

SOCIAL SERVICES

OVERVIEW - HEALTH

Public Act 368 of 1978 (The Public Health Code) as amended, mandates counties to have a health department. The same law permits, but does not require, the Board of Commissioners to appoint a board of health. Kent County created a board of health in October 1978. In April 2001, the Board of Commissioners approved reorganization of the Health Department and restructured the Board of Health as a Community Health Advisory Committee.

The code also details numerous specific functions and activities to be performed by the local health department. In 1994, the Michigan Department of Community Health (DCH) negotiated the Consensus Plan with local departments which reduced the mandated functions to nine “required” programs:

Vision Screening	Food Service Sanitation
Hearing Screening	Immunization
Public Water supplies	Sexually Transmitted Diseases
Private & Type II Groundwater Supplies	On-site Sewage Disposal Management
	General Communicable Disease Control

With respect to these required services, the Code states that the local health department shall “provide or demonstrate the provision of required services...” (MCL 333.2433(2) (e)); *see also* MCL 333.2473. Thus, a health department is only mandated to deliver the service directly if it cannot demonstrate that it is otherwise sufficiently available in the county. For purposes of this report, these services are identified as mandated, but it should be noted that assurance of the program is the mandate, not the provision of the service by the County.

Functions and activities outside of the mandated services are the responsibility of the State of Michigan Department of Community Health (DCH). In many cases, however, DCH has decided to provide funds to local health departments to carry out these functions. Such a delegation is allowed by the Public Health Code, which includes broad enabling - permitting rather than requiring - language relative to these activities. The Comprehensive Plan and Budget Contract (CPBC) - an annual agreement between the County, the Health Department and DCH - is the vehicle by which the State and the County agree to what services will be delivered by the Health Department and the funding that will be provided by the State. The Board of Commissioners’ approval of the CPBC document listing all the functions to be performed by the Health Department and the standard of service associated with the programs is considered to be acceptance of those terms and conditions.

The following sections detail the functions and programs of the County’s health services which are primarily provided by the Health Department and organized below according to the division to which they are assigned and where the funding required for their performance is budgeted.

ADMINISTRATION

In addition to setting forth specific requirements, the Code also includes some general statements of responsibility for the health department: planning and evaluating public health programs, investigating diseases and hazards, and tracking trends and statistics. In addition, the Administrative Division performs functions such as managing departmental information technology needs and facilities, which the County is not required to have but which are necessary

to achieve the efficient delivery of public health services as mandated by the State and authorized by the Board of Commissioners.

Grant and contract management is not a required service per se, but if the County authorizes the Health Department to accept a grant program, it is necessary to have a mechanism in place to manage the funds and administer the program.

The Emergency Preparedness program coordinates activities and services with various agencies to ensure that the Health Department and our community partners are prepared to provide services to the residents of Kent County in the event of an emergency. It includes the development of systems and procedures to assure a controlled, coordinated, and organized response to any county-wide emergency. This program was created following the September 11, 2001 attacks to prepare and respond to such events as smallpox outbreaks, anthrax or the release of other biological agents.

COMMUNITY CLINICAL SERVICES

Clinic services include the mandated services of childhood immunization, as well as services included in the CPBC such as Women, Infants and Children (WIC) Program and TB, HIV, and STI Screenings. Certain immunizations not required by law to be provided are also made available at the clinics on a fee basis. Lead screening is provided as part of the WIC Program.

The immunization program maintains immunization status data as mandated by state statutes. Immunization program staff work with all schools and licensed childcare providers in Kent County to provide training and to facilitate the submission of mandated reports. In the event of an epidemic or threatened epidemic MCL 333.9203 mandates that the County provide immunizations free of charge. The statute does not include specific funding for the free immunization and therefore it is an unfunded mandate; however, in the past, the State has provided partial funding in the case of mass immunizations.

In 2014, the health clinics located in Wyoming and Kentwood were merged into a new location at the former Kentwood Library. The library was purchased by the county and refurbished to include health clinical services on one side of the building and dental services on the other. The County also entered into an agreement with the Michigan Community Dental Clinic (MCDC) to allow MCDC to provide dental services to clients at that location, as a discretionary service.

COMMUNITY NURSING

The Community Nursing Division delivers specific services to residents outside of the clinic setting. Most of the services performed by the staff of the Nursing Division are included in the CPBC. The one mandated program performed by the staff in this division is vision and hearing screening. Strong Beginnings services were first approved by the Board of Commissioners in 2004.

ENVIRONMENTAL HEALTH

The Public Health Code identifies DCH as the environmental health agency for the state (MCL 333.12103), however, it also contemplates that much of the local inspection work and application processing will be carried out by the local health department (MCL 333.12106). Specifically, Public and Private Groundwater Supply and On-site Sewage Disposal Management are services that are actually mandated to be performed by DCH, but are among the required services for local public health operations under the 1994 agreement.

With respect to Food Service Sanitation, the Public Health Code was amended in 2000. As a result, the oversight for food service sanitation was given to the Department of Agriculture under MCL 289.1101 et. seq. The new language states that the Department of Agriculture or the local health department shall conduct food service inspections and that all records shall be maintained by the local health department. Food service sanitation is a required service under the 1994 agreement.

The Code addresses inspections of campgrounds and swimming pools somewhat ambiguously, requiring only that DCH *or* the local health department inspect such facilities. Subdivision/Condominium on-site systems also are required to be inspected by the State, which may delegate the authority to the local health department. In some instances, the State has included provisions in the Department of Environmental Quality (DEQ) contract requiring the local health department to act as its agent to do the inspections, in other cases, the duty has just been informally delegated to or assumed by the local health department.

Administration of the dog damage reimbursement program is mandated to the County and performed by the Health Department. Similarly, the sale of dog licenses is mandated to the Treasurer; the Health Department assists in this effort as a matter of customer service. The County Board of Commissioners officially assumed the responsibility for the animal shelter. According to MCL 287.289a, the Board of Commissioners may establish an animal control agency, but is not required to do so. Kent County took over operation of the animal shelter (known at the time as the dog pound) from the City of Grand Rapids in 1940. The bulk of the remainder of the animal control functions in this section are performed pursuant to the Animal Control Ordinance adopted by the Health Department in 1980. Revisions to the animal control regulations were approved by resolution on 8/10/00.

The remainder of the programs of the Environmental Health Division have been added by the Health Department in response to what it believes is a public safety or health issue. The law allows, but does not mandate, such a response. Certain programs are provided by contracts which were not approved by the Board of Commissioners, or in some cases (campground inspections) are supported by fees but have never been formally brought before the Board for approval as a program of the department. These programs are all considered discretionary programs of the department.

HEALTH EDUCATION AND PROMOTION

The Health Education and Promotion section is responsible for the department's activities that provide education programs, prevention programs, and outreach programs. Most of these programs are offered pursuant to grant agreements, either separated from or referenced in the CPBC. In addition, some programs have been added as discretionary activities of the Health Department in response to specific requests or because the department has believed the education program is consistent with the department's goals and mission.

MEDICAL EXAMINER

The duties of the County with respect to the medical examiner are mandated to the County; administration of the medical examiner program has been assigned to the Health Department.

Health Department

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Administration														
Community Assessment, Surveillance, and Reporting														
Conduct epidemiological studies	MCL 333.2433			X										
Conduct surveillance, investigation, and develop protocols for communicable diseases	MCL 333.2433			X										
Coordinate emergency preparedness planning and response activities							7-11-02-86				X		X	
Investigate environmental hazards and illnesses	MCL 333.2433			X										
Promote department in the community									X	X				
Submit annual report	MCL 333.2431		X											
Submit reports of disease to MDCH	MCL 333.2431			X										
Financial Administration														
Administer a system to charge and collect fees									X		X			
Install and maintain a system of accounting	MCL 333.2481		X											
Submit an annual budget to DCH	MCL 333.2483		X											
Grant and Contract Management														
Administer contracts									X		X		X	
Develop grant proposals										X	X			
Evaluate programs, services, projects, and accreditation							Annual CPBC contact				X		X	
Provide fiscal, program, and legislative analysis									X		X			

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Health Code Administration														
Enforce health laws	MCL 333.2433		X											
Participate in a Public Health Accreditation Program							08-27-09-93		X		X		X	
Submit an organizational plan for approval to MDCH	MCL 333.2431		X											
Information Technology														
Electronically collect, maintain, and transmit health data									X		X			
Permits														
Issue disinterment and reinterment permits	MCL 333.2850					X								
Worksite and Community Health Promotion														
Administer worksite and community health program										X	X	X		
Community Clinical Services														
Dental Clinic														
Provide dental care through a partnership from the Michigan Community Dental Clinic							8-8-13-57 8-8-13-58			X	X		X	
Immunizations														
Maintain immunization status data	MCL 380.1177 MCL 333.9209			X			8-26-04-75							
Offer free immunization to the public for protection in case of an epidemic or threatened epidemic	MCL 333.9203		X											
Provide adult immunizations									X	X	X			
Provide childhood immunizations									X	X	X			
Provide immunization education in community and healthcare organizations									X	X	X			
Provide international travel immunizations									X	X	X			
Provide vaccination counseling sessions and waivers for unvaccinated children	MCL 333.9215		X											

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Services to Women and Children														
Administer Women, Infant, and Children (WIC) program							Annual CPBC contact				X		X	
Testing and Services														
Conduct HIV testing and referral services							Annual CPBC contact				X	X	X	
Conduct testing, treatment, and follow-up for sexually transmitted infections	MCL 333.5117			X	X							X		
Implement TB screenings							Annual CPBC contact				X	X		
Management of latent TB infection							Annual CPBC contact				X		X	
TB prevention, treatment, and case management	MCL 333.5117			X										
Community Nursing														
Children's Services														
Provide healthcare services to children							Annual CPBC contact				X		X	X
Maternal/Infant Health Program														
Provide bereavement and support services to families experiencing an infant death										X	X			
Provide maternal and infant health services to at-risk families							Annual CPBC contact				X		X	X
Provide public health nursing services							Annual CPBC contact				X		X	X
Refugee Services														
Provide community nursing services to refugees										X			X	

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Screenings														
Conduct vision and hearing screening services	MCL 333.9301			X								X		
Partner with the City of Grand Rapids for the HUD Lead Hazard Control Program							04-23-09-40					X		X
Strong Beginnings														
Provide advocacy and education to at-risk eligible families								11-18-04-114				X		X
Environmental														
Animal Shelter														
Administer dog damage reimbursement program	MCL 287.283		X											
Inspect dog kennels										X	X	X		
Provide animal adoption services										X	X	X		
Provide animal control services							08-10-00-108				X	X		
Provide shelter, board, and care to animals								10-28-40				X	X	
Sell dog licenses	MCL 287.267					X								
Food Service Sanitation														
Inspect food service operations	MCL 289.3121			X	X									
Investigate complaints about food service operations	MCL 289.3129			X	X									
On-site Sewage Disposal														
Evaluate sewage system	MCL 324.4107			X	X		1-24-08-09							
Evaluate suitability of vacant land for on-site system							1-24-08-09				X	X	X	

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Other Inspections and Investigations														
Inspect campground and campground complaints									X	X	X	X		
Inspect licensed child/adult care facilities and investigate complaints									X	X	X			
Inspect public swimming pools	MCL 333.12524			X	X		1-24-08-09							
Inspect subdivision and condominium on-site systems									X	X	X			
Investigate complaints about the sanitation of dwellings								2-9-95-12		X			X	
Investigate public health nuisances								2-2-77		X				
Private Groundwater Supply														
Conduct Type III evaluations							1-24-08-09				X	X		
Investigate complaints	MCL 325.1010			X	X		1-24-08-09							
Process well permit applications	MCL 325.1015			X	X		1-24-08-09							
Public Groundwater Supply														
Conduct Type II evaluations	MCL 325.1015			X	X		1-24-08-09							
Health Education and Promotion														
Administer health education and promotion									X		X			
Chronic Disease														
Provide breast and cervical cancer screenings							Annual CPBC contact				X		X	
Education Programs														
Implement the Violence Prevention activities									X	X		X		
Provide general health education									X	X	X			
Provide nutrition education									X	X	X			
Substance abuse prevention and HIV/AIDS education							Annual CPBC contact				X		X	

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Environmental Health														
Provide clinical and environmental testing and regional CLIA administration							Annual CPBC contact					X	X	X
Outreach and Advocacy														
Conduct Medicaid outreach services							03-08-12-25		X				X	
Provide information on health services/outreach targeted to promote health access							03-08-12-25				X		X	
Medical Examiner														
Autopsies														
Complete autopsies	MCL 52.202		X											
Identify cause and manner of death	MCL 52.202		X											
Investigations														
Conduct death scene investigations	MCL 52.202		X											
Permits														
Issue cremation permits	MCL 52.210					X								
Testimony														
Provide court testimony	MCL 52.212		X											

OVERVIEW – DEPARTMENT OF HEALTH AND HUMAN SERVICES

The Department of Health and Human Services (DHHS) is a state agency to which the County is mandated to, “within its discretion,” appropriate funds for certain activities. The activities of the agency to which County funds are directed as a result of this mandate include Administration and Hospitalization, and Children’s Services.

The Social Welfare Act requires the County Board of Commissioners to set the salary for DHHS Board members, but does not mandate that the Board pay the salary. The Act only requires the County to “within its discretion, make such appropriations as are necessary...to defray the cost of administration of these services.” Traditionally, County funds have been used to pay the salaries, as well as to fund some DHHS administrative staff expenses, which have included travel, benefits, computer equipment and software, etc.

With respect to hospitalization, the “mandate” is also somewhat ambiguous. The Social Welfare Act requires that indigent persons receive hospital/physician care, and sets forth conditions under which the cost of such care will be paid by the State. Expenses for such care which are not able to be paid by the State are paid for with County funds, pursuant to language requiring that the County, “within its discretion, make such appropriations as are necessary to maintain the various welfare services of the county as provided in the act....”

Similarly, the County provides funding to the DHHS for services for children within, or likely to come within, the jurisdiction of the court (under certain conditions). The Social Welfare Act requires the State to reimburse the County for 50 percent of the expenses of providing those services. The remainder of the expense is paid for by the County pursuant to the above language. The relationship of the County and the State in this case, however, is more formally stated and agreed to through the Child Care Fund Plan and Agreement, which is approved annually by the Board of Commissioners.

The law also requires that the County Treasurer serve as the custodian of all funds provided for the use of the DHHS. In this case, the County simply serves as a pass-through with respect to state and federal funds for DHHS operations, maintaining the funds and records as required by the State.

Finally, the County also annually appropriates funds to the DHHS to allocate to various human service programs and client needs within the County for which no other funding source exists. The appropriation of the funds to the DHHS for human service programs and for client needs was formalized in February 2000 when the Board of Commissioners approved a Memorandum of Understanding with the DHHS for provision of these services.

Health & Human Services

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Administration and Hospitalization														
Meet the DHHS Board's administrative expenses	MCL 400.70		X											
Provide hospitalization and in-patient hospital/physical care for indigents	MCL 400.66a MCL 400.70		X											
Provide salary support for the DHHS Board	MCL 400.46(5) MCL 400.70		X											
Child Care Programs														
Provide 100% County-funded non-scheduled payments	MCL 400.70		X											
Provide emergency shelter care	MCL 400.117a(1)c MCL 400.70			X										
Provide foster care	MCL 400.117a(1)c MCL 400.70			X										
Provide in-home care	MCL 400.117a(1)c MCL 400.70			X										
Provide other non-scheduled payments	MCL 400.117a(1)c MCL 400.70			X										
Provide support for independent living	MCL 400.117a(1)c MCL 400.70			X										
County-funded Human Service Programs														
Implement current unmet needs program							2-24-00-17					X		
Implement discretionary grant program							2-24-00-17					X		
Provide ongoing client support programs							2-24-00-17					X		
State-Funded Local Payments														
Serve as custodian of funds	MCL 400.73a		X											

CONTRACTUAL – HEALTH AND HUMAN SERVICES

AREA AGENCY ON AGING OF WESTERN MICHIGAN, INC. (AAAWM)

Area Agency on Aging of Western Michigan, which serves Kent and eight other West Michigan counties, was established in 1974 as a regional organization to plan for, secure and administer federal, state and local funds to provide services for individuals 60 years of age or older.

Participation in the program is not mandated, but the Board of Commissioners elected to do so and in June 1974, appointed its first representatives to the board. Each year the Board authorizes a voluntary contribution of funds to AAAWM to provide a match so that Kent County seniors can benefit from available federal and state funding which requires such a match. Appropriation of such funds is required for participation on the AAAWM Board of Directors. The Board of Commissioners approves the Area Agency's state-mandated multi-year action plan.

AREA COMMUNITY SERVICES EMPLOYMENT AND TRAINING COUNCIL

The Area Community Services Employment and Training Council (ACSET) was created pursuant to an inter-local agreement between Kent County and the City of Grand Rapids, which has been expanded to include Allegan, Barry, Ionia, Montcalm, Muskegon, and Ottawa counties. The agreement specifies representation and financial obligations for services and programs. Services of the Council are primarily funded through federal block grants to the State which are passed on to local councils. For Kent County residents, services include intake and assessment, crisis intervention, home weatherization and energy services, senior services, housing/homelessness services, USDA surplus commodity distribution, information and referral and certain translation assistance. Employment and training programs are also available through the Council to Kent, Allegan, Barry, Ionia, Montcalm, Muskegon, and Ottawa county residents.

NETWORK180

Counties are not mandated to provide mental health services. The Mental Health Code (Public Act 258 of 1974, as amended) mandates only that the County pay 10 percent of the net cost of mental health services to residents of the County.

Kent County created a community mental health services program board (CMHSB) in April 1966, and adopted procedures and regulations for its operation in October 1975. Public Act 290 of 1995 allows counties to create a Community Mental Health Authority. In September, 2002, the County Board of Commissioners passed a resolution creating a Kent County Community Mental Health Authority to continue community mental health services programs. The County Board of Commissioners appoints the Community Mental Health Board members and provides a local match through an annual General Fund appropriation and allocation of the Liquor Tax. The Mental Health Code was amended in 2012, to permit the Department of Community Health to alter the alignment of Pre-Paid Inpatient Health Plans (PIHPs) across the State. Likewise, PA500 of 2012 required the merger of Substance Abuse Coordinating Agencies (CA) with PIHPs. Previous to this, network180 was an integrated PIHP, CMH, and CA. However, due to these changes, it only holds the designation of a CMH Authority, and the County is now required to participate in the governance structure of the regional entities that manage these programs.

Health & Human Services: Contractual

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Area Agency on Aging of Western Michigan, Inc.														
Allocate funds toward local match requirement							8-6-75	08-10-00-103			X			
Appoint County representatives to Board of Directors							7-3-74	1-5-99 (A)						
Area Community Services Employment and Training Council														
Allocate funds toward local match requirement							9-85-137S	04-13-00-40			X			
Appoint County representatives to Board of Directors							9-85-137S	04-13-00-40						
Network 180														
Allocate funds toward local match requirement								9-26-02-139			X			
Appoint Network 180 Board Members								9-26-02-139						

OVERVIEW – SENIOR SERVICES

At the request of a group of citizens, the Board of Commissioners submitted a ballot question to County voters to approve a millage to provide services to persons age 60 and older in Kent County. On November 3, 1998, the electorate approved the levy of the millage for eight years, resulting in a mandate to the County to provide such services. In August 2006, voters approved a renewal and an increase again, renewing the County mandate to provide senior services until 2013. In November 2014, voters approved another increase and eight-year extension.

Although the proposal language approved by voters did not specifically reference administrative activity, the statute authorizing the County to submit such a ballot question states that the funds may be used for planning, coordinating and evaluating senior services. These activities are generally considered part of the administration of the program, which has been established as a separate expenditure item. Administration is considered necessary for the provision of the service. The County contracts with the Area Agency on Aging of West Michigan, Inc. to administer these millage funds on the County's behalf.

Senior Services

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Administer the Senior Millage									X					
Provide millage-funded services to senior citizens	Vote of the electorate (8-4-2014)													X

OVERVIEW - VETERANS' AFFAIRS

The State of Michigan established the Veteran's Relief Fund in 1899 and enabled the County to levy an annual tax not to exceed one-tenth of a mill to support the County's indigent, honorably discharged veterans. The amount of the levy is not specified, with only a maximum and no minimum requirement.

In 2008, the County created a Department of Veterans' Affairs to take over the duties of the Soldiers' and Sailors' Relief Commission which had provided services to County veterans since 1899. The mandated services for the County under this new structure, however, remain unchanged.

The distribution of funds from the account to support indigent veterans, including spouses, parents and minor children is mandated. The County is also mandated to provide burial assistance for eligible veterans, and to provide for the foundation for grave markers provided by the federal government. The attached table indicates that this is a fully-funded mandate as state statute permits the levy of a tax which, if levied, would provide revenue to support the mandated services. In November 2014, voters approved a dedicated veteran's millage of 0.05 mills for eight years (2014 through 2021) to generate revenues "...for services to veterans of active United States military service and their dependents."

The Department's provision of information and referral assistance is considered a discretionary service of the County.

Veterans' Affairs

Function	Mandated						Non-Mandated							
	Statute	Fully Funded	Un-Funded	Partially Funded			Board Authorized Agreement	Board Resolution	Necessary	Discretionary	Funding Source			
				Designated State/Feds	User Fees / Fines	Other					Gen. Fund	User Fees	State/Fed Grant	Other
Levy tax to support Veterans' Relief Fund	MCL 35.21	X												
Provide burial assistance for eligible veterans	MCL 35.801(1)	X												
Provide emergency, non-recurrent financial assistance to eligible veterans	MCL 35.23										X			
Provide foundations for grave markers for eligible veterans	MCL 35.803	X												
Provide information and referral services to eligible veterans									X	X				