

# 2018-20 Executive Progress Report

Commonwealth of Virginia  
Secretary of Health and Human Resources  
Department of Health

## At A Glance

The Virginia Department of Health is dedicated to protecting the health and promoting the well-being of all people in Virginia.

Staffing 3300 Salaried Employees, 306 Contracted Employees, 3699 Authorized, and 564 Wage Employees.

Financials Budget FY 2019, \$730.31 million, 24.94% from the General Fund.

Trends  
Legend

↑ Increase, ↓ Decrease, → Steady

Key Perf Areas

↑ # Infant Deaths Per 1000 live  
↑ # Children and pregnant women with access to healthy food  
↑ Percentage of risk factors corrected during restaurant inspection

Productivity  
Legend

↑ Improving, ↓ Worsening, → Maintaining

For more information on administrative key, and productivity measures, go to [www.vaperforms.virginia.gov](http://www.vaperforms.virginia.gov)

## Background and History

### Agency Background Statement

The Virginia Department of Health (VDH) serves as the leader and coordinator of Virginia's public health system. The definition of public health can be expressed as what society does collectively to create those conditions in which people can be healthy. In conjunction with localities, private sector, state/federal and government partners, VDH plays a fundamental role in promoting and protecting the health of all Virginians. VDH's public health role is distinguished from health care and private medicine in general due to the focus on the population, emphasis on prevention, orientation towards the community, efforts directed at systems, and an overarching role of leadership. Statutory Authority for VDH is provided in Title 32.1 of the Code of Virginia.

VDH is a highly decentralized and geographically dispersed agency. Generally, VDH services are delivered to the public by local health departments (LHDs) or by VDH field offices. Each city & county in Virginia is required to establish and maintain a LHD. Pursuant to statutory authority, VDH has organized these 119 LHDs into 35 health districts. This structure allows for a statewide presence, flexibility to adapt to local needs and operational efficiencies.

VDH and local governments jointly fund LHDs. VDH is the only agency in the Commonwealth that uses a state and local cooperative funding model. In this model, local governments commit funds to VDH to operate each LHD through a contractual agreement. The amount of each locality's match payment is determined by a formula devised in 1989 by the Joint Legislative Audit and Review Commission and varies from 18% to 45% based on the estimated revenue generating capacity of each locality.

VDH collaborates with partners from all sectors to assess the health needs of the Commonwealth's diverse communities. LHDs play a key role in facilitating solutions to assure that needs are met through cost effective and innovative solutions that leverage communities' assets.

### Major Products and Services

VDH has 41 Service Areas that reflect the extensive range of VDH's statutory responsibilities. VDH products and services benefit Virginians across their life span and can be broadly categorized as communicable disease prevention and control; preventive health services; environmental health hazards protection; drinking water protection; emergency preparedness response and recovery; emergency medical services; medical examiner and anatomical services; health assessment, promotion and education; health planning, quality oversight, and access to care; vital

records and health statistics; and community health services.

VDH is uniquely tasked by law to provide services that are not available in the private sector. While VDH provides care and treatment for individuals who have diseases of public health significance, VDH is much more than a safety net provider. While many of the agency’s employees are public health nurses, VDH employs numerous other professionals including engineers who regulate public water supplies, epidemiologists who investigate disease outbreaks, shellfish specialists who inspect and regulate shellfish products to prevent the spread of foodborne disease, medical facility inspectors, forensic pathologists, death investigators, emergency coordinators, and environmental health specialists who inspect and permit restaurants, private wells and onsite sewage treatment systems.

**Customers**

**Customer Summary**

As aging Virginians encompass an increasing percentage of the Commonwealth’s total population, services will likely be affected by a growing demand for chronic disease management, long term care services, various types of acute care and rehabilitation services, and emergency medical services. VDH will need to respond across a number of dimensions, including direct service delivery, regulatory and enforcement, health and medical facilities planning, and emergency preparedness response and recovery.

Growing numbers of foreign-born Virginia residents create more culturally diverse populations which may impede traditional methods of health care delivery and communicable disease control. This will likely present challenges and requires adaptation to language and cultural barriers. Emerging infections, particularly infections originating in foreign countries, would change the characteristics of the traditional VDH customer base, as these infections put the entire population at risk.

Increased activities of groups opposed to the use of vaccines, and widespread distribution of anti vaccine material, could result in decreased demand for vaccination services, and thus increasing the number of susceptible children and adults. VDH will need to ensure that public and private healthcare providers have the resources to effectively respond to the concerns of resistant parents and convince them of the importance of age-appropriate immunizations.

**Customer Table**

Predefined Group	User Defined Group	Number Served Annually	Potential Number of Annual Customers	Projected Customer Trend
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**Finance and Performance Management**

**Finance**

**Financial Summary**

VDH funds are managed across an array of 45 service areas and fund appropriations. The specific breakdown of all fund sources of the agency budget is: federal grants and contracts (50 percent); general funds (24 percent); special funds (local government match portion of support for local health departments (9 percent); fees and charges for services ( 13 percent); dedicated special revenues (4 percent); and private grants, donations, and gifts (less than 1 percent).

Through a contractual agreement, each locality commits funds to VDH to operate the local health department. The percentage of local match dollars is determined by an administrative formula and varies from locality to locality based on the estimated taxable wealth of each locality. Locality percentages range from 18 percent to 45 percent of the local health department budget, and state general funds represent the remainder.

VDH has approximately 193 federal grants and contracts, as well as 65 pass-through grants for which the Office of Financial Management is responsible for complying with cash management and federal reporting requirements. Federal grants fund a broad range of activities such as Public Health Preparedness and Response, Maternal and Child Health Services, Preventive Health Services, AIDS Prevention, Childhood Immunizations, Licensure and Medical Certification of Acute and Long Term Care Facilities, Women-Infants-Children (WIC) Nutrition, Chronic Disease Prevention, and Safe Drinking Water grants.

A substantial portion of the fees and charges for services are for environmental, medical, and personal care services provided in the local health departments; also included are those fees associated with waterworks operation, regulation of health care facilities, certified copies of vital records, and other miscellaneous services. Dedicated special revenues are those revenues generated from non-VDH related fees and fines such as the \$4.25 surcharge on motor vehicle registrations earmarked for Emergency Medical Services and repayments on loans.

## Fund Sources

Fund Code	Fund Name	FY 2019	FY 2020
01000	General Fund	\$182,000,222	\$184,159,722
02020	Local Health Dist - Addtl Rev	\$10,599,467	\$10,599,467
02030	Bed And Upholstery Sanitation	\$828,733	\$828,733
02041	Local Health District Mtch Rev	\$61,908,235	\$61,908,235
02050	Local Health District Srvc Fee	\$35,761,351	\$35,899,557
02063	Anatomical Services-Bodies	\$569,238	\$569,238
02110	Private Grant And Contract Rev	\$2,540,729	\$2,540,729
02130	Special Emergency Medical Srvc	\$18,559,266	\$18,559,266
02150	Automtn Of Vital Records Vault	\$1,475,793	\$1,475,793
02170	Onsite Sewage Indemnification	\$232,104	\$232,104
02192	Onsite Oprtn And Maintenance	\$10,000	\$10,000
02260	Child Restraint Device Pnlties	\$959,223	\$959,223
02480	Waterworks Tchnical Assistance	\$5,756,332	\$5,756,332
02601	Vdh Special Revenue Fund	\$13,790,903	\$13,790,903
02800	Appropriated Idc Recoveries	\$3,749,050	\$3,749,050
09013	Donations-Local Health Depts	\$3,568,592	\$3,568,592
09020	Trauma Center Fund	\$14,000,000	\$14,000,000
09100	Va Rescue Squads Assistance	\$11,886,329	\$11,886,329
09224	Water Supply Assistance Grant	\$381,311	\$381,311
09251	Wic Food Pgm-Infnt Formula Rbt	\$64,967,057	\$64,967,057
09312	Radioactive Mtls Fclty Licensre	\$1,477,635	\$1,477,635
09321	Nursing Scholarship&Loan Repay	\$5,000	\$5,000
09341	Med&Pa Scholarship&Loan Repay	\$80,000	\$80,000
09450	Safe Drnkg Water St Revolving	\$15,413,333	\$15,413,333
09601	Dedicated Special Revenue-Vdh	\$451,798	\$451,798
10000	Federal Trust	\$279,232,334	\$279,094,128

## Revenue Summary

VDH is becoming increasingly dependent on federal grant funding as general fund resources diminish due to budget reductions. Currently, federal funds represent approximately 50% of the agency's funding and special funds represent 25%.

A substantial portion of the special revenues are fees and charges that include environmental and medical services provided in the local health departments; also included are those fees associated with waterworks operations, regulation of health care facilities, certified copies of vital records, and other public health services.

Dedicated special revenues are those revenues generated from non-VDH related fees and fines such as the surcharge on motor vehicle registrations earmarked for Emergency Medical Services (EMS) and repayments on loans.

## Performance

### Performance Highlights

The Virginia Department of Health has developed and rolled out the "Plan for Well Being". This Plan represents a shift towards a population health approach to policy planning in Virginia and is an example of how to use data to define how Virginia can become the healthiest state in the nation. The Plan lays out thirteen priority goals that address issues significantly impacting the health and well-being of the people in Virginia. The Plan also identifies measures for those goals. The first results report from those measures was released in the spring of 2017.

Teen pregnancy rate is down (pregnancies per 1,000 females ages 15-19 years old). The 2013-13 baseline was 27.9, the goal for 2020 is 25.1 and the 2017 rate is 24.9

The percentage of VDH Health districts that have established an ongoing collaborative community health planning process is up. The 2013-14

baseline was 43%, the 2020 goal is 100% and the 2017 result is 82.8%,

The percentage of adults in Virginia who use tobacco continues to decline. The 2013-14 baseline was 21.9%, the 2020 goal is 12.0% and the 2017 result is 19.4%.

In addition to these efforts, VDH has applied for statewide accreditation by the Public Health Accreditation Board and expects to complete that process in FY2018.

#### Selected Measures

Measure ID	Measure	Alternative Name	Estimated Trend
M601SA12001	Newborn survival rate per 1000 live births	# Infant Deaths Per 1000 live	Improving
601.0017	Number of children and pregnant women with access to healthy and nutritional food	# Children and pregnant women with access to healthy food	Improving
60177504.002.002	Number of local health departments that have obtained recognition by the National Association of County and City Health Officials through the Project Public Health Ready program.	Health Departments recognized by NACCHO through the Public Health Ready Program	Maintaining
60144004.002.002	Percent of risk factors discovered at inspection of restaurants that are corrected at the time of inspection	Percentage of risk factors corrected during restaurant inspection	Improving
60144004.001.003	Percentage of Failing Onsite Sewage Systems Corrected Within 60 Days of Local Health Departments becoming Aware of the Issue	Percentage of Failing Onsite Sewage Systems Corrected Within 60 Days of Local Health Departments becoming Aware of the Issue	Improving
601.0012	Percentage of food service establishment inspections completed within required time frames	Percentage of food service establishment inspections completed within required time frames	Improving

#### Key Risk Factors

**Aging Public Health Workforce:** Within five years, 27.2% of VDH's workforce will be eligible to retire with unreduced benefits. This places a sense of urgency in succession planning and knowledge transfer.

**Reliance on Non General Funds:** To manage budget reductions while ensuring that core public health services are protected and remain available, VDH has become increasingly dependent on non general fund sources for delivery of a wide range of services.

Fifty percent of VDH's total budget is dependent on federal funds. VDH cannot predict the federal budget and grant allocations for subsequent years; however, the outlook for stable federal funding is bleak. Any loss of these funds could have significant impact on core public health services. Special Funds represent 25 percent of VDH's budget.

**Emergency Preparedness and Response (EP&R):** The unpredictability of the number and types of public health threats from all hazards creates challenges for decision makers on how to allocate diminishing resources. VDH expects federal funding for EP&R staff to continue to decrease which requires seeking additional appropriation of general funds to maintain this critical public health infrastructure. In addition, due to the increased recognition in the agency's response capabilities, VDH is increasingly called upon to participate and often serve as the lead for planned events and activities in Virginia as well as in bordering jurisdictions (i.e. national inaugurations, etc.).

**Aging Infrastructure:** Services are delivered at 175 facilities throughout the state. Currently, in many instances the agency is challenged with providing adequate services in facilities that are over 20 years old. The older buildings have numerous safety and maintenance issues; some are non-ADA (Americans with Disabilities Act) compliant, have asbestos and other safety problems as well as significant issues with ensuring the privacy of personal information and security of medical records required by the Health Insurance Portability and Accountability Act (HIPAA).

**Longevity and Growth in the Elderly Population:** An increasing aging population will seek out local health departments for risk reduction programs, wellness activities, immunizations and pre-admission nursing home screenings.

#### Agency Statistics

##### Statistics Summary

The following annual statistics provide a snapshot of the wide range of VDH services.

**Statistics Table**

Description	Value
Vaccines Administered	324,488
Healthcare Facilities Receiving Oversight	5,764
Restaurant Inspections	56,430
Newborns Screened	101,412
Individuals Served by Family Planning Services	69,200
Deaths Investigated	5,809
Low-Income Individuals served through WIC (Daily Average)	244,186
Vital Records Issued	360,488
Home Visit Encounters	23,542
Children under the age 72 months screened for lead poisoning	98,000
Individuals screened for Select Infectious Diseases	77,057
Screenings for Nursing Home Admissions	13,275
Individuals receiving suicide prevention resources, training and education	244,978

**Management Discussion**

**General Information About Ongoing Status of Agency**

As VDH pursues its mission of a healthy Virginia, it must evolve to meet changing needs.

**Immunization:** To address the growing number of refusals by parents to have their children immunized in accordance with the recommended schedules, VDH must ensure public & private healthcare providers have the resources to effectively respond to resistant parents.

**Health Equity:** Numerous Virginia localities are classified as medically underserved. To improve access to health and healthcare for those residents, new incentives are being identified to attract & retain the needed providers, and to impact the social determinants for health in order to create conditions for health promotion.

**Infectious Diseases:** Many infectious diseases that historically caused morbidity and mortality have been essentially controlled. However, demographic change in many parts of the state could potentially begin reversing the trend. Healthcare providers in many areas in the state now have to learn how to communicate effectively with patients with cultural differences.

**Environmental Health:** The demand for environmental health services has increased due to growth in the population, the number of restaurants/food festivals, milk plants, and real estate development. Several emerging issues with onsite sewage programs include: operation & maintenance requirements, wastewater reuse, rainwater harvesting, protecting the Chesapeake Bay for nutrient pollution, health equity initiatives for water and sewer, seeking ways to assist owners financially in upgrading/repairing onsite sewage systems, and increasing VDH's collaboration with the private sector.

**Emergency Preparedness & Response:** Being prepared to prevent, respond, & rapidly recover from public health threats is critical. Utilizing the CDC Public Health Emergency Preparedness performance measures established in August 2011, VDH systematically evaluates and prioritizes a consistent set of public health preparedness capabilities.

**Information Technology**

The Virginia Department of Health's mission to help Virginia become the healthiest state in the nation. This mission is enabled by technology and technology's ability to support the business. This requires a strong and qualified IT workforce with up-to-date skills and a commitment to public service. Today's environment in terms of technology resources is somewhat limited. This includes funding and staffing. Securing the skill sets in the workforce to maintain and enhance VDH's mission critical applications and technology infrastructure is often challenging. VDH utilizes IT staff augmentation services in order to supplement full time employee staffing levels so that projects are delivered on time. In today's environment, we often find ourselves competing for IT human resources with other Agencies requiring the same skill set.

VDH continues to work towards becoming a more information-driven Agency, utilizing and sharing data as appropriate. We are working to become more transparent with the data that we have, ensuring the privacy and confidentiality of that data. Everything we do at VDH in terms of data, information sharing, infrastructure and applications development has a strong security influence. We take our role as stewards of the Commonwealth's data very seriously and ensure the appropriate security parameters are in place prior to any project going forward. VDH looks forward to working with the Chief Data Officer recently added to the Governor's staff to further enhance and enforce our data and information sharing, governance and transparency.

We have used information technology at VDH to support the Agency's and the statewide opioid crisis efforts. We now have a public opioid dashboard that received a Governor's Technology Award. Additionally, we are working with other Agencies to support the data sharing needs as we continue to combat this issue.

In June 2018, VDH, along with its partners implemented a significant project for the Commonwealth, the Emergency Department Care Coordination Project. This project implemented a real-time alerting system at every Emergency Department in Virginia in order to share data about patients who present in the ED. The alert is embedded in the Electronic Health Record and includes information such as demographics, a care coordinator if one is named, number of visits to other EDs in the past 12 months and other key pieces of information. Also included in the alert is information on the patient from the Prescription Monitoring Program and from Virginia's Health Care Advance Directives Registry. We are now working to implement phase 2 of this project which enables this alerting capability to "downstream providers". The goal is to divert patients from the Emergency Department and send them to a more appropriate setting for care. This project is truly about "right setting, right care, right time". This allows better patient care, especially for those patients with chronic conditions seeking care in the ED and lowers cost since ED visits are very costly.

Finally, VDH has worked extensively with the Virginia Information Technologies Agency in order to implement the new model for infrastructure support for state agencies. This model previously included one vendor provided all services. The new model supports a multi-service or multi-vendor concept. VDH participates on several high level committees supporting this significant change, including the Relationship Management Committee and the Customer Advisory Council.

### Workforce Development

VDH must ensure that the agency has the requisite workforce numbers, skills, and competencies needed to accomplish the agency mission of promoting and protecting the health of all Virginians. As of June 2018, the agency turnover rate was 14.0% with a retirement rate of 4.00%. The percentage of employees that are currently eligible to retire with an unreduced benefit has risen to 16.0%; however, this number rises to 26.0% in the next 5 years.

To handle current priorities and prepare for future change, VDH has created and begun executing a 2-5-year Strategic Workforce Plan which stems from the agency's **Strategic Plan Goal 1: *Maintain a competent and valued workforce.*** This workforce plan is focused on five overarching objectives:

- Attract, recruit, hire, and retain an effective workforce to carry out the mission of public health—building a work environment that is diverse, engaging, and reflective of the needs of VDH's employees.
- Ensure that HR policies and procedures are developed, documented, communicated, and implemented in an efficient, consistent, and compliant manner.
- Improve HR-related business processes, the quality of organizational design and structure activities, and the mechanisms of position management.
- Develop a comprehensive and coherent workforce planning and development program that supports current and emerging goals and reflects the diversity of learning needs throughout VDH.
- Establish, foster, and maintain a culture of continuous quality improvement and excellence in customer service.

Current key outcomes include comprehensive revisions to the agency's Salary Administration Plan; establishment of employee engagement as a key performance indicator; creation of workforce development programs (including leadership development and knowledge transfer) to reduce skill gaps; and alignment of all positions to a competency-based model.

### Physical Plant

VDH works in partnership with 119 local jurisdictions in funding and maintaining local health departments (LHDs). In addition, there are numerous satellite offices statewide where client and patient services are offered. In the Capital area, VDH occupies state owned space in the James Madison and James Monroe buildings. In addition, other statewide facilities house the Shellfish Sanitation Program, Drinking Water Regional Offices, Public Health Preparedness, Medical Examiner District Offices, and Office of Licensure and Certification. In total, these offices and satellite locations represent no less than 175 facilities. VDH owns no facilities, but rather leases either local government (70%) or commercial sites (22%), with the remainder being Use Agreements.

Currently, VDH maintains leases at 20 facilities that are greater than 20 years old. VDH has concerns with these older, outdated facilities that challenges the agency to be ADA (Americans with Disabilities Act) and HIPAA (Health Insurance Portability and Accountability Act) compliant. In addition, these older facilities present potential safety hazards. Within the next five years, 23 facilities are projected to be in need of extensive renovations or require relocation.

Funding to address these facility needs will be significant over the next five years. Many leases with rental rates that were negotiated years ago with local jurisdictions will incur increases when these leases are renewed or when the LHD must relocate. In addition, renovations, facility improvements and telephone systems costs will add to the financial burden.