



THE PRINCE GEORGE'S COUNTY GOVERNMENT


Office of Audits and Investigations


November 16, 2020

FISCAL AND POLICY NOTE

TO: Robert J. Williams, Jr.
Council Administrator

William M. Hunt
Deputy Council Administrator

THRU: Josh Hamlin 
Senior Legislative Budget and Policy Analyst

FROM: Cassandra Fields 
Legislative Budget and Policy Analyst

RE: Policy Analysis and Fiscal Note
CR-127-2020, Health-in-All-Policies

CR-127-2020 (Sponsored by: Councilmembers Glaros, Turner, Davis, Hawkins, Harrison and Taveras)

Referred to the Committee of the Whole (COW) on November 17, 2020.

A RESOLUTION CONCERNING PRINCE GEORGE'S COUNTY HEALTH IN ALL POLICIES for the purpose of establishing an approach that recognizes that many health factors are outside of clinical settings and require communities to take a hard look at their investment choices for health.

Fiscal Summary

Direct Impact:

Expenditures: Likely additional direct personnel costs borne primarily by the Office of Budget and Management working in conjunction with all agencies providing services that impact the health and well-being of County residents, as well as additional costs associated with training for the Council.

Revenues: None likely.

Indirect Impact:

Mixed. Potentially positive as a result of increased and enhanced health and well-being of County residents, but additional expenditures will likely be required to implement programs pursued under a Health in All Policies framework.

14741 Governor Oden Bowie Drive, Upper Marlboro, Maryland 20772
VOICE (301) 952-3431; FAX (301) 780-2097; TDD (301) 925-5167

Legislative Summary:

CR-127-2020, sponsored by Councilmembers Glaros, Turner, Davis, Hawkins, Harrison and Taveras was presented to the County Council on November 17, 2020 and referred to the Committee of the Whole (COW). CR-127-2020 seeks to implement a Health in All Policies framework to foster aligned and integrated planning and budgeting across the County to promote health and well-being of County residents. The purpose of establishing this approach is to allow for a more detailed and thoughtful analysis when budgeting for programs in an effort to receive the highest and most effective return on investment.

Upon receiving the RAND report and presentation,¹ the Council wishes to formally move forward with the initial recommendations delineated within the report, “Assessing Health and Human Services Needs to Support an Integrated Health in All Policies Plan for Prince George’s County, Maryland”.² As such, CR-127-2020 would direct the Office of Budget and Management (OMB) to work closely with all County agencies during the budget process to provide a detailed reporting of information relating to all health services to include the development of metrics on health-related services and activities. These metrics shall include outcomes, staffing, administrative and operating costs, and whether the services being provided are grant dependent. The reporting is to be included as part of the annual budget presentation to council. The purpose of this policy direction is to afford the Council the ability to make completely informed decisions for investment purposes within the annual budget to ultimately achieve more positive health outcomes across the board.

CR-127-2020 would further require those non-governmental organizations which receive County funding to provide a detailed reporting of the manner in which they are not only promoting the health and well-being of the community, but also their role in reducing inequities inherent in the system. As drafted, this detail should be disclosed within the application process beginning on July 1, 2021. If adopted, it is anticipated that the Office of Audits and Investigations (A&I) will be the recipient of this information, no later than December of each year in order to create a report for presentation of its findings.

Resolution 127-2020 would require the Council, sitting as the Board of Health, to participate in training to assist in facilitating specific education that would enable them to identify and address the disparities within existing system, utilizing the most current nationally accepted best practices. It would also require them to establish “health priority areas” that would be population and geographically identifiable to “significant health disparities”. They would then establish measurable and attainable goals to eliminate those disparities through County services.

The Resolution outlines future goals for the Council, in their role as the Board of Health, to include partnering with other entities in the **development of a primary health care system** which would serve the uninsured, those covered by Medicaid, and “culturally diverse populations”; **reduction in fragmentation of services** between “primary, behavioral, specialty, and hospital-based care”; **addressing the health and**

¹ In 2019, the County contracted with the RAND Corporation to complete a health and human services needs assessment in its pursuit of a Health in All Policies approach to policymaking. This assessment builds on the 2009 RAND assessment and other County reports to more deeply examine the drivers of health influencing health outcomes. On September 29, 2020, the RAND report was presented to the County Council. https://princegeorgescountymd.granicus.com/MediaPlayer.php?view_id=4&clip_id=1503

² <https://pgccouncil.us/DocumentCenter/View/5778/Assessing-Health-and-Human-Services-Needs-in-PG-County>

behavioral needs of students and families within the system; **integration of all services**, such as health, social and family services, along with public safety **to create an overlapping and comprehensive delivery model; identification of additional gaps in service** to include deficiencies in **housing, environment, and economic development** which may impact the overall health and well-being of those residing in the county.

Lastly, CR-127-2020 would seek to require the County Executive to create and share an integrated *Health in All Policies Plan* with the County Council by April 1, 2021. This should include the identification of necessary human and financial resources to accommodate the Plan.

Current Law/Background:

The County Council, in its role as the Board of Health, has recognized that there is a necessity to integrate health factors across all levels of government services when considering and implementing effective policy that would effectuate improvement in the health of the community, as a whole.

The Council commissioned the RAND Corporation to provide a comprehensive analysis of health-care issues and outcomes within the County, expanding upon their 2009 County report. The RAND Corporation is a nonprofit and nonpartisan research organization that develops solutions to public policy challenges.

RAND completed a comprehensive Countywide health needs assessment. It identified some of the inefficient uses of the health care system and/or gaps in services. These were highlighted within the report, emphasizing the need to rebalance investments in health care use. Additionally, challenges in navigating health and human services and inequities across communities were noted, signaling broader concerns related to residents' access to health and human services that would influence health and well-being outcomes. Some of the key findings included: misuse or inappropriate use of the emergency department; lack of insurance and insufficient funding to support specific groups within the community; residents encountering challenges accessing and navigating health and human services; shortages of providers; socioeconomic disparities lead to "low health literacy"; spending per person in the County is lower than the surrounding counties for health and human services, to name a few.³

RAND provided some recommendations to move the county forward in order to pursue a more integrated policy approach to influence health and well-being outcomes. The first recommendation was to develop a *Health in All Policies* system. This entailed:

- (1) developing a coordinated Health in All Policies system that creates guidelines for governance;
- (2) creating a strategic plan for all health and human services agencies;
- (3) implementing policies that promote health equity, including design and economic environment decisions;
- (4) improving the delivery and coordination of health services, including better screening for social needs; and

³ <https://pgccouncil.us/DocumentCenter/View/5778/Assessing-Health-and-Human-Services-Needs-in-PG-County>

(5) improving the accessibility, clarity, and usability of health and human services promoting resources and related civic engagement opportunities among county residents.⁴

This report defined this *Health in All Policies* system as a “collaborative approach that integrates and articulates health considerations into policymaking across sectors to improve the health of all communities and people.”⁵ The framework emphasizes the interconnectivity of health and well-being, systemic factors that influence health over generations, drivers of health, and health systems. The RAND document outlined how this also illustrates that health and well-being cannot be considered independently from historical and systemic inequities and drivers of health that shape opportunities and environments.

Once this methodology has been implemented, the County should be able to align investments by:

- (1) breaking down silos between funding streams for health and human services, particularly in ways that can better leverage and coordinate grant funding;
- (2) engaging the nontraditional health sector (e.g., fire/EMS, police) to participate in "health mapping" and analysis;
- (3) better coordinating the nongovernmental organizations that address health and human services needs in the county, and
- (4) employing high-capacity nonprofits strategically.⁶

In conjunction with the Health in All Policies model, it was recommended that the County implement new measurement and data systems. These would help identify and address data gaps. Additionally, these would serve to improve and support health and well-being data transparency and stewardship.⁷

Discussion/Policy Analysis:

CR-127-2020 is the first in a series of steps establishing formal policy implementations based on the recommendations of the RAND report, the details of which will still need to be hashed out by OMB and at the agency level. This could initially require substantial staff time to develop a new reporting and tracking method to then be included in a formal budget presentation to Council. The extent of this impact has yet to fully be determined at this time.

Fiscal Impact:

Direct Impact

Adoption of CR-127-2020 will likely result in additional personnel costs associated with implementation, borne primarily by OMB, working in conjunction with all agencies providing services that

⁴ Id.

⁵ Id.

⁶ Id.

⁷ Id.

impact the health and well-being of the residents of the County. Also, there will likely be some additional direct costs incurred related to training for Council as required in the Resolution.⁸

Indirect Impact

Adoption of CR-127-2020 may have a positive indirect impact as a result of increased and enhanced health and well-being of the residents of the County. However, such positive impact will likely be the result of additional expenditures on health and human services programs pursued under a Health in All Policies framework.

Appropriated in the Current Fiscal Year Budget

No.

Effective Date of Proposed Legislation:

The proposed Resolution shall be effective upon its adoption.

If you require additional information, or have questions about this fiscal impact statement, please call me.

⁸ The Resolution would require the County Council, sitting as the Board of Health, to participate in “structured training to develop a common knowledge base and framework for addressing health through an equity lens and obtaining information on nationally recognized best practices.”