

Greenbook
LSC Analysis of Enacted Budget

**Department of
Youth Services**

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ATTACHMENT:

Budget Spreadsheet By Line Item

Department of Youth Services

- GRF drives budget
- RECLAIM funds two-thirds of budget
- Institutional population and staffing levels downtrend

OVERVIEW

Duties and Responsibilities

The Department of Youth Services (DYS) is a cabinet-level agency managed by a director appointed by the Governor. The Department's role is to enhance public safety through the confinement of juvenile felony offenders and the provision or support of various institutional and community-based programs to aid in the rehabilitation of delinquent juveniles. In order to perform that mission, the Department most notably:

- Finances the operation of four juvenile correctional facilities, including the privately run Paint Creek Youth Center;
- Operates two regional parole offices;
- Funds 12 county-operated community corrections facilities (CCFs);
- Funds two community residential treatment options for females; and
- Allocates around \$80 million annually for juvenile court subsidies and community programs.

Appropriations Overview

GRF funding is the most critical component affecting the Department's ability to deliver appropriate juvenile justice system services, financing 92.6% of its total annual operating budget. The Department's total expenditures for FY 2017 are compared with the appropriations for FY 2018 and FY 2019, by fund group, in Table 1 below.

| Fund Group | FY 2017* | FY 2018 | % change, FY 2017-FY 2018 | FY 2019 | % change, FY 2018-FY 2019 |
|-------------------|----------------------|----------------------|---------------------------|----------------------|---------------------------|
| General Revenue | \$211,517,845 | \$211,026,987 | -0.2% | \$214,916,236 | 1.8% |
| Dedicated Purpose | \$5,315,178 | \$5,513,519 | 3.7% | \$5,344,220 | -3.1% |
| Federal | \$6,630,369 | \$11,525,791 | 73.8% | \$11,610,876 | 0.7% |
| TOTAL | \$223,463,393 | \$228,066,297 | 2.1% | \$231,871,332 | 1.7% |

*FY 2017 figures represent actual expenditures.

Total appropriation. The budget appropriates a total of \$228.1 million and \$231.9 million in FY 2018 and FY 2019, respectively. The FY 2018 appropriation represents a \$4.6 million, or 2.1%, increase over FY 2017 expenditures of \$223.5 million. The FY 2019 appropriation represents a \$3.8 million, or 1.7%, increase over the FY 2018 appropriation.

GRF appropriation. The budget appropriates GRF money totaling \$211.0 million and \$214.9 million in FY 2018 and FY 2019, respectively. The FY 2018 appropriation represents a \$490,858, or 0.2%, decrease from FY 2017 expenditures of \$211.5 million. The FY 2019 appropriation represents a \$3.9 million, or 1.8%, increase over the FY 2018 appropriation.

Federal appropriation. The budget appropriates federal funds totaling \$11.5 million and \$11.6 million in FY 2018 and FY 2019, respectively. The FY 2018 appropriation represents a \$4.9 million, or 73.8%, increase over FY 2017 expenditures of \$6.6 million. This increase is largely attributable to an increase in Title IV-E reimbursement payments, and the Department taking over, from the Ohio Department of Health, administration of the Personal Responsibility Education Program grant. The FY 2019 appropriation represents an \$85,085, or 0.7%, increase over the FY 2018 appropriation.

Appropriations by Funding Category

For the purposes of analysis herein, all of the Department's appropriated line items for the FY 2018-FY 2019 biennium have been organized into seven funding categories. Table 2 below displays the Department's biennial budget appropriations for each of those seven funding categories. The funding category denoted as RECLAIM receives the largest allocation (68.4%) of the total FY 2018-FY 2019 biennial budget. This RECLAIM funding is allocated, in order of magnitude, for institutional operations, juvenile court subsidies and community programs, and program management.

| Funding Category | FY 2018 | FY 2019 |
|--------------------------------------|----------------------|----------------------|
| RECLAIM | \$155,590,859 | \$159,227,635 |
| Parole Operations | \$10,330,877 | \$10,481,781 |
| Institutional Services | \$7,012,796 | \$6,891,771 |
| Independent Juvenile Court Subsidies | \$16,285,160 | \$16,285,160 |
| Program Management | \$19,574,553 | \$19,917,885 |
| Federal Juvenile Justice Grants | \$1,737,352 | \$1,720,200 |
| Debt Service | \$17,534,700 | \$17,346,900 |
| Total Appropriation | \$228,066,297 | \$231,871,332 |

Staffing Levels

Table 3 below summarizes the Department's staffing levels by service area from FY 2014 projected through FY 2019. The Department plans to reduce its total number of full-time equivalent (FTE) staff positions by four, or 0.4%, from 1,112.5 in FY 2017 to 1,108.5 in FY 2018. As seen in the table, these FTE staffing reductions will be made to institutional operations.

| Service Area | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 |
|---------------------------|----------------|----------------|----------------|---------------|----------------|----------------|
| Institutional Operations | 1,094.0 | 1,072.5 | 772.0 | 864.5 | 860.5 | 860.5 |
| Parole Operations | 100.0 | 100.0 | 72.0 | 81.0 | 81.0 | 81.0 |
| Juvenile Justice Programs | - | - | 2.0 | 3.0 | 3.0 | 3.0 |
| Program Management | 178.0 | 172.5 | 157.0 | 164.0 | 164.0 | 164.0 |
| TOTAL | 1,372.0 | 1,345.0 | 1,003.0 | 1112.5 | 1,108.5 | 1,108.5 |

*These numbers represent FTE staff positions. FY 2018-FY 2019 are estimates.

Type of Commitments

Table 4 below shows the total number of juveniles committed to the care and custody of the Department of Youth Services from FY 2008 through FY 2016 by type of commitment. From FY 2008 through FY 2015, the Department's total number of annual commitments declined from 1,626 in FY 2008 to 468 in FY 2015, a decrease of 1,158, or 71.2%. The number of FY 2016 commitments totaled 479, an increase of 11, or 2.4%, from FY 2015.

| Type | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 |
|-----------------|--------------|--------------|--------------|------------|------------|------------|------------|------------|------------|
| New | 1,204 | 1,077 | 726 | 601 | 451 | 406 | 394 | 380 | 400 |
| Recommitment* | 88 | 122 | 90 | 75 | 62 | 50 | 40 | 23 | 28 |
| Prior Discharge | 17 | 29 | 20 | 18 | 21 | 6 | 8 | 7 | 9 |
| Revocation | 317 | 351 | 201 | 147 | 99 | 91 | 80 | 58 | 42 |
| TOTAL | 1,626 | 1,579 | 1,037 | 841 | 633 | 553 | 522 | 468 | 479 |

*Includes recommitments and revocation/recommitments.

ANALYSIS OF ENACTED BUDGET

Funding Categories

This section provides an analysis of each appropriated line item in the Department's FY 2018-FY 2019 biennial budget. In this analysis, the Department's line items are grouped into seven funding categories reflecting the focus of its services and activities. The seven categories used in this analysis are as follows:

1. RECLAIM;
2. Parole Operations;
3. Institutional Services;
4. Independent Juvenile Court Subsidies;
5. Program Management;
6. Federal Juvenile Justice Grants;
7. Debt Service.

To aid the reader in finding each line item in the analysis, Table 5 below shows the category in which it has been placed.

| Table 5. Categorization of Appropriation Items for Analysis of Enacted Budget | | | |
|--|---|--|---|
| Fund | ALI and Name | | Funding Category |
| General Revenue Fund Group | | | |
| GRF 470401 | RECLAIM Ohio | | 1: RECLAIM |
| GRF 470412 | Juvenile Correctional Facilities Lease Rental Bond Payments | | 7: Debt Service |
| GRF 470510 | Youth Services | | 4: Independent Juvenile Court Subsidies |
| GRF 472321 | Parole Operations | | 2: Parole Operations |
| GRF 477321 | Administrative Operations | | 5: Program Management |
| Dedicated Purpose Fund Group | | | |
| 1470 470612 | Vocational Education | | 3: Institutional Services |
| 1750 470613 | Education Services | | 3: Institutional Services |
| 4790 470609 | Employee Food Service | | 3: Institutional Services |
| 4A20 470602 | Child Support | | 5: Program Management |
| 4G60 470605 | Juvenile Special Revenue – Non-Federal | | 5: Program Management |
| 5BN0 470629 | E-Rate Program | | 5: Program Management |
| Federal Fund Group | | | |
| 3210 470601 | Education | | 3: Institutional Services |
| 3210 470603 | Juvenile Justice Prevention | | 6: Federal Juvenile Justice Grants |
| 3210 470606 | Nutrition | | 3: Institutional Services |
| 3210 470614 | Title IV-E Reimbursements | | 5: Program Management |
| 3FC0 470462 | Federal Juvenile Programs FFY 12 | | 6: Federal Juvenile Justice Grants |
| 3GB0 470643 | Federal Juvenile Programs FFY 13 | | 6: Federal Juvenile Justice Grants |
| 3V50 470604 | Juvenile Justice/Delinquency Prevention | | 6: Federal Juvenile Justice Grants |

Funding Category 1: RECLAIM

The RECLAIM funding category constitutes 68.4% of the Department's total FY 2018-FY 2019 biennial budget, and, of that biennial budget, 73.9% of the total GRF appropriation. RECLAIM funding pays for a variety of services and activities associated with institutional services, juvenile court subsidies, community programs, and program management. Table 6 below displays the appropriated funding levels for the RECLAIM Ohio GRF line item.

| Table 6. Appropriation for RECLAIM | | | | |
|------------------------------------|--------------|--------------|----------------------|----------------------|
| Fund | ALI and Name | | FY 2018 | FY 2019 |
| General Revenue Fund (GRF) | | | | |
| GRF | 470401 | RECLAIM Ohio | \$155,590,859 | \$159,227,635 |
| Total Funding: RECLAIM | | | \$155,590,859 | \$159,227,635 |

Table 7 below displays the planned allocation of this line item's funding by program area, and is followed by a narrative describing how that money will be used.

| Table 7. RECLAIM-Supported Program Area Funding | | |
|---|----------------------|----------------------|
| RECLAIM-Funded Program Area | FY 2018 | FY 2019 |
| Juvenile Correctional Facilities | \$77,052,076 | \$80,346,255 |
| Private Facility Contracts | \$2,319,307 | \$2,320,547 |
| RECLAIM County Subsidy | \$30,600,000 | \$30,600,000 |
| Community Corrections Facilities (CCFs) | \$22,734,855 | \$22,734,855 |
| Community Programs | \$11,013,811 | \$11,013,811 |
| Juvenile Justice Programs | \$133,084 | \$137,697 |
| Program Management | \$11,737,726 | \$12,074,470 |
| Total Funding | \$155,590,859 | \$159,227,635 |

Juvenile Correctional Facilities

This RECLAIM-funded program area pays for a variety of expenses related to institutional services and activities. The majority of the money used by the Department for the operation of its juvenile correctional facilities comes from its RECLAIM appropriation. Under the budget, the portion of the RECLAIM appropriation allocated for the operation of the Department's juvenile correctional facilities is \$77.1 million in FY 2018 and \$80.3 million in FY 2019.

Private Facility Contracts

The approximately \$2.3 million in RECLAIM funding allocated as "private facility contracts" is used to finance contracts the Department has with Columbus-based Pomegranate Health Systems, and Cleveland-based Applewood Centers to provide

specialized residential programming to females committed to the Department's custody. These programs are designed to serve female youth who are medically stable, exhibit behavior problems that warrant intensive and secure residential treatment, and who may also have a history of chemical abuse or addiction. In FY 2017, these contracts supported up to 16 beds at the two alternative placement programs. At this funding level, the Department estimates that it will be able to maintain those beds for the FY 2018-FY 2019 biennium.

RECLAIM County Subsidy

The RECLAIM (Reasoned and Equitable Community and Local Alternatives to the Incarceration of Minors) Program began as a nine-county pilot in January 1994 and was implemented statewide in 1995. RECLAIM is a funding initiative which encourages juvenile courts to develop community-based programs for juvenile offenders, thereby diverting them from the Department's juvenile correctional facilities. In doing so, the program is intended to reduce the number of youth sentenced to the custody of the Department resulting in only the most serious offenders being committed.

Under RECLAIM, the Department provides as much as half of a juvenile court's annual budget. Funding is allocated to counties through a formula based upon each county's proportion of statewide felony delinquent adjudications. Under the formula, the fiscal allocations for juvenile courts (as well as those for the Department's juvenile correctional facilities and community corrections facilities) are established at the beginning of each fiscal year. For each of FY 2018 and FY 2019, the Department plans to allocate \$30.6 million annually in RECLAIM funding for the RECLAIM County Subsidy Program.

Community Corrections Facilities (CCFs)

CCFs are local, secure, county-operated facilities and are fully funded by the Department. Money allocated from the Department's annual RECLAIM appropriation currently funds 352 beds at 12 CCFs located around the state. These facilities are generally able to provide more individualized care for juvenile offenders by keeping them closer to their communities in less expensive settings for shorter periods of time, while also supporting a better transition to community settings following release. These beds are for felony adjudicated delinquent children who would otherwise be committed to a state juvenile correctional facility, with the exception of the Montgomery County Center for Adolescent Services, which operates one unit for females committed to the Department. Under the budget, from its RECLAIM funding, the Department plans to allocate approximately \$22.7 million in both FY 2018 and FY 2019.

Community Programs

This is viewed as a flexible pot of money that could be allocated for a range of services and activities, including supplementing the county subsidy portion of RECLAIM and financing behavioral health programs, wrap-around services for youth released from juvenile correctional facilities, and other residential and nonresidential services. For the FY 2016-FY 2017 biennium, the Community Programs allocation was used to fund three distinct programs or services: (1) Competitive RECLAIM, (2) Targeted RECLAIM, and (3) the Behavioral Health Juvenile Justice (BHJJ) initiative. These programs or services are aimed at reducing the number of juveniles that might otherwise be committed into the state's care and custody. Of its appropriated RECLAIM funding, the Department plans to allocate \$11.0 million in both FY 2018 and FY 2019.

Juvenile Justice Programs

Of its appropriated RECLAIM funding, the Department plans to allocate \$133,084 in FY 2018 and \$137,697 in FY 2019 as an administrative cash match for federal grants that provide funding to local communities and youth servicing agencies to deliver programs and services to youth.

Program Management

Of its appropriated RECLAIM funding, the Department plans to allocate \$11.7 million in FY 2018 and \$12.1 million in FY 2019, for its central office operations (a funding category herein referred to as "Program Management"). These allocated amounts will primarily be used for payroll-related expenses, purchased personal services, and maintenance and supplies.

Funding Category 2: Parole Operations

This funding category includes money appropriated for use by the Department's Division of Parole and Community Services, which operates two regional parole offices for the purpose of supervising juveniles released from state juvenile correctional facilities or alternative placements, or brought into Ohio through the Interstate Compact for Juveniles.

Table 8 below shows the line item that is the primary source of funding for Parole Operations, as well as the appropriated funding levels. It is followed by a description of how the appropriated amounts will be used and the implications of those funding levels. These appropriations, plus smaller amounts allocated from other non-GRF funds appropriated for the Department's use, are expected to support 81 FTE staff positions during the next biennium.

| Table 8. Appropriation for Parole Operations | | | | |
|--|--------------|-------------------|---------------------|---------------------|
| Fund | ALI and Name | | FY 2018 | FY 2019 |
| General Revenue Fund (GRF) | | | | |
| GRF | 472321 | Parole Operations | \$10,330,877 | \$10,481,781 |
| Total Funding: Parole Operations* | | | \$10,330,877 | \$10,481,781 |

*Total does not include smaller amounts likely to be allocated from other non-GRF funds appropriated for the Department's use.

Parole Operations (GRF line item 472321)

This line item is used to fund the Department's two regional parole office operations (e.g., safety vehicles and equipment, staff training, office maintenance, security and maintenance of youth records, and other confidential correspondence). For this line item, the budget appropriates \$10,330,877 in FY 2018, an amount that is \$105,156, or 1.0%, less than FY 2017 expenditures of \$10,436,033. For FY 2019, the budget appropriates \$10,481,781, an amount that is \$150,904, or 1.5%, more than the FY 2018 appropriation. Of each year's appropriation, about 70%, or between \$7.4 million and \$7.6 million, is expected to be allocated for personal services (wages, salaries, fringe benefits, and payroll checkoff charges), with the remainder allocated, in order of magnitude, for purchased personal services and supplies and maintenance.

Funding Category 3: Institutional Services

This funding category includes some of the appropriations that pay for the services and activities provided by the Department to the adjudicated delinquent children in its care and custody. These services include behavioral health services, medical services, security, education, and food services.

The table below shows the line items used to fund the Institutional Services category, as well as the appropriated funding levels. It is followed by a description of the Department's institutional services and activities, as well as how the appropriated amounts will be used and the implications of those funding levels. These appropriations, plus a significant amount of money allocated from GRF line item 470401, RECLAIM Ohio, are expected to support 860.5 FTE staff positions during the next biennium.

| Table 9. Appropriations for Institutional Services | | | | |
|---|---------------------|-----------------------|--------------------|--------------------|
| Fund | ALI and Name | | FY 2018 | FY 2019 |
| Dedicated Purpose Fund (DPF) Group | | | | |
| 1470 | 470612 | Vocational Education* | \$1,690,000 | \$1,463,162 |
| 1750 | 470613 | Education Services* | \$3,385,248 | \$3,492,983 |
| 4790 | 470609 | Employee Food Service | \$60,273 | \$44,107 |
| Dedicated Purpose Fund Group Subtotal | | | \$5,135,521 | \$5,000,252 |
| Federal (FED) Fund Group | | | | |
| 3210 | 470601 | Education* | \$947,275 | \$961,519 |
| 3210 | 470606 | Nutrition | \$930,000 | \$930,000 |
| Federal Fund Group Subtotal | | | \$1,877,275 | \$1,891,519 |
| Total Funding: Institutional Services | | | \$7,012,796 | \$6,891,771 |

*The appropriations for these noted line items include small amounts allocated for Program Management.

In addition to the above-noted line items, a considerably larger portion of the Department's institutional operating costs will be paid from the Department's RECLAIM Ohio funding (GRF line item 470401) summarized in Table 10 below. The allocation of RECLAIM funding across a range of the Department's services and activities is discussed earlier in this "Analysis of Enacted Budget" under the subject heading "Funding Category 1: RECLAIM."

| Table 10. RECLAIM-Supported Institutional Services Funding | | |
|---|----------------|----------------|
| RECLAIM-Funded Program Area | FY 2018 | FY 2019 |
| Juvenile Correctional Facilities | \$77,052,076 | \$80,346,255 |
| Private Facility Contracts | \$2,319,307 | \$2,320,547 |

The specific types of institutional services and activities are described in more detail below.

- **Behavioral Health Services.** Mental health services (psychology and psychiatry), social services (social work and case management), recovery services (substance abuse assessment and treatment), sex offender assessment and programming, and ancillary therapies (occupational, music, and art therapies).
- **Medical and Dietary Services.** Physical health and wellness services, acute and chronic care, disease management, and dental and nutritional services.
- **Educational Services.** Standards-based curriculum intended to mirror education opportunities in the community, special education services, career technology, and General Educational Development (GED) classes.
- **Facility Operations.** Unit management, security, institutional coordination and oversight, maintenance, support services, community partnerships, religious services, and strength-based behavior management.

Vocational Education (DPF line item 470612)

This line item, which draws its appropriation from program payments transferred from the Ohio Department of Education, is used to pay for the delivery of vocational education services and programs to youth who are incarcerated in the Department's facilities. The budget appropriates \$1,690,000 in FY 2018, an amount that is \$28,712, or 1.7%, more than FY 2017 expenditures of \$1,661,288. For FY 2019, the budget appropriates \$1,463,162, an amount that is \$226,838, or 13.4%, less than the FY 2018 appropriation. Of each year's appropriation, around 95%, or between \$1.4 million and \$1.6 million, is expected to be allocated for personal services (wages, salaries, fringe benefits, and payroll checkoff charges). A portion of the line item's appropriation will also be allocated for Program Management.

Education Services (DPF line item 470613)

This line item is funded through basic aid and special education program payments transferred from the Ohio Department of Education, with the appropriation used to support educational services for institutionalized youth. These services enable youth in the Department's custody to work toward high school graduation or a GED, develop job-training skills, and provide remediation and services for youth with learning disabilities. In addition, this funding is used to provide school administration, guidance, and library services for the Department's schools. The Department operates Buckeye United Schools, its own school district, under a charter from the Ohio Department of Education.

For this line item, the budget appropriates \$3,385,248 in FY 2018, an amount that is \$5,546, or 0.2%, less than FY 2017 expenditures of \$3,390,794. The budget appropriates \$3,492,983 in FY 2019, an amount that is \$107,735, or 3.2%, more than the FY 2018 appropriation. Of each year's appropriation, around 89%, or \$3.1 million, is expected to be allocated for personal services (wages, salaries, fringe benefits, and payroll checkoff charges), with the remainder mostly allocated, in order of magnitude, for supplies and maintenance, purchased personal services, and equipment. A portion of the line item's appropriation will also be allocated for Program Management.

Employee Food Service (DPF line item 470609)

This line item's appropriation is supported by money received from institutional cafeterias and the sale of surplus property. It is used to purchase food, supplies, and equipment for the Department's facilities. The budget appropriates \$60,273 in FY 2018, an amount that is \$25,218, or 29.5%, less than FY 2017 expenditures of \$85,491. For FY 2019, the budget appropriates \$44,107, an amount that is \$16,166, or 26.8%, less than the FY 2018 appropriation.

Education (FED line item 470601)

This line item consists of federal money that supports the Department's institutional education program and covers a wide variety of academic, vocational, special education, remedial, and individualized programming. For this line item, the budget appropriates \$947,275 in FY 2018, an amount that is \$23,315, or 2.4%, less than FY 2017 expenditures of \$970,590. For FY 2019, the budget appropriates \$961,519, an amount that is \$14,244, or 1.5%, more than the FY 2018 appropriation. Of each year's appropriation, around 50% is expected to be allocated for personal services (wages, salaries, fringe benefits, and payroll checkoff charges), with the remainder mostly allocated, in order of magnitude, for purchased personal services and supplies and maintenance. A portion of the line item's appropriation will also be allocated for Program Management.

Nutrition (FED line item 470606)

This line item's appropriation is supported by reimbursement payments from the U.S. Department of Agriculture's Food and Nutrition Service for breakfasts, lunches, and snacks served to eligible youth committed to the Department's facilities. This money is used to support the Department's institutional food services program. For this line item, the budget appropriates \$930,000 in each of FYs 2018 and 2019, an amount that is \$2,314, or 0.3%, less than FY 2017 expenditures of \$932,314. All of this funding will be allocated for supplies and maintenance.

Funding Category 4: Independent Juvenile Court Subsidies

This funding category includes appropriations used by the Department to distribute money to juvenile courts for the development, implementation, and operation of secure and nonsecure community programs for at-risk, unruly, and delinquent youth. Table 11 below shows the line item whose exclusive purpose is to subsidize juvenile court services and programs, as well as the appropriated funding levels. It is followed by a description of how the appropriated amounts will be used and the implications of those funding levels.

| Table 11. Appropriations for Independent Juvenile Court Subsidies | | | | |
|---|--------------|----------------|---------------------|---------------------|
| Fund | ALI and Name | | FY 2018 | FY 2019 |
| General Revenue Fund (GRF) | | | | |
| GRF | 470510 | Youth Services | \$16,285,160 | \$16,285,160 |
| Total Funding: Independent Juvenile Court Subsidies | | | \$16,285,160 | \$16,285,160 |

In addition to the above-noted GRF line item 470510, Youth Services, juvenile court subsidies will be paid from the Department's RECLAIM Ohio funding (GRF line item 470401) summarized in Table 12 below. Together, RECLAIM and the Youth Services Grant make up the DYS Subsidy Grant. The allocation of RECLAIM funding across a range of the Department's services and activities is discussed earlier in this "Analysis of Enacted Budget" under the subject heading "Funding Category 1: RECLAIM." Although the funds for the DYS Subsidy Grant are allocated separately, juvenile courts are not required to account for expenditures separately.

| Table 12. RECLAIM-Supported Independent Juvenile Court Subsidies | | |
|--|--------------|--------------|
| RECLAIM-Funded Program Area | FY 2018 | FY 2019 |
| RECLAIM County Subsidy | \$30,600,000 | \$30,600,000 |
| Community Corrections Facilities | \$22,734,855 | \$22,734,855 |

Youth Services (GRF line item 470510)

This line item funds the Youth Services Block Grant Program. The purpose of this program is to distribute funds to juvenile courts to provide services to juveniles that have not been adjudicated delinquent for a felony; such services typically include nonsecure community programs that emphasize prevention, diversion, intervention, and treatment programs. Under the Youth Services Block Grant, money is distributed to juvenile courts according to a set formula. Each juvenile court is guaranteed a base of \$50,000 plus additional funding on a per capita basis for counties with a population over 25,000. The budget appropriates \$16,285,160 in each of FY 2018 and FY 2019, an amount that is \$417,568, or 2.5%, less than FY 2017 expenditures of \$16,702,728.

Funding Category 5: Program Management

This funding category includes money appropriated for central office operations that are charged with oversight of departmental facilities, private facilities, community corrections facilities, and parole operations, as well as the administration of county subsidies. Table 13 below shows the line items most associated with Program Management, as well as the appropriated funding levels. It is followed by a description of how the appropriated amounts will be used and the implications of those funding levels. These appropriations, plus money allocated from GRF line item 470401, RECLAIM Ohio, are expected to support 164 FTE staff positions.

| Table 13. Appropriations for Program Management | | | | |
|--|--------|---|---------------------|---------------------|
| Fund | | ALI and Name | FY 2018 | FY 2019 |
| General Revenue Fund (GRF) | | | | |
| GRF | 477321 | Administrative Operations* | \$11,285,391 | \$11,574,760 |
| General Revenue Fund Subtotal | | | \$11,285,391 | \$11,574,760 |
| Dedicated Purpose Fund (DPF) Group | | | | |
| 4A20 | 470602 | Child Support* | \$187,998 | \$153,968 |
| 4G60 | 470605 | Juvenile Special Revenue – Non-Federal* | \$115,000 | \$115,000 |
| 5BN0 | 470629 | E-Rate Program | \$75,000 | \$75,000 |
| Dedicated Purpose Fund Group Subtotal | | | \$377,998 | \$343,968 |
| Federal (FED) Fund Group | | | | |
| 3210 | 470603 | Juvenile Justice Prevention | \$2,144,540 | \$2,232,533 |
| 3210 | 470614 | Title IV-E Reimbursements* | \$5,766,624 | \$5,766,624 |
| Federal Fund Group Subtotal | | | \$7,911,164 | \$7,999,157 |
| Total Funding: Program Management | | | \$19,574,553 | \$19,917,885 |

*The appropriations for these noted line items include amounts allocated for other funding categories.

In addition to the above-noted line items, a large portion of the Department's program management costs will be paid from the Department's RECLAIM Ohio funding (GRF line item 470401) summarized in Table 14 below. The allocation of RECLAIM funding across a range of the Department's services and activities is discussed earlier in this "Analysis of Enacted Budget" under the subject heading "Funding Category 1: RECLAIM."

| Table 14. RECLAIM-Supported Program Management Funding | | |
|---|----------------|----------------|
| RECLAIM-Funded Program Area | FY 2018 | FY 2019 |
| Program Management | \$11,737,726 | \$12,074,470 |

Other line items that contribute some portion of their appropriation to Program Management include Education (FED line item 470601), Vocational Education (DPF line item 470612), and Education Reimbursement (DPF line item 470613).

Administrative Operations (GRF line item 477321)

This line item contains money appropriated for the purpose of paying for the costs associated with the Department's central office operations. For this line item, the budget appropriates \$11,285,391, an amount that is \$231,184, or 2.0%, less than FY 2017 expenditures of \$11,516,575. For FY 2019, the budget appropriates \$11,574,760, an amount that is \$289,369, or 2.6%, more than the FY 2018 appropriation. The appropriated amount in each year will primarily be allocated for personal services (wages, salaries, fringe benefits, and payroll checkoff charges). A portion of the line item's appropriation will also be allocated as the required state match that permits the Department to utilize 10% of its federal Title II Formula Grant award for administrative purposes.

Child Support (DPF line item 470602)

This line item draws its appropriation from child support payments collected from noncustodial parents on behalf of youth committed to the Department's custody. It is typically used for some mix of the Department's program management, institutional services, and parole operation costs, as well as to support facility and regional youth programming. For this line item, the budget appropriates \$187,998 in FY 2018, an amount that is \$63,026, or 50.4%, more than FY 2017 expenditures of \$124,972. For FY 2019, the budget appropriates \$153,968, an amount that is \$34,030, or 18.1%, less than the FY 2018 appropriation. The appropriated amounts in each fiscal year will be primarily allocated for supplies and maintenance. A portion of the line item's appropriation in each year will also be allocated for institutional operations and parole operations.

Juvenile Special Revenue – Non-Federal (DPF line item 470605)

This line item's appropriation is supported by miscellaneous revenue from gifts, bequests, awards from nonprofit organizations or other nonfederal agencies in the state, and other receipts such as the sale of recyclable products. The revenue can be inconsistent and difficult to predict. The programs, services, and activities supported by this revenue are based upon the purpose for which the funds were awarded. For this line item, the budget appropriates \$115,000 in FY 2018 and FY 2019, an amount that is \$76,663, or 200%, more than FY 2017 expenditures of \$38,337. A portion of the line item's appropriation in each year will also be allocated for institutional operations.

E-Rate Program (DPF line item 470629)

This line item funds the Department's telecommunications and data communications costs of the institutional school district. The budget appropriates \$75,000 in each of FYs 2018 and 2019, an amount that is \$60,703, or 424.6%, more than FY 2017 expenditures of \$14,297. The appropriated amounts will primarily be allocated for supplies and maintenance.

The money appropriated to this line item consists of reimbursement credits from telecommunications vendors that participate in the E-Rate Program. The program, which is administered by the Universal Service Administrative Company under the direction of the Federal Communications Commission, provides discounts in the form of reimbursement credits to assist eligible schools and libraries in obtaining affordable Internet access and telecommunications services. The discount received is based on the percentage of students that qualify for free and reduced lunch. The Department operates a qualifying school district and is eligible for a 90% reimbursement on its telecommunications, Internet services, and internal connections equipment and basic maintenance costs.

Juvenile Justice Prevention (FED line item 470603)

This line item serves as a pass-through for various federal juvenile justice grant awards that are not received directly from the federal Office of Juvenile Justice and Delinquency Prevention and supports programs for at-risk youth. The budget appropriates \$2,144,540 in FY 2018 and \$2,232,533 in FY 2019. The majority of each year's appropriation will be allocated for purchased personal services, with the remainder allocated, in order of magnitude, for subsidies, payroll-related expenses, and supplies and maintenance.

Title IV-E Reimbursements (FED line item 470614)

This line item draws its appropriation from federal foster care and Medicaid reimbursement money. It is used to fund community program services and activities, as well as the Department's program management and parole operation costs. Title IV-E funds cannot be used for delinquent children in secure settings. For this line item, the budget appropriates \$5,766,624 in each of FYs 2018 and 2019, an amount that is \$2,781,606, or 93.2%, more than FY 2017 expenditures of \$2,985,018. The appropriated amount in each fiscal year will primarily be allocated for purchased personal services, with the remainder allocated, in order of magnitude, for supplies and maintenance, and a mix of equipment, and judgments, settlements, and bonds.

A portion of this line item's appropriation in each year will also be used to finance: (1) a bed contract the Department has with the Cincinnati-based Lighthouse Youth Center (Paint Creek), a private nonprofit residential treatment facility that provides cognitive-based therapy and specialized chemical dependency and sex offender services, and (2) the Department's parole operations; the majority of which are supported through GRF line item 472321, Parole Operations.

Funding Category 6: Federal Juvenile Justice Grants

The Department administers all juvenile justice grants awarded by the federal Office of Juvenile Justice and Delinquency Prevention. This funding category includes all of the associated federal awards that are distributed as subgrants to state agencies, local governments, and nonprofit agencies for implementing various programs that address the problem of juvenile delinquency and its prevention.

Table 15 below shows the line items that are included in the Federal Juvenile Justice Grants funding category, as well as the appropriated funding levels. It is followed by a description of how the appropriated amounts will be used and the implications of those funding levels.

| Table 15. Appropriations for Federal Juvenile Justice Grants | | | | |
|---|---------------------|---|--------------------|--------------------|
| Fund | ALI and Name | | FY 2018 | FY 2019 |
| Federal (FED) Fund Group | | | | |
| 3FC0 | 470642 | Federal Juvenile Programs FFY 12 | \$1,000 | \$0 |
| 3GB0 | 470643 | Federal Juvenile Programs FFY 13 | \$16,352 | \$200 |
| 3V50 | 470604 | Juvenile Justice/Delinquency Prevention | \$1,720,000 | \$1,720,000 |
| Federal Fund Group Subtotal | | | \$1,737,352 | \$1,720,200 |
| Total Funding: Federal Juvenile Justice Grants | | | \$1,737,352 | \$1,720,200 |

Federal Juvenile Justice Grants Line Items

These three line items, which consist of federal money awarded by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), are used to provide subgrants to local governments and nonprofit agencies to implement various programs that address juvenile delinquency and its prevention. The OJJDP grant programs supporting these three line items include:

Title II Formula Grant

Title II Formula Grant funds are awarded by the Department through a competitive application process to local youth serving agencies for a period of up to three years. Funding may be used in 32 specific program areas to support efforts related to delinquency prevention and reduction, juvenile justice system improvement, research, evaluation, statistical analysis, and training and technical assistance. The Department is permitted to use up to 10% of the awarded amount for administrative costs, subject to a 100% state match. There are no other match requirements for Title II funds received. Two-thirds of the total award amount must be allocated to local agencies, and the remaining one-third can be used for state programs.

As a condition of receiving these grants, the Department monitors local compliance with federal mandates involving: (1) the deinstitutionalization of juvenile offenders for conduct that would not be considered a crime if it was committed by an

adult, (2) the sight and sound separation of juvenile offenders from incarcerated adults, (3) the removal of juvenile offenders from detainment in an adult jail or lockup, and (4) reducing the disproportionate number of juvenile minority groups who come into contact with the juvenile justice system.

Juvenile Accountability Block Grant

Juvenile Accountability Block Grant (JABG) funds were awarded to juvenile courts to provide programs and services to youth already involved in the juvenile justice system. There were 17 program areas eligible for funding, including graduated sanctions, interagency information sharing, prosecutor staffing, restorative justice, juvenile courts/probation, law enforcement and court personnel training, and the hiring of corrections and detention personnel. Federal funds awarded under JABG required a 10% state match. The Department must allocate 75% of the total award amount to local agencies, and the remaining 25% may be used to support state programs.

As of federal fiscal year 2014, the JABG Program has been eliminated and the Department will not receive any additional awards. However, an existing balance of funding will be disbursed by the Department over the next two fiscal years.

Funding Category 7: Debt Service

This funding category includes money appropriated to retire bond debt related to various capital improvement projects financed through the Juvenile Correctional Building Fund (Fund 7028). Table 16 below shows the line item that is used to make the Department's debt service payments, as well as the appropriated funding levels. It is followed by a description of how the appropriated amounts will be used and the implications of those funding levels.

| Table 16. Appropriations for Debt Service | | | | |
|--|---------------------|--|---------------------|---------------------|
| Fund | ALI and Name | | FY 2018 | FY 2019 |
| General Revenue Fund (GRF) | | | | |
| GRF | 470412 | Juvenile Correctional Facilities Lease Rental Bond Payments | \$17,534,700 | \$17,346,900 |
| Total Funding: Debt Service | | | \$17,534,700 | \$17,346,900 |

Juvenile Correctional Facilities Lease Rental Bond Payments (GRF line item 470412)

This line item pays for the state's debt service obligations incurred as a result of issuing bonds that cover the Department's capital appropriations. The money made available as a result of these bonds has financed the design, construction, renovation, and rehabilitation phases of various departmental capital projects, as well as the construction and renovation costs associated with local projects, including community corrections facilities and county detention centers. The Office of Budget and Management, not the Department, sets the appropriation and controls the actual spending levels. The budget appropriates \$17,534,700 for FY 2018 and \$17,346,900 for FY 2019.

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FY 2018 - FY 2019 Final Appropriation Amounts

All Fund Groups

Line Item Detail by Agency

| | | | FY 2016 | FY 2017 | Appropriation FY 2018 | FY 2017 to FY 2018 % Change | Appropriation FY 2019 | FY 2018 to FY 2019 % Change |
|--|--------|---|----------------------------|-----------------------|--------------------------|--------------------------------|--------------------------|--------------------------------|
| Report For Main Operating Appropriations Bill | | | Version: As Enacted | | | | | |
| DYS Department of Youth Services | | | | | | | | |
| GRF | 470401 | RECLAIM Ohio | \$ 154,235,099 | \$ 153,251,739 | \$ 155,590,859 | 1.53% | \$ 159,227,635 | 2.34% |
| GRF | 470412 | Juvenile Correctional Facilities Lease Rental Bond Payments | \$ 25,177,660 | \$ 19,610,770 | \$ 17,534,700 | -10.59% | \$ 17,346,900 | -1.07% |
| GRF | 470510 | Youth Services | \$ 16,702,728 | \$ 16,702,728 | \$ 16,285,160 | -2.50% | \$ 16,285,160 | 0.00% |
| GRF | 472321 | Parole Operations | \$ 9,240,760 | \$ 10,436,033 | \$ 10,330,877 | -1.01% | \$ 10,481,781 | 1.46% |
| GRF | 477321 | Administrative Operations | \$ 11,289,724 | \$ 11,516,575 | \$ 11,285,391 | -2.01% | \$ 11,574,760 | 2.56% |
| General Revenue Fund Total | | | \$ 216,645,971 | \$ 211,517,845 | \$ 211,026,987 | -0.23% | \$ 214,916,236 | 1.84% |
| 1470 | 470612 | Vocational Education | \$ 1,368,154 | \$ 1,661,288 | \$ 1,690,000 | 1.73% | \$ 1,463,162 | -13.42% |
| 1750 | 470613 | Education Services | \$ 3,162,108 | \$ 3,390,794 | \$ 3,385,248 | -0.16% | \$ 3,492,983 | 3.18% |
| 4790 | 470609 | Employee Food Service | \$ 127,818 | \$ 85,491 | \$ 60,273 | -29.50% | \$ 44,107 | -26.82% |
| 4A20 | 470602 | Child Support | \$ 174,006 | \$ 124,972 | \$ 187,998 | 50.43% | \$ 153,968 | -18.10% |
| 4G60 | 470605 | Juvenile Special Revenue - Non-Federal | \$ 81,832 | \$ 38,337 | \$ 115,000 | 199.97% | \$ 115,000 | 0.00% |
| 5BN0 | 470629 | E-Rate Program | \$ 195,570 | \$ 14,297 | \$ 75,000 | 424.57% | \$ 75,000 | 0.00% |
| Dedicated Purpose Fund Group Total | | | \$ 5,109,488 | \$ 5,315,178 | \$ 5,513,519 | 3.73% | \$ 5,344,220 | -3.07% |
| 3210 | 470601 | Education | \$ 793,850 | \$ 970,590 | \$ 947,275 | -2.40% | \$ 961,519 | 1.50% |
| 3210 | 470603 | Juvenile Justice Prevention | \$ 320,397 | \$ 482,974 | \$ 2,144,540 | 344.03% | \$ 2,232,533 | 4.10% |
| 3210 | 470606 | Nutrition | \$ 870,283 | \$ 932,314 | \$ 930,000 | -0.25% | \$ 930,000 | 0.00% |
| 3210 | 470614 | Title IV-E Reimbursements | \$ 3,657,479 | \$ 2,985,018 | \$ 5,766,624 | 93.19% | \$ 5,766,624 | 0.00% |
| 3CR0 | 470639 | Federal Juvenile Programs FFY 10 | \$ 3 | \$ 0 | \$ 0 | N/A | \$ 0 | N/A |
| 3FB0 | 470641 | Federal Juvenile Programs FFY11 | \$ 42,930 | \$ 2,643 | \$ 0 | -100.00% | \$ 0 | N/A |
| 3FC0 | 470642 | Federal Juvenile Programs FFY12 | \$ 222,891 | \$ 70,840 | \$ 1,000 | -98.59% | \$ 0 | -100.00% |
| 3GB0 | 470643 | Federal Juvenile Programs FFY13 | \$ 282,927 | \$ 183,939 | \$ 16,352 | -91.11% | \$ 200 | -98.78% |
| 3V50 | 470604 | Juvenile Justice/Delinquency Prevention | \$ 1,898,701 | \$ 1,002,051 | \$ 1,720,000 | 71.65% | \$ 1,720,000 | 0.00% |
| Federal Fund Group Total | | | \$ 8,089,461 | \$ 6,630,369 | \$ 11,525,791 | 73.83% | \$ 11,610,876 | 0.74% |
| Department of Youth Services Total | | | \$ 229,844,920 | \$ 223,463,393 | \$ 228,066,297 | 2.06% | \$ 231,871,332 | 1.67% |

Prepared by the Legislative Service Commission