



County
Commissioners'
Association
of Ohio

Job & Family Services Collaboration & Merger Projects

June 13, 2012

9:30AM to 12:30 PM

Hocking-Ross-Vinton Pilot Merger Project

9:30 AM to 10:15 AM

Introduction

Hocking, Ross, and Vinton County Commissioners are in the process of creating a multi-county collaborative which would merge the individual County Department of Job and Family Services in each county into one single agency to serve all three counties.

The purpose of this new organization is to provide a more efficient model to serve residents while saving administrative costs by consolidating positions and ensuring a continued physical presence in each county.

Objective

This presentation will outline the cost saving measures and operational efficiencies the new organization will implement, along with a variety of issues the three counties have encountered during the process.

The goal is to provide a framework for counties who may have interest in replicating part, or all, of the processes undertaken by Hocking, Ross, and Vinton Counties in operating a more efficient and sustainable County Job and Family Services.

Question

Why should a county look at a shared services or combined Job and Family Services model?

Rationale

Over the past five years County Departments of Job and Family Services (CDJFS) have experienced the deepest cuts in state history while at the same time sustaining the largest caseload growth on record. CDJFS agencies are serving more Ohioans than at any time in our history with significantly fewer resources.

Rationale

- Food assistance **caseloads are up 54 percent** in the past three years [\[1\]](#)
- TANF caseloads have **increased 34 percent** since September 2009
- Medicaid has **grown by 30 percent**.
 - The State Child Health Insurance Plan will add a projected 79,000 Ohio children in the next 18 months.
 - National healthcare reform will add an estimated 1,000,000 individuals to the Ohio Medicaid program in 2014, a 50 percent growth.
- Income Maintenance has been **reduced by 50 percent** since 2007
- \$190 million **annual loss** in TANF
- **Total loss in funding of 50 percent** since the start of the recession

[\[1\]](#) Ohio Job and Family Services Director's Association, September 3, 2010

Rationale

Technological advances have allowed for services to be delivered across county lines, regardless of county of residency. This can be attributed to the following updates in technology:

- 1. VoIP –Voice over Internet Protocol**
Allows for a unified phone system across multiple counties (Call Center/Call Manager technology)
- 2. Document Imaging Systems**
Allows for a “virtual caseload” to exist on a central server for universal access (Northwoods/JFS/other systems)
- 3. Internet Bandwidth Increases**
High speed internet access (move from T1 to multiple meg lines)

Rationale

Ohio Public Employees Retirement System (OPERS) proposed changes have caused a large number of county staff to retire. Since 2010, over 40 County Department of Job and Family Service Directors have retired.

Additional experienced direct-service line and management staff have also retired, or will retire, which has created a loss of experienced workers.

Rationale

Uncertainty of the sustainability of current County Job and Family Services system.

Possible systemic issues:

1. Lack of funding
2. Regionalization
3. Privatization
4. Unraveling of programs (ex., Medicaid, Food Stamps, Cash Assistance taken away from counties).
5. Lack of local options

Background

TIMELINE

2009-2010

November/December 2009

- Discussions between Ross and Vinton Counties regarding a shared service model

January/February 2010

- Meeting with OJFSDA staff regarding a shared or combined agency model

February/December 2010

- Concept paper written proposing a merged agency based on research of other state supervised/county administered JFS agencies, along with current issues in Ohio.
- Jackson and Hocking Counties join workgroup.
- Ohio University-The Voinovich Center contracted for project management

Background

Timeline 2011

February 2011

- Multi County Commissioner meeting outlining proposed project. County Commissioners in all four counties pass resolutions authorizing individual county directors to explore creating a merged organization

April/May 2011

- Jackson County withdraws from county workgroup

June/August 2011

- Signed MOU to allow for shared services across Hocking, Ross, and Vinton
- County Commissioner meeting with CCAO, ODJFS, OJFSDA, County Auditors, Auditor of State. Proposed new structure for combined County Job and Family Services. Required legislative change.

Background

Timeline

2011-2012

September/December 2011

- OJFSDA and CCAO work on new language creating a “joint county department of job and family services”.
- Language added to HB 225.
- HB 225 passes, but limits joint CDJFS to a pilot project of Hocking, Ross, and Vinton counties.

January/March 2012

- County Commissioners meet with ODJFS, CCAO, and OJFSDA to begin moving forward with pilot project.
- Project is put on hold to resolve health insurance, worker’s comp, and indirect cost issues.

Background

Timeline

2012

April/June 2012

- County Commissioners meet with CCAO and OJFSDA to discuss concerns regarding health insurance, worker's comp, and indirect cost. County Commissioners reaffirm commitment to project and adopt timeline and letter of intent.

Authorizing Legislation

Prior to HB 225, the Ohio Revised Code provided few governance models for counties to combine services. One particular model, which allows county commissioners the greatest control, is the Regional Councils of Government (Chapter 167-ORC). This model allows for the counties to determine the representation level and administrative structure for the proposed entity. Section 167.03 clearly outlines the ability for counties to enter into a multi-county agreement for services.

The passage of HB 225 allowed for Hocking, Ross, and Vinton counties to create a joint County Department of Job and Family Services, similar to language which allows a special purpose district (i.e: solid waste district; juvenile detention center). Ohio Revised Code, Section 329.40 allows for the creation of this new entity.

Authorizing Legislation

Section 329.40

Joint County Job and Family Services

Highlights

- Civil Service Classification
- Mirrors current operational structure in ORC for county JFS
- Clearly outlines County Commissioners responsibilities in ORC
- Allows for collective bargaining
- Easiest for ODJFS to implement changes for combined agency

Section 167

Councils of Government (COG)

Highlights

- OPERS eligible
- Civil Service does not apply
- Collective bargaining issues
- All employees can be considered “at will”
- Can mirror private industry in hiring and firing practices
- May require additional ORC changes to work for ODJFS

Organization



**South Central Ohio
Job and Family Services
(Hocking-Ross-Vinton Counties)**

Organizational Structure

Agency will be organized according to ORC Section 329.40, allowing for a “joint county department of job and family services”. To begin the transition, Hocking, Ross, and Vinton have been utilizing a Memorandum of Understanding (MOU) to allow for shared services across the multiple counties. This MOU has allowed the counties to use excess capacity in one county while moving towards a single agency without replacing staff. Over the past two years (July 2010 to December 2011), all three counties have been eliminating positions as they become vacant to allow for a consolidation of duplicate positions. This consolidation has led to a cost savings for all three agencies.

Organizational Structure

Prior savings: July 2010 - December 2011

Title	Total Compensation with Benefits
Shared Cost Pool:	
Fiscal Officer - Ross	67,499
Unit Support Worker 2 - Ross	56,390
HR Administrator - Vinton	86,557
HR Administrator - Hocking	70,319
Assistant Director - Vinton	99,154
Income Maintenance Cost Pool:	
Elig/Ref Specialist 2 - Hocking	56,955
Elig/Ref Supervisor 1 - Hocking	80,138
Unit Support Worker 1 - Hocking	44,213
Elig/Ref Specialist 2 - Ross	62,934
Elig/Ref Specialist 2 - Ross	56,206
Elig/Ref Specialist 2 - Ross	56,206
Elig/Ref Specialist 2 - Ross	56,206
Elig/Ref Specialist 2 - Ross	56,206
Account Clerk 1 - Ross	48,049
Social Services Cost Pool:	
Public Children Services Cost Pool:	
Clerical Specialist 3 - Ross	47,052
Social Services Worker 1 - Ross	52,520
Unit Support Worker 2 - Ross	57,033
Child Support Enforcement Cost Pool:	
Account Clerk 1 - Ross	56,872
Program Administrator - Vinton	87,740
Total Savings from 19 Unfilled Positions	1,198,248

Organizational Structure

Business Model Changes

Streamline Administrative Functions



Implement Standardization Across Program Areas



Convert to Case Banking



Implement JFS Document Imaging (Pilot ODJFS Document Imaging System)



Implement VoIP



Begin Single Agency Operations

Table of Organization

South Central Job and Family Services (SCJFS) Table of Organization

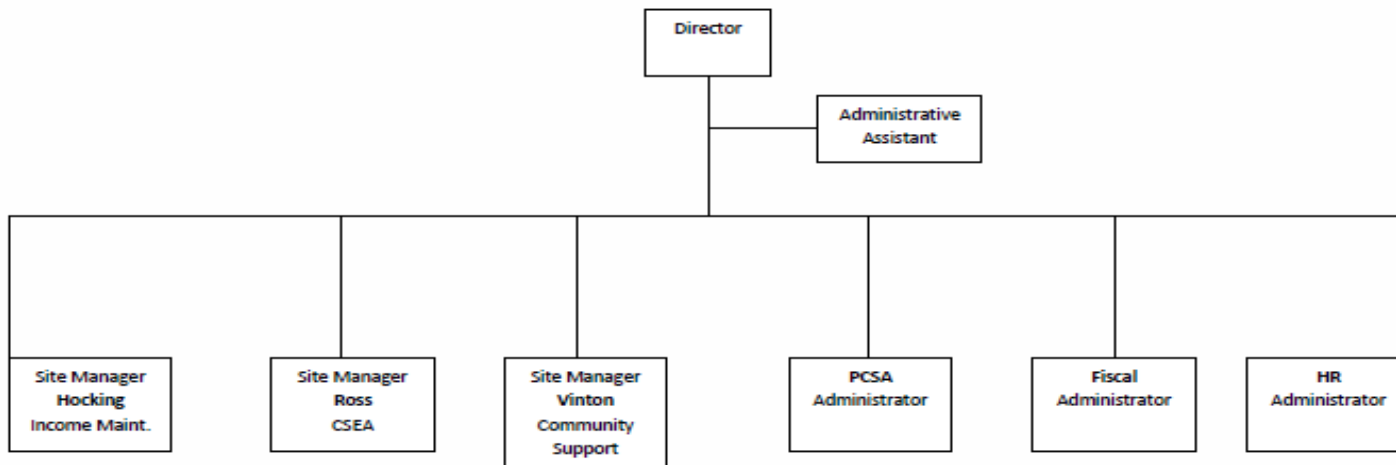


Table of Organization

South Central Job and Family Services (SCJFS) Table of Organization

CHILDREN SERVICES-38 Staff

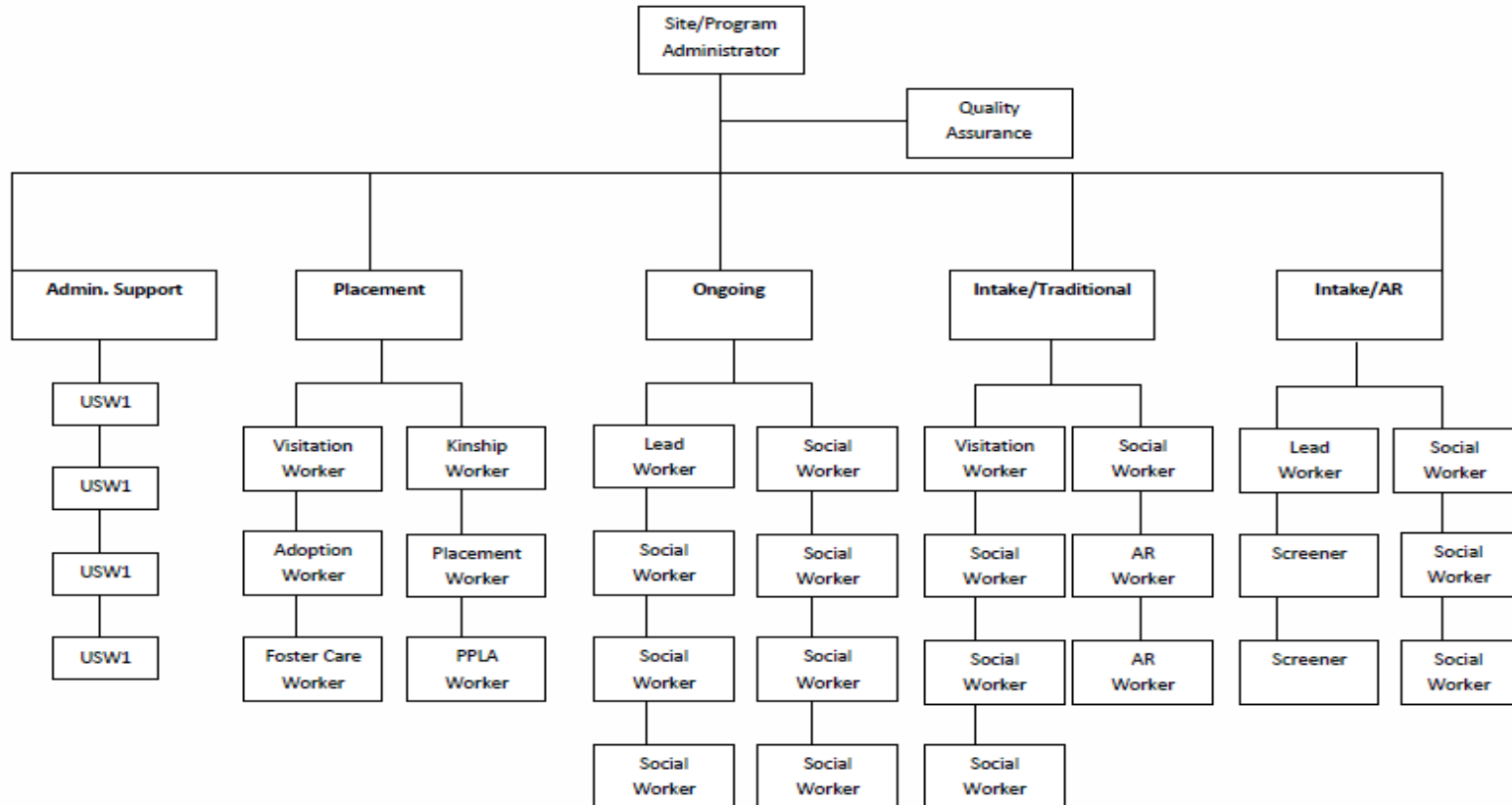


Table of Organization

South Central Job and Family Services (SCJFS) Table of Organization

CHILD SUPPORT -24 Staff

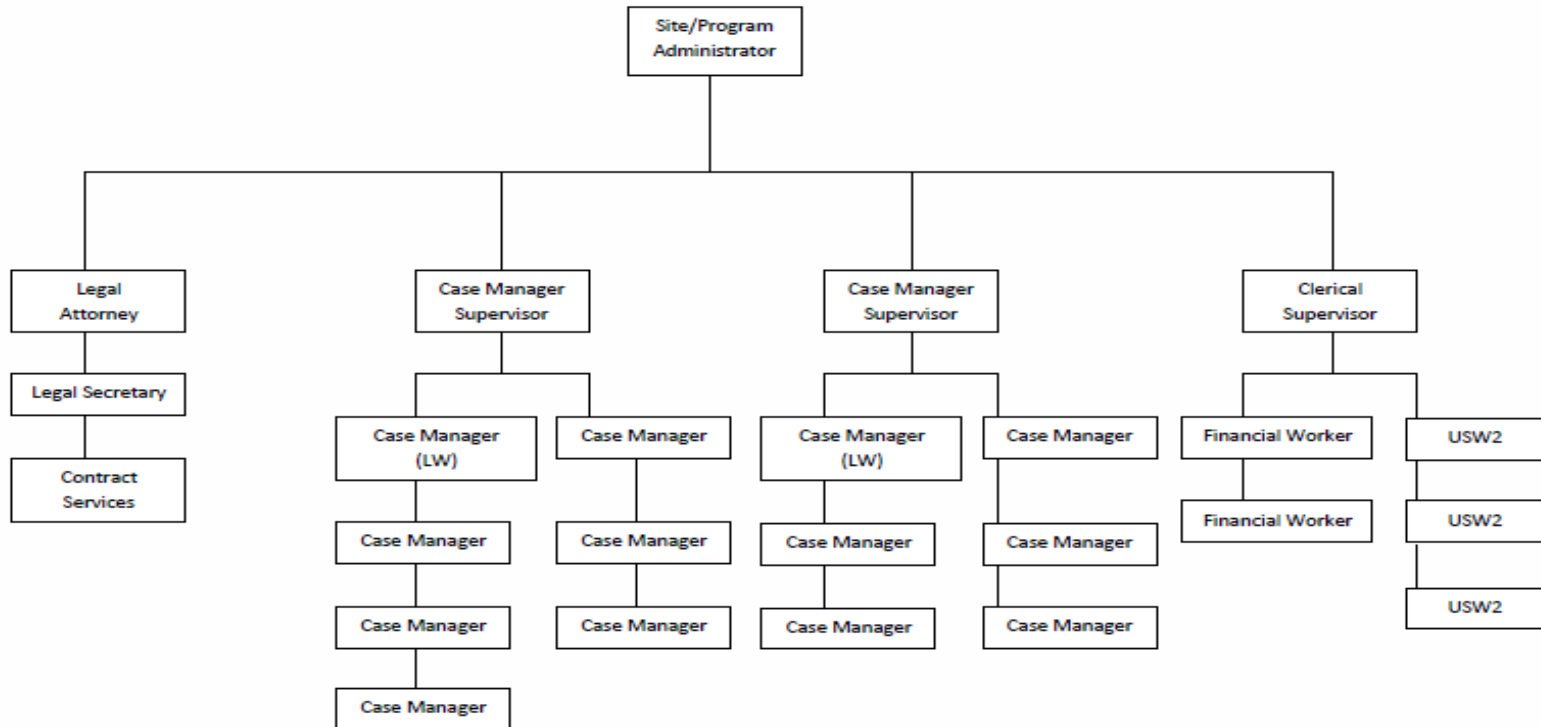
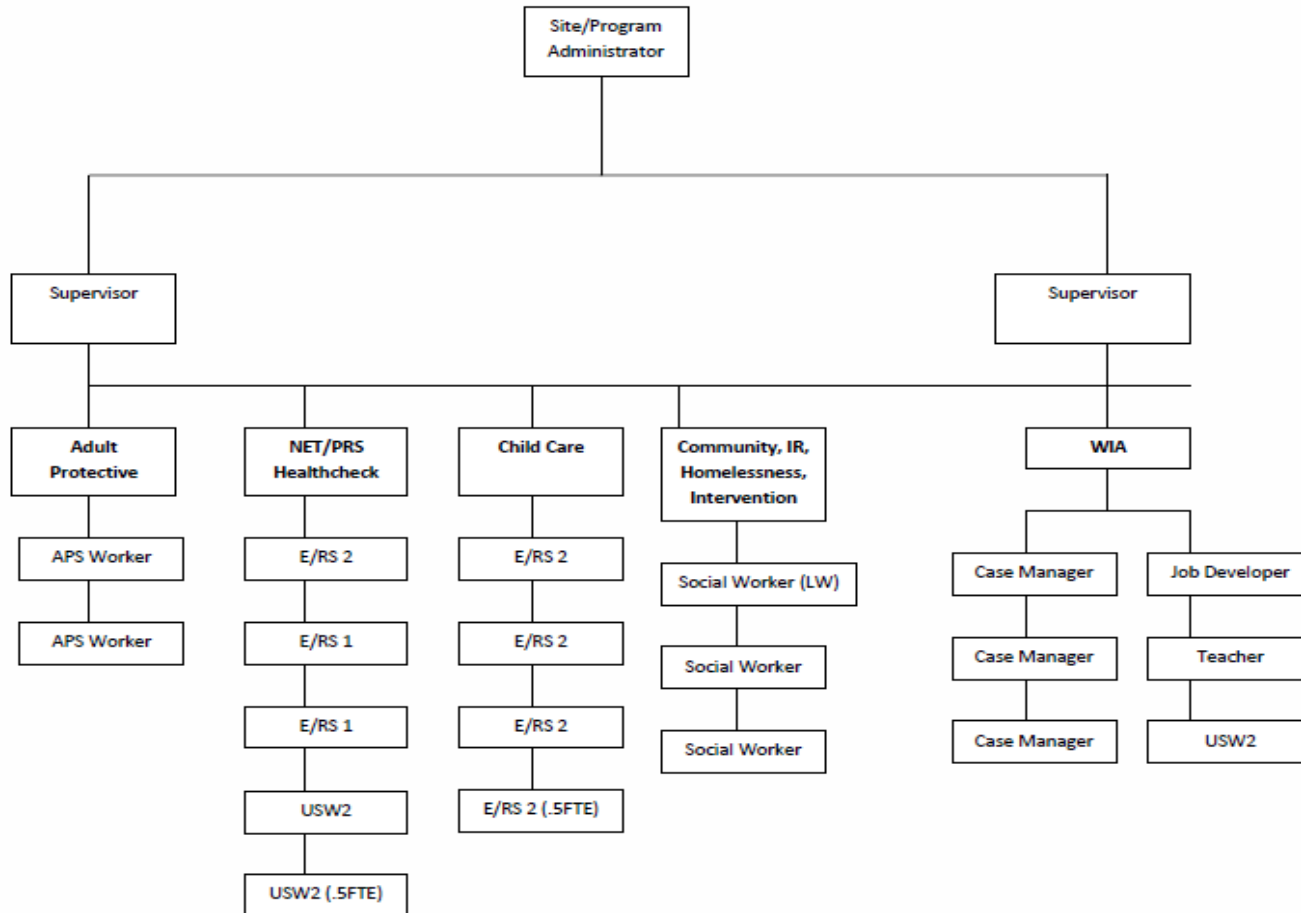


Table of Organization

South Central Job and Family Services (SCJFS) Table of Organization

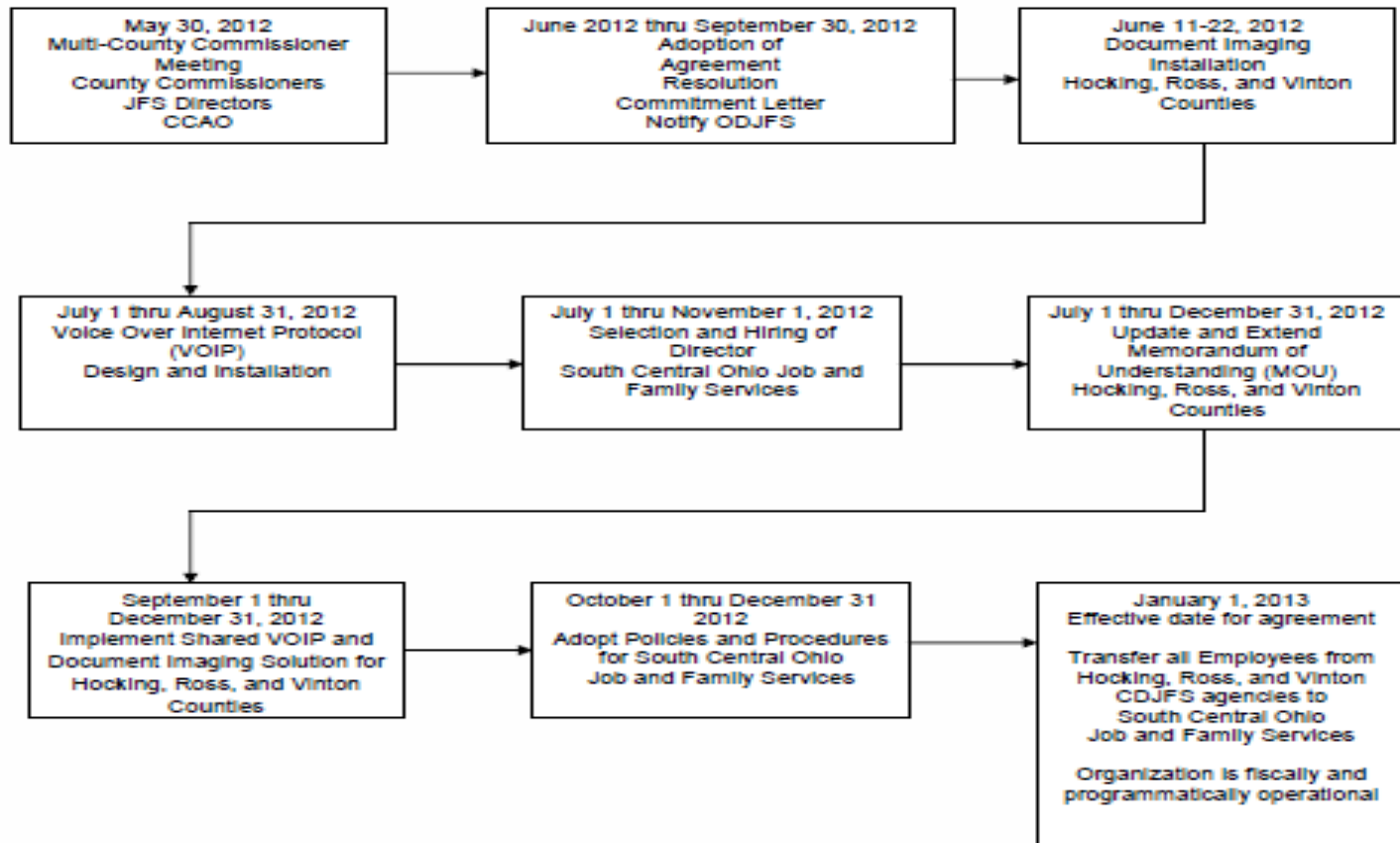
COMMUNITY SUPPORT-23 Staff



Current Timeline

SOUTH CENTRAL OHIO JOB AND FAMIL SERVICES (Hocking, Ross, and Vinton Counties)

TIMELINE



Joint County JFS Issues

County Commissioners

Indirect Cost

Issue

County A & B merge. County A is larger county. Per ORC, County A's Auditor is Fiscal Agent and Prosecutor is Legal Representative for new entity. County A's indirect cost increases, while County B's indirect cost decreases.

Health Insurance

Issue

County A is the larger county. Employees from County B will transition to either County A's health insurance program, or the new multi-county entity will secure individual policy.

Impact can be either positive or negative for both counties, depending on timing issues and the utilization history of employees entering the health plan.

Joint County JFS Issues

County Commissioner

Workers Compensation

Issue

Similar to health insurance issue. County A will gain employees, while County B will lose employees from their respective pools. Unsure if BWC will rate the new entity individually. New entity may have to be rated in County A, where the payroll is located.

Miscellaneous Issues

- County Buildings
- Collective Bargaining
- Operating Agreement
 - Board Representation
 - Agency Assets
 - By-Laws
 - Policy & Procedures
- Timing

Joint County JFS Issues

County JFS

HR Issues

- Classifications
- Pay
- Health Insurance (Dental/Vision)
- Pay Period
- Countable Hours for OT
- Travel Expenses
- Holidays
- Vacation
- Sick Leave
- Lunch
- Breaks
- Hours of Operation

HR Issues

- Work Hours
- Probationary Period
- Service Time
- Dress Code

Fiscal Issues

- Inventory
- Equipment/Vehicles
- Contracts
- Fiscal reporting system
- Fiscal year determination
- Implementation timing

Joint County JFS Issues

County JFS

Program Issues

- Staffing
- Standardization
- Taxonomy
- Work Flow

Employee Issues

- Communication
- Managing Change
- Buy-In

Action Items

- Engage prospective partner county(ies)
- Engage ODJFS, OJFSDA, CCAO
- Hire/Contract/Appoint a Facilitator
- Communicate with staff
- Communicate with local elected officials (ex: auditor & judges)
- Determine level of integration
- Determine cost savings/efficiencies
- Outline technology needs
- Explore HR issues

Contact Information

Jody Walker

Director

Vinton County DJFS

(740) 596-2584, ext 1606

walkej04@odjfs.state.oh.us