



Hamilton County Tax Levy Review Committee

Children's Services Levy Review

May 4, 2018

PCG | *Human Services*
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INTRODUCTION AND OVERVIEW

Background

The Hamilton County Board of County Commissioners oversees the Hamilton County Department of Job and Family Services (JFS), which is the legally designated agency for children services in the county. The Children Services Levy, a tax collected from property owners in Hamilton County, supports children's services through HCJFS' Children Services Division (CSD). Specifically, the Levy is to support the provision of child services and the care and placement of children.

The Hamilton County Commission is committed to balancing the need for funding to support services to children and families and the tax burden on home and business owners. To that end, the Board of Commissioners empowers the Tax Levy Review Committee (TLRC) to secure an independent review of the Levy request. Given the responsibility to ensure the adequate balance of services and tax burden, the TLRC has commissioned this mid-levy review to assess previous recommendations and any fiscal constraints since the previous review.

The Children's Services Levy was first established in 1986 by a 1.42 mill levy with subsequent approvals by voters for consecutive five-year periods. The current levy stands at 2.77 mills and has not received an increase since 1996. By law, if funds needed to meet legal obligations are not provided by the levy, they must come from the County's General Fund. Local funds currently generated by the Children's Services Levy are matched with state and federal dollars. These funds are also used to pay third parties to provide contract services in the care of children in Hamilton County.

In May of 2016, Public Consulting Group (PCG) completed a comprehensive Children's Services Tax Levy assessment, which consisted of the following:

- Determine compliance with the TLRC's recommendations for the current levy cycle;
- Conduct a comprehensive financial analysis;
- Review the current levy request and prioritize programming at different funding levels;
- Compare HCJFS' operations with peer organizations; and
- Make recommendations for potential tax levy cost savings, revenue enhancements, and organizational or program improvements within HCJFS and assuming successful passage of the proposed tax levy

In short, PCG found JFS to be compliant with the TLRC's previous recommendations and in a stable financial position. Operations were in-line with peer agencies, but short of some federal benchmarks. PCG listed several programmatic and fiscal threats that could impact children in the community in the coming years.

In June of 2016, the TLRC considered PCG's report and recommended two tax levy options for the County Commissioners:

- Alternative A – a flat renewal (at 2.77 mills), coupled with a review in 2018 “to address any impending overage or shortfall at the November 2018 general election”; or
- Alternative B – an increase in the Levy up to 3.01 mills (based on the inflation rate). PCG predicted at that time, a flat Levy could with “all other projections remaining constant” result in a \$14.8M positive carryover at the conclusion of the 2021 levy cycle.

In November 2016, the voters of Hamilton County voted to approve a flat renewal (at 2.77 mills) with 71.5% of voters voting to pass the levy, the highest margin of approval to date, marking the 6th time the levy had passed.

Unfortunately, many of the identified threats of 2016 have since become a reality for JFS- both impacting operations and putting a financial strain on the agency. Because of this, current projections provided by JFS and other County Officials assert that if the revenue or service levels do not change, JFS will exhaust its cash balance in 2019, and

by the end of the current levy cycle in 2021, could face as much as a \$42.5 million deficit.¹ Given these projections PCG has been contracted to conduct this mid-point review to validate the agency data and present options for the county to consider.

For this mid-point levy review, the TLRC has charged PCG to review the following key tasks:

CHILDREN SERVICES LEVY PLANNED BALANCES – VS- ACTUAL / ESTIMATED BALANCES

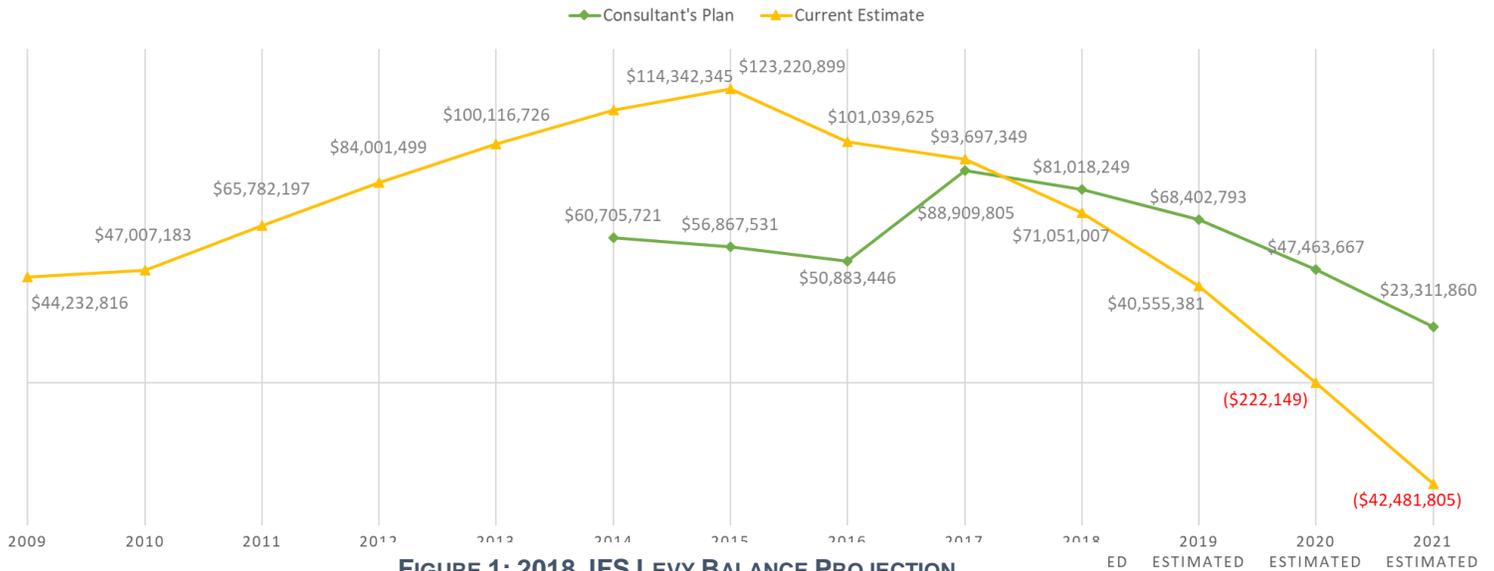


FIGURE 1: 2018 JFS LEVY BALANCE PROJECTION

- Review of the 2016 Children's Services Levy consultant report and 2016 and 2018 TLRC recommendations
- Comprehensive financial analysis of Children's Services budget request with detail on impacts of revenue reductions and expenditure increases since the 2016 review.
- Analysis of financial and qualitative impacts of levy programming for the remainder of the levy cycle (2019-2021) at three funding levels:
 - Minimum service level mandated by Ohio Revised Code (ORC) for program areas
 - JFS projected service level proposal
 - Best practice service level for program areas
- Provide recommendations for improvements during the levy period

Overview of Hamilton County Job and Family Services

Federal and State law requires the county to provide services to children and families who are affected by abuse or neglect. Ohio Revised Code 5153.16 establishes the responsibilities of a public children's services agency and authorizes it to conduct investigations of abuse and neglect. County Commissioners, under the Section 307.981 of the Ohio Revised Code (ORC), are responsible for determining which agency within the county will provide public services for children in each County. Hamilton County Children's Services Division (CSD), a division of Hamilton County Job and Family Services (JFS), is the local organization legally responsible for taking reports of child abuse and neglect.

¹ Revenue estimate from 2018 TLRC Mid-Term Report and Recommendations

Ohio is one of nine state-supervised, county-administered child welfare systems in the nation, and Hamilton County JFS is one of the few public human service agencies in Ohio providing multiple services (such as public assistance, children's services, child support, and workforce development) to the community. Statewide, approximately half of the counties are supported, in part, by voter-approved property tax levies. The remainder of other counties use general county funds for mandated services. Ohio currently ranks last in the nation for the share of child protection funding paid by state revenues, with federal and local funding making up most of the budget for Children's Services.

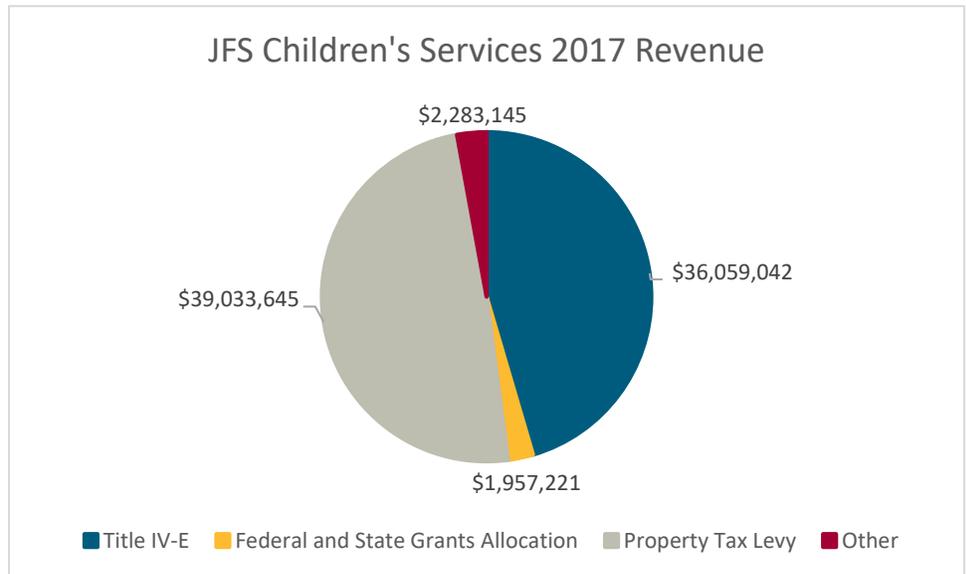


FIGURE 2: 2017 JFS CHILDREN'S SERVICES REVENUE

A more in-depth overview of JFS's structure and operations, as well as a comprehensive list of services, can be found within the 2016 report. This section includes a high-level overview of the types of services, outcome measures, and operations currently implemented at JFS.

All programs delivered by CSD are subject to review and oversight. The oversight and review come from the local, state, and federal levels and includes adherence to federal rules and benchmarks. At the local level, JFS's programs, operations, and decision points are reviewed by: the fatality review board; an independent ombudsman; The Job and Family Services Planning Committee; County Child Abuse Team; Juvenile Court; including judges, attorneys, Guardian ad Litem (GALs) and Court Appointed Special Advocates (CASAs); the Matching Committee; Cincinnati Children's Hospital' Eckerd Rapid Safety Feedback Model; and the Youth Advisory Board of Hamilton County. At the state level, JFS is reviewed through State Review; Regional Citizen Review Board; Child and Family Services Review; Child Protection Oversight and Evaluation (CPOE) Reviews; and Multi Ethnic Placement Act Reviews.

JFS continues to exhibit strengths and produce positive outcomes, detailed below and throughout the report, including:

- The JFS Director, managers, and supervisors are stable, veteran staff with many years of leadership and child welfare experience from which to draw;
- Leadership has begun implementation of recommendations from the 2016 TLRC evaluation report;
- JFS was chosen as one of eight pilot counties to improve workforce retention through the federally funded Quality Improvement Center for Workforce Development;
- The agency has fostered strong partnerships with the judiciary, behavioral health agencies, community stakeholders, and state and national organizations which help enhance services across JFS. Of note, JFS leadership meets with leadership from the Judiciary, including the Guardian ad Litem office, the Prosecutor's office, the Public Defender's Office, and Judges and Magistrates monthly to review data and trends to ensure children are moving through the judicial process as quickly as possible.
- The implementation of a safety model and other best practices across program areas in JFS enhances safety for children through utilizing evidence based practices to drive decision making throughout the case;
- The front-line workforce has access to iPads in the field allowing them instant access to case information, information that promotes safety of the case workers, and allows them to do work from any location;

- Integration of data analytics allow for JFS leadership to track outcome achievement, data trends, and address safety, permanency, and well-being across several different measures;
- The new hiring process is resulting in better matches for new caseworkers and increases in retention;
- JFS has integrated trauma focused policies and programs across their practices and with local service providers;
- JFS has implemented a pilot for the Rapid Safety Feedback model, which utilizes data analytics to provide greater access to data related to child safety;
- Improved university partnerships are resulting in increased internships and hiring of interns; and
- JFS offers more flexible hours to ensure that frontline staff can meet with families after/before work times.

In addition to the strengths listed above, all outside providers and community stakeholders with whom PCG met during the assessment agreed JFS is doing a great job serving children and families with limited resources. A full list of these stakeholders is included in *Appendix G: Site Visit Interview List*. Moreover, JFS continues to exceed federal Child and Family Services Review (CFSR) measures for many key indicators. The CFSR is a federal review to ensure child welfare agencies are conforming with federal child welfare requirements and to gauge outcomes for children and families. The chart below compares Hamilton County, Ohio against two major metropolitan counties in Ohio; Franklin and Cuyahoga – with the national standard on seven national CFSR measures. These measures, taken from Ohio Department of Job and Family Services’ (ODJFS) Statewide Automated Child Welfare Information System (SACWIS) system, are obtained from every child welfare agency in the country on a rolling quarter basis, and the measures below indicate County standing as of 12/31/2017. Child welfare agencies across the nation struggle to meet all the federal performance measures, and nationally there is no agency that meets each of these measures. Hamilton County exceeds the national standards for many of these measures, 5 of the 7, and has made improvements in several of the indicators since 2016, all while the number of children in care, as well as the complexity of cases, has increased. In addition, Hamilton County is achieving these outcomes at the lowest dollar amount spent among peer counties.

Federal Indicator	Comparison to National Standard		
	Hamilton	Franklin	Cuyahoga
Maltreatment in Foster Care	Exceeds	Exceeds	Fails to meet
Permanency in 12 Months	Fails to meet	Exceeds	Fails to meet
Permanency in 12 Months for Kids in Care 12-23 Months	Exceeds	Exceeds	Exceeds
Permanency in 12 Months for Kids in Care Foster Care 24+ months	Exceeds	Exceeds	Fails to meet
Placement Stability	Exceeds	Exceeds	Exceeds
Recurrence of Maltreatment	Fails to meet	Exceeds	Fails to meet
Re-Entry into Foster Care	Exceeds	Fails to meet	Fails to meet

TABLE 1: CFSR RESULTS AS OF 12/31/2017

The charts, below, provide a more in-depth look at exactly how each county measures compared to each other as well as the national standard. These measures, conducted to ensure conformity with federal child welfare requirements, help assist states in helping children and families achieve positive outcomes.

Maltreatment

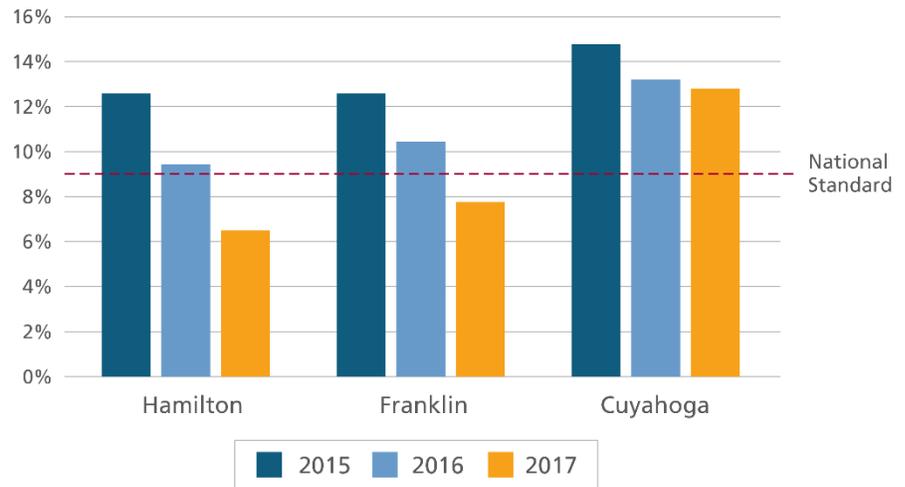
The federal definition of **Maltreatment Rate** is: Of all children in foster care during a 12-month target period, what is the rate of victimization per 100,000 days of foster care.

For this measure, Hamilton County is below the national standard for the first time in 2017, and has a lesser maltreatment rate than comparison counties.

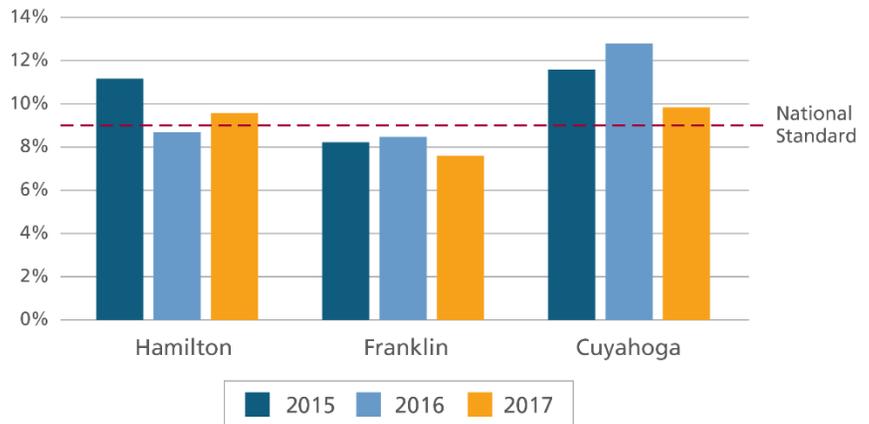
The federal definition of **Recurrence of Maltreatment** is: Of all children who were victims of a substantiated or indicated report of maltreatment during a 12-month target period, what percent were victims of another substantiated or indicated maltreatment allegation within 12 months of their initial report?

For this measure, Hamilton County fails to meet the national standard by 0.6%, and has a lower rate of recurrence than Cuyahoga County.

Maltreatment Rate in Foster Care



Recurrence of Maltreatment

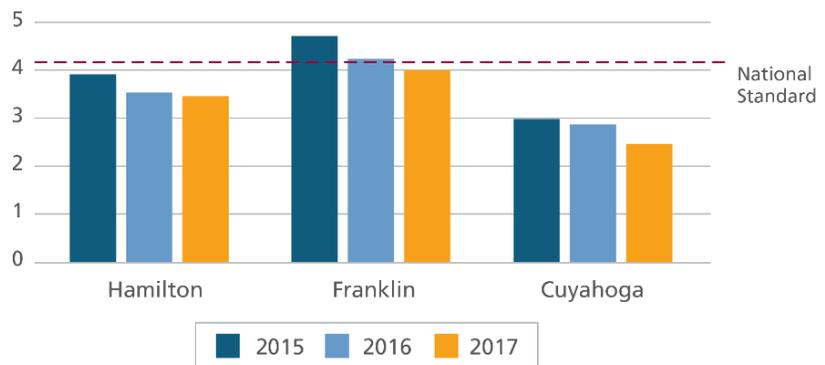


Placement Stability

The federal definition of **Placement Stability** is: Of all children who enter foster care in a 12-month target period, what is the rate of placement moves 1,000 per day of foster care.

For this measure, Hamilton County exceed the National Standard, and has fewer placements for each child while in custody than Franklin County.

Placement Stability -
 Moves per 1,000 Days in Care



Permanency

Permanency in 12 Months is defined as: Of all children who enter foster care in a target 12-month period, what percent are discharged to permanency within 12 months of entering foster care.

Hamilton County has fewer children achieving permanency in 12 months than the national standard and both peer counties.

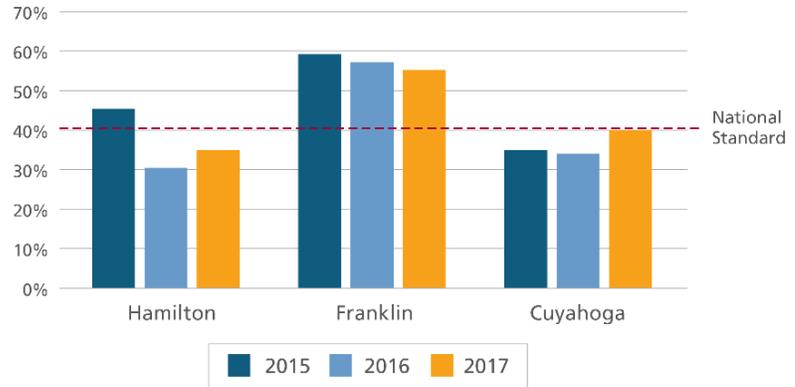
Permanency in 12 Months for Children in Foster Care 12 to 23 Months is defined as: Of all Children in foster care on the first day of a 12-month period who had been in foster care (in that episode) between 12 and 23 months, what percent are discharged from foster care to permanency within 12 months of the first day of the 12-month period.

Hamilton County has more children that achieve permanency in 12 months that have been in foster care for 12-23 months than the National Standard and both peer counties.

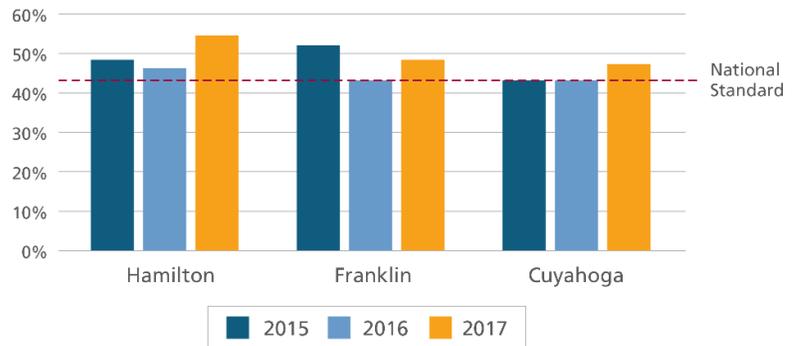
Permanency in 12 Months for Children in Foster Care 24 Months or More is defined as: Of all children in foster care on the first day of a 12-month period who had been in foster care (in that episode) 24 months or more, what percent are discharged from foster care to permanency within 12 months of the first day of the 12-month period.

Hamilton County has more children that achieve permanency in 12 months that have been in foster care for over 24 months than the National Standard and Cuyahoga County.

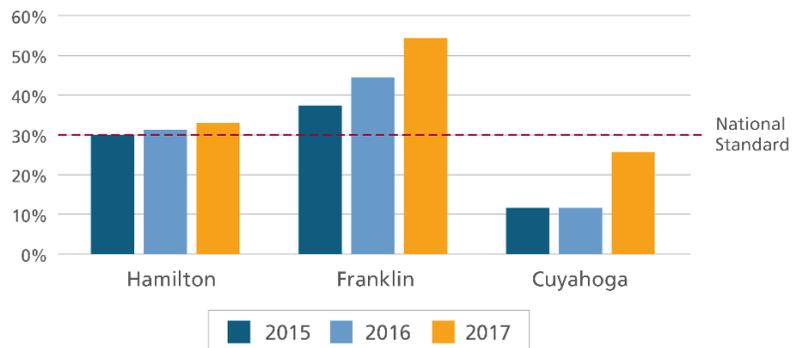
Permanency in 12 Months



Permanency in 12 Months for Children in Foster Care 12-23 Months



Permanency in 12 Months for Children in Foster Care 24 Months or More



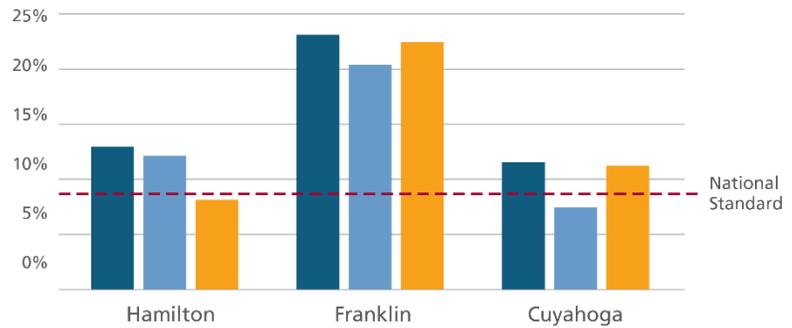
Re-Entry

The **Re-entry Rate to Foster Care** is defined as: Of all children who enter foster care in a 12-month target period and discharged within 12 months to reunification, living with a relative(s), or guardianship, what percent re-entered foster care within 12 months of discharge.

Hamilton County has fewer children return to foster care than the national standard and both peer counties.

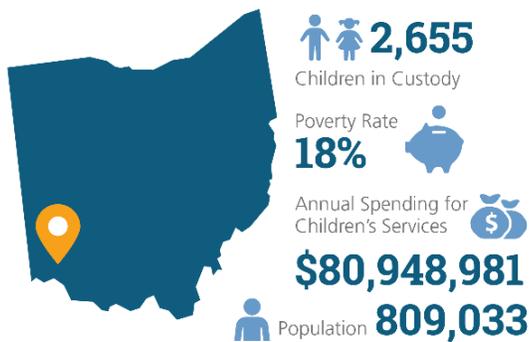
Counties across Ohio vary in size, demographics, and funding systems in place to address the needs of children in the child welfare system. For this report, PCG compared Hamilton County to Franklin and Cuyahoga counties on the above key indicators and have included the data below, which looks at the number of children in custody, annual spending for each agency, population, the ages of children in care, and demographic information for those jurisdictions. The information below provides a snapshot of each county as gathered from the Public Children's Services Association of Ohio (PCSAO) in their 2017 Factbook, and includes data from 2016. Therefore, this information will vary slightly from data gathered in the remainder of the report, which was gathered from Hamilton County's internal SACWIS system.

Re-entry Rate to Foster Care

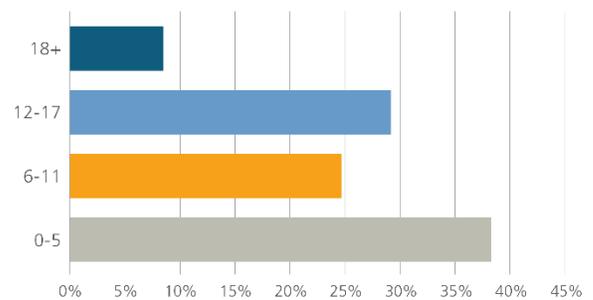


FIGURES 3-9: CFSR MEASURES AMONG HAMILTON, FRANKLIN, AND CUYAHOGA COUNTIES FROM 2015 - 2017

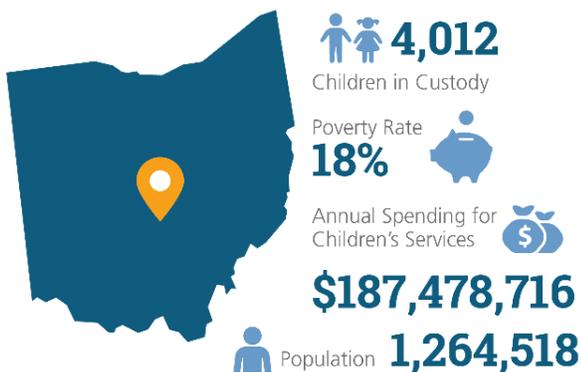
Hamilton County



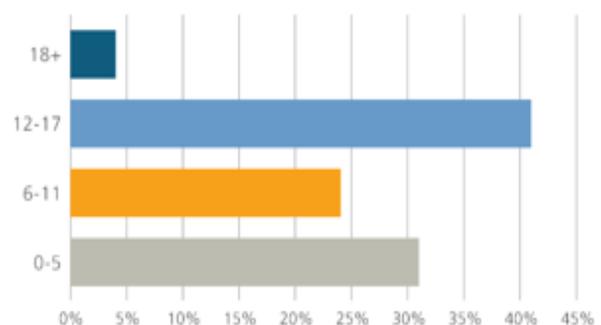
Ages of Children in Care



Franklin County



Ages of Children in Care



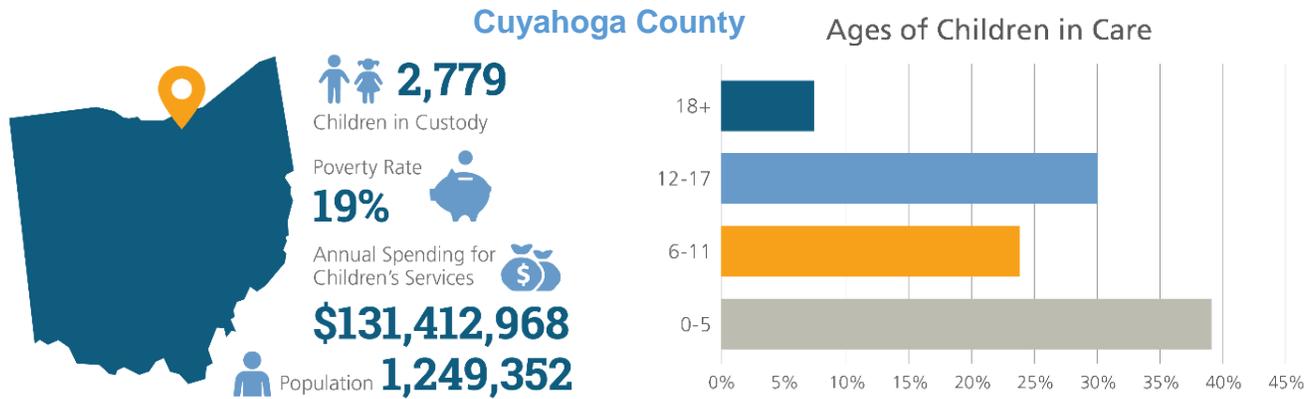


FIGURE 10: OVERVIEW OF CHILD WELFARE INFORMATION FOR HAMILTON, FRANKLIN, AND CUYAHOGA COUNTIES

The information above conveys that Hamilton County is achieving nearly the same outcomes as Franklin County (and is ahead of Cuyahoga on several CFSSR measures) with fewer dollars. Annual expenditures for Franklin and Cuyahoga County are 132 and 62 percent higher, respectively. These spending differences cannot be accounted for solely based on the number of children in care – Franklin county has 51 percent more children in custody than Hamilton County and Cuyahoga has 5 percent more children in custody- consequentially, both comparison counties have higher expenses in proportion to the number of children in custody.

PCG also examined disproportionality for the three counties listed above to examine to what extent the proportion of minorities in custody exceeded the proportion of minorities in the county and to what extent it aligned with the poverty rate for each racial demographic. For Hamilton, Franklin, and Cuyahoga counties, the charts below illustrate racial demographics within the county, the poverty rate by race within the county, and the racial demographics of children in out-of-home care. In each of the three counties, the percentage of children of color who are in out-of-home care is greater than the percent of children of color in the general population. Therefore, children of color are disproportionately represented in the out-of-home care population.

Disproportionality is a recognized and well researched problem in foster care placements. National studies find a greater proportion of African American children are in foster care than children of other races and ethnicities, and a higher rate of poverty is among several factors contributing to the higher proportion of African American children entering and remaining in foster care.² While research shows socioeconomic status as the strongest predictor of maltreatment, it does not fully explain racial disproportionality and disparity within the foster care system, and it is possible that child welfare professionals or others involved with the case or family may knowingly or unknowingly let personal biases affect their decision-making.³ Because of the national prevalence of this issue, states and counties across the country, including Hamilton County, have begun initiatives intended to address disproportionality, and nationally, the rate at which minorities are disproportionately represented in the child welfare system is decreasing: African American children, who once made up over a third (37%) of all children in foster care, are now just over one quarter (26%).⁴

² U.S. Government Accountability Office. AFRICAN AMERICAN CHILDREN IN FOSTER CARE: Additional HHS Assistance Needed to Help States Reduce the Proportion in Care. (2007). <https://www.gao.gov/assets/270/263615.pdf>

³ The Children's Bureau: Racial Disproportionality and Disparity in Child Welfare. (2016). https://www.childwelfare.gov/pubpdfs/racial_disproportionality.pdf

⁴ Administration on Children, Youth, and Families. Recent Demographic Trends in Foster Care. (2013). https://www.acf.hhs.gov/sites/default/files/cb/data_brief_foster_care_trends1.pdf

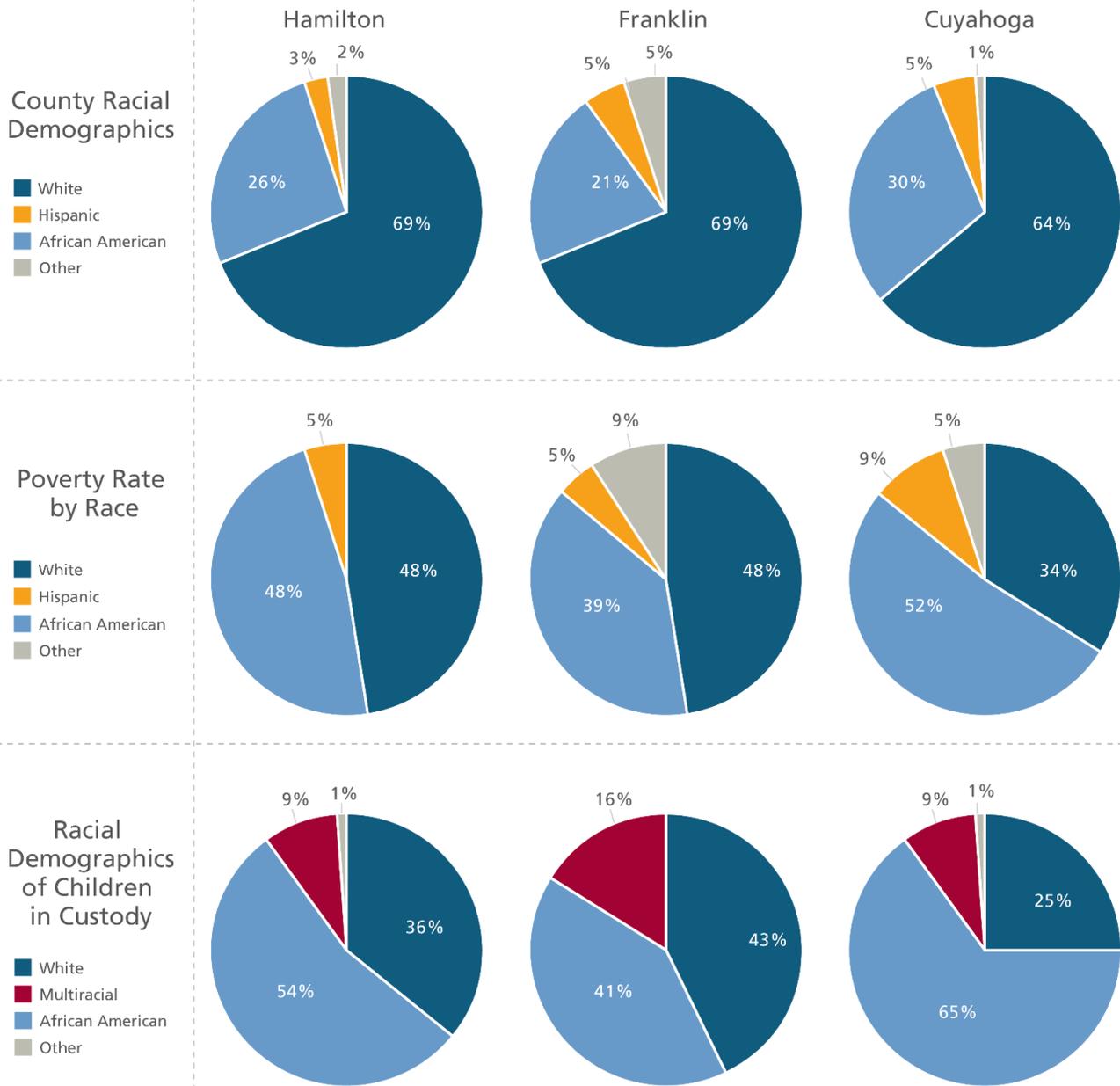


FIGURE 11: RACIAL DEMOGRAPHIC COMPARISON FOR HAMILTON, FRANKLIN, AND CUYAHOGA COUNTIES

The proportion of African American children JFS supervises has decreased by 20 percent (from 70 to 50 percent) over the past 17 years.⁵ JFS understands the national trend of disproportionality within the child welfare system and has check and balance mechanisms in place, through the implementation of a safety model and the practice of judicial oversight, to ensure children are coming under their supervision only when it is determined they are unsafe,

⁵ Hamilton County Juvenile Court Case Management System

safety cannot be controlled within the family, and they are in need of services to restore protective capacity of the caregiver. The agency's safety model, which is a best practice, ensures that the correct decisions are being made around a child's safety at each decision point throughout the case. Lastly, in every case where a child enters JFS custody, a Judge must review, approve, and sign off on a court order – which ensures that a child cannot come into custody based solely on the opinion of JFS workers and creates a set of checks and balances at every decision point throughout the case. Judicial removal is a core principle in child welfare agencies across the country.

As an additional consideration, researchers have also worked to understand how and whether outcomes for children of color who experience foster care differ from outcomes for white children. Resources like Center for Support of Social Policy's Alliance for Racial Equity in Child Welfare can partner with Hamilton County to provide guidance to address disproportionality and disparate outcomes.

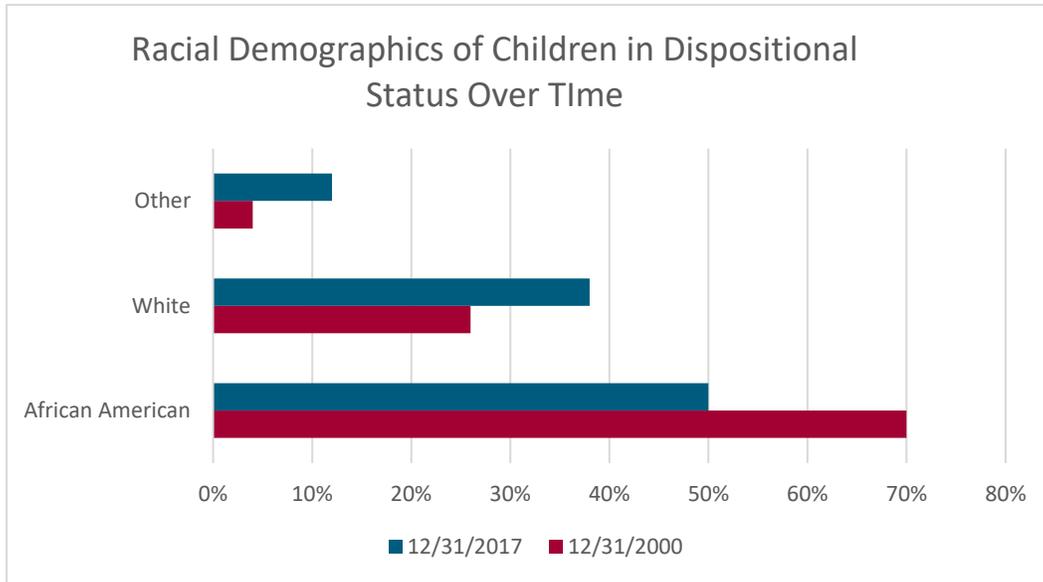


FIGURE 12: RACIAL DEMOGRAPHICS OVER TIME FOR CHILDREN IN DISPOSITIONAL STATUS IN HAMILTON COUNTY

TASK 1: RECENT HISTORY OF HAMILTON COUNTY JOB AND FAMILY SERVICES OPERATIONS

In our 2016 report, PCG identified several threats jurisdictions around the country are facing that could be detrimental to children in the community. This section provides an in-depth analysis on the status of each of those threats identified in 2016 and an analysis of their current impact on JFS. In addition, table below summarizes the key changes from the report in 2016 to the present.

	2015	Projection for 2017	2017	Percent Change
Number of Children Served in JFS Custody	2,515	n/a	3,554	41%
Number of Children Served Not in JFS Custody	13,265	n/a	16,650	26%
Number of Children Placed Out of Home	1,767	1,856	2,297	30%
Total JFS Expenditures on Out of Home Placements	\$36,395,589.20	\$38,708,736	\$49,308,804	35%
Percentage of JFS Expenditures on Out of Home Placements	46.4%	n/a	56.1%	10%
Kinship Placement Rate	32%	n/a	31%	-1%
Percentage of JFS Positions that are Vacant	13%	n/a	21%	8%
Total Revenue	\$87,316,562	\$81,005,721	\$79,333,052	-9%
Total Expenditures	\$78,438,008	\$86,180,858	\$87,961,134	12%
Total Fund Carryover Balance	\$123,220,899	\$88,909,805	\$92,411,543	-25%

TABLE 2: KEY CHANGES FROM 2016 TO PRESENT

Potential Threats and Their Operational Impact

Continuation of the Opioid Epidemic

At the end of 2017, at least 30% of children in JFS custody were placed due to drug use of a parent.

Communities across the U.S., including Hamilton County, continue to experience the results of the opioid epidemic. This has resulted in an increase of children coming into foster care, which strains multiple layers of the child welfare system and therefore, the funding. In the last two years, the epidemic has progressed, and jurisdictions are attempting to put interventions in place to mitigate the issues associated with the complexities of opiate use. Some federal funding is now in place to assist jurisdictions in addressing this issue, and Hamilton County is in the early stages of implementing programs to help curb the effects of the opiate epidemic, which are detailed further in the next section.

At the end of 2017, at least 30 percent of children in JFS custody were placed due to drug use of a parent. This number is likely higher than the data suggests given SACWIS constraints on whether drug use is known at the onset of a case. In 2013, just 21 percent of children were placed in custody due to the drug use of a parent, illustrating the rising trend across Hamilton County.

Vulnerability of Young Children (0-5)

The proportion of young children 5 and under in foster care has more than doubled since 2000 – rising from 18 percent of the total children in JFS custody to 40 percent as of December 2017. As is the case nationally, children from 0 – 5 years are the most vulnerable population that JFS serves. Young children 0 – 5 are inherently the vulnerable due to the stage they are at in their physical, cognitive, and social development.

The proportion of young children 5 and under in foster care has more than doubled since 2000.

Inadequate Trauma Informed Behavioral Health Services

Since 2016, JFS has implemented trauma informed and behavioral health services to address the needs of children and families. In June 2017, JFS received permission from the Board of County Commissioner (BOCC) to begin spending cash reserves to meet the rising number of children receiving services by adding additional contracts for providers and additional case managers. Through this, JFS expanded behavioral health services, intensive in-home services and began a new behavioral health initiative, Kids Insight's Treatment Outcome Package (TOP), which uses statistically validated questions to identify children's strengths and challenges and track their mental and behavioral health progress on numerous well-being indicators. Through contracting, JFS puts requirements in place to ensure all service providers utilize trauma informed practices within their service array.

A comprehensive list of added services and new initiatives is in the *Operational Changes During the Current Levy Period* section.

Rising Number of Children in Foster Care

The number of children served by JFS in Hamilton County continues to rise – over the last two years, there has been a 26 percent increase in the total number of children who are not in custody receiving services, and over the last four years there has been a 37 percent increase. The same trend is true for the total number of children in JFS custody: over the last two years, there has been a 41 percent increase of the number of children in JFS custody, and over the last four years there has been a 60 percent increase.

From 2013 – 2017, the number of children in JFS custody has increased by 60%

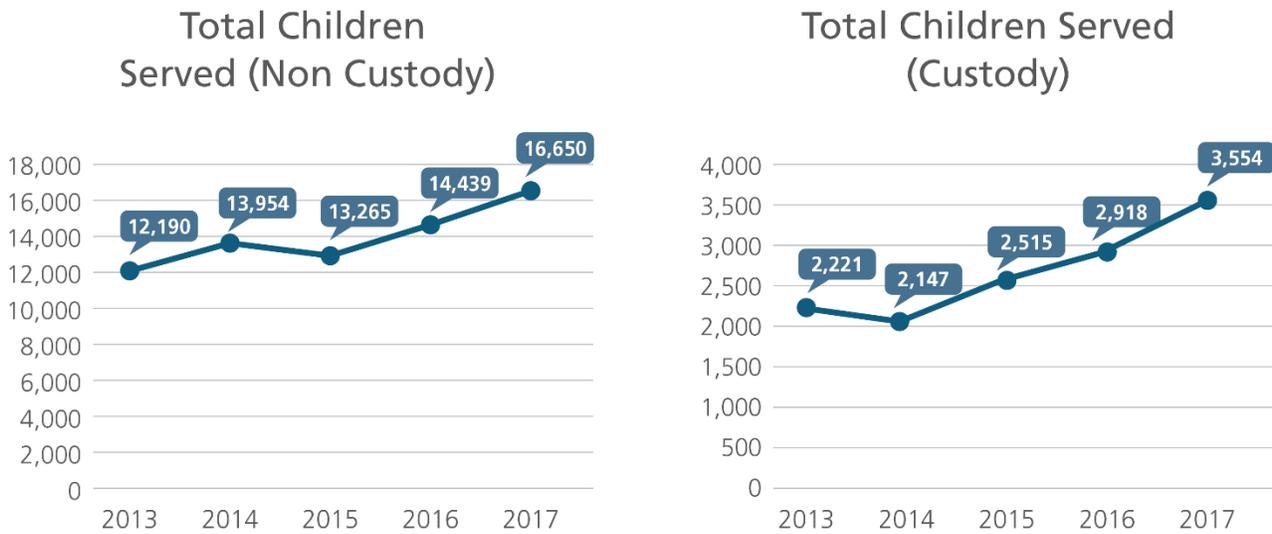


FIGURE 13: TOTAL CHILDREN RECEIVING SERVICES FROM JFS BY CUSTODY TYPE

These trends can be attributed, at least partially, to the ongoing heroin and opiate epidemic as increased opiate usage has led to increasing numbers of children coming into foster care. A 2016 PCSAO study found that of the 86,000 child welfare cases entering the Ohio system each year, cases involving parents abusing heroin, cocaine or both had climbed to 50 percent of all cases, and 70 percent of children age 1 or younger in custody are there because their parents are using heroin or cocaine.⁶ Because of these external factors, out-of-home placements are significantly higher than projected in 2016. PCG assumed an annual 2.5 percent increase in the number of children placed in out-of-home placements each year, which was based on year-over-year growth rates. However, reality has seen out-of-home placements increase by 16 percent (2015 to 2016) and by another 12 percent from 2016 to 2017.

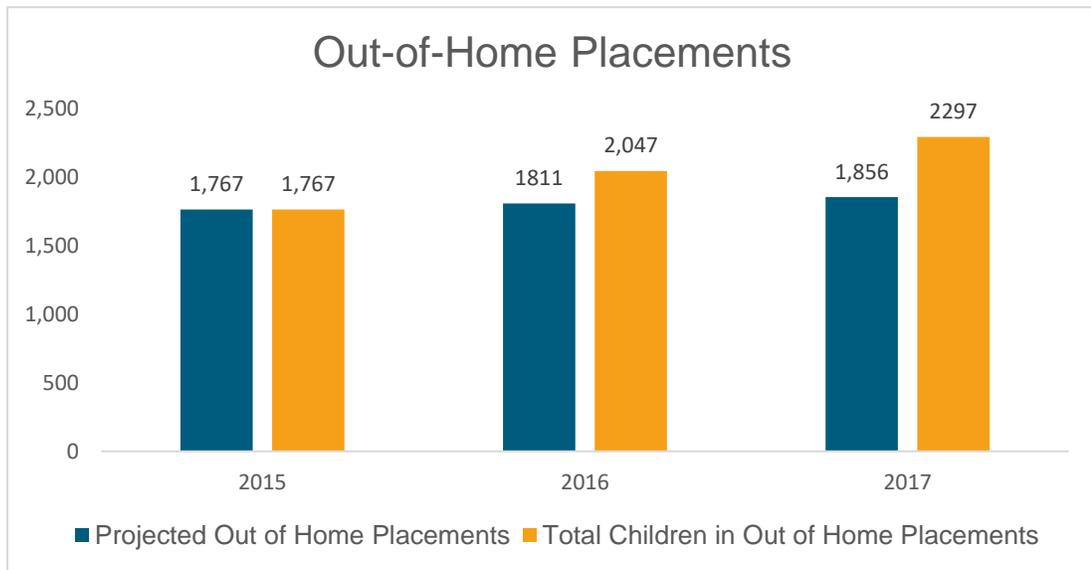


FIGURE 14: ACTUAL OUT OF HOME PLACEMENTS COMPARED TO PROJECTED OUT OF HOME PLACEMENTS

This rising number of children in foster care, specifically in out-of-home placements, has a drastic impact on placement costs in Hamilton County and across the state; in December 2017, PCSAO released a report that found placement costs in the state of Ohio increased by 20 percent from 2013 to 2016, growing from \$275 million to \$331 million, and are projected to hit more than \$550 million by 2020; ODJFS also estimates that \$138 million of the \$331 million were for substance-abuse related cases.⁷

⁶ Public Children Services Association of Ohio. Ohio's Opiate Epidemic and Child Protection (2016). <http://www.pcsao.org/pdf/advocacy/PCSAOOpiateEpidemicChildProtectionBrief2016.pdf>

⁷ Public Children Services Association of Ohio. Foster Hope for Ohio's Children (2018). <http://www.pcsao.org/pdf/advocacy/FosterHopePolicySolutionsSpring2018.pdf>

	2013	2014	2015	2016	2017
Out-of-home Placement Expenditures	\$32,476,302.60	32,116,323.62	36,395,589.20	\$40,711,317.41	\$49,308,804.00
Total Expenditures	70,043,115.63	\$69,403,776.93	78,438,007.82	\$80,948,980.91 ⁸	\$87,961,133.80
Percentage of Total Expenditures	46.4%	46.3%	46.4%	50.3%	56.1%

TABLE 3: OVERVIEW OF OUT OF HOME PLACEMENT EXPENDITURES

In 2016, 63% of placement costs were spent on just 37% of youth in custody in Ohio

In Hamilton County, out-of-home placement costs have increased by nearly \$17 million – or 52 percent -- over the last 5 years and account for 56 percent of the total expenditures for JFS. This rise in the number of children in JFS custody, and the increased costs associated with placing those children, also comes at a time where JFS revenue has decreased for the agency. Over the last 5 years, revenue has decreased by 7.9 percent -- and by 9.1 percent over the last 3 years. Due to declining revenue and an increase of children coming into JFS custody, a larger share of JFS expenditures is devoted solely to addressing the placement costs for children in JFS custody. In addition, ODJFS

also reports that in 2016, 63 percent of placement costs were spent on just 37 percent of youth in custody in Ohio, illustrating that youth with more complex needs and significant trauma need more intensive, therapeutic oriented care once in custody, which are costlier for child welfare agencies.⁹

Lacking Family Setting Out-of-Home Placements for Children

Hamilton County initially places children entering foster care with a relative 34.7% of the time – higher than both peer counties and the state average

If children must be separated from their parents, either voluntarily or by court order, kinship care should be the first placement option explored by child welfare agencies. ¹⁰ From 2015 to 2017, total number of children placed in kinship placements rose from 564 to 711, however due to the overall increase of children in JFS custody, the proportion of children placed in kinship placements has remained flat – shifting from 32 percent to 31 percent. Hamilton County places children in kinship care at a higher rate than both peer counties and the national average for this measure. In addition, Hamilton

⁸ excludes 2016 audit finding repayment

⁹ Public Children Services Association of Ohio. Foster Hope for Ohio's Children (2018). <http://www.pcsao.org/pdf/advocacy/FosterHopePolicySolutionsSpring2018.pdf>

¹⁰ Child Welfare Information Gateway. Working With Kinship Caregivers (2012). <https://www.childwelfare.gov/pubPDFs/kinship.pdf>

County initially places children entering foster care with a relative 34.7% of the time – higher than both peer counties and the state average for initial placements.¹¹

However, in some counties, such as Allegheny County in Pennsylvania, 66 percent of children removed from their homes are immediately placed with a relative and never spend a day in a foster care placement.¹² Research shows the most reductive placement for children is often best, which are often kinship placements, because it reduces trauma for the child and allows for them to maintain a connection with their family.

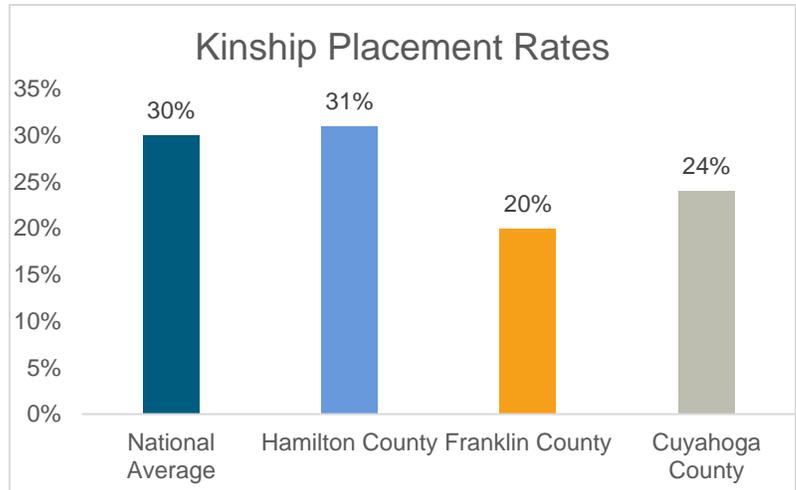


FIGURE 15: KINSHIP PLACEMENT RATE COMPARISON

Because it can often be time-consuming and difficult to locate kinship placements for children in custody, JFS submitted an application that would allow them to implement a family finding tool by engaging with 30 Days to Family. This tool would serve as a proactive approach in seeking family connections for children involved in the child welfare system by beginning the search for relatives within the first 30 days of custody and providing additional support and services to kinship providers.

Locating possible kinship placements often isn't the only barrier when it comes to placing children with families. There are additional challenges due to a lack of resources and supportive services, including the additional stress associated with caring for a child, lack of training relating to caring for children removed from their parents, lack of peer support, and financial difficulties associated with the cost of providing for children. Currently in Hamilton County, kinship providers aren't eligible to receive foster care stipend payments unless they are a licensed foster care provider, and in Hamilton County, most kinship providers do not elect to complete the licensing process.

Workforce Stability

The ability to fill existing positions and to retain case workers who are already in place remains a critical factor to the success of JFS Children's Services. While JFS has made efforts to address this, turnover continues to be an issue that impacts day to day workload management, as well as achievement of outcomes. In seeking to address workforce stability, JFS was recently chosen as one of eight pilot counties with the federal initiatives focused on workforce retention through the Quality Improvement Center for Workforce Development. This is a five-year intensive intervention focused on hiring and retaining a well-qualified, trained workforce.

After losing 52 percent of their workforce in 2009 after major budget cuts, JFS is still struggling to build and maintain a stable workforce. JFS employees report struggling with a high workload, high caseloads, turnover, employee retention, and training and professional development opportunities. As of this report, JFS reports having approximately 80 total vacancies for frontline positions, or a 21 percent vacancy rate.

Since May of 2016, JFS received permission from the Board of County Commissioner to hire 60 new positions to reduce caseloads and management oversight, while ensuring families and children are being served with the

¹¹ ODJFS SACWIS

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¹² Child Welfare Information Gateway. Foster Care Statistics (2015). <https://www.childwelfare.gov/pubPDFs/foster.pdf>
<https://www.childwelfare.gov/pubPDFs/foster.pdf>

intensity needed. The additional workers are intended to reduce caseloads and move manager-to-worker ratios to 5:1.

Nationally, and in Hamilton County, turnover in child welfare causes delays in permanency, significant fiscal costs, decreased morale of remaining workers saddled with higher caseloads, and removal of expertise from the organization. Additional research shows that an increase in the number of direct practitioners in a case decreases the chances of timely permanency for children within the studied cohort: children with one direct practitioner achieved permanency 74.5 percent of the time with the percentage

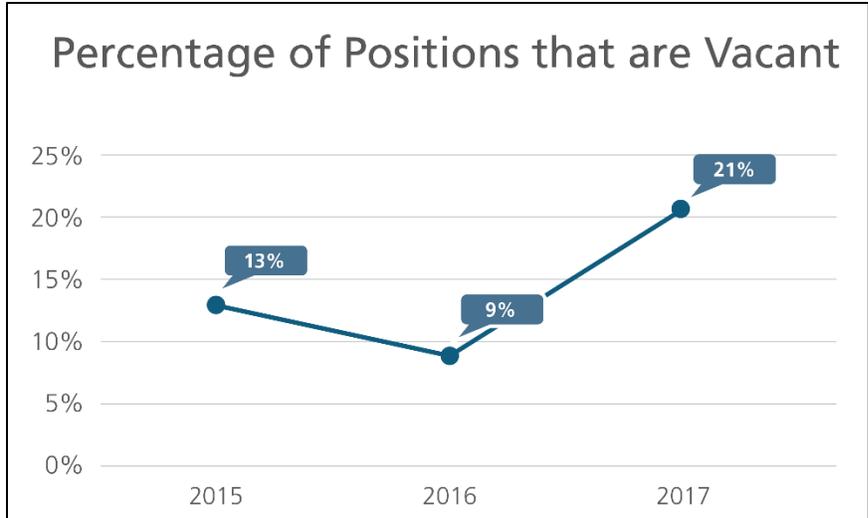


FIGURE 16: PERCENTAGE OF POSITIONS THAT ARE VACANT

dropping all the way to 17.5 percent for children with two workers.¹³ Essentially, children with one caseworker throughout their case have a much higher likelihood of achieving permanency quicker.

In June of 2017, JFS implemented a new hiring practice that integrated a competency-based approach to screen new frontline staff which allows for a more in-depth vetting process. This approach also allows applicants to receive a realistic job preview video, utilizes a critical thinking and judgement survey tool, and uses standardized scoring when making hiring decisions. Initial data from this model is positive and shows that people hired under this framework stay longer, however all results are still very preliminary. However, JFS is still struggling to find candidates to fill these vacancies because they are not getting enough qualified applicants, and only 79 percent of available positions are currently filled.

Program Area	Recommended Caseload Size	Current Average Caseload Size	Budgeted Caseload Size	Percentage of Positions Vacant
Investigation / Assessment	15	33	25	25%
Ongoing	17	20	17	17%

TABLE 4: CASELOAD COMPARISON BETWEEN RECOMMENDED, CURRENT, AND BUDGETED CASELOAD SIZES

The lag in filling vacant positions has an adverse effect on frontline's staff workload and caseload. Currently, investigation and assessment caseload sizes are more than double the caseload size recommended by the Council on Accreditation (COA) for their position, and ongoing caseloads are also slightly above the recommended caseload size. Through focus groups, caseworkers at JFS identified having high caseloads and high workloads is leading to burnout among caseworkers, which in turn leads to more turnover within the agency. These factors weigh heavily on frontline staff and supervisors and impact their ability to effectively and efficiently provide services to children

¹³ Flower, C., McDonald, J. and Sumski, M. (2005). Review of turnover in Milwaukee county private agency child welfare ongoing case management staff. Retrieved December 13, 2015, from http://www.uh.edu/socialwork/_docs/cwep/national-iv-e/turnoverstudy.pdf

and their families. If all budgeted positions were filled, caseloads would be within the recommended size for ongoing workers and would become more manageable for investigation and assessment (IA) staff.

Operational Changes and Children's Services Approach to Meeting the Increased Need for Services Since 2016

JFS leadership and staff have developed innovative initiatives and strategies addressing children's services needs in Hamilton County. They have done so under intense public scrutiny due to serious child injuries and fatalities and with no increase the millage of the levy since 1996. Despite the obstacles JFS faces, including an increased number of children receiving services and in JFS custody, rising costs associated with that increase, and a high turnover rate within the agency, JFS continues to improve outcomes for children; from 2015 to 2017 they increased the number of CFSR measures they met from 3 to 5. In accordance with recommendations received by PCG in 2016, JFS has made significant progress in implementing policies, programs, and initiatives to improve outcomes for children. A table laying out their progress and approach for addressing each of the recommendations from the 2016 report can be found in *Appendix A: 2016 Consultant Recommendations and Progress*.

Since PCG's report in 2016, JFS received permission from the BOCC to add 60 new full-time equivalent (FTE) positions and implement several new programs and initiatives to meet the growing number and needs of children receiving services. When this happened, JFS began implementing many new programs, created several new policies, enhanced their workforce practices, and expanded service offerings to address the needs of the agency and the children in care. Hamilton County has begun several initiatives recommended from the 2016 TLRC Levy Review, which directly target improvement of child welfare performance measures. Among those, is Rapid Safety Feedback, which is a nationally recognized model that combines a baseline of serious risk factors with real-time quality assurance (QA) to prevent deaths from abuse and neglect. Implementation is underway and this will directly support the safety of children. In addition, safety model implementation that was begun in 2016 is being embedded not only in practice, but in policy and decision making, allowing case workers additional tools to address child safety, permanency, and well-being. Finally, Hamilton County is one of ten pilot counties in Ohio that is implementing Sobriety Treatment and Recovery Team (START) to work with families and children experiencing safety issues due to opioid abuse. These, along with the other initiatives underway, are beginning to take hold internally and in the community, and they will help ensure safety for children and support for parents/caretakers in addressing their need for services.

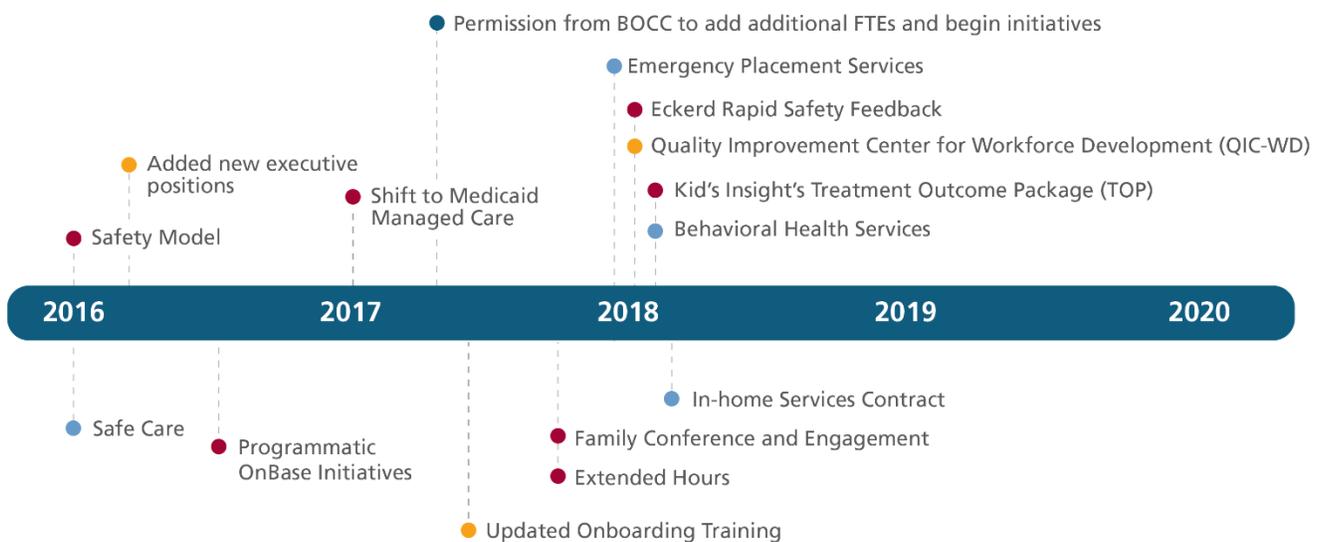


FIGURE 17: JFS OPERATIONAL CHANGES SINCE 2016

Policy and Program Changes

Safety Model: JFS is working with ACTION for Child Protection to fully implement a safety-decision model to improve decision making. This is a multi-leveled, quality assurance-type model designed to assist participants in becoming "masters" of safety-decision making. Safety Models help ensure front line staff, with the support of their supervisors and all management, are making the right decisions around a child's safety. ACTION also thoroughly reviewed the agency's child welfare policies and trainings, making recommendations for changes that will support workers as they carry out their daily duties.

Eckerd Rapid Safety Feedback: Hamilton County is one of two Ohio metropolitan counties partnering with ODJFS to implement the Eckerd Rapid Safety Feedback model. The Eckerd model uses predictive analytics from the statewide child welfare database to assist with identifying cases that have a higher risk of abuse and neglect. The model provides a team-driven, peer review of cases every 90 days until permanency is achieved for the child. Hamilton County will use this tool to review case against the Safety Model to ensure fidelity.

Family Conferencing and Engagement: JFS increased the number of staffing facilitators to resolve an ongoing backlog and ensure family involvement and objective review of critical decision points including emergency orders, custody, reunification and placement disruption. Family Conferences, which is a practice supported by the Casey Foundation, are critical to the process of partnering with families around the management of child safety and the improvement of parental protection to maintain children with their family or reunify children as quickly as possible.

Kids Insight's Treatment Outcome Package (TOP): TOP uses statistically validated questions to identify children's strengths and challenges and track their mental and behavioral progress on more than 40 child well-being indicators TOP implementation involves a level-of-care tool to help the agency determine the most appropriate and least restrictive placement based on the child's needs and the provider's demonstrated strengths.

Extended Hours: Three Intake/Assessment units were moved to different shifts (10 a.m. to 6 p.m., 11 a.m. to 7 p.m. and 1 p.m. to 9 p.m.) to ensure agency personnel are available for families that need help after traditional business hours or new reports that come in after normal business hours

Medicaid Shift to Managed Care: Beginning in January 2017, all new children entering foster care were switched from a traditional Medicaid fee-for-service plan to a Managed Care Organization (MCO). During this transition, service providers had to change their entire billing system, which created confusion for service providers and JFS on which services would be covered by Medicaid and which would need to be paid for by JFS.

Programmatic OnBase Initiatives: OnBase is an electronic document management and workflow system, that can also pull information from and link with SACWIS. JFS has used OnBase to create several processes that improve documentation and make workflows more efficient within Children's Services through implementing mobile technology that case workers can use in the field and to streamline case transfers by ensuring workload is evenly spread.

Workforce Changes

New Positions and Case Realignment: JFS received permission from the Board of County Commissioner to hire 60 new positions to reduce caseloads and to move manager-to-worker ratios to the 5:1 national best practice. JFS also sought realignment to help ease the workload, moving 20 case workers, five managers and a section leader to the intake section to assist with the increasing volume and intensity of new cases. Prior to this, JFS also added two new executive positions: Assistant Director, Children's Services and Assistant Director, Strategic Operations.

Updated Onboarding Training: To reduce turnover increase job satisfaction, and provide better support for staff, JFS implemented a new process that improves screening of new hires. This includes a full-day orientation where staff receive a realistic job preview and revisions to the new hire training curriculum to assure all staff receive necessary up-front training and information prior to receiving cases.

Quality Improvement Center for Workforce Development (QIC-WD): The agency was accepted into a four-year, national study designed to address challenges with child welfare worker recruitment, retention, satisfaction and intention to stay. The national study, led by the QIC-WD, will work to truly understand workforce needs and ultimately test and implement creative workforce interventions that support caseworkers. The center, led by the University of Nebraska-Lincoln, was established in 2016 and is funded by the U.S. Department of Health and Human Services' Children's Bureau. A broad scope of information will be examined, including work arrangements, demographics, organizational culture and work attitudes. Ohio is one of eight sites nationwide. Ohio chose Hamilton County as the only major metropolitan county to pilot the initiative.

Service Expansion

In-home Services Contract: JFS issued a contract for intensive, trauma-informed, in-home services to work with families in a holistic way in hopes of preventing removal or reducing time frames for reunification. A vendor for this has been selected, and they are in the process of finalizing the contract with this vendor.

Behavioral Health Services: JFS has hired a senior-level behavior health specialist to implement, coordinate, and manage their behavior health work and to serve as a navigator for agency staff, providers, services and the community. Ultimately, this position is seeking to integrate behavioral health services, build on existing partnerships, and implement a system of care for children and families.

Emergency Placement Services: JFS has contracted with Beech Acres, St. Joe's and Lighthouse to improve the availability and quality of emergency placement services within the county to either prevent placement or give HCJFS extra time to find the most suitable placement (preferably with relatives).

Safe Care: JFS, Every Child Succeeds and YWCA of Greater Cincinnati actively partner to identify and treat high-risk cases of children age 0-5. The trained professionals provide intensive services to families in their homes and serve as a second set of eyes in the home to collect and report information to the caseworker.

Planning Stages

In addition to what JFS has already begun implementing, they have identified several programs, policies and updates to their practice that are still in the planning phase and have not yet been implemented.

Culture and Diversity Training: All Children's Services staff and managers will receive training in 2018 on racial and cultural differences and how these differences impact communication styles, case investigation, case planning, case plan compliance, and subsequent outcomes. Training will be provided by the Southwest Regional Training Center (SWORTC). Participants will gain an understanding of how we form judgments about commonalities and differences of others, and how these judgments and stereotypes can impact the professional's ability to effectively work with children and parents.

Kinship Stipends: The agency is actively exploring a monthly stipend for kinship placements providers to provide financial support, especially where the providers are ineligible for any other type of financial assistance. Across the country, kinship families struggle with resources to meet the needs of these children with little support. Placement with kin tends to be the least restrictive placement for several children and is often associated with positive outcomes, such as placement stability, behavioral health outcomes, and for keeping families and siblings together.

Secondary Trauma Care for Staff: Hamilton County is exploring partnerships with providers who will provide counselors to assist staff in managing the stress and trauma associated with casework that involves traumatic events in the lives of families and children. Secondary traumatic stress, which can be defined as is the cumulative physical, emotional and psychological effect of exposure to traumatic stories or events when working in a helping capacity combined with the strain and stress of everyday life, can contribute significantly to burnout and turnover in the child welfare workforce.

Sobriety, Treatment, and Reducing Trauma (START): Starting in 2018, The Ohio Attorney General's Office has named Hamilton County an Ohio START site. START is an intervention program that uses an informed model for

improving child safety, permanency, and well-being when parents are addicted to drugs, particularly opioids. The program gives children services agencies resources to partner closely with behavioral health providers and juvenile courts to form teams that will provide necessary supports to addicted parents and their children. Similar to outcomes seen in Kentucky, families engaged with START in Ohio should experience better wellbeing outcomes and have the opportunity to reunify with their parents sooner and with wraparound services in place.

30 Days to Family (Family Finding): JFS has an application in process with 30 Days to Family to formalize a proactive approach to seeking family connections to children involved in the child welfare system. This proactive approach begins their search for kinship placements within the first 30 days of custody. 30 Days to Family is designed to make placement with relatives possible, while also aiming to support the family so placement stability is maintained. All of staff time in this initiative is spent researching, finding and screening kin in an effort to prevent placement outside of family.

Potential Operating Impacts between 2018 and 2021

End of Title IV-E Waiver

For the past 20 years, Hamilton County has been one of 15 counties in Ohio that has been involved in a Title IV-E Waiver Program, Protect Ohio, aimed at preventing children from coming into foster care and improving outcomes for children in foster care. The waiver allowed JFS to waive traditional Title IV-E maintenance claiming during this time. However, as of September 30, 2019, under current law, all Title IV-E waiver programs across the county will end, and states will have to transition to traditional IV-E maintenance claiming and adjust to the new requirements of the Families First Prevention Services Act.

Enactment of Family First Prevention Services Act (Family First)

On February 9, 2018, Congress included in the final spending bill the Family First Prevention Services Act. Family First offers both challenges and opportunities to all jurisdictions on how the federal government funds child welfare programs. While there are funds to increase funding for kinship navigator programs; increased funding for prevention services including mental health treatment, substance abuse treatment, and in-home skill-based programming for parents; and expanded funding for children whose parents are in a family-based treatment facility, there are limits around reimbursement related to congregate care, and Hamilton County currently has 7 percent of children in congregate care placements. Currently there is limited guidance available for counties and states as to how to address these issues. In the interim, it is recommended that counties examine their array of preventative services currently offered and current residential/congregate care services to prepare for enactment of the legislation.

Change in Ohio Medicaid

In January 2017, all new children entering foster care were switched from a traditional Medicaid fee-for-service plan to managed care organizations (MCO) care coordination, establishing 5 MCOs to coordinate care for children in foster care receiving services. When this happened, Medicaid was no longer the central point of contact, and providers began working directly with MCOs for service provision. This transition was a challenge for JFS providers, as they had to learn a new billing system and reconfigure how they could invoice for services and which services they could bill for. This shift left some services that were covered under traditional fee-for-service Medicaid without a corresponding billing code, in which case JFS is required to pay for those services.

In addition to that change, over the course of the year, Ohio's Medicaid Program will transform as the Behavioral Health Redesign is implemented, which further aims to transform community behavioral health system capacity across the state. This transition will fundamentally alter the way in which providers bill for services and update all billing and coding and has the possibility to change coverage for children and families related to mental health and substance abuse treatment, as the redesign implements a new service array. The aim of this transition is to improve quality, accountability and transparency of behavioral health services across the state. JFS has received little

guidance from ODJFS on the financial impact the Behavioral Health Redesign might have. There is currently a \$7 million estimated payment starting in July 2018 in JFS's current budget; however, the agency cannot be confident in the accuracy of the estimate until additional guidance from ODJFS is provided.

TASK 2: COMPREHENSIVE FINANCIAL ANALYSIS

As a fiscal steward, the agency has managed the challenging macro environment with shrewdness and innovative practicality. As reflected in the PCSAO's Spring 2018 report:

“Through steep cuts to the Tangible Personal Property Tax, the estate tax, the managed care tax, and other revenue sources, the state has sharply reduced its share of funding available to counties for carrying out its delegated service. At the same time, the Ohio Department of Job and Family Services has dramatically increased the level of oversight, rules, audits, and practice expectations of [Hamilton County Job and Family Service's Children's Division], partly in response to federal government initiatives and new federal laws. The result... drastically higher state requirements combined with devastating cuts in state resources.”

This section of the report reviews the financial operations of the Children's Services Division of JFS between 2015 – 2017. Job and Family Services' management was responsible for the preparation and presentation of the financial information provided to PCG. PCG's responsibility is to provide a fair analysis of the provided information and present an opinion on the budget and finances of the organization compared to its operations and programs. The following analysis and subsequent recommendations are based on the information presented by management and has not been tested against any internal controls relevant to the agency's preparation and presentation of financial information.

Financial review of JFS Operations Since the 2016 Review

This table below presents revenue, expenditures and carryover balance for the Children's Services Fund within the Children's Services Division over the last five years, including the last three years of the most recent 2016 review:

	2013	2014	2015	2016	2017
Revenue (Total)	\$86,158,343	\$83,629,396	\$87,316,562	\$81,267,707	\$79,333,052
Tax Levy	\$39,468,148	\$40,055,417	\$40,173,901	\$39,574,055	\$39,033,645
Other	\$46,690,195	\$43,573,979	\$47,142,661	\$41,693,652	\$40,299,407
Expenses (Total)	\$70,043,116	\$69,403,777	\$78,438,008	\$103,448,980 ¹⁴	\$87,961,134
Ending Carryover	\$100,116,726	\$114,342,345	\$123,220,899	\$101,039,625	\$92,411,543

TABLE 5: FINANCIAL RESULTS OF HCJFS 2013-2015. ENDING CARRYOVER BALANCE INCLUDES RESTRICTED AND UNRESTRICTED FUNDS AND THE RESOLUTION OF THE SPECIAL AUDIT PAYMENT IN 2016.

Overall, Hamilton County Job and Family Services Children's Services Division is experiencing a decline in its carryover balance, starting in 2016, that reflects the ongoing and statewide challenges in decreasing funding, increasing mandated oversight, and increasing numbers and complexity of children in care. This decrease in carryover balance is also reflective of the recommendations of the 2016 review which encouraged JFS to begin spending more of its carryover balance given the resolution of the special audit.

¹⁴ In 2016, HCJFS resolved an ongoing special audit, with the federal government for \$22.5M for the use of federal funds towards cost pools administered by the agency. The number here reflects the operational expenses only, and does includes this one-time \$22.5M audit payment.

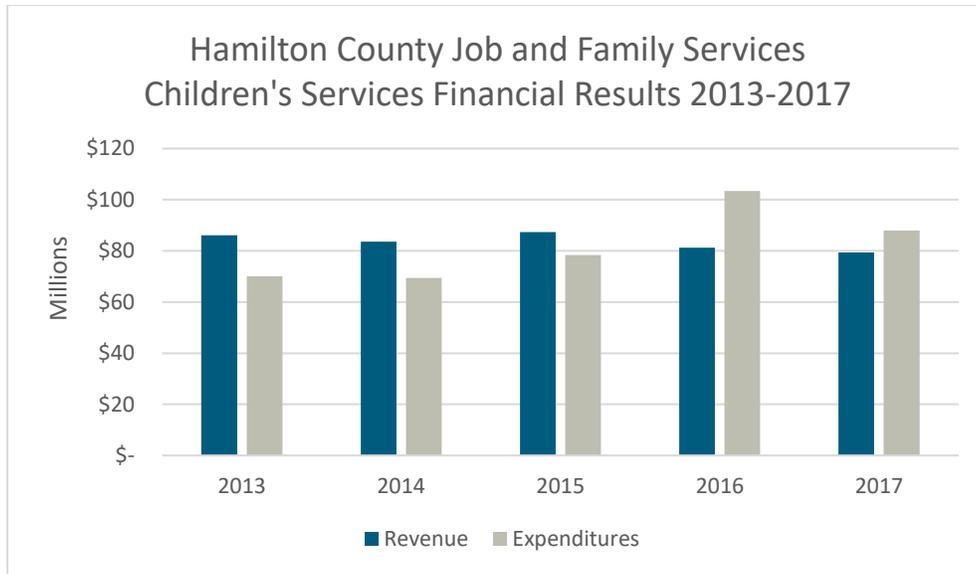


FIGURE 18: CHILDREN'S SERVICES FUND FINANCIAL RESULTS 2013-2015. 2016 NUMBERS INCLUDE THE \$22.5 MILLION SPECIAL AUDIT PAYMENT.

Prior to the 2016-2017 review period, JFS sustained an annual increase in carryover balance in preparation for the special audit payment. However, in the current review period of 2016-2017, JFS has run a total budget deficit of \$30,809,356. This deficit includes the \$22.5M special audit payment, which is not a typical expense incurred during operations of the agency. Excluding the execution of that payment in 2016, JFS operations only experienced one budget deficit in 2017 of \$8,628,082.

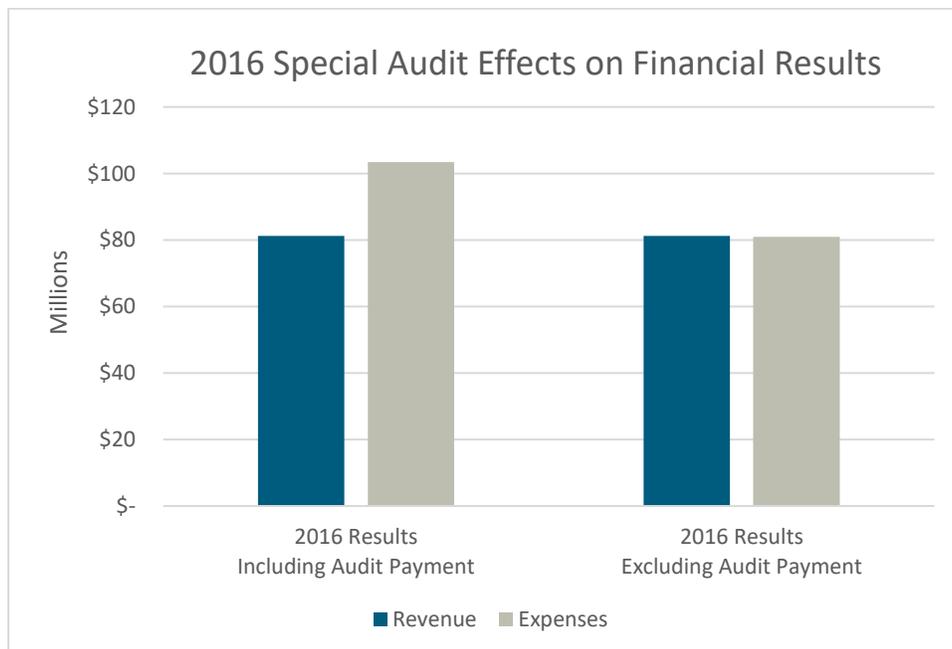


FIGURE 19: THE 2016 IMPACT OF THE SPECIAL AUDIT PAYMENT ON OVERALL THE FINANCIAL RESULTS OF THE AGENCY

Revenue

	2013	2014	2015	2016	2017
Revenue	\$86,158,343	\$83,629,395	\$87,316,561	\$81,267,707	\$79,333,052
Tax Levy	\$39,468,148	\$40,055,416	\$40,173,900	\$39,574,055	\$39,033,645
Other Revenue	\$46,690,195	\$43,573,979	\$47,142,661	\$41,693,652	\$40,299,407
Yearly Percent Change in Revenue		-2.94%	4.41%	-6.93%	-2.38%
Revenue 5-Year Growth Rate					-1.64%

TABLE 6: CHILDREN SERVICES FUND REVENUE 2013-2017

Revenue supporting JFS comes from a combination of local tax levy funds, as well as state and federal funds. Between 2013 and 2017, the levy contributed between 45.8% (2013) and 49.2% (2017) of the total revenue collected by the agency. The tax levy is a critical part of funding for JFS services. Levy funds provided an average of 47.5% of total revenue and serve as matching funds to claim federal and state funding.

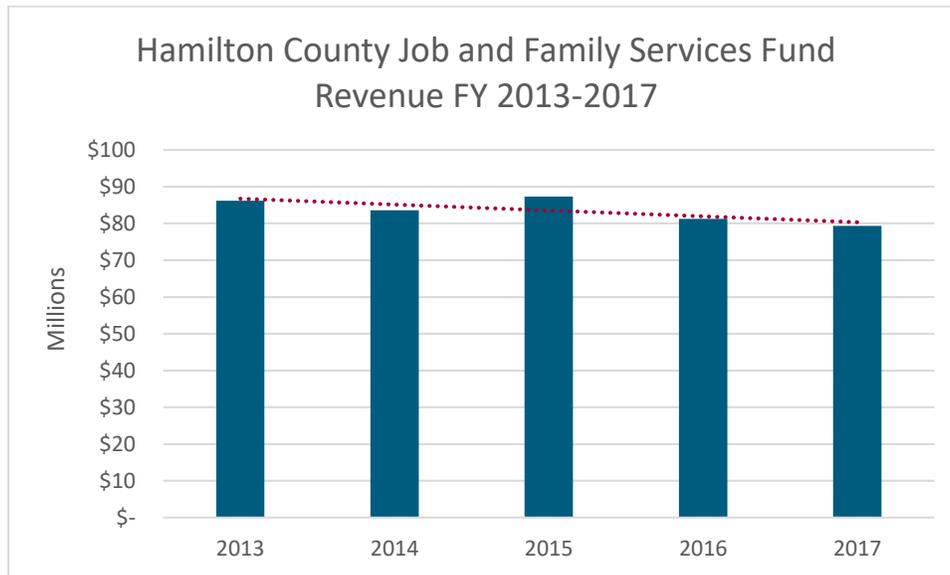


FIGURE 20: CHILDREN SERVICES FUND REVENUE 2013-2017

Total revenue to the Children's Services fund saw variability throughout the levy cycle and can be seen through the change in total revenue each year. JFS had positive 4.41% (\$3.6M) growth in revenue between 2014 and 2015, but had a decline in all subsequent years.

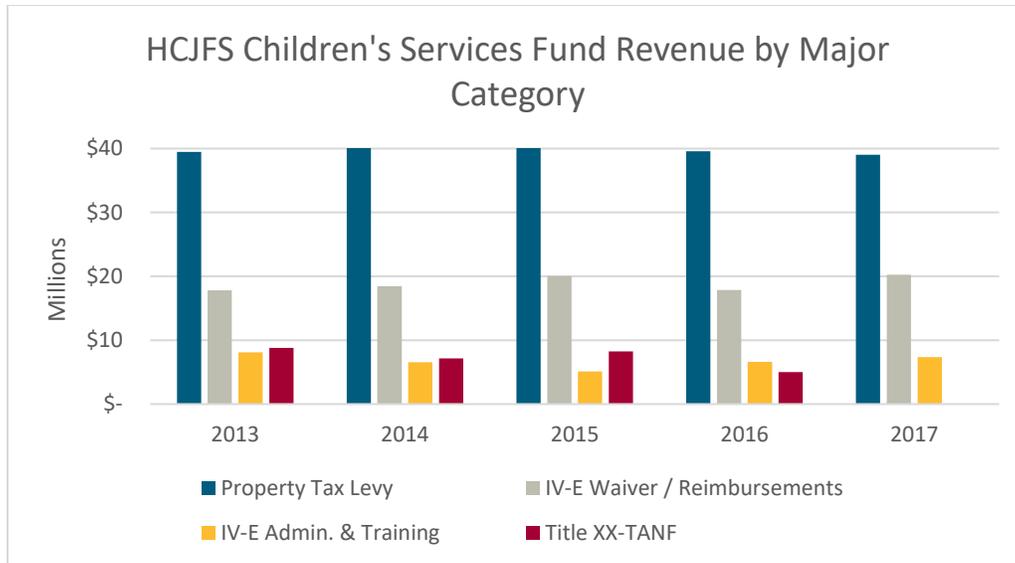


FIGURE 21: JFS CHILDREN'S SERVICES FUND REVENUE BY MAJOR CATEGORY

Revenue is driven primarily by four revenue streams: 1) The Property Tax Levy; 2) The Title IV-E waiver; 3) The Title IV-E Administration and Training reimbursements; and 4) The Title XX-TANF funds. Title IV-E is available under the provisions of Ohio's waiver agreement with the state and in accordance with the provisions of the Social Security Act for expenditures outside of the waiver agreement. Title IV-E and Title XX funds are restricted in their use and do not always correspond to increases in spending overall. As an example, while the percent change in revenue shows a period of growth between 2014 and 2015 (driven by the increasing children in care), the property tax levy remains the agency's only stable and flexible source of funding and the primary source of matching funds required by the federal revenue streams.

Expense

	2013	2014	2015	2016	2017
Expenses	\$70,043,115	\$69,403,776	\$78,438,007	\$80,948,980 ¹⁵	\$87,961,134
Yearly Percent Change in Revenue		-0.91%	13.02%	3.2%	8.6%
Revenue 5-Year Growth Rate					-1.64%

TABLE 7: JFS REVENUE CHANGES SINCE 2013

Expenditures for JFS are continuing to rise and are beginning to outpace revenue, growing by 8.6 percent from 2016 to 2017. In 2017, total revenue for JFS was \$79,333,052 while expenditures were \$87,961,134, marking the first year in the previous five years that expenses have exceeded revenue.

¹⁵ Expenses exclude the \$22.5M special audit settlement- an outlier and non-operational one-time expense.

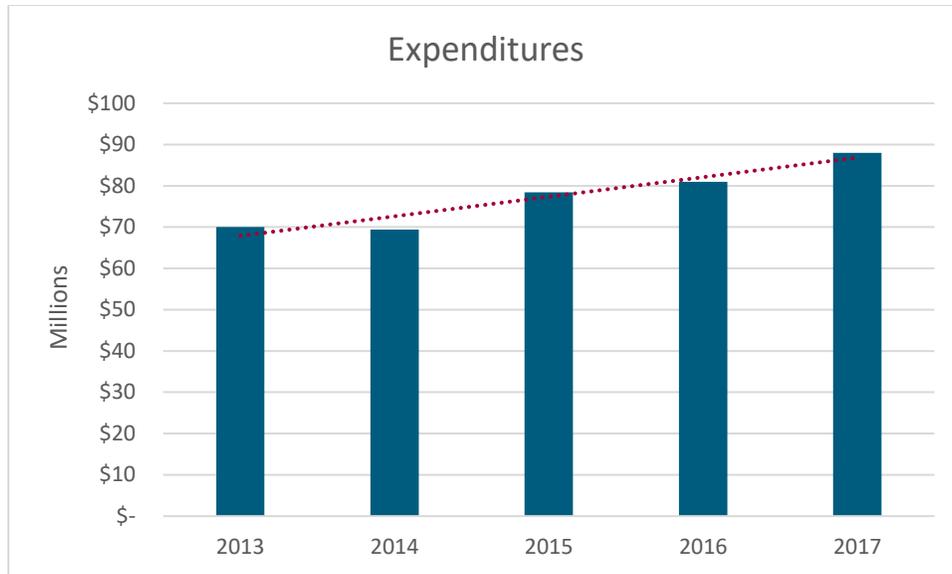


FIGURE 22: JFS EXPENDITURES SINCE 2013

The largest driver of expenses for JFS is out-of-home placement costs. Over the past five years, JFS has seen a 52 percent increase in placement costs as JFS continues to see a substantial rise of the number of children in custody.

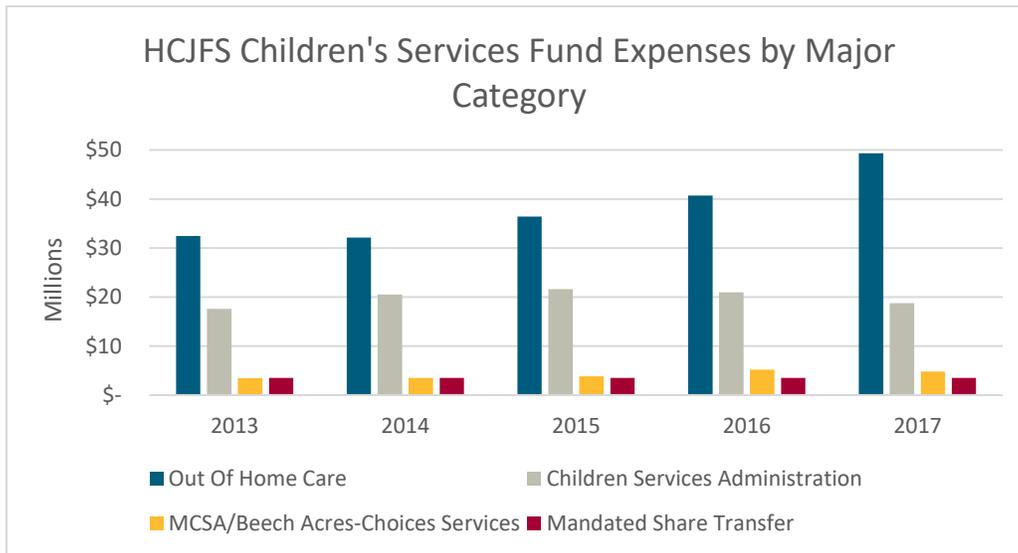


FIGURE 23: JFS EXPENDITURES BY MAJOR CATEGORY

Analysis of Material Variances from the Review Projections

2016 budget projections of expenses and revenues considered potential trends and unknown variables impacting major line-items by year for the upcoming levy cycle. Variances from this budget were compared to actuals over the first two years of the current levy period. Below are comparisons of these variances as well as a line-item

analysis of material variances from the proposed budget over the current levy period. 2013-2015 years are included as informational context for the current 2016-2017 review period.

Revenue

Revenues projected by JFS varied significantly from actuals over the five-year period, though grew closer starting during the current 2016-2017 review period.¹⁶

	2013	2014	2015	2016	2017
Revenue (Budgeted)	\$70,777,601	\$70,335,107	\$70,489,144	\$80,476,282	\$81,005,721
Revenue (Actual)	\$86,158,343	\$83,629,396	\$87,316,562	\$81,267,707	\$79,333,052
Total Difference	\$15,380,742	\$13,294,290	\$16,827,419	\$791,425	\$(1,672,669)
Percent Difference	21.7%	18.9%	23.9%	1.0%	-2.1%
Average 5-Year Variance					12.7%

TABLE 8: REVENUE VARIANCE FROM PROJECTIONS 2013-2015

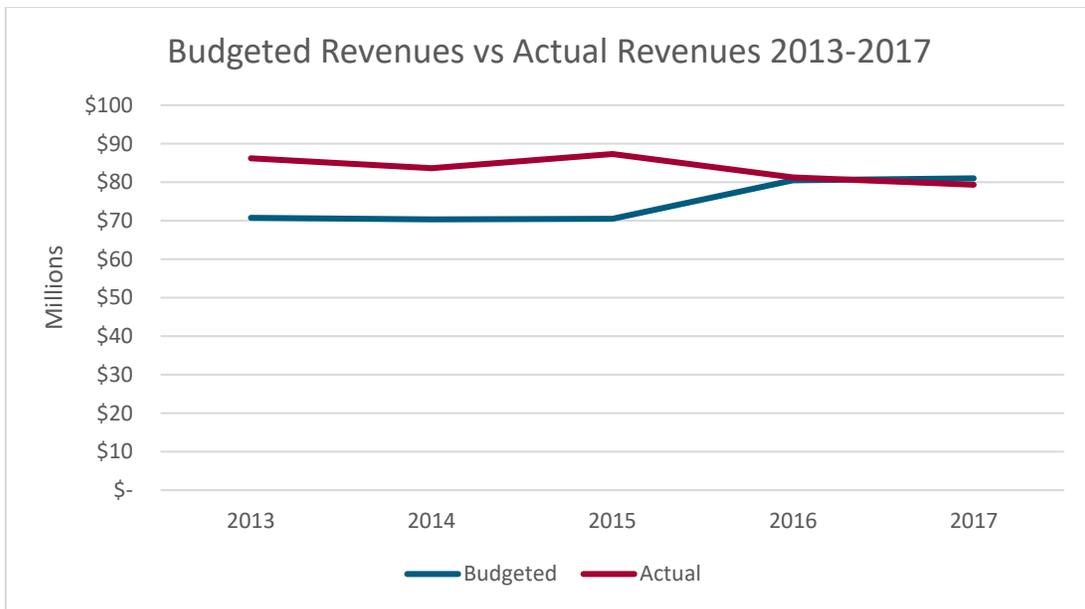


FIGURE 24: BUDGETED VS. ACTUAL REVENUE FROM 2013 - 2017

The agency's revenue for the review period varied from projections by a total of \$881,244, or 1.1 percent. This variance is within a reasonable margin to conclude that revenue was accurately forecasted. As with the previous

¹⁶ Total revenue varied from projections by \$1.67M in 2017 due to a reallocation of Title XX funds from Public Assistance. These funds continue to be available to the Children's Services Division as an offset for staff expense. See revenue material variance section for additional details.

review period, the largest source of deviation is tied to State and Federal funds, particularly Title IV-E, which grew over the 2016-2017 review period, given the corresponding increase in the number of children coming into care.

	2-year Actuals (Total Difference)	2-year Variance from Budget
IV-E Waiver / Reimbursements	\$7,472,678.33	24.4%
IV-E Foster Care Maintenance (FCM) Administration	\$2,237,066.09	35.1%
Multi-County System Agencies (MCSA) Money from Other County Departments	\$657,554.89	59.8%
Title XX - (Temporary Assistance for Needy Families) TANF from Public Assistance	\$(6,512,784.67)	-56.4%
IV-E Administration & Training	\$(2,440,438.09)	-14.9%

TABLE 9: 2015-2017 MATERIAL REVENUE VARIANCES FROM PROJECTIONS

The expected overages in revenue collections are largely driven by the Title IV-E Waiver/Reimbursements. The structure of the waiver stimulus has been the same since the beginning of the waiver in 1997. The essential feature of the payment methodology is that a county's Title IV-E foster care payment in each year is based on the prior year's payment, adjusted by the change in placement day usage and unit costs generated by a group of control counties. Thus, the two components of foster care expenditures – days and unit costs – can vary independently¹⁷ and is driven by changes in placement in Hamilton County and costs as established by other counties. Consequentially as the number of children in care has increased, so has the reimbursement by the federal government.

	2013	2014	2015	2016	2017
Expense (Budgeted)	\$71,129,393	\$71,335,555	\$71,337,954	\$109,612,237	\$86,180,858
Expense (Actual)	\$70,043,116	\$69,403,778	\$78,438,008	\$103,448,981	\$87,961,134
Total Difference	\$(1,086,277)	\$(1,931,777)	\$7,100,054	\$(6,163,256)	\$1,780,276
Percent Difference	-1.53%	-2.71%	9.95%	-5.62%	2.07%
Average 5-Year Variance					0.43%

TABLE 10: 2013 – 2017 EXPENSES (BUDGETED VS. ACTUAL)

Expenses

Over the current review period, JFS has managed expenses closely to projected totals. Within the current levy period, the agency underspent its projected totals by \$4.38 million over the two-year period. Given the increasing caseload and number of children in care, these variances are an indicator of the balance between the agency's fiscal stewardship of County funds and the necessity of managing the immediate and present challenges in the community.

¹⁷ Human Services Research Institute, (2016), "ProtectOHIO Final Evaluation Report: Ohio's Title IV-E Waiver Demonstration Project Covering the Third Waiver Period, 2010-2015"

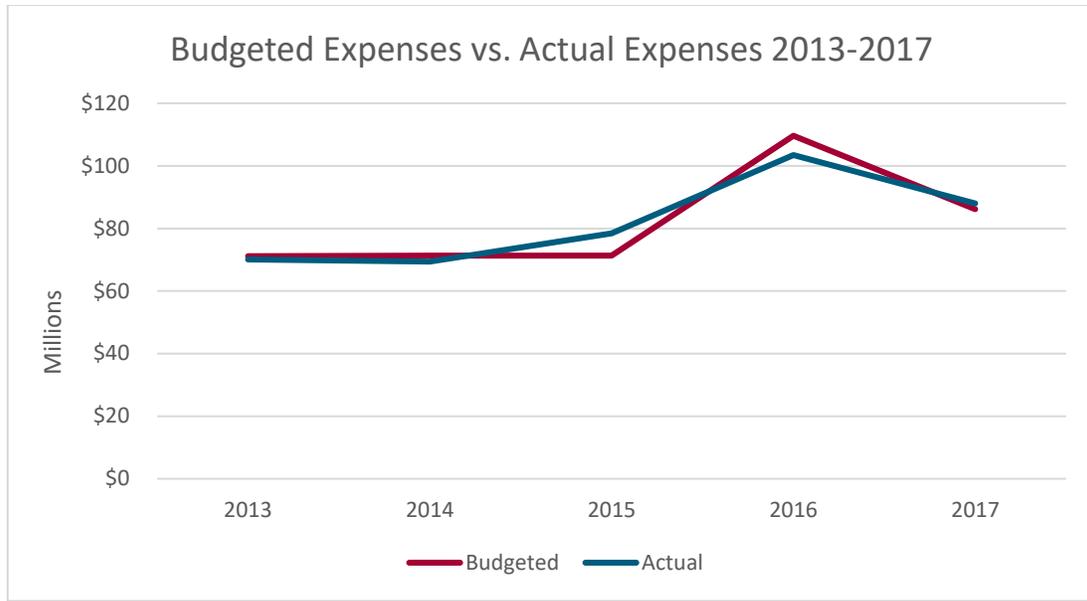


FIGURE 25: BUDGETED VS. ACTUAL EXPENSES FROM 2013 - 2017

Over the five-year period, JFS tracked closely to total expenditures over the same period, reflecting only a \$300,000 difference between projected and actual expenses over the whole period. This variation is in large part tied to JFS's vacant positions. Over the current 2015-2017 review period, the agency has underspent \$4.38M, an average of 3.56% every year. Analyzing specific line items over the two-year review period indicates several service line-items driving the balance between budgeted and expended expenses.

	2-year Actuals (Total Difference)	2-year Variance
Out-of-Home Care	\$(13,499,878)	18%
Independent Living Services	\$(1,813,037)	47%
MCSA/Beech Acres-Choices Services Only	\$(930,788)	15%
Children Services Administration	\$8,546,969	-30%
Adopt Ohio/Adoption Contracts	\$4,679,559	-18%
Kinship Child Care	\$3,576,555	-75%

TABLE 11: 2016-2017 MATERIAL VARIANCES FROM BUDGETED EXPENSES

The large overages spent over the last two years on out-of-home care came at the expense of Children's Services staff and permanency and kinship services -- essentially reflecting an agency shifting resources as a response to the immediate, critical need of out-of-home placements at the expense of workforce and efforts to increase positive long-term placements for children in care.

Major Variances in Sources of Funding and Expense and Operational Impacts

JFS provided line-item financial information on revenues and expenditures for the current review period, as well as the preceding three years to conduct an analysis on trends of revenue and expenditures to determine any material variances over the review period and the preceding years. Below are the JFS Children's Services Division actuals in revenue and expenses, by line item, for JFS as reported by the agency.

Revenue

	2017 Revenue	3-year Growth Rate	3-year Total Change	5-year Growth Rate	5-year Total Change
Property Tax Levy	\$39,033,645	-0.96%	-\$1,140,255	-0.22%	-\$434,502
IV-E Waiver	\$20,241,303	0.31%	\$187,990	2.58%	\$2,423,012
IV-E Admin. & Training	\$7,334,252	12.84%	\$2,229,173	-2.00%	-\$778,099
Title XX-TANF from PA	\$-	-100.00%	-\$8,267,388	-100.00%	-\$8,794,099

TABLE 12: REVENUE CHANGES FROM 2012-2017

Over the 2016-2017 period, the largest change in revenue was the elimination of the Title XX- TANF transfer. This was due to the agency intentionally maintaining the allocation of Title XX funds in the separate Public Assistance fund, and using those as the required match for Children's Services staff rather than out-of-home costs.

Expense

	2017 Expense	3-year Growth Rate	3-year Total Change	5-year Growth Rate	5-year Total Change
Out-of-Home Care	\$49,308,804	10.65%	\$12,913,215.14	8.71%	\$16,832,501
Children Services Administration	\$18,777,697	-4.60%	-\$2,850,059.62	1.33%	\$1,201,640
MCSA/Beech Acres-Choices Services Only	\$4,789,519	7.64%	\$949,308.34	6.66%	\$1,320,050
CSEA Transfer	\$907,203	-24.65%	-\$1,213,506	n/a	\$907,203
Contribution to Mental Health	\$184,621	-47.55%	-\$1,094,924.18	-27.95%	-\$766,134
Mandated Share Transfer	\$3,531,838	0.00%	\$0.00	0.00%	\$0.00

TABLE 13: EXPENDITURE CHANGES FROM 2012-2017

TASK 3: ANALYSIS OF FINANCIAL AND QUALIATIVE IMPACTS OF LEVY PROGRAMMING FOR THE REMAINDER OF THE LEVY CYCLE

Summary of Programmatic Adjustments

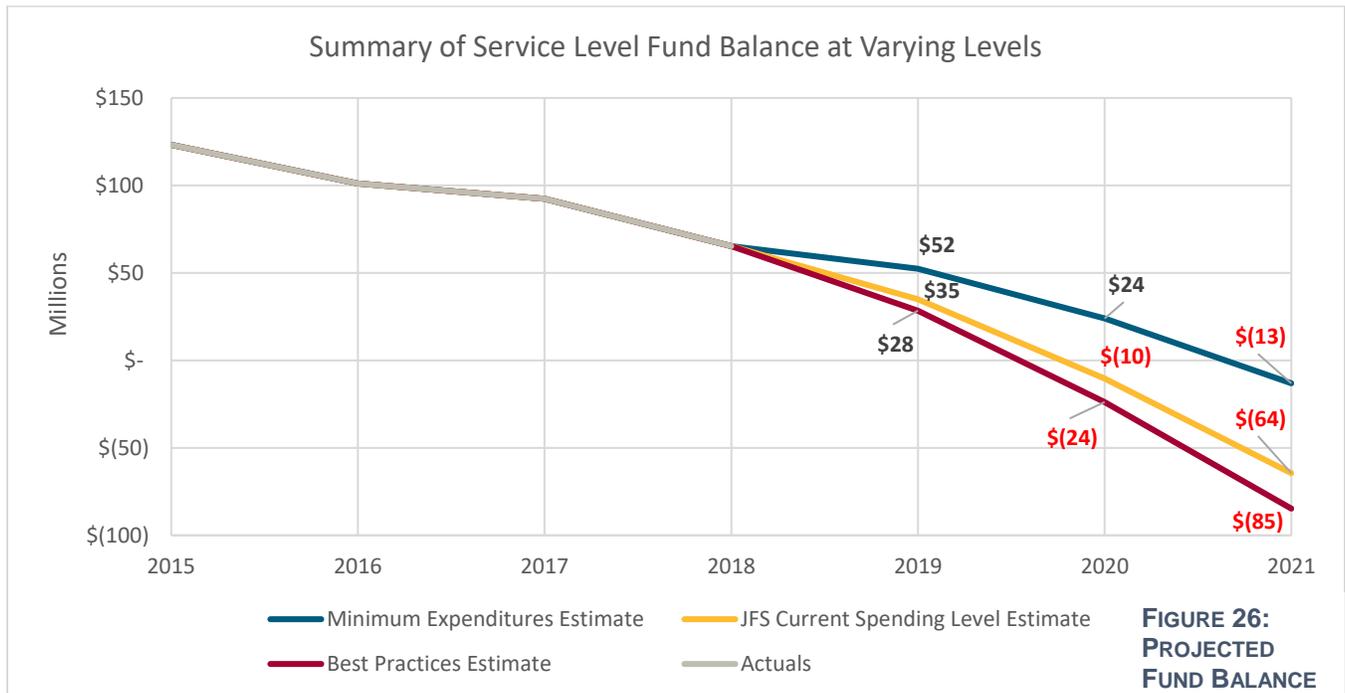
In the subsections below, PCG has provided an analysis of the financial and programmatic impacts of the current levy to provide a detailed analysis for the remainder of the levy cycle (2019-2021) at three funding levels:

- Minimum service level mandated by ORC for program areas
- JFS projected service level proposal
- Best practice service level for program areas

Given the January 2018 budget projection indicating a potential \$42.5M levy balance deficit, JFS and the Tax Levy Review Committee charged PCG to provide three service-based scenarios and projected costs associated with each level. By considering the costs to the agency at the minimum service level, the current JFS service level, and industry best practices, the County will be able to determine the required level of additional funding necessary to responsibly deliver services throughout the remainder of the current levy cycle.

While projected revenue for the Medicaid transition, the IV-E Waiver transition, and Family First federal legislation are included within the budget, these projections do not consider the still largely unknown impact of each of these factors. As of the writing of this report, ODJFS has not issued guidance to the counties regarding these three line-items, and their projections below are assumptions based on national practice and expectation.

Finally, service-level assumptions, like the above scenarios, prioritize expenses as the differentiating criteria. While some variation in revenue could exist as an outcome of increased services (e.g. decreasing caseloads given increased in-home services), the delay in timing for the impact and reimbursement of those line-items would not materially change before the 2021 levy period. Given these constraints, the summary of the Children's Services fund balance at the three proposed expenditure levels is projected as follows:



The details of this projection of cash balance in 2021 includes:

FY2021 Cash Balance Projections	Minimum Service Level		Maintained Service Level		Best Practice Service Level	
	2019	2021	2019	2021	2019	2021
Revenue (Total)	\$79,446,844	\$74,106,118	\$79,446,844	\$74,106,118	\$79,446,844	\$74,106,118
Expenses (Total)	\$92,476,576	\$111,139,581	\$109,660,453	\$128,218,925	\$116,343,279	\$135,014,032
Ending Carryover	\$52,287,335	\$(13,080,474)	\$35,103,459	\$(64,472,621)	\$28,420,632	\$(84,719,880)

TABLE 14: PROJECTED CASH BALANCES AT DIFFERENT SERVICE LEVELS

Following analysis of the projected revenue and expenditures of the three service-level scenarios, PCG has determined that if assumptions across both revenue and expenditures hold true, JFS is facing a potential fund balance deficit between \$13M and \$85M by year 2021- not including the suggested \$25-\$30M in carryover balance necessary for the match to draw down reimbursable expenses.

Assumptions for Revenue:

Assumptions for revenue remain consistent throughout all three scenarios. These line item assumptions include:

Revenue Assumptions	
Title IV-E Revenue	<ul style="list-style-type: none"> • IV-E Waiver - Using ODJFS predicted budget numbers through September 30, 2019. • IV-E Traditional - Funds will start when the waiver ends September 30, 2019. Projections use ODJFS' 2017 October-December reimbursement projections with an increased 10.8% growth rate in caseload and a 60% Title IV-E eligibility penetration rate. • IV-E Administration & Training - 2018 budget numbers are based on the filled staffing rate over the previous 3-year average at 83.25%. Adding a 3% increase on the 83.25% capacity for years 2019-2021 for potential increases in staffing recruitment and retention. • IV-E FCM - Using the average 3.9% increase per year over last five years, this line-item was extended across the remaining levy years. • IV-E Contracts – This line item averages \$1.1M over the previous three years. Given historical fluctuations, this line kept flat at \$1.1M for years 2019-2021.
Title IV-B	<ul style="list-style-type: none"> • 2018 based on state allocation for FY18. Projecting flat for 2019 – 2021 due to updated Children's Bureau guidance indicating flat funding.
ESSA (Title IV-B)	<ul style="list-style-type: none"> • 2018 based on state allocation for FY18. 2019 - 2021 based on new flat Oct 18 allocations from ODJFS.
State Child Protective Allocation (SCPA)	<ul style="list-style-type: none"> • 2018 based on state allocation. Flat funding for 2019 - 2021.
Chafee (Independent Living)	<ul style="list-style-type: none"> • 2018 based on state allocation for FY18. Projecting flat for 2019 - 2021.

Other allocation (grant) amounts	<ul style="list-style-type: none">• Allocations have been flat in this line item over the previous five years. Slightly reduced amount in 2018 due to State's direct payment of KPIP, then years 2019-2021 are held flat.
Property Tax Levy	<ul style="list-style-type: none">• 2018 revenue numbers are based on the Auditor's Office projections and adjusted to include the 1.5% variation year-over-year.
Misc. Revenue	<ul style="list-style-type: none">• Flat since 2012. This line item averages \$87k over 5 years which is included and held flat
Title XX- TANF	<ul style="list-style-type: none">• This line item is zero as it is being used on the PA side for Children Services staff.
Multi-County System Agencies (MCSA)	<ul style="list-style-type: none">• Given the flat revenue over the last two levy periods, and no indication of change-predicting no changes from 2018 - 2021.

TABLE 15: PROJECTED REVENUE ASSUMPTIONS

REVENUE:	2017 actuals	2018 budget	2019 estimate	2020 estimate	2021 estimate
<i>IV-E Waiver (ends 9/30/19)</i>	\$20,241,303	\$20,727,531	\$14,420,648	\$-	\$-
<i>IV-E Traditional</i>	\$-	\$-	\$2,276,115	\$9,694,430	\$10,322,629
<i>IV-E Admin. & Training</i>	\$7,334,252	\$10,481,390	\$10,795,832	\$11,119,707	\$11,453,298
<i>IV-E FCM Admin</i>	\$4,379,330	\$4,550,124	\$4,727,579	\$4,911,954	\$5,103,521
<i>IV-E Contracts</i>	\$694,114	\$1,163,000	\$1,163,000	\$1,163,000	\$1,163,000
<i>Title IV-B</i>	\$404,400	\$404,400	\$404,400	\$404,400	\$404,400
<i>ESSA (Title IV-B)</i>	\$550,354	\$435,213	\$435,213	\$435,213	\$435,213
<i>State Child Protective Allocation</i>	\$3,410,043	\$3,669,801	\$3,669,801	\$3,669,801	\$3,669,801
<i>Chafee (Independent Living)</i>	\$401,132	\$481,695	\$481,695	\$481,695	\$481,695
<i>Other allocation(grant) amounts</i>	\$601,334	\$438,916	\$438,916	\$438,916	\$438,916
<i>Property Tax Levy</i>	\$39,033,645	\$39,661,000	\$39,661,000	\$39,661,000	\$39,661,000
<i>Misc. Rev (SSA, VA, and Child Support)</i>	\$1,356,410	\$85,000	\$85,000	\$85,000	\$85,000
<i>Title XX-TANF from PA</i>	\$-	\$-	\$-	\$-	\$-
<i>MCSA money from other County Departments</i>	\$887,645	\$887,645	\$887,645	\$887,645	\$887,645
<i>Misc. Returns</i>	\$39,090	\$-	\$-	\$-	\$-
Total	\$79,333,052	\$82,985,715	\$79,446,844	\$72,952,762	\$74,106,118

TABLE 16: 2017 – 2021 REVENUE ESTIMATE

Expenditures at Different Service Levels

Per Ohio Administrative Code 5101:2-40-2, Hamilton County JFS is mandated to provide the following services either directly or through a community service provider:

- Adoption
- Case management services
- Counseling services
- Diagnostic services
- Emergency shelter
- “Help Me Grow” early intervention services
- Home health aide services
- Homemaker services
- Information and referral services
- Life skills services
- Protective child care services
- Substitute care
- Therapeutic services
- Unmarried parent services

Given these constraints, several line items across the JFS budgets remain consistent regardless of the service level category, as they are mandatory services required by state and federal statute. These line items include:

Mandated Expenditure Assumptions	
TANF Mandated Share Transfer	<ul style="list-style-type: none"> As part of matching funds for reimbursement, this number has remained flat since 2004. This line item is projected flat for 2019-2021.
Child Support Enforcement Agency (CSEA) Match Transfer	<ul style="list-style-type: none"> A mandatory transfer as part of case management services. Line item is projected as a 3% increase for 2019-2021.
Juvenile Court Dependency	<ul style="list-style-type: none"> As part of case management services, these payments to the Court are projected flat 2019-2021 based on historical trends.
Children’s Services Legal Services	<ul style="list-style-type: none"> As part of case management services, these are projected flat for the 2019-2021 period based on historical trends.
Out-of-Home Care	<ul style="list-style-type: none"> A core required service this expenditure is one of two main drivers of cost for the agency. Projecting 10.3 percent growth each year for 2019-2021, based on a combination of historical trends¹⁸ and community stakeholder projections.
Post Adoption Services	<ul style="list-style-type: none"> As part of mandated adoption services, these are held flat for 2019-2021 based on historical trends.
MCSA	<ul style="list-style-type: none"> Multi-County System Agencies is the collective effort of Hamilton County Department of Job and Family Services, Hamilton County Juvenile Court, Hamilton County Board of Mental Retardation and Developmental Disabilities, and Hamilton County Mental Health and Recovery Services Board to coordinate efforts to better serve the needs of high-risk enrolled youth and families. Based on the 2018 agreement, this line item will stay flat for 2019-2021.
Independent Living Services	<ul style="list-style-type: none"> Long-term historical data assumed a flat projection, though recently, this line item has grown 53.2 percent year-over-year during the previous three years. Given the recent variability and increasing number of children in care, we use the five-year growth rate of 26.2 percent to project yearly increases from 2019-2021, with 2017 as the starting baseline.
Tax Settlement Fee	<ul style="list-style-type: none"> This settlement fee is required as a component of the levy dollars collected. Based on historical projections, will remain flat for 2019-2021.

¹⁸ See Appendix E for full description of projection analysis

Children's Services Administration	<ul style="list-style-type: none"> Assuming wages remain steady for 2019-2021, this line item assumes a 10 percent increase from current staffing levels from year 2017 and continuing through 2021 due to continuing efforts to reduce caseload. An additional 3 percent increase is included each year for healthcare cost increases.
Return SSI Checks	<ul style="list-style-type: none"> This expense is mandatory requiring the return of Social Security insurance payments. Projected flat 2019-2021 based on 2018 budget.

TABLE 17: MANDATED EXPENDITURE ASSUMPTIONS

While these are the only statutorily mandated line items, the elimination of services not included on this list will have a profoundly negative impact across the entire county impacting services across multiple other agencies. The following line items table describes the changes to remaining line items:

Variable Discretionary Expenditure Assumptions			
Expenditure Type	Minimum Service Level	Current Service Level	Best Practice Service Level
ESSA Vouchers	Eliminated	Maintained	Maintained
Kinship Child Care	Eliminated	Maintained	Maintained
Mental Health	Eliminated	Maintained	Maintained
Adoption Contracts/Services	Eliminated	Maintained	Maintained
Miscellaneous	Eliminated	Maintained	Maintained
Advertising	Eliminated	Maintained	Maintained
Kids in School Rule	Eliminated	Maintained	Maintained
Wrap Around and Medical Services	Eliminated	Maintained	Increased*
Consulting/Safety Assessments	Eliminated	Maintained	Maintained
Children with Mental Handicaps	Eliminated	Maintained	Maintained
Behavioral Services	Eliminated	Maintained	Maintained
Kinship Stipend Payments	---	---	Added
Workforce Development-Trauma Training and Stress Management	Eliminated	Maintained	Maintained
TOP	Eliminated	Maintained	Maintained
Trauma Services	Eliminated	Maintained	Increased*
Intensive In-Home Services	Eliminated	Maintained	Increased*
Family Preservation	Eliminated	Maintained	Increased*

*Increased to match inflation and the projections of growth in the number of children served

TABLE 18: VARIABLE DISCRETIONARY EXPENDITURE ASSUMPTIONS

While a full budget and expense projection can be found in *Appendices B-D*, a summary of the changes found in each scenario can be found below:

Minimum Service Level: The minimum service level assumptions remove all discretionary expenses to preserve cash balance. Large expenditures such as Children's Services Administration have been scaled to reflect current actual staffing levels. Given the elimination of all discretionary services, there is a high likelihood of increases to children in custody and total children served due to the elimination of support, mental and behavioral health, and wrap around services. In this instance, all non-statutorily mandated services were eliminated regardless of the impact on the county, other agencies, or children and families.

JFS Current Projected Service Level Proposal: This funding projection considers the total expenses and fund balance if JFS continues all current programs, services, and initiatives as planned. As in the minimum scenario, assumptions adjust projections for out-of-home care and Children's Services Administration to reflect the growing placement rates and actual staffing levels, respectively. Discretionary expenses have been preserved as identified by JFS. This category does not include any increased expenditures on kinship maintenance payments, though it does continue to fund current, ongoing quality improvement initiatives. Where initiatives have recently been added to the budget based on previous review recommendations, (e.g. TOP, Intensive In-Home Services, Trauma Training) expenditures have been kept flat from the 2018 budget.

JFS Best Practice Service Level Proposal: This funding projection considers the total expenses and fund balance if JFS continues their current service offering and expands those areas in which they are not currently meeting the level of best practice. This funding level continues all services and initiatives currently under way at JFS – several of which are already national best practices – and further expands upon those initiatives to ensure all children and families in need of services can receive them. Key differences in this funding level are the addition of kinship stipend payments, which allow a monthly stipend payment for kinship providers, and an expansion of in-home and preventative services, which would provide necessary services on the front of a case with the goal of preventing the removal of a child from their family. Kinship stipend payments are added based on the projections of the number of children in kinship care between 2017 and 2018 and would include a monthly stipend to all kinship families.

If these additional services are added, it is projected JFS could begin to see a reduction in the number of children served, and we have indicated a 1 percent decrease in out-of-home services through 2021 to reflect the investment. In addition, this funding level includes additional funding for workforce initiatives at JFS that would support the agency in filling vacant positions. It is also projected that funding at this level would help reduce the amount of time a child spends in JFS custody and reduce staff turnover. Many of the established JFS line-items extend into the best practice space given the agency's start on addressing issues over the last two years.

TASK 4: SUMMARY OF PRINCIPLE OBSERVATIONS AND RECOMMENDATIONS

Observation 1: Rising Numbers of Children in Care Require 1) a Need for More Services, 2) the Filling of Vacant Positions, and 3) to Support to Kinship Placements to Meet the Needs of the Children and Families in Hamilton County

In 2016, PCG recommended JFS implement additional evidence-based or evidence-informed services to support positive outcomes for children in foster care. In the summer of 2017, JFS received permission from the BOCC to begin spending some of their reserves on these services and to hire additional case managers to assist with the rising number of children receiving services in the county. While JFS has made a concerted effort to expand evidence-based practices in their service offering for children and families across the county, many of these services and programs are still in the very early stages of implementation.

In addition, JFS case managers continue to carry high caseloads due to turnover and challenges in filling vacant positions. As of December 2017, Investigation/Assessment (I/A) caseloads were 55 percent higher than the caseload size recommended by the COA and 25 percent of I/A positions were vacant. Over the same time, ongoing caseloads were 15 percent higher than the recommended size and 17 percent of positions were vacant. JFS has recently implemented a new onboarding process and has several other workforce initiatives to address these issues.

When a child is placed into the custody of the state or county, the most desirable placement for children is with family members or other kin placements. In Hamilton County, 31 percent of children in foster care reside in kinship care, a best practice in child welfare. In most jurisdictions across the country, including Hamilton County, resources for kinship providers are often inadequate and do not cover the cost of care for an additional child or additional children in their home.

Recommendation 1a: Continued Implementation of New Programs and Services

Many of the recommendations from the 2016 report are underway today. All the recommendations require depth and time to implement, evaluate, and refine to see results. JFS should continue to implement these evidence-based programs and services directed at serving the needs of children and their families, which include:

- In Home Services
- Prevention Services
- Integrated Service Delivery
- Holistic Family Treatment
- Parenting Services
- Behavioral Health Services

Recommendation 1b: Develop an Internal Communication Plan

Since 2016, JFS has undertaken several new initiatives across the agency targeted at improving outcomes for children and families receiving services. However, frontline staff report JFS leadership is not consistently communicating these policy and program changes to them on a regular basis or with enough depth for frontline workers to be able to understand and properly implement these initiatives. Internally, it is critical all new initiatives being implemented are communicated effectively, in multiple ways, and to all employees. Ensuring communication about how all initiatives and strategies are integrated into practice is critical, and would increase the workforce's knowledge regarding how these initiatives lead to improved outcomes and impact safety, permanence, and well-being. There are multiple avenues by which leadership can share with their staff information about implementing these initiatives, as well as their outcomes, which include: division-wide staff meetings, email, videos via the agency director, and smaller team meetings. The JFS director should continue to hold monthly roundtables that allow the workforce a face to face, consistent venue to ask questions. JFS should determine which internal communication strategy would be the best method for them to consistently share this information with staff at all levels.

Recommendation 1c: Continue Workforce, Hiring, and Retention Initiatives

PCG recommends moving forward with the 2016 TLRC recommendations regarding workforce. JFS will also be bolstered by technical assistance from the Quality Improvement Center for Workforce Development for the next five years as they seek to enhance their workforce practices. A focus on recruitment, hiring, and retention, will continue, and as strategies are implemented, will reduce turnover within JFS. To attract more qualified applicants for frontline positions, JFS should continue to build upon its partnerships with universities across the county and state that have social work programs, and they should develop targeted outreach strategies for that group of students.

In addition, PCG highly recommends JFS implement a secondary trauma strategy within the workforce, to include education and actionable supports for staff, as well as a Critical Incident Stress Management (CISM) model for child fatalities and serious injuries. Much research has been done on the impact of the work child protective services staff do every day and the link to secondary trauma, which impacts a person at work and during their time off.

Recommendation 1d: Support and Retain Kinship Placements Within the County

From 2015 to 2017, the total number of children placed in kinship placements rose in conjunction with the number of children in JFS custody, keeping the proportion of children in kinship placements relatively flat and in line with the national average. Research shows the least restrictive placement for children is often best, which is often kinship placements, because it reduces trauma for the child and allows for them to maintain a connection with their family. Therefore, JFS should continue to explore strategies to retain and further support kinship placements. In addition to the implementation of 30 Days to Family, which will help identify, recruit, and provide wraparound support to kinship families, Hamilton County could also consider making county-based payments to offer financial support to kinship families.

Our budget projections for the Best Practices Service Level include a kinship stipend to all kinship providers, not only licensed kinship providers. The payment amount is based on the projections of the number of children in kinship care between 2017 and 2018, and while the final stipend amount has not been determined, the monthly payment amount would be less than other out-of-home placement rates.

The return on investment for kinship caregivers is not meant to reduce dollar-for-dollar the cost of congregate care, though the stipend paid to kinship providers would be less than the stipends provided to licensed foster homes and other residential foster care providers. Kinship stipend payments, instead, often offer an improved placement option for children that reduces trauma and improves outcomes throughout their lives. Placing children with kin is a best practice in child welfare, not necessarily a fiscal return strategy.

Observation 2: At each of the three projected funding levels, an increase in revenue is necessary

As noted in the section above, JFS was advised by Crowe Horwath, a forensic auditing firm, to keep a balance of \$25 - \$30 million at all time to maintain a cash balance of three months operating costs as required for regular operations. With that in mind, at each of the three funding levels, JFS is projected to surpass that balance requirement before the end of 2020, and at all but the minimum mandated service level, will have a negative funding balance by the end of 2020.

	2019	2020	2021
Minimum Mandated Services	\$52,187,335	\$23,852,989	\$(13,180,474)
Current Service Level	\$35,003,459	\$(10,459,814)	\$(64,572,621)
Best Practices Service Level	\$28,320,632	\$(23,911,966)	\$(84,819,880)

TABLE 19: FUND BALANCE PROJECTIONS FOR 2019-2021

Recommendation 2: Consider the Addition of a New Tax Levy in Support of Children's Services to the 2018 ballot

Children's Services are mandated by state and federal statute. Regardless of the levy funds, core services are required, and funds will be drawn from the general county funds should the agency incur its projected deficit. Given the projected levy shortfall across all scenarios by FY2021, PCG recommends adding a tax levy to the ballot equivalent to maintaining current service levels, while keeping the recommended \$25-\$30M reserves to continue qualifying for reimbursement for matched funds.

HCJFS requires a maintained fund balance of at least \$25-30M to pay bills and reimburse federal funds

In addition to the levy, JFS should continue to monitor the large unknown drivers of agency cash balance including the Title IV-E revenue adjustments in October 2018, as well as the changes in expenditures for out-of-home care, and Behavioral Health payments. As more information is known regarding these expenditures, the agency can determine and adjust future ballot initiatives, if necessary.

Observation 3: Enhance Public Communication and Engagement

Both internal staff and external stakeholders agree there is a need to continue to enhance communication and engagement in the community related to Children's Services at JFS. Factors contributing to the need to enhance communication are a result of high profile child fatalities, the emphasis of the effects of the opioid epidemic, concerns from community members around disproportionality, and the need to increase the levy to address the issues outlined in this report. A specific communication strategy would increase education and understanding of child welfare, ensure transparency where possible, and engage the public and elected officials in answering questions, providing feedback, and allowing opportunities for solutions to communication. Intentional, solution focused dialogue and data sharing are needed with public officials, the JFS Board, staff, and the public to address this challenge.

Recommendation 3: Develop and Implement an External Communication Plan

Data Dashboard for Board of Commissioners, JFS Board, and the Public: Non-confidential information sharing, such as the number of children in foster care, ages, demographics, CFSR performance measures, and other data can help to proactively answer questions and address the concerns listed above. While there are occasionally case-specific questions directed towards the Director and leadership team, most questions are related to data and outcomes. While case specific, confidential information cannot be discussed with any party outside the legal basis for information sharing for the purposes of ensuring safety, permanence, and well-being, providing a transparent data dashboard can enhance transparency around these issues.

Customer Service Office: JFS has used a Customer Service Office (CSO) for many years and utilizes it to receive and address inquiries and complaints from agency consumers and third-party community stakeholders (BOCC, school districts, other service providers, etc.). While the public-facing dashboard may alleviate some of these inquiries due to the availability of more data information, the Customer Service Office should continue to revamp its processes and look to other counties.

Although Franklin County developed their model based on the Hamilton County CSO, there are enhancements that other counties have made, including the development of user friendly websites, that could be considered for integration into Hamilton County's existing model. For instance, Franklin County's website has a page dedicated to their Office of Client's Rights, as well as a direct number to that office. Currently, Hamilton County's website only provides their abuse hotline number and one number for all other inquiries, which could create access issues for the public and consumers. Hamilton County's website should include a page devoted to their Customer Service Office, including contact information, to make this information more accessible to the public.

In addition, Hamilton County JFS should utilize their new customer complaint resolution administrator to help ensure that JFS is responsive to consumers and properly addresses complaints. The new administrator, who is an attorney and has a background in child welfare, will also be responsible for analyzing trends in casework and consumer feedback to identify system improvements – all with an emphasis on equity and inclusion.

Public Engagement Director Sessions: PCG recommends public listening sessions be held in several areas of Hamilton County to solicit feedback from the public. While this is difficult, it goes a long way in increasing public trust. JFS Leadership can present data related to demographics and other non-confidential information, can share the vision and strategies being implemented within JFS, and can solicit feedback from the public on what's working well, what's not working well, and proposed solutions within the context of the legal mandates of the organization.

Articles, Media Campaigns, and other Ongoing Communication: PCG recommends JFS consult with a communications consultant or develop an external communication strategy to include the recommendations above and ongoing communication surrounding a variety of topics. This can include resource family recruitment, information about progress on outcomes, a positive adoption story and so forth. By providing this ongoing communication to the public, it begins to rebuild trust and a better understanding of JFS child welfare services.

APPENDICES

APPENDIX A: 2016 CONSULTANT RECOMMENDATIONS AND PROGRESS

JFS has integrated several innovative, evidence-based practices into their practice to address these recommendations, address the increased need for services within the county, and improve outcomes for children in the county, which are outlined in the section below:

2016 Recommendation	JFS Progress	2018 Recommendation
Build upon successes from new and implemented strategies that continue to improve federal performance and data measures		
1. Engage community partners to create strategic plan to improve child welfare performance measures	1. Engagement of several workgroups, including Children's Collaborative, Judicial Committee, and County Wide Opioid workgroup are underway. In addition, the JFS Board helps guide strategy.	1. Continue for 2018
2. Enhance continuous quality improvement system to improve outcomes.	2. Hired additional CQI managers and implementing Eckerd Rapid Safety Review, which will combine analytics with real-time case review. Manager and worker coaching is a substantial component of this model	2. Continue for 2018
3. Continue implementation of safety model with ACTION 4 Child Protection	3. JFS continued to implement the safety model within practice, policy, and data tracking.	3. Continue for 2018
4. Improve data analysis to manage daily workload, analyze outcome data trends, and build profiles of successful interventions.	4. Internal data system used to identify units and workers with high caseloads and shift resources where needed. Additional intake units added to handle cases on front end. Project Manager hired in children services to enhance and develop internal/external dashboards, assist leadership team with analysis of data and trends and inform practice and workload needs	4. Continue for 2018, including non-confidential data analytic dashboard for Board of Commissioners, JFS Board, and public
A continuum of strategies is needed to address turnover issues in HCJFS CSD. Research indicates turnover negatively impacts performance related to safety,		

<p>permanence, and well-being of children and families.</p>		
<p>1. Develop and implement proactive, timely, recruitment and hiring system</p>	<p>1. JFS, while still struggling with retention and recruitment, has made a concerted effort to address turnover within the agency. They have implemented a new hiring practice that integrated a competency-based approach to screen new frontline staff; implemented a new approach to onboarding and training new employees; was accepted into QIC-WD, a four-year national study designed to address challenges with child welfare worker recruitment, retention, satisfaction and intention to stay; and is in the process of seeking secondary trauma services for staff.</p>	<p>1. Continue to refine hiring system, track data related to retention, and work with the QIC-WD.</p>
<p>2. Enhance onboarding and training for new staff (focusing on 1st two years)</p>	<p>2. Both onboarding and up front intensive training of new staff have been implemented and managers report this has helped with knowledge. Staff and administrators are actively working to fully integrate the safety model into the new-hire training curriculum. Curriculum will include readiness assessments.</p>	<p>2. Continue to hone training and onboarding, based on feedback from staff, managers, and others.</p>
<p>3. Implement Critical Incident Stress Management Model to address secondary trauma</p>	<p>3. In discussions to contract with counselors to assist staff in managing the stress and trauma associated with casework that involves traumatic events in the lives of families and children. In process of enhancements to the MOU with the MHR SB to include a provision of resources for JFS staff experiencing secondary trauma through a structured Debriefing model.</p>	<p>3. Implement CISM to address secondary trauma.</p>
<p>Implement additional evidence-based or evidence-informed services to support positive outcomes for children in foster care. The below recommendations will allow JFS to prevent foster care entries, support timely reunification of children, and implement more robust interventions to address needs specific to child protective services consumers.</p>		<p>Continue all recommendations in this area for 2018</p>

<p>1. Contractual relationships to increase trauma focused cognitive behavioral health or Parent Child Interaction Therapy</p>	<p>1. JFS continues to expand evidence-based services to children and families. In 2018, JFS implemented Kids Insight's Treatment Outcome Package, is in the process of finalizing a contract for intensive in-home wrap around services and has a strong focus on utilizing trauma informed care across their service array. JFS is also in the preliminary stages of expanding their service array to include programs like START, which address substance use.</p>	
<p>2. Establish performance-based relationships with behavioral health organizations to address parent needs</p>	<p>2. Hired a senior-level administrator to coordinate and manage the agency's behavioral health work as the agency attempts to serve more families and children with greater emotional and mental health needs. Employee joins the agency after many years of leadership in behavioral health care. She will lead the agency's behavioral health transition to Medicaid managed care for foster children, with a focus on multi-system partnerships, community-based programs and in-home services that strengthen the agency's behavioral health offerings. HCJFS will partner with the MHR SB to develop behavior health organizations' business agreements that include performance based measures connected with child welfare outcomes. Incentives for organizations are also being considered.</p>	
<p>3. Consider implementation of evidence-based substance abuse strategies</p>	<p>3. Hamilton County is part of a pilot in OH to implement Sobriety Treatment and Recovery Teams (START). This model is an intensive child welfare program for families with co-occurring substance use and child maltreatment delivered that focused on child safety, addressing addiction and offering peer support. This model aligns with child welfare through using a system-of-care and team decision-making approach with families, treatment providers, and the drug and juvenile courts.</p>	
<p>4. Increase family foster homes</p>	<p>4. Conducted extensive survey of foster parents and private foster agencies on improving their relationship with JFS and what support is needed. Meeting regularly with collaborative of 13 local foster agencies to work on strategies for increasing capacity. Agency director has had input on state committee examining ways to increase local capacity.</p>	

<p>5. Develop strategies that support kinship caregiver through child care, stipends, and other concrete supports</p>	<p>5. Placements into foster homes and kinship homes has largely remained flat. Between 2015 – 2017, foster home placements have risen from 48% to 52% while kinship placements have decreased from 32% to 31% over the same period. JFS is struggling to provide resources to support kinship placements within the county due to a lack of resources. JFS estimates that a monthly stipend for kinship placements would cost the agency approximately \$3.2 - \$6.3 million annually.</p>	
<p>6. Implement trauma informed education and training for staff, foster homes, and kinship providers.</p>	<p>6. HCJFS consults with Family Nurturing Center for training and a needs-assessment to assure all staff are practicing through a trauma-focused lens. Training explores trauma and its pervasiveness, provides key components of trauma-informed care and the impact of trauma on early child development and adult outcomes.</p> <p>In addition, HCJFS is exploring hiring an onsite trauma consultant to provide direct training and consultation to Section Chiefs, Managers and casework staff to increase organizational knowledge of trauma informed care and practices related to both casework practice, organizational practice and staff management. Provides case specific training, coaching and consultation for individual staff or staff in group settings.</p>	
<p>Consider directing resources and engaging in partnerships that begin to address the needs of children ages zero to five in Hamilton County.</p>		
<p>1. Consider implementation of Nurse Family Partnership or other home visiting models in conjunction with Cincinnati Children's Hospital</p>	<p>1. HCJFS contracts with Health Department for an onsite nurse who provides consultation and home visits</p>	<p>Continue all recommendations for 2018</p>
<p>2. Train direct practitioners on understanding demographics and</p>	<p>2. HCJFS, Every Child Succeeds and YWCA of Greater Cincinnati actively partner to identify and treat high-risk cases of children age 0-5, where trained</p>	

considerations associated with children 0 - 5 years old.	professionals provide intensive services to families in their homes. They also assess and treat maternal depression. This is an Evidenced Based Practice.	
3. Consider funding to implement strategies for 0-5 population that comes to the attention of CSD through 241-KIDS	3. Starting in 2016, JFS partnered with Every Child Succeeds and YWCA of Greater Cincinnati to identify and treat high-risk cases of children age 0-5 by providing intensive services to families in their homes.	

APPENDIX B: FULL BUDGET FOR MINIMUM SERVICE LEVEL MANDATED BY OHIO REVISED CODE (ORC) FOR PROGRAM AREAS

	<i>2017 actuals</i>	<i>2018 budget</i>	<i>2019 estimate</i>	<i>2020 estimate</i>	<i>2021 estimate</i>
<i>Starting Cash Balance</i>	\$101,039,625	\$92,411,543	\$65,317,067	\$52,187,335	\$23,852,989
<i>Revenue</i>	\$79,333,052	\$82,985,715	\$79,446,844	\$72,952,762	\$74,106,118
<i>Expenditures</i>	\$87,961,134	\$110,080,191	\$92,576,576	\$101,287,108	\$111,139,581
<i>Ending Cash Balance</i>	\$92,411,543	\$65,317,067	\$52,187,335	\$23,852,989	\$(13,180,474)

Expenditures

<i>EXPENDITURES:</i>	<i>2017 actuals</i>	<i>2018 budget</i>	<i>2019 estimate</i>	<i>2020 estimate</i>	<i>2021 estimate</i>
<i>TANF Mandated Share Transfer</i>	\$3,531,838	\$3,531,838	\$3,531,838	\$3,531,838	\$3,531,838
<i>CSEA Match Transfer</i>	\$907,203	\$1,454,372	\$1,498,003	\$1,542,943	\$1,589,232
<i>Dependency</i>	\$803,089	\$1,198,533	\$1,198,533	\$1,198,533	\$1,198,533
<i>Children Services Legal Services</i>	\$1,768,835	\$1,896,000	\$1,896,000	\$1,896,000	\$1,896,000
<i>Out-of-Home Care</i>	\$49,308,804	\$46,000,000	\$50,922,000	\$56,370,654	\$62,402,314
<i>ESSA Vouchers</i>	\$1,167,949	\$1,060,000	\$---	\$---	\$---

<i>Kinship Child Care and Kinship Payment Incentive</i>	\$495,700	\$1,885,000	\$---	\$---	\$---
<i>Post Adoption Services</i>	\$1,793,962	\$2,530,000	\$2,530,000	\$2,530,000	\$2,530,000
<i>MCSA</i>	\$4,789,519	\$5,550,000	\$5,550,000	\$5,550,000	\$5,550,000
<i>Independent Living Services</i>	\$480,575	\$805,000	\$762,961	\$962,857	\$1,215,125
<i>Tax Settlement Fee</i>	\$499,596	\$550,000	\$550,000	\$550,000	\$550,000
<i>Mental Health</i>	\$184,621	\$---	\$---	\$---	\$---
<i>Children Services Administration</i>	\$18,777,697	\$29,510,052	\$23,977,241	\$27,094,283	\$30,616,539
<i>Adoption Contracts/Service</i>	\$85,925	\$75,000	\$---	\$---	\$---
<i>Miscellaneous</i>	\$17,111	\$85,500	\$---	\$---	\$---
<i>Advertising</i>	\$66,090	\$144,500	\$---	\$---	\$---
<i>Kids in School Rule</i>	\$344,967	\$330,000	\$---	\$---	\$---
<i>Return SSI Checks</i>	\$82,127	\$60,000	\$60,000	\$60,000	\$60,000
<i>Wrap Around and Medical Services</i>	\$165,919	\$218,000	\$---	\$---	\$---
<i>Consulting/Safety Assessments</i>	\$751,991	\$550,000	\$---	\$---	\$---

<i>Children w/ Medical Handicaps</i>	\$1,391,829	\$1,846,396	\$---	\$---	\$---
<i>Election Expenses</i>	\$73,299	\$-	\$100,000	\$-	\$-
<i>TOP</i>	\$-	\$350,000	\$---	\$---	\$---
<i>Trauma Services</i>	\$-	\$350,000	\$---	\$---	\$---
<i>Behavioral Health Services</i>	\$-	\$7,000,000	\$---	\$---	\$---
<i>In Home Wrap Around</i>	\$-	\$1,000,000	\$---	\$---	\$---
<i>Intensive In - Home Services</i>	\$472,487	\$850,000	\$---	\$---	\$---
<i>Family Preservation</i>	\$-	\$1,000,000	\$---	\$---	\$---
<i>Trauma Training</i>	\$-	\$200,000	\$---	\$---	\$---
<i>Stress Management</i>	\$-	\$50,000	\$---	\$---	\$---
<i>Total</i>	\$87,961,134	\$110,080,191	\$92,576,576	\$101,287,108	\$111,139,581

APPENDIX C: FULL BUDGET FOR JOB AND FAMILY SERVICES PROJECTED SERVICE LEVEL PROPOSAL

	<i>2017 actuals</i>	<i>2018 budget</i>	<i>2019 estimate</i>	<i>2020 estimate</i>	<i>2021 estimate</i>
<i>Starting Cash Balance</i>	\$101,039,625	\$92,411,543	\$65,317,067	\$35,003,459	\$(10,459,814)
<i>Revenue</i>	\$79,333,052	\$82,985,715	\$79,446,844	\$72,952,762	\$74,106,118
<i>Expenditures</i>	\$87,961,134	\$110,080,191	\$109,760,453	\$118,416,034	\$128,218,925
<i>Ending Cash Balance</i>	\$92,411,543	\$65,317,067	\$35,003,459	\$(10,459,814)	\$(64,572,621)

Expenditures

<i>EXPENDITURES:</i>	<i>2017 actuals</i>	<i>2018 budget</i>	<i>2019 estimate</i>	<i>2020 estimate</i>	<i>2021 estimate</i>
<i>TANF Mandated Share Transfer</i>	\$3,531,838	\$3,531,838	\$3,531,838	\$3,531,838	\$3,531,838
<i>CSEA Match Transfer</i>	\$907,203	\$1,454,372	\$1,498,003	\$1,542,943	\$1,589,232
<i>Dependency</i>	\$803,089	\$1,198,533	\$1,198,533	\$1,198,533	\$1,198,533
<i>Children Services Legal Services</i>	\$1,768,835	\$1,896,000	\$1,896,000	\$1,896,000	\$1,896,000
<i>Out-of-Home Care</i>	\$49,308,804	\$46,000,000	\$50,922,000	\$56,370,654	\$62,402,314
<i>ESSA Vouchers</i>	\$1,167,949	\$1,060,000	\$1,091,800	\$1,124,554	\$1,158,291
<i>Kinship Child Care and Kinship Payment Incentive</i>	\$495,700	\$1,885,000	\$1,885,000	\$1,885,000	\$1,885,000

<i>Post Adoption Services</i>	\$1,793,962	\$2,530,000	\$2,530,000	\$2,530,000	\$2,530,000
<i>MCSA</i>	\$4,789,519	\$5,550,000	\$5,550,000	\$5,550,000	\$5,550,000
<i>Independent Living Services</i>	\$480,575	\$805,000	\$762,961	\$962,857	\$1,215,125
<i>Tax Settlement Fee</i>	\$499,596	\$550,000	\$550,000	\$550,000	\$550,000
<i>Mental Health</i>	\$184,621	\$-	\$-	\$-	\$-
<i>Children Services Administration</i>	\$18,777,697	\$29,510,052	\$23,977,241	\$27,094,283	\$30,616,539
<i>Adoption Contracts/Service</i>	\$85,925	\$75,000	\$75,000	\$75,000	\$75,000
<i>Miscellaneous</i>	\$17,111	\$85,500	\$85,500	\$85,500	\$85,500
<i>Advertising</i>	\$66,090	\$144,500	\$144,500	\$144,500	\$144,500
<i>Kids in School Rule</i>	\$344,967	\$330,000	\$330,000	\$330,000	\$330,000
<i>Return SSI Checks</i>	\$82,127	\$60,000	\$60,000	\$60,000	\$60,000
<i>Wrap Around and Medical Services</i>	\$165,919	\$218,000	\$218,000	\$218,000	\$218,000
<i>Consulting/Safety Assessments</i>	\$751,991	\$550,000	\$800,000	\$800,000	\$800,000
<i>Children w/ Medical Handicaps</i>	\$1,391,829	\$1,846,396	\$1,754,076	\$1,666,372	\$1,583,054
<i>Election Expenses</i>	\$73,299	\$-	\$100,000	\$-	\$-

<i>TOP</i>	\$-	\$350,000	\$350,000	\$350,000	\$350,000
<i>Trauma Services</i>	\$-	\$350,000	\$350,000	\$350,000	\$350,000
<i>Behavioral Health Services</i>	\$-	\$7,000,000	\$7,000,000	\$7,000,000	\$7,000,000
<i>In Home Wrap Around</i>	\$-	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
<i>Intensive In - Home Services</i>	\$472,487	\$850,000	\$850,000	\$850,000	\$850,000
<i>Family Preservation</i>	\$-	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
<i>Trauma Training</i>	\$-	\$200,000	\$200,000	\$200,000	\$200,000
<i>Stress Management</i>	\$-	\$50,000	\$50,000	\$50,000	\$50,000
Total	\$87,961,134	\$110,080,191	\$109,760,453	\$118,416,034	\$128,218,925

APPENDIX D: FULL BUDGET FOR BEST PRACTICE SERVICE LEVEL FOR PROGRAM AREAS

	<i>2017 actuals</i>	<i>2018 budget</i>	<i>2019 estimate</i>	<i>2020 estimate</i>	<i>2021 estimate</i>
<i>Starting Cash Balance</i>	\$101,039,625	\$92,411,543	\$65,317,067	\$28,320,632	\$(23,911,966)
<i>Revenue</i>	\$79,333,052	\$82,985,715	\$79,446,844	\$72,952,762	\$74,106,118
<i>Expenditures</i>	\$87,961,134	\$110,080,191	\$116,443,279	\$125,185,360	\$135,014,032
<i>Ending Cash Balance</i>	\$92,411,543	\$65,317,067	\$28,320,632	\$(23,911,966)	\$(84,819,880)

Expenditures

<i>EXPENDITURES:</i>	<i>2017 actuals</i>	<i>2018 budget</i>	<i>2019 estimate</i>	<i>2020 estimate</i>	<i>2021 estimate</i>
<i>TANF Mandated Share Transfer</i>	\$3,531,838	\$3,531,838	\$3,531,838	\$3,531,838	\$3,531,838
<i>CSEA Match Transfer</i>	\$907,203	\$1,454,372	\$1,498,003	\$1,542,943	\$1,589,232
<i>Dependency</i>	\$803,089	\$1,198,533	\$1,198,533	\$1,198,533	\$1,198,533
<i>Children Services Legal Services</i>	\$1,768,835	\$1,896,000	\$1,896,000	\$1,896,000	\$1,896,000
<i>Out-of-Home Care</i>	\$49,308,804	\$46,000,000	\$50,462,000	\$55,356,814	\$60,726,425
<i>ESSA Vouchers</i>	\$1,167,949	\$1,060,000	\$1,091,800	\$1,124,554	\$1,158,291
<i>Kinship Child Care and Kinship Payment Incentive</i>	\$495,700	\$1,885,000	\$1,885,000	\$1,885,000	\$1,885,000
<i>Post Adoption Services</i>	\$1,793,962	\$2,530,000	\$2,530,000	\$2,530,000	\$2,530,000
<i>MCSA</i>	\$4,789,519	\$5,550,000	\$5,550,000	\$5,550,000	\$5,550,000

<i>Independent Living Services</i>	\$480,575	\$805,000	\$762,961	\$962,857	\$1,215,125
<i>Tax Settlement Fee</i>	\$499,596	\$550,000	\$550,000	\$550,000	\$550,000
<i>Mental Health</i>	\$184,621	\$-	\$-	\$-	\$-
<i>Children Services Administration</i>	\$18,777,697	\$29,510,052	\$23,977,241	\$27,094,283	\$30,616,539
<i>Adoption Contracts/Service</i>	\$85,925	\$75,000	\$75,000	\$75,000	\$75,000
<i>Miscellaneous</i>	\$17,111	\$85,500	\$85,500	\$85,500	\$85,500
<i>Advertising</i>	\$66,090	\$144,500	\$144,500	\$144,500	\$144,500
<i>Kids in School Rule</i>	\$344,967	\$330,000	\$330,000	\$330,000	\$330,000
<i>Return SSI Checks</i>	\$82,127	\$60,000	\$60,000	\$60,000	\$60,000
<i>Wrap Around and Medical Services</i>	\$165,919	\$218,000	\$224,540	\$231,276	\$238,214
<i>Consulting/Safety Assessments</i>	\$751,991	\$550,000	\$800,000	\$800,000	\$800,000
<i>Children w/ Medical Handicaps</i>	\$1,391,829	\$1,846,396	\$1,754,076	\$1,666,372	\$1,583,054
<i>Election Expenses</i>	\$73,299	\$-	\$100,000	\$-	\$-
<i>TOP</i>	\$-	\$350,000	\$350,000	\$350,000	\$350,000
<i>Trauma Services</i>	\$-	\$350,000	\$360,500	\$371,315	\$382,454
<i>Behavioral Health Services</i>	\$-	\$7,000,000	\$7,000,000	\$7,000,000	\$7,000,000
<i>In Home Wrap Around</i>	\$-	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000

<i>Intensive In - Home Services</i>	\$472,487	\$850,000	\$875,500	\$901,765	\$928,818
<i>Family Preservation</i>	\$-	\$1,000,000	\$1,030,000	\$1,060,900	\$1,092,727
<i>Trauma Training</i>	\$-	\$200,000	\$200,000	\$200,000	\$200,000
<i>Stress Management</i>	\$-	\$50,000	\$50,000	\$50,000	\$50,000
<i>Kinship Stipend Payments</i>			\$7,070,287	\$7,635,909	\$8,246,782
Total	\$87,961,134	\$110,080,191	\$116,443,279	\$125,185,360	\$135,014,032

APPENDIX E: CASELOAD GROWTH ANALYSIS

Assumptions for out-of-home care are made based on the 13.5% year-over-year growth trends between 2015 and 2017, scaled down to reflect that growth rate, and extrapolated over the upcoming three-year period to 10.3%. These numbers are substantiated through conversations with staff and stakeholders expressing ongoing challenges in reducing substance abuse related placements across the county and the timeframes by which current opiate mitigation strategies will show success. Given the significant proportion of expenditures directed to out-of-home care, a detailed analysis of the projected growth in this category is reported below. As evidenced in interviews and caseload data, Hamilton County saw an overall 28% change in the number of children served over the previous three-year period:

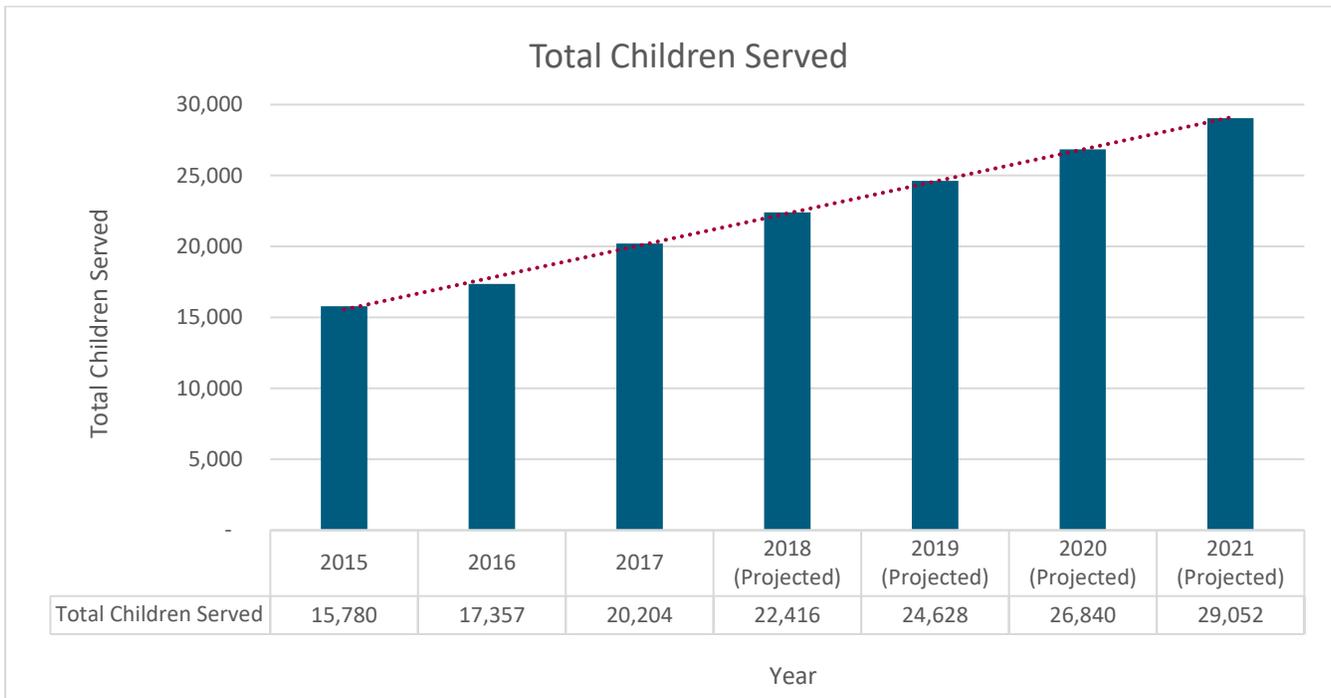


FIGURE 27: PROJECTION FOR TOTAL CHILDREN SERVED THROUGH 2021

This number of children in care correlates strongly with the total expenditures over the last three years, as the three-year and five-year average growth rate in out-of-home care expenses grew at 10.65% and 8.71%, respectively. Both the agency, as well as partners from the Juvenile Court, non-profit partners, JFS Planning Committee, Hamilton County Health Commission, and Child Protection System Collaborative, indicate substance abuse, a major driver of current placements, believe that while they have County-wide initiatives underway, the long-term impacts of reducing caseloads are still several years off. Consequentially, conservatively assuming a flat provider rate, and limited offsets for decreases in placements for preventative or wrap around services, we assume continued and ongoing increases in the total children served as a conservative progression of the current circumstances across the county.

APPENDIX F: OUT OF COUNTY PLACEMENTS

The figure below provides an overview of the percentage of children who were placed in the same county from which they were initially removed. For this measure, as of December 2017, Hamilton county placed children in county approximately 64 percent of the time. For comparison purposes, Cuyahoga places children in county approximately 68 percent of the time, Franklin places children in county approximately 57 percent of the time, and the statewide average for placements in county is 56 percent.

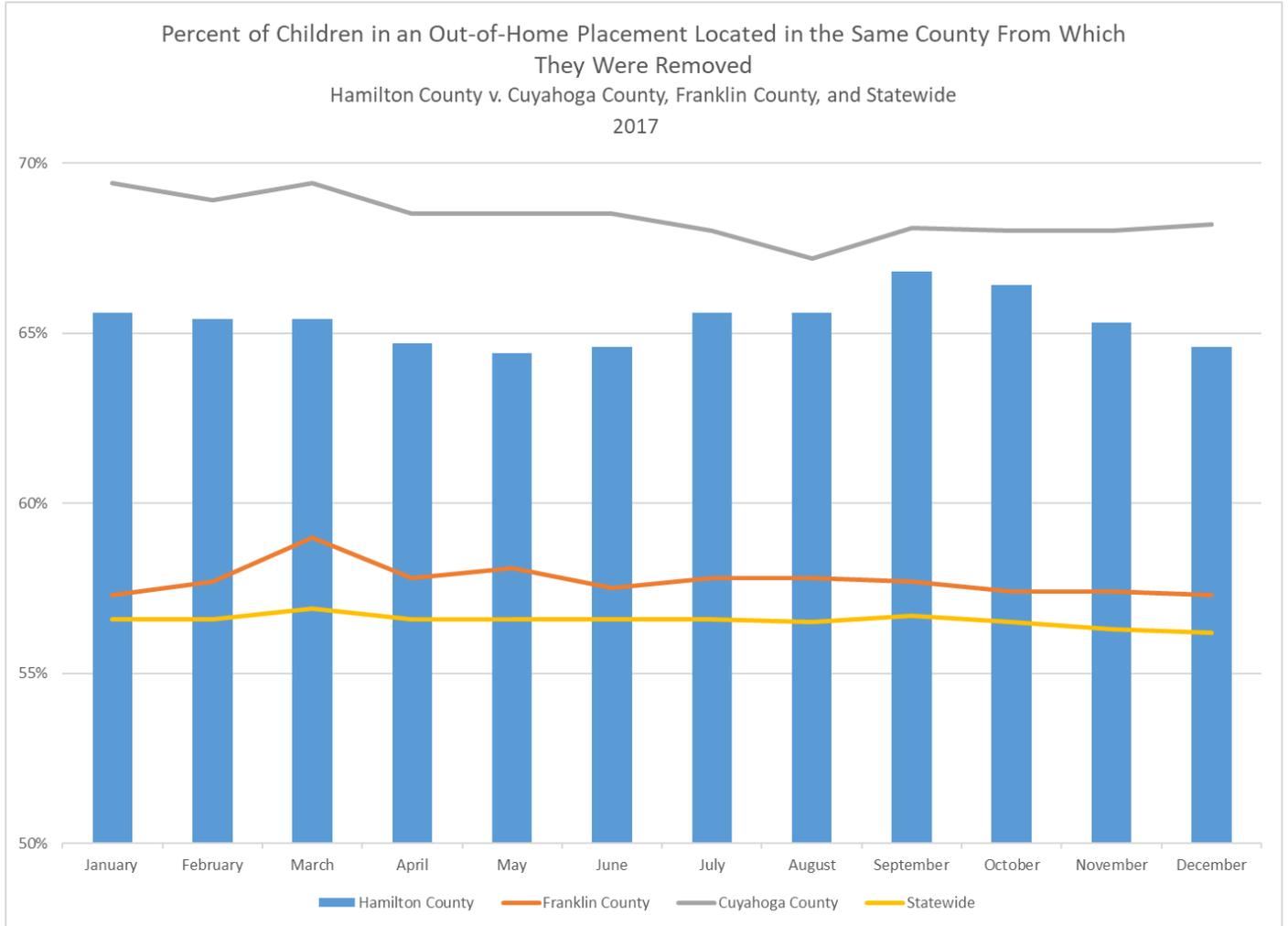


FIGURE 28: IN COUNTY PLACEMENTS BY COUNTY AND STATE AVERAGE

APPENDIX G: SITE VISIT INTERVIEW LIST

Date	Topic	Start Time	End Time	Location	Required Attendance
2-21	Tim McCartney, Brian Gregg, Margie Weaver, Amy Story- Executive Team Members	9:00a	10:30a	6SE701	Angela Pittman, Alex Chu, Lisa Webb, Tim McCartney, Brian Gregg, Margie Weaver, Amy Story, Moira Weir
	Office Tour-Children's Services Offices	10:30a	10:45a		Moira Weir
	PCG Setup	10:45a	11:15a	6SE701	
	Interview: Moira Weir	11:15a	12:00p	6SE701	Moira Weir, Angela Pittman, Alex Chu
	Lunch	12:00	12:45p		
	Interview: Kim Helfrich, GAL, 946-8267	12:45	1:30p	6SE701	Kim Helfrich, Angela Pittman, Kacie Schlegel
	Interview: Eric Cummins, St. Joseph's, 741-5690 ext 2102	12:45	1:30p	6SE401	Eric Cummins, Alex Chu,
	Interview: Diana McIntosh and Nina Lewis, Managed Care-Diana-238-9731	1:30p	2:15p	6SE701	Diana McIntosh, Nina Lewis, Angela Pittman, Kacie Schlegel
	Interview: Jane Herms, Family Nurturing Center, 859-538-1612	2:15p	3:00p	6SE701	Jane Herms, Alex Chu, Angela Pittman, Kacie Schlegel
	Interview: Donna Jones Baker, Urban League, JFSPC-487-6507	3:00p	3:45p	6SE401	Donna Jones Baker, Alex Chu
	Group Interview-Frontline Staff	3:45p	4:30p	6SE701	Christopher Beery, Gloria Campbell, Samantha Fleckenstein, Eara Nixon, Melissa Taylor, Jennifer Adams, Stephanie Smith, Shari Johnson, Brittanie Dudley, Lasonya Hunter, Angela Pittman, Kacie Schlegel
	Interview: Margaret Hulbert, United Way, 762-7202	3:45p	4:30p	6SE701	Alex Chu
	Meet with TLRC Members	5:00p	6:00p	6SE701	Angela Pittman, Alex Chu, Kacie Schlegel, John Silverman, Lisa Webb
2/22	Arrival		8:30a		Angela Pittman, Alex Chu, Kacie Schlegel
	Interview: Judy Harmony, JFSPC Member, 861-8490	9:00a	10:00a	6SE701	Judy Harmony, Angela Pittman, Kacie Schlegel
	Interview: Barbara Perez, YWCA, Safe Care, 361-2120	9:00a	10:00a	6SE101	Barbara Perez, Alex Chu
	Interview: Neil Tilow, Talbert House Executive Director, 751-7747	10:00a	10:45a	6SE101	Neil Tilow, Alex Chu
	Group Interview-Line Managers	10:00a	11:00a	6SE701	Brandon Kiley, Teresa Barber-Swain, Quinissa Simpson, Joseph Nash, Eric Young, Julian Wilcoxson, Ellen Diersing, Erin Eckert, Jacob Alonge,

					Sarah Finuf, Nakia Bedgood, Kody Krebs, Angela Pittman, Kacie Schlegel
	Group Interview-Section Chiefs	11:00a	11:45a	6SE701	Sandi Webster, Monique Mays, Alex Patsfall, Nicole Kippenbrock, Alycia Bennett, Margie Weaver, Angela Pittman, Kacie Schlegel
	Interview: Pam Green, Easter Seals, JFSPC Member, 386-6821	11:00a	11:45a	6SE101	Pam Green, Alex Chu
	Interview: Moira Weir, Margie Weaver	11:45a	12:15p	6SE701	Moira Weir, Margie Weaver, Angela Pittman, Alex Chu, Kacie Schlegel
	Lunch	12:15p	1:00p		
	Interview: Beau Necco, Necco Foster Homes, 606-831-3120	1:00p	2:00p	6SE701	Beau Necco, Angela Pittman, Kacie Schlegel
	Interview: Dr. Marilyn Crumpton, Nursing Services, 502-4160	1:00p	2:00p	6SE101	Dr. Crumpton, Alex Chu
	Interview: Juvenile Court, Carla Guenthner, 946-9381	2:00p	3:00p	6SE701	Juvenile Court, Angela Pittman, Alex Chu, Kacie Schlegel
	Interview: Tracy Cook, ProKids, 702-1304	3:00p	3:45p	6SE701	Tracy Cook, Alex Chu, Angela Pittman, Kacie Schlegel
	Closing & Next Steps	4:30p	5:00p	6SE701	Alex Chu, Angela Pittman, Kacie Schlegel

APPENDIX H: PERCENT OF ALL REMOVAL CASES IN HAMILTON COUNTY BY PRIMARY CARETAKER ZIP CODE

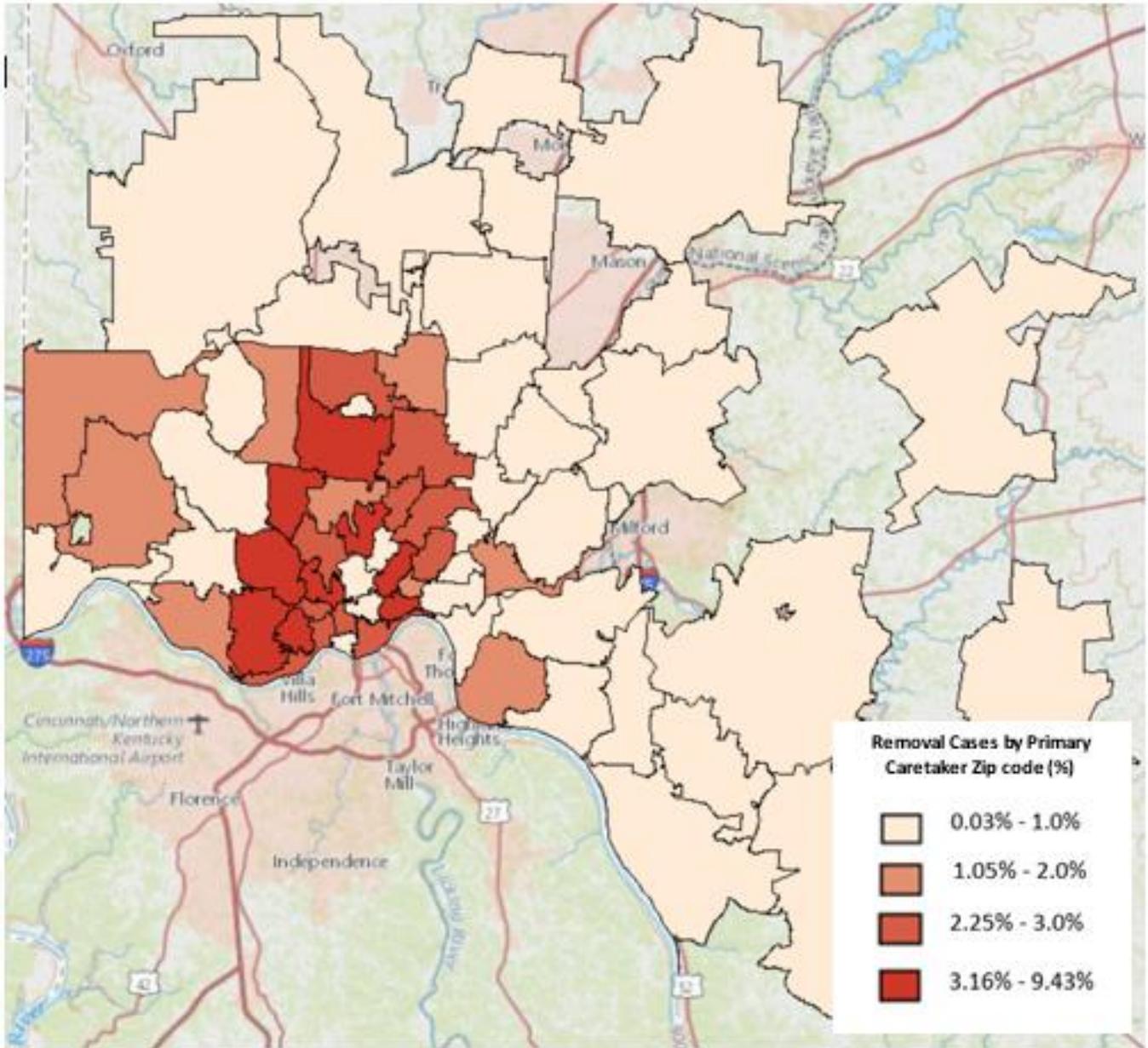


FIGURE 29: REMOVAL CASES BY PRIMARY CARETAKER ZIP CODE



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