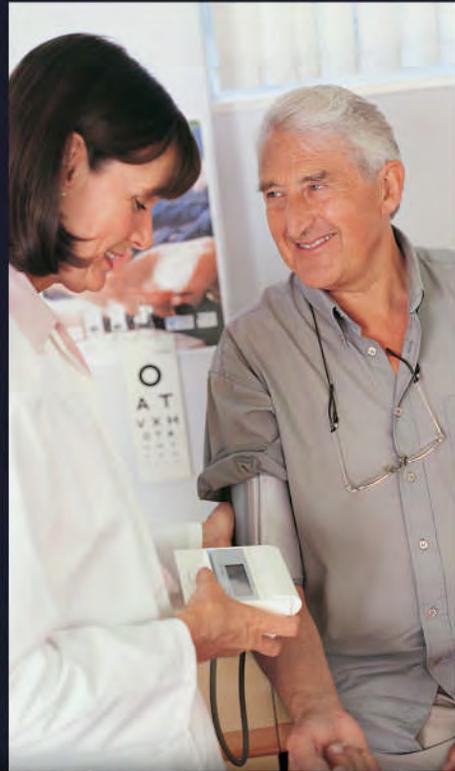


Franklin County Office on Aging - Senior Options Human Services Levy Review Committee Report November 2012





June 29, 2012

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

Dear Commissioners:

After a thorough analysis of the Senior Options levy requested by the Franklin County Office on Aging, it is the recommendation of the Human Service Levy Review Committee that the Board of Commissioners place a replacement plus an increase levy of 1.3 mills on the November 6, 2012 ballot for a five-year period effective for tax collections beginning January 1, 2013. Enclosed is a detailed levy review report that supports our recommendation.

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

Sincerely,

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

Cc: Don Brown, County Administrator

**2012
Senior
Options****Human
Services
Levy
Review
Committee****Report**

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

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

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

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

The Committee is staffed by:

Heidi B. Hallas, Sr. Performance Analyst 2
Steve Mansfield, Ph.D., Sr. Policy and Mgmt. Analyst
Zak Talarek, CPA, Deputy Director

Franklin County Office of Management and Budget (OMB)

2012
Senior
Options

Human
Services
Levy
Review
Committee

Report

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

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

Committee staff works with Franklin County Children Services (FCCS), Franklin County Board of Developmental Disabilities (FCBDD), Franklin County Alcohol, Drug and Mental Health (ADAMH) Board, and Franklin County Office on Aging (FCOA) to submit financial and program information for the Levy Review Committee's consideration, and to provide regular updates to the Levy Review Committee. This approach ensures the Levy Review Committee can knowledgeably evaluate each levy request, which facilitates their evaluation of future funding requests.

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EXECUTIVE SUMMARY

Background

Franklin County's first levy (.75 mill) to provide a system of home and community-based services for seniors was passed in 1992. This system of services was called the Franklin County Senior Options (FCSO) program and was supported with levy funding for five years. In the following levy cycle (1998-2002), the voters approved an increase to .85 mill. The current levy (.90 mill) was approved by voters in 2007, took effect in 2008, and expires at the end of 2012.

With the support of levy funding, FCSO has provided community-based services to Franklin County residents age 60 and older since 1993. Not only does FCSO allow clients to maintain their independence, it also supports caregivers with the often overwhelming task of caring for a family member or friend with limited abilities.

Current Services

FCSO makes available home and community-based care services for Franklin County residents age 60 and older, who have a demonstrated need for services that FCSO can provide. FCSO is a social service model program; it offers limited medical or therapeutic interventions. FCSO's programs include the following:

- *Home and Community-Based Care* provides needed services on an ongoing basis to older adults and their families, so they can preserve their independence and experience an improved quality of life.
- *Customer Services Management* provides individualized customer services to older adults and their families so they can access a trained professional who can address their unmet needs.
- *Community Support, Outreach, and Specialized Services* provide supportive services so seniors improve their ability to live and function in the community.
- *Public Information* provides information, education, and consultation services to older adults and their families so they can learn about available resources.
- *Safe Housing* provides home modifications or repairs, safety products, and assistance to eligible residents so they can live in their homes free of barriers and unsafe conditions.
- *Protective Interventions* provide assistance to abused, neglected, and exploited adults so they can be protected from individuals or environments that endanger their physical or emotional well-being.

FCOA Request

The Franklin County Office on Aging (FCOA) has proposed a five-year replacement levy request for 2013-2017, with a .40 mill increase for a total levy of 1.3 mills. The proposed 1.3 mills levy would allow FCOA to maintain the current FCSO service levels and allow for additional staff to meet the needs of the growing senior population and Title XX clients. In order to meet the growing demand, FCOA proposes over the course of the cycle to add nine full-time positions and to add seven case management positions to the contract with the Central Ohio Area Agency on Aging.

Human Services Levy Review Committee's Recommendation

Based on the Human Services Levy Review Committee's (HSLRC) review of FCOA's programmatic, operational, and financial information and additional research and analysis conducted by HSLRC staff, the Committee recommends a five-year replacement levy for 2013-2017, with a .40 mill increase for a total levy of 1.3 mills. The HSLRC recommendation is based on the Office of Management and Budget (OMB) Projected Cash Flow Schedule by Expense Category Scenario for the 1.3 mill levy. The HSLRC also recommends that all requests for additional positions should be included in the annual budget submission to OMB and that a justification for the requested positions should be provided at that time.

The recommendation is supported by the following:

1. There is a growing demand for services as people are living longer. According to the 2010 Census, Franklin County had 170,456 persons age 60 and older. This number reflects a 23% increase over the 2000 Census. Scripps Gerontology Center at Miami University estimates an additional 33% increase in the 60 and older age group in this decade, with much of the increase taking place during this next levy cycle. Among the older population, those 85 years old or older are in the fastest growing age group. The leading edge of the post-World War II baby boom has now begun to retire.
2. Under Ohio's operating budget bill for State Fiscal Year (SFY) 2006-2007 (H.B. 66), the reimbursements to counties and other governmental entities to make up for revenue losses due to the elimination of the Tangible Personal Property Tax were to be phased-out from 2011 through 2018. However, the passage of the operating budget bill for SFY 2012-2013 (H.B. 153) accelerated the phase-out so that it would be complete by the end of 2013. The impact of H.B. 153 during the current levy cycle was an increase in the loss in revenue from \$790,000 to \$1.6 million. The impact of H.B. 153 on the 2013-2017 levy cycle is an additional \$1.9 million loss of revenue, for a total \$8.1 million over the levy cycle.
3. The Franklin County Auditor reports the assessed valuation for 2011 as \$26.3 billion, which is a 6.0% decrease from 2010. Therefore, between 2011 and 2012, the revenue generated by the senior services levy decreased by \$1.3 million. A property tax levy approved in 2012 would be calculated upon the 2011 amount. OMB is estimating that the revenue generated for Senior Options from a 1.3 mill levy would be \$33.7 million annually, which is \$1.6 million less than a projection based on the 2010 assessed valuation.
4. The proposal includes a shift of Title XX services from the Franklin County Department of Job and Family Services (JFS) to the FCOA, necessitated by the loss of funding for these services. In 2012, the Board of Commissioners made a policy decision to transfer funding for Title XX programs for seniors, such as home delivered meals, congregate meals, transportation, homemaker services and adult day care, from JFS to FCOA. The JFS estimate for these contracts is \$1.5 million. All clients should be transferred from JFS by September 30, 2012.

INTRODUCTION

The Franklin County Office on Aging (FCOA) has been providing community-based services through the levy supported Franklin County Senior Options (FCSO) program since 1993. The original senior levy was put before the voters in 1992 after the elimination of state funding for the Options for Elders program.

For almost 20 years, the Senior Options program has helped Franklin County residents over the age 60, who have a demonstrated need for FCSO services, maintain their independence and quality of life. FCOA provided Home and Community-Based Care services to over 7,100 individuals in 2011.

The purpose of the FCSO program is to help older adults maintain their sense of independence, retain a good quality of life, and avoid or delay the need for institutional care. FCOA plays two major roles in the implementation of the FCSO: service provider and service purchaser. FCSO is the "one-stop shopping" point for information and access to senior services. A single call to FCSO at (614) 525-6200 can link older adults and their families with a caring professional trained to help solve senior problems. Through a large provider network, FCSO provides services such as delivered meals, homemaker, personal care, respite care, adult day care, transportation, emergency response systems, and minor home repair.

The Franklin County Board of Commissioners, as the taxing authority for the county, received a request from FCOA to place a countywide property tax levy of 1.3 mills on the November 6, 2012 ballot for FCSO. This request is a five-year replacement of the .90 mill levy expiring at the end of 2012, plus an increase of .40 mill (see Appendix H).

Commissioner Marilyn Brown, on behalf of the Board of Commissioners, forwarded the FCOA request to the Human Services Levy Review Committee Chairperson, Jesse Hemphill. In the request, the Franklin County Commissioners asked the Human Services Levy Review Committee to review the request, and to advise them of its recommendations (see Appendix I).

This report is the Human Services Levy Review Committee's response to the Board of Commissioners' request.

FRANKLIN COUNTY VISION

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

AGENCY MISSION

The mission of the Office on Aging is to provide centralized access to diverse programs and individualized services for older adults and their families so they can preserve their independence and quality of life.

LEVY HISTORY

Franklin County was the first urban county in Ohio to pass a senior levy and was the first to use the levy for the development of a system of home and community-based care. As of 2011, 72 of Ohio's 88 counties had some form of senior levy supporting home and community-based care.

Implementing the first levy, FCOA developed a program that would provide the following:

- A central entry point or "one-stop shop" approach would be retained,
- A person would not be required to spend down to poverty in order to receive services (a cost sharing mechanism would remain part of the program),
- A person would not have to decline to a nursing-home level of frailty to get services,
- A diverse set of services and programs would be made available.

These elements continue to be incorporated in FCSO and have remained the focus of the program since 1992.

FCSO is funded by the five-year Senior Services Levy passed by Franklin County, Ohio voters in 1992 (effective 1/1/1993), 1997 (effective 1/1/1998), 2002 (effective 1/1/2003) and 2007 (effective 1/1/2008).

Franklin County residents have been supportive of the levy since the initial campaign. In June 1992, the first five-year .75 mill Senior Levy in Franklin County passed with over 65% of voters support. In 1997, a replacement plus a .10 mill increase (.85 mill) passed by 72%. In 2002, FCOA - SENIOR OPTIONS requested a replacement levy (.85 mill) and it passed at 81%. In 2007, a .85 mill plus .05 increase passed by the voters at 78% for a total millage rate of .90 mill.

CURRENT SERVICES

FCOA serves Franklin County residents age 60 and older who have a demonstrated need for services that FCSO can provide. The purpose of the FCSO program is to help older adults maintain their sense of independence, retain a good quality of life, and avoid or delay the need for institutional care. FCOA provided home and community-based care services to over 7,100 individuals in 2011. FCOA estimates that over 7,800 residents will receive services in 2012.

Individuals must meet the following criteria in order to be enrolled for FCSO community-based services: be at least 60 years of age; reside in Franklin County in an independent living setting; have an unmet or underserved need for service that FCSO provides or have a functional impairment in at least one functional limitation in Activities of Daily Living (ADL) or Instrumental Activities of Daily Living (IADL); and agree to contribute to the cost of their services at the level deemed appropriate on the FCSO sliding fee scale. The financial eligibility criteria have been expanded to include those who would pay 100% of the cost of their services. Those receiving Ohio's PASSPORT program are not eligible for FCSO services.

FCSO follows a social service model program; it offers limited medical or therapeutic interventions. FCOA partners with over 90 organizations to provide the community-based services that have been identified as crucial to meeting the needs of those wishing to remain as independent as long as possible at home. Based on the FCOA organization structure, the services that are available to enrolled participants are divided into three lines of business:

I. Senior Services

- **Home and Community-Based Care** – The purpose of the Home and Community-Based Care program is to provide needed services to Franklin County older adults and their families, so they can preserve their independence and experience an improved quality of life. Types of services provided in this program:
 - Home delivered meals
 - Homemaker services
 - Adult day services
 - Emergency response systems (installed/monitored)
 - Personal care services
 - Respite services
 - Health maintenance supplies
 - Transportation services
- **Community Support, Outreach, and Specialized Services** – The purpose of the Community Support, Outreach, and Specialized Services program is to provide specialized services to older adults so they can improve their ability to live and function in the community.

Types of services provided in this program:

- Prescription support
- Food
- Health/clinic screenings
- Employment and volunteer services
- Utility bill support
- Legal aid services
- Senior fitness programs

- **Customer Services Management** – The purpose of the Customer Services Management program is to provide individualized customer service to older adults and their families so they can access a trained professional who can address their unmet needs. Types of services provided in this program:

- Information and referral
- Assessments
- Case management services
- Advocacy
- Service coordination
- Crisis intervention
- Caregiver consultation and support

II. Community Awareness

- **Public Information** – The purpose of the Public Information program is to provide information, education, and consultation services to older adults and their families so they can gain knowledge about access to resources and services. Types of services provided in this program:

- Conferences and trainings
- Information and resource materials
- Public engagements and outings
- Health fairs
- Para-professional support services

III. Adult Safety

- **Safe Housing** – The purpose of the Safe Housing program is to provide home modifications or repair, safety products and assistance to eligible Franklin County residents so they can live in their homes free of barriers and unsafe conditions. Types of services provided in this program:

- Home inspections
- Minor home repairs or modifications
- Sanitation and pest control
- Smoke detector installation

- **Protective Interventions** – The purpose of the Protective Interventions program is to provide advocacy for client rights, investigations, court intervention, and other assistance to abused, neglected, and exploited adults so they can be protected from individuals or environments that endanger their physical or emotional well-being. Types of services provided in this program:
 - Adult Protective Services (APS)¹
 - Intake assessment
 - Advocacy
 - Guardianships
 - Conservatorships
 - Protective court orders

FCOA ROLES

The FCOA plays two major roles in the implementation of FCSO: service provider and service purchaser. The service provider role involves case management and the service purchaser role involves purchasing needed services for clients through third party arrangements.

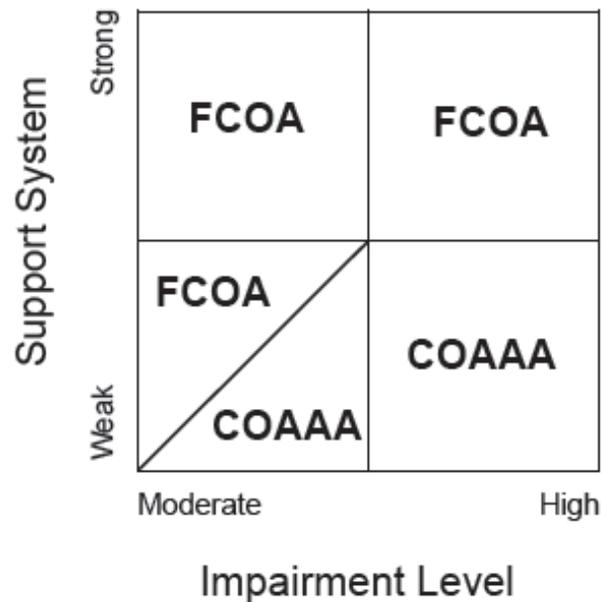
Service Provider Role

FCOA provides case management services in the Senior Options program directly with FCOA case management staff, as well as through a contract with the Central Ohio Area Agency on Aging (COAAA). For more than 30 years, the COAAA has been a resource for older adults and their families. COAAA provides information, resources, and education to the community, as well as provides services for elderly residents to continue independent living in their own homes. COAAA is operated under the City of Columbus, Recreation and Parks Department. This collaboration dates from the original state-funded Options for Elders project, which terminated in 1993. The COAAA serves an eight-county area and administers the 2176 waiver program, and the PASSPORT program, which serves low income seniors who meet a nursing home level of care standard.

FCOA currently has 36 case managers, six supervisors, and one program manager working at Office on Aging in the Senior Options program. Under the contract with Franklin County for FCSO, COAAA has 31 case managers, four supervisors, one clinical manager, one Quality Improvement Coordinator, one clerical support staff member, and a part-time Client Services Director.

¹ Not supported by levy funds.

Criteria for Case Management Assignment



The case management staff's experience and training allow them to serve as resources for community information, advocacy, assessment, and case management. All case managers have at least a four-year degree in either social work or a related field, and experience in working with older adults prior to coming to FCSO. The current staff has experience in the following areas: hospital discharge planning, mental health case management, crisis management, corrections, adult protection services, nursing homes, and community organizations serving older adults. FCOA and COAAA staff case managers are trained to recognize a set of eligible standards for each level of case management. However, COAAA case managers handle cases with extensive needs that require home visits. As represented in the Criteria for Case Management Assignment figure above, COAAA case managers focus on those clients who have a weak support system and a moderate to high impairment level.

FCSO has a diverse staff that is multi-lingual and multi-cultural, that enables the agency to work with immigration populations as well as English speaking seniors. FCSO provides flyers in nine languages other than English: Russian, Khmer, Amharic, Somali, Spanish, Chinese, Laotian, Vietnamese, and Korean. Flyers are also available in Braille.

In 2010, FCSO participated in the PRIDE parade and distributed information about services for lesbian, gay, bisexual and transgender (LGBT) seniors.

Case Management Types

Basic Case Management – involves short-term services (three months or less). Less than 1% of the enrolled clients are in a Basic Case Management program. A participant who needs this service can be in two categories. The first category

Case Manager Functions by Agency

Franklin County Office on Aging (FCOA)	Central Ohio Area Agency on Aging (COAAA)
<ul style="list-style-type: none"> ▪ Information and Referral ▪ Advocacy ▪ Initial Assessment ▪ Basic Case Management ▪ Ongoing Case Management ▪ Annual Reassessment 	<ul style="list-style-type: none"> ▪ Completion of Assessment ▪ Case Management ▪ Level I ▪ Level II ▪ Level III ▪ Monitoring ▪ Annual Reassessment

being the need for short-term assistance due to temporary issues or circumstances. The second category is for participants who are part of a hospice program due to a terminal illness.

Ongoing Case Management – includes long-term services that are the least intrusive of the long-term case management levels. Approximately 70% of enrolled long-term clients are in Ongoing Case Management. Participants appropriate for ongoing case management are either able to advocate for themselves or have a good support system in place and communication can be maintained with the case manager over the telephone. Participants receiving ongoing case management will have an initial home visit and then all other interaction is through telephone conversations until the annual reassessment visit. During the home visit, the information received during intake is verified, specifics of the services that are needed are discussed, and the participant agrees to a plan of care and a co-pay percentage based on income verification and asset levels. Participants who are confirmed appropriate for this level of case management are assigned to a case manager who orders services and maintains at least quarterly telephone contact with the participant or family.

Case Management – involves long-term services with extensive needs longer than three months. The Case Management program is divided into three tiers. Approximately 29% of enrolled long-term clients are in a Case Management tier program.

Case Management I: This level of case management is recognized as effective in situations where there are unmet psychological needs in addition to service needs. These participants require regular home visits and social work intervention. Case Management I participants are likely to have absent or weak support systems in addition to advanced age, declining health, or impaired cognitive status. They may have acute or chronic mental health problems, and may be involved with Adult Protective Services (APS) or the mental health system. Although one problem may indicate a need for case management at this level, it is usually a combination of factors that contribute to this participant's needs.

Case Management II: This level of case management is recognized as effective in situations where staff is unable to communicate adequately over the telephone. Otherwise these participants would be appropriately placed in the Ongoing Case Management program. Some reasons where this occurs can include the following: seniors who are without telephones, are deaf or hard of hearing, have difficulty speaking, or have English as their second language.

Case Management III: This level of case management was developed for individuals whose needs do not warrant Case Management II, but are not appropriate for Ongoing Case Management either. This tier includes participants that have dual case managers from another system. This is the tier where FCOA partners with other agencies to address the needs of the client. These clients make up less than 1% of enrollees.

Monitoring – Occasionally there are participants who may not need FCSO services or may not agree to enrollment, but whose circumstances are assessed as “at risk.” In these instances, the case manager may wish to monitor the participant for up to six months through telephone calls or in person visits. At the end of the six month period, the person is reassessed and can be enrolled in FCSO, referred to another agency, or the relationship is ended at the request of the individual.

Reassessment

Participants who receive long-term case management are reassessed to determine their need for services at six and twelve-month intervals. Income and asset levels are verified every other year at the annual reassessment. Reassessment for Ongoing Case Management participants are completed by telephone. The Case Management I and II participants receive home visits. During this visit, the case manager also reviews the appropriateness of the current case management level. Most participants, who receive transportation as their only service, receive a phone call annually to determine if services are still needed, or whether additional services are necessary. At that time, income verification is requested to ensure eligibility.

Moving Between Case Management Levels

The designated case management level remains in place only as circumstances remain stable. Participants can and do move to other levels whenever circumstances warrant a shift in need.

Case Management Caseloads

According to FCOA, the current standards for maximum caseloads in FCSO are 115 clients per each case manager at the FCOA and 40 per each case manager at the COAAA.

Service Purchaser Role

FCOA purchases service to be provided directly to seniors utilizing the following three methods:

1. **Grants to Non-Profit Agencies**
Approximately \$2.3 million was dispersed in 2011 through grant agreements with private non-profit community organizations. These grants were issued upon a Request for Proposal (RFP) process managed by FCOA. The purpose of the grants was to expand the range of services available to the senior community. The funding assists in filling service gaps, such as nursing clinics, caregiver support, group transportation, and hearing assessments.
2. **Competitively Bid Purchase of Service (POS) Agreements**
Most services provided are the result of a POS agreement entered into between the Franklin County Board of Commissioners and over 90 agencies that provide home and community-based services. The agencies include private for-profit and non-profit entities. Unit rates for the services are competitively bid through the Franklin County Purchasing Department.
3. **Purchases on a Case-by-Case Basis**
The purchase of minor home repairs, emergency needs, and certain caregiver support is provided on a case-by-case basis. The services may include rent assistance, utility assistance, moving services, and durable medical equipment.

COLLABORATIONS

In addition to the COAAA, FCOA partners with various agencies to advocate for senior services and needs. Through a partnership with the Franklin County Treasurer's Office, the Property Tax Assistance Program (PTAP) assists low-income seniors with enrollment into the Homestead Exemption Program which lowers their property taxes. A fund at the Columbus Foundation has been established to assist qualifying seniors with property tax payments through donated funds.

Hands-on-Central-Ohio is another collaborator that works closely with FCOA to ensure the county's 2-1-1 information and referral number is functioning and operates the Ohio Alliance for Information and Referral Systems (AIRS) through the 2-1-1 Ohio Collaborative. Currently, 22 community-based information and referral organizations serving 38 Ohio counties are fully operational 2-1-1 centers. 2-1-1 is a simple, easy-to-remember number to call when you need help or access to human services. It is a free 24-hour service so seniors can get the help they need when they need it.

FCOA has partnered with Franklin County Health Department to effectively deal with the bed bug epidemic that has become a problem in Central Ohio. Since 2008, FCOA has participated on the Central Ohio Bed Bug Task Force, which assists with extermination for bed bugs. To date, 23 clients have received these services.

FCOA participates as a member of The Ohio Older Adult Falls Prevention Coalition. This group is tasked with educating the aging population. Their focus is to share ways with individuals and their families to reduce the risk of falls.

For several years, FCOA has worked with a coalition of senior services agencies and the Franklin County Emergency Management Agency to develop an improved plan for sheltering the frail in the event of an emergency. As a part of this process, FCOA and COAAA retain and maintain a list of the most at-risk participants in the FCSO program. During emergencies, these participants are the first on the contact list.

NOTEWORTHY ACCOMPLISHMENTS

FCOA has achieved a number of noteworthy accomplishments during the current levy cycle (2007-2012):

- As recommended by the HSLRC during the previous levy request review process, the following items were addressed:

Increase Promotion and Public Information:

The availability of FCSO services was promoted to different cultures. The FCSO flyer is available in eleven languages including Braille. During the periods when long waiting lists developed, the Information and Referral (I and R) service was promoted more than the home care services.

Customer Satisfaction Surveys for Non-English Speaking Clients:

Language-specific customer satisfaction surveys were developed and utilized.

Adjustment of the Client Fee Scale:

The FCSO sliding-fee scale was indexed in 2009 to the Social Security Cost of Living Adjustment.

Include 100% Co-Pay Seniors:

FCSO services are now available to those at all income and asset levels who have a demonstrated need for services. Approximately 100 participants pay the entire costs of their care plans.

- FCOA is the only Information and Referral (I and R) agency with an aging specialty in Ohio that is accredited by the Alliance of Information and Referral Systems (AIRS). Accreditation by this body means that the FCOA is in full compliance with AIRS standards which are available on their website, www.airs.org.
- FCOA initiated internal training and assessment improvements for LGBT seniors. FCOA participates in PRIDE festival events and works with Stonewall Columbus to identify strategies to demonstrate the inclusiveness of FCSO programs.
- The FCOA partnered with the Franklin County Veterans Services Commission (VSC) to provide minor home repair services for veterans. This partnership has resulted in quicker completion of home repairs for veterans. In addition, the VSC provides reimbursement funding to FCSO for home repairs for qualified veterans, widows/widowers, and spouses up to a total of \$250,000 per year.
- The FCOA worked with staff from Franklin County Job and Family Services (JFS) to plan the transfer of seniors from Title XX funding into the FCSO program. This move will improve consistency in assessment and service provision for the seniors served. It will also improve the funding stability of these services for seniors.

SENIOR OPTIONS LEVY REQUEST

CURRENT MILLAGE

Voted Levy	Year Established	Length of Levy	Amount of Collection*
.90	2007	5 Years	\$24,190,368 (2010)

*FCSO levy collection estimates above are for tax year 2010, which was collected 2011.

The primary source of funding for FCOA is the senior services property tax levy. The current levy revenue for the FCSO program is generated through a five-year, .90 mill replacement property tax levy approved by voters in 2007. The current levy collections end in December of 2012.

REQUESTED MILLAGE

FCOA's levy request estimates that a 1.3 mill levy would generate \$33,973,429 annually. This would cost the owner of a \$100,000 home \$39.81 per year and be an increase of \$12.25 per year over the current .90 mill levy. According to FCOA, passage of this levy will allow the agency to maintain the availability of a range of home and community-based services, customer services management, minor home repair, community awareness efforts, and specialized services designed to fill gaps for those in need. It will also support an increase in enrollment of 12% in 2013, 2% in 2014 and 2015, and a 0.5% increase in 2016 in the Home and Community-Based Care program, which is the largest component of FCSO. In order to meet the growing demand, FCOA proposes, over the course of the cycle, to add nine full-time positions and to add seven case management positions to the contract with the COAAA.

Additionally, FCSO has proposed the following initiatives during the next levy-cycle:

- **Complete Transfer of Title XX Clients**
During 2007-2010, the senior options levy provided financial support in the amount of \$3.2 million to the Franklin County Job and Family Services (JFS) to assist seniors that were Title XX eligible that were receiving home delivered meals, congregate meals, adult day health, and homemaker services. In 2012 the Board of Commissioners made a policy decision to transfer funding for Title XX programs for seniors, such as home delivered meals, congregate meals, transportation, homemaker services and adult day health, from JFS to FCOA. The JFS estimate for these contracts is \$1.5 million. Approximately 900 seniors will be transferred to the FCSO program. All clients should be transferred from JFS to FCSO by September 30, 2012.
- **Congregate Meal Program Expansion**
In 2012, FCOA will provide a \$30,000 grant for transportation. The transportation grant will ensure that seniors have access to congregate dining facilities. The Older American's Act Congregate Meal Program provides a no-charge,

nutritionally-balanced hot lunch for those ages 60 and over. Providing levy funding for transportation to congregate dining sites for low income seniors will help reduce food insecurity in Franklin County.

- **Senior Farmers Market Nutrition Program (SFMNP)**

In 2012, FCOA will provide a \$30,000 grant to Life Care Alliance. Life Care Alliance will use these funds to support local farmers market programs which would allow them to provide farmer's market benefit-coupons at \$50 per person to 600 more low-income seniors (with an annual income at or below 185% of poverty) in Franklin County. With contributions from FCOA, 2,100 individuals will be served in 2012.

HUMAN SERVICES LEVY REVIEW COMMITTEE REVIEW AND RECOMMENDATIONS

REVIEW PROCESS

The goal of the Human Services Levy Review Committee (HSLRC) is to review the levy proposal submitted by FCOA and to fully understand the request, validate the needs expressed by the FCOA, and validate the financial, consumer and community impact of the proposed service levels.

Committee staff began this levy review with the formation of a Levy Review Plan that identified the initial scope of the review through objectives. Each objective also included sub-objectives. The main objectives were as follows:

- What circumstances have led to FCOA's current levy request?
- What are the levy options?
- Does FCOA's five-year forecast reasonably and logically project future revenues to provide reasonable assurance of accuracy?
- Does FCOA's five-year forecast reasonably and logically project expenditures to provide a reasonable assurance of accuracy?
- Will resources be sufficient to support FCOA's services through the life of the levy?
- What will the passing of the levy accomplish?

After reviewing FCOA's presentation and written levy request, the HSLRC and its staff formulated a series of follow-up questions for FCOA. Subsequent meetings and FCOA's responses produced additional questions, which in turn produced key issues identified by both the Committee and staff. FCOA was given the opportunity to address these key issues as well as address additional questions from the HSLRC.

Committee staff simulated a variety of alternative scenarios to the initial FCOA levy request. These alternatives were then presented to the HSLRC and discussed in detail. Subsequently, FCOA was given the opportunity to respond to these analyses.

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

FCOA – SENIOR OPTIONS REQUEST

On October 13, 2011, FCOA administration submitted a "Replacement (with .40 mill increase) Levy Request" to Commissioner Marilyn Brown, President of the Board of Commissioners for review and consideration. The FCOA Senior Options levy proposal was subsequently submitted to the Human Services Levy Review Committee to review,

evaluate, and provide recommendations. In the request, FCOA asked to establish a five-year, 1.3 mill levy. The Director of FCOA stated the proposed replacement levy would allow FCSO to:

- Maintain current levels of services to over 7,800 seniors,
- Deliver 550,000 home delivered meals annually,
- Increase the number of clients served to meet the growing number of seniors,
- Continue to serve clients transferred from the JFS Title XX program,
- Provide Information and Referral services for all Franklin County residents who need information about senior services,
- Expand the congregate meal program.

RECOMMENDATIONS

In evaluating the FCOA request, the HSLRC spent a significant amount of time reviewing the operational and programmatic aspects of the agency, availability of services, and demand for services in the future, as well as performing an in-depth financial analysis.

Based on the HSLRC review of FCOA Senior Options programmatic, operational, and financial areas, the Committee recommends replacement of the expiring five-year .90 mill levy, with a .40 mill increase. The HSLRC recommendation is based on the Office of Management and Budget (OMB) Projected Cash Flow Schedule by Expense Category Scenario for the 1.3 mill levy (see page 29). The increase will maintain adequate funding for services in light of the revenue reductions that are being experienced and the increasing number of seniors needing services.

It is the recommendation of the HSLRC that the Franklin County Board of Commissioners place a five-year levy of 1.3 mills on the November 6, 2012 ballot. The proposed levy would be effective for tax collections beginning January 1, 2013.

The recommendation is supported by the following:

1. Due to increased demand for services and the proposed expansion of services and new initiatives during the next levy-cycle, additional millage is necessary. There is a growing demand for services as people are living longer. Among the older population, those 85 years old or older is the fastest growing age group. The leading edge of the post-World War II baby boom has now begun to retire.

According to the 2010 Census, Franklin County had 170,456 persons age 60 and older. This number reflects a 23% increase over the 2000 Census. The Scripps Gerontology Center at Miami University estimates an additional 33% increase in the 60 and older age group in this decade, with much of the increase taking place during this next levy cycle. During 2010, FCOA had 4.1% of Franklin County residents 60 or older enrolled in the FCSO program. In order to maintain the current level of service at 4.1% of the eligible population, FCOA

Franklin County Population Eligible for FCSO Enrollment

	1990	2000	2010	2020*
Persons 60 or Older	129,006	138,651	170,456	226,599
Percent of Total Population	13.4%	13.0%	14.7%	18.3%
Percent Change from Previous Census	-	7.5%	22.9%	32.9%
<hr/>				
Annual FCSO Enrollment	-	5,223	7,041	9,291
Percent of Persons 60 or older	-	3.8%	4.1%	4.1%
Percent Change from Previous Census	-	-	34.8%	31.9%

Italicized numbers are projected

*2020 Total Franklin County Population as estimated by the Ohio Department of Development and Persons 60 or older as estimated by the Gerontology Center at Miami University.

would have to increase the FCSO unduplicated client count by a minimum of 2,250 by the end of 2020. The Committee took the senior population projected increase into account when making the recommendation since the current levy request is through 2017.

- The recommendation considers the effect of the accelerated phase-out that Tangible Personal Property Tax (TPPT) reimbursement will have on FCOA's available revenue.

FCOA Senior Options' Levy Dollars Lost due to Accelerated TPPT Reimbursement Phase-out

	Prior Law*	House Bill 153
2011	(\$213,232)	(\$539,970)
2012	(\$576,068)	(\$1,079,940)
2013	(\$798,163)	(\$1,619,910)
2014	(\$1,020,259)	(\$1,619,910)
2015	(\$1,242,355)	(\$1,619,910)
2016	(\$1,464,451)	(\$1,619,910)
2017	(\$1,686,547)	(\$1,619,910)
2018	(\$1,810,126)	(\$1,619,910)
Total	(\$8,811,201)	(\$11,339,370)

*Based on Department of Taxation estimates, less adjustments for levies no longer in place. The reported change is based TPPT revenue received by FCOA in 2010.

Under Ohio's operating budget bill for SFY 2006-2007 (H.B. 66) the reimbursements to counties and other governmental entities to make up of revenue losses due to the elimination of the TPPT were to be phased-out from 2011 through 2018. The reduction in revenue generated by the senior levy for

that time period totaled \$8,811,201. However, the passage of the operating budget bill for SFY 2012-2013 (H.B. 153) accelerated the phase-out so that it would be complete by the end of 2013. This change increased the total revenue loss through 2018 to \$11,399,370.

The accelerated phase-out had an impact on both the current levy revenues and 2013-2017 levy cycle planned revenues. FCOA has received an approximately \$830,000 reduction in budgeted revenue in the current levy cycle ending in 2012. The impact on the 2013-2017 levy revenue is a \$1.9 million reduction over the life of the five-year cycle.

3. The majority of revenue for FCSO comes from levy funding, which is based on real estate tax collections. During the 2003-2007 levy cycle, property values increased from \$21.3 billion to \$26.4 billion, or 24.4%. This provided FCOA with increased revenues in order to address inflation and the increase in demand for service. Yet toward the end of 2008-2012 levy cycle, property values decreased due to the downturn in the economy. The Franklin County Auditor's Office completed the sexennial reappraisal in 2011. The assessment resulted in a 6.0% decrease in property values from 2010. Therefore the FCSO has seen a decrease in levy revenue during the current levy cycle.

The Franklin County Auditor reports the assessed valuation for 2011 as \$26.3 billion. A property tax levy approved in 2012 would be calculated upon this figure. OMB is estimating that the revenue generated for Senior Options from a 1.3 mill levy would be \$33.7 million annually, which is \$1.6 million less than the original projection based on the 2010 assessment valuation. In addition, OMB is projecting little net growth in property values over the 2013-2017 levy cycle, therefore requiring the increase in the requested levy millage to accommodate inflation and the aging population.

4. The recommendation also took into account the shift of services from JFS to the FCOA, necessitated by the loss of state Title XX funding for these services. In 2012, the Board of Commissioners made a policy decision to transfer funding for Title XX programs for seniors, such as home delivered meals, congregate meals, transportation, homemaker services and adult day care, from JFS to FCOA. The JFS estimate for these contracts is \$1.5 million.

FCOA began working with JFS to ensure that all clients being transferred would be made aware of the enrollment requirements within the FCSO program. This transition impacts 900 JFS clients. These clients have been receiving their services without regard to their income or assets and may now be responsible for co-payments with FCSO should they not meet the financial requirements. All clients should be transferred from JFS by September 30, 2012.

OPERATIONAL AND PROGRAMMATIC RECOMMENDATIONS

Issue 1: Measuring Success

As part of the levy review process, FCOA presented information relating to the requested amount for the new levy cycle and provided the Senior Services Levy Fact Book to the Human Services Levy Review Committee. While the amount of information provided was extensive in terms of quantity, the Committee has concerns regarding the quality of some of the information provided. As part of the Committee's function, the members are charged with evaluating the potential levy impact on service population, other social service providers, and the community. In order for the Committee to successfully meet this charge, information regarding best practices and program outcomes should be provided by the levy agency. This information should be supported by research and program specific data.

Human Services Levy Review Committee Recommendation 1: Identify, Document, and Implement Outcomes for Measuring Success

Measurable outcomes such as performance benchmarks need to be identified by FCOA as a basis for measuring success. While FCOA's Strategic Business Plan includes goals and program performance measures, those that are tracked in the quarterly reports tend to address outputs, client satisfaction, and access to service. Client satisfaction surveys may be necessary to ensure program quality but it is not sufficient to be considered an outcome. While a participant may report satisfaction with the program, it is not an indicator that the person has benefited or seen an improvement in his or her conditions. The HSLRC recognizes that OMB has begun discussions with all County agencies to continue to develop and refine outcome measures during the 2013 budget process and recommends FCOA continue that work to implement and track those outcome measures during the next levy cycle. Outcomes should be both quantitative and qualitative.

As part of this process, FCOA staff can research what similar aging population programs are measuring for their outcomes and identify the best practices recommended by national associations related to the aging and case management fields. FCOA should use this as an opportunity to go beyond what has always been tracked in order to provide meaningful outcomes reporting. Measures of success include not only the physical setting within which the individual resides but the extent to which services provided enhance the individual's quality of life and respond to the values of the individuals being served.

Once the outcome measures are identified, FCOA should review the data being collected internally and determine what additional information should be collected in order to effectively track agency progress toward these outcomes. This may require changes in the "Q" system, the electronic case management system utilized by FCOA for all FCSO operations from initial assessment to co-payment billing. The changes

may be needed to ensure the appropriate data is being collected and can be queried efficiently. Once implemented in 2013, FCOA should track the data throughout the five-year levy cycle and be prepared to report on the outcome measures to the Committee during the next levy review process.

The Committee also recommends that FCOA utilize the “Q” system data and related reports that are generated from the measuring success process as management tools. Reviewing the program data and reports on an ongoing basis, such as average length of stay in the program and enrollment patterns, can help the agency better manage program expenditures and allow client enrollment throughout the entire life of the levy cycle.

Issue 2: Assessing Need

A substantial function of the Human Services Levy Review Committee is providing recommendations regarding proposed millage amounts. Since FCOA is a direct service provider and service purchaser, a major indicator of the amount of funding required to adequately provide services to the county’s aging population is to assess the need. In the absence of such a community needs assessment, the Committee had difficulty evaluating the actual need and the corresponding millage to meet the need. While the Committee recognizes that the population of Franklin County residents age 60 or older is increasing, consideration must also be given to the cost containment during a time of economic challenges and revenue decline.

Human Services Levy Review Committee Recommendation 2: Conduct a Community Needs Assessment for Aging Services

The Agency should contract with an aging services expert, such as the Scripps Gerontology Center at Miami University, to perform a community needs assessment in Franklin County. The Committee has allotted funding for the assessment in the 2013 Materials and Services Expense Budget. The Committee is not aware of a third party needs assessment being conducted since the implementation of the FCSO program.

In addition to determining the current need and projecting future need, consideration should be given to the prioritizing of services for use as a basis for the allocation of resources. The needs assessment should include a ranking of the services currently being purchased with levy funds so that the community can provide their feedback on the services that are most important to them. Once the assessment is complete, FCOA can use this data as part of a cost-benefit analysis as to which services meet the community’s need and provide the greatest value to the population served. A priority ranking can be created regarding efficiency and effectiveness of services in achieving mission directed outcomes. This should assist in serving more seniors in the increasing aging population with less of an impact on the bottom line.

The community needs assessment should be completed before the start of the third year of the levy cycle. The data collected would then be utilized for future client projections and levy requests. The assessment will be helpful to the Committee and

FCOA management by confirming currently needed services and identifying future resource needs.

Issue 3: FCOA Operations and Program Efficiency

During the levy review process, the HSLRC identified several issues regarding FCSO operations and efficiencies. Committee members would like to see improvements in documented aging services “best practices” being utilized in the service delivery model. The projected number of client’s served provided by FCOA did not align with their recommended client to case manager ratios after year one of the levy request. Acceptable caseload standards that were documented and effectively utilized in the request would have assisted the HSLRC in the review process. Responses to Committee requests for additional FCOA client data were slowed by the seemingly inefficient use of the “Q” system. The Committee is concerned by the limited “Q” system usage and unsure about the system’s capability to monitor, track, report, and evaluate the timeliness and effectiveness of the services being delivered and measure the beneficial impact and health status outcomes on the populations served.

For the first time in FCOA’s levy history, property values have decreased, resulting in the decline in the tax revenues collected. This decline in FCOA’s major funding source requires a review of operational efficiencies in order to address increased needs and maximize available resources. A review can address internal operations such as the organizational structure and coordination of client benefits, as well as external opportunities like service collaborations.

Human Services Levy Review Committee Recommendation 3: Complete an FCOA Operational and Programmatic Review

Consideration should be given to the use of a third party to complete a systematic and objective independent study that will review of all FCOA programs and services and will provide recommendations that will help the agency further the effective and efficient use of its available resources. The Committee has allotted funding for the review in the 2013 Materials and Services Expense Budget. This review would include but not be limited to the following: duplication of services in the community, IT systems, caseloads, best practices, agency organizational structure, and service delivery efficiency opportunities. A review of the organizational structure should include the consideration of an advisory council. An advisory council could provide FCOA with input regarding agency program priorities, service levels, and long term financial and program forecasting in the strategic planning process.

The HSLRC has acknowledged the declining revenues and increase in the aging population in the current levy millage recommendation. Yet continuing to increase millage based on population increase is not sustainable in the present economic climate. The Committee is recommending this review to assist FCOA in identifying cost saving measures and practices in order to meet the increasing demand for service. Once the review is finalized, FCOA should implement the recommendations and

provide and track the impact of the changes in relation to cost savings and program outcomes.

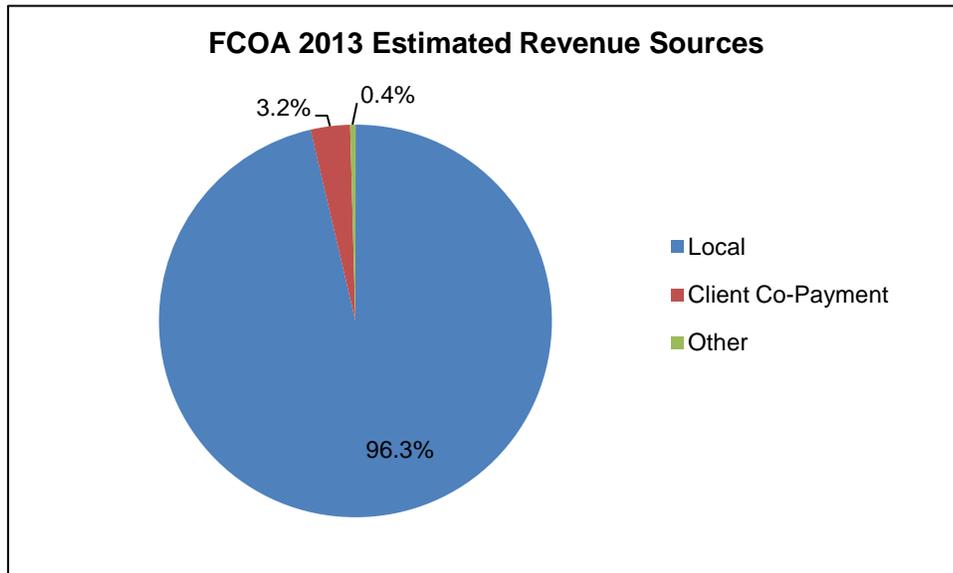
Issue 4: Keeping the HSLRC Informed on Recommendation Progress

Historically, the Committee meets to review the FCOA program when it is time to put the FCSO levy on the ballot, or every five years. Because FCOA is a Board of Commissioners agency, it currently does not have a separate advisory council or board to review their progress on recommendations and levy objectives during the cycle. Since this report includes a number of recommendations related to a review of needs and efficiencies, the Committee would like a way to stay informed regarding their status. The goal of the first three recommendations is not only the completion of identifying measurable outcomes, completing a needs assessment, and conducting an operational and program review, but also to use these items in the creation of an action plan. This plan will assist the agency in achieving increased service delivery with the recommended level of funding during the current levy cycle and guide the preparation of the next levy request.

Human Services Levy Review Committee Recommendation 4: Present a Mid-Levy Review Report in 2015 to the HSLRC

FCOA should present the HSLRC with a Mid-Levy Review Report in 2015 that provides a complete analysis on all financial and programmatic functions compared to the levy plan recommendations. This report will utilize the information in the third party community needs assessment and operational and programmatic review to support their action plan for the remainder of the levy cycle. This data can also serve as the baseline for tracking success of the program for the next levy cycle.

OVERVIEW OF REVENUE

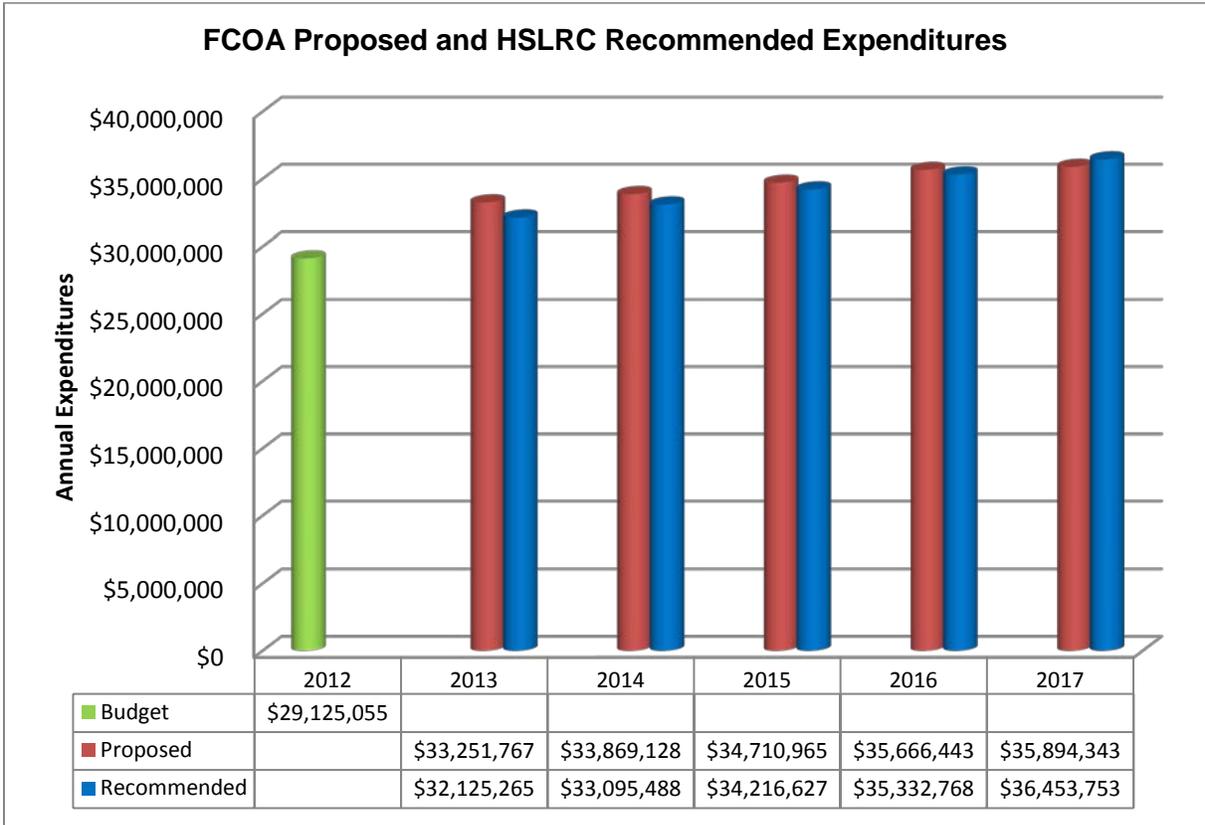


FCOA has three primary sources of revenue: Local revenues (including levy/local tax and tangible personal property tax), Client Co-payments, and other miscellaneous sources. As presented in the FCOA 2013 Estimated Revenue Sources chart, the primary source of revenue for FCOA is levy funding. The next largest source of revenue is client co-payments, followed by a small amount of funding from other non-levy sources. Local revenues have become a larger portion of the revenues in recent years, with a 1.2% increase since 2010. Each of these sources was considered in the Committee's review of FCOA revenue estimates.

The amount of local millage needed to support FCOA service delivery priorities must be approached carefully, taking into consideration the accelerated phase-out of the Tangible Personal Property Tax (TPPT) Reimbursement and decrease in property values. Estimates for future year levy revenues are calculated using the assessed property valuation as of January 1st of the year the levy is voted. Accordingly, voter approved levies do not gain the benefit of property re-valuations until the levy is replaced. Currently, the Franklin County Auditor's Office has established the 2011 real and personal property valuation at \$26.3 billion. This translates into one mill generating approximately \$26.3 million in local revenues. The actual amount collected is impacted by the collection rate, i.e., the number of residents who pay their taxes.

Assuming passage of this 1.3 mill five-year levy, FCOA does not intend to ask for additional revenue authorization through property taxes until 2017. If the requested financial forecast and levy report projects an ending fund balance as of June 30, 2014 that does not represent at least three months of operating expenditures, it is recommended that FCOA administration come back before the HSLRC to discuss what immediate options are available to stabilize FCOA's finances.

OVERVIEW OF EXPENDITURES



HSLRC members and staff performed a thorough analysis of the expenditures contained in FCOA’s proposal. The proposal included an increase of expenditures every year over the life of the levy from 2013 through 2017. The biggest increase occurs from the expenditure level in 2012 (the last year of the current levy cycle) to 2013 (the first year of the proposed levy cycle) when annual expenditures go from \$29.1 million to \$33.3 million, a 14.2% increase. The remaining years do not exceed 2.8% in increased expenditures over the previous year.

FCOA’s Proposal Assumptions

The following assumptions were made in FCOA’s proposal regarding expenditures:

- In 2013, FCOA projects the annual number to be served in the Home and Community-Based Care program to be approximately 8,800 participants. This is a 12% increase from the 2012 enrollment. The projected enrollment increases for the remainder of the levy cycle are listed below:
 - 2013 – 12%
 - 2014 – 2%

- 2015 – 2%
 - 2016 & 2017 – Held flat to 2015 level
- Even though the most recent contract with AFSCME expired December 31, 2011 and the new contract is currently being negotiated, the levy request includes projected salary increases for bargaining and non-bargaining staff. The following are the Consumer Price Index for All Urban Consumers (CPI-U) forecast by the Congressional Budget Office (CBO)² used in the projected levy figures for salary:
 - 2013 – 1.5%
 - 2014 – 1.5%
 - 2015 – 1.7%
 - 2016 – 2%
 - 2017 – 2.2%
 - Due to the increasing caseloads and in order to meet the demand for services, additional staff would be required. The levy request includes six new case managers and one case manager supervisor, as well as, a housing assistant and a fiscal specialist at FCOA. The COAAA contract would include the addition of six case managers and one case manager supervisor.
 - OMB projected the following annual increase in the employer paid fringe benefits costs, including healthcare, OPERS, etc:
 - 2013 – 8.9%
 - 2014 – 4.9%
 - 2015 – 5.1%
 - 2016 – 5.2%
 - 2017 – 5.3%
 - There is a 3% annual increase in the COAAA case management contract and a 2% annual increase in grants to private non-profit agencies. The grant increase includes the congregate meal initiative as well as a new Request for Proposals (RFP) process as recommended by the county prosecutor.

HSLRC Recommendation

With the recommendation of a 1.3 mill levy as approved by the HSLRC, the increase in the number served in the Home and Community-Based Care program will need to be managed to stay within budget. The Committee recommends an increase of approximately 500 clients in 2013, or a 6.4% increase over the projected 2012 clients. In the following years, the recommended rate of increase in the number served would

² Congressional Budget Office, "Budget and Economic Outlook: Fiscal Years 2011 to 2021," January 2011, Table 2, p. 3.

be 2.0% in 2014 and 2015, 1.5% in 2016, and 1.0% in 2017. By monitoring enrollment in the first year of the levy, FCOA will be able to increase the number served annually and still stay within budget. Rather than leaving enrollment flat in the last two years as proposed by FCOA, this approach is more reflective of the increase in the number of persons 60 or older through 2020.

The HSLRC does not concur with other assumptions regarding expenditure increases included in the FCOA proposal. The Committee makes the following assumptions (included in the Fiscal Plan on page 29) in its recommendation:

- OMB recommended a more conservative projection in the collection of Local revenues. In recent years, the annual tax collection rate has decreased. The Local revenue assumption is based on a 97.0% tax collection rate, versus the 97.7% proposed by FCOA.
- The Client Co-Payments revenue is based on the average amount collected per client in the past two years times the number of projected clients each year of the new levy cycle.
- Expenditures in the case management contract with COAAA, grant amounts to private non-profit agencies, and expenditures for materials and services will increase at the CPI-U rate forecast by the CBO.
- Expenditures for case management through the contract with COAAA, expenditures for board and care, and expenditures for home repair will also increase in response to the projected increase in the number served.
- The one-time cost for the operations and efficiency review and community needs assessment at \$100,000 is in the 2013 Materials and Services Expense Budget.

The HSLRC does not concur with the proposal to add six case managers, case manager supervisor, housing assistant, and fiscal specialist at FCOA, as well as, the COAAA contract to include the addition of six case managers and one case manager supervisor. It is the Committee's recommendation that all requests for additional positions be included in the annual budget submission to the Franklin County Board of Commissioners and that a justification for the requested positions should be provided at that time.

The HSLRC also reviewed the case manager caseload maximums as provided by FCOA. Based on the FCOA proposed staff increase and maximum caseloads, FCOA would be unable to serve the number of clients they projected in their fiscal scenario within their own standards. The HSLRC recommended expenditures include the recommendation that the maximum caseload for the FCOA case managers increase from 115 to 125. The maximum caseload for the COAAA case managers should also increase from 40 to 45. The increase in the average number of clients per caseload is supported by the findings of the Miami University's Scripps Gerontology Center report

Developing Specifications for the Competitive Bidding of Intake, Assessment & Case Management Services.”³

By managing the number of clients enrolled in the program and slightly increasing the caseloads, FCOA should be able to meet the increasing demands for the FCSO services while staying within the recommended budget. This average number of clients per caseload should be considered when requesting additional case management staff during the budget process. The Committee recommends this standard be used until the completion of the Operations and Program Review. A specific caseload recommendation can be made for the FCSO program at that time.

In the event that the increase of any line item expenditure exceeds the Committee’s recommended assumptions, other expenditures should be managed so that total expenses do not result in the amount of the ending balance being lower than recommended. As previously noted, if the requested financial forecast and levy report projects an ending fund balance as of June 30, 2014 does not represent at least three months of operating expenditures, it is recommended that FCOA administration come back before the HSLRC to discuss what immediate options are available to stabilize FCOA’s finances.

ENDING CASH BALANCE REQUIREMENT

The ending cash balance requirement is for FCOA to have cash equal to three months of expenditures at the end of 2017.

The HSLRC recommends that FCOA end the requested levy cycle with a three month cash reserve of at least \$9.1 million (as indicated in the following “Recommended Fiscal Plan through 2017”), which will enable FCOA to have some flexibility in meeting unexpected needs. It is also recommended that FCOA provide the HSLRC with an updated cash balance analysis during 2015 mid-levy review in addition to a comprehensive review of FCOA financial position and FCSO program operations. If the requested financial forecast and levy report projects an ending fund balance as of December 31, 2014 does not represent at least three months of operating expenditures, it is recommendation of the HSLRC that FCOA administration come back to the HSLRC to discuss options available to stabilize their finances through the remainder of the levy cycle.

³ Straker, J.K., Nelson, I.M., Applebaum, R.A., Payne, M. ” Developing Specifications for the Competitive Bidding of Intake, Assessment & Case Management Services,” March 2008, http://www.scripps.muohio.edu/sites/scripps.muohio.edu/files/Specs_Intake_Assess_CM.pdf

RECOMMENDED FISCAL PLAN THROUGH 2017

Projected Cash Flow Schedule by Expense Category

Calendar Years (CY) 2010-2017

1.3 Mill Levy (.90 Replacement plus .4 increase) with Inflation by OMB

	2010	2011	2012	2013	2014	2015	2016	2017
	<u>Actuals</u>	<u>Actuals</u>	<u>Projection</u>	<u>Estimate</u>	<u>Estimate</u>	<u>Estimate</u>	<u>Estimate</u>	<u>Estimate</u>
Beginning Cash:	\$7,870,479	\$9,187,019	\$9,656,182	\$6,464,527	\$9,227,333	\$10,927,183	\$11,528,891	\$11,199,203
Revenue:								
Local	\$26,861,482	\$25,897,659	\$24,714,742	\$33,710,821	\$33,495,544	\$33,495,544	\$33,662,697	\$33,830,686
Client Co-payments	\$1,007,957	\$1,066,917	\$1,000,000	\$1,127,250	\$1,149,795	\$1,172,791	\$1,190,383	\$1,202,287
Other	\$352,913	\$262,414	\$218,659	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000
<i>Total Revenue</i>	\$28,222,352	\$27,226,990	\$25,933,401	\$34,988,071	\$34,795,339	\$34,818,335	\$35,003,080	\$35,182,973
Annual Enrollment:	7,041	7,134	7,847	8,350	8,517	8,687	8,818	8,906
<i>Annual % Change</i>	-5.0%	1.3%	10.0%	6.4%	2.0%	2.0%	1.5%	1.0%
Expenses:								
Personal Services*	\$2,937,901	\$2,957,267	\$3,004,365	\$3,290,748	\$3,383,333	\$3,440,850	\$3,509,667	\$3,586,880
Fringe Benefits	\$1,244,682	\$1,283,603	\$1,351,491	\$1,549,602	\$1,641,281	\$1,724,247	\$1,813,274	\$1,909,240
Materials & Services*	\$20,428,547	\$20,211,256	\$21,976,854	\$24,434,915	\$25,055,624	\$25,988,377	\$26,903,771	\$27,771,244
Capital Outlays	\$8,037	\$10,759	\$0	\$0	\$21,000	\$18,000	\$0	\$12,000
Grants*	\$2,286,645	\$2,294,942	\$2,792,346	\$2,950,000	\$2,994,250	\$3,045,152	\$3,106,055	\$3,174,389
Interfund	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<i>Total Expenses</i>	\$26,905,812	\$26,757,827	\$29,125,056	\$32,225,265	\$33,095,488	\$34,216,627	\$35,332,768	\$36,453,753
Ending Cash Balance:	\$9,187,019	\$9,656,182	\$6,464,527	\$9,227,333	\$10,927,183	\$11,528,891	\$11,199,203	\$9,928,423

*CPI-U avg. increase CBO

1.7%

1.5%

1.5%

1.7%

2.0%

2.2%

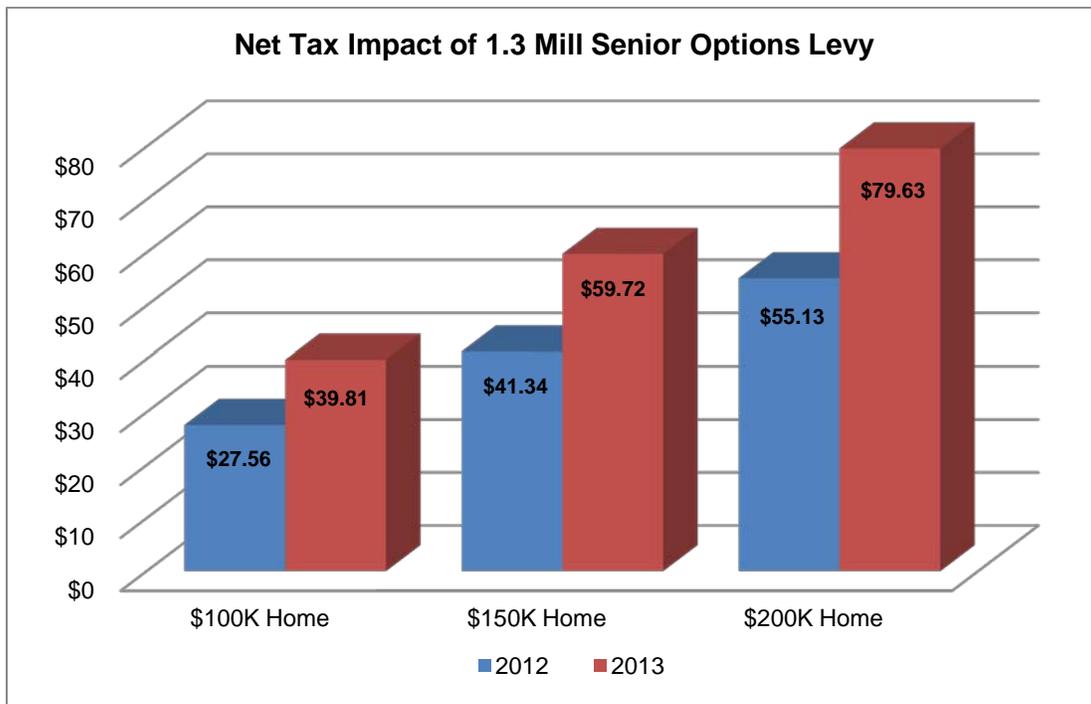
Ending Cash Balance is 27.24% of the 2017 Estimate Expenses

TAX IMPACT ON LOCAL HOUSEHOLDS

In evaluating this levy plan, the Committee considered the immediate impact of the 1.3 mill levy on the households in Franklin County and the total homeowner support that would be provided to FCOA if this levy is approved. According to this analysis, the Levy Review Committee determined that in 2013, a homeowner of a \$100,000 house would pay an additional \$12.25 each year for a total payment of \$39.81 for this 1.30 mill levy.

Cost to Franklin County Homeowner

	2012 Current Levy	2013 Proposed Levy
Market Value	\$100,000.00	\$100,000.00
% of Market	35%	35%
Assessed Value	\$35,000.00	\$35,000.00
Millage	0.90	1.30
Gross Tax	\$31.50	\$45.50
less 10% Rollback	(\$3.15)	(\$4.55)
less 2.5% Rollback	(\$0.79)	(\$1.14)
Net Tax (Annual Cost to Homeowner)	\$27.56	\$39.81
Increased Annual Cost to Homeowner		\$12.25



APPENDICES

- A - Resolution No. 311-99, authorizing creation of a Human Services Levy Review Committee and appointed member, Denise Bronson
- B - Resolution No. 1254-00, appointment of Jesse Hemphill
- C - Resolution No. 307-05, appointment of Nathan Wymer
- D - Resolution No. 64-06, appointment of Ken Wilson
- E - Resolution No. 728-06, appointment of James Bowman
- F - Resolution No. 88-07, appointment of Jerome Friedman
- G- Resolution No. 0239-10, appointment of Jean Carter Ryan
- H - FCOA - SENIOR OPTIONS's Levy Request – Submitted by Director
- I - Letter from Board of Commissioners asking the Human Services Levy Review Committee to review the FCOA - SENIOR OPTIONS's levy request and provide recommendations.

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

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

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

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

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

- 1) That a Human Services Levy Review Committee is hereby created to conduct ongoing financial reviews of social service agencies and to provide recommendations to the Board of Commissioners regarding proposed millage amounts and the timing of levy requests for certification to the Board of Elections.
- 2) That the Human Services Levy Review Committee shall be comprised of seven (7) members appointed by the Board of Commissioners. Such membership shall be subject to change by resolution of the Board of Commissioners.
- 3) That the following persons are appointed to the Human Services Levy Review Committee:

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

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

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

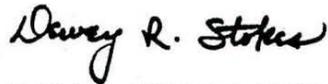
Linda J. Siefkas
Vice President and Manager – Columbus Office
Edward Howard & Company
50 West Broad Street, Suite 2200
Columbus, Ohio 43215

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

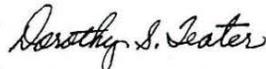
Charlene Powell, Finance Director
Franklin County Commissioners
373 S. High Street, 26th Floor
Columbus, Ohio 43215

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

Voting Aye thereon:



DEWEY R. STOKES, PRESIDENT



DOROTHY S. TEATER



ARLENE SHOEMAKER

BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

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

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

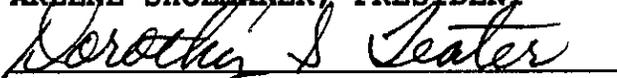
BE IT RESOLVED BY THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, OHIO

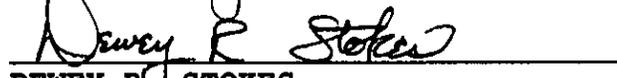
That the following person is hereby appointed to the Human Services Levy Review Committee, replacing William K Willis, Jr , to serve for an indefinite term

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

Voting Aye thereon


ARLENE SHOEMAKER, PRESIDENT


DOROTHY S TEATER


DEWEY R STOKES
BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

Voting Nay thereon

ARLENE SHOEMAKER, PRESIDENT

DOROTHY S TEATER

DEWEY R STOKES
BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, OHIO

GVW syb

cc Journal
Board Member

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

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

WHEREAS, due to the resignation of Chad A. Jester, a vacancy exists on the Human Services Levy Review Committee; now, therefore, upon motion of Commissioner Stokes, seconded by Commissioner Brooks,

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

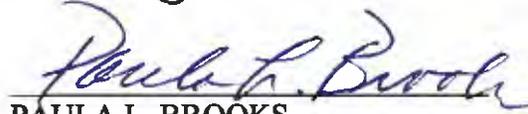
That the following person is hereby appointed to the Human Services Levy Review Committee, replacing Chad A. Jester, to serve for an indefinite term:

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

Voting Aye thereon:


MARY JO KILROY, PRESIDENT


DEWEY R. STOKES


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

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

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

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

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

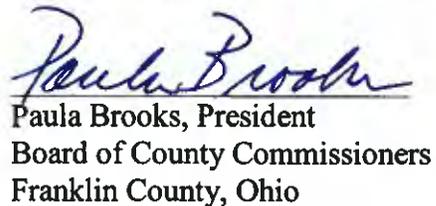
That the following person is hereby appointed to the Human Services Levy Review Committee to fill the unexpired term of Christy Saxton:

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

Voting Aye thereon:


Mary Jo Kilroy


Dewey R. Stokes


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

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

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

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

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

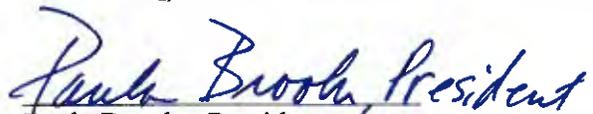
That the following person is hereby appointed to the Human Services Levy Review Committee to replace Wade Steen, effective immediately:

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

Voting Aye thereon:


Mary Jo Kilroy


Dewey R. Stokes


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

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

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

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

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

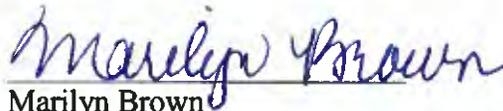
That the following person is hereby appointed to the Human Services Levy Review Committee to replace Amie Preston, effective immediately:

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

Voting Aye thereon:


Mary Jo Kilroy, President


Paula Brooks


Marilyn Brown
Board of County Commissioners
Franklin County, Ohio

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

(COMMISSIONERS)

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

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

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

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

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

DLB: skm



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

Office on Aging

Antonia M. Carroll, M.A., L.S.W., Director

October 12, 2011

Franklin County Board of Commissioners
Marilyn Brown, President
Paula Brooks
John O'Grady

Dear Commissioners,

The current senior services levy expires at the end of 2012. This levy funds Franklin County Senior Options (FCSO) which provides home and community based services for seniors. All funders of human services seek to identify those services and programs that can actually "move the needle." Recent 2010 census reports clearly demonstrate that Senior Options is such a program. Franklin County leads the state in the percentage of people age 65 and over who are still living at home. The supports for senior and their families that are offered by a strong levy program and a strong PASSPORT program have made this "needle-shift" possible.

On behalf of the seniors currently enrolled in FCSO and those in large numbers who are expected to enroll during 2013-2017, I request that a 1.3 mill senior services levy be placed on the March 2012 primary ballot. This levy will cost the owner of a \$100,000 home \$39.82 per year. While this represents an increase, the senior levy remains small relative to the task it undertakes for our seniors. The proposed levy would enable the FCSO enrollment to continue throughout the levy cycle without the long waiting lists that were experienced in 2009 and 2010.

The senior levy request book will be delivered to the Office of Management and Budget on October 13, 2011.

I look forward to working with the Human Services Levy Review committee as they review the performance of the 2008-2012 senior services levy and examine the projections of need for the period 2013-2017.

Sincerely,

Antonia M. Carroll, MA, LSW
Director, Franklin County Office on Aging



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

October 13, 2011

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

Dear Chairman:

The Franklin County Office on Aging (FCOA) Senior Options, has submitted to the Board of Commissioners a request to seek voter approval of a 1.3 mill, 5-year levy in March 2012 which will replace the existing .9 mill, 5-year levy due to expire in 2012. The proposed 1.3 mill replacement levy will benefit seniors in Franklin County who need a range of services from home and community based care, minor home repair, and specialized.

Pursuant to Resolution No. 311-99, the Board of Commissioners is submitting FCOA's levy request to the Human Services Levy Review Committee for a thorough financial and policy analysis. The Board of Commissioners is requesting that the HSLRC provide final recommendations regarding FCBDD's levy request by November 17, 2011.

Attached are materials prepared by the Franklin County Office on Aging for your review.

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

Sincerely,

Marilyn Brown, President
Franklin County Board of Commissioners

Enclosure

Cc: – Human Services Levy Review Committee members
Antonia Carroll, Director of Office on Aging
Kenneth Wilson, Deputy County Administrator, Resource Management
Hope Foster, Sr. Performance Analyst II, OMB