



The Missoula City-County Health Department Organizational Description

*Current as of April, 2013**

The Boards: Governing Authority and Jurisdiction

The jurisdiction of the Missoula City-County Health Department (MCCHD) is Missoula County, Montana, including the incorporated City of Missoula. The state-local public health relationship in Montana is decentralized, each county and incorporated municipality being required by state law to appoint a local board of health (BOH) with an option to form a joint city-county board¹ and detailing its charge.² The interlocal agreement forming a joint board in Missoula was executed by the elected Board of County Commissioners (BOCC) and the elected City Council (CC). The agreement calls for the CC and BOCC each to appoint to the board two citizens and one elected official and for the BOH to appoint a local physician as the seventh board member. The agreement also spells out the board's duties and agency funding.³

Local city and county authorities have also opted to use state enabling legislation to create a local air pollution control board (APCB)⁴ and a water quality district (WQD)⁵ and by joint resolution⁶ and interlocal agreement,⁷ have assigned these authorities to the same body that serves as the BOH, plus one additional member appointed by the local conservation authority to serve on the WQD board as required by state law. The APCB jurisdiction is all of Missoula County but the WQD Board jurisdiction is delineated to cover a geographical area overlying and adjacent to Missoula Sole Source Aquifer.

The BOH and APCB have quasi-judicial and quasi-legislative authority, each promulgating local health⁸ and air pollution control regulations⁹ within the scope allowable by state law. The WQD Board has only quasi-judicial authority which it exercises over local ordinances promulgated by the City Council and approved by the County Commission for extraterritorial application up to five miles outside city limits. The three boards operate by one shared set of by-laws which is self-promulgated and guides conduct of meetings, public process, and ensures alignment with the city-county interlocal agreements.¹⁰ The boards meet monthly, include public comment, and are re-broadcast on community access television.

Board-Appointed Advisory Councils: Connections between Boards, Citizens, and Staff

The Boards formalized connections with citizens by appointing three standing citizen councils to advise the Health, Air, and Water Boards on maternal child health,¹¹ air quality,¹² and water quality,¹³ respectively. An Animal Control Board, appointed jointly by city and county elected officials, advises the animal control program. Other connections to citizens and groups are maintained through the Community Health Assessment (CHA) and Community Health Improvement Plan (CHIP) processes, program-specific coalitions that staff host and take part in, and maintenance of interested parties lists by subject that are informed of proposed board and

department actions. Finally, Montana constitution¹⁴ and law provides for public participation in government actions,¹⁵ therefore Board bylaws, notifications, meetings, hearings, and other processes ensure public access. This input informs both board and department actions.

The Agency (MCCHD): Implementing Authorities and Responsibilities

Connection of Governance to Administration

The legal and administrative connection between the Boards' governing and policy-making roles and implementation thereof exists in the Health Board's appointment of a Health Officer as required by state law¹⁶ and whose duties are prescribed by law¹⁷, and through statutes that enable the board to receive and expend funds to implement public health policies and programs.¹⁸ State law also prescribes the powers and duties of the local health officer. Each of the previously-mentioned interlocal agreements extends this connection from the governing body to the administrative level by stipulating that the funds, responsibilities, programs, and functions governed by the boards shall be administered by the Health Officer. In this way, the Health Officer also serves as the Administrative Director of MCCHD. The interlocal agreements further stipulate that the health officer and department staff shall be county employees and governed by the human resource, fiscal, and other policies promulgated by the Board of County Commissioners.

The Charge: Specific Provisions of Law Administered and Enforced by MCCHD

The Boards and MCCHD are accountable to the citizens of its jurisdiction as prescribed by federal, state, and local laws, rules and regulations, including those the Board itself promulgates as enumerated by the charging entities, below:

Board promulgated regulations:

Staff of MCCHD is charged with administering the environmental health programs and enforcing the regulations promulgated by their governing boards, specifically the aforementioned Missoula City-County Health Code which includes regulations regarding:

- Wastewater treatment and disposal systems
- Group functions
- Solid waste management
- Food service establishments
- Drinking water well protection

Staff also implement the Air Pollution Control Board's regulations which cover:

- Air stagnation and emergency avoidance of air pollution
- General provisions regarding inspection and testing
- Permitting and inspection of air pollution sources
- Oxygenated motor vehicle fuels

State laws for which MCCHD, by direct Legislative assignment or by contract with state agencies, is accountable for implementing, enforcing or complying with in Missoula County include:

- Air Pollution Control, Title 75 Chapter 2, MCA¹⁹
- Campgrounds and Trailer Courts, Title 50, Chapter 52.
- Child Care, Title 52, Chapter 2, MCA
- Communicable Disease Control, Title 50, Chapter 1, MCA
- Communicable Disease, Title 50 MCA
- Health Care Information, Title 50, Chapter 16, MCA
- Junk Vehicles, Title 75, Chapter 10, MCA
- Licensure and Regulation of Tattooing and Body-Piercing Establishments, Title 50, Chapter 48, MCA
- Local Health Powers and Duties, Title 50 Chapter 2, MCA
- Local Water Quality Districts, Title 75, 5, MCA
- Maternal, Fetal, and Child Mortality and Prevention Act, Title 50, Chapter 19, MCA
- Montana Clean Indoor Air Act, Title 50, Chapter 40, MCA
- Montana Initiative for Abatement of Mortality in Infants
- Public Accommodations, Title 50, Chapter 51, MCA
- Public Water Supplies, Title 75, Chapter 6, MCA
- Retail Food Establishment, Title 50, Chapter 50, MCA
- Sanitation in Subdivision, Title 76, Chapter 4, MCA
- Sexually Transmitted Disease, Title 50, Chapter 18, MCA
- Swimming Pools and Spas, Title 50, Chapter 53.
- Tuberculosis Control, Title 50, Chapter 17, MCA
- Water Quality, Title 75, Chapter 5, MCA
- Wholesale Foods, Title 50, Chapter 57, MCA

State-rules promulgated by state agencies as required or allowed by Legislature:

The department is also charged with administering the programs and regulations regarding other public health issues through rules promulgated by state rule-making authority through state agencies and codified in the Administrative Rules of Montana (ARM). These include primarily:

- Food services establishments²⁰
- Immunizations²¹
- Maternal and child health²²
- Montana clean indoor air act²³
- Public accommodations²⁴
- Public water and sewage systems requirements²⁵
- Reportable diseases and conditions²⁶
- Solid²⁷ and hazardous waste management²⁸
- Special Supplemental Nutrition Program for Women, Infants, and Children²⁹
- Subdivisions and subsurface wastewater treatment³⁰

Ordinances promulgated by local City County and County Commissioners:

By interlocal agreement, MCCHD also administers programs and enforces regulations promulgated by the local City Council and Board of County Commissioners, including:

- City of Missoula Animal Control Ordinance³¹
- Missoula County Animal control Ordinance³²
- Missoula County Community Decay Ordinance³³
- Missoula Valley Water Quality Ordinance³⁴

Responsibilities and Duties Assigned by Board Direction, Contracts, and Agreements

The department is also charged with responsibilities and duties not mandated by law but assigned by the Boards, accepted through Contracts with State and other government and private agencies, as prescribed by program requirements for federal or state grants, as determined through local partnerships and through community-decision-making processes such as the CHIP, and as outlined in the Strategic Plan. MCCHD implements the following programs and duties directly in a way that is generally accountable to its citizenry and specifically accountable to the contracted and partner entities listed below. In many cases, a specialized community-based advisory group or coalition supports this service, as also noted.

Current contracts and agreement for each of these programs are on file with the department accounting office and program reports are available through the administering department division.

Contract, Program or Duty	Authorizing Entity or Partner	Local Advisory Group, Coalition or Interested Parties
Air Pollution Control Contract	Montana Department of Environmental Quality (DEQ)	Air Quality Advisory Council
Buckle Up Montana (BUMT) Contract	Montana Department of Transportation	BUMT Coalition
Coordinated Approach to Child Health (CATCH)	Saint Patrick Hospital	Local School Districts
Childhood Asthma Contract	Montana Department of Public Health and Human Services (DPHHS)	
Infant Immunization Program	DPHHS	
Comprehensive Cancer Control Program	Partnership Health Center	Comprehensive Cancer Control Coalition
Daycare Health	Missoula Childcare Resources	
Diabetes Prevention Program	DPHHS	
DUI Prevention	Montana Department of Justice	Missoula County DUI Prevention Task Force
Fetal, Infant and Child Mortality Review (FICMR)	DPHHS	FICMR Review Team
Foster Child Health	Missoula County Commissioners	Foster Care Committee

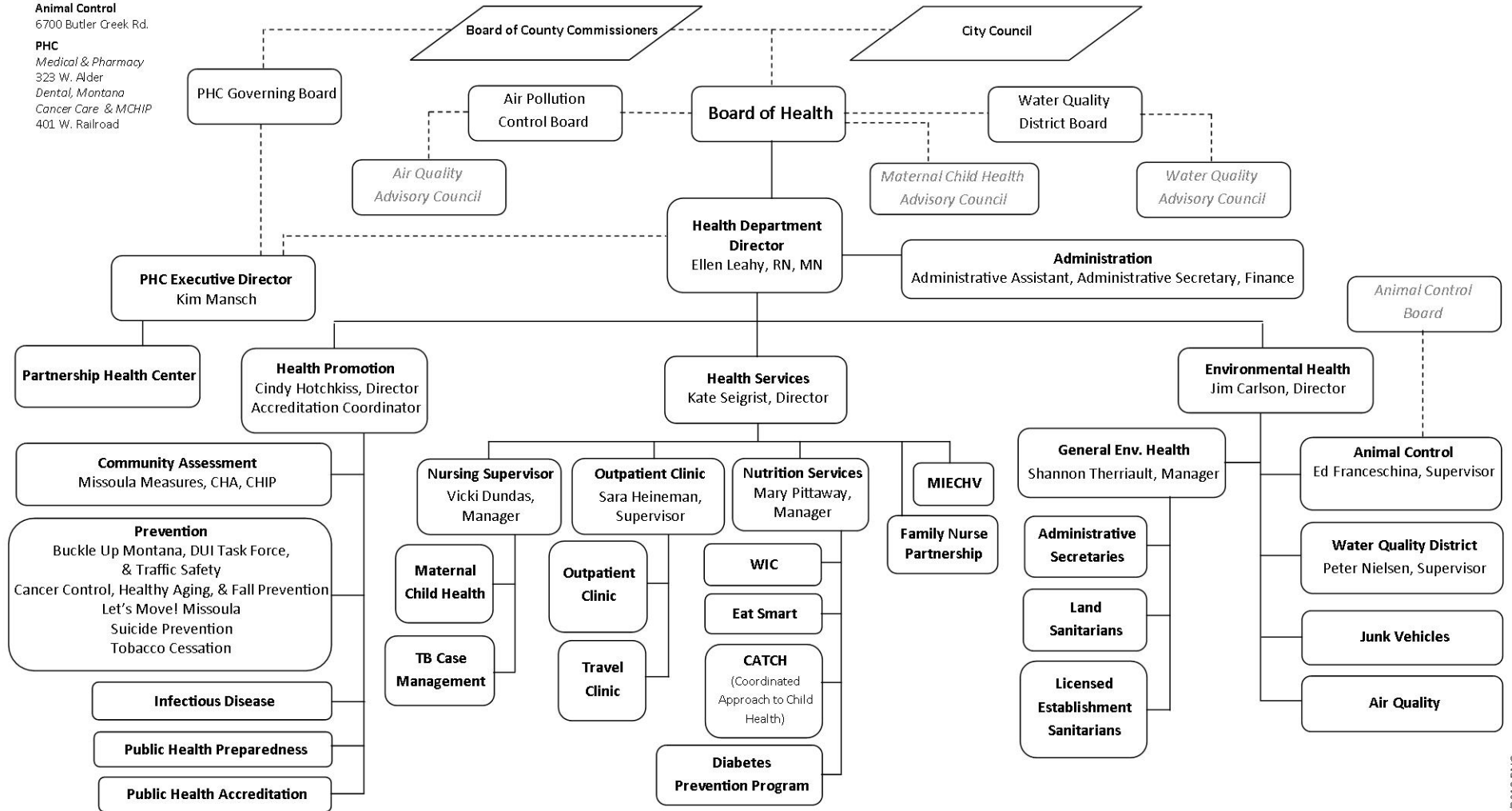
Hazardous Waste Collection	Allied Waste, City Fire Dept, City Wastewater Treatment Plant, University of Montana Chemistry and Environmental Studies Programs	Water Quality Advisory Council
Let's Move! Missoula	Let's Move Community Leadership Board	Let's Move! Missoula Coalition Members and Active Kids Coalition
Maternal Child Health Block Grant (Title V)	DPHHS and US DHHS	Maternal Child Health (MCH) Advisory Council
Maternal, Infant, and Early Childhood Home Visiting Program	DPHHS and US DHHS	Home Visiting Committee
Maternal, Infant, and Early Childhood Home Visiting Infrastructure Development Grant	DPHHS and US DHHS	Best Beginnings Council
Montana Tobacco Use Prevention Program	DPHHS	MTUPP Local Coalition
Nutrition and Physical Activity (NAPA) Grant	DPHHS	Eat Smart Coalition
Peer Breastfeeding Program	DPHHS	Missoula Breastfeeding Coalition
Pool and Tattoo Parlor Inspections	DPHHS	
Public Health Emergency Preparedness	DPHHS and Centers for Disease Control	Health Emergency Advisory Team (HEAT)
Public Health Home Visiting	DPHHS	MCH Advisory Council
Public Health Services in Granite County	Granite County Commissioners	Granite County Board of Health
Public Water Supply Inspection	DEQ	
Radon Grant	DEQ	
Spay Neuter Clinics	Missoula County Commissioners, Local Veterinarians, and Humane Society	Animal Control Board
Special Needs Clinics	DPHHS and Community Medical Center	
Subdivision Review	DEQ	
Suicide Prevention Program	DPHHS	Suicide Prevention Network
Targeted Case Management	Montana Medicaid Program	
Vaccines for Children	DPHHS and US DHHS	
Women, Infants, and Children's Supplemental Nutrition and Education Program (WIC)	DPHHS and US Department of Agriculture	Maternal Child Health Advisory Council

Organization and Staffing of MCCHD

The MCCHD organizational chart on the next page illustrates how major program responsibilities are implemented throughout the department.

MC-CHD
 301 W. Alder
Animal Control
 6700 Butler Creek Rd.
PHC
 Medical & Pharmacy
 323 W. Alder
 Dental, Montana
 Cancer Care & MCHIP
 401 W. Railroad

Missoula City-County Health Department (MC-CHD)



4/2013 RNC

Narrative Description of MCCHD Organizational Chart

The department staff of almost 90 employees is organized into four divisions directly under the supervision of the Health Officer/Administrative Director: Health Services, Environmental Health, Health Promotion, and Administration. The larger divisions, Health Services and Environmental Health, are further organized into Nursing and Nutrition units, and Land, Food, Water, Air, and Animal Control, respectively. Each unit has a supervisor or manager and each division has a director, who, together with the health officer comprises the department's 11-member management team.

MCCHD is also a co-applicant with Partnership Health Center (PHC), a federally-qualified health center that is administered as a division of MCCHD but is governed, as required by federal law, by a separate board which appoints a separate executive director. PHC's 120 employees provide primary health care and collaborate with other MCCHD programs. A formal agreement delineates the co-applicant relationship between the Missoula County Board of Commissioners, the Partnership Health Center Governing Board, and the Missoula City-County Board of Health.³⁵

Department-Wide and Cross-Divisional Operations and Teams

The department's vertical organization in divisions enables staff to use specialized education and expertise and gain competence in certain focus areas within the broad array of services the department provides. Complementing this structure is a horizontal arrangement of department-wide and cross-divisional teams. These include the management team, the Performance Management and Quality Improvement Committee, Building Safety Committee, Lead Accreditation Team, Obesity Prevention Committee, and Infectious Disease Team, plus QI project teams involving all levels of staff and across all divisions. The strategic plan and workforce development plans are department-wide, involving all staff.

Guiding Principles and Standards

All endeavors of MCCHD and its governing boards are underpinned by board-adopted guiding principles.³⁶ MCCHD operations are guided by the Operational Definition of a Functional Local Health Department as outlined by the National Association of County and City Health Officials.³⁷

Engagement with Authorizing Entities and Partners

The Health Officer serves as a member of both the Missoula County Senior Management Team and the City of Missoula Administrative Leadership Team. Managers and staff serve regularly on county committees. Managers and staff regularly participate in decision- and policy-making processes of the Missoula Board of County Commissioners and Missoula City Council and its committees. Staff regularly participates in DPHHS and DEQ advisory and program committees.

Legal, Human Resource, Fiscal and Other Administrative Support

The Health, Air Pollution, and Water Quality District Boards and MCCHD are provided legal counsel by the Missoula County Attorney's Office. Enforcement of city ordinances is supported by the City of Missoula Attorney's Office. Human resource policies and services are provided by the Missoula County Office of Human Resources, and fiscal management and oversight is by the Missoula County Chief Financial Officer and elected County Auditor. Facilities and information services are owned and operated by Missoula County and risk management services are also provided by Missoula County. MCCHD is both served by and accountable to related County policies.

**This organizational description is current as of April, 2013, and will be updated at least every five years or sooner if significant changes in governance or department organization occur. Between revisions, smaller program and grant-funded changes will be reflected in the annual department budget.*

Endnotes

¹ Montana Code Annotated 2011, Title 50, Chapter 2, Section 106 et seq. "City-county boards of health"

² Montana Code Annotated 2011, Title 50, Chapter 2, Section 116 et seq. "Powers and duties of local boards of health."

³ "An Interlocal Agreement between the City of Missoula and County of Missoula to Cooperate in the Provision of Health Services," 1981.

⁴ Montana Code Annotated 2011, Title 75, Chapter 2, Section 301 et seq. "Local air pollution control programs"

⁵ Montana Code Annotated 2011, Title 75, Chapter 5, Section 311 et seq. "Local water quality districts – board approval—local water quality programs."

⁶ "Joint Resolution: City and County of Missoula, 1969.

⁷ "An Interlocal Agreement between the City of Missoula and the County of Missoula to Cooperate in the Creation, Management and Administration of a Missoula Valley Water Quality District to Protect and Improve Surface and Ground Water Quality in the Missoula Valley," 1993.

⁸ Missoula City-County Health Code, Updated February 10, 2012.

⁹ Missoula City-County Air Pollution Control Program, Revised May, 14, 2010.

¹⁰ Board of Health By-Laws, revised January 21, 2010.

¹¹ Missoula City-County Maternal Child Health Advisory Council Charge, Revised April 29, 2010.

¹² Missoula Air Quality Advisory Council Charge, Revised September 21, 2006.

¹³ Missoula Water Quality Advisory Council Charge, Revised February 10, 2012.

¹⁴ The Constitution of the State of Montana, Article II, Declaration of Rights, Section 8, "Right of participation"

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- ¹⁵ Montana Code Annotated 2011, Title 2, Chapter 3, “Public participation in governmental operations.”
- ¹⁶ Montana Code Annotated 2011, Title 50, Chapter 2, Section 116, subsection (1)(a).
- ¹⁷ Montana Code Annotated 2011, Title 50, Chapter 2, Section 118, “Powers and duties of local health officers,” 2011.
- ¹⁸ Montana Code Annotated 2011, Title 50, Chapter 2, Section 111, “City-county board appropriations.”
- ¹⁹ MCA means Montana Code Annotated in which these statutes are codified and by which each Title and Chapter is cited for reference in this alphabetical list.
- ²⁰ (ARM) 37.110 “Food Service Establishments”
- ²¹ (ARM) 37.95.140 et seq., “Immunizations”
- ²² (ARM) 37.57 “Maternal child health”
- ²³ (ARM) 37.113 “Montana clean indoor air act”
- ²⁴ (ARM) 37.111 “Public Accommodations”
- ²⁵ (ARM) 17.38 Public Water and sewage system requirements
- ²⁶ Administrative Rules of Montana (ARM) Dept. 37 Chapter 114, Rule 203, “Reportable Diseases and Conditions” and disease-specific rules et seq.
- ²⁷ (ARM) 17.30 Solid waste management
- ²⁸ (ARM) 17.53 Hazardous waste management
- ²⁹ (ARM) 37.59 “WIC”
- ³⁰ (ARM) 17.38 et al., “Subdivisions/on-site subsurface wastewater treatment”
- ³¹ Missoula Municipal Code, Article 6, Parts 1-17, 2011, Animal Ordinance
- ³² Missoula County Resolution to Adopt Amendments to the Missoula County Animal Ordinance, Resolution No. 2006-039 replacing resolution Nos. 89-084, 90-047, 93-031, 98-086 and 2003-069, effective 3-24-2006.
- ³³ Missoula County Resolution No. 90-037, “Ordinance to control community decay. effective 5- 25-1990.
- ³⁴ Missoula Municipal Code Section 13.26 010 et. Seq., Missoula Valley Water Quality Ordinance, amended December, 2008.
- ³⁵ Co-applicant Agreement between Missoula Board of County Commissioners, Partnership Health Center Governing Board, and Missoula City-County Board of Health, revised November, 2006.
- ³⁶ Missoula City-County Board of Health, Guiding Principles, revised May, 2012.
- ³⁷ “Operational Definition of a functional local public health department, NACCHO, 2005.