	\$ 42,451,322	\$ 42,451,322	\$ 42,451,322	\$ 42,451,322	\$ 212,256,610
Average Annual Rate of Increase	-5.6%	-6.2%	1.6%	-1.7%	-2.7%	0.0%	0.0%	0.0%	0.0%	0.0%	
State and Federal Revenue											
IV-E Waiver / Reimbursements	\$ 11,010,516	\$ 16,396,926	\$ 19,587,458	\$ 16,167,673	\$ 14,673,485	\$ 14,673,485	\$ 13,200,000	\$ 13,200,000	\$ 13,200,000	\$ 13,200,000	\$ 67,473,485
IV-E Admin. & Training	10,582,746	9,933,846	8,939,446	11,907,970	7,191,130	7,191,130	7,191,130	7,191,130	7,191,130	7,191,130	35,955,650
Fed Grants/Allocations (Chafee & IV-E Contracts)	3,949,645	2,516,526	3,517,167	2,599,431	3,261,722	2,848,815	2,842,759	2,836,795	2,830,920	2,825,133	14,184,422
Title IV-B	662,911	144,693	456,025	-	-	406,760	400,000	400,000	400,000	400,000	2,006,760
State Child Protective Allocation	4,215,503	4,706,571	3,599,612	3,321,278	3,446,508	2,929,532	2,929,532	2,636,579	2,636,579	2,636,579	13,768,799
Adoption Assistance Stimulus	-	-	134,211	154,755	-	-	-	-	-	-	-
Title XX / XX-TANF from PA	24,357,620	15,856,220	6,481,793	4,753,359	4,874,004	4,142,903	4,142,903	3,728,613	3,728,613	3,728,613	19,471,646
TOTAL STATE AND FEDERAL	\$ 54,778,940	\$ 49,554,782	\$ 42,715,712	\$ 38,904,467	\$ 33,446,849	\$ 32,192,625	\$ 30,706,324	\$ 29,993,117	\$ 29,987,242	\$ 29,981,455	\$ 152,860,762
Average Annual Rate of Increase	61.3%	-9.5%	-13.8%	-8.9%	-14.0%	-3.7%	-4.6%	-2.3%	0.0%	0.0%	
TOTAL CURRENT OPERATING REVENUE	\$ 101,324,469	\$ 93,234,675	\$ 87,107,415	\$ 82,528,495	\$ 75,898,171	\$ 74,643,947	\$ 73,157,646	\$ 72,444,439	\$ 72,438,564	\$ 72,432,777	\$ 365,117,372
Average Annual Rate of Increase	21.7%	-8.0%	-6.6%	-5.3%	-8.0%	-1.7%	-2.0%	-1.0%	0.0%	0.0%	

Hamilton County Childrens Services Five Year Expenditure Forecast for Fiscal Years 2012-2016

Line Item Description	Actual				Estimated	Forecast					
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	TOTAL
Expenditures											
Children's Services Administration	\$ 25,909,423	\$ 29,462,866	\$ 29,980,015	\$ 33,386,617	\$ 18,210,499	\$ 18,210,499	\$ 18,210,499	\$ 18,210,499	\$ 18,210,499	\$ 18,210,499	\$ 91,052,495
Mandated Share Transfer	3,531,838	3,531,838	3,531,838	3,531,838	3,531,838	3,531,838	3,531,838	3,531,838	3,531,838	3,531,838	17,659,190
CSEA Transfer	1,755,520	4,435,924	1,230,694	-	1,347,343	2,021,015	2,021,015	2,223,116	2,223,116	2,223,116	10,711,377
Juvenile Court - Hillcrest	400,133	-	-	-	-	-	-	-	-	-	-
Juvenile Court - Dependency	1,716,670	1,538,508	2,630,490	1,004,703	967,313	967,313	967,313	967,313	967,313	967,313	4,836,565
Public Defender - Guardian Ad Litem	-	2,835,654	-	-	-	-	-	-	-	-	-
Prosecutor - Children Services Legal S	1,512,711	1,677,001	776,560	1,782,193	1,896,000	1,896,000	1,896,000	1,896,000	1,896,000	1,896,000	9,480,000
Children with medical handicaps	521,439	-	-	-	-	-	-	-	-	-	-
Out Of Home Care, incl managed care	22,062,236	22,894,805	25,209,251	29,021,183	26,564,485	30,644,976	30,644,976	30,644,976	30,644,976	30,644,976	153,224,880
Medical, Food, Rent, Utilities, Furnitur	571,208	1,054,156	323,794	554,047	409,640	409,640	409,640	409,640	409,640	409,640	2,048,200
Kinship Care Programs	1,535,700	2,085,143	1,717,193	837,515	875,000	875,000	875,000	875,000	875,000	875,000	4,375,000
Post Adoption Services	1,897,275	1,966,689	1,439,209	1,338,159	2,050,000	2,050,000	2,050,000	2,050,000	2,050,000	2,050,000	10,250,000
MCSA/Beech Acres-Choices Services	8,798,975	6,365,739	4,519,207	3,000,000	4,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	10,000,000
Independent Living Services	220,546	138,941	202,545	179,286	294,500	294,500	294,500	294,500	294,500	294,500	1,472,500
Tax Settlement Fee	581,464	560,853	538,277	519,209	622,543	622,543	622,543	622,543	622,543	622,543	3,112,715
Family and Children First Dues	650,000	656,000	650,000	112,000	5,500	5,500	5,500	5,500	5,500	5,500	27,500
Foster Care	2,683,269	3,756,090	2,362,743	1,258,812	71,750	50,000	50,000	50,000	50,000	50,000	250,000
Contribution to Mental Health	1,900,000	1,900,000	1,125,000	58,744	1,800,000	1,800,000	1,800,000	1,800,000	1,800,000	1,800,000	9,000,000
Adopt Ohio/ Adoption Contracts and N	530,132	833,213	1,237,751	1,025,052	3,176,600	2,873,500	2,873,500	2,873,500	2,873,500	2,873,500	14,367,500
Records Check	-	117,140	160,439	165,309	300,000	300,000	300,000	300,000	300,000	300,000	1,500,000
Reclaim Ohio	-	-	2,030,451	1,988,135	-	-	-	-	-	-	-
TOTAL EXPENDITURES	\$ 76,778,538	\$ 85,810,559	\$ 79,665,458	\$ 79,762,802	\$ 66,123,011	\$ 68,552,324	\$ 68,552,324	\$ 68,754,425	\$ 68,754,425	\$ 68,754,425	\$ 343,367,922
<i>Average Annual Rate of Increase</i>		11.8%	-7.2%	0.1%	-17.1%	3.7%	0.0%	0.3%	0.0%	0.0%	

**Hamilton County Childrens Services
Five Year Forecast for Fiscal Years 2012-2016
Levy Revenue Constant**

Action Item	Forecast					TOTAL
	2012	2013	2014	2015	2016	
TOTAL OPERATING REVENUE	\$ 74,643,947	\$ 73,157,646	\$ 72,444,439	\$ 72,438,564	\$ 72,432,777	\$ 365,117,372
TOTAL EXPENDITURES	\$ 68,552,324	\$ 68,552,324	\$ 68,754,425	\$ 68,754,425	\$ 68,754,425	\$ 343,367,922
ANNUAL CASHFLOWS	\$ 6,091,624	\$ 4,605,323	\$ 3,690,014	\$ 3,684,139	\$ 3,678,352	\$ 21,749,451
CUMULATIVE CASHFLOWS	\$ 6,091,624	\$ 10,696,946	\$ 14,386,960	\$ 18,071,099	\$ 21,749,451	
ACTION IMPACTS (NET ADJUSTMENTS)						
(From Listing Below)	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 6,464,563	\$ 6,108,623	\$ 6,037,195	\$ 6,062,850	\$ 6,088,975	\$ 30,762,205
REVISED ANNUAL CASHFLOWS	\$ (372,939)	\$ (1,503,300)	\$ (2,347,181)	\$ (2,378,711)	\$ (2,410,623)	\$ (9,012,754)
REVISED CUMULATIVE CASHFLOWS	\$ (372,939)	\$ (1,876,239)	\$ (4,223,420)	\$ (6,602,131)	\$ (9,012,754)	
Action 1 Annual Inflation Adjustment						
Assumes annual average over last five years of 1.7% applied to portion of Administration line and other operating lines during forecast years.	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 979,642	\$ 996,296	\$ 1,016,669	\$ 1,033,952	\$ 1,051,530	\$ 5,078,090
Action 2 Annual Wage Adjustment						
Assumes annual wage adjustment of 3.5% applied to a portion of the Administrative line during the forecast years.	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 382,420	\$ 390,451	\$ 398,651	\$ 407,022	\$ 415,570	\$ 1,994,115
Action 3 Department Organization						
Addition of a Children's Services Director, a manager for a separate 241-KIDS section, and two additional supervisors	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 350,000	\$ 350,000	\$ 350,000	\$ 350,000	\$ 350,000	\$ 1,750,000
Action 4 Department Training and Quality Assurance						
Addition of a three person unit for QA review and funds for contract training	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 210,000	\$ 210,000	\$ 210,000	\$ 210,000	\$ 210,000	\$ 1,050,000
Action 5 Strategic Plan Implementation / Reporting						
No additional costs are required	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Action 6 Employee Wellness						
Provision of on-call counseling services for Children's Services staff, beyond normal ERP and insurance services	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 200,000	\$ 200,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 700,000
Action 7a Information Technology - Mobile Computing						
Equipping field staff with laptop computers, one time cost plus annual replacement	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 367,500	\$ 91,875	\$ 91,875	\$ 91,875	\$ 91,875	\$ 735,000
Action 7b Information Technology - Video Conferencing						
Establishment and maintenance of a video conferencing center	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 75,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 155,000
Action 8 Co-location of Legal Staff						
Transfer of Prosecutor staff offices to Children's Services; no expenses anticipated	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Action 9 Assessment of 24-KIDS Call Center						
Cost for consultant services to evaluate operations of the call center	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ 50,000
Action 10a Kinship Support Program						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 2,500,000
Action 10b KPI Program Funding						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 2,500,000
Action 10c Home-based Services						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 5,000,000
Action 10d Parent Advocacy						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000	\$ 500,000
Action 10e Permanency Roundtables						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,000,000
Action 10f Transportation Services						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 2,500,000
Action 10g Community-based Visitation Services						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 2,500,000
Action 10h Tutoring Contracts						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 350,000	\$ 350,000	\$ 350,000	\$ 350,000	\$ 350,000	\$ 1,750,000
Action 10i Kinship Locator						
Cost estimates provided by JFS	Revenue \$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	Expense \$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,000,000

ATTACHMENT: COMPARATIVE DATA ANALYSIS

WORK VOLUME DATA

Children's Services Additional Metrics	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Total # of Adoptions Finalized	31	38	53	285	210	166	203	151	160	113	92	105
Median Number of Months for Adoption Finalization from Permanent Custody	11.6	8.8	13.9	18.2	15.9	15.1	8.5	7.9	7.2	16.8	10.6	10.8
Total Awards of Legal Custody to Relatives	43	42	23	151	166	120	87	45	53	185	186	138
Median Number of Days for Length of Stay in Out-of-Home Care	268	308	238	289	323	246	237	204	186	268	253	289
Total # of Children Reunified with Parents or Legal Guardian	120	76	96	415	263	194	1,085	1,089	1,264	312	369	252

Children's Services Additional Metrics	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Total # of Adoptions Finalized	111	118	116	54	61	71	98	81	85	128	107	108
Median Number of Months for Adoption Finalization from Permanent Custody	10.6	10.3	7.7	14.5	11.5	14.2	10.4	11.6	12.2	13	11	12
Total Awards of Legal Custody to Relatives	129	83	97	149	143	110	283	233	256	147	128	114
Median Number of Days for Length of Stay in Out-of-Home Care	223	202	223	300	277	290	166	187	172	250	251	235
Total # of Children Reunified with Parents or Legal Guardian	211	133	105	108	143	145	628	529	534	411	372	370

Children's Services Out-of-County Placement	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Total Children in Custody During Year	520	472	484	3,218	2,684	2,703	4,347	3,681	3,592	2,090	2,113	2,032
Total # of Children Placed Out-of-County	164	131	159	488	470	547	509	450	466	290	370	375
Out-of-County as % of Total	31.5%	27.8%	32.9%	15.2%	17.5%	20.2%	11.7%	12.2%	13.0%	13.9%	17.5%	18.5%

Children's Services Out-of-County Placement	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Total Children in Custody During Year	1,059	907	850	1,313	1,353	1,361	1,961	1,692	1,572	2,073	1,843	1,799
Total # of Children Placed Out-of-County	76	101	102	233	276	272	289	282	267	293	297	313
Out-of-County as % of Total	7.2%	11.1%	12.0%	17.7%	20.4%	20.0%	14.7%	16.7%	17.0%	16.0%	17.6%	19.1%

Children's Services Children in Custody (Date Specific)	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Temporary Custody	203	170	220	984	740	1,115	1,483	1,250	1,252	792	773	871
Permanent Custody	84	88	56	718	696	648	199	198	181	234	236	207
Planned Permanent Living Arrangement (PPLA)	39	29	28	339	276	171	487	429	326	312	278	266
TOTAL	326	287	304	2,041	1,712	1,934	2,169	1,877	1,759	1,338	1,287	1,344
Percentage												
Temporary Custody	62.3%	59.2%	72.4%	48.2%	43.2%	57.7%	68.4%	66.6%	71.2%	59.2%	60.1%	64.8%
Permanent Custody	25.8%	30.7%	18.4%	35.2%	40.7%	33.5%	9.2%	10.5%	10.3%	17.5%	18.3%	15.4%
Planned Permanent Living Arrangement (PPLA)	12.0%	10.1%	9.2%	16.6%	16.1%	8.8%	22.5%	22.9%	18.5%	23.3%	21.6%	19.8%

Children's Services Children in Custody (Date Specific)	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Temporary Custody	347	320	306	556	568	592	610	547	488	711	624	692
Permanent Custody	125	118	97	176	171	153	192	210	167	247	245	216
Planned Permanent Living Arrangement (PPLA)	70	71	71	145	143	128	68	40	31	209	181	146
TOTAL	542	509	474	877	882	873	870	797	686	1,166	1,050	1,053
Percentage												
Temporary Custody	64.0%	62.9%	64.6%	63.4%	64.4%	67.8%	70.1%	68.6%	71.1%	62.2%	60.7%	67.1%
Permanent Custody	23.1%	23.2%	20.5%	20.1%	19.4%	17.5%	22.1%	26.3%	24.3%	21.8%	24.2%	20.0%
Planned Permanent Living Arrangement (PPLA)	12.9%	13.9%	15.0%	16.5%	16.2%	14.7%	7.8%	5.0%	4.5%	15.9%	15.1%	12.9%

Children's Services Children in Custody By Age (Date Specific)	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
0 - 5	134	114	146	622	511	654	567	508	535	481	468	528
6 - 11	98	97	104	523	437	519	567	467	419	324	344	358
12 +	94	76	54	896	764	761	1,045	902	805	533	475	458
TOTAL	326	287	304	2,041	1,712	1,934	2,179	1,877	1,759	1,338	1,287	1,344
Percentage												
0 - 5	41.1%	39.7%	48.0%	30.5%	29.8%	33.8%	26.0%	27.1%	30.4%	35.9%	36.4%	39.3%
6 - 11	30.1%	33.8%	34.2%	25.6%	25.5%	26.8%	26.0%	24.9%	23.8%	24.2%	26.7%	26.6%
12 +	28.8%	26.5%	17.8%	43.9%	44.6%	39.3%	48.0%	48.1%	45.8%	39.8%	36.9%	34.1%

Children's Services Children in Custody (Date Specific)	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
0 - 5	256	243	237	241	266	275	349	307	280	379	345	379
6 - 11	146	128	101	206	194	206	274	285	220	305	279	275
12 +	140	138	136	440	422	392	247	205	186	485	426	399
TOTAL	542	509	474	887	882	873	870	797	686	1,169	1,050	1,053
Percentage												
0 - 5	47.2%	47.7%	50.0%	27.2%	30.2%	31.5%	40.1%	38.5%	40.8%	35.4%	35.6%	39.1%
6 - 11	26.9%	25.1%	21.3%	23.2%	22.0%	23.6%	31.5%	35.8%	32.1%	26.8%	27.7%	26.9%
12 +	25.8%	27.1%	28.7%	49.6%	47.8%	44.9%	28.4%	25.7%	27.1%	37.8%	36.7%	34.0%

Children's Services Children in Custody By Age (Date Specific)	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Caucasian	308	263	257	464	367	403	895	788	773	427	403	375
African American	12	13	7	1,471	1,233	1,309	1,078	898	808	833	803	733
Other	6	11	40	106	112	122	217	191	178	78	81	236
TOTAL	326	287	304	2,041	1,712	1,834	2,190	1,877	1,759	1,338	1,287	1,344
Percentage												
Caucasian	94.5%	91.6%	84.5%	22.7%	21.4%	22.0%	40.9%	42.0%	43.9%	31.9%	31.3%	27.9%
African American	3.7%	4.5%	2.3%	72.1%	72.0%	71.4%	49.2%	47.8%	45.9%	62.3%	62.4%	54.5%
Other	1.8%	3.8%	13.2%	5.2%	6.5%	6.7%	9.9%	10.2%	10.1%	5.8%	6.3%	17.6%

Children's Services Children in Custody (Date Specific)	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Caucasian	233	211	184	358	380	358	423	398	351	444	401	386
African American	266	267	258	476	432	392	393	333	266	647	568	539
Other	43	31	32	53	70	123	54	66	69	80	80	114
TOTAL	542	509	474	887	882	873	870	797	686	1,171	1,050	1,039
Percentage												
Caucasian	43.0%	41.5%	38.8%	40.4%	43.1%	41.0%	48.6%	49.9%	51.2%	46.0%	45.8%	44.2%
African American	49.1%	52.5%	54.4%	53.7%	49.0%	44.9%	45.2%	41.8%	38.8%	47.9%	47.1%	44.6%
Other	7.9%	6.1%	6.8%	6.0%	7.9%	14.1%	6.2%	8.3%	10.1%	6.1%	7.0%	11.2%

Children's Services Children in Custody By Years in Custody (Date Specific)	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
0 - 2	203	179	218	1,146	886	1,178	1,379	1,176	1,204	906	865	904
2 - 4	83	56	42	424	400	355	484	404	292	200	218	258
4 +	40	52	44	471	426	401	316	297	263	232	204	182
TOTAL	326	287	304	2,041	1,712	1,934	2,179	1,877	1,759	1,338	1,287	1,344
Percentage												
0 - 2	62.3%	62.4%	71.7%	56.1%	51.8%	60.9%	63.3%	62.7%	68.4%	67.7%	67.2%	67.3%
2 - 4	25.5%	19.5%	13.8%	20.8%	23.4%	18.4%	22.2%	21.5%	16.6%	14.9%	16.9%	19.2%
4 +	12.3%	18.1%	14.5%	23.1%	24.9%	20.7%	14.5%	15.8%	15.0%	17.3%	15.9%	13.5%

Children's Services Children in Custody By Years in Custody (Date Specific)	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
0 - 2	415	389	367	483	487	518	659	602	522	724	655	702
2 - 4	80	76	77	153	163	148	108	115	101	213	205	182
4 +	47	44	30	251	232	207	103	80	63	209	191	170
TOTAL	542	509	474	887	882	873	870	797	686	1,169	1,050	1,053
Percentage												
0 - 2	76.6%	76.4%	77.4%	54.5%	55.2%	59.3%	75.7%	75.5%	76.1%	65.2%	64.5%	68.7%
2 - 4	14.8%	14.9%	16.2%	17.2%	18.5%	17.0%	12.4%	14.4%	14.7%	18.3%	18.5%	16.6%
4 +	8.7%	8.6%	6.3%	28.3%	26.3%	23.7%	11.8%	10.0%	9.2%	16.6%	17.1%	14.7%

Children's Services Children in Custody By Court Rationale for Placement	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Physical Abuse	215	331	424	5,145	5,161	6,156	3,930	4,631	5,741	3,228	3,000	3,092
Neglect	288	328	305	8,195	6,522	6,591	3,999	4,342	4,403	1,804	1,537	1,496
Sexual Abuse	123	145	167	1,761	1,372	1,530	1,629	1,709	1,536	859	802	869
Emotional Maltreatment	37	32	22	9	206	393	129	179	206	15	16	23
Dependency / Other	510	732	670	1,743	1,839	1,832	2,875	3,268	2,578	1,290	1,021	1,189
TOTAL	1,173	1,568	1,588	16,853	15,100	16,502	12,562	14,129	14,464	7,196	6,376	6,669
Percentage												
Physical Abuse	18.3%	21.1%	26.7%	30.5%	34.2%	37.3%	31.3%	32.8%	39.7%	44.9%	47.1%	46.4%
Neglect	24.6%	20.9%	19.2%	48.6%	43.2%	39.9%	31.8%	30.7%	30.4%	25.1%	24.1%	22.4%
Sexual Abuse	10.5%	9.2%	10.5%	10.4%	9.1%	9.3%	13.0%	12.1%	10.6%	11.9%	12.6%	13.0%
Emotional Maltreatment	3.2%	2.0%	1.4%	0.1%	1.4%	2.4%	1.0%	1.3%	1.4%	0.2%	0.3%	0.3%
Dependency / Other	43.5%	46.7%	42.2%	10.3%	12.2%	11.1%	22.9%	23.1%	17.8%	17.9%	16.0%	17.8%

Children's Services Children in Custody By Court Rationale for Placement	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Physical Abuse	1,625	2,032	2,086	989	1,166	1,231	1,676	1,739	1,537	2,401	2,580	2,895
Neglect	1,376	1,593	1,816	1,615	1,719	1,699	1,973	2,104	1,763	2,750	2,592	2,582
Sexual Abuse	602	596	591	407	372	380	597	558	453	854	793	789
Emotional Maltreatment	49	58	69	460	556	661	295	420	72	142	210	207
Dependency / Other	378	897	961	820	923	877	153	971	965	1,110	1,379	1,296
TOTAL	4,030	5,176	5,523	4,291	4,736	4,848	4,694	5,792	4,790	7,257	7,554	7,769
Percentage												
Physical Abuse	40.3%	39.3%	37.8%	23.0%	24.6%	25.4%	35.7%	30.0%	32.1%	32.0%	32.7%	35.0%
Neglect	34.1%	30.8%	32.9%	37.6%	36.3%	35.0%	42.0%	36.3%	36.8%	34.8%	31.8%	31.0%
Sexual Abuse	14.9%	11.5%	10.7%	9.5%	7.9%	7.8%	12.7%	9.6%	9.5%	11.9%	10.3%	10.2%
Emotional Maltreatment	1.2%	1.1%	1.2%	10.7%	11.7%	13.6%	6.3%	7.3%	1.5%	2.0%	2.8%	2.7%
Dependency / Other	9.4%	17.3%	17.4%	19.1%	19.5%	18.1%	3.3%	16.8%	20.1%	15.3%	18.3%	16.7%

Children's Services Children in Custody By Placement Type (Date Specific)	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Family Foster Home	217	192	195	1,271	1,135	1,289	1,325	1,083	1,014	766	759	806
Relative / Kinship Home	63	53	81	263	199	294	355	266	258	258	243	283
Group Home / Residential Care	40	20	14	304	214	208	387	409	390	208	175	150
Adoptive	1	9	3	78	78	38	11	24	32	13	18	12
Independent Living / Other	5	13	11	125	86	105	101	95	65	93	92	93
TOTAL	326	287	304	2,041	1,712	1,934	2,179	1,877	1,759	1,338	1,287	1,344
Percentage												
Family Foster Home	66.6%	66.9%	64.1%	62.3%	66.3%	66.6%	60.8%	57.7%	57.6%	57.2%	59.0%	60.0%
Relative / Kinship Home	19.3%	18.5%	26.6%	12.9%	11.6%	15.2%	16.3%	14.2%	14.7%	19.3%	18.9%	21.1%
Group Home / Residential Care	12.3%	7.0%	4.6%	14.9%	12.5%	10.8%	17.8%	21.8%	22.2%	15.5%	13.6%	11.2%
Adoptive	0.3%	3.1%	1.0%	3.8%	4.6%	2.0%	0.5%	1.3%	1.8%	1.0%	1.4%	0.9%
Independent Living / Other	1.5%	4.5%	3.6%	6.1%	5.0%	5.4%	4.6%	5.1%	3.7%	7.0%	7.1%	6.9%

Children's Services Children in Custody By Placement Type (Date Specific)	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal Count												
Family Foster Home	386	393	342	587	617	630	456	432	402	715	659	668
Relative / Kinship Home	105	65	78	13	9	7	298	260	183	194	156	169
Group Home / Residential Care	27	33	35	99	87	91	100	84	86	166	146	139
Adoptive	18	13	9	15	15	7	11	13	10	21	24	16
Independent Living / Other	6	5	10	173	154	138	5	8	5	73	65	61
TOTAL	542	509	474	887	882	873	870	797	686	1,169	1,050	1,053
Percentage												
Family Foster Home	71.2%	77.2%	72.2%	66.2%	70.0%	72.2%	52.4%	54.2%	58.6%	62.4%	64.5%	64.5%
Relative / Kinship Home	19.4%	12.8%	16.5%	1.5%	1.0%	0.8%	34.3%	32.6%	26.7%	17.6%	15.7%	17.4%
Group Home / Residential Care	5.0%	6.5%	7.4%	11.2%	9.9%	10.4%	11.5%	10.5%	12.5%	12.6%	11.7%	11.3%
Adoptive	3.3%	2.6%	1.9%	1.7%	1.7%	0.8%	1.3%	1.6%	1.5%	1.8%	2.3%	1.5%
Independent Living / Other	1.1%	1.0%	2.1%	19.5%	17.5%	15.8%	0.6%	1.0%	0.7%	6.2%	6.2%	5.8%

FINANCIAL DATA

Children's Services Expenditures	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal \$												
Federal			\$5,805,000				\$38,464,380	\$38,627,889	\$38,118,441	\$36,428,997	\$34,355,749	\$34,565,286
State			\$1,080,000				\$5,017,093	\$5,038,420	\$4,971,971	\$5,323,177	\$4,348,487	\$4,034,034
Local			\$6,615,000			\$76,308,227	\$123,754,963	\$124,281,033	\$122,641,940	\$44,058,385	\$40,961,221	\$41,163,483
Total			\$13,500,000		\$156,275,375	\$148,051,638	\$167,236,436	\$167,947,342	\$165,732,352	\$85,810,559	\$79,665,458	\$79,762,802
Percentage												
Federal			43.0%				23.0%	23.0%	23.0%	42.5%	43.1%	43.3%
State			8.0%				3.0%	3.0%	3.0%	6.2%	5.5%	5.1%
Local			49.0%			51.5%	74.0%	74.0%	74.0%	51.3%	51.4%	51.6%

Children's Services Expenditures	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Nominal \$												
Federal	\$20,365,839	\$19,549,547	\$18,802,450	\$17,686,606	\$19,819,811	\$17,435,858	\$18,208,023	\$17,952,449	\$18,133,948	\$26,230,769	\$26,061,089	\$22,143,497
State	\$4,036,473	\$2,761,967	\$2,886,155	\$4,498,205	\$3,728,883	\$3,524,239	\$3,034,670	\$29,922,075	\$3,022,291	\$4,381,924	\$9,159,967	\$3,253,115
Local	\$21,466,695	\$20,844,219	\$20,754,849	\$21,768,629	\$29,926,447	\$30,830,070	\$29,335,148	\$28,923,389	\$29,215,482	\$48,076,764	\$48,987,262	\$46,789,864
Total	\$45,869,006	\$43,155,732	\$42,443,454	\$43,953,440	\$53,475,141	\$51,790,167	\$50,577,841	\$76,797,913	\$50,371,721	\$78,689,456	\$96,219,493	\$78,807,448
Percentage												
Federal	44.4%	45.3%	44.3%	40.2%	37.1%	33.7%	36.0%	23.4%	36.0%	33.3%	27.1%	28.1%
State	8.8%	6.4%	6.8%	10.2%	7.0%	6.8%	6.0%	39.0%	6.0%	5.6%	9.5%	4.1%
Local	46.8%	48.3%	48.9%	49.5%	56.0%	59.5%	58.0%	37.7%	58.0%	61.1%	50.9%	59.4%

Children's Services Cost Per Child in Custody	Clermont			Cuyahoga			Franklin			Hamilton		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Total Expenditures			\$13,500,000		\$156,275,375	\$148,051,638	\$167,236,436	\$167,947,342	\$165,732,352	\$85,810,559	\$79,665,458	\$79,762,455
Total Children in Custody	520	472	484	3218	2684	2703	4347	3681	3592	2090	2113	2032
Cost per Child in Custody			\$27,893		\$58,225	\$54,773	\$38,472	\$45,625	\$46,139	\$41,058	\$37,703	\$39,253

Children's Services Cost Per Child in Custody	Lucas			Montgomery			Summit			Average		
	2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
Total Expenditures	\$45,869,006	\$43,155,732	\$42,443,454	\$43,953,440	\$53,475,141	\$51,790,167	\$50,577,841	\$76,797,913	\$50,371,721	\$78,689,456	\$96,219,493	\$78,807,398
Total Children in Custody	1059	907	850	1313	1353	1361	1961	1692	1572	2073	1843	1799
Cost per Child in Custody	\$43,314	\$47,581	\$49,933	\$33,476	\$39,523	\$38,053	\$25,792	\$45,389	\$32,043	\$37,967	\$52,204	\$43,803