

VAUGHAN HEALTH CAMPUS OF CARE

Recommendation

The City Manager, the Deputy City Manager and Commissioner of Finance and Corporate Services, the Commissioner of Legal & Administrative Services, the Director of Legal Services and the Director of Reserves and Investments recommend:

THAT this report be received for information,

THAT the presentation from the Vaughan Health Campus of Care be received,

AND THAT the comments from the public be received,

AND THAT staff be directed to bring forward a report to Council taking into account the comments from the Mayor and Members of Council and the public.

Economic Impact

The economic impact will depend on the specifics of the request from the Vaughan Health Campus of Care (VHCC) and Council direction.

Communications Plan

On June, 2008, the City issued a press release indicating the City of Vaughan has approved in principle the provision of a significant contribution to the Vaughan Health Campus of Care for the purposes of site acquisition and hospital development in Vaughan.

The VHCC has requested an opportunity to meet with Council to make a request for financial support from the City of Vaughan. Notice of this meeting (April 27, 2009) was published on the City Page, in Vaughan Today on April 17th and in the Citizen/Liberal on April 23rd. It was also promoted on the City's website.

Following Council's decision with respect to the presentation by the Vaughan Health Campus of Care the City's Corporate Communication staff will work with the Campus of Care to prepare appropriate media release(s).

Purpose

The purpose of this report is to provide background information to Council including background information provided by the Vaughan Health Campus of Care, regarding their presentation.

Background - Analysis and Options

On January 27, 2003, Vaughan Council took the first step toward establishing additional health care resources in the City by creating the Vaughan Health Care Facility Study Task Force. The Vaughan Health Care Foundation and the Vaughan Health Campus of Care (VHCC) were subsequently established and a report was prepared by IBM Business and Consulting Services on behalf of the Task Force and Foundation titled "Vaughan Health Campus of Care-Needs Assessment and Vision for the Future".

On February 22, 2005, Vaughan Council resolved:

“... the Minister of Health and Long Term Care be advised that Vaughan Council and the residential and business communities of the City of Vaughan are committed to working in partnership with the Ministry, the newly created “Central Area” Local Health Integration Network and all affected stakeholders to develop a health-care facility and system that will serve the needs of our rapidly growing communities, while being a catalyst for innovation and change in the delivery of health-care services.”

The Foundation had been working with the City, the Region of York, the Government of Ontario, the Central Local Health Integration Network (Central LHIN) to bring a new hospital and other health care resources to Vaughan. In the fall of 2006, the Foundation engaged Stantec Consulting to undertake an independent, comprehensive review of available locations for a new hospital in Vaughan. VHCC will be providing a detailed presentation, including the site selection process to Council and the public at the meeting of April 27, 2009 at 7:00 p.m..

On April 27, 2007, the provincial government announced its support for a new hospital in Vaughan. In early 2008, the Foundation approached Council, to discuss the provincial requirement for a local contribution to the funding of a hospital. The local share is anticipated to come from various sources including the local municipality.

At the Council meeting of June 16, 2008, Council adopted the following resolution:

WHEREAS the Ontario government announced its decision to support planning for new hospital services in the City of Vaughan;

AND WHEREAS the Central Local Health Integration Network (LHIN) has been working in conjunction with the Vaughan Health Care Foundation and the Vaughan Health Campus of Care to conduct planning for health care services in Vaughan;

AND WHEREAS the City of Vaughan is a founding member of the Vaughan Health Care Foundation and continues to support its vision and activities and other community initiatives;

AND WHEREAS Vaughan Council has proposed a major health care facility in the City of Vaughan, and endorses the Vaughan Health Campus of Care needs assessment report;

AND WHEREAS the City of Vaughan is the largest City in Canada without its own hospital;

AND WHEREAS accessibility to local health care services is essential to a growing and healthy community;

AND WHEREAS the Council of the City of Vaughan recognizes that a hospital in Vaughan is the highest priority for Vaughan residents;

AND WHEREAS Vaughan wishes to confirm its partnership with the Vaughan Health Campus of Care to acquire land and develop a hospital facility in Vaughan;

AND WHEREAS the Ministry of Health and Long-Term Care, requires a significant local share contribution towards the development of a new hospital facility as part of its funding formula;

NOW THEREFORE BE IT RESOLVED THAT:

1. The Council of the City of Vaughan approves in principle the provision of a significant financial contribution to the Vaughan Health Campus of Care for the purposes of site acquisition and hospital development, which will form part of the community's local share;

2. The City of Vaughan requests that the Minister of Health and Long Term Care obtain approval from the Lieutenant Governor in Council to enter into an agreement with the City of Vaughan to support the acquisition of land for a hospital in Vaughan;
3. The City of Vaughan request that the Minister of Health and Long Term Care grant approval to the Vaughan Health Campus of Care to proceed to the Master Planning and Functional Planning stages of hospital approval in conjunction with the Central LHIN.
4. A copy of this resolution be forwarded to the Honourable George Smitherman, Provincial Minister of Health and Long-Term Care; the Honourable Jim Watson, Provincial Minister of Municipal Affairs and Housing, the Honourable David Caplan, Provincial Minister of Public Infrastructure and Renewal Greg Sorbara, MPP Vaughan; Peter Sherman, MPP Thornhill; and to the Chair and Council other Regional Municipality of York.

In October 2008, the provincial government announced its support for the VHCC to move to the Master Program/Master Plan/Business Case phase of the process. VHCC has requested an opportunity to make a presentation to Council to request financial support to acquire land and develop a hospital facility in Vaughan.

Municipal Financial Contribution

Under the Municipal Act, long term funding is obtained through the upper tier municipality. In Vaughan's case, it is the Regional Municipality of York. There is provincial legislation which restricts the amount of debt a municipality can incur. The Annual Repayment Limit uses a current calculation based on "own source revenues". The limit for a municipality under the provincial legislation is 25%. By way of policy the City has targeted a lower internal limit of 10%. The City's debt limit is just over 5%.

Typically the Region issues debentures twice a year. Staff has contacted the Region and they advise a debenture issue could be done separately. The Regions advises that the funds would be available shortly after Vaughan Council and Regional Council provide these approvals.

The amount of the annual repayment (principal and interest) and the impact to the municipality will depend on a number of variables including the amount borrowed, the interest rate at the time, the term and the amortization period.

A hospital is a significant long term facility and it would be appropriate to fund such an asset over a long term, i.e. 20 years. Also a shorter period would result in a quicker repayment, however a greater annual impact to the municipality.

Assuming a 10 year debenture with a 20 year amortization period at an interest rate of 5%, the annual repayment would be approximately \$1.6M for every \$20M debentured. A 1% increase in property taxes is equivalent to \$1,178,254.00 or \$10.97 a year to the average assessed home in Vaughan, therefore for every \$20M debenture, property taxes would increase by 1.4% or approximately \$15 for the average assessed home in Vaughan.

Once the necessary approvals are in place there are options available to the City to obtain interim financing prior to the receipt of long term financing. The City could use its line of credit with its corporate bank. Further details can be provided however they will depend on the specifics of the request from the Campus of Care.

Protection of Public Interest

As part of the report to Council after the public meeting, staff will provide options regarding the protection of the public interest including financial risk management, ensuring compliance with

applicable law and ensuring delivery of the intended benefit. Staff would address safeguards for the City in the event that a hospital does not come to fruition within a reasonable time frame.

Relationship to Vaughan Vision 2020/Strategic Plan

This report is consistent with the priorities previously set by Council as a hospital in Vaughan is one of Council's highest priorities.

Regional Implications

There are no regional implications as a result of this report.

Conclusion

VHCC has provided background information attached to this report and will be making a presentation on April 27, 2009. In considering VHCC's specific request, it would be appropriate to direct staff to report to Council providing options, having regard for comments from the Mayor and Members of Council and the public.

Attachments

Attachment #1 - Vaughan Hospital Planning, Local Share and Site Selection Process - Overview

Report prepared by:

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Respectfully submitted,

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Vaughan Hospital Planning, Local Share and Site Selection Process - Overview

Submitted to the City of Vaughan

By the Vaughan Health Campus of Care

April 2009

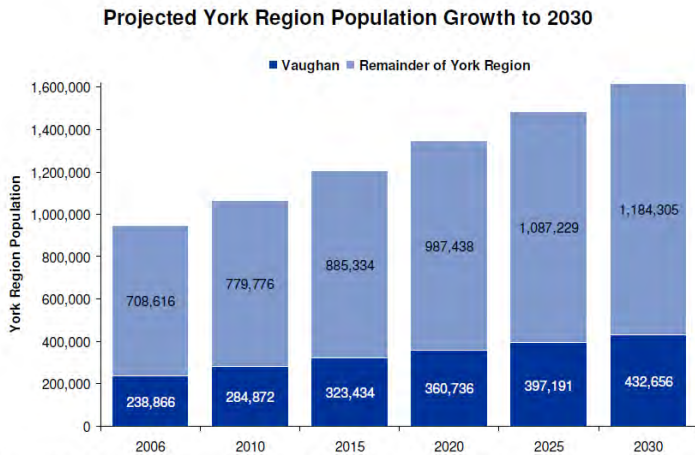


Vaughan Hospital Planning, Local Share and Site Selection Process - Overview

Progress Towards Realizing Our Vision

The Vaughan Health Campus of Care and the Vaughan Health Care Foundation are supported by a group of dedicated community leaders that have come together to help bring additional health care services to the City of Vaughan. Supported by extensive research, health care experts, and the provincial and municipal governments, the Vaughan Health Campus of Care has a mandate to ensure that the community of Vaughan has timely access to high quality health care for local patients and their families, close to home.

Vaughan is the largest community in Canada without its own hospital. A report produced by IBM Business Consulting Services¹ in 2005 found that, while Vaughan has experienced more recent population growth than any other area in Ontario, Vaughan is currently the only municipality within the top 10 most populous areas in Ontario without a local hospital. Furthermore, continued growth in Vaughan and surrounding communities with increased traffic congestion is significantly diminishing access for Vaughan residents to vital health care services, resulting in increased and unwarranted wait times and unnecessary delays that put people’s lives at risk.



Source: Ontario Ministry of Finance, Population Estimates and Projections, 2007.

These findings have been supported by public opinion. A January 2007 survey conducted by EKOS Research² confirmed that not only do a significant majority of residents want a hospital to be built in Vaughan, but that 97% feel that building a hospital in Vaughan is important for the continued well being of residents.

The provincial government’s “Places to Grow” blueprint for future growth across Ontario demonstrates that Vaughan and York Region will continue

¹ IBM Business Consulting Services is a leading, global business consultancy with practices in a broad range of sectors. Specifically in healthcare, they are experts in developing new models in promoting health and delivering care, and have counselled many Ontario hospitals, health provider groups, and governments.

² EKOS Research is a full-service consulting practice, specializing in market research, public opinion research, program evaluation and performance measurement, and human resources and organizations research.

to experience significant population growth in the years to come. With an aging population, increased traffic congestion, and significant wait times in hospitals in neighbouring municipalities, Vaughan needs a new hospital as quickly as possible.

In 2007 the Government of Ontario recognized this need by launching the Vaughan hospital planning and development process. This followed a 2006 announcement by then Health Minister George Smitherman, which awarded the Vaughan Health Care Foundation with the sponsorship of Vaughan's first Community Health Centre. This Centre, collocated with a range of other services, is located at 9401 Jane Street, is now open and it provides a full range of primary health care, social services and illness prevention programs to Vaughan residents, with a particular focus on youth, seniors and people with mental health and addiction issues.

The first component of the Ministry of Health and Long-Term Care Capital Planning Process for the new hospital was to establish a comprehensive service needs assessment for a future Vaughan Hospital. In 2008, Deloitte Consulting³ completed a study entitled, *Service Needs Assessment for the Identification of Vaughan Hospital Services*. This study was commissioned by the Central Local Health Integration Network (LHIN) and the Vaughan Health Care Foundation and fulfilled this first stage of planning.

The Report from this study confirmed a vision for hospital services in Vaughan, "that provides acute, emergency and ambulatory care services, complemented by an integrated continuum of care services required to support emergency-driven services, patient flow and Vaughan resident needs, such as primary care, complex continuing care, palliative and rehabilitation services, as integrated components of Central LHIN hospital services."

Description of Projected Vaughan Hospital Service Needs

Services	Service Description
Total Bed-Based Services	Medicine, Surgery, Critical Care, Cardiology, Oncology, Obstetrics, Mental Health, CCC, Palliative, General Rehab, and Specialized Geriatrics; Supported by Labs, Diagnostic Imaging and Pharmacy
Emergency Visits	Full-service Emergency Department
Surgical Day/Night Visits	Endoscopies, Colonoscopies, Cataract Removals, Cystoscopies and Other Services
Medical Day/Night Visits	Dialysis, Chemotherapy, Cardiology and Other
Ambulatory Visits	A Mix of Clinics Supporting the Services Above

Source: *Service Needs Assessment for the Identification of Vaughan Hospital Services – Deloitte Consulting, 2008*

The methodology and assumptions detailed in this Report identified that a need exists for an acute care hospital in Vaughan, providing between 247-278 beds by 2013, growing to 401-464 beds by 2030. In addition, the Ministry of Health and Long-Term Care has advised that, beyond the complex continuing care beds accounted for in the Deloitte Report, a significant number of additional complex continuing care beds have been allocated to York Region, and that this need should be incorporated into the development process for a new hospital in Vaughan.

³ Deloitte Consulting provides a host of local and global expertise in the health services industry. In Canada and Ontario, they provide health services planning support in areas such as health-economics, patient care, governance, information technology, and clinical services.

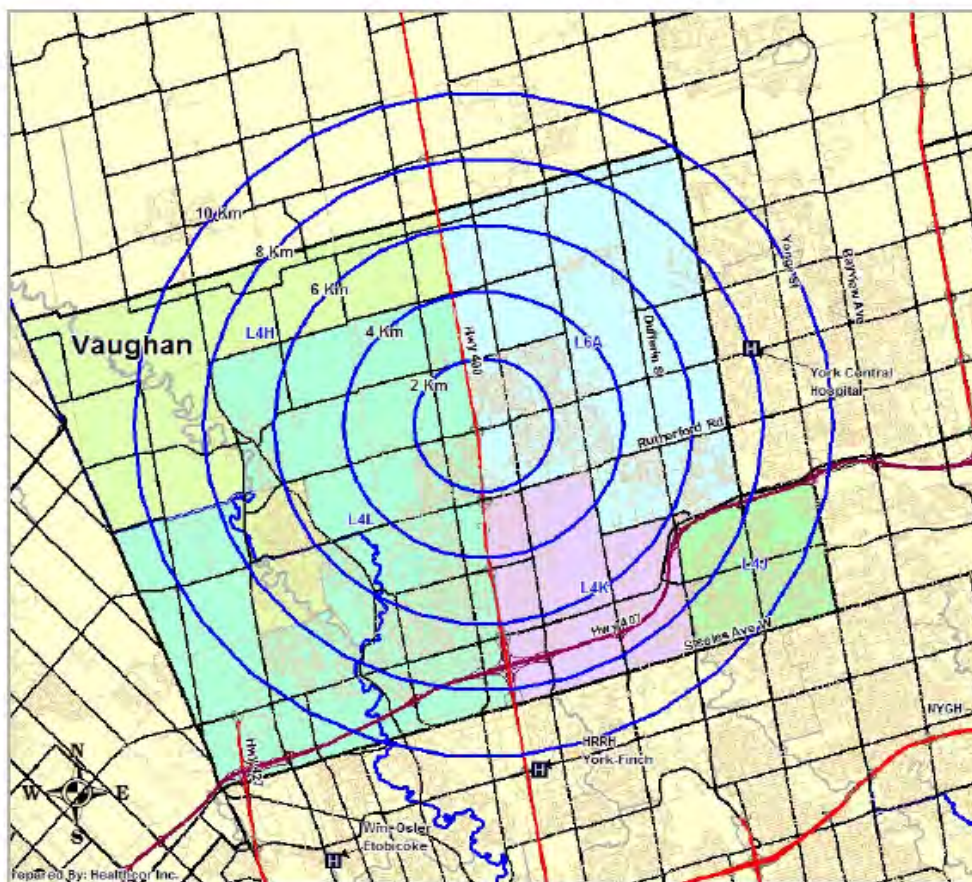
Projected Vaughan Hospital Service Need Volumes

Vaughan Hospital Service Projections	2013	2015	2030
Total Bed-Based Services	247 - 278	262 - 295	401 - 464
Inpatient Beds	182	192	274
Complex Continuing Care Beds	24 – 47	26-51	53 – 91
Palliative Care Beds	10 – 12	11-12	19 – 21
General Rehabilitation Beds	17 – 23	18-25	24 – 47
Specialized Geriatrics Beds	14	15	31
Emergency and Ambulatory Services			
Emergency Department Visits	40,432	42,578	59,132
Medical Day/Night Visits	26,897	29,153	47,247
Surgical Day/Night Visits	10,116	10,797	16,049
Ambulatory Care Visits	31,339	33,449	49,719

Source: Service Needs Assessment for the Identification of Vaughan Hospital Services – Deloitte Consulting, 2008

The Deloitte Report also considered the optimal geographic planning area for future Vaughan hospital service needs. These planning variables were applied to three general planning areas within Vaughan – east, central and west Vaughan.

Central Vaughan Planning Area



Source: Service Needs Assessment for the Identification of Vaughan Hospital Services – Deloitte Consulting, 2008

The analysis resulting from this application of various planning variables concluded that the area best suited for identifying the needs of Vaughan residents in the future is central Vaughan, based on:

- Highest capture rate of Vaughan population
- Current and projected population density
- Proximity to major commuter and public transit routes
- Distance from other hospitals within the Central LHIN
- Anticipated impact on hospitals presently providing service to the Vaughan population

The central Vaughan planning area is presented in the diagram on the preceding page, with 10 km concentric rings overlaid to provide a point of comparison for the future potential Vaughan hospital service capture rate delineations. In this, Deloitte Consulting found that the majority of Vaughan residents would be best served by a hospital located within 2km of the corner of Highway 400 and Major Mackenzie Drive.

The Vaughan Campus of Care endorses the view that an acute care hospital should be located in central Vaughan, and should provide a range of services based on identifiable gaps. These include emergency room services; longer than typical wait times for acute and primary care; rehabilitation, palliative and complex continuing care services; and ambulatory care services. The Report also found that innovation should be a key planning principle for this new facility. This would include the integration of services and facilities within and beyond a new Vaughan hospital to ensure seamless service delivery; the use of new and emerging information and clinical technologies to facilitate service efficiency and effectiveness; a focus on wellness, prevention and health promotion; and support for Ontario's Health Transformation agenda to ensure timely access to integrated and client-centred health services.

In October 2008, Health Minister David Caplan announced that the Central LHIN had been given approval to proceed with the next stage of planning – the Master Program component of the Master Program/Master Plan/Business Case phase, in close coordination with the Vaughan Health Campus of Care. The Master Program/Master Plan/Business Case phase will require architects and planners to 'block out' the actual structure(s) that will comprise the new hospital, requiring information on site access, site planning, building access and the floor-by-floor planning of the building itself. This work is intended to assess the viability of the site, the proposed building solution and the costs associated with the new hospital. For this stage to be completed, it is essential to have a site in hand, and to make a full and proper analysis and assessment to move into the next phase of planning, the Functional Program. This critical stage of development is scheduled to commence in the fall of 2009.

Summary of Site Selection Methodology

Background

In September, 2006 the Vaughan Health Campus of Care commissioned Stantec Consulting Ltd.⁴ to conduct a Site Selection Assessment to identify sites that had the potential to accommodate a series of health services buildings – a "Campus of Care". The campus model was based on a vision that included

⁴ Stantec is a leading international provider of professional consulting services in planning, engineering, architecture, surveying, environmental sciences, project management, and project economics for infrastructure and facilities projects.

a community hospital, emergency medical services, rehabilitation and complex continuing care, long-term care, mental health services, and a range of other health and wellness services, as drawn from the 2005 IBM Report. These same parameters for planning were utilized in the 2008 Deloitte Report, to ensure consistency and validity throughout the planning process.

The mandate for the Site Selection Assessment was:

- To develop an understanding of all that would shape the type of health care facility required to serve the City of Vaughan, York Region and beyond;
- To develop an accurate and professional site selection assessment that would be used to provide a sound rationale for the potential sites;
- To take into account the needs of other interested parties, having regard for the policies of the Province of Ontario, the long term growth strategies and policies of the Regional Municipality of York, and the City of Vaughan in formulating the sites' required criteria; and,
- To generate a report document which identified potential sites that could be used as a foundation for the selection of a suitable site by the Site Selection Committee.

Site Search Area

A site search area was determined based on the findings of an earlier *Health Care Facility Planning Report* conducted by IBM in 2005. That study noted Vaughan's rapid population growth and the requirement for an accessible site of sufficient size to accommodate the proposed services, and proposed a primary search area bounded by Major Mackenzie Drive to the south, the King-Vaughan Road to the north, Highway 27 to the west and Jane Street to the east.⁵

Consultation

Initial consultations with staff from the planning, engineering and transportation divisions of the Regional Municipality of York and the City of Vaughan resulted in a Land Issue Analysis. This Analysis considered current land use, future land issues, and community characteristics. Subsequent consultations with public agencies, the City of Vaughan, York Region, and a Site Selection Committee confirmed a comprehensive list of selection criteria. In addition, official plans, provincial growth plans, conservation plans, transportation and public transit, and infrastructure (including municipal infrastructure and the TransCanada Pipeline), were reviewed in preparation for the development of selection criteria.

⁵ This site search area was confirmed in a subsequent study by Deloitte Consulting undertaken for the Central Local Health Integration Network and completed in March 2008. This study's conclusions noted that the central Vaughan planning area would yield the highest capture rate of the Vaughan population; was supported by current and projected population density; achieved good proximity to major commuter and public transit routes; and optimized distances between hospitals in the region. Public consultations held as part of this study confirmed support for these principles.

Selection Criteria

Selection criteria were divided into two subgroups: required criteria (mandatory) and ranked criteria.

The required criteria (mandatory) included that:

- The parcel of land be located partially or wholly within the target area;
- The parcel of land contain at least 40 acres of developable land, not within the greenbelt boundary; and,
- The parcel of land be undeveloped.

The ranked criteria were extensive and included:

- Greenbelt designated boundaries
- Official plan designations
- Zoning
- Impact of restrictions
- Topography
- Servicing
- Accessibility (including highway visibility, ambulance access, highway access, interchange proximity, user access, transit route, and two road frontage)
- Site conditions (including geotechnical features, drainage, heritage and environmental features, and vegetation)
- Microclimate
- Protected wetlands
- Helicopter flight potential
- Parcel (shape and geometry)
- Flexible site development/campus planning scenarios
- Opportunities for adjacent complementary uses
- Expansion scenarios
- Costs to improve

Selection Process

A preliminary analysis by Stantec Consulting led to the identification of 28 sites or parcels of land, irrespective of current ownership, each of which would have provided the minimum acreage of developable property and minimum road access required. The complete list of criteria was applied to each of the 28 sites by a team of planners and health care architects. Preliminary scoring by each reviewer was then cross-checked for consistency.

Through the scoring of each site, certain key criteria emerged as significant differentiators leading to the identification of a cluster of highly ranked sites. Criteria related to road frontage, restrictions on development within each parcel (e.g. protected wetlands), Toronto Region Conservation Authority regulated lands, and Greenbelt designation, were noted to have an impact on future flexibility and would impact design solution. Protection of flexibility was important to maintain the progress for subsequent stages of development. Through this process, six sites were identified as providing good potential for the development of the Vaughan Health Campus of Care.

Fairness Review

Following completion of the Stantec report, and to demonstrate the transparency and objectivity of the processes in the site selection assessment, a fairness review was undertaken in October 2006 by the Honourable Frank Iacobucci, former Supreme Court of Canada Justice. Hon. Iacobucci's conclusion was, "In my view, the IBM Report and the SSA Report [Stantec Site Selection Assessment] are thorough, comprehensive, and sound reports that are well presented and supported. Based on these reports, the steps taken and conclusions reached on the site selection are fair and reasonable."

The Local Share

The Government of Ontario has long required that local communities support the construction of hospitals, and be fully responsible for the acquisition of land, furniture and equipment. Traditionally, the capital development cost alone was divided on a 50/50 basis. However, in June 2006, the Ministry of Health and Long-Term Care announced a revision to the capital funding formula, where now 90% of construction costs are paid for by the province, and 10% supported through the "local share". This local share also is required to support 100% of the land costs, as well as to acquire furniture, fixtures and equipment for the hospital. The province will financially support approximately 80% of operating and medical costs of the hospital, once in service.

It is estimated that the total local share component of hospital development costs will be 10% of the construction cost, and 100% of the land acquisition cost and furniture, fixtures and equipment cost. The local share is usually raised through contributions from municipal and regional governments, community fundraising activities, and so on.

As a result of this "local share" policy, the Vaughan Health Campus of Care is seeking financial support from the City of Vaughan to secure a site for the new Vaughan hospital. At this stage it is estimated that the total capital development costs for the Vaughan hospital will be approximately \$1.2 billion. It is further anticipated that the City's support for assistance to secure land for a hospital in Vaughan and to support other development needs will be approximately \$80 million.

Most municipalities in Ontario provide hospitals with financial support for capital development efforts. For example, local municipal support for hospitals in York Region (Markham-Stouffville Hospital, York Central Hospital, and Southlake Regional Health Centre) has been provided for decades. Since 2001, York Region has also provided a capital support program to assist with capital development needs. On February 19, 2009, Regional Council voted to extend the regional hospital support program to the end of 2011, with funds provided via an existing regional tax levy and additional revenues and savings for the Region that have arisen as a result of the provincial decision to upload certain funding responsibilities to the provincial government. This will help with the local share requirement, but not completely.

The request to the City of Vaughan for financial support to assist in acquiring land for the new hospital is a practice that has been demonstrated in many Ontario municipalities.

A study completed for the Vaughan Health Campus of Care in February 2009 by Inspire, surveyed 23 hospitals across Ontario to determine if their respective municipalities financially contributed to their development efforts. The survey found that:

- All hospitals that participated in the survey had received municipal support (except for one)
- The majority of municipalities supported hospital redevelopment projects
- Only one hospital was given a non-cash gift
- Very few municipalities requested donor recognition above and beyond the Hospital's current policies.

A further study conducted by Brantford General Hospital found that, on average, municipalities in Ontario provide 20% of the up-front cost of new hospital capital projects. More recently, the cities of St. Catharines and North Bay have contributed sizably to new hospital projects in their communities, as have many other local and regional municipalities.

The Foundation has seen a significant groundswell of community support for Vaughan's Future Hospital. To date, due to the extraordinary generosity of the community, the Vaughan Health Care Foundation has raised close to \$5 Million towards hospital development. A significant portion of these funds have been raised through special events held by the City of Vaughan such as the Mayor's Gala and the Mayor's Golf Tournament as well as through local grassroots organizations that bring the community together for special events like walk-a-thons, charity bingo and much more. In addition to special events, local developers have made sizable commitments through a voluntary Developer's Contribution Program, which sees a donation made for every home or commercial complex built in the City. Last year, PowerStream, the local power utility, also made a sizable donation towards the construction of the facility and further commitments from the community are expected once a Capital Fundraising Campaign is launched.

Next Steps

The current stage of planning for the new Vaughan Hospital is the Master Program/Master Plan/Business Plan phase. For this stage to be completed, it is essential to have a site in hand, and to make a full and proper analysis and assessment to move into the next phase of planning, the Functional Program.

If the City were to opt not to pursue facilitating efforts to acquire a site for a new hospital in Vaughan, it will put the Vaughan Hospital Project at great risk. Capacity within the community for additional fundraising at this level is non-existent and debt financing options for the Vaughan Health Campus of Care have limited viability. Without acquiring a site and being able to demonstrate to the Ministry of Health and Long-Term Care that we can support our local share contribution to the project, our ability to move forward with the Master Program/Master Plan/Business Case phase will be greatly impeded causing significant delay or, the project risks being cancelled entirely.

The Vaughan Health Campus of Care and Vaughan Health Care Foundation look forward to continuing their strong working relationship with the City of Vaughan in this important undertaking, for the betterment of our community and our residents' health tomorrow and well into the future.

Most importantly, we look forward to the continued participation and support of our neighbours, ratepayer groups, third-party fundraisers, the building and development community and of course, the City of Vaughan. As committed volunteers and members of the community, we will not succeed in our goal to bring a new hospital to Vaughan without the dedication, persistence and support of the people of Vaughan.