

# **DRAFT**

## **REQUIRED INTEGRATION UNDER SECTION 26**

### **Decision of the Waterloo Wellington Local Health Integration Network issued pursuant to s. 25(2)(b) of the *Local Health System Integration Act, 2006***

#### **1. Date:**

May 26, 2008

#### **2. Parties to Decision**

Cambridge Memorial Hospital  
Grand River Hospital  
Groves Community Memorial Hospital  
Guelph General Hospital  
North Wellington Health Care  
St. Joseph's Health Centre Guelph  
St. Mary's General Hospital

#### **3. Facts**

- a. Cambridge Memorial Hospital, Grand River Hospital, Groves Community Memorial Hospital, Guelph General Hospital, North Wellington Health Care, St. Joseph's Health Centre Guelph, and St. Mary's General Hospital are subject to this integration decision.

Cambridge Memorial Hospital is a community and referral acute-care facility, which offers a range of services to the residents of Cambridge and North Dumfries Counties. Services include 24-hour emergency coverage, advanced technology and diagnostic support, and specialty programs, including surgery, orthopaedics, and cataracts. Cambridge Memorial Hospital serves a population of approximately 135,000 people throughout Cambridge and North Dumfries.

Grand River Hospital is a community and referral acute-care facility, which offers a range of services to the residents of Waterloo Wellington and, through its regional programs, Ontarians from outside the area. Services include 24-hour emergency coverage, advanced technology and diagnostic support, and specialty programs, including cancer care, diagnostic imaging, and paediatric and child services. Grand River Hospital serves a population of approximately 470,000 throughout Waterloo Region.

Groves Community Memorial Hospital is a small community acute-care facility offering services to the residents of Centre Wellington and Wellington County. Services include 24-hour emergency services, diagnostic support, complex continuing care, and outpatient

services. Groves Community Memorial Hospital serves a population of approximately 26,000 residents in Wellington County.

Guelph General Hospital is a community and referral acute-care facility, which offers a range of services to the residents of Guelph and Wellington County. Services include 24-hour emergency coverage, advanced technology and diagnostic support, and specialty programs, including surgery, orthopaedics, cardiac care, obstetrics, gynaecology and paediatrics. Guelph General Hospital serves a population of approximately 180,000 people throughout Guelph and Wellington County.

North Wellington Health Care is a regional provider of primary and select secondary health services to the people of North Wellington County and to parts of its adjacent counties, Grey and Perth. With two fully-accredited hospital sites in Mount Forest and Palmerston, both hospitals operate 24-hour emergency departments, deliver obstetrical services and provide a comprehensive range of inpatient and ambulatory services. North Wellington Healthcare serves a population base of approximately 30,000 people.

St. Joseph's Health Centre Guelph provides residential long-term care, complex continuing care, rehabilitation and outpatient services to the residents of Guelph and Wellington County. St. Joseph's Health Centre Guelph also delivers specialty seniors services, including respite care, palliative care and dementia programming to a population of approximately 180,000 people.

St. Mary's General Hospital is a community and referral acute-care facility, which offers a range of services to the residents of Waterloo Region and, through its regional programs, Ontarians from outside Waterloo Wellington. Services include 24-hour emergency coverage, advanced technology and diagnostic support, and specialty programs, including cardiology, respiratory illness, minimal invasive surgery, eye, nose and throat surgery, and thoracic surgery. St. Mary's General Hospital serves a population of approximately 470,000 throughout Waterloo Region.

- b. The purpose of the intended integration is to create a vascular services program for the residents of Waterloo Wellington that will improve the quality of the elective care they receive while ensuring access to emergency vascular services throughout the area, vascular access services for dialysis patients at Grand River Hospital, and thoracic vascular services for patients at St. Mary's General Hospital.

To this end, the decision designates Guelph General Hospital as the lead for the WWLHIN vascular services program and directs the transfer to it of all elective vascular services currently being provided in Waterloo Wellington, with the exception of vascular access services to be provided for dialysis patients at Grand River Hospital and thoracic vascular services to be provided for patients at St. Mary's General Hospital.

- c. In reaching this decision, the WWLHIN has followed a process directly involving other stakeholders since April 2006, which was when the original premise for creating a single site for the provision of vascular services in Waterloo Wellington was recommended by the Hay Group. Since that time, the WWLHIN has worked closely and collaboratively with the operational and clinical leadership of Grand River Hospital and Guelph General Hospital, as well as with other stakeholders from outside these hospitals, to ensure integration is well-informed, measured, and locally appropriate.

## 4. Process

This decision is the outcome of a process that began in 2005, when hospitals located in the Waterloo Wellington LHIN (LHIN 3) and Hamilton Niagara Haldimand Brant LHIN (LHIN 4) areas contracted with the Hay Group to develop a plan for vascular surgery services in the region that would provide for an effective and efficient response to the populations' needs for both scheduled and emergent vascular surgery services.

The final report (April 2006) of the Hay Group included the recommendation that the Chief Executive Officers for Grand River Hospital and Guelph General and the WWLHIN leadership should establish a process to identify and implement a single associate site for Waterloo Wellington for vascular surgical services.

Beginning in May 2006, leadership from Grand River Hospital, Guelph General Hospital, and the WWLHIN met as members of the Vascular Surgery Services Location Working Group to review the recommendations of the Hay Group and to determine the next steps to deal with the findings of the final report. The Working Group met through October 2006, at which time its members agreed the approach to moving forward would be to have Grand River Hospital and Guelph General Hospital enter into a Request for Proposals (RFP) process or similar proposal process. It was also agreed that to help evaluate an RFP, expertise from a tertiary centre providing vascular services outside the WWLHIN and HNHBLHINs would be used.

On December 1, 2006, the Waterloo Wellington Local Health Integration Network (WWLHIN) publicly released its integrated health services plan and made print copies available at its office at Suite 212, 55 Wyndham Street North, in Guelph, Ontario.

The WWLHIN finalized and released its RFP for vascular services in Waterloo Wellington in December 2006. The objective of the RFP was to create an evidence-based, creative and innovative vascular program and to select a vascular site for the WWLHIN. The RFP made plain that responses would be reviewed and evaluated by an expert panel. The RFP had two respondents – Grand River Hospital and Guelph General Hospital.

On March 1, 2007, the WWLHIN was copied on internal correspondence from St. Mary's General Hospital in which a surgeon formally requested hospital administrators to consider locating tertiary vascular surgery with cardiovascular surgery at the hospital in the future.

From March to May 2007, the members of the newly-created Vascular Surgery Service Location RFP Evaluation Panel met to review and assess the responses from Grand River Hospital and Guelph General Hospital. Panel members included clinical experts from Hamilton and London, and leadership and senior staff of the WWLHIN. Written questions and answers arising from the proponents' submissions were exchanged between the WWLHIN and both of the RFP respondents during this time.

On May 18, 2007, the Vascular Surgery Service Location RFP Evaluation Panel met with the two RFP proponents, each of which was given the formal opportunity to present its proposal and to engage with the Panel members in an interactive question and answer session. The Panel members singly and together in reference to prepared templates assessed the accumulated information associated with both RFP respondents'

submissions. The Panel unanimously recommended awarding the RFP to Guelph General Hospital.

On May 31, 2007, the WWLHIN Board of Directors endorsed the recommendation of the RFP Panel.

On June 19, 2007, the WWLHIN received correspondence from a nephrologist at Grand River Hospital expressing concern about what he understood to be a recent decision of the WWLHIN to rationalize vascular surgery at Guelph General Hospital. Senior WWLHIN leadership acknowledged the correspondence and subsequently met directly with the individual and his colleagues at Grand River Hospital to discuss their concerns and agree solutions to patient access issues.

In July 2007, both Grand River Hospital and Guelph General Hospital were given debriefs by WWLHIN leadership and staff of the recommendation and findings of the RFP Evaluation Panel.

In July 2007, the Vascular Program Advisory Committee was created. Its membership comprised senior operational and clinical leaders from Grand River Hospital and Guelph General Hospital, and WWLHIN leaders and senior staff. The main purposes of the Committee included facilitating the development of the regional vascular program concept under the auspices of Guelph General Hospital, ensuring clinical data currency and comparability, and advising Guelph General Hospital with respect to its community engagement activities. The Committee met seven times between July 2007 and April 2008.

On January 30, 2008, Guelph General Hospital completed the refinement of its program concept.

By early April 2008, Guelph General Hospital completed its community engagement.

On April 14, 2008, the WWLHIN Board of Directors approved \$400,000 in additional base funding beginning in 2008/09 for the vascular surgery program led by Guelph General Hospital.

On May 15, 2008, the final adjustments to vascular clinical data were made and shared among members of the Vascular Program Advisory Committee.

On May 21, 2008, WWLHIN staff briefed representatives from Grand River Hospital and Guelph General Hospital on the integration decision and approach to process that was being advanced for consideration by the WWLHIN Board of Directors at its scheduled public meeting on May 22, 2008.

On May 21, 2008, WWLHIN staff conferred with the Medical Advisory Secretariat (MAS) of the Ministry of Health and Long-Term Care and advised of their readiness to recommend to the WWLHIN Board of Directors that it endorse a WWLHIN endovascular program. The MAS advised that it would not be concerned with this endorsement, as it was felt that an endovascular approach was no longer deemed experimental in Ontario.

On May 22, 2008, the WWLHIN received correspondence from a senior administrator at Grand River Hospital and St. Mary's General Hospital requesting that further discussions be held on the siting of vascular surgery in the WWLHIN.

On May 22, 2008, the WWLHIN Board of Directors approved a proposed integration decision designating Guelph General Hospital as the site of the WWLHIN vascular services program and the transfer to it from Grand River Hospital of elective vascular services. The Board also approved a 30-day period in which the WWLHIN would receive written submissions from the public.

On May 26, 2008, the WWLHIN provided a copy of the proposed integration decision to Cambridge Memorial Hospital, Grand River Hospital, Groves Community Memorial Hospital, Guelph General Hospital, North Wellington Health Care, St. Joseph's Health Centre Guelph, and St. Mary's General Hospital, and made copies available to the public at its office at Suite 212, 55 Wyndham Street North, in Guelph, Ontario, as well as on its website ([www.wwlhin.on.ca](http://www.wwlhin.on.ca)).

Starting on May 26, 2008, and ending on June 24, 2008, at 5:00 pm, the WWLHIN will consider all written submissions received from the public.

## **5. Analysis of Intended Integration**

The integration decision relates to services already funded by the WWLHIN through current accountability agreements with Grand River Hospital, Guelph General Hospital, and St. Mary's General Hospital.

The creation of a WWLHIN vascular program built around a core of elective services sited at one centre is in the public interest because it:

- affords the benefits of higher clinical volumes, which help
  - refine surgeons' skills;
  - enhance surgeons' experiential learning; and
  - foster program improvements and innovation; and
- brings multiple benefits associated with endovascular procedures, including
  - better patient experience due to a reduction in peri-operative morbidity;
  - a positive impact on hospital lengths of stay; and
  - efficiencies that help to release resources for other surgical and related services.

The integration decision is also in the public interest as it confirms the provision of emergent vascular services at Grand River Hospital, vascular access services for dialysis patients at Grand River Hospital, and thoracic vascular services for patients at St. Mary's General Hospital. This confirmation sustains service continuity and leaves undisturbed the funding the WWLHIN provides for these services in the context of current accountability agreements with the concerned hospitals.

The integration decision is not contrary to either the WWLHIN's Integrated Health Service Plan or its Ministry-LHIN Accountability Agreement, both of which have as one of their objectives the advancement of an integrated local health system.

## 6. Decision

Pursuant to section 26 of the *Local Health System Integration Act, 2006*, the Waterloo Wellington Local Health Integration Network (WWLHIN) finds that it is in the public interest to require Cambridge Memorial Hospital, Grand River Hospital, Groves Community Memorial Hospital, Guelph General Hospital, North Wellington Health Care, St. Joseph's Health Centre Guelph, and St. Mary's General Hospital to proceed with the integration described in this decision and the parties are therefore ordered to take the following actions by July 1, 2008.

- a. The purpose of this integration decision is to designate Guelph General Hospital as the lead for the WWLHIN vascular services program and to transfer to it all elective vascular services currently being provided in Waterloo Wellington, with the exception of vascular access services to be provided for dialysis patients at Grand River Hospital and thoracic vascular services to be provided for patients at St. Mary's General Hospital;
- b. Cambridge Memorial Hospital, Grand River Hospital, Groves Community Memorial Hospital, Guelph General Hospital, North Wellington Health Care, St. Joseph's Health Centre Guelph, and St. Mary's General Hospital are parties to this integration decision;
- c. Guelph General Hospital is to provide for all elective vascular services in Waterloo Wellington, with the exception of vascular access services to be provided for dialysis patients at Grand River Hospital and thoracic vascular services to be provided for patients at St. Mary's General Hospital; both Guelph General Hospital and Grand River Hospital are to share the provision of emergency vascular services in Waterloo Wellington and referrals from CritiCall; Cambridge Memorial Hospital, Groves Memorial Community Hospital, North Wellington Health Care, and St. Joseph's Health Centre Guelph are not to take any action that results in the provision of vascular services;
- d. Grand River Hospital, Guelph General Hospital, and St. Mary's General Hospital are required, as deemed necessary in consultation with the Waterloo Wellington Local Health Integration Network, to develop a human resources adjustment plan in respect of the integration; and
- e. The effective date of the transfer of elective vascular services to Guelph General Hospital from Grand River Hospital is July 1, 2008.

### **The Waterloo Wellington Local Health Integration Network**

Per:

Kathy Durst

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Signature of Chair of the Board of Directors