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**2018-2019 State Budget, As Introduced:  
Ohio Departments of Job and Family  
Services, Mental Health and Addiction  
Services, and Aging**

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# **2018-2019 State Budget, As Introduced: Ohio Departments of Job and Family Services, Mental Health and Addiction Services, and Aging**

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## **Introduction**

Governor Kasich introduced his final two-year budget proposal in late January. The governor's proposals run the gamut from revivals of previous tax proposals to advancing strategies to increase value and quality in health and human services. The budget contains the funding proposals for fiscal years (FY) 2018 and 2019, but also lays out the policy priorities for the coming years. The governor's budget is currently being considered by the Ohio House of Representatives under House Bill 49. This edition of *State Budgeting Matters* details proposals for the Ohio departments of Job and Family Services, Mental Health and Addiction Services and Aging budgets, as introduced.

## **Ohio Department of Job and Family Services**

The Ohio Department of Job and Family Services (ODJFS) provides programs, services and supports to lift families and children out of poverty. The agency meets these goals through programs in public assistance, child welfare services, child support, workforce development programs, and unemployment compensation.

### ***Comprehensive Case Management and Employment Program***

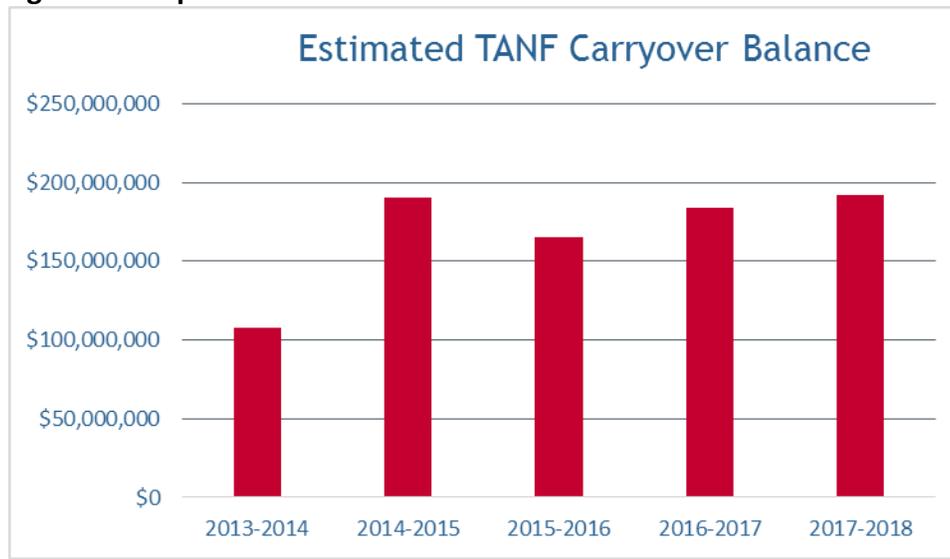
The Comprehensive Case Management and Employment Program (CCMEP), a staple of the ODJFS portion of the main operating budget for FY 2016 and 2017 (House Bill 64), is expanded in House Bill 49 to include 14 and 15-year-olds in addition to the current population of 16 to 24-year-olds. CCMEP was implemented in 2016 after the program's creation in the last state budget, and currently has over 6,000 enrollees statewide.<sup>1</sup> FY 2017 has been described by the ODJFS Director as the program's base year. The program is funded through two federal programs—the Workforce Innovation and Opportunity Act (WIOA) and Temporary Assistance for Needy Families (TANF) funds. Both of these programs received funding increases in House Bill 49.

The as introduced version of the budget bill includes a provision that withholds TANF block grant funds if a lead agency, either the county department of job and family services or the regional workforce development board, does not enroll required individuals into CCMEP. Required individuals are work eligible participants in the Ohio Works First program in addition to low-income in-school and out-of-school youth considered to have a barrier to employment and registered for a WIOA program. Communication between some county JFS departments and area workforce boards has been problematic through the program's rollout due to varying interpretations of federal law.

## TANF

The TANF block grant spending appropriations of \$836.4 million for FY 2017 remain the same for FY 2018, with a 1.5 percent increase in FY 2019 to \$848.9 million.<sup>2</sup> However, due to underspending of TANF funds there will be a 29.7 percent increase between the amount spent in FY 2017 and the appropriation for FY 2018. Based on FY 2017 spending estimates, the estimated carryover balance for FY 2018 appropriation is estimated to be \$191.6 million.

**Figure 1: Unspent TANF Funds**



Source: LSC JFS Redbooks (2011-2017), LSC JFS Greenbooks <sup>1</sup>

The TANF program was created in the mid-1990s as a part of federal welfare reform. The federal government provides the state of Ohio with a block grant based on funding levels from the time of the program's inception, and in return, the state pays an annual "maintenance of effort" (MOE) set by those initial funding levels. The state receives \$727.2 million per year from the federal government to spend on its TANF programs. The creation of the CCMEP is an example of the flexibility the state has in administering TANF dollars; the state must meet one of four purposes in spending TANF dollars.<sup>3</sup> More information on the TANF program can be found [here](#), in a report by The Center for Community Solutions.

### ***Healthier Buckeye***

The as introduced budget removes all funding for the Healthier Buckeye program in FY 2018 and 2019. This decision by the administration can be seen as a move to continually strengthen the state's resources behind CCMEP. There is limited data available to show success among the current Healthier Buckeye programs due to the limited amount of time the local Healthier Buckeye councils had to implement their programs. However, it should be noted that the

<sup>1</sup> Estimates were prepared by using appropriated amounts from the LSC JFS Greenbooks for each FY in addition to actual spending amounts from the LSC JFS Greenbooks. Actual numbers were also compared with the *Ohio: Federal TANF and State MOE Expenditures Summary by ACF-196 Spending Category* this source is used when formulating the states TANF spending plan.

program was extended through the end of the calendar year in the transportation budget, recently passed by the Ohio House and Ohio Senate.

Healthier Buckeye originated in the House version of the budget bill for FY 2016 to 2017 and was advocated for by former Representatives Amstutz and Derickson in House Bill 196 in the 131<sup>st</sup> General Assembly.

### ***Adult Protective Services***

In the previous budget cycle, House Bill 64 brought needed changes to Adult Protective Services (APS) in Ohio. House Bill 64 required ODJFS to allocate at least \$30,000 per year to local county JFS departments to administer their APS programs and created and maintained a statewide APS information system. This information system has begun to create more unity and awareness in counties across the state as they assist individuals on a case-by-case basis. It is scheduled to come fully online in late summer, 2017. In addition to creating an APS statewide advisory council, training was mandated to ensure uniformity for local officials who investigate allegations of abuse. It is required under law that all reports of suspected abuse in Ohio are investigated by county JFS and their local agents. In FY 2015, 16,422 reports of alleged abuse were received throughout the state by ODJFS for adults ages 60 and over.<sup>4</sup>

House Bill 49 provides flat funding in both FY 2018 and 2019 to maintain APS dollars that were added in the last main operating budget. During ODJFS Director Dungey's testimony before the House Finance Subcommittee on Health and Human services, some committee members asked questions regarding the sufficiency of flat funding to protect one of Ohio's most vulnerable populations.<sup>5</sup> The Center for Community Solutions will continue to monitor possible amendments for APS as the budget bill continues to receive consideration in the House.

### ***Ohio Benefits***

The introduced budget will bring the Supplemental Nutrition Assistance Program (SNAP) and TANF onto the state's online eligibility system, The Ohio Benefit Bank, in FY 2018. This will allow for more individuals who have a barrier to transportation, limited mobility, or childcare issues to access both the application and renewals for this program in their home or a local library at their own convenience. In addition, this will allow case workers to have more time for one-on-one case management rather than time-consuming applications.

### ***Disability Financial Assistance***

Disability Financial Assistance (DFA) is a monthly payment for individuals who have applied for Social Security disability and are awaiting a determination. As of February 2017, 6,217 individuals per month were accessing the cash grant.<sup>6</sup> The maximum paid to an individual is \$115 per month and \$159 for a two-person assistance group.<sup>7</sup> The executive budget calls for a 63.2% decrease in FY 2018 and no appropriations for 2019 as the program is phased out. The administration has stated they believe phasing out the program is the natural next step after reducing the amount of time an individual must wait for a determination. It is unclear what the

population receiving DFA looks like and where they are in the process for their determination. Specifically, what is the average time that an individual receives DFA and what disabilities are these individuals receiving DFA reporting in their Social Security Disability filings. These unknowns leave significant questions regarding the future of the program for the legislature to deliberate and review.

### *Child Care*

The executive budget provides subsidized child care to approximately 124,000 children per month in FY 2018 and 126,000 children per month in FY 2019.<sup>8</sup> The increase in the number of children receiving childcare would be made possible with an 8.5 percent increase in federal funds to \$231 million in FY 2018 and an additional 0.4 percent increase to \$232 million in FY 2019.<sup>9</sup> In addition, the Step Up to Quality program will seek higher quality raters to more providers through FY 2019, both in daycare facilities and in-home child care settings. This rating system assists parents and families in making informed decisions on the child care setting that is best for their child.

### *Foster Care*

House Bill 50, passed in the 131<sup>st</sup> General Assembly, extended the age at which individuals leave the foster care system from 18 to 21 to better assist youth in their transition to adulthood. The demands that are placed on 18-year-olds who age out of the foster care system are far greater than those placed on many of Ohio's youth who are in traditional family settings.

Funding for adoption and other family and children services totals \$113.8 million per year, an increase of 31.8 percent (\$27.5 million) from FY 2017. The increase will be used to implement the extension of foster care to age 21 and a \$2 million per year earmark for predictive analytics to predict future outcomes and behaviors in high-risk foster care children.<sup>10</sup> ODJFS is titling the foster care extension program "Bridges."

Under the executive budget, the state will serve approximately 25,600 children in foster care at some point each fiscal year and provide partial federal reimbursement for placement costs incurred by approximately 16,000 children in foster care, including those made newly eligible by the age limit increase.<sup>11</sup>

### **Ohio Department of Mental Health and Addiction Services**

The Ohio Department of Mental Health and Addiction Services (MHAS) oversees the state's publicly funded mental health and addiction treatment system through allocation of funds, implementation of policy and regulations, and by connecting with community ADAMH boards and behavioral health providers.

It is impossible to miss the impact that the opiate crisis is having on Ohio. Unintentional drug overdoses caused the deaths of 3,050 Ohioans in 2015. Most deaths involved some type of opioid, but there has been an increase in other categories of drug overdoses. While the opiate

crisis comprises most headlines related to behavioral health, the state continues its investments to address both addiction and mental health needs of Ohioans.

**Table 1: Department of Mental Health and Addiction Services, GRF and Non-GRF, 2016-2019**

	<b>FY 2016</b>	<b>FY 2017 Estimates</b>	<b>FY 2018 Introduced</b>	<b>FY 2019 Introduced</b>
<b>GRF</b>	\$378,322,569	\$396,852,090	\$400,576,744	\$410,224,008
<b>Non-GRF</b>	\$206,790,819	\$289,431,234	\$290,220,888	\$284,320,888
<b>TOTAL</b>	\$585,113,388	\$686,283,324	\$690,797,632	\$694,544,896

Source: LSC Budget in Detail, As Introduced

***Continued Support for Opiate Crisis Efforts***

Policymakers continue to grapple with how to address the crisis the state is experiencing and changes to the budget in this area are anticipated between now and when it is finalized in June. The administration’s proposed budget continues multiple efforts focused on combatting the addiction crisis. First and foremost, treatment for substance use and mental illness is provided through the Medicaid expansion. Increased access to treatment through Medicaid has been an important tool in the midst of this crisis. According to Director Plouck’s testimony before the House Finance Health and Human Services Subcommittee, more than 500,000 Ohioans were able to access and maintain behavioral health services as a result of Medicaid expansion.<sup>12</sup>

In the budget proposal, the administration continues to support access to naloxone, a medication that reverses opiate overdoses. The budget provides for up to \$500,000 in 2018 and up to \$750,000 in 2019 to increase access to naloxone across Ohio.

The MHAS budget continues to provide support to alcohol, drug addiction, and mental health (ADAMH) boards. These dollars are distributed to the ADAMH boards from the Continuum of Care line item. This line item is funded at \$72.0 million in 2018 and the same amount in 2019.

**Table 2: Continuum of Care funding 2016-2019**

	<b>2016</b>	<b>2017 Estimates</b>	<b>2018 Introduced</b>	<b>2019 Introduced</b>
<b>Continuum of Care Services</b>	\$72,351,946	\$ 72,339,846	\$ 71,989,846	\$ 71,989,846

Source: LSC Redbook, Department of Mental Health and Addiction Services

Over the last few years, the state has invested in recovery housing for people who are recovering from substance use disorders. This budget continues this investment in the amount of \$1 million in 2018 and \$2.5 million in 2019. While \$1 million is less than what was appropriated in previous budgets for this line item, MHAS was able to identify non-GRF sources for recovery housing that are being utilized in 2018, so there is no reduction. This is a continuing trend of identifying non-GRF resources as described in [State Budgeting Matters Volume 16, Number 1](#).

### ***Prevention***

Behavioral health prevention efforts have been a focus of the administration and General Assembly in an attempt to move upstream in combatting the opiate crisis. The Attorney General and General Assembly released the [Ohio Joint Study Committee on Drug Use Prevention and Education](#). The MHAS continues funding prevention efforts at the same levels as in the previous budget, although additional federal funding will be directed to prevention once Ohio receives its portion of the 21<sup>st</sup> Century Cures Act dollars. This federal funding will be in the amount of \$26 million, with a portion dedicated to prevention.

The Department continues to fund prevention through several line items with both state and federal funds. The GRF funded Prevention and Wellness line item directs \$3.4 million each year to evidence-based prevention in school settings, to ADAMH boards for the provision of evidence-based prevention programming, and support for suicide prevention efforts.

MHAS will continue efforts to support the state's suicide and crisis hotline and make sure that there are no gaps in 24/7 access. The state has also partnered with communities to roll out a crisis text line.

### ***Criminal Justice and Behavioral Health***

MHAS continues its partnerships with state prisons and local jails to help justice-involved Ohioans who are also dealing with a behavioral health issues. MHAS is working with jails and community partners around the [Stepping Up Initiative](#), which aims to connect individuals with mental illness and co-occurring substance use disorders with services, and treatment that can help keep them out of jail and reduce recidivism. MHAS has increased its investment in this work in this budget from \$3 million per year to \$4 million per year.<sup>13</sup>

Additionally, MHAS maintains its investment in specialized docket programs that help connect people with treatment and other services to help divert them from serving time.

MHAS continues to house the state prison system's recovery services for addiction. In FY 2016, the Bureau of Recovery Services was transferred to MHAS from the Department of Rehabilitation and Corrections. In the first year of this transfer, 4,165 participants received treatment.<sup>14</sup>

### ***Behavioral Health Workforce***

The scope of the opiate crisis has bombarded the behavioral health treatment system and further overwhelmed the behavioral health workforce. To begin to address this, the state has increased investments in resident trainees. The funding for this program increases from an estimated \$450,000 in 2017 to \$1.45 million per year in 2018 and 2019. The funds are earmarked for specific needs within the behavioral health field.

- Up to \$500,000/year for workforce recruitment and retention through support of community behavioral health centers in the provision of clinical oversight and supervision of practitioners working toward their independent licensure,

- Up to \$500,000/year to support residency programs for psychiatrists, advanced practice nurses, and physician assistants who engage in the public behavioral health system, and
- Up to \$450,000 may be used to fund residencies and traineeship programs in psychiatry, psychology, nursing, and social work at state universities and teaching hospitals.<sup>15</sup>

### ***Multi-System Youth***

The Joint Legislative Committee on Multi-System Youth was created in the 2016 to 2017 state budget bill. The Committee was tasked with examining issues facing youth who are in need of services from or are involved with two or more of the following:

- The child welfare system
- The mental health and addiction services system
- The developmental disabilities services system
- The juvenile court system

The overall goal of the legislative committee was to understand the issues facing these children and their families and how to address them holistically. The committee made recommendations after seven public hearings. These recommendations were released publicly in June, 2016.<sup>16</sup> None of the recommendations from this report were integrated into the administration's budget proposal. The Department of Developmental Disabilities budget contains a new line item titled Multi System Youth, which will fund two pilot programs to address children served by multiple agencies. This line item is funded at \$2 million per year.<sup>17</sup> This issue has been discussed during budget testimony before the House Finance committee and parts of the Joint Committee's recommendations may be integrated into the House's version of the budget.

### **Ohio Department of Aging**

The Ohio Department of Aging focuses on providing services and supports for older Ohioans. Ohio is home to a growing aging population, with older Ohioans expected to make up 29.3 percent of the state's population by 2040.<sup>18</sup> With an ever-growing older population in Ohio, the department's GRF funding decrease of 1.6 percent should be closely examined. As more Ohioans will need Department of Aging supports, the state should ensure it has the proper funding to reach all of its aging citizens.

### ***Ombudsman Supports***

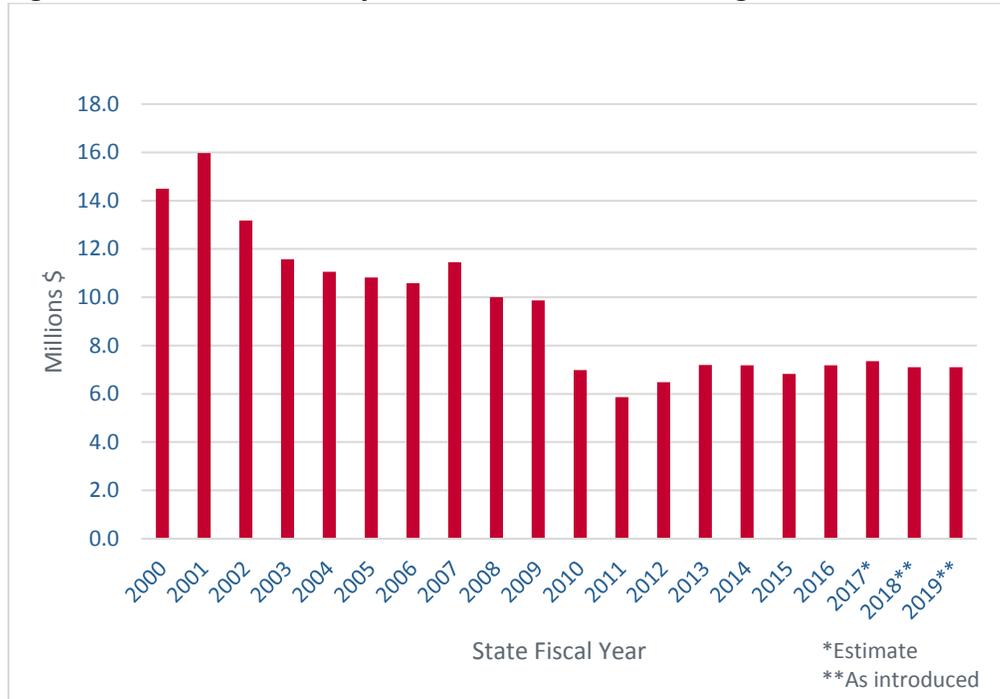
The executive budget provides for a 64 percent increase<sup>19</sup> for the Long-Term Care Ombudsman program, which supports and advocates for long-term services and supports for individuals regardless of age in a variety of care settings.<sup>20</sup> The additional funds will focus on programs for training nursing home staff in patient-centered engagement, in addition to reducing the use of antipsychotic drugs in treatment of dementia patients. Total funding for this program will be \$2.1 million in each fiscal year.<sup>21</sup>

### ***Senior Community Services Block Grant***

The Senior Community Services Block Grant provides access to nutrition programs for the over 375,300 seniors threatened by hunger, and improves access to transportation for seniors. Over

the past fifteen years, the grant has seen a significant decline in funding, as shown below, to almost half of what the state was spending in 2001. An increase in funding would allow more individuals the ability to stay in their homes and in the community, as opposed to institutional settings.

**Figure 2: Senior Community Service Block Grant Funding**



Source: Ohio Legislative Service Commission

***Long-Term Care Consultation***

Long-term care consultation is a service most Ohioans receive before they are able to move into to a long-term care facility. It assists individuals in identifying the correct means of care for each person. The as introduced version of the budget moves specifications for who receives long-term care consultation from law to rule. This will allow the Department of Aging to be more flexible as both federal and state rules change around this service.

***Senior Nutrition***

The Department of Aging has four funding groups that provide services and supports for senior nutrition. The Senior Community Services line item, which aids seniors with services and supports to allow them to continue to live in the community, receives a 3.4 percent decrease in FY 2018.<sup>22</sup> The National Senior Service Corps (GRF 490506), Federal Aging Grants (3220 490618), and Federal Independence Services (3M40 490612) all have funding that can be used for senior meals, both congregate and home-delivered. These three line items remain flat funded in the executive budget, leaving little room for additional senior nutrition supports in the coming biennium.

Between October 1 and December 31 of 2016, 18 percent or 419,061 seniors age 60 and above accessed Ohio's food banks. The as introduced version of House Bill 49 provides flat funding for Ohio's food banks.

### **Conclusion**

As the executive budget moves through the legislative process, additional changes will be made in both the House and the Senate versions of House Bill 49. The process allows for additional feedback and reports from The Center for Community Solutions in the coming months on the many changes that will be seen in the bill as it continues through the process.

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- <sup>1</sup> Cynthia Dungey, Director of the Ohio Department of Job and Family Services, Testimony before House Finance Subcommittee on Health and Human Services. March 9, 2017.
- <sup>2</sup> Ohio Legislative Service Commission, Ohio Department of Job and Family Services Greenbook.  
<http://www.lsc.ohio.gov/fiscal/greenbooks131/jfs.pdf> pg. 87
- <sup>3</sup> Temporary Assistance for Needy Families (TANF) Overview <https://www.hhs.gov/>
- <sup>4</sup> Ohio Department of Job and Family Services, Adult Protective Services Data Fact Sheet For SPY 2015, 2015  
<https://jfs.ohio.gov/PFOF/PDF/APS-Fact-Sheet-2015.stm>
- <sup>5</sup> Cynthia Dungey, Director of the Ohio Department of Job and Family Services, Testimony before House Finance Subcommittee on Health and Human Services. March 9, 2017.
- <sup>6</sup> Ohio Department of Job and Family Services, Public Assistance Monthly Statistics Report, February 2017  
[http://jfs.ohio.gov/pams/PAMS\\_Feb2017.stm](http://jfs.ohio.gov/pams/PAMS_Feb2017.stm) pg. 1
- <sup>7</sup> Ohio Legislative Service Commission, Ohio Department of Job and Family Services Redbook.  
<http://www.lsc.ohio.gov/fiscal/redbooks132/jfs.pdf> pg. 29
- <sup>8</sup> Budget Highlights, Ohio Office of Budget and Management, [http://www.obm.ohio.gov/Budget/operating/doc/fy-18-19/FY18-19\\_Budget\\_Recommendations.pdf](http://www.obm.ohio.gov/Budget/operating/doc/fy-18-19/FY18-19_Budget_Recommendations.pdf) pg. D-363
- <sup>9</sup> Budget Highlights, Ohio Office of Budget and Management, [http://www.obm.ohio.gov/Budget/operating/doc/fy-18-19/FY18-19\\_Budget\\_Recommendations.pdf](http://www.obm.ohio.gov/Budget/operating/doc/fy-18-19/FY18-19_Budget_Recommendations.pdf) pg. D-371
- <sup>10</sup> Ohio Legislative Service Commission, Ohio Department of Job and Family Services Redbook.  
<http://www.lsc.ohio.gov/fiscal/redbooks132/jfs.pdf> pg. 34-35
- <sup>11</sup> Budget Highlights, Ohio Office of Budget and Management,  
[http://www.obm.ohio.gov/Budget/operating/doc/fy-18-19/FY18-19\\_Budget\\_Recommendations.pdf](http://www.obm.ohio.gov/Budget/operating/doc/fy-18-19/FY18-19_Budget_Recommendations.pdf), pg. D-362
- <sup>12</sup> Tracy Plouck, Director of the Ohio Department of Mental Health and Addiction Services, Testimony before House Finance Subcommittee on Health and Human Services. March 2, 2017.
- <sup>13</sup> Ibid.
- <sup>14</sup> Legislative Service Commission, Redbook for Ohio Department of Mental Health and Addiction Services, p.4
- <sup>15</sup> Legislative Service Commission, Redbook for Ohio Department of Mental Health and Addiction Services, p.5
- <sup>16</sup> The Joint Legislative Committee on Multi-System Youth Recommendations, June 2016.  
<http://www.oacca.org/wp-content/uploads/2016/06/JointCommittee-MultiSystemYouth-Report-175.pdf>
- <sup>17</sup> Ohio Legislative Service Commission, Ohio Department of Developmental Disabilities Redbook, p. 25
- <sup>18</sup> Stephanie Loucka, Director of the Ohio Department of Aging, Testimony before House Finance Subcommittee on Health and Human Services. March 7, 2017.
- <sup>19</sup> Ohio Legislative Service Commission, Ohio Department of Aging Redbook.  
<http://www.lsc.ohio.gov/fiscal/redbooks132/age.pdf> pg. 10
- <sup>20</sup> Ohio Legislative Service Commission, Ohio Department of Aging Redbook  
<http://www.lsc.ohio.gov/fiscal/redbooks132/age.pdf> pg. 10
- <sup>21</sup> Ohio Legislative Service Commission, Ohio Department of Aging Redbook  
<http://www.lsc.ohio.gov/fiscal/redbooks132/age.pdf> pg. 10
- <sup>22</sup> Ohio Legislative Service Commission, Ohio Department of Aging Redbook  
<http://www.lsc.ohio.gov/fiscal/redbooks132/age.pdf> pg. 30

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