

**NOTICE
GRAND TRAVERSE COUNTY BOARD OF COMMISSIONERS
STUDY SESSION**

**Wednesday, February 8, 2017
5:30 p.m.**

**Governmental Center, Commission Chambers
400 Boardman Avenue
Traverse City, Michigan 49684**

The purpose of this study session is to provide an overview of the Commission on Aging (COA) and findings and recommendations of the Quality Assessment Panel and County Administration.

Please remember this Study Session is to review information only. No formal action will be taken at the meeting.

If you are planning to attend and you have a disability requiring any special assistance at the meeting, please notify the County Clerk immediately at 922-4760.

AGENDA

- 1. OPENING CEREMONIES OR EXERCISES**
- 2. ROLL CALL**
- 3. FIRST PUBLIC COMMENT**

Any person shall be permitted to address a meeting of the Board of Commissioners which is required to be open to the public under the provision of the Michigan Open Meetings Act. Public Comment shall be carried out in accordance with the following Board Rules and Procedures:

Any person wishing to address the Board shall state his or her name and address.

No person shall be allowed to speak more than once on the same matter, excluding time needed to answer Commissioners' questions, if any. The Chairperson shall control the amount of time each person shall be allowed to speak, which shall not exceed three (3) minutes. The Chairperson may, at his or her discretion, extend the amount of time any person is allowed to speak.

Public comment will be solicited during the two public comment periods noted in Rule 5.4, Order of Business. However, public comment will generally be received at any time during the meeting regarding a specific topic currently under discussion by the board. Members of the public wishing to comment should raise their hand or pass a note to the clerk in order to be recognized, and shall not address the board until called upon by the chairperson.

- 4. Commission on Aging Overview and Discussion of Findings and Recommendations of the Quality Assessment Panel and County Administration.**

Attachments – Background Information:

- A. Memo: August 15, 2016, “Commission on Aging Assessment Panel”**
- B. Memo: August 24, 2016, “Commission on Aging Update”**
- C. Memo: September 6, 2016 “Quality Assessment Panel and COA Board Questions”**
- D. Memo: October 5, 2016, “Initial Recommendations of the Quality Assessment Panel”**
- E. Newsletter: October 18, 2016: From the Desk of Tom Menzel, County Administrator, COA Update**
- F. Memo: November 8, 2016, “Commission on Aging”**
- G. Memo: November 29, 2016, “Commission on Aging Board Redesign and Millage Reduction and Savings Taxpayers \$750,000”**
- H. Memo: December 14, 2016, “COA Staff Update”**
- I. Memo: December 21, 2016, “Commission on Aging Update”**
- J. Memo: January 12, 2017, “Commission on Aging – Proposal to Establish a Management Services Agreement and Authorize Approval of the AAANM Agreement”**

5. Discussion

6. SECOND PUBLIC COMMENT (Refer to Rules under Public Comment above)

7. ADJOURNMENT



Memorandum

Grand Traverse County
Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Commission on Aging Board
Laura Green, Deputy Director

FROM: Tom Menzel, Administrator
Jennifer DeHaan, Deputy Administrator

DATE: August 15, 2016

SUBJECT: COA Quality Assessment Panel

County Administration received a formal request to fill the position of Nursing Supervisor and that request has since been approved.

However, during the course of this position review, several issues were identified which require additional attention. The first issue relates to the supervisory nature of the vacant position and that there may be a need to identify additional resources to ensure that the department is operating within best-practices and all regulatory requirements. The second issue continues to be the completion of a "full organizational redesign" which was directed to be completed by the County Administrator in November of 2015. While this has been discussed, no final report and or plan has been submitted to County Administration.

As a result of the issues noted above, County Administration is establishing a "Quality Assessment Panel" comprised of members of County Administration, Human Resources, COA Deputy Director, and the County's Health Department to review a number of issues at the COA that have been brought to our attention.

This "Quality Assessment Panel" will be charged to conduct the following:

- Complete the COA reorganization plan as directed by the County Administrator in 2015.
- Review the licensure and supervision process for existing Certified Nursing Aides and ensure compliance with all laws, regulations, and other standards.
- Evaluate the feasibility of "spinning-off" the COA as its own entity and/or relocating the COA to the Department of Public Works building; both efforts were suggested by the Deputy Director earlier this year.
- Review opportunities to partner with existing public health services provided by the Health Department to provide a continuum of care for individuals being served by the COA.
- Review issues of high-turnover at the COA.
- Review ways in which the COA can enhance services by reducing any back-log

that exists.

- Review the existing/proposed job description for the Nursing Supervisor to ensure that it is comparable to other similar positions within the organization.

The opportunity to bring together the additional resources in the County to assist the COA will prove beneficial to the clients and staff in the department. The results of this work will be presented to the COA board and the Board of Commissioners later this year.

Thank you for your continued leadership on the COA Board and we look forward to enhancing services by ensuring that all of the County's resources are available assist the COA.

c: Board of Commissioners
Wendy Trute, Health Officer
Aimee Carroll, Human Resources Director
Paula Sagala, Human Resources Consultant



Memorandum

Grand Traverse County
County Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Commission on Aging Board Members
Laura Green, Deputy Director

FROM: Tom Menzel, Administrator *TM*
Jennifer DeHaan, Deputy Administrator

DATE: August 24, 2016

SUBJECT: Commission on Aging Update

Last week, County Administration met with the Deputy Director to discuss the formation of the Quality Assessment Panel (QAP) and a memo was distributed to COA Board Members explaining the rationale for its formation. During that week, County Administrator, Tom Menzel, also discussed the formation of the QAP during the August COA Board Meeting.

As a result of these communications and subsequent questions and concerns communicated by the Deputy Director, County Administration wanted to ensure that the COA Board understood the rationale for the formation of this panel.

The creation of the Quality Assessment Panel is to ensure that the COA is operating utilizing best-practices that will ensure the highest-quality services to the clients of COA.

This effort is similar to the other efforts being undertaken at the County to review operations and draws upon the expertise and knowledge that is available within the County's resources. Specifically, the formation of this group is intended to address a number of issues that have been brought up over the past several months which include:

- Reorganization plan was not completed as requested in November 2015
- Staff lobbying COA Board members for salary increases
- Recommendation to spin-off COA to an independent Authority
- Recommendation to relocate the COA to the Public Services building
- Review the licensure and supervision process of CNA staff to ensure compliance with all laws, regulations, and best-practices.
- Concerns over supervision of the MedMinder program and a request from County Administration for the COA Policies and Procedures for the program, which have not been received.

In light of the above stated issues, and the additional issue of the closure of the Loan Closet and the potential disposal of County Property, which was identified during the COA August Board meeting, County Administration continues to affirm that the creation of the Quality Assessment Panel is necessary and essential. This panel will provide an evaluation of the department that will ensure the highest quality services to the COA Clients.

As stated in the August 15th memo, the QAP is intended to:

- Complete the COA reorganization plan as directed by the County Administrator in 2015.
- Review the licensure and supervision process for existing Certified Nursing Aides and ensure compliance with all laws, regulations, and other standards.
- Evaluate the feasibility of “spinning-off” the COA as its own entity and/or relocating the COA to the Department of Public Works building; both efforts were suggested by the Deputy Director earlier this year.
- Review opportunities to partner with existing public health services provided by the Health Department to provide a continuum of care for individuals being served by the COA.
- Review issues of high-turnover at the COA.
- Review ways in which the COA can enhance services by reducing any back-log that exists.
- Review the existing/proposed job description for the Nursing Supervisor to ensure that it is comparable to other similar positions within the organization.

In addition, County Administration is requesting the following information regarding management and supervision of the CNA staff and the MedMinder program as well as the closure of the COA Loan Closet and the disposal of County property. While County Administration received a memo from the Deputy Director on August 23rd in regards to the COA Loan Closet, the response did not affirm that County policies were followed or provide any proof that the County assets were not destroyed.

As a result, the following information is being requested from the Deputy Director in order to assess compliance with the requirements and best practices for oversight and supervision of the CNA's, oversight and supervision of the MedMinder Program, and management and disposal of county assets?

- What are the requirements and best-practices for the oversight and supervision of the CNA staff? How is this currently being achieved?
- What are the requirements and best-practices for the oversight and supervision of the MedMinder program? How are these currently being achieved? What policies and procedures have been established to ensure compliance and reduce the County's potential liability?
- When was the last inventory completed of the COA Loan Closet? Please provide documentation.
- What is the current inventory of the COA Loan Closet? Please provide documentation.
- What equipment was loaned out of the COA Loan Closet? Please provide documentation.
- How was the status of the equipment loaned out from the COA Loan Closet verified? Please provide documentation.

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- What accounts were prior revenues deposited into during 2016 from the “scrapping” of equipment from the COA Loan Closet in 2016? Please provide documentation.

A response to the above stated questions is requested to be provided by the Deputy Director no later than 8/26/2016.

The purpose of this communication is to ensure that the COA Board members understand the intent of the creation of the Quality Assessment Panel and that it is necessary and essential to ensuring that the clients of the COA are receiving the best care available under the proper supervision and management.

Should you have any questions or wish to discuss further, please contact us.

c: Paula Sagala, HR Consultant
Aimee Carroll, Human Resources
Jody Lundquist, Finance Director



Memorandum

Grand Traverse County
County Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Commission on Aging Board Members

FROM: Tom Menzel, County Administrator *TM*
Jennifer DeHaan, Deputy Administrator

DATE: September 6, 2016

SUBJECT: Quality Assessment Panel Update and COA Board Questions

Over the past few weeks, there has been a lot of misinformation discussed about the COA; including the motivations for creating the Quality Assessment Panel (QAP). At all times, this review has been the result of the need to ensure not only efficient services – but effective services that meet the mission of the COA and that best serve clients and taxpayers.

During the first meeting on Friday, September 2, 2016, the group discussed some of the policies and procedures that exist for the COA programs. This information was requested and received prior to the first meeting to allow for an adequate time to review. The results of the first meeting of the QAP have been eye-opening and the work of this group will continue until such time as all issues have been resolved.

As a result of the first meeting, there are a number of issues which were identified which need to be immediately addressed, including:

- Immediately ensure that any staff performing medical services have the proper supervision and oversight. Non-medical staff should not be supervising medical staff in the performance of medical services. Deputy Director Green will be working to ensure that all staff performing medical services have proper supervision.
- Deputy Director Green noted that in the absence of an RN, she has been seeking advice from the Pavilions COO, who is an RN. This relationship should be formalized in an Agreement to limit the COA/County's liability and protect client services and information. No Agreement for these services currently exists.
- Due to the complexity of the Health Information Portability and Accountability Act (HIPAA), we will review the applicability and/or compliance with HIPAA to the work of the COA. Deputy Director Green has stated that HIPAA does not apply to the COA, however County Administration will be working with Civil Counsel to review.

In addition to these immediate issues, the QAP will continue to review a number of issues that were identified and have also requested a number of additional documents and information from the Deputy Director. Needless to say, this review is essential to ensuring

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that the clients of the COA are properly receiving care and services within best-practices and legal guidelines.

On September 1, 2016, Deputy Director Green also furnished County Administration with a memo outlining questions from the COA Board. These questions are listed below with responses from County Administration.

COA Board Question: Why are Wendy Trute & Jody Kelly on the panel? What experience do they bring from In-Home services to be able to do a QA on the COA?

County Administration Response: The team which was assembled to assist the QAP has a wide range of knowledge and expertise in the provision of a variety of programs and services. The County Administrator retains the right and responsibility to ensure that we utilize the available resources and expertise within the County to support the COA.

COA Board Question: Will information and input from the clients be included at any point in the process? Will the clients have a voice especially since any changes made will impact our clients?

County Administration Response: Given that we do not know the full-results of the QAP or what recommendations will come out of this work, it is premature to develop a plan.

COA Board Question: Will there be a respectful dialogue regarding a “full organizational redesign” of the department with staff and the Board?

County Administration Response: We continue to be committed to a respectful dialogue and have done so through communication with the COA Board on a number of occasions.

COA Board Question: It is difficult to operate without positions being filled such as the RN Supervisor position which closed yesterday. Can interviewing begin immediately so that this key position is filled as quickly as possible?

County Administration Response: Yes, this issue was discussed during the QAP and members of the QAP will be involved in the interview process to provide necessary expertise in the hiring of the RN. At the QAP meeting, there was no plan communicated by the Deputy Director to have someone with medical qualifications assigned to the interview panel; this is essential to ensuring proper medical knowledge is demonstrated by the selected candidate.

COA Board Question: When a panel such as this is convened it distracts staff and makes it difficult to operate, when the review be done so the COA can return to business as usual?

County Administration Response: The work of the QAP is a deliberate and focused process that requires time, information, research, and discussion. We will continue this work until it is deemed complete.

COA Board Question: How will the COA Board of Directors be kept informed during the review process as the panel continues to meet since the meetings are classified as closed to the public.

County Administration Response: There are many staff meetings that are closed to the public. For example, the COA holds staff meetings weekly for which the public is not invited. Likewise, these meetings are working meetings where staff is reviewing information and formulating reports and recommendations. County Administration will continue to keep the COA Board updated, as necessary.

COA Board Question: Will the report come back to the COA Board for review and comment prior to going to the BOC Board of Directors?

County Administration Response: Again, given that we do not know the full-results of the QAP or what recommendations will come out of this work, it is premature to develop a plan. In any change process, communication with anyone that would be affected would be essential.

COA Board Question: What is the County's percentage of acceptable turnover?

County Administration Response: More important to this question is, what is the COA's acceptable level of turn-over? Providing consistent services to COA clients is essential for the purposes of quality of care and continuity of services. We will continue to review this issue in our discussions with the QAP and work to determine the appropriate answer for the COA.

Should you have any questions or wish to discuss further, please contact us.

- c: Paula Sagala, HR Consultant
- Wendy Trute, Health Officer
- Jodi Kelly, Deputy Health Officer
- Rodetta Harrand, COA Board Chair and COA QAP Board Representative
- Laura Green, Deputy Director COA
Board of Commissioners



Memorandum

Grand Traverse County
County Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Board of Commissioners
Commission on Aging Board

FROM: Tom Menzel, County Administrator
COA Quality Assessment Panel

DATE: October 5, 2016

A handwritten signature in blue ink, appearing to read "Tom Menzel", is written over the "FROM:" line of the memorandum.

SUBJECT: Initial Recommendations of the Quality Assessment Panel

The Quality Assessment Panel was established to ensure that the Commission on Aging (COA) is operating in a manner which will provide high-quality services to the clients.

While the COA has been a long-standing organization that has served the community well, it is evident that in each department or organization there is always a need to take a "fresh-look" at opportunities to improve services. With the 2016 vacancy of the Director and recent vacancy in the RN Supervisor position, we found this to be an opportune time to review a number of issues at the COA.

Throughout our work, we have reviewed policies and procedures, discussed the structure of the department, what works and what is challenging, and identified what needs to be refreshed. The results of these discussions have found a number of areas that are in need of a "refresh" and therefore, by consensus, the Panel has made the following observations:

- Immediately obtain supervision services for the LPN and CNA staff.
- Immediately reduce any waitlist for services.
- Need to recruit and hire a qualified RN Supervisor.
- Need to develop an orientation plan for the RN Supervisor.
- Evaluate nursing supervision coverage and determine necessary recommendations.
- Establish medical policies and procedures for home healthcare services.
- Develop and implement a HIPAA Policy.
- Develop and implement all procedures necessary to ensure HIPAA compliance.
- Conduct a review of all other policies and procedures related to healthcare services.
- Evaluate the IT Software RFP responses which were received earlier this year and make a recommendation to County Administration.

Based upon these initial observations, the QAP is recommending the following actions:

- Immediately enter into an Agreement with a private staffing company that can provide the necessary oversight of the CNA and LPN services by a qualified RN.
- Restructure the COA leadership with the qualifications necessary to oversee the healthcare services. This will require different professional competencies at the Director level which will include a Bachelor's of Science degree RN, Master's degree preferred, along with program development experience.

The new Director will have the expertise and competencies to address a number of "at-risk" areas identified above, continue to provide a high-quality home health program (with potential enhancements), and to professionally supervise the anticipated growth in need for these services.

- Continue the recruitment process for the currently vacant RN Supervisor position, and establish a new RN Supervisor position to provide back-up and support.

On Wednesday, October 5, 2016 members of the QAP, including Laura Green, Paula Sagala, and Jen DeHaan will meet with staff to present the planned restructure of the leadership of the COA. At this time, we will also reassure staff that the question of outsourcing or moving locations is not being considered and that we need to ensure that there is qualified leadership in place to support the high-quality services that are provided by the staff of the COA.

Through these changes, we expect that there will be a refreshed investment in the training, leadership, and accountability that is provided to the COA staff. It is imperative that the Director chosen for this position come prepared with the knowledge and skills to manage and oversee the healthcare services provided by the COA.

Over the next few weeks and months, the QAP will continue its review of non-healthcare related services and will be bringing forth any additional observations and/or recommendations as necessary.

Should you have questions, please contact Jen DeHaan or Paula Sagala.

c: Laura Green, COA Deputy Director
 Paula Sagala, HR Consultant
 Wendy Trute, Health Officer
 Jodi Kelly, Deputy Health Officer
 Rodetta Harrant, COA Board Chair and COA QAP Board Representative
 Jennifer DeHaan, Deputy Administrator

From the Desk of Tom Menzel
Grand Traverse County Administrator

October 18, 2016



The County's Path to Financial Stability

Less than a year ago, I was hired by the Board to be the County Administrator with a focus on bringing financial stability to the County and to review all of the departmental systems and processes to determine their effectiveness in the delivery of County services.

The Board and I have worked hard to address difficult issues by making decisions that are bold, objective, measurable, and business based. The intent is to move the organization forward in a positive way that benefits those that we serve and the

employees that deliver those services by providing both with a stable financial future.

We are working hard to plan now to provide services in the future and in doing so, make the critical decisions that ensure our region and children will have a secure future in a vibrant and growing community.

That is what we are doing here at the County and this newsletter will provide you with some updates about our work.

"Change is inevitable, but growth is optional. The only guarantee is that nothing ever stays the same."

Commission on Aging

There has been a lot of misunderstanding about the work that's being done at the Commission on Aging (COA).

First, services at the COA will continue to be maintained.

What we want to achieve is better service, with better trained staff that have better resources to work with.

I formed a Quality Assessment Panel to review

So...What's the Vision for GTC in 2020?



I often get asked, what's the vision? Where's Grand Traverse County going to be in 2020?

Well, we are going to provide the organization and leadership that our community needs.

We are going to implement services based on standards that our community demands.

This means, we want a high-performing organization that gives the tax-payer a high return-on their tax dollar.

We want an organization that utilizes updated technology to advance our transparency and accountability.

We want an organization that values human resources and recognizes their contributions.

how things operate at the COA and if we were in compliance with State regulations and best-practices.

Right now, I've found that we aren't complying with best-practices and some State regulations that we should be, which creates liabilities. As a result, we are taking immediate action to correct these non-compliance issues.

My charter is to make sure that we are operating in an efficient and effective manner and that we are providing employees with a safe working environment with

good management skills in place to lead them.

I want to increase the quality of services at the COA, shorten wait times, and increase COA's value by building upon the many good things that the COA has already completed.

If you have concerns, please don't hesitate to contact me.

Vision for 2020 **continued...**

We want an organization that is pro-active and innovative and not frightened by change.

We want an organization that invests in our employees, by offering training and development options that offer new opportunities for them.

We want an organization that makes balanced business-based decisions.

Last but not least, we want an organization that works for the public and that establishes public trust.

*If you have questions or concerns, contact Tom Menzel, County Administrator via e-mail or by calling him.
TMenzel@GrandTraverse.org or 231.922.4797*

A word cloud of organizational values and goals. The words are arranged in a roughly rectangular shape, with some words oriented vertically. The words include: Technology-Ready, Accountable, Service-Driven, Planned-Investment, Pro-Active, Financially-Stable, Regional, Performance-Based, Creative, Leadership-Development, Balanced, Collaborative, Innovative, Driver, and High-Performing-Organization.



Memorandum

Grand Traverse County
Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Tom Menzel, Administrator
Rodetta Harrand, COA Board Chair

FROM: Jennifer DeHaan, Deputy Administrator

DATE: November 8, 2016

SUBJECT: Commission on Aging

As a result of the changes to the organizational structure effective November 1, 2016, I have been on-site at the COA throughout the week. Several important issues which were identified in the QAP as well as other organizational issues that have been brought to my attention.

First and foremost, one of the biggest opportunities that has been observed is the opportunity to empower staff to make recommendations and to implement solutions. As the County Administrator's office has become involved in day-to-day operations, County Administration can serve as an advocate for changes and improvements that can assist in the continued benchmarking of quality services to clients of the COA.

The following issues were identified through the normal course of daily operations and we are working to address them appropriately:

- Internal Policies which need to be created, reviewed and/or updated:
 - Comp/Overtime Policy
 - Petty Cash Policy
 - Inventory Policy
 - Holiday Scheduling Policy
 - Grant Award Policy and Accountability
 - Policy regarding unused vouchers.
- Budget Amendments: No additional appropriations. There are several budget amendments which need to be completed and will require assistance from Finance Staff to determine how to proceed with programs that appear to be headed over-budget.
- Evaluate use of temporary staff to assist with leaf/snow removal to fill a vacancy for an employee that is unavailable due to short-term disability.
- Evaluate feasibility of utilizing the vacant building at the Keystone location for storage rather than purchasing space at a storage shed.
- Evaluate the feasibility of utilizing smart phones to support more efficient and effective communication.
- Implementing the use of credit/debit cards to make payments easier for clients

- and family members paying.
- All voucher programs (transportation, lawn, snow services) require policies and standards.
- Emergency Fund program does not have measureable standards for assistance.
- Annually the COA awards “grants” to local organizations, there are no standards for awarding a “grant.”
- Revision of Screening Tools for Homemaker Assessments to comply with HIPPA requirements.
- Development and Implementation of HIPPA Training Plan/Policy.
- Development and Implementation of CNA Training and Assessments.
- Technology – Needs work order system at a minimum.
- Data and Reporting issues related to technology and tracking process.
- Selection of contractors for Voucher Programs and development of voucher program to best meet client needs.

One issue which needs to be addressed is the scheduling of the COA Board meeting for November 15th. It is my understanding that the Board has the following items planned for review and discussion: 1) Strategic Plan; 2) 2017 Fees for Service; 3) Grants, and; 4) Board structure and by-law review.

There are several things to note regarding these agenda items:

- 1) Strategic Plan: The COA Board does not have anyone facilitating this discussion. Due to the changes going on at the COA and the need to determine how we can better operate, it is not an appropriate time to discuss the Strategic Plan until current operations are reviewed.
- 2) 2017 Fees for Services: The COA Board has historically made recommendations to the BOC for fees for services. Staff has indicated that there has not been a significant change to the fee structure in a number of years. At this time, it is not recommended that there be any changes to the fee structure and the Board of Commissioners adopt the existing fee structure in their 2017 budget process. Because there is no change, there is no requirement for the COA Board to review. Any potential changes would be counterproductive while the QAP review is under way.
- 3) Grants: There are several concerns related to the previous grant administration. The Treasurer of the COA Board had been completing the annual audit of the grants on behalf of the COA. According to staff, grant audits/reviews were not completed in 2016 for 2015. There does not appear to be any criteria for grant awards. This should be developed. There is also no mandatory timeline or reason for the meeting to occur to consider these grant requests. A more well-planned process for evaluating grant requests should be in place prior to awarding these funds.
- 4) Board structure: Earlier this year, the COA Board discussed but never formally adopted a new structure for 2017. The proposed structure will require a significant level of staff support and will require continued use of dedicated staff time for facilitated meetings of the Board. The proposed Board structure for 2017

will increase the number of meetings from the 2016 schedule and continue to divert critical staff resources away from implementing the necessary, reliable, and consistent services that are necessary to the COA Clients.

Furthermore, the movement of meetings from the Government Center to the basement of the COA further moves the Board away from full transparency as parking is limited and staff is distracted by Board members in the office. Board meeting location should be further evaluated to determine the best and most efficient location for meetings.

At this time, as the QAP continues its work, and as I have become engaged in day-to-day operations, I would recommend that the QAP be tasked to review the Board By-Laws to determine how to best support the new director of the COA. While the current by-laws require election of the Officers at the November meeting, there is no negative impact if this is delayed to allow the QAP time to review and recommend the appropriate structure to the Board of Commissioners to assist the new director of the COA.

Due to the above, I am recommending that the November meeting of the COA Board be cancelled as there are not any urgent agenda items that require Board action. This will allow staff to continue to focus their efforts to address the above stated issues.

We will continue to work on the above stated items and will provide you with updates as issues are resolved and on any new critical issues. At this time, the first week on-site has been eye-opening. I have found the staff to be extremely dedicated to their work and committed to the clients of the COA. Their passion for service is to be honored and appreciated and therefore we owe them the development of leadership that will continue to empower and enable them to service the COA clients, or as they say at the COA, "*to care for those, who cared for us.*"



Memorandum

Grand Traverse County
Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Board of Commissioners

FROM: Tom Menzel, County Administrator *TM*
Jennifer DeHaan, Deputy County Administrator

DATE: November 29, 2016

SUBJECT: Commission on Aging Board Redesign & Millage Reduction and Saving Taxpayers \$750,000

At the direction of County Administration, the COA Quality Assessment Panel (QAP) continues to work towards identifying ways to improve operations and solidify the leadership at the Commission on Aging (COA).

At the last meeting on Thursday, November 17, 2016, the QAP discussed a number of issues and continues its work to create a training and development plan for CNA staff as well as to review and develop the necessary policies and procedures to be HIPAA compliant. In addition, the QAP discussed how the COA Board can best be structured to support the new director and provide counsel and advice to continue to enhance the services at the COA.

COA Board Composition

The current Board Chair and the former Deputy Director echoed each other regarding feedback as to how the COA Board can best support the services of the COA. Based upon this feedback and identification of the current and important issues that are being addressed and those that need to be addressed, the QAP is recommending that the COA Board be redesigned to best support the new director and the improvements that are underway at the COA.

In addition, the former Director and Deputy Director have reported that they have spent 60-80% of their staff time supporting the COA Board. By redesigning the Board structure staff can refocus their efforts on providing services rather than managing a Board. This will provide a benefit to staff and clients of the COA and be a better use of tax-payer dollars.

The redesigned COA Board will clearly act in an advisory role to the new Director and will not be involved in day-to-day operations. The lack of clarity in the role of the COA Board in the past has been a confusing point that has caused multiple Board members to question their role in the day-to-day operations. As a matter of practice, a Board should be either a policy making

board or clearly defined as an advisory board. In this case, the Board of Commissioners acts as the true policy making Board for all County departments and has further designated the County Administrator for being responsible for day-to-day operations.

Given the specialized nature of the services provided by the Commission on Aging, it is important that the COA Board be advisory in nature and that it is structured with the necessary expertise to provide advice and counsel to the new director. The Individuals appointed to this Board should carry with them expertise in specific areas and also be able to provide information and experience that demonstrates best-practices in the industry for which the COA is serving.

It is recommended that the COA Advisory Board focus its efforts in the following areas:

- Service Quality / Client Satisfaction
- Financial Oversight, Transparency, and Accountability
- Compliance with Best-Practices and Legal Responsibilities
- Healthcare Best-Practices
- Community Partner for Senior Services

Further, the COA Advisory Board should be charged to complete the following and submit a biannual report to the County Administrator in coordination with the COA Director:

- Review data and information related to client services to examine areas in which there are waitlists or over/under utilization of services and to assist the Director in realigning resources to best meet the needs of the population served.
- Review best-practices in the areas of providing in-home services to Senior Citizens and offer information and knowledge as to how to better meet growing needs.
- Review all contractual requirements for the COA to ensure compliance with any requirements.
- Provide professional feedback to the Director on proposed changes such that those changes may take into consideration client satisfaction, safety standards, training needs for staff, technology investments, and general professional standards.
- Provide professional resources and knowledge that will continue to support high-quality services to clients of the COA.
- Review financial resources and the allocation of such resources for programs and services of the COA.

In addition, the size of the Board should promote dialogue and discussion that can provide advisory information to the new director. The recommended size of the COA Advisory Board shall be four (4) members which shall be appointed by the Board of Commissioners for a 3-year term. This will allow for specific expertise in the areas for which the COA serves. Members of the COA Advisory Board should demonstrate professional expertise in the following areas and be a resident of Grand Traverse County:

- **Healthcare Expertise:** Given the anticipated growing healthcare needs of the senior

population in Grand Traverse County, a member of the COA Advisory Board should have professional knowledge and training in healthcare.

- **Compliance/Legal Expertise:** Due to the complexity of legal compliance, a member of the COA Advisory Board should be able to assist in evaluating compliance with best-practices and legal requirements of the contracts entered into with the COA.
- **Accounting/Financial Expertise:** As the COA receives public tax-payer dollars through the dedicated millage, it is essential that a member of the advisory Board have current expertise in the area of finance and accounting.
- **Regional Knowledge of Commission on Aging Services:** Given that the COA is designated to provide services to Grand Traverse County residents over the age of 60, it is imperative, that a member of a partner agency be appointed to this Board. The partner agency works in coordination with the COA in terms of contracting and funding and can provide additional insight into available resources, carries knowledge of what other communities are doing, and can link available resources and services across the region to seniors in Grand Traverse County.

Given the nature of the advisory board and that it will serve to advise the Director on issues and best-practices, it is not necessary to establish formal by-laws, appoint a Chair-person, Vice-Chair, Treasurer, and Secretary or to establish ad-hoc committees as these are all formal steps that are unnecessary for a professional advisory group that supports the Director and is not responsible for policy making.

Overall, the QAP recommends that through this redesign of the COA Advisory Board and the clear delineation in responsibilities, that the Advisory Board can be effective in promoting best-practices, evaluating risk and liability, promoting quality of services, and promoting training and development of current employees.

A proposed timeline for the recruitment of these advisory board members is during the 1st quarter of 2017, during which time we hope to have the COA Director position filled.

As a formal matter, it is recommended that the Board of Commissioners formally rescind all prior action to establish the Commission on Aging and replace it with a redesign as noted herein and to require biannual reports be provided to the County Administrator. A Resolution is attached for your review and consideration.

Commission on Aging - Dedicated Millage Rollback Saves Tax Payers \$750,000

Furthermore, and most impactful to taxpayers is the need to monitor the use of the COA dedicated millage in the most responsible way. The COA advisory board will be responsible to monitor the dedicated tax levy, which has not been adequately monitored in prior years. This lack of monitoring has resulted in a fund balance that far exceeds the needs of the department and takes away dollars from tax payers that could be used by taxpayers for other needs.

This fund balance has been growing prior to 2013 and is projected to continue to increase in FY 2016.

	FY 2013	FY 2014	FY 2015	FY 2016 Minimum Projected
Fund Balance	\$ 1,312,639	\$ 1,381,672	\$ 1,418,250	\$1,600,000

According to the COA Fund Balance Policy (attached) the COA shall maintain an "Unreserved fund balance at each fiscal year end, at a range of 18-20% of year end revenues." It is interesting to note that most Fund Balance policies are based upon the amount of expenditures rather than revenues. This should also be reviewed further. However, given the current policy, the fund balance in the COA budget should be a minimum of \$452,000 based upon the most recent FY 2015 year end revenues.

However, the current fund balance exceeds \$1.4 million and is expected to grow upon the closure of the FY 2016 budget to upwards of \$1.6 million or 64% of the total revenues, which far exceeds the fund balance policy. As a result, it is recommended that the millage amount be rolled back in 2017 for FY 2018.

The millage rollback would be effective with the December 2017 property tax levy and be reduced by 25% to .33735 mills and save tax-payers approximately \$750,000 and realign resources that are necessary to provide COA services. It is important to note that the fund balance policy and fund balance should be reviewed annually as part of an effective budgeting process and that this reduction is likely a one-time spend down.

This reduction will not impact the delivery of services to seniors, but it will more effectively manage the taxpayer resources that the County has been entrusted with.

This action to reduce the millage rate to realign the necessary resources is an essential action to demonstrating effective fiscal stewardship over the finances for the budget. The attached resolution reduces the millage levy in 2017 and requires continued review by the redesigned COA Advisory Board with regular reports to the County Administrator.

c: Commission on Aging Board Members
 Laura Green, Commission on Aging
 Jody Lundquist, Finance Director

**GRAND TRAVERSE COUNTY
COMMISSION ON AGING
BOARD ORIENTATION**

POLICY: FUND BALANCE

DATE: 2-10-04

REVISED: 1-4-2013, 6-26-13, 8-06-13, 10-30-14

POLICY DESCRIPTION:

Grand Traverse County Commission on Aging's unreserved fund balance is a measure of its financial resources. The accumulation of unreserved fund balance during favorable economic times is a resource to sustain the department in times of economic duress. Establishing this policy will assist the Commission on Aging in adhering to a prudent fiscal management tool which is widely recognized as appropriate for protecting the Commission on Aging's overall financial condition. This policy establishes an acceptable level for unreserved fund balance, a mechanism for using excess unreserved fund balance, the mechanism for utilizing fund balance below the target range, and a mechanism for replenishing fund balance below the target range.

POLICY ON UNRESERVED FUND BALANCE LEVELS

The Grand Traverse County Commission on Aging sets the following policies on general fund unreserved fund balance levels,

Target Range. The Grand Traverse County Commission on Aging will strive to maintain an unreserved fund balance at each fiscal year end, at a range of 18% to 20% of actual year end revenues. This level will be known as the Commission on Aging's "Target Range" for unreserved fund balance.

Draw Down of Funds in Excess of the Target Range. Any funds in excess of the target range may be designated in the Commission on Aging budget for any of the following:

To be used to fund future capital projects or large capital items.

To be used to reduce the following years' debt service.

To be used to fund capital items in the current budget.

Use of Funds Below the Target Range. Utilizing the unreserved fund balance below the target range will only be budgeted with 2/3 approval of the whole Commission on Aging Board and is intended for emergency situations or in times of economic duress. Changes to this policy must be approved by the Grand Traverse County Board of

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Commissioners.

Replenishing the Target Range Shortfall. If the unreserved fund balance at the end of a fiscal year is less than target range, the Commission on Aging will strive to increase the unreserved fund balance with adjustments to the current budget or in a subsequent year until the unreserved fund balance is back within the target range.

Reporting and Monitoring. At least on a quarterly basis the Director of the Commission on Aging will report to the Finance Committee the status of the unreserved fund balance.

Review and Updating the Policy. This policy will periodically be reviewed by the Commission on Aging Board based on the recommendations of the Director for any changes that are appropriate to be submitted to the Commission on Aging Board.

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RESOLUTION # _____

WHEREAS, In August 2016, the County Administrator established the Quality Assessment Panel (QAP) to review operations of the Commission on Aging (COA) and

WHEREAS, The work of the QAP has identified a number of areas for improvement and enhancements that will provide better services to the clients of the COA and ensure compliance with best-practices; and

WHEREAS, Staff has indicated that 60-80% of staff time was designated to supporting the Board; and

WHEREAS, It is the recommendation of the QAP that the COA be redesigned to maximize the use of staff time such that it can be designated for work to support client services and the work of the new director and the improvements that are underway at the COA; and

WHEREAS, At the same time as the QAP review the staff of the Administrator's and Finance Department have been concerned with the excessive growth of fund balance at the COA and are recommending that the millage be reduced to save tax-payers a minimum of \$750,000 by rolling back the millage rate for one year without impacting or changing any of the current services at the COA.

NOW THEREFORE BE IT RESOLVED, that the Grand Traverse County Board of Commissioners approve the following:

Rescind all bylaws and current rules and regulations of the Commission on Aging and redesign and replace it with the following:

The COA Advisory Board shall be comprised of four (4) members and appointments shall be for three (3) years appointed by the Board of Commissioners that focus their advice to the new Director specifically on these five areas:

- Service Quality / Client Satisfaction
- Financial Oversight, Transparency, and Accountability
- Compliance with Best-Practices and Legal Responsibilities
- Healthcare Best-Practices
- Community Partner for Senior Services; and

The four members shall have professional training in the following areas:

Healthcare Expertise: Given the anticipated growing healthcare needs of the senior population in Grand Traverse County, a member of the COA Advisory Board should have professional knowledge and training in the area of

healthcare.

Compliance/Legal Expertise: Due to the complexity of legal compliance, a member of the COA Advisory Board should be able to assist in evaluating compliance with best-practices and legal requirements of the contracts entered into with the COA.

Accounting/Financial Expertise: As the COA receives public tax-payer dollars through the dedicated millage, it is essential that a member of the advisory Board have current expertise in the area of finance and accounting.

Regional Knowledge of Commission on Aging Services: Given that the COA is designated to provide services to Grand Traverse County residents over the age of 60, it is imperative, that a member of a partner agency be asked to be a member of this Board. The partner agency works in coordination with the COA in terms of contracting and funding and can provide additional insight into available resources, carries knowledge of what other communities are doing, and can link available resources and services across the region to seniors in Grand Traverse County.

The COA Advisory Board shall not have any policy making authority as that shall rest with the Board of Commissioners but shall work in an Advisory role to the Department Director to share knowledge and experience.

BE IT FURTHER RESOLVED, that the Grand Traverse County Board of Commissioners reduces the COA dedicated millage levy in 2017 from .4998 to .3375 mills due to the excessive fund balance of over a projected \$1.6 million, which is approximately 64% of the annual revenues and exceeds the fund balance target of 18-20%; and


BE IT FURTHER RESOLVED, that the Board of Commissioners works to ensure that taxpayer dollars are used most effectively and therefore directs staff to file the appropriate paperwork with the State to reduce the dedicated millage levy to .33735 mills in 2017 in order to save taxpayers approximately \$750,000 in 2018.



Memorandum

Grand Traverse County
Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Commission on Aging Staff

FROM: Tom Menzel, County Administrator
Jennifer DeHaan, Deputy Administrator 

DATE: December 14, 2016

SUBJECT: COA Staff Update

As we close out 2016, we wanted to communication our appreciation for your service to the County and to the Clients of the Commission on Aging. The work that you do each day helps to improve the lives of the citizens of Grand Traverse County and we appreciate your work and dedication to serve those who cared for us.

As you are likely aware the department has undergone some organizational restructure from Board level to departmental leadership. While these changes may not impact your day-to-day operations, these changes have resulted in some things that do impact you.

From relocating the Home Chore staff from the storage units to their office and equipment location at the old animal control building to reviewing the necessary healthcare supervision for the CNA's, we have and will continue to work towards empowering the staff and working to improve our current processes.

Earlier this year, many of you have had a chance to meet with Tom, Jen, and HR Consultant Paula Sagala. Throughout those discussions, we heard a number of issues that we have been working to address and in some cases resolve. For those issues which are still outstanding, we continue to work on those. However, we have hit some important conclusions that we wanted to make you aware of.

- Staff which were automatically reclassified to Universal Aides effective January 1, 2016 are now able to transfer back to their prior positions, should they so desire. We greatly respect the work that you do and any prior changes should have taken into account the COA commitment to making sure that this change did not impact current staff. Please advise your supervisor if this impacts you and you wish to convert back to the prior staffing model.
- COA staff are no longer required to work Holidays. As County employees you are afforded benefits of the County and there is no requirement to work Holidays. You may elect to work Holidays to serve your clients should you desire. Please notify your supervisor if you would like to do this.

- Comp Time/Overtime. During our discussions, it came to our attention regarding some confusion about the use of comp time and overtime. This has since been clarified and hopefully any confusion has been resolved. If there are additional questions, please contact your supervisor.
- We have conducted a review of compensation for the Homemaker Aide classification and are implementing a change to reclassify the salary grade A \$11.21 - \$14.01/hour to salary Grade B \$11.98 - \$15.00/hour. This change represents the significant amount of work conducted independently in the company of the client. Homemaker Aides are expected to be with a client a certain amount of time per visit and are expected to deliver a service that conforms to the expected amount of time with each client. This expectation requires the employee to perform other tasks for the client that are not deemed routine and requires more independent initiative. As such, the salary change will be effective 1/1/2017.
- Part-Time temporary staff has been authorized for the Home Chore staff as well as the office staff to fill vacancies which currently exist. The remaining two positions in the Homemaker Aide positions have been filled with staff to begin working even this week. We continue to recruit and interview for a Director that will meet the needs of the organization.

We hope, that through these changes, you can see the benefit of having County Administration be an advocate for you and for the clients of the COA. With that said, we have many more items to tackle and look forward to continuing this work and ensuring that you have the tools necessary to perform your jobs in the best way possible.

Should you have any questions, please let Jen or Paula know.


c: Board of Commissioners
 Paula Sagala, HR Consultant
 Jody Lundquist, Finance Director
 Human Resources – Please effectuate the changes above.



Memorandum

Grand Traverse County
County Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Board of Commissioners & Commissioners-Elect

FROM: Tom Menzel, Administrator
Jennifer DeHaan, Deputy Administrator 

DATE: December 21, 2016

SUBJECT: Commission on Aging Update

Over the past month, County Administration has been on-site at the COA and continues to be impressed with the staff's dedication and care for our Senior Citizens. Over the course of the past month, we have seen countless examples of staff going above-and-beyond to take care of clients, from clearing snow on the weekends to identifying health related issues that need to be attended to. As you know, their work has been completed with many challenges and we are continuing to work to provide the tools to assist them. As such, we wanted to provide you with an update on the many positive changes that are impacting the department.

A brief summary of these efforts is below:

- Contracted with an agency to provide professional oversight in home healthcare services that will ensure our supervision was compliant and aligned with health practices.
- Review staffing and taking steps to fill vacant positions while we continue to complete the hiring process.
- Relocated the equipment stored at rental storage unit to the old animal control building which is on-site of the COA Home Chore Work Shop which now provides ease of access for staff to work and maintain equipment in one location.
- Actively implementing the use of credit/debit cards to ease payment options at the COA.
- Adopted a policy to address the use of transportation vouchers which, in some cases, appears to be excessive. The policy now includes an assessment of transportation needs for high-use clients.
- Through various actions, we are streamlining the processing of vouchers which will free-up staff time and reduce multiple data entry processes.

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- Completed an internal compensation assessment of Homemaker Aide staff as compared to other internal classifications and upgraded these position classifications to according to the existing County's classification/point compensation system.
- Identified and rewrote conflicting policies between the department and the County as a whole.
- Continuously monitoring any wait list for home healthcare services and taking necessary steps to work with Comfort Keepers to alleviate them.
- Reviewed and revised contracts with transportation contractors to provide services.
- Board of Commissioners redesigned an advisory Board for COA which will assist in providing professional advice/counsel to the new Executive Director. Recruitment will begin in January 2017 for the advisory Board.
- Actively reviewing options for providing on-going training and education for staff.
- Actively reviewing best methods to develop HIPAA compliance.

While these have been the first steps that have been completed, there continues to be additional work that needs to be done. We will continue to focus on shoring up issues related to emergency funding standards, establishing policies and procedures, reviewing compliance with best-practices, and how to best use technology to improve services to clients and efficiency for staff.

Despite these efforts, we continue to be challenged to meet the requirements in the AAANM Agreement for services which requires HIPAA compliance. As I am sure you are aware, HIPAA is complicated and fraught with fines and penalties if compliance is not met. Therefore, staff has taken this challenge seriously and dedicated a significant amount of time to investigating and reviewing what is necessary to be compliant.

As a result of the complexity and limited skills to establish and implement the HIPAA requirements, we have not been able to recommend the Board approve an Agreement with the AAANM and last week (December 15, 2016) we received notice that COA would be unable receive reimbursement (effective December 31, 2016) because the Agreement had not been signed. This is what we would expect as the County's non-compliance places the County and AAANM in a position of liability if we were to be audited. **It is important to note, that the COA will continue to provide services to these clients, however, the COA will not be eligible for reimbursement until we signed the Agreement with AAANM; therefore any costs would have to be absorbed by the COA.** The AAANM has advised that if this issue can be resolved in January that reimbursement would not be interrupted.

Since receiving notification from AAANM we have been working to identify alternative solutions that will quickly bring the COA into full compliance with the requirements of the AAANM Agreement.

To effectively resolve this matter, prevent any interruption of services, County Administration is exploring the development of a Management Services Agreement (MSA) with our current vendor, Comfort Keepers. Comfort Keepers through their corporate expertise have developed the processes and systems that exceed any steps

that the current COA could develop in a short-period of time to meet the AAANM requirements. Comfort Keepers currently provides these same services to Leelanau County seniors and will be able to manage the service as they have consistently demonstrated as an existing contractor for the COA.

If an MSA is developed, the COA would be able to capitalize upon the expertise and professional resources of a national company that has a dedicated staff working diligently to make sure that services meet all standards for care and compliance.

A management services agreement will enable the COA to enhance client services by providing top-of-the-line professional training to staff, providing for the use of technology that is desperately needed to maximize services and staffing resources, and provide access to third-party payors and other partnerships that will enhance services to clients.

Overall, an MSA, if developed would apply the best practices and industry standards for staff and clients of the COA more quickly and enable the COA to evolve and adapt to the complex needs of our growing senior population.

While we have taken initial steps to promote HIPAA compliance by having COA staff review a HIPAA training video and sign appropriate confidentiality policies, HIPAA is much more complex than simply signing forms and involves integration with technology and office systems. Therefore, through the development of a MSA we can utilize the expertise already established and implemented such that we can continue forward without interruption to services.

The COA is a County Department and the Field Staff would continue to be County employees that will maintain all benefits and compensation as county employees. This is an effort to leverage and maximize the resources that this community and industry has to ensure the best care and services for our Senior Citizens.

As a matter of background, Comfort Keepers has been providing services to the COA over the last 10-years. In 2016 Comfort Keepers provided on-call and back-up services to COA Clients and again responded to an RFP for services in 2017; no other agencies responded to the RFP. Comfort Keepers has been an excellent partner to the COA and is far more advanced in adhering to complex policies and procedures, providing training to staff, and utilizing technology to maximize efficiency for clients and staff.

The development of a MSA **will not** change any of the current services to COA clients but will result in the following positive steps:

- Upon transition, immediately result in compliance with any HIPAA requirements and therefore enable the Agreement with AAANM to be signed.
- Provide access to technology to more efficiently schedule clients, reschedule clients, and improve overall services.
- Clients will continue to receive the same level of service that they have become accustomed to. There will be no changes to the services.
- Provide training and on-going educational opportunities as identified by the QAP earlier this year which are essential for investing in employees.

- The County Board of Commissioners will still maintain oversight over the fee schedules at the COA.
- The new Director of the COA will be responsible for contract oversight and ensuring services meet COA standards.
- Clients will continue to be COA clients under the management oversight of Comfort Keepers.
- Potentially expand partnerships that exist between Comfort Keepers and the Department of Veterans Affairs as Comfort Keepers provides services through contract for the DVA.
- Provide clients with the ability to access third-party payors that may be able to off-set costs that they currently incur.

In order for the MSA to be developed it will be necessary to undertake a transition period which would occur in the first quarter of 2017. This period of time would require the following steps:

- 1) Review: In order to adequately assess the caseload and information at the COA, a period of time will be necessary to review data and information to properly understand what currently exists and how it can be transferred seamlessly.
- 2) Establish a start-up process and transition that will introduce staff to the training, technology, and resources that is provided by Comfort Keepers.
- 3) Seamless Transition: Through conducting the review and implementing a start-up process, we will be able to then conduct a seamless transition services under the MSA to provide regular on-going operations during the first quarter of 2017.

Due to the urgency provided by AAANM, we wanted to provide you with an update of the status of the work at the COA and the next steps. We anticipate bringing a Management Services Agreement to the Board in January and to then be able to recommend the Board sign the Agreement with the AAANM. At that time, we will have additional information as you consider this recommendation.

Should you have any questions, please let Jen or I know.



c: COA Quality Assessment Panel



Memorandum

Grand Traverse County
County Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Board of Commissioners

FROM: Tom Menzel, Administrator 
Jennifer DeHaan, Deputy Administrator 

DATE: January 12, 2017

SUBJECT: Commission on Aging – Proposal to Establish a Management Services Agreement & Authorize Approval of the AAANM Agreement

In a December 21, 2016 memo, we provided an update regarding the efforts to resolve issues identified at the Commission on Aging through the review completed by the Quality Assessment Panel. In that memo, we also recommended the exploration of a Management Services Agreement (MSA) to meet HIPAA compliance and to subsequently provide supervision and management of home healthcare, respite, homemaker, and foot-care services.

Since that time, we have been in discussions with Comfort Keepers the current provider of stand-by and back-up services for the Commission on Aging. It is important to note, that in 2016, the County issued a request for proposals to provide these services and Comfort Keepers was the only responding agency and was subsequently awarded a contract to provide services in 2017.

Given the historical and ongoing relationship between Comfort Keepers and the COA our mutual knowledge of one another's services and abilities, it is the most practical and logical method to address the issues at the COA and also enhance services.

Enhanced Staff Resources and Administrative Processes

The Management Services Agreement which is proposed will provide the following:

- Immediately address concerns related to the County's compliance with HIPAA;
- Enhance client services by providing top-of-the-line professional training to staff;
- Elevate COA services to meet best practices and higher standards;
- Provide for the use of technology that is desperately needed to maximize services and staffing resources;

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- Provide for the use of technology that is desperately needed to maximize services and staffing resources;
- Provide clients with the ability to utilize third-party payers, where available, to offset their out-of-pocket expenses, this is currently not available through the COA;
- Provide access to national resources and expertise that have a proven ability to provide services in northern Michigan;
- Implement specialized technology that will provide family members and authorized individuals with secure access to information regarding care and services;
- Maintain all existing direct care staff as County employees with all the benefits and compensation afforded to them as County employees;
- Streamline the antiquated and outdated office functions to be more efficient, eliminating the need for staff to spend time printing, cutting paper, and taping documents to sheets of paper.
- In addition, staff currently relies upon volunteers for billing clients, which provides them access to client information and creates a significant concern regarding violations of HIPAA;
- For some staff, there is a desire to serve more clients and we are looking into added value between the two entities to do so.

Overall, an MSA, if approved would apply the best practices and industry standards for staff and clients of the COA and enable the COA to evolve and adapt to the complex needs of our growing senior population.

No Impact to Client Services

To the client, we foresee no impact to services as the following will be in place:

- Their existing worker that is assigned will continue to be the same worker as long as that worker remains employed with the County.
- The client needs and desires will be uploaded to a secure automated electronic work order system that will allow staff to view a history of service, see client needs, and make notes as appropriate to provide a record of work history.
- Staff will utilize a telephone to check-in and check-out of clients home, which will build accountability and provide an additional safety feature for clients and staff.
- Authorized members of family or guardians may access service records online and review and communicate directly with staff via the secure online web portal.
- Establish seamless back-up services by training and having a team of staff available to respond to client needs. The primary worker will remain primary, but when they go on vacation or unfortunately become ill and unable to work, a client will have a service provider that they are familiar with and the service worker will be familiar with their standards and expectations and have information at their finger-tips to meet the client expectations.
- Current services from the COA are only available Monday-Friday from 8am-5pm, if a COA Client would desire weekend, evening, or services on Holidays, those

can be provided through this expanded MSA partnership. County staff will not be required to work beyond their regular hours.

It is important to clients to be comfortable with the staff and to be familiar with whomever is providing services. This partnership will enhance that ability for clients and will allow staff to be assured that services will be maintained to the client standards. This will provide a significant benefit to staff and clients through affirming a continuity of services.

Due to the ability to utilize the technology that is available through Comfort Keepers, the COA is expected to experience a cost-reduction for the department as well as savings for supplies, technology, and indirect costs. These costs/savings can be reallocated to meet other client needs and provide direct services. The future structure of the department will be determined based upon the knowledge, skills, and abilities that are necessary to maintain the restructured services. As the office is restructured, current staff will be given preference to fill those positions which are necessary to support the reconfigured operations.

Conclusion

If approved by the Board of Commissioners, the Management Services Agreement will achieve the following:

- Ensure COA compliance with all HIPAA requirements such that the County can meet contractual obligations required by AAANM and maintain existing services.
- Implement specialized technology that will provide family members and authorized individuals with secure access to information regarding care and services;
- Immediately address concerns related to the County's compliance with HIPAA;
- Enhance client services by providing top-of-the-line professional training to staff;
- Elevate COA services to meet best practices and higher standards;
- Provide for the use of technology that is desperately needed to maximize services and staffing resources;
- Provide clients with the ability to utilize third-party payers, where available, to offset their out-of-pocket expenses, this is currently not available through the COA;
- Provide access to national resources and expertise that have a proven ability to provide services in northern Michigan;
- The increased technology can provide family members and authorized individuals with secure access to information regarding care and services;
- Maintain all existing field staff as County employees with all the benefits and compensation afforded to them as County employees;
- Streamline the antiquated and outdated office functions to be more efficient, eliminating the need for staff to spend time printing, cutting paper, and taping documents to sheets of paper.

- In addition, staff currently relies upon volunteers for billing clients, which provides them access to client information and creates a significant concern regarding violations of HIPAA;
- For some staff, there is a desire to serve more clients and we are looking into added value between the two entities to do so.

It is proposed that the MSA be a two-year agreement with an option for a one-year extension. The rationale for proposing a contract for this length of time is due to the necessary time to transfer the management functions in the first year and make any necessary adjustments. The second year will be utilized for further evaluation of the services provided. Upon successful determination/evaluation of the first two years of service, the County Board would be able to consider extending the agreement for an additional one-year.

If the MSA is not approved, County Administration would recommend that we immediately provide notice to AAANM that we are unable to meet the requirements of the AAANM Agreement and will cease the provision of services to these clients. This will potentially result in a negative impact to clients as COA staff will no longer be able to serve them. And, the County would be accepting a lower-standard of service for the COA clients than is a standard expected from other providers.

To further address any questions that the Board may have, attached is a list of Frequently Asked Questions.

Attachments:

Frequently Asked Questions
Comfort Keepers Proposal
Commission on Aging Update Memo - December 21, 2016

**Commission on Aging
Frequently Asked Questions Regarding the Quality Assessment Panel and the
Management Services Agreement
January 2017**

Question: Why was the Quality Assessment Panel established?

Answer: As County Administration began working with the COA a number of issues were identified that raised concerns. The first being a lack of supervision of staff, entering into an invalid contract that COA staff did not have authority to do - a conflict of interest with a COA Board member as a party to that invalid agreement, lobbying by COA staff for salary increases, and a host of other issues that were of significant concern to warrant the establishment of a Quality Assessment Panel (QAP).

Question: What prompted this recommendation to establish a Management Services Agreement?

Answer: During the review completed by the QAP, it was identified that the COA Board had recommended that the Board of Commissioners approve an annual Agreement with the AAANM. Upon review of this Agreement, it clearly requires compliance with HIPAA standards and in inquiry was made to the COA regarding this. The COA does not have any policies or standards related to HIPAA. Therefore, County Administration could not recommend that the Board of Commissioners approve this agreement.

Question: Is the COA HIPAA compliant?

Answer: A cursory review of the policies, procedures, and observation of the operations at the COA do not indicate compliance with HIPAA standards. At the most basic level, there is no current policy and/or procedure related to HIPAA and our IT Department has identified information contained within the system which would not meet HIPAA compliance.

Question: Can't the COA just adopt a HIPAA policy and be compliant?

Answer: The COA has reviewed model HIPAA policies and procedures from various organizations. The implementation of HIPAA is extremely complex and beyond the scope of knowledge of anyone currently at the COA.

Question: Does the COA maintain healthcare records?

Answer: Yes, the COA maintains records for clients that receive home healthcare services, many of which also receive homemaker aide services.

Question: Can't we only transfer the home healthcare services?

Answer: Yes, we could only do that. However, when providing services to senior citizens, it would follow best-practice to have a coordination of services and therefore information. Such that, contact with one service is done in

coordination with another as information that could be shared between the service providers could help the worker and the client.

Question: Does the COA transmit healthcare data electronically?

Answer: The COA utilizes a number of methods to communicate and maintain healthcare information. Staff communicate using text, email, and maintain information on paper records and in a database.

Question: Is there healthcare related information in the Access Database?

Answer: A full review of the hundreds/thousands of records would be necessary to confirm health information.

Question: What steps is IT taking to address security of these records?

Answer: As noted in the prior IT audit and in subsequent reviews, the County's IT infrastructure is in desperate need of investment to address security related issues. While IT is currently undertaking a number of steps, we are not willing to risk exposure for clients of the COA due to a lack of investment in the past. IT efforts are on-going to evaluate, secure, and maintain services.

Question: Did the County issue an RFP and request bids for services?

Answer: In late 2016, the County issued an RFP to identify a provider to provide standby-by and back-up services. The County received one response from Comfort Keepers and they were awarded the contract.

Question: Can the County simply not provide services to the clients that are covered under the AAANM Agreement?

Answer: Yes, the County could not provide services to these clients. However, we would not be providing these services because we do not meet the higher qualifications and standards of the AAANM. Therefore, we would be accepting lower standards for COA clients than other providers require.

Question: How will this impact direct-care staff?

Answer: All existing field staff for the home health aides, foot care, respite, and homemaker aides will maintain their status as County employees and be afforded the same benefits as they currently do.

Question: What is the savings associated with the Management Services Agreement?

Answer: The technology that is available through the MSA will provide opportunities for efficiencies that will likely result in cost-savings

Question: What benefits will be provided to the Clients of the COA under the Management Services Agreement?

Answer:

- Immediately address concerns related to the County's compliance with HIPAA.
- Enhance client services by providing top-of-the-line professional training to staff.
- Elevate COA services to meet best practices and higher standards.
- Provide for the use of technology that is desperately needed to maximize services and staffing resources.
- Provide clients with the ability to utilize third-party payers, where available, to off-set their out-of-pocket expenses, this is currently not available through the COA.
- Provide access to national resources and expertise that have a proven ability to provide services in northern Michigan.
- The increased technology can provide family members and authorized individuals with secure access to information regarding care and services.
- Maintain all existing field staff as County employees with all the benefits and compensation afforded to them as County employees.
- Streamline the antiquated and outdated office functions to be more efficient, eliminating the need for staff to spend time printing, cutting paper, and taping documents to sheets of paper.
- In addition, staff currently relies upon volunteers for billing clients, which provides them with access to unnecessary information and is potentially a violation of HIPAA.

Question: How will clients be impacted?

Answer: Services will continue to be maintained for all clients and no direct changes will impact them. If anything, they will receive enhanced services as staff will have access to training and resources to connect clients with additional resources.

Question: Will the Home Chore services be impacted by these changes?

Answer: No. In fact, Comfort Keepers has indicated that we may be able to partner on software to combine billing and information which will result in additional efficiencies for clients of the COA.

Question: Is the County still going to hire a Director for the COA?

Answer: Yes. We are currently in the final stages of reviewing a candidate and hope to announce that the position has been filled.

Question: What other changes are in store for the COA?

Answer: We are continuing to review the recommendations of the QAP and the subsequent work that is being done on-site. There are a number of issues that still need to be addressed and we are hopeful the new director will further guide the development of these solutions.

Question: Is the recruitment for the Advisory Board underway?
Answer: We expect this will be announced in the first quarter, once the COA Director is in-place. This connection to experts in the field will provide a valuable resource for the Director.

Question: If this Management Services Agreement and the AAANM Agreement are not authorized, what impact will this have on the COA and Clients?
Answer: County Administration would immediately notify AAANM that we cannot sign the Agreement due to non-compliance with the HIPAA requirements.



**PROPOSAL TO PROVIDE MANAGEMENT SERVICES FOR
GRAND TRAVERSE COUNTY COMMISSION ON AGING HOME CARE SERVICES**

To: Jennifer DeHaan, Deputy Administrator, Grand Traverse County

From: Russ and Leslie Knopp, Owners, Comfort Keepers

Date: January 12, 2017

Introduction

We are pleased to present this proposal for Management Services that will expand our ongoing partnership with the Grand Traverse County Commission on Aging (GTCOA) to benefit its employees, clients, and constituents. The Management Services Agreement (MSA) will be executed in partnership with Commission on Aging and other County staff members to assure a seamless transition and collaboration to achieve the desired goals and impact.

Comfort Keepers #615 has been 100% locally owned and operated by long-time County residents, Russ and Leslie Knopp since 2005. As a member of a global franchise system, Comfort Keepers has access to nationally vetted best practices, technologies, and professional resources that can be leveraged immediately to benefit the County, its employees and constituents.

Description of Proposed Services

The following detail serves as an overall description of how responsibilities will be distributed and managed within the partnership. Under the proposed Management Services Agreement Comfort Keepers will oversee and coordinate the provision of Homemaker, Home Health, Respite and Foot Care programs.

Comfort Keepers will perform the following functions:

1. Client Care Management:
 - a. Conduct client admissions including pre-screening, qualification and bill rate, assessment, care planning, release of information, and policy review.
 - b. Identify potential opportunities to leverage third-party payors to cover costs for services not currently provided by the COA, and make referrals.
 - c. Investigate and respond to client status changes, concerns, and issues as needed.
 - d. Communicate with clients and family members as needed to assure appropriate services to meet needs are in place, and that services received are meeting expectations.
2. Staff Support and Supervision:
 - a. Supervise all homemaker aides, home health care aides, universal aides, foot care staff, and RNs including field visits, coaching, problem-solving and communication to assure excellence in client care.
 - b. Provide documented training for direct care staff to ensure compliance with HIPAA and any other applicable regulations.
 - c. Provide ongoing training for direct care staff on topics that will enhance skills, confidence, service, and quality of care.
 - d. Train all direct care staff in the use of our proprietary home care management software to streamline paperwork, document services provided with real-time telephony, manage schedules and client care plans, and communicate.
 - e. Develop and implement a program to acknowledge significant events and recognize outstanding performance of direct care staff.
 - f. Conduct all phases of the process to hire, onboard, and train new direct care staff in order to increase the COA's capacity to provide services, fill vacancies, and eliminate waiting lists. New hires will be employees of Comfort Keepers.

3. General Operations:

- a. Implement policies and training as needed to ensure regulatory compliance with terms of the AAANM Agreement and State of Michigan regulations related to home health care and nursing.
- b. Set-up GTCOA program data, client care management, and direct care staffing operations on our state of the art, cloud-based home care software product that provides a full range of features for operations, financials and in-home services. The program is HIPAA compliant and SSAE 16 certified. All data housed in the system is fully exportable, should the County decide not to use the software in the future. Included will be:
 - Employee scheduling calendar that centralizes all client and care provider information and provides easy access to document time-off requests, client requests for schedule changes, and to make adjustments to the weekly schedule.
 - Client management including profiles, contacts, assessments, tasks and follow-up tracking and a customized assessment tool that will integrate changes in client status and care plans as they occur.
 - Task management and planning for supervision of client care and direct care staff.
 - Real-time, GPS verified telephony and mobile app to track activity. Using the telephone, direct care staff clock-in and clock-out at client homes, report on activities completed, and record special notes and concerns for follow-up.
 - A customized invoicing module that will automate preparation of invoices based on actual hours worked in client homes and individualized bill rates.
 - A customized payroll module that will automate preparation of payroll based on documented hours worked, individualized pay rates, tracking of paid time off, expenses, and payroll deductions.
- b. Prepare payroll for processing including verification of employee time worked, travel and expense reimbursement requests, and expense allocation by program.
- c. Prepare invoices for processing including verification of time of service, bill rates, and revenue allocation by program.
- d. Maintain program data including number of clients served, units/hours of service, and other information as requested.

- e. Maintain a database of client information including addresses, contacts, services received and other information as requested.
- f. Maintain inventory of supplies needed to provide direct care services.
- g. Collect and report feedback from clients and employees that will assist Commissioners and County Administrators with defining future strategies to most effectively deploy COA resources to achieve the greatest benefit and impact for the County's senior population.

The GTCOA will perform the following functions:

- Employ the current direct care staff working in programs covered under the MSA with the same benefits that they have earned and are currently receiving.
- County will perform disciplinary actions up to and including termination should it become necessary for current direct care staff.
- Provide applicable GTCOA and County policies and procedures for implementation by Comfort Keepers.
- Oversee the budget.
- Purchase direct care supplies.
- Process client payments, adjustments, past due accounts, and all related bookkeeping functions.
- Process paychecks for County employees, including tracking of County-provided benefits.
- Review and approve contractor invoices.
- Determine fee schedules for COA services.

Timeline

January, 2017

- Finalize Management Services Agreement.
- Begin providing contracted staff for Registered Nurse Supervisory position who will perform the functions and evaluate needs for nursing care and supervision.

February, 2017

- Transfer client and staff data, schedules etc. into Comfort Keepers secure homecare management software program.
- Train dedicated Comfort Keepers administrative staff to conduct management responsibilities and begin to transition duties.
- Train COA direct care staff members in the use of the new technology and management system.
- Train COA direct care staff members on HIPAA compliance, especially as it relates to a homecare setting, and other topics in lieu of weekly staff meetings.

March, 2017 – February, 2019

- Provide all activities as agreed in the Management Services Agreement.
- Facilitate surveying of clients, employees, and officials to assess satisfaction, needs and wants related to COA services.

Comfort Keepers Fees

One-time Start-up Costs

1. Data transfer from Access database to management software.
2. Set up of twenty-four employee records in management software.
3. Set up of approximately 750 client care plans and other data not transferrable from Access database.

Monthly Management Fee: \$27,292

Includes:

- Program management and administrative staff.
- Mileage for management staff to conduct client and supervisory visits.
- Software subscription fees.
- Office and training space.
- Office supplies.
- Training supplies.
- Comfort Keepers office telephone extensions and utilities.

GTCOA Responsible For:


- Tablets or smart phones and data plans for direct care staff use.
- All supplies needed for direct client care.
- Uniforms for direct care staff.
- Cost of processing and mailing client invoices and employee paychecks.
- Main telephone line dedicated for GTCOA calls.



Memorandum

Grand Traverse County
County Administration
400 Boardman Avenue
Traverse City, Michigan 49684
(231) 922-4780 Fax (231) 922-4636

TO: Board of Commissioners & Commissioners-Elect

FROM: Tom Menzel, Administrator
Jennifer DeHaan, Deputy Administrator 

DATE: December 21, 2016

SUBJECT: Commission on Aging Update

Over the past month, County Administration has been on-site at the COA and continues to be impressed with the staff's dedication and care for our Senior Citizens. Over the course of the past month, we have seen countless examples of staff going above-and-beyond to take care of clients, from clearing snow on the weekends to identifying health related issues that need to be attended to. As you know, their work has been completed with many challenges and we are continuing to work to provide the tools to assist them. As such, we wanted to provide you with an update on the many positive changes that are impacting the department.

A brief summary of these efforts is below:

- Contracted with an agency to provide professional oversight in home healthcare services that will ensure our supervision was compliant and aligned with health practices.
- Review staffing and taking steps to fill vacant positions while we continue to complete the hiring process.
- Relocated the equipment stored at rental storage unit to the old animal control building which is on-site of the COA Home Chore Work Shop which now provides ease of access for staff to work and maintain equipment in one location.
- Actively implementing the use of credit/debit cards to ease payment options at the COA.
- Adopted a policy to address the use of transportation vouchers which, in some cases, appears to be excessive. The policy now includes an assessment of transportation needs for high-use clients.
- Through various actions, we are streamlining the processing of vouchers which will free-up staff time and reduce multiple data entry processes.

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- Completed an internal compensation assessment of Homemaker Aide staff as compared to other internal classifications and upgraded these position classifications to according to the existing County's classification/point compensation system.
- Identified and rewrote conflicting policies between the department and the County as a whole.
- Continuously monitoring any wait list for home healthcare services and taking necessary steps to work with Comfort Keepers to alleviate them.
- Reviewed and revised contracts with transportation contractors to provide services.
- Board of Commissioners redesigned an advisory Board for COA which will assist in providing professional advice/counsel to the new Executive Director. Recruitment will begin in January 2017 for the advisory Board.
- Actively reviewing options for providing on-going training and education for staff.
- Actively reviewing best methods to develop HIPAA compliance.

While these have been the first steps that have been completed, there continues to be additional work that needs to be done. We will continue to focus on shoring up issues related to emergency funding standards, establishing policies and procedures, reviewing compliance with best-practices, and how to best use technology to improve services to clients and efficiency for staff.

Despite these efforts, we continue to be challenged to meet the requirements in the AAANM Agreement for services which requires HIPAA compliance. As I am sure you are aware, HIPAA is complicated and fraught with fines and penalties if compliance is not met. Therefore, staff has taken this challenge seriously and dedicated a significant amount of time to investigating and reviewing what is necessary to be compliant.

As a result of the complexity and limited skills to establish and implement the HIPAA requirements, we have not been able to recommend the Board approve an Agreement with the AAANM and last week (December 15, 2016) we received notice that COA would be unable receive reimbursement (effective December 31, 2016) because the Agreement had not been signed. This is what we would expect as the County's non-compliance places the County and AAANM in a position of liability if we were to be audited. **It is important to note, that the COA will continue to provide services to these clients, however, the COA will not be eligible for reimbursement until we signed the Agreement with AAANM; therefore any costs would have to be absorbed by the COA.** The AAANM has advised that if this issue can be resolved in January that reimbursement would not be interrupted.

Since receiving notification from AAANM we have been working to identify alternative solutions that will quickly bring the COA into full compliance with the requirements of the AAANM Agreement.

To effectively resolve this matter, prevent any interruption of services, County Administration is exploring the development of a Management Services Agreement (MSA) with our current vendor, Comfort Keepers. Comfort Keepers through their corporate expertise have developed the processes and systems that exceed any steps

that the current COA could develop in a short-period of time to meet the AAANM requirements. Comfort Keepers currently provides these same services to Leelanau County seniors and will be able to manage the service as they have consistently demonstrated as an existing contractor for the COA.

If an MSA is developed, the COA would be able to capitalize upon the expertise and professional resources of a national company that has a dedicated staff working diligently to make sure that services meet all standards for care and compliance.

A management services agreement will enable the COA to enhance client services by providing top-of-the-line professional training to staff, providing for the use of technology that is desperately needed to maximize services and staffing resources, and provide access to third-party payors and other partnerships that will enhance services to clients.

Overall, an MSA, if developed would apply the best practices and industry standards for staff and clients of the COA more quickly and enable the COA to evolve and adapt to the complex needs of our growing senior population.

While we have taken initial steps to promote HIPAA compliance by having COA staff review a HIPAA training video and sign appropriate confidentiality policies, HIPAA is much more complex than simply signing forms and involves integration with technology and office systems. Therefore, through the development of a MSA we can utilize the expertise already established and implemented such that we can continue forward without interruption to services.

The COA is a County Department and the Field Staff would continue to be County employees that will maintain all benefits and compensation as county employees. This is an effort to leverage and maximize the resources that this community and industry has to ensure the best care and services for our Senior Citizens.

As a matter of background, Comfort Keepers has been providing services to the COA over the last 10-years. In 2016 Comfort Keepers provided on-call and back-up services to COA Clients and again responded to an RFP for services in 2017; no other agencies responded to the RFP. Comfort Keepers has been an excellent partner to the COA and is far more advanced in adhering to complex policies and procedures, providing training to staff, and utilizing technology to maximize efficiency for clients and staff.

The development of a MSA **will not** change any of the current services to COA clients but will result in the following positive steps:

- Upon transition, immediately result in compliance with any HIPAA requirements and therefore enable the Agreement with AAANM to be signed.
- Provide access to technology to more efficiently schedule clients, reschedule clients, and improve overall services.
- Clients will continue to receive the same level of service that they have become accustomed to. There will be no changes to the services.
- Provide training and on-going educational opportunities as identified by the QAP earlier this year which are essential for investing in employees.

- The County Board of Commissioners will still maintain oversight over the fee schedules at the COA.
- The new Director of the COA will be responsible for contract oversight and ensuring services meet COA standards.
- Clients will continue to be COA clients under the management oversight of Comfort Keepers.
- Potentially expand partnerships that exist between Comfort Keepers and the Department of Veterans Affairs as Comfort Keepers provides services through contract for the DVA.
- Provide clients with the ability to access third-party payors that may be able to off-set costs that they currently incur.

In order for the MSA to be developed it will be necessary to undertake a transition period which would occur in the first quarter of 2017. This period of time would require the following steps:

- 1) Review: In order to adequately assess the caseload and information at the COA, a period of time will be necessary to review data and information to properly understand what currently exists and how it can be transferred seamlessly.
- 2) Establish a start-up process and transition that will introduce staff to the training, technology, and resources that is provided by Comfort Keepers.
- 3) Seamless Transition: Through conducting the review and implementing a start-up process, we will be able to then conduct a seamless transition services under the MSA to provide regular on-going operations during the first quarter of 2017.

Due to the urgency provided by AAANM, we wanted to provide you with an update of the status of the work at the COA and the next steps. We anticipate bringing a Management Services Agreement to the Board in January and to then be able to recommend the Board sign the Agreement with the AAANM. At that time, we will have additional information as you consider this recommendation.

Should you have any questions, please let Jen or I know.

c: COA Quality Assessment Panel