

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 4462-03
Bill No.: SCS for HB 1816
Subject: Certificate of Need; Nursing Homes and Long-Term Care Facilities; Physicians; Professional Registration and Licensing; Physical Therapists; Compacts; Nurses; Optometry; Pharmacy; Insurance - Health; Department of Mental Health; Department of Health and Senior Services; Department of Insurance, Financial Institutions and Professional Registration
Type: Original
Date: May 5, 2016

Bill Summary: This proposal establishes the physical therapists compact and nursing compact and modifies various provisions of law regarding certificates of need, prescriptions, physician licensure, use of restraint in a mental health facility, optometry students, and health care professional boards analyzing workforce data.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND				
FUND AFFECTED	FY 2017	FY 2018	FY 2019	Fully Implemented (FY 2020)
General Revenue	(Up to \$409,462)	(Up to \$458,116)	(Up to \$466,942)	(Up to \$275,913)
Total Estimated Net Effect on General Revenue	(Up to \$409,462)	(Up to \$458,116)	(Up to \$466,942)	(Up to \$275,913)

Numbers within parentheses: () indicate costs or losses. This fiscal note contains 15 pages.

ESTIMATED NET EFFECT ON OTHER STATE FUNDS				
FUND AFFECTED	FY 2017	FY 2018	FY 2019	Fully Implemented (FY 2020)
Professional Registration Funds	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)
Board of Registration for the Healing Arts	\$0	\$0	\$0	\$0 or (Greater than \$116,543)
Total Estimated Net Effect on <u>Other</u> State Funds	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)	\$0 or (Unknown)

ESTIMATED NET EFFECT ON FEDERAL FUNDS				
FUND AFFECTED	FY 2017	FY 2018	FY 2019	Fully Implemented (FY 2020)
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)				
FUND AFFECTED	FY 2017	FY 2018	FY 2019	Fully Implemented (FY 2020)
Board of Registration for the Healing Arts Fund	0	0	0	0 or 2
General Revenue	0.5 or 1	0.5 or 1	0.5 or 1	0.5 or 1
Total Estimated Net Effect on FTE	0.5 or 1	0.5 or 1	0.5 or 1	0.5 or 1

Estimated Net Effect (expenditures or reduced revenues) expected to exceed \$100,000 in any of the three fiscal years after implementation of the act.

ESTIMATED NET EFFECT ON LOCAL FUNDS				
FUND AFFECTED	FY 2017	FY 2018	FY 2019	Fully Implemented (FY 2020)
Local Government	\$0	\$0	\$0	\$0

FISCAL ANALYSIS

ASSUMPTION

Bill as a Whole

Officials from the **Department of Economic Development** assume the current proposal would not fiscally impact their agency.

Officials from the **Department of Public Safety - Missouri Highway Patrol** defer to Department of Transportation for fiscal impact.

Sections 197.321 - 197.322

In response to a similar proposal, SCS for SB 1076, Oversight received the following responses:

Officials from the **Department of Health and Senior Services (DHSS), Division of Regulation and Licensure (DRL)** stated section 197.321.2 of the proposed legislation imposes a moratorium for issuance of Certificate of Needs (CON) for any additional beds between August 28, 2016 and December 31, 2019 with the exceptions specified in the act. DHSS has determined that with the exceptions applied, this creates a moratorium on new facilities being built within the state.

The average of the first three (3) quarters of calendar year 2015 is 74.4%; therefore, DHSS estimates that the bed occupancy rate would not reach 90% in the foreseeable future. This requirement could reduce or eliminate the applications for a Certificate of Need (CON) from new facilities. The total amount of CON application fees received for new facilities for the past three years is \$166,826 in FY 2013; \$294,318 in FY 2014; and \$455,972 in FY 2015 for an average of \$305,705 annual reduction to General Revenue. Therefore, DHSS estimates a loss of Certificate of Need revenue of \$305,705 for FY 2017; \$313,348 for FY 2018; and \$321,181 for FY 2019.

Section 197.322 of the proposed legislation creates the Missouri Task Force on Certificate of Need within the Department of Social Services. DHSS assumes no fiscal impact for this section.

ASSUMPTION (continued)

Oversight will provide the loss of CON fees as up to the amount provided by DHSS. However, since the moratorium is only in force until December 31, 2019, Oversight will present six months of the potential loss of CON fees for FY 2020.

Officials from the **Department of Social Services (DSS)**, **MO HealthNet Division (MHD)** and the **Division of Legal Services (DLS)** state this bill places a moratorium on increasing the number of nursing facility beds until December 31, 2019. While this bill could reduce the number of empty beds in the market, there is no language requiring MHD to rebase rates. Therefore, there is no fiscal impact to the nursing facility rates in MHD.

The proposal further establishes an eleven member task force within the Department of Social Services, entitled the "Missouri Task Force on Certificate of Need". The committee is tasked with the following:

- 1) Review other state CON practices for long-term care facilities and consider how CON supports or detracts from quality care, cost containment, access, choice, occupancy, and accountability;
- 2) Review current occupancy and utilization of long-term care beds compared to other states;
- 3) Evaluate the relationship between CON laws and the MO HealthNet reimbursement rate in the long-term care marketplace;
- 4) Develop appropriate factors to determine the need for new or additional beds; and
- 5) Propose goals, objectives, strategies, and tactics to end or improve the CON process.

Subject to appropriations, members may be reimbursed for actual and necessary expenses incurred and the task force may engage the services of a consulting firm with experience in long-term care.

MHD assumes the task force will contract with a consulting firm to gather other state information and guide the members in a process to revise the current CON process. MHD assumes 25% of a consultant would be needed annually or 520 hours (40 hrs/wk * 52 weeks * 25%). Based on known hourly fees for existing MHD consultant work, MHD assumes an hourly rate of \$200 for a cost of \$104,000 per year in consulting fees. Because the committee will meet at least six times per year, MHD further assumes one additional staff at a Management Analyst Specialist II level will be needed to serve as the liaison between the consultant, department, and task force, provide data and policy analysis, and to provide general support to the membership.

ASSUMPTION (continued)

Because consulting fees are estimated to cost \$200/hour, MHD believes resources can be best utilized by adding an FTE to serve as a project manager and team leader of the CON task force while the consultant is used in a limited capacity for their expertise. MHD foresees this position as guiding the task force through their review of the CON process in Missouri and other states. Duties will also include planning, organizing, leading, and keeping the project on track for completion. MHD estimates additional funds will be needed to reimburse members for actual and necessary expenses incurred (i.e. travel, lodging, meals, etc.). It is assumed \$11,880 will be needed annually for this purpose (\$180/member per meeting * 11 members * 6 meetings per year). MHD assumes the first task force meeting would occur in January 2017 and the task force would cease its work before January 2020.

FY17 (6 months): \$99,008 (\$41,840 GR; \$57,168 Federal Funds);
FY18: \$186,195 (\$77,770 GR; \$108,425 Federal Funds);
FY19: \$186,892 (\$78,117 GR; \$108,775 Federal Funds); and
FY20 (6 months): \$90,848 (\$37,760 GR; \$53,088 Federal Funds).

Oversight assumes the DSS does not need additional rental space for 1 FTE.

Officials from the **Office of the Governor (GOV)** stated section 197.322 creates the Missouri Task Force on Certificate of Need that is composed of eleven members of which five members shall be appointed by the Governor. There should be no added cost to the GOV as a result of this measure. However, if additional duties are placed on the office related to appointments in other TAFP legislation, there may be the need for additional staff resources in future years.

Officials from the **Missouri House of Representatives (MHR)** assumed the DSS will cover any expenses of House members serving on the task force and that the proposal will have no fiscal impact on the MHR.

Officials from the **Department of Mental Health** and the **Missouri Senate** each assumed the proposal would not fiscally impact their respective agencies.

Section 324.001

Officials from the **Department of Insurance, Financial Institutions and Professional Registration (DIFP)** stated this legislation would have an unknown cost to various Professional Registration funds until contracts are established for the purpose of data collection.

The boards would incur minimal costs to collect the data. If the board(s) entered into a third party contract to analyze the data, the cost of the contract(s) would be based on the Request For Proposal (RFP).

ASSUMPTION (continued)

Oversight assumes the language of the proposal is permissive since it states in 324.001.14(1) that the state boards “may individually or collectively enter into a contractual agreement with the department of health and senior services, a public institution of higher education, or a nonprofit entity...” (emphasis added). Therefore, the DIFP’s Professional Registration boards may or may not need additional resources to collect and analyze workforce data. As a result, Oversight will range DIFP’s various Professional Registration board costs from \$0 to unknown.

In response to a similar proposal, HCS for HB 1850, Oversight received the following responses:

Officials from the **Department of Health and Senior Services (DHSS)** stated the proposed legislation duplicates an existing program. The Missouri Healthcare Workforce Registry and Exchange (MoHWRx) is an information system developed by DHSS to help health professionals meet state registration requirements and to provide comprehensive and timely information on health care access statewide. MoHWRx currently supports the Missouri Health Professionals Registry and the Bureau of Narcotics and Dangerous Drugs (BNDD) online registration. The Missouri Health Professionals Registry is a voluntary registration tool that provides the foundation for a comprehensive Missouri health care workforce information system and the Division of Professional Registration provides data to MoHWRx to provide a more complete registry of health care professionals in Missouri. A data warehouse for MoHWRx has been built to facilitate data quality assurance and analytics.

Currently reports are being written to provide information on health care shortage areas and demographic, geographic and practice characteristics.

Section 324.001 of the proposal allows state boards to collaborate with the DHSS to collect and analyze workforce data to assess the availability of qualified health providers.

It is assumed that the MoHWRx platform for the collection of information on the healthcare workforce will continue to be utilized and that additional resources will be added to ensure data quality, identify data gaps and provide the advanced analytics necessary to provide the information on the workforce to the various boards.

The Division of Community and Public Health (DCPH) will assist with data collection, data quality, reporting and identification of application issues and enhancements. In addition, since the information is self-reported, it is critical that data collected is systematically and routinely reviewed to assure quality and accuracy of the data reported -- particularly in regards to practice locations (satellite sites) and hours of operation. With the proposed legislation, it is anticipated the number of professionals registered and their practice information will increase substantially. DCPH will require additional FTE to assure technical support/assistance to the health care professionals as well as assure data quality and analysis. To perform these additional duties, DCPH will need one FTE Research Analyst III (\$40,380 annually).

ASSUMPTION (continued)

Total costs to the General Revenue Fund are estimated to be \$69,484 for FY 2017; \$76,315 for FY 2018; and \$77,192 for FY 2019.

Oversight assumes the DHSS does not need rental space for one FTE.

In addition, **Oversight** assumes the language of the proposal is permissive since it states in 324.001.14(1) that the state boards “may individually or collectively enter into a contractual agreement with the department of health and senior services...” (emphasis added). Therefore, the DHSS may or may not need additional resources to collect and analyze workforce data. As a result, Oversight will range DHSS costs from \$0 to the amount provided by DHSS less rental space costs.

Officials from the **Department of Insurance, Financial Institutions and Professional Registration (DIFP)** stated this legislation would have an unknown cost to various Professional Registration funds until contracts are established for the purpose of data collection.

The boards would incur minimal costs to collect the data. If the board(s) entered into a third party contract to analyze the data, the cost of the contract(s) would be based on the Request For Proposal (RFP).

Oversight assumes the language of the proposal is permissive since it states in 324.001.14(1) that the state boards “may individually or collectively enter into a contractual agreement with the department of health and senior services, a public institution of higher education, or a nonprofit entity...” (emphasis added). Therefore, the DIFP’s Professional Registration boards may or may not need additional resources to collect and analyze workforce data. As a result, Oversight will range DIFP’s various Professional Registration board costs from \$0 to unknown.

Officials from the **Joint Committee on Administrative Rules (JCAR)** state the legislation is not anticipated to cause a fiscal impact to JCAR beyond its current appropriation.

Officials from the **Office of the Secretary of State (SOS)** states many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year’s legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$2,500. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs.

ASSUMPTION (continued)

However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with the core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

Oversight assumes the SOS could absorb the costs of printing and distributing regulations related to this proposal. If multiple bills pass which require the printing and distribution of regulations at substantial costs, the SOS could request funding through the appropriation process.

Officials from the **Department of Higher Education** and the **University of Missouri** each assume the proposal would not fiscally impact their respective agencies.

Sections 334.1200 - 334.1233

Officials from the **Department of Insurance, Financial Institutions and Professional Registration** assume this compact will be effective when it is enacted into law in the tenth member state. Currently, no states have enacted the compact and only three states have legislation pending to enact the compact. It is not anticipated the compact would be enacted during FY17, FY18, or FY19 and as a result no fiscal impact to the Division during these fiscal years.

Once the compact is enacted the Division would have 1 FTE for a Licensing Technician I, 1 FTE for Legal Counsel, \$6,000 annual fee to participate in the compact, and revenue of \$50 for each licensee fee with a compact privilege. It is anticipated 200 individuals will apply for a license with compact privilege.

In response to a similar proposal, HB 2328, Oversight received the following responses:

Officials from the **Attorney General's Office** assume that any potential costs arising from this proposal can be absorbed with existing resources.

Officials from the **Office of the State Courts Administrator** assume the current proposal would not fiscally impact their agency.

Oversight notes that the provisions of this section will not be effective until 10 states become members of the compact and there is no way to determine when that might occur. However, at the present time, the DIFP states the salary for a Processing Technician I is \$23,880 annually and the salary for 1 FTE Legal Counsel is approximately \$55,000 annually plus fringe benefits.

ASSUMPTION (continued)

If the compact were to become effective today, the fiscal impact would be approximately \$78,880 in personal service costs plus \$41,663 in fringe benefits (total \$120,543) plus \$6,000 annual participation fee less \$10,000 in license fee revenue for a net cost to Board of Registration for the Healing Arts Fund of approximately \$116,543 annually. Equipment and expense costs have not been included by are assumed to be minimal.

Section 335.203

Officials from the **Department of Insurance, Financial Institutions and Professional Registration** assume this proposal would have an unknown impact to the State Board of Nursing contingent on potential future appropriations made by the General Assembly to fund the Nursing Education Incentive Program.

In response to a similar proposal, SB 835, Oversight received the following responses:

Officials from the **Department of Higher Education (DHE)** assumed the proposal would not fiscally impact their agency. All staff that are currently processing the nursing education incentive program also process the other state aid programs.

DHE notes that the Nursing Education Incentive Program spanned three years, FY 2012, FY 2013, and FY 2014. DHE noted that the last year's nursing education grant recipients were:

Avila University	\$150,000
Maryville University	\$150,000
St. Charles Community College	\$142,260
Truman State University	\$150,000
University of Missouri-Columbia	\$150,000
University of Missouri-St. Louis	\$139,276
William Jewell College	<u>\$118,464</u>
TOTAL	\$1,000,000

Expenditures for this program were:

FY 2012	\$982,810
FY 2013	\$997,525
FY 2014	\$1,000,000

Oversight assumes the changes in the proposal will not create a fiscal impact to the state. Oversight also assumes if the program is given an appropriation in the future, the State Board of Nursing will be able to administer the program with existing resources.

ASSUMPTION (continued)

Sections 335.360 - 335.415

In response to a similar proposal, SB 985, officials from the **Office of Attorney General** assumed any potential costs arising from this proposal can be absorbed with existing resources.

In response to a similar proposal, SB 985, officials from the **Office of the Secretary of State (SOS)** stated many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the SOS for Administrative Rules is less than \$2,500. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs.

However, the SOS also recognizes that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what the office can sustain with the core budget. Therefore, the SOS reserves the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

Oversight assumes the SOS could absorb the costs of printing and distributing regulations related to this proposal. If multiple bills pass which require the printing and distribution of regulations at substantial costs, the SOS could request funding through the appropriation process.

Section 336.020

Officials from the **Department of Insurance, Financial Institutions and Professional Registration** assume the current proposal would not fiscally impact their agency.

In response to a similar proposal, SCS for SB 836, Oversight received the following responses:

Officials from the **Department of Higher Education** and the **Department of Health and Senior Services** each assumed the proposal would not fiscally impact their respective agencies.

Officials from the **Northwest Missouri State University**, the **Missouri Western State University**, the **State Technical College of Missouri**, and the **University of Missouri** each assumed the proposal would not fiscally impact their respective colleges and universities.

ASSUMPTION (continued)

Section 338.202

Officials from the **Department of Insurance, Financial Institutions and Professional Registration** assume the current proposal would not fiscally impact their agency.

In response to a similar proposal, HCS for SCS for SB 973, Oversight received the following responses:

Officials from the **Department of Health and Senior Services, the Department of Social Services, MO HealthNet Division and Division of Legal Services, the Missouri Consolidated Health Care Plan** and the **Missouri Department of Conservation** each assume the proposal would not fiscally impact their respective agencies.

In response to the previous version of this proposal, officials from the **Department of Mental Health** and the **Missouri Department of Transportation** each assumed the proposal would not fiscally impact their respective agencies.

Section 376.1237

Officials from the Department of Insurance, Financial Institutions and Professional Registration assume the current proposal would not fiscally impact their agency.

In response to a similar proposal, HB 1852, Oversight received the following responses:

Officials from the **Missouri Consolidated Health Care Plan** and the **Department of Health and Senior Services** each assumed the proposal would not fiscally impact their respective agencies.

<u>FISCAL IMPACT -</u> <u>State Government</u>	FY 2017 (10 Mo.)	FY 2018	FY 2019	Fully Implemented (FY 2020)
(§324.001)				
<u>Costs - DHSS</u>	\$0 or...	\$0 or...	\$0 or...	\$0 or (Greater than...)
Personal service	(\$33,650)	(\$40,784)	(\$41,192)	(\$41,192)
Fringe benefits	(\$17,603)	(\$21,234)	(\$21,346)	(\$21,346)
Equipment and expense	<u>(\$14,877)</u>	<u>(\$10,171)</u>	<u>(\$10,425)</u>	<u>(\$10,425)</u>
Total <u>Cost - DHSS</u>	<u>\$0 or (\$66,130)</u>	<u>\$0 or (\$72,189)</u>	<u>\$0 or (\$72,963)</u>	<u>\$0 or (Greater than \$72,963)</u>
FTE Change - DHSS	0 or 1 FTE	0 or 1 FTE	0 or 1 FTE	0 or 1 FTE
<u>Costs - DSS</u> (§197.322)				
Personal service	(\$10,485)	(\$21,180)	(\$21,391)	(\$10,803)
Fringe benefits	(\$5,388)	(\$10,832)	(\$10,890)	(\$5,499)
Equipment and expense	(\$3,812)	(\$1,403)	(\$1,438)	(\$737)
Meeting and consulting expenses	<u>(\$21,305)</u>	<u>(\$42,612)</u>	<u>(\$42,612)</u>	<u>(\$21,305)</u>
Total <u>Costs - DSS</u>	<u>(\$40,990)</u>	<u>(\$76,027)</u>	<u>(\$76,331)</u>	<u>(\$38,344)</u>
FTE Change - DSS	0.5 FTE	0.5 FTE	0.5 FTE	0.5 FTE
<u>Loss - DHSS</u> (§197.321)				
Reduction in CON fees	<u>(Up to \$302,342)</u>	<u>(Up to \$309,900)</u>	<u>(Up to \$317,648)</u>	<u>(Up to \$164,606)</u>
ESTIMATED NET EFFECT ON GENERAL REVENUE FUND	<u>(Up to \$409,462)</u>	<u>(Up to \$458,116)</u>	<u>(Up to \$466,942)</u>	<u>(Up to \$275,913)</u>

Estimated Net FTE
 Change on the
 General Revenue
 Fund
FISCAL IMPACT -
State Government

.5 or 1 FTE	.5 or 1 FTE	.5 or 1 FTE	.5 or 1 FTE
FY 2017 (10 Mo.)	FY 2018	FY 2019	Fully Implemented (FY 2020)

**PROFESSIONAL
 REGISTRATION
 FUNDS**

Costs - DIFP

Data collection costs (§324.001)	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>
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**ESTIMATED NET
 EFFECT ON
 PROFESSIONAL
 REGISTRATION
 FUNDS**

<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>	<u>\$0 or (Unknown)</u>
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<u>FISCAL IMPACT - State Government</u>	FY 2017 (10 Mo.)	FY 2018	FY 2019	Fully Implemented (FY 2020)
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**BOARD OF
REGISTRATION
FOR THE
HEALING ARTS
FUND**
 (§§334.1200 to
334.1233)

<u>Income - DIFP</u>				<u>\$0 or ...</u>
Licensing fees	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$10,000</u>
<u>Costs - DIFP</u>				\$0 or ...
Personal service	\$0	\$0	\$0	(\$78,880)
Fringe benefits	\$0	\$0	\$0	(\$41,663)
Equipment and expense	\$0	\$0	\$0	(Unknown)
Compact participation fee	\$0	\$0	\$0	(\$6,000)
<u>Total Costs - DIFP</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	(\$126,543)
FTE Change - DIFP	\$0	\$0	\$0	0 or 2 FTE

**ESTIMATED NET
EFFECT ON THE
BOARD OF
REGISTRATION
FOR THE
HEALING ARTS
FUND**

<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0 or (Greater than \$116,543)</u>
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<u>FISCAL IMPACT - Local Government</u>	FY 2017 (10 Mo.)	FY 2018	FY 2019	Fully Implemented (FY 2020)
	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

FISCAL IMPACT - Small Business

This legislation restricts the Missouri Health Facilities Review Committee from approving any certificate of need for any new facilities licensed under Chapter 198, RSMo. This may result in the loss of construction and employment opportunities for small businesses throughout the state.

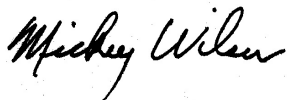
FISCAL DESCRIPTION

This act modifies provisions relating to health care professionals, the certificate of need program, and prescription refills.

This legislation is not federally mandated, would partly duplicate another other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Department of Insurance, Financial Institutions and Professional Registration
Attorney General's Office
Office of the State Courts Administrator
Department of Higher Education
University of Missouri
Office of the Secretary of State
Joint Committee on Administrative Rules
Department of Health and Senior Services
Northwest Missouri State University
Missouri Western University
State Technical College of Missouri
Department of Mental Health
Department of Transportation
Department of Social Services
Missouri Consolidated Health Care Plan
Missouri Department of Conservation
Office of the Governor
Missouri House of Representatives
Missouri Senate



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May 5, 2016

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