

FACT-FINDING REPORT

STATE OF OHIO

STATE EMPLOYMENT RELATIONS BOARD

September 18, 2013

In the Matter of:

Toledo Board of Education	)	
	)	Case Nos. 2013-MED-04-0551-Teachers
and	)	2013-MED-04-0552-Paraprofessionals
	)	2013-MED-04-0553-Substitutes
Toledo Federation of Teachers	)	

APPEARANCES

For the Board:

Keith Wilkowski, Counsel  
David Mann, Counsel  
Romules Durant, Superintendent  
Matt Cleland, Treasurer

For the Union:

John Roca, Attorney  
Kevin Dalton, Vice President, TFT  
Dale Price, Treasurer, TFT  
Jewell Gould, Director of Research & Information Services, AFT

Fact Finder:

Nels E. Nelson

## BACKGROUND

The instant dispute involves the Toledo Board of Education and the Toledo Federation of Teachers. The board oversees the Toledo Public Schools, which enrolls approximately 22,000 students and operates 50 school buildings. The union represents three bargaining units consisting of approximately 1,820 teachers, 330 paraprofessionals, and 205 substitute teachers.

The parties are negotiating successor agreements to the ones that expired on June 30, 2013. They met on numerous occasions in an attempt to reach a negotiated settlement. The parties resolved many of the issues but when no overall agreement was reached, they declared an impasse.

At that point, the parties entered into a Mutually Agreed Dispute Resolution Procedure. It provides for fact finding to be conducted by the undersigned. The MAD requires pre-hearing statements to be submitted by 6:00 p.m. on August 26, 2013, and calls for mediation on August 27, 2013, followed by a fact-finding hearing on August 28 and 29, 2013. It specifies that the process will be governed by the terms of Chapter 4117 of the Ohio Revised Code except as modified by the parties. The MAD requires the Fact Finder to submit his report to the parties so that it is received by them no later than 12 noon on September 10, 2013, but the parties agreed to extend the deadline to September 18, 2013, at 12 noon.

The mediation session went forward as scheduled on August 27, 2013. The good faith efforts of the board and union resulted in the settlement of the remaining non-economic issues. A fact-finding hearing was held on August 28, 2013, regarding the unresolved economic issues. Despite extensive efforts on August 29, 2013, to reach a mediated settlement, no agreement was reached and this report was prepared.

The recommendations of the Fact Finder are based upon the criteria set forth in Section 4117-9-05(K) of the Ohio Administrative Code. They are:

- (a) Past collectively bargained agreements, if any, between the parties;
- (b) Comparison of the unresolved issues relative to the employees in the bargaining unit with those issues related to other public and private employees doing comparable work, giving consideration to factors peculiar to the area and classification involved;
- (c) The interest and welfare of the public, and the ability of the public employer to finance and administer the issues proposed, and the effect of the adjustments on the normal standard of public service;
- (d) The lawful authority of the public employer;
- (e) The stipulations of the parties;
- (f) Such other factors, not confined to those listed in this section, which are normally or traditionally taken into consideration in the determination of issues submitted to mutually agreed upon dispute procedures in the public service or in private employment.

Case No. 2013-MED-04-0551 - Teachers

The dispute between the board and the teachers involves four issues. For each issue, the Fact Finder will set forth the positions of the parties with respect to the issue and summarize the arguments and evidence they presented in support of their demands. He will then offer his analysis of the issue, followed by his recommendation.

1) Article XXXV - General Provisions, Salary Schedule, Teachers' Salary

Schedule - The salary schedule in the current contract calls for a salary of \$34,086 for a first year teacher with a bachelor's degree and a maximum salary of \$68,304 for a teacher with a PhD and 30 years of experience. A typical teacher in the district has a master's degree and 15 years of experience and earns \$56,122. Until the prior contract, teachers received annual increases reflecting additional experience and where applicable, additional education. However, for the

past two years, teachers have been frozen on the salary schedule, i.e., they did not receive annual increases based on experience or increases based on completing additional education.

Positions of the Parties - The parties have very different positions regarding increases in the salary schedule and increases in salaries based on additional experience and education. For the 2013-2014 school year, the union proposes the restoration of the 1% salary cut in 2010-2011 and the 2.5% cut in 2011-2013 and the addition of 1% to all salaries for a total wage increase of 4.5%. It also demands that members be advanced three steps on the salary schedule reflecting the freezes in 2011-2012 and 2012-2013 and an additional step for 2013-2014. The union also seeks to have teachers placed in the proper column of the salary schedule to reflect any additional education they completed while they were frozen on the salary schedule. For 2014-2015, the union proposes the salary schedule be increased by 3.5%. For 2015-2016, the union seeks a 3.0% increase in the salary schedule.

The board offers a two-year agreement. It proposes that teachers remain frozen on the salary schedule, i.e., receive no increases based on additional experience or education, for the term of the contract. The board offers a 1% increase in the salary schedule in 2013-2014 and .5% increase in 2014-2015.

Analysis - The rationales of the parties for their positions are clear. The union focuses on the fact that the 3.5% salary cut coupled with the two-year freeze on the salary schedule has resulted in teachers in Toledo earning significantly less than other teachers in the Toledo area and teachers in the seven other large school districts in Ohio.

Data submitted by the union suggests that teachers in suburban districts in the Toledo area earn more than teachers in the Toledo school district. The union provided the complete salary schedules for the Ottawa Hills, Oregon City, Springfield/Holland, Rossford, and

Perrysburg school districts. The Arbitrator, however, has chosen to focus on the salaries of teachers with a bachelor's degree and no experience because starting salaries are frequently the focus of negotiators and teachers with a master's degree with 15 years of experience because this is the education and experience of the typical Toledo teacher. The salaries for these representative groups of teachers in Toledo and in the five surrounding suburban districts are as follows:

	<u>BA - No experience</u>	<u>MA - 15 Years of Experience</u>
Average Salary	\$36,255	\$68,911
Toledo Salary	34,086	56,122
Difference	(2,169)	(12,789)
Percent Difference	-6.0%	-18.6%

While the salary gap between the Toledo teachers and teachers in nearby suburban districts is large, the Fact Finder cannot attach too much weight to that fact. First, the union appeared to select a number of the higher-paying Toledo suburbs. Second, it is widely recognized that urban districts throughout Ohio pay less than surrounding suburban school districts. Thus, a more relevant comparison for Toledo is to other urban districts in Ohio.

The union also provided salary data for the Ohio 8, i.e., the eight largest school districts in the state. The data shows the following:

	<u>BA - No experience</u>	<u>MA - 15 Years of Experience</u>
Akron	\$34,378	\$64,086
Canton	32,977	61,997
Cincinnati	39,262	66,428
Cleveland	37,412	71,611
Columbus	39,125	73,672
Dayton	33,936	61,606
Youngstown	29,885	54,869
Average Salary	35,282	64,896

Toledo Salary	34,086	56,122
Difference	(1,196)	(8,774)
Percent Difference	-3.5%	-15.6%

While these differences are significant, Toledo teachers may be further behind than these figures suggest. First, the salaries for Toledo are for 2012-2013 but the salaries for some of the other districts appear to be for earlier years. Second, salaries for Toledo teachers with a bachelor's degree and no experience and teachers with a master's degree and 15 years of experience compare more favorable to other districts than other teachers with a bachelor's degree or a master's degree. In fact, for teachers with a bachelor's degree, the smallest salary gap, 3.5%, is for teachers with no experience. The other differences range from 7.4% to 20.8%. For teachers with a master's degree, most of the salary gaps exceed 20%. (Ibid.) Third, to the extent that teachers in other districts were not frozen on their salary schedules, Toledo teachers' salaries are even further behind.

The board focuses on its limited ability to pay increased salaries. Its May 2013 five-year forecast indicates that beginning in 2014-2015, it would not have sufficient funds to operate the district. The board's May 2013 five-year forecast is as follows:

	<u>FY 2014</u>	<u>FY 2015</u>
Revenues	\$319,355,161	\$328,875,587
Beginning Balance	10,749,259	6,818,129
Balance + Revenue	330,104,420	335,693,760
Expenditures	323,286,291	348,212,677
Ending Balance	6,818,129	(12,518,961)

At the fact-finding hearing, the board submitted an adjusted ~~five-year~~ forecast to account for information learned since the forecast was submitted to the Ohio Department of Education in

May 2013.<sup>1</sup> The revised forecast subtracts the historically assumed 3% salary increase included in the May forecast from expenditures; adds a \$1.4 million increase in real estate taxes in Fiscal Years 2014 and 2015; reduces Fiscal Year 2014 expenditures by \$4 million due to the delay in the requirement under the Affordable Care Act to provide health insurance to employees who work at least 30 hours per week; retains from the May Five Year Forecast a one-time \$6.0 million transfer to the general fund from Fund 024, the health insurance fund, in Fiscal Year 2014; reduces the annual transfers from the general fund to the health insurance fund by \$1.5 million; and shows a \$5.0 million reduction in Foundation support for Fiscal Year 2015 as enacted in the new state budget for Fiscal Year 2015.

The board's adjustments result in the district ending FY 2015 with a small balance. The revenue and expenditures are as follows:

	<u>FY 2014</u>	<u>FY 2015</u>
Revenues	\$320,755,161	\$328,875,587
Beginning Balance	10,749,259	6,818,129
Balance + Revenue	331,504,420	335,693,760
Expenditures	313,212,830	348,212,677
Ending Balance	18,291,590	4,521,816

At the hearing, the union suggested a number of sources of additional revenue to pay its salary demands. First, it stated that the health insurance fund has an excess balance of \$8.5 million. Second, the union indicated that the board could save \$4.0 million in Fiscal Year 2015 by "changing the delivery of sub services." Third, it claimed that the board failed to take into account more than \$3.0 million in savings due to more than 100 teachers retiring or leaving the district and being replaced by teachers with lower salaries.

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<sup>1</sup> This forecast was for a period of two years and was not submitted to the Ohio Department of Education as an amendment of the Five Year Forecast.

At the time of the hearing, the union was not able to demonstrate that additional money was available in the health insurance fund. The board's revised five-year forecast reduced the balance in the fund by \$6.0 million in Fiscal Year 2014 and reduced the transfer from the general fund to the health insurance fund by \$1.5 million (one time money being adjusted in FY 2014). The fact that the fund balance has not increased between January and July of 2013, was supported the Board's claim that no further money was available in the health insurance fund to union salary demands. However, subsequent to the fact-finding hearing, based on the union's presentation at the hearing, the board re-examined the money in the health insurance fund and agreed to add \$2.0 million dollars to the bottom line of FY 2015 as a result of lower necessary contributions to account for lower inflation. This increases the money available over the term of the agreement to fund salary increases.

The Fact Finder questions the union's suggestion that the board could save \$4.0 million by "changing the delivery of sub services." This suggestion would require the board to change the hours of substitutes so that they would fall outside the Affordable Care Act's requirement that employees who work more than 30 hours per week be provided with health insurance. It was not clear, however, that the board could make the necessary changes to reduce substitutes' hours or that it would be desirable to do so.

The board appears to have already taken into account the replacement of a significant number of high seniority teachers with lower paid new teachers. At the fact-finding hearing, it explained that its five-year forecast uses an annually calculated average salary for salary costs rather than using the prior year's salary as the basis for future salaries. This method would appear to capture the savings referred to by the union.

Considering the points discussed above, the Fact Finder is left with two facts. It is undeniable that Toledo teachers' salaries lag behind comparable schools districts. At the same time, it is equally clear that in the short run, the board has a very limited ability to reduce the gap between salaries in Toledo and the other Ohio 8 districts. The Fact Finder's recommendations must reflect both of these facts.

First, the Fact Finder recommends that the freeze on the salary schedule be lifted on January 1, 2014, and that teachers advance one step on the salary schedule at that time and be placed in the column of the schedule corresponding to their current education level. Teachers should then advance another step on the salary schedule on January 1, 2015, and be placed in the column of the schedule corresponding to their current education level.

Lifting the freeze on the salary schedule is essential. It has prevented teachers from receiving salary increases based on additional experience and education and has caused them to fall significantly behind teachers in other large cities in Ohio. If the freeze is not lifted, teachers in the district will fall even further behind comparable teachers.

The Fact Finder, however, cannot recommend granting the union's demand that teachers be advanced two additional steps on the salary schedule to reflect the two-year freeze. First, while some other school districts may also have had to freeze teachers on their salary schedules, it is not yet clear whether these teachers will be able to make up for the freezes. Second, the cost of the additional two-step advance is more than the board can afford. The board estimated that each step is \$1.8 million so two additional steps would result in a very substantial increase in expenditures. It should also be noted that the estimated \$1.8 million cost does not include any costs associated with teachers moving to another column on the schedule due to more education.

Second, the Fact Finder also recommends that each cell of the salary schedule be increased by 1% effective January 1 of 2014 and 2015. These recommended increases will help close the salary gap that exists between the district's teachers and teachers in comparable districts. While these increases exceed the .60% increase for teachers reported by the State Employment Relations Board's Annual Wage Report for 2012, increases in 2013 have generally exceeded those in 2012 and are likely to do so again in 2014.

The Fact Finder appreciates that neither the board nor the union may be satisfied with his recommendations. He understands that the board may be concerned that recommended increases in the salary schedule combined with the increases based on additional experience and education might require the board to reallocate some funds. The Fact Finder believes, however, that the board must aggressively seek to find the funds to reduce the gap between Toledo teachers' salaries and salaries in the other Ohio 8 school districts. He also accepts that the teachers may have expected to close the gap between their salaries and the teachers in the other Ohio 8 districts much faster than is being recommended but any greater increases in salary costs would very likely result in program cuts and force the board to lay off teachers.

Recommendation - The Fact Finder recommends the following contract language:

Effective July 1, 2013, the current salary schedule and the placement of teachers on the schedule shall remain unchanged from the 2012-13 school year.

Effective January 1, 2014, the salary schedule shall be increased 1%. In addition, teachers shall be advanced one step on the schedule and placed in the column corresponding to their current educational attainment.

Effective January 1, 2015, the salary schedule shall be increased 1%. In addition, teachers shall be advanced one step on the schedule and placed in the column corresponding to their current educational attainment.

Negotiations shall be reopened no later than May 1, 2015, to determine any adjustment in the salary schedule and the placement of teachers on the salary schedule to be effective July 1, 2015.

2) Article XXXVII - Student Activities, Athletic Events and Coaches Salary and Article XXXVIII - Special Services Salaries - The 2008-2010 agreement, which was extended for one year, included supplemental salaries totaling \$7.9 million dollars. During the fact-finding process leading up to the 2012-2013 contract, the Fact Finder recommended that the board and the union identify combinations of position eliminations and salary reductions to reduce spending on supplemental salaries by \$2.0 million. The parties subsequently agreed upon the cuts and the elimination of certain positions to achieve the \$2.0 million savings. (Union Exhibit 15)

Positions of the Parties - The parties have significantly different positions regarding supplemental salaries. The union seeks to have all of the supplemental salaries listed in the 2008-2010 collective bargaining agreement reinstated effective September 1, 2013. It further proposes that effective January 1, 2014, all of the supplemental salaries be increased by 5%. The Board proposes that supplemental salaries remain frozen for the term of the agreement.

Analysis - The Fact Finder recommends that supplemental salaries remain frozen for the term of the agreement. He believes that any funds available should be used to increase salaries, which will benefit all members of the bargaining units rather than just those individuals holding supplemental contracts. Furthermore, the union provided no data indicating how supplemental salaries in Toledo compare to other districts.

Recommendation - The Fact Finder recommends that supplemental contracts be paid at the same rates as during FY 2012 and FY 2013.

3) New Provision - Flexible Spending Account - The current contract has no provision relating to Flexible Spending Accounts.

Positions of the Parties - The union proposes that the insurance committee create Flexible Spending Accounts that equal the out-of-pocket expenses for participating members where the amount would be added to the FSAs in two equal payments on September 1, 2013, and January 1, 2014. It further demands that in subsequent years, the FSA will remain and will match the out-of-pocket expenses with the necessary amounts deposited on September 1 and January 1 of each year. The board opposes the union's demand.

Analysis – The board's limited ability to pay prevents the Fact Finder from recommending the union's demand to create Flexible Spending Accounts. He believes that the available funds should be used to address the salary gap between Toledo teachers and teachers in the other Ohio 8 districts.

Recommendation - The Fact Finder recommends that the union's demand be denied.

4) Article LXII - Duration, Renewal, No Strike - The current collective bargaining agreement had a term of two years.

Positions of the Parties - The parties disagree regarding the duration of the contract. The board proposes a contract with a two-year term from July 1, 2013, through June 30, 2015. The union seeks a three-year agreement effective July 1, 2013, through June 30, 2016.

Analysis - The Fact Finder recommends a three-year agreement with a reopener for salaries and benefits only for the third year. This reflects the board's concern regarding certifying the availability of funds to pay salaries and the union's interest in avoiding continual negotiations by narrowing the range of issues to be considered.

Recommendation - The Fact Finder recommends the following contract language:

This Agreement shall become effective as of July 1, 2013, and the terms and conditions thereof shall be effective as provided herein and shall continue through June 30, 2016, provided that either party may provide the other party with 90 days' notice of its desire to renegotiate salaries and benefits prior to the end of the second year of the agreement, i.e., prior to June 30, 2015, to be effective July 1, 2015.

This Agreement shall be automatically renewed as to both economic and non-economic terms for additional periods of one year unless either party shall notify the other party not later than April 1 before the expiration of its desire to modify or amend the Agreement. In the event that such notice is given, negotiations shall promptly commence at a mutually agreeable time and place prior to termination dates as per ORC 4117.

No lockout of employees shall be instituted by the employer during the period ending June 30, 2016, and no strikes of any kind shall be caused or sanctioned by the Union during the same period except as a result of the reopener for salaries and benefits to be effective July 1, 2015, except as provided in the following paragraph.

### Case No. 2013-MED-04-0552 – Paraprofessionals

The dispute between the board and the paraprofessionals involves three issues.

1) Article 22 – Compensation, Sections A & B - The paraprofessionals have a five-step wage schedule where they advance one step on their anniversary date every two years. The starting wage for paraprofessionals with 0 to 1 years of service is \$12.24 per hour and the top rate is \$15.48 for individuals with 8 or more years of service.

Positions of the Parties - The parties' positions for the paraprofessionals are straightforward. The union proposes the restoration of the 1% wage cut in 2010-2011 and the 2.5% cut in 2011-2013 and the addition of 1% to all wages for a total increase of 4.5%. It also demands that members be advanced on the wage schedule reflecting the freezes in 2011-2012 and 2012-2013 and that they progress on the salary schedule as indicated in the contract. The union further proposes that the wage schedule be increased by 3.5% for 2014-2015 and 3.0% for 2015-2016. The board offers a 1% increase in the wage schedule effective January 1, 2014, and a

.5% increase effective January 1, 2015. It proposes that the paraprofessionals remain frozen on their current step of the wage schedule.

Analysis - The Fact Finder believes that the paraprofessionals should be treated the same as the teachers. This means that he will recommend that they be placed back on the wage schedule effective January 1, 2014, and advance on their salary schedule on their next anniversary date and every two years after that time. In addition, the salary schedule should be increased by 1% effective January 1, 2014, and January 1, 2015.

Recommendation - The Fact Finder recommends the following contract language:

Section A. The following wage scale will be in effect until June 30, 2015.

<u>Step</u>	<u>Effective 7/1/2013</u>	<u>Effective 1/1/14</u>	<u>Effective 1/1/15</u>
0-1	12.24	12.36	12.49
2-3	12.92	13.05	13.18
4-5	13.76	13.90	14.04
6-7	14.61	14.76	14.90
8 or more	15.48	15.63	15.79

Section B. Employees shall advance on the salary schedule on the anniversary dates of their employment.

2) New Provision - Flexible Spending Account - The current contract has no provision relating to Flexible Spending Accounts.

Analysis – As discussed above, the Fact Finder cannot recommend the union’s proposal.

Recommendation - The Fact Finder recommends the union’s demand be rejected.

3) Article 26 – Duration, Renewal, No Strike - The current collective bargaining agreement had a term of two years.

Analysis - As discussed above, the Fact Finder recommends a three-year with a reopener for wages in the third year.

Recommendation - The Fact Finder recommends the following contract language:

This Agreement shall become effective as of July 1, 2013, and the terms and conditions thereof shall be effective as provided herein and shall continue through June 30, 2016, provided that either party may provide the other party with 90 days' notice of its desire to renegotiate wages and benefits prior to the end of the second year of the agreement, i.e., prior to June 30, 2015, to be effective July 1, 2015.

This Agreement shall be automatically renewed as to both economic and non-economic terms for additional periods of one year unless either party shall notify the other party not later than April 1 before the expiration of its desire to modify or amend the Agreement. In the event that such notice is given, negotiations shall promptly commence at a mutually agreeable time and place prior to termination dates as per ORC 4117.

No lockout of employees shall be instituted by the employer during the period ending June 30, 2016, and no strikes of any kind shall be caused or sanctioned by the Union during the same period except as a result of the reopener for salaries and benefits to be effective July 1, 2015, except as provided in the following paragraph.

### Case No. 2013-MED-04-0553 - Substitutes

The dispute between the board and the substitutes involves two issues.

1) Article VIII – Compensation, Sick Leave, Extra Duties, Section A - Under the current contract, daily substitutes without restrictions earn \$90.49 per hour; daily substitutes with restrictions earn \$79.09 per hour, and long-term substitutes earn \$100.26 per hour.

Positions of the Parties - The parties' positions for substitutes are clear. The union demands wage increases of 4.5% effective July 1, 2013; 3.5% July 1, 2014; and 3.0% effective

July 1, 2015. The board offers a 1% increase effective January 1, 2014, and a .5% increase effective January 1, 2015.

Analysis - The Fact Finder believes that the substitutes should be treated the same as the teachers and the paraprofessionals. This means that he will recommend that they be granted 1% wage increases effective January 1 of 2014 and 2015.

Recommendation - The Fact Finder recommends the following contract language:

A. Compensation shall be paid to members of the bargaining unit based on the following classifications.

Class I - Daily substitute without restriction:

Effective <u>7/1/13</u>	Effective <u>1/1/14</u>	Effective <u>1/1/15</u>
\$104.00	\$105.04	\$106.09

Retired Toledo School District teachers employed as substitute teachers and covered by this Agreement, shall be paid Class I rates regardless of their classification.

Effective December 1, 1997 former members of the classroom teachers bargaining unit who substitute after retirement and are assigned as long-term substitutes shall be compensated at step 12. As provided for in Article XXXV, Section P, of the teachers' master contract beginning on the eleventh (11<sup>th</sup>) day of such assignment.

Class II - daily substitute to specify geographical restrictions on assignments, or a limited number of service days:

Effective <u>7/1/13</u>	Effective <u>1/1/14</u>	Effective <u>1/1/15</u>
\$83.00	\$83.83	\$84.67

Class III – Long-term substitutes and continuous building substitutes begin the eleventh (11<sup>th</sup>) day through the fifty-ninth (59<sup>th</sup>) day for long-term substitutes and the sixth-fourth (64<sup>th</sup>) day for continuous building substitutes:

Effective <u>7/1/13</u>	Effective <u>1/1/14</u>	Effective <u>1/1/15</u>
\$114.00	\$115.14	\$116.29

Class I and Class III substitutes who hold a two-year provisional license shall be paid an additional \$12.50 per day as of 8/1/01 and \$50 per day as of 8/1/02.

Substitute teachers who substitute teach under a substitute license will, upon employment as a fully licensed teacher in the district, be granted one additional year of experience on the teachers' salary schedule, up to two (2) years, for every school year in which the substitute serves for a minimum of 120 days within a school calendar year.

2) Article XII - Duration and Renewal - The current collective bargaining agreement had a term of two years.

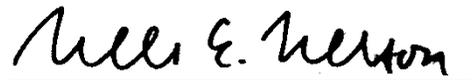
Analysis - As discussed above, the Fact Finder recommends a three-year agreement with a reopener for wages in the third year.

Recommendation - The Fact Finder recommends the following contract language:

This Agreement shall become effective as of July 1, 2013, and the terms and conditions thereof shall be effective as provided herein and shall continue through June 30, 2016, provided that either party may provide the other party with 90 days' notice of its desire to renegotiate wages and benefits prior to the end of the second year of the agreement, i.e., prior to June 30, 2015, to be effective July 1, 2015.

This Agreement shall be automatically renewed as to both economic and non-economic terms for additional periods of one year unless either party shall notify the other party not later than April 1 before the expiration of its desire to modify or amend the Agreement. In the event that such notice is given, negotiations shall promptly commence at a mutually agreeable time and place prior to termination dates as per ORC 4117.

No lockout of employees shall be instituted by the employer during the period ending June 30, 2016, and no strikes of any kind shall be caused or sanctioned by the Union during the same period except as a result of the reopener for salaries and benefits to be effective July 1, 2015, except as provided in the following paragraph.



Nels E. Nelson  
Fact Finder

September 18, 2013  
Russell Township  
Geauga County, Ohio