

# HEALTH DEPARTMENT

RESEARCH AND ANALYSIS SECTION - LEGISLATIVE REFERENCE BUREAU

EXECUTIVE SUMMARY: 2011 PROPOSED BUDGET

HEARING DATE: OCTOBER 19, 2010

- 1. O&M Budget:** The 2011 Proposed O&M Budget is virtually unchanged from 2010 except for an increase in base salary costs and rising fringe benefit costs.
- 2. Grant Funding:** Overall federal and state grant funding is down 21% in 2011, although grant funding of O&M salaries is up approximately \$465,000.
- 3. Food Site Inspections:** Approximately 50% of all food site inspections uncovered critical violations in both 2008 and 2009. The department has instituted a "1-2-3" inspection program for inspecting more complex food operations more frequently but has made little headway due to short staffing of field inspectors.
- 4. Problem Convenience Stores;** The department has shifted existing personnel to create a Training & Policy Coordinator position to help manage the process of reviewing "problem" convenience stores applications or renewals before issuing licenses. A pilot program was launched in 2010 to gather information on "problem" sites from the police, the DA and the Department of Neighborhood Services, and is set for citywide launch in 2011.
- 5. African-American Infant Mortality:** The incidence of infant death among African-Americans in the City remains persistently high – 15.43 deaths per 1,000 live births – 2.5 times the 6.11 rate for whites – despite

intensive home visits by the Health Department designed to lower the rate.

- 6. Immunization:** Although immunization rates citywide are at 81%, 2008 Health Department information indicates rates among children under 13 months of age in two City zip codes are 35% (53208) and 40% (53210).

## Dollars & Cents Changes

O&M Budget	'10 Adopted	'11 Proposed
Wages	\$12,540,829	\$13,189,369
Fringe Benefits	2,989,188	3,587,896
Operating Exps.	1,762,448	1,714,783
Equipment Pur.	5,000	5,000
Special Funds	181,000	181,000
Total Budget	\$17,478,465	\$18,678,048
<b>O&amp;M Grants &amp; Reimbursements</b>		
	(5,250,126)	(5,714,586)
<b>NET Budget</b>	\$12,228,339	\$12,963,462

The Health Department's 2011 Proposed O&M Budget is a \$735,123 increase over 2010 – the apparent result of a \$184,000 increase in base salary coupled with a \$600,000 increase in fringe benefit costs,.

**FIGURE 1** summarizes the \$735,123 increase in the proposed O&M budget in broad categories.

**FIGURE 2** reveals the \$782,788 payroll increase summarized in **FIGURE 1** is not that simple. \$743,925 is the result of increased base wages, and these monies have been redirected indicating a shift in the department's focus. The number of dollars spent has changed little from 2010 to 2011, but the priorities have been fine-tuned. Spending for the home visiting program – the department's umbrella program for efforts to remediate the high infant mortality rate among African-American residents – is up \$579,710 – 36% above 2010 spending. Proposed spending is also up for Maternal & Child Health, Sexually Transmitted Disease and Environmental Health – the food inspection and licensing arm of the department. This increase in base payroll, plus \$600,000 of additional fringe benefits, is offset in

part by a \$464,460 increase in Grants & Reimbursements which subsidize a significant portion of operations.

**FIGURE 1**

2011 Budget Changes	
<b>Prior Year Budgets</b>	
2009 Actual Budget	\$14,189,765
2010 Adopted Budget	\$12,228,339
<b>2011 Changes</b>	
Payroll Budget	782,788
Operating Expenditures	
Vehicle Rental	(9,000)
Professional Services	(28,665)
Property Services	(10,000)
TL. Operating Expenditures	(47,665)
TL 2011 Budget Changes	\$735,123
<b>2011 Proposed Budget</b>	\$12,963,462

**FIGURE 2**

2011 Payroll Budget Changes		
'10 Wages	274	\$7,290,703
'10 Fringe Benefits		2,989,188
<b>Net 2010 Payroll Budget</b>	274	\$10,279,891
<b>Program Changes</b>		
Administration	(2)	107,674
Maternal & Child Health	2	145,597
BioTerrorism	1	63,223
Home Visiting	8	579,710
Adolescent Health	(9)	(425,184)
Environmental Health	1	107,550
Sexually Transmitted Disease	(1)	96,829
Misc. Programs	(1)	68,526
Base Wages Change	(1)	\$743,925
Personnel Cost Adj.		(95,385)
Grants & Reimbursements		(464,460)
Fringe Benefits		598,708
Net Changes		\$782,788
<b>Net 2011 Payroll Budget</b>	273	\$11,062,679
'11 Fringe Benefits		3,587,896
'11 Wages		\$7,474,783

The Health Department's Proposed Budget abandons several staff positions requested initially in its Requested Budget, and initiates other new staff positions requests. Of note, the department abandoned its request for a pandemic flu coordinator – this year's flu season looks more manageable than recent years – and beefs up food license management with a Training & Policy Coordinator in Consumer Environmental Health to help meet the challenges of problem convenience and other food stores.

<b>2011 Budget - Abandoned &amp; New Staffing</b>	
<b>Abandoned Staffing Requests</b>	<b>Savings</b>
Administration – Human Resources Analyst-Senior	(28,266)
Health Center - Public Health	(47,853)
Health Center - Clinic Assistant	(29,781)
Bioterrorism - Emergency Preparedness Coord.	(44,194)
Sexually Transmitted Disease - Office Assistant III	(33,865)
Emergency Pandemic Flu Response – Proj. Coord.	(61,872)
	(245,831)
<b>New Staffing Requests</b>	
Violence Prevention - Proj. Coord.	44,194
Health Center - PART-TIME Clinic Assistant	14,891
Environmental Health – Training & Policy Coord.	53,032
Bioterrorism - Pandemic Planning Coord.	63,261
	175,378
<b>Net Abandoned &amp; Newly Requested Staffing</b>	<b>(70,453)</b>

## Grants & Reimbursements

### O&M Funding

The Health Department's O&M payroll budget is significantly funded by federal and state grants as indicated in the chart below, and to a lesser extent by reimbursements from other City departments.

<b>Grants Percentage &amp; Net Wages</b>		
	<b>'10 Adopted</b>	<b>'11 Proposed</b>
Wages	\$12,540,829	\$13,189,369
Reimbursements	(31,867)	(33,210)
Grants	(5,218,259)	(5,681,376)
<i>Grants %</i>	<i>41.61%</i>	<i>43.08%</i>
Net Wages	\$7,290,703	\$7,474,783

### Other Grant Funding

In addition to O&M-earmarked grant funding, the Health Department expects to administer an

additional \$4,043,208 in grant-funded programs in 2011 – down from \$7,105,084 in 2010.

Total grants for 2011, including O&M grants, are expected to be \$9,724,584, down 21% from 2010's estimate of \$12,323,343. The WIC grant at \$1,433,000 is by far the single biggest grant expected in 2011. The WIC grant estimated for 2010 is \$1,070,000. The biggest category for 2011 is expected to be lead abatement with 4 grants totaling \$2,439,484.

The department's Policy & Research Director and a compliance analyst are responsible for applying for grants and work closely with the Department of Administration's grant compliance analyst. The

department consults the computer database, eCivis, weekly to explore new grant opportunities.

Wide swings in grant funding are common, and the department points out some grants prohibit application in consecutive grant cycles – effectively blocking the department from significant sources of grant monies for years.

## **Consumer Environmental Health – Food Licensing**

The 2011 Proposed Budget for this section is up \$107,550 to \$1,273,204, and a Training & Policy Coordinator has been added to the bring total personnel to 26.

### **Food Site Inspections**

Consumer Environmental Health has struggled in recent years to improve the department's inspections record for food establishments. In both 2008 and 2009, approximately 50% of all inspections uncovered critical violations, and little, if any, headway is being made in 2010. The section has adopted a tiered, "1-2-3" model for inspections calling for one annual visit to food sites selling pre-packaged products, such as convenience stores; 2 annual inspections for slightly more complex establishments where a limited menu of food offerings is prepared on site, such as snack shops; and 3 annual inspections for full-service restaurants with extensive menus.

The department believes part of the problem is short staffing. Nineteen inspectors are authorized, but for much of 2010, 5 positions have been unfilled. The positions are filled now, but the department was forced to hire untrained inspectors. Training takes 3 months, which means it will be 90 days before newly hired inspectors can go out on their own and begin to

whittle down the workload. Then there are the follow-up inspections. With every other inspection uncovering a critical violation, inspectors are forced to return to the same site multiple times to ensure the violation has been rectified – further exacerbating the workload and delaying inspections to unvisited sites.

The department estimates full compliance with the "1-2-3" inspection program would require 5,607 annual inspections – roughly 1.5 inspections per day per inspector – not including temporary, peddler and "weights & measures" inspections, and then there are the re-inspections to check up on critical violations uncovered in the initial inspection. If the rate of critical violation was halved to one in every 4 inspections, that would mean another 1,400 inspections – pushing the quota per inspector close to 2 per day, plus the "weights & measures" and other inspections.

The department continues to issue placards – 3" x 7" cards – to be prominently posted at food establishments after inspections giving the date of the last inspection and where consumers can access the inspection report online or by phone.

### **Problem Convenience Stores**

The department has shifted existing personnel to create a Training & Policy Coordinator position to the food licensing section to help better manage food licensing procedures, and specifically to help with "problem" food sites – often convenience stores – that raise the ire of neighborhood residents and pique the concern of the local Council member over community problems unrelated to healthfulness of the establishment's food preparation.

A pilot program was launched in 2010 in 2 aldermanic districts to gather information from the

Police Department, the District Attorney and the Department of Neighborhood Services on food establishments identified as problem licensees, and providing this information to Council members well in advance of license renewal. The department hopes to expand the program citywide in 2011.

There is already a procedure in place for notifying Council members of new food licenses applications in their districts to determine if there are neighborhood or aldermanic objections, though there have been bumps along the road when food licenses were granted despite neighborhood and aldermanic objections because no grounds were given for the objections and Health Department staff thought failure to cite grounds vacated the objections.

## **Lead Abatement**

Milwaukee's Health Department continues to have one of the most successful lead-poisoning control programs in the nation, but the number of abatements has been declining in recent years. In 2008, 841 dwelling units were abated, 766 in 2009 and the department is on target to abate 723 units in 2011. Among the reasons given for this decline, the Health Department cites that HUD grants require homeowners to pay for part of the abatement before they can receive grant funding. In these challenging economic times, this requirement keeps some residents from making their homes safe from lead-poisoning. HUD has refused the City's request to eliminate or suspend this matching requirement, and the Health Department has not sought alternative public or private funding to bridge the gap.

## **Flu Immunizations**

H1N1 vaccine was incorporated into the seasonal vaccine for 2010 and the Health Department expects flu vaccinations to be "routine" in 2011.

## **Infant Mortality Among African-Americans**

The department will emphasize its intensive home visiting programs, Empowering Families and the Nurse-Family Partnership, to combat the exceptionally high incidence of infant mortality among African-American residents – 15.43 deaths per 1,000 live births versus 6.11 per 1,000 for whites.

These programs are part of the department's umbrella home-visiting program to improve the health outcomes of Milwaukee families. Proposed funding for the overall home-visiting program in 2011 is up \$579,710 or roughly 36% over 2010 funding. Staffing is up 8 from 34 in 2010 to 42 in 2011.

## **Immunization**

The 2011 budget for immunization is down approximately \$58,000 for 2011 to \$407,370 with staffing down 2 to 9. Although immunization rates citywide are at 81%, 2008 Health Department information indicates rates among children under 13 months of age in 2 City zip codes are 35% (53208) and 40% (53210).

## **Special Funds**

### **AIDS Initiative**

\$75,000 was budgeted in 2010 and another \$75,000 is proposed in the 2011 budget to address HIV infection among young African-American men who have sex with men.

## **Computer Maintenance-Upgrades**

The Health Department spent \$90,778 on computer maintenance and upgrades in 2009, and budgets \$95,000 for both 2010 and 2011 for computer upkeep.

## **Task Force on Domestic Violence and Sexual Assault**

The Health Department spent roughly \$6,000 for this task force in 2009, and increased the 2010 Adopted and 2011 Proposed budgets to \$11,000.

## **Capital Improvements Budget**

The Health Department proposes \$110,000 for capital improvements in 2011 - \$25,000 for security cameras and \$85,000 for repairs and maintenance of health centers.

The 2011 Proposed Budget does not include a \$200,000 contribution to create an academic health department in partnership with UWM's School of Public Health.

The department has nearly \$1.4 million in capital improvements borrowing authority carryover.

## **Issues of Concern**

- The issuance of food licenses to problem establishments – primarily convenience stores.
- Licensing of food sites which are not technically convenience stores under City Code, but tend to cause “problems” in the neighborhood.
- The capacity of the department's Consumer Environmental Health Section to effectively manage food inspections per the department's “1-2-3” program.
- The decline, or radial swings, in grant funding.