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**Finger Lakes Health Systems Agency**

**2020 Commission Recommendations  
to the  
Finger Lakes Health Systems Agency**

**June 30, 2008**

2020 Commission Certificate of Need Application Recommendations

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## **2020 Commission Overview**

The 2020 Commission is a group of health care, business, higher education, labor and other community leaders created to provide a community-wide perspective to the Finger Lakes Health Systems Agency (FLHSA) Community Health System 2020 study. The Commission has made an in-depth assessment of the capital investment and modernization needs for the health care system in the Rochester and northern Finger Lakes region and has identified priority areas for community investment to address disparities in access and quality of care across the community. The work of the Commission and the recommendations summarized in this document will be documented in an in-depth report to be submitted to the FLHSA Board of Directors in August, 2008 and recommended to the New York State Department of Health.

## **Goals of the Process**

- Maintain three successful health care systems in Monroe County (Unity Health, ViaHealth and the University of Rochester Medical Center/Strong Memorial Hospital and Highland Hospital system)
- Modernize the hospitals by updating aged and obsolete facilities to contemporary standards
- Establish an approach to facility investment that facilitates affordable expansion or contraction of existing capacity based on the realities of patient demand a decade and more into the future
- Support the ongoing development of a rational, viable, sustainable and culturally sensitive multi-county health services delivery system
- Ensure that all residents have access to quality, culturally competent care

## **Summary of the Commission's Recommendations**

The Commission is making three types of recommendations:

- System Investment Recommendations that specifically address the pending Certificate of Need Applications submitted by the three major health systems in Monroe County,
- Community Investment Recommendations that address the need to develop collaborative initiatives to focus on community-wide issues related to access to the right care in the right place at the right time, and
- Finger Lakes Health Systems Agency Recommendations to guide the FLHSA in the development of processes and infrastructure to facilitate progress toward achieving the goals of the Community Investment Recommendations.

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### System Investment Recommendations

Development of the proposed system investments embodied in the Certificate of Need Applications involved three dimensions of analysis:

- Current and estimated future bed need to address the Code Red situation in the community;
- The need for expanded capacity for tertiary and quaternary care for patients from beyond the immediate community; and,
- The need to modernize the aging physical facilities of the hospital providers.

The recommendations also provide a mechanism to adjust the licensed bed capacity in response to demonstrated need and participation in the Community Investment Recommendations that are an integral part of the Commission's recommendations.

#### *System Investment Recommendations for Unity Health System*

- Approve 35 incremental beds, consisting of 22 medical/surgical beds and 13 ICU/CCU beds.
- Approve renovation of 189 existing medical/surgical beds.
- Approve renovation of the ancillary, support and public spaces.
- These recommendations result in 35 additional licensed medical/surgical beds in service by 2012 and significant renovation and modernization of the hospital facilities.

#### *System Investment Recommendations for ViaHealth*

- Approve re-establishment of 34 medical/surgical beds
- Approve construction of new 6 floor bed tower to include renovation of existing rooms in the current facility and construction of new ambulatory services space. The new tower will accommodate 144 beds relocated from the current facility.
- These recommendations result in the re-establishment of 34 licensed medical/surgical beds in service by 2012 and significant renovation and modernization of the hospital facilities.

#### *System Investment Recommendations for URM/Strong Memorial Hospital*

- Approve the PRISM project in a new tower which renovates and relocates 56 pediatric beds, adds 56 medical/surgical beds and constructs new space for diagnostic and interventional imaging sciences and support services.
- Approve expedited approval of 15 beds to be incorporated into the current renovation project to help address the "Code Red" situation in the short term.
- Approve the renovation of the vacated pediatric space to create rooms that are able to function as either private or semi-private rooms and can accommodate the placement of up to 52 additional modernized beds in service.
- These recommendations result in 71 additional licensed medical/surgical beds in service by 2012 and significant renovation and modernization of the hospital facilities.

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### Community Investment Recommendations

Development of the proposed community investment recommendations is based upon the goal adopted by the Commission of developing a rational, viable, sustainable and culturally sensitive multi-county health services delivery system for the Rochester, Monroe County and Finger Lakes region. To this end the Community Investment Recommendations will of necessity require collaborative efforts among and between all the stakeholders in the community, each bringing their own perspectives, resources and expertise to find solutions to the issues.

- The Commission recommends that hospitals, payers and other community stakeholders, represented by senior management, demonstrate a high level of commitment to the processes and programs that may develop in response to the Community Investment Recommendations. The Commission further recommends that resources be obtained that are commensurate with the scope of the initiatives related to these recommendations and are sufficient to ensure their long-term success.
- The 2020 Commission recommends that URM/Strong Memorial Hospital, ViaHealth and Unity Health System engage collaboratively with the NYSDOH, Excellus, Preferred Care, the Finger Lakes Health Systems Agency (FLHSA), the Monroe County Medical Society, other community-based health organizations, and directly with one another to address community-wide issues that are impediments to the development of a rational, viable, sustainable and culturally sensitive multi-county health services delivery system for the Rochester, Monroe County and Finger Lakes region communities. The Commission acknowledges that there are different levels of influence and resources that can be brought to bear by each stakeholder and that leadership of the individual initiatives developed may come from different stakeholders at different points in the process.
- The 2020 Commission recommends the development of regional integrated approaches to sustain and improve the adequacy of and access to health care services for the communities in Monroe County and the Finger Lakes region.

### Finger Lakes Health Systems Agency Recommendations

It is beyond the charge of the 2020 Commission to develop detailed objectives, plans, and measures related to the Community Investment Recommendations. However, the Commission believes that this process has demonstrated the significant value of community-based planning to supplement and support institutional planning. To that end, the Commission believes that the Finger Lakes Health Systems Agency has an important role in collaboration with the other community stakeholders in moving the regional health care system to achieving the goals of the Commission.

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- The 2020 Commission recommends that the FLHSA assume responsibility for convening the stakeholders to address the Community Investment Recommendations of the Commission.
- The 2020 Commission recommends that the FLHSA take a leadership role in the development of processes for collecting and analyzing data, planning, implementing, measuring success and reporting to the community on the activities relating to the Commission's recommendations.
- The 2020 Commission recommends that FLSHA be directed to develop funding sources for the establishment and long term success of initiatives identified to achieve the Community Investment Recommendations. Excellus, Preferred Care, the NYSDOH and private foundations will be approached to support the implementation of the recommendations through enhanced reimbursement and other funding streams.

### Total Impact of the 2020 Commission Recommendations

- 140 incremental licensed beds
- Over 750 modernized beds at the three facilities
- Modernized diagnostic and treatment facilities at all 3 systems
- A recommended reduction of 138 incremental beds from the initial combined request of 278 incremental beds submitted in the CON proposals.
- Recommendations for investment in community-based initiatives to address issues in the community that contribute to problems of access to the right care in the right place at the right time.
- A recommendation to the NYSDOH to create a mechanism to make timely adjustments to the inpatient capacity of the organizations based on future need and community investment.

### **Detailed System Investment Recommendations**

#### System Investment Recommendations for Unity Health System to the NYSDOH

- Recommend approval of renovating 57 medical/surgical beds on the second and third floors of the Annex to create swing space needed to complete renovations of the existing patient rooms on floors 2 and 3 of the hospital.
- Recommend approval of the construction of shell space in a new fourth floor of the current hospital.
- Recommend approval of the proposed renovations of the ancillary, support and public spaces.

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- Recommend approval of the renovations of the existing patient rooms on floors 2 and 3 of the hospital and build-out of 57 medical/surgical beds on the new fourth floor for accommodating relocation of the Annex beds. The 57 Annex beds will be taken out of service as the new beds on the fourth floor are completed, allowing for the planned transfer of the rehabilitation program from the St. Mary's campus.

AT THE CONCLUSION OF THIS PROJECT, ANTICIPATED FOR 2012, UNITY WILL HAVE GAINED 35 ADDITIONAL LICENSED BEDS RESULTING IN A BED COMPLEMENT OF 222 LICENSED MEDICAL/SURGICAL BEDS WITH THE ABILITY TO PLACE ADDITIONAL LICENSED BEDS IN SERVICE THROUGH A PROVISION TO ADJUST BED CAPACITY TO MEET DEMAND AND BED AVAILABILITY TARGETS AFTER THE COMPLETION OF THE PROJECT.

### System Investment Recommendations for ViaHealth to the NYSDOH

- Recommend approval of the re-establishment of the 34 licensed medical/surgical beds that are currently out of service and centralizing and modernizing the ambulatory care and support services facilities.
- Recommend the construction of the 6 story patient tower to accommodate the new ambulatory services space and 144 medical/surgical replacement beds in private rooms. The new tower will accommodate 144 beds relocated from the current facility.

AT THE CONCLUSION OF THIS PROJECT, ANTICIPATED FOR 2012, VIAHEALTH WILL HAVE 418 LICENSED MEDICAL/SURGICAL BEDS AND A TOTAL OF 528 LICENSED BEDS. 144 NEW PRIVATE ROOMS WILL BE IN THE NEW BED TOWER AND 384 RENOVATED PRIVATE ROOMS WILL BE IN THE EXISTING HOSPITAL SPACE WITH THE ABILITY TO PLACE ADDITIONAL LICENSED BEDS IN SERVICE THROUGH A PROVISION TO ADJUST BED CAPACITY TO MEET DEMAND AND BED AVAILABILITY TARGETS AFTER THE COMPLETION OF THE PROJECT

### System Investment Recommendations for URMC/Strong Memorial Hospital to the NYSDOH

- Recommend approval of the PRISM project, renovating and relocating 56 pediatric beds, adding 56 medical/surgical beds and the construction of the new space for diagnostic and interventional imaging sciences and support services.
- Recommend expedited approval of 15 beds to be incorporated into the current renovation project to help address the "Code Red" situation in the short term.
- Recommend approval of the renovation of the vacated pediatric space to create rooms that are able to function as either private or semi-private rooms.

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AT THE CONCLUSION OF THIS PROJECT, ANTICIPATED FOR 2012, URMC WILL HAVE GAINED 71 NEW LICENSED MEDICAL/SURGICAL BEDS FOR A TOTAL OF 491 LICENSED MEDICAL/SURGICAL BEDS AND 810 TOTAL LICENSED BEDS WITH THE ABILITY TO PLACE ADDITIONAL LICENSED BEDS IN SERVICE THROUGH A PROVISION TO ADJUST BED CAPACITY TO MEET DEMAND AND BED AVAILABILITY TARGETS AFTER THE COMPLETION OF THE PRISM TOWER.

### Creation of a Mechanism for Adjusting System Capacity

Recognizing that estimates of needed capacity made in 2008 for the year 2012 and beyond are based on assumptions about future population and demographic conditions, use rates, technology and practices and are not likely to exactly reflect actual experience, the Commission recommends that the NYSDOH create a mechanism to make timely adjustments, without the submission of an additional CON Application, to the inpatient capacity of the organizations covered by the three Certificate of Need Applications considered by the 2020 Commission. The Commission therefore recommends that the following factors be included in such a mechanism:

- It is recommended that each system applicant be able to petition the NYSDOH without submission of a new Certificate of Need Application for additional inpatient bed capacity up to the net difference between the incremental beds recommended for the individual hospital by the 2020 Commission and the original request in each system's initial CON Application.
- Each hospital's bed availability over the prior year relative to the 99% availability target established by the Commission should be a key consideration.
- The mechanism should recognize that different types of beds will experience different demands and availability throughout the year and the calculation of bed availability and subsequent adjustments should be done for each type of bed (i.e. medical/surgical, pediatric, ICU), not in the aggregate. In addition, because the occupancy of specialty units (e.g. trauma, burn, bone marrow and other organ transplant, etc.) varies according to demand for such specialty services, such specialty beds should not be included in the calculation of bed availability.
- The individual system's participation in addressing the Community Investment Recommendations of the 2020 Commission should be given weight.
- The FLHSA should have a role in the review of the hospital's bed availability over the year prior to the hospital's petition, the hospital's participation in addressing the community investment recommendations and the reasonableness of the system's plan for adjusting the licensed bed capacity to achieve the desired bed availability.

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### **Detailed Community Investment Recommendations**

Using a community-based process with a community-wide perspective the 2020 Commission has made specific recommendations to the New York State Department of Health concerning the current Certificate of Need Applications from Unity Health System, ViaHealth and URMC/Strong Memorial Hospital. In addition to these System Investment Recommendations, the Commission has developed a set of Community Investment Recommendations that are intended to further the goals of the 2020 Commission and to address some of the most pressing health system issues in the community.

Addressing the Community Investment Recommendations will entail ongoing, significant and material cooperative efforts between and among all participants in the health care system of the region. The ambition of the 2020 Commission for the investments of time and resources to be committed to realizing the Community Investment Recommendations is to move the Rochester region towards becoming recognized as one of the highest performing health systems in the country.

### **Community Investment Recommendations for All Stakeholders**

The 2020 Commission recommends that URMC/Strong Memorial Hospital, ViaHealth and Unity Health System, represented by senior management, use their best efforts to engage collaboratively with the NYSDOH, Excellus, Preferred Care, the Finger Lakes Health Systems Agency (FLHSA), the Monroe County Medical Society, other community-based health organizations, and directly with one another to address community-wide issues that are impediments to the development of a rational, viable, sustainable and culturally sensitive multi-county health services delivery system for the Rochester, Monroe County and Finger Lakes region communities.

As policy guidance, the Commission recommends that the stakeholders in the region set goals that represent improvements in the metrics that quantify both health status and system effectiveness for the region.

- The Commission recommends the metrics included in the Dartmouth Atlas of Health Care to target and measure performance of the region.
- The Commission recommends the work of the FLHSA on identifying regional disparities in health status and access to care as starting points to assess and focus the setting of Community Investment priorities and initiatives.

During the course of the Commission's discussions, a number of initiatives were suggested as appropriate responses to the Code Red crisis and the disparities in health status and access in the community. These include the development of contemporary long term care services in the region, seeking changes in emergency medical services protocols that allow community hospitals to care for patients not requiring referral center

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levels of diagnosis and treatment, and improved chronic disease management initiatives. The Commission recommends that these initiatives be considered by the stakeholders as areas for deeper analysis. The Commission further recommends an emphasis on establishing partnerships with community-based providers and programs that improve access to primary care and reduce dependency on EDs.

#### Preliminary Goals for Community Investment

The Commission recommends that priority be given to achieving the following preliminary goals. A more detailed analysis of these goals needs to be undertaken collaboratively by the stakeholders to understand more precisely the magnitude and impact of the opportunities in these areas. The Commission anticipates that such analysis may indicate changes in both the metric and priority of these preliminary goals.

- A decrease of 15% in the number of low acuity visits to emergency rooms.
- A decrease of 25% in the number of admissions for Ambulatory Sensitive Conditions that are manageable in outpatient settings.
- A decrease of 20% in the number of low acuity admissions to Monroe County hospitals of residents from outlying communities. The Commission recognizes that many low acuity admissions require the services of specialty and sub-specialty physicians and are best cared for in tertiary and quaternary facilities, but that there are also many low acuity admissions, particularly medical admissions for pneumonia, congestive heart failure, atrial defibrillation, etc., that can be appropriately managed in primary and secondary care facilities.

#### Community Investment Recommendations for the Development of a Multi-County Health Services Delivery System

- The Commission believes that it is in the best interests of the health services delivery system to develop a coherent and integrated “West Side” strategy to assure the continued viability of the western Monroe County hospitals and improve the adequacy and access to health care services for the communities. To that end, the Commission recommends that Unity Health System take a leadership role in seeking a formal affiliation with Lakeside Health System for the purposes of planning for the needs of the western Monroe County communities.
- URMC, as the region’s academic medical center, plays a unique role in the community as a center for medical education, research and highly specialized care. The Medical Center also has the ability and resources to lead a system of care that practices primary prevention and effective chronic disease management throughout the region. The Commission recommends that URMC will, in collaboration with the other providers in the community:

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- Take the lead to develop strategies to train and retain adequate numbers of primary care providers (MDs and NPs) and specialty physicians in the region.
- Work with the other hospital providers in the region to develop clinical relationships to disseminate best practices and technology and to create referral relationships so that patients will receive needed care in the most appropriate and cost effective setting.
  
- The Commission believes that the success of the affiliation of ViaHealth System with Newark-Wayne Hospital represents a potential model for further affiliations among the health systems in both the south and eastern areas of the Finger Lakes region. The Commission recommends that the process that created this outcome be considered as a model for pursuing affiliations and integrated strategies throughout the region.