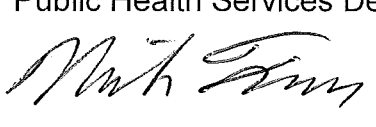




CITY OF HAMILTON
Public Health Services
Planning & Business Improvement

TO:	Mayor and Members Board of Health
COMMITTEE DATE:	August 17, 2017
SUBJECT/REPORT NO:	Potential Local Public Health Restructuring (BOH17034) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Jennifer Hohol 905-546-2424 x6004
SUBMITTED BY:	Elizabeth Richardson, MD, MHSc, FRCPC Medical Officer of Health Public Health Services Department
SIGNATURE:	 <i>Dr. Mark Tran</i> Acting MOH for Dr. Richardson.

RECOMMENDATION

- (a) That staff report back as information becomes available on opportunities to provide feedback and consultation related to Appendix A to report BOH17034 Public Health within an Integrated Health System: Report of the Minister's Expert Panel on Public Health;
- (b) That the Chair of the Board of Health, the Public Health Governance Leads and the Chair of the Governance Sub-Committee participate in any consultation related to Appendix A to report BOH17034 Public Health within an Integrated Health System: Report of the Minister's Expert Panel on Public Health; and,
- (c) That report BOH17034 regarding potential local public health restructuring be referred to the Governance Sub-Committee for discussion.

EXECUTIVE SUMMARY

With ongoing transformation across the health system, to support public health and its role within an integrated health system, an Expert Panel on Public Health (Expert Panel) was established by the Minister of Health and Long-Term Care. The Expert Panel was asked to make recommendations for an optimal organizational structure for public health in Ontario and how to best govern and staff this structure. The recommendations from the Expert Panel were released in a report on July 20, 2017 (Appendix A). The recommendations include proposed organizational change with the creation of fourteen regional public health agencies through the amalgamation of existing public health units.

To support a regional organizational structure, a consistent approach to governance would be implemented through the creation of fourteen regional boards of health. These would be autonomous free-standing boards inclusive of municipal members, provincial appointees, citizens and other representatives from the Local Health Integration Network (LHIN), education or social sectors. The Expert Panel recommendations encourage the appointment of a mix of elected officials and members of the community in order to ensure diversity and help to reduce challenges elected officials may experience balancing their municipal responsibilities with their responsibilities for public health. Though this would be a significant change to the current governance model used by Hamilton Public Health Services (PHS), the diversity of board members would address concerns previously brought forward by the PHS Board of Health (BOH) through their self-evaluation survey results which identified a need for external stakeholder membership to increase the public health knowledge of the board and the supporting recommendation to conduct a review of governance models to determine the most appropriate board of health governance structure to implement (BOH14011).

With the release of the Expert Panel's report, it was identified that there would be opportunities for stakeholders to discuss and provide feedback on report recommendations. Details regarding opportunities for consultation are not known at this time. As the proposed organizational and governance changes made by the Expert Panel have the potential to significantly impact the current state of public health, the Association of Local Public Health Agencies (ALPHA) has already begun work to develop a processes to collect feedback from their members. This will help to ensure that concerns from public health units are communicated and that a complete and thoughtful analysis of the recommendations is undertaken during consultation. Recommendations of Report BOH17034 encourage strong leadership and governance through engagement in consultation opportunities to ensure public health is positioned to continue to successfully work towards improving the health of the Hamilton community.

Alternatives for Consideration – See Page 6

FINANCIAL – STAFFING – LEGAL IMPLICATIONS (for recommendation(s) only)

Although there are no implications of the recommendations in Report BOH17034 at this time, implementation of the recommendations made by the Expert Panel would have significant financial, staffing and legal implications.

HISTORICAL BACKGROUND (Chronology of events)

With the passing of the *Patients First Act, 2016*, transformation has been ongoing across the entire health system, including the public health sector. Three public health transformation initiatives were undertaken in parallel with Patients First to support public health and its role within an integrated health system. These initiatives include the:

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- Modernization of the Ontario public health standards to direct public health program and service delivery;
- Public Health Work Stream to provide guidance on engagement and formalizing relationships between public health units and LHIN; and,
- Expert Panel on Public Health to consider how public health is best organized within an integrated health system.

The Expert Panel on Public Health was established by the Minister of Health and Long-Term Care (Minister) in January 2017. The panel was asked to consider the optimal organizational structure for public health in Ontario and how to best govern and staff this structure. The recommendations of the Expert Panel were made to:

- Ensure accountability, transparency and quality of population and public health programs and services;
- Improve capacity and equity in public health units across Ontario;
- Support integration with the broader health system and the LHIN; and,
- Leverage public health's expertise and leadership in population health-based planning, decision-making and resource allocation, as well as in addressing health equity and the social determinants of health.

On July 20, 2017, the Minister released the recommendations of the Expert Panel (Appendix A). With the release of the Expert Panel's report, it was identified that there would be opportunities for stakeholders to discuss the recommendations made through consultation. Details regarding opportunities for consultation are not known at this time. Following release of the Expert Panel recommendations, alPHA has provided their members with a summary of the Expert Panel report and has submitted a letter of response to the Minister (Appendix B). In addition, alPHA has started to develop a process to collect feedback from public health units to ensure that any concerns are communicated and that a complete and thoughtful analysis of the recommendations is undertaken during the consultation.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

It is a requirement of the *Health Protection and Promotion Act* that all public health units are governed by a board of health, however, legislation does not direct use of a specific governance model. Implementation of the recommendations made by the Expert Panel would result in new organizational and governance models for public health units. If recommendations are implemented, the governance of public health would exist at a regional level. The regional board of health would be a free-standing autonomous board comprised of a mix of elected officials and members of the community as opposed to the current governance model for PHS in which the BOH acts as a standing committee of City Council.

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RELEVANT CONSULTATION

No relevant consultation was conducted.

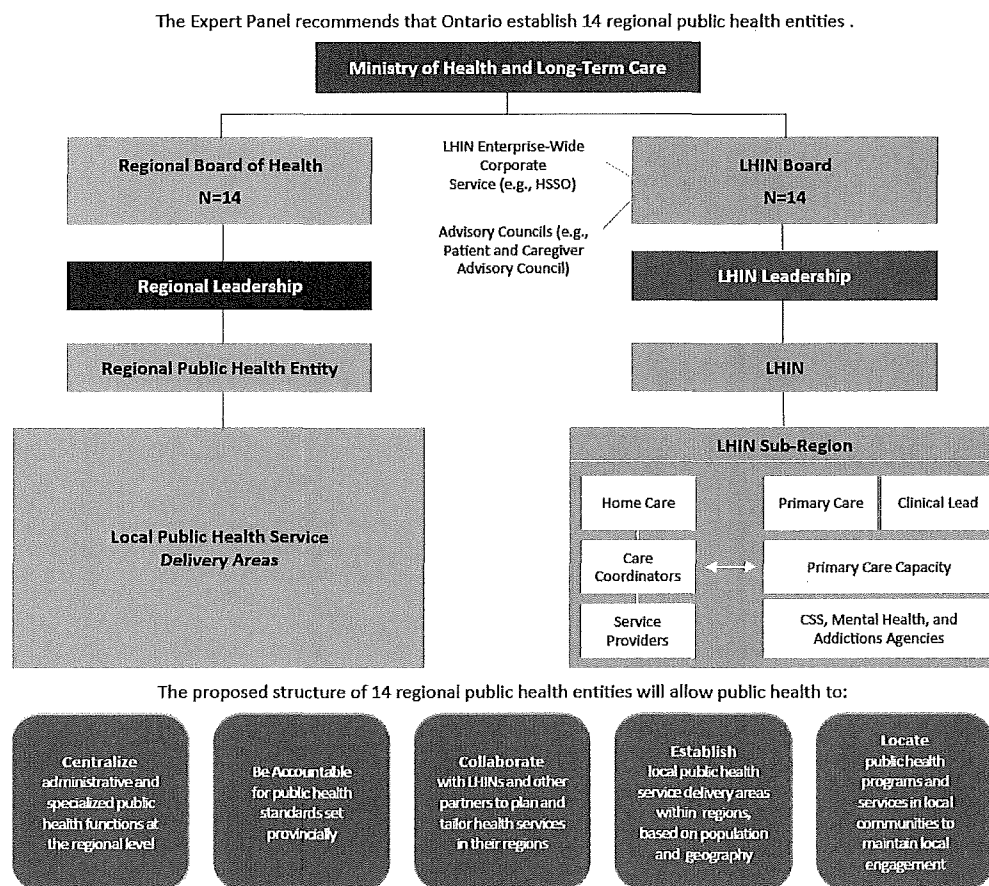
ANALYSIS AND RATIONALE FOR RECOMMENDATION (Include Performance Measurement/Benchmarking Data if applicable)

To support more efficient and effective operations, the recommendations from the Expert Panel include optimal models for public health including:

- Geographic Boundaries;
- Leadership Structure;
- Service Delivery and
- Governance.

The proposed organizational structure to support public health in Ontario as recommended by the Expert Panel is shown in Figure 1.

Figure 1: Proposed End State – Public Health within an Integrated Health System



Public Health within an Integrated Health System: Report of the Minister's Expert Panel on Public Health, June 9, 2017, page 16.

Geographic Boundaries

The Expert Panel recommends that the optimal organizational structure for public health can be achieved through the creation of fourteen regional public health agencies in Ontario through amalgamation of existing public health units. The proposed regional public health unit boundaries would be created to align with LHIN boundaries to support effective partnerships in planning and service delivery between the two organizations.

Leadership Structure

As per the Expert Panel recommendations, a CEO would be put in place to lead each of the regional public health units. This position would report to a regional board of health and a regional Medical Officer of Health. Other senior leadership positions would exist at the regional level including the Chief Nursing Officer, Associate Medical Officer of Health, CAO and CIO.

Service Delivery

The Expert Panel recommends that subdivisions of regional public health units be established to support service delivery. Each subdivision within a region would be supported by a local Medical Officer of Health, reporting to the regional Medical Officer of Health, as well as program and service management staff.

Governance

Currently variable governance models exist across public health units. The Expert Panel recommendations propose implementation of a consistent governance model with a board of health in place at the regional level. All regional boards of health would be:

- Free-standing autonomous boards;
- Comprised of individuals to meet skill and experience qualifications; and,
- Inclusive of municipal members, provincial appointees, citizens and other representatives from the LHIN, education or social sectors.

The Expert Panel recommendations encourage the appointment of a mix of elected officials and members of the community to the board of health in order to ensure diversity and help to reduce challenges elected officials may experience balancing their municipal responsibilities with their responsibilities for public health. Currently, the PHS BOH is comprised of all City of Hamilton Councillors and acts as a standing committee of Council. The proposed governance model would be a significant change to the current model used by PHS, however, the diversity of board members would address concerns previously brought forward by the BOH in their 2014 self-evaluation survey. The results of this self-evaluation survey showed that there were opposing views on the effectiveness of the current BOH structure. Some respondents said that a strength of the BOH is the city-wide perspective gained from all Councillor membership while

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others suggested the need for external stakeholder membership to increase the public health knowledge of the board (BOH14011). These survey results lead to the recommendation that the newly elected BOH in 2015 be advised to initiate a review of governance models to determine the most appropriate governance structure to implement. Though a review of governance models was recommended, shortly thereafter, PHS began to better understand and inform the BOH on the beginnings of the changing health system landscape. As a result, Report BOH16011 stated that a review of governance models was no longer advised in anticipation of upcoming health system change. The proposed governance model recommended by the Expert Panel helps to satisfy concerns brought forward by BOH members in 2014 with the requirement to recruit board members that meet skill and experience qualifications to increase the public health knowledge of the board (BOH14011). Continued municipal representation on regional boards of health remains essential to ensure connections with decision makers in non-health sectors are maintained where there is authority over services that impact determinants of health such as safe drinking water, recreation, social services or land use planning.

Next Steps for Action

With the release of the Expert Panel's report, it was identified that there would be opportunities for stakeholders to provide feedback through consultation. Details regarding opportunities for consultation are not known at this time. As the proposed organizational and governance changes made by the Expert Panel have the potential to significantly impact the current state of public health, the alPHA has already begun work to develop a processes to gather feedback from members. This will help to ensure that concerns from public health units are communicated and that a complete and thoughtful analysis of the recommendations is undertaken during consultation.

Recommendations of Report BOH17034 encourage strong leadership and governance through engagement in consultation opportunities to ensure public health is positioned to continue to successfully work towards improving the health of the Hamilton community.

ALTERNATIVES FOR CONSIDERATION

(Include Financial, Staffing, Legal and Policy Implications and Pros and Cons for each alternative)

The BOH could choose not to engage in opportunities for consultation on the recommendations by the Expert Panel or choose not to refer Report BOH17034 to the Governance Sub-Committee for discussion. Although these alternatives would have no financial, staffing or legal implications at this time, implementation of the recommendations made by the Expert Panel would have significant financial, staffing and legal implications and therefore these alternatives are not recommended. There is

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no benefit that can be gained from not engaging in consultation opportunities or discussing the impact of these recommendations in more detail at the Governance Sub-Committee. Without participation in consultation and engagement with the Governance Sub-Committee, the BOH will forego their opportunity to provide input and direction to shape continued municipal involvement in the governance of public health in the future.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Healthy and Safe Communities

Hamilton is a safe and supportive city where people are active, healthy, and have a high quality of life.

Our People and Performance

Hamiltonians have a high level of trust and confidence in their City government.

APPENDICES AND SCHEDULES ATTACHED

- Appendix A to Report BOH17034 – Public Health within an Integrated Health System: Report of the Minister's Expert Panel on Public Health
- Appendix B to Report BOH17034 – Association of Local Public Health Agencies Summary Public Health within an Integrated Health System: Report of the Minister's Expert Panel on Public Health

**Ministry of Health
and Long-Term Care**

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July 20, 2017

Dear Colleagues,

In February 2015, the province launched our *Patients First: Action Plan for Health Care* to transform our health care system into one that puts patients at the center by making our health care system more accessible, equitable and integrated. During the last two years, we have made considerable progress to improve the health care experience and outcomes for patients in Ontario. But we know there is still more work that needs to be done in order to make our system truly integrated.

Improving access to care is one priority of Patients First, but the vision is much broader. Patients First is also about promoting health and reducing health disparities. A key factor in achieving this vision is to strengthen linkages and partnerships within the health system, including public health. Patients First includes a requirement for the public health sector and the province's local health integration networks (LHINs) to work together in an integrated health system: one that actively promotes health and reduces health disparities as well as improves access to health care services. As a first step in realizing this requirement, the Government of Ontario established the Expert Panel on Public Health ("Expert Panel") in January 2017. Over the course of five months, the expert panel met to develop recommendations on proposed structural, organizational, and governance changes for Ontario's public health sector.

I am sharing with you the report of the Minister's Expert Panel on Public Health: "*Public Health within an Integrated Health System*." On behalf of the Ministry of Health and Long-Term Care, I would like to thank the expert panel for its important work. The recommendations of the expert panel's report provide a framework for the government to consider as it continues to implement Patients First. I look forward to engaging with you and other stakeholders to discuss the opportunities offered in this report. Details about consultations will be forthcoming.

This report is an important first step to help us realize the vision for all health programs and services – hospitals, home and community care, primary care and public health – to have strong connections and to work together to enhance Ontarians' health and well-being at all ages and stages of life.

...2/

Yours sincerely,

A handwritten signature in black ink, appearing to read "Eric Hoskins". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Dr. Eric Hoskins
Minister

Public Health within an Integrated Health System

Report of the Minister's Expert Panel on Public Health

June 9, 2017

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I. About the Expert Panel

In January 2017, the Minister of Health and Long-Term Care established an Expert Panel on Public Health to provide advice on structural, organizational and governance changes for Ontario's public health sector within a transformed health system.

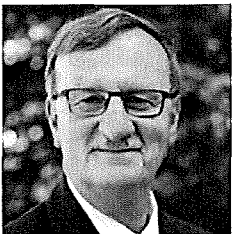
Mandate

As part of their recommendation, the Expert Panel was asked to consider:

1. The optimal organizational structure for public health in Ontario to:
 - ensure accountability, transparency and quality of population and public health programs and services
 - improve capacity and equity in public health units across Ontario
 - support integration with the broader health system and the Local Health Integration Networks (LHINs) – the organizations responsible for planning health services
 - leverage public health's expertise and leadership in population health-based planning, decision-making and resource allocation, as well as in addressing health equity and the social determinants of health.
2. How best to govern and staff the optimal organizational structure.

Membership

Members were chosen for their knowledge, expertise and perspectives and appointed by Order in Council. They were appointed as individuals and not as representatives of organizations or associations.



Dr. David Williams
Chief Medical Officer of
Health, Ontario



Susan Fitzpatrick
Chief Executive Officer,
Toronto Central Local
Health Integration
Network (LHIN)



Dr. Valerie Jaeger
Medical Officer of
Health, Niagara Region
Public Health



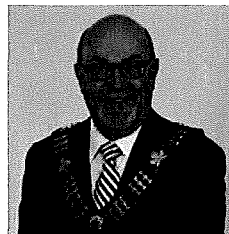
Dr. Laura Rosella
Canada Research Chair in
Population Health Analytics,
Assistant professor,
Dalla Lana School of Public
Health, UofT



Solomon Mamakwa
Health Advisor,
Nishnawbe Aski Nation



Dr. Nicola J. Mercer
Medical Officer of
Health and CEO,
Wellington-Dufferin-
Guelph Public Health



Gary McNamara
Mayor of the Town of
Tecumseh,
Chair of the Windsor
Essex Health Unit



Carol Timmings
Director, Child Health
and Development,
Chief Nursing Officer,
Toronto Public Health



Dr. Jeffrey Turnbull
Chief of Staff,
The Ottawa Hospital,
Chief - Clinical Quality,
HQQ

Desired Outcome: A Strong Public Health Sector within an Integrated Health System

It is the view of the Expert Panel that Ontario will benefit most from a highly skilled public health sector embedded and highly visible in communities across the province. Public health will continue to nurture strong relationships with municipal governments and other local organizations to positively influence the social determinants of health; and create safe, supportive, healthy environments. Its work will be overseen by boards that reflect the perspectives and diversity of local communities and municipalities and share and promote a strong commitment to public health.

The public health workforce in all parts of the province will have access to specialized public health knowledge and resources. Public health practitioners will share a commitment to evidence-based practice and achieving population health outcomes.

The work of public health will be guided by provincial policy and legislation, and supported by province-wide efforts to collect and analyze data on health status. Public health will continue to champion health equity, identifying groups within the population whose health is at risk and developing targeted universal programs so that all Ontarians have equal opportunity for good health outcomes. Public health will also ensure that Indigenous communities have an active voice.

At the same time, the public health sector will have the capacity to work much more effectively with the rest of the health system. Its understanding of local health needs will help identify health system priorities and shape health policy and services. Stronger relationships with other parts of the health system will make it easier to integrate health protection and promotion into all health services. Working with other parts of the health system, public health will identify more effective ways to deliver population level interventions that will improve health and reduce health inequities.

Ontarians will recognize and value the work of public health and will access local public health programs and services within an integrated health system.

Goals of Patients First

- Effective integration of services and greater equity
- Timely access to, and better integration of, primary care
- More consistent and accessible home & community care
- Stronger links to population and public health
- Inclusion of Indigenous voices in health care planning

Principles Guiding the Panel's Work

To guide its work and deliberations, the Expert Panel developed the following principles:

- The strong independent public health voice and core public health functions will be preserved and leveraged to help reorient the health system.
- The local strengths of public health – including relationships with municipal and other community partners – will be maintained and enhanced to support integrated planning and service delivery.
- The federal government will continue to have responsibility for health services for Indigenous people in Ontario, including First Nations communities; however Ontario's public health sector also has a responsibility to protect and promote Indigenous health and to ensure Indigenous partners have an active voice.
- Being part of an integrated health system will create opportunities to enhance capacity and improve efficiency– some services may be delivered more effectively by or through other parts of the system.
- Form follows function: structural changes will be based on a clear understanding of the public health sector's role in an integrated health system.
- The organization and distribution of public health expertise, resources and services will reflect local needs and priorities.
- Boundary changes will be necessary to align public health with LHINs, and to support systems planning.

Process and Deliberations

To fulfill its mandate, the Expert Panel:

- reviewed background information, including past reports on Ontario's public health sector
- examined the functions of public health at the regional, local, and provincial levels
- reviewed the current organization of the health system
- discussed possible models and scenarios for reorganizing public health based on input received during consultation for Patients First, and various other submissions, letters, etc.
- looked at ways to align services and determine geographical boundaries
- reviewed the literature on various leadership roles and structures and models for governance
- discussed the potential implications for legislation, including the *Health Protection and Promotion Act* and the *Local Health System Integration Act*, and others.

II. The Opportunity

Public Health as Part of an Integrated Health System

As part of Patients First, all health programs and services – hospitals, home and community care, primary care and public health – are strengthening connections and working together to enhance Ontarians' health and well-being at all ages and stages of life.

Historically, public health and health care have operated as distinct systems. Public health largely focuses on the health of populations and providing upstream community-wide interventions, while health care services are designed to diagnose, treat, and improve individual health outcomes. A key goal of Patients First is to strengthen linkages and partnerships between the health care system and public health.

Close collaboration and formalized relationships between public health and LHINs will mean that:

- A population health approach will be integrated into local planning and service delivery across the continuum of health care
- health services will address and be responsive to population health needs and will seek to promote health and achieve health equity
- health promotion, health protection and health care will be more connected
- public health services and other health services will be better integrated

Preparing Public Health for its role in an Integrated Health System

To maximize its impact in the transformed system, public health must change and the health system must adapt to allow and support true integration.

Over the past year, three public health transformation initiatives have been focused on addressing key questions that will help public health be an effective partner in an integrated health system:

1. What is the work of public health?
The **modernization of the Ontario public health standards** will provide a renewed framework for public health programs, services, and accountability in the 21st century.
2. What is the role of public health in integrated planning?
The **public health work stream** is a collaboration between public health and LHINs working to provide guidance on formal engagement parameters for LHINs and public health across the province.
3. How should public health be organized across the province to function effectively within an integrated system?
The **Expert Panel on Public Health** was asked to provide advice on what the structure and governance of public health should be to enhance its capacity to fulfill its health promotion and protection role and work effectively with partners within a transformed health system.

The Impact of Public Health within an Integrated System

What impact will the strengthened relationship between public health and LHINs have on all health system partners and on Ontarians?

Strong relationships outside the health system to protect and promote health.

Public health works with municipal governments, community organizations, schools, and local services outside the health system – to influence the social, environmental and structural factors that can lead to poor health. Public health can broker relationships between health care, social services, municipal governments, and other sectors to create healthier communities.

More focus on the social determinants of health and greater health equity.

Some Ontarians are at greater risk of poor health because of social determinants such as poverty, precarious housing, poor working conditions, and a lack of social support networks. Public health can embed a population health approach into health service planning and delivery to close these health gaps and enhance health equity.

More comprehensive targeted health interventions. Although chronic diseases are among the most common and costly health problems facing Ontarians, they are also among the most preventable. Interventions targeting chronic disease risk factors can be successful in mitigating and preventing the burden of chronic diseases. Public health can identify high risk communities and offer targeted interventions that can prevent or delay the onset of these diseases and their complications.

Better care pathways and health outcomes.

A person's ability to follow a care pathway after surgery or treatment is affected by factors outside the health system. For example, if an individual is discharged from the hospital and returns to precarious housing and food security challenges, their recovery will be negatively impacted and they may have a higher likelihood of being re-admitted to the hospital than someone who has stable housing and access to healthy food. Public health can help the health system develop care pathways that take into account the social factors that affect health outcomes.

Greater recognition of the value of public health.

With public health as part of an integrated health system, Ontarians will better understand the importance of investing in health protection and promotion across the life course. They will see how public health benefits themselves, their families and their communities and, at the same time, helps contain health care costs and make the universal health care system more sustainable.

Improving access to care is one priority for the integrated system, but the vision of Patients First is much broader. It is also about promoting health, reducing health disparities and helping all Ontarians lead long healthy lives.

III. A Strong Public Health Sector in an Integrated System

The impetus for the Expert Panel's work is the government's Patients First Strategy. The key question for the Expert Panel was how to best organize public health to function effectively within an integrated system. However, the Expert Panel also viewed their task as an opportunity to strengthen the public health sector and support more efficient and effective operations.

Members worked to identify an optimal structure and governance model for public health in Ontario for the 21st century and beyond. In developing recommendations, the Expert Panel did not attempt to "retrofit" the current system.

1. The Optimal Organizational Structure for Public Health

Background

Ontario currently has 36 public health units. They range in size from 630 to 266,291 square kilometres. The smallest serves only 34,246 people dispersed over a geographic area as large as France, while the largest serves 2,771,770 people concentrated within 630 square kilometres. (See Appendix A: map showing current health unit areas and LHIN boundaries)

Public health units are responsible for delivering programs and services in accordance with standards established by the Ministry of Health and Long-Term Care. Public health units are responsible for identifying local health priorities and population needs and addressing those that fall within their mandate. Much of the work in public health is done in close collaboration with municipal partners. There is a cost-sharing relationship between the Ministry of Health and Long-Term Care and municipalities for delivery of public health programs and services.

Key strengths of the public health sector include its focus on health protection, health promotion, and health equity, its local presence, relationship with municipalities, its highly trained workforce, its collaborative relationships outside the health care system, and its in-depth understanding of and capacity to assess population-level health.

Challenges of the current structure – particularly felt in smaller health units – include a lack of critical mass and surge capacity and challenges recruiting and retaining key skilled public health personnel, which make it difficult to deliver equitable services across Ontario. A lack of mechanisms to coordinate across health units and lack of alignment with LHINs also make it challenging to collaborate, share resources and maximize effectiveness both within the public health sector and within the broader health system.

Criteria

The Expert Panel's goal was to recommend an organizational structure for public health that would:

- Maintain a strong independent public health sector within an integrated health system
- Relate effectively with the LHINs to influence health system planning
- Enhance public health's strong local presence and effective relationships with municipalities
- Ensure Ontarians continue to have access to public health programs and services in their communities
- Create public health organizations large enough to achieve critical mass and retain public health personnel and resources to efficiently operate services in all parts of the province
- Allow for clear definition of public health functions and roles at the provincial, regional and local levels, in order to make more effective use of public health expertise and resources
- Enhance public health practice and ensure more consistent implementation of the public health standards across the province
- Foster collaboration/coordination within the public health sector and with the rest of the health system.

Members of the Expert Panel agreed with findings and observations of a series of reviews over the past 20 years, which all determined that Ontario's public health sector would be stronger if:

- * there were fewer health units with greater capacity
- * there was a consistent governance model
- * the sector was better connected to other parts of the health system.

Responsibilities and Functions

To ensure strong local programs and services, every effort should be made to locate the right mix of management and program staff in local communities. Depending on the size of the communities/populations they serve, local service delivery sites may have public health physicians, directors, managers/program leads, front-line staff and staff responsible for using local population health data to develop local initiatives that are reflective of community needs.

The optimal locations for regional and local public health activities should be determined within the region and based on the distribution of the population and geography. The regional public health entity could potentially look for opportunities to co-locate public health services with other health and/or municipal services, thereby increasing the potential for service integration.

Table 1 on pages 12 –15 outlines public health responsibilities and functions at provincial, regional and local levels.

Figure 1: Organizations Described at Each Level

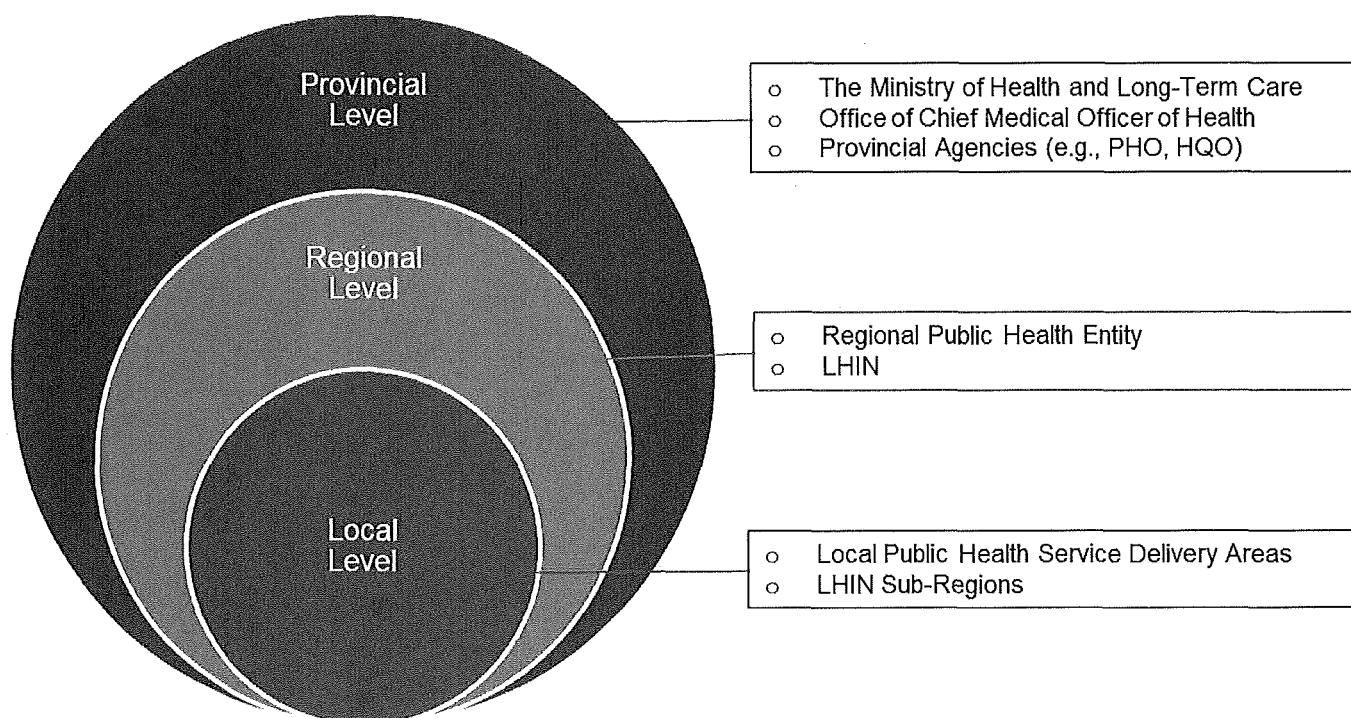


Table 1: Public Health Responsibilities and Functions

Category	Function	Regional	Local	Provincial	LHIN
Corporate Services	Funding and Accountability	<ul style="list-style-type: none"> Accountability agreements with province Performance management approach Accountability for local public health entities 	<ul style="list-style-type: none"> Continuous quality improvement Performance management initiatives 	<ul style="list-style-type: none"> Transfer payments Overall provincial accountability with 14 regions 	
	Human Resource Management	<ul style="list-style-type: none"> Workforce strategy Human resource policies and procedures 	<ul style="list-style-type: none"> Local oversight Staff development 	<ul style="list-style-type: none"> 100% funded positions (e.g., social determinants of health nurses) Medical Officer of Health/ Associate compensation 	
	Administrative	<ul style="list-style-type: none"> Risk management Procurement Service level agreements Facilities planning and administration 	<ul style="list-style-type: none"> Local facilities management and input 		
	Communications	<ul style="list-style-type: none"> Strategic communication planning Guidelines for use of relationships with media channels Guidelines for public reporting 	<ul style="list-style-type: none"> Local issues management and correspondence with the media Strategies for educating community partners and the public 		
	Information technology	<ul style="list-style-type: none"> Corporate IT 			

Table 1: Public Health Responsibilities and Functions (continued)

Category	Function	Regional	Local	Provincial	LHIN
Performance, Quality, and Analytics	Surveillance and Monitoring	<ul style="list-style-type: none"> Collect and consolidate pertinent health-related data Detect and notify of health events Appropriate reporting of data to province, local offices, LHINs, etc. 	<ul style="list-style-type: none"> Apply surveillance data to guide public health policy and strategies Document impact of an intervention or progress towards specified public health targets/goals Investigation and confirmation of cases or outbreaks Coordination and sharing of information with LHIN sub-regions 	<ul style="list-style-type: none"> Ongoing, systematic collection, analysis and interpretation of health-related data 	<ul style="list-style-type: none"> Receive surveillance information and assist with dissemination
	Information Management	<ul style="list-style-type: none"> Responsible for common regional systems Decision making Data governance 	<ul style="list-style-type: none"> Systems designed to address local needs 	<ul style="list-style-type: none"> Centralized data systems Data governance 	<ul style="list-style-type: none"> Potential integrated databases
	Performance and Evaluation	<ul style="list-style-type: none"> Regional metrics and dashboards Data repository Inform /contribute to LHIN planning 	<ul style="list-style-type: none"> Local data collection and insights Application of data in local planning and delivery Program accountability Quality of practice 	<ul style="list-style-type: none"> Provincial dashboards Provincial level data Coordination of data sharing with other jurisdictions and First Nations 	<ul style="list-style-type: none"> Coordination/bridging work with public / population health data
	Research	<ul style="list-style-type: none"> Set research priorities Lead and/or participate in regional research projects Review and incorporate research and evaluation findings into planning 	<ul style="list-style-type: none"> Conduct research projects Help inform research priorities Partner with other organizations undertaking research Stay up to date on latest studies Ongoing program review and evaluation 	<ul style="list-style-type: none"> Set research priorities Research grants 	<ul style="list-style-type: none"> Interpretation of population health research to inform planning

Table 1: Public Health Responsibilities and Functions (continued)

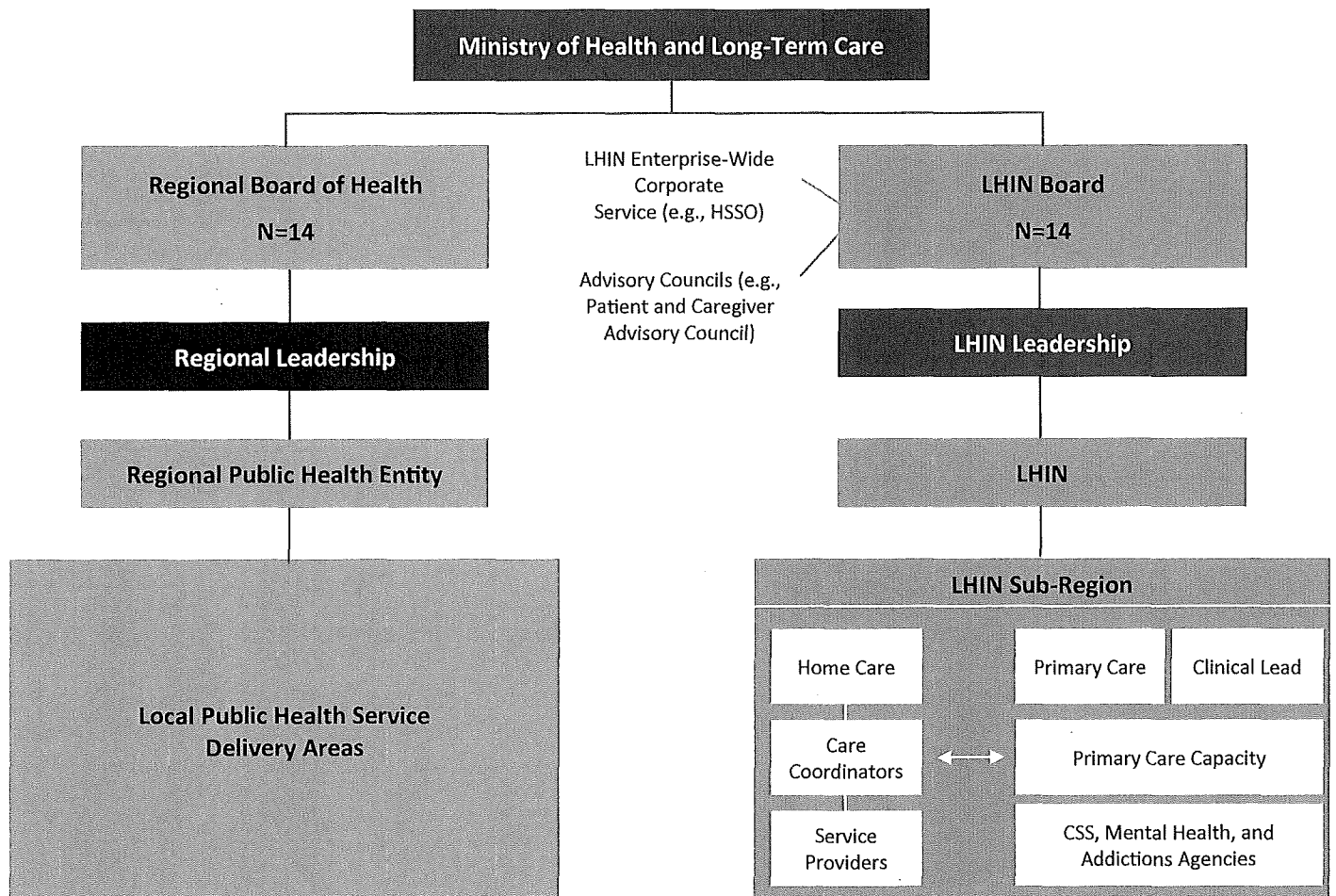
Category	Function	Regional	Local	Provincial	LHIN
Public Health Practice (Programs and Services)	Planning	<ul style="list-style-type: none"> Annual service plan Strategic plan Health equity lens Corporate planning Resource allocation planning 	<ul style="list-style-type: none"> Operational plans Implementation plans Provide context, data, and costing inputs Local perspective and considerations (including First Nations) 	<ul style="list-style-type: none"> Review and approve annual service plan Mandate letters Program and policy planning 	<ul style="list-style-type: none"> Regional input and alignment with other health services Service planning
	Delivery	<ul style="list-style-type: none"> Management of after-hours on-call system 	<ul style="list-style-type: none"> Implementation Ongoing program and service delivery Coordination of after-hours on-call system 	<ul style="list-style-type: none"> Provincial program implementation and oversight 	<ul style="list-style-type: none"> Coordinated delivery / optimization of services
	Coordination	<ul style="list-style-type: none"> Work with leadership at all levels of government, throughout the public health organization, the 13 other regional MOHs, the LHIN, and across sectors Functional integration and consistency with LHIN business plan 	<ul style="list-style-type: none"> Work with local leadership to execute public health services and delivery Participation on local committees and in community meetings 	<ul style="list-style-type: none"> Chair provincial public health table with MOHs Provide guidance and leadership on public health topics and issues 	<ul style="list-style-type: none"> Functional integration and consistency with public health business plan

Table 1: Public Health Responsibilities and Functions (continued)

Category	Function	Regional	Local	Provincial	LHIN
Strategic Engagement	Health System	<ul style="list-style-type: none"> LHIN (cross-linkages) Health regulatory colleges 	<ul style="list-style-type: none"> LHIN sub-regions (when applicable) Primary care Hospitals 	<ul style="list-style-type: none"> Public health accountability and reporting to province Receive information/direction/mandates from province (when applicable) 	<ul style="list-style-type: none"> Information sharing Inform planning at a LHIN and LHIN sub-region level Consultation through LHIN committees (when applicable) Routine collaboration between public health and LHIN leadership (at both regional and local/LHIN sub-region levels) Other health service providers e.g., hospitals, Community Health Centres and Family Health Teams
	Public Health System	<ul style="list-style-type: none"> Chief Medical Officer of Health Other MOHs and CNOs Academic / research institutions Public Health Ontario Associations 	<ul style="list-style-type: none"> Regional public health Other public health units Academic / research institutions 	<ul style="list-style-type: none"> Regional MOHs (e.g., standing meetings) 	<ul style="list-style-type: none"> MOHs
	Governments	<ul style="list-style-type: none"> Province 	<ul style="list-style-type: none"> Municipality 	<ul style="list-style-type: none"> Federal government First Nations Agencies 	<ul style="list-style-type: none"> Province
	Cross-Sector	<ul style="list-style-type: none"> Leadership from all social determinants of health disciplines (e.g., environment, transportation, housing, children and youth services) 	<ul style="list-style-type: none"> Local community and social services Education, transportation, housing, settlement, etc. 	<ul style="list-style-type: none"> Health in all policies approach 	<ul style="list-style-type: none"> Social services Community and home care Family services Community and recreation services

Figure 2: Proposed End State — Public Health within an Integrated Health System

The Expert Panel recommends that Ontario establish 14 regional public health entities .



The proposed structure of 14 regional public health entities will allow public health to:



The Expert Panel believes that having fewer regional public health entities will result in more frequent and effective interactions among regional medical officers of health and between regional medical officers of health and the province. At the same time, maintaining local public health delivery areas will ensure a strong local presence and effective relationships with municipalities.

For the proposed structure to succeed, it will be essential to establish strong working relationships, develop effective communication mechanisms and undertake shared projects and activities:

- within each regional public health entity
- between the regional public health entity and the municipalities in the region
- between the regional public health entity and the LHIN
- among the regional public health entities
- with the province.

2. Optimal Geographic Boundaries

Background

Ontario's existing 36 public health units are organized based mainly on municipal boundaries. The current configuration of health unit areas make it difficult to operate as a unified system with LHINs and other health system partners following LHIN boundaries.

The current organization of public health units has a negative impact on the capacity of smaller health units. Boundary changes are necessary to enhance public health capacity and effectiveness, and to help public health be more integrated with the rest of the health system. At the same time, it is important to maintain the strengths associated with public health's close relationship with municipalities.

Criteria

To determine the number of regional public health entities and their recommended geographic boundaries, the Expert Panel used the following criteria:

- create regional public health entities that would serve a large enough population to achieve critical mass to be able to operate efficiently and effectively and attract skilled staff
- support effective linkages with LHINs by aligning with LHIN boundaries
- respect municipal boundaries and relationships as much as possible
- whenever feasible, move existing health units in their entirety into the same regional health entity catchment area
- when it is not feasible to move entire existing health units together, divide health units based on municipal boundaries

Proposed Geographic Boundaries

The Expert Panel recommends that Ontario establish catchment areas for the 14 regional public health entities that are consistent with LHIN boundaries and respect existing municipal boundaries.

Figure 3: Proposed Boundaries Mapped Against Current Public Health Unit Boundaries

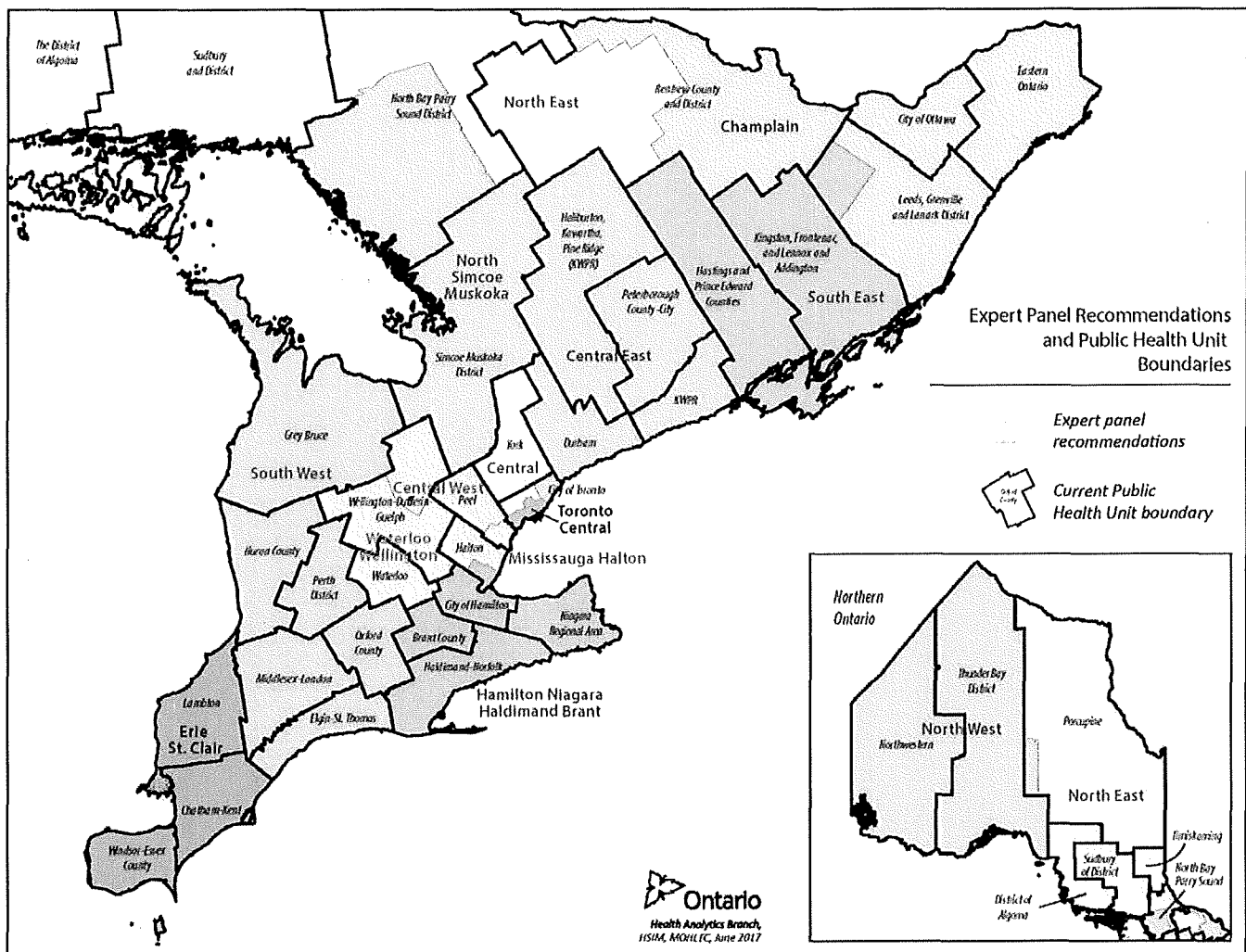
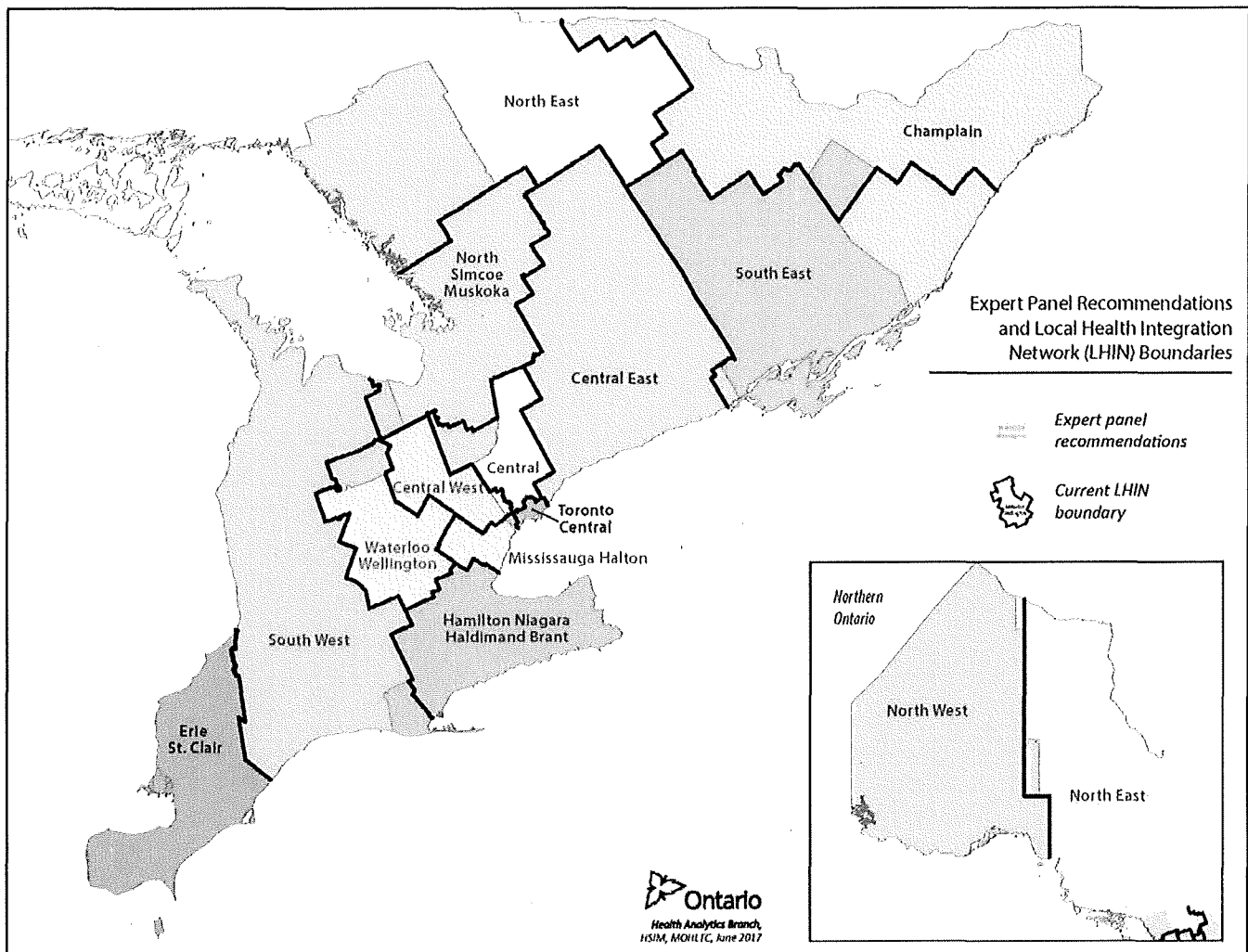


Figure 4: Proposed Boundaries Mapped Against Current LHIN Boundaries



With the recommended boundaries, the populations served by the regional public health agencies would range from about 0.25 million to 1.8 million.

3. Optimal Leadership Structure

Background

The proposed regional public health entities will be complex multi-million dollar organizations with staff spread across multiple local sites. The leadership structure and the quality and competence of public health leaders will be critical to the success of the proposed organizational structure.

Public health units of the future will require leaders with broad-based skills that encompass strong demonstrated organizational and business management, relationship management, strategic planning and performance management skills as well as extensive public health experience.

The literature indicates that, for large health organizations, a single leader as opposed to a joint leadership model is more effective – when the leader has the right mix of experience and competencies. It also indicates that it is essential for that single leader to have both content expertise – in this case, public health knowledge – and management expertise.

Criteria

The Expert Panel's goal was to propose a leadership structure that would:

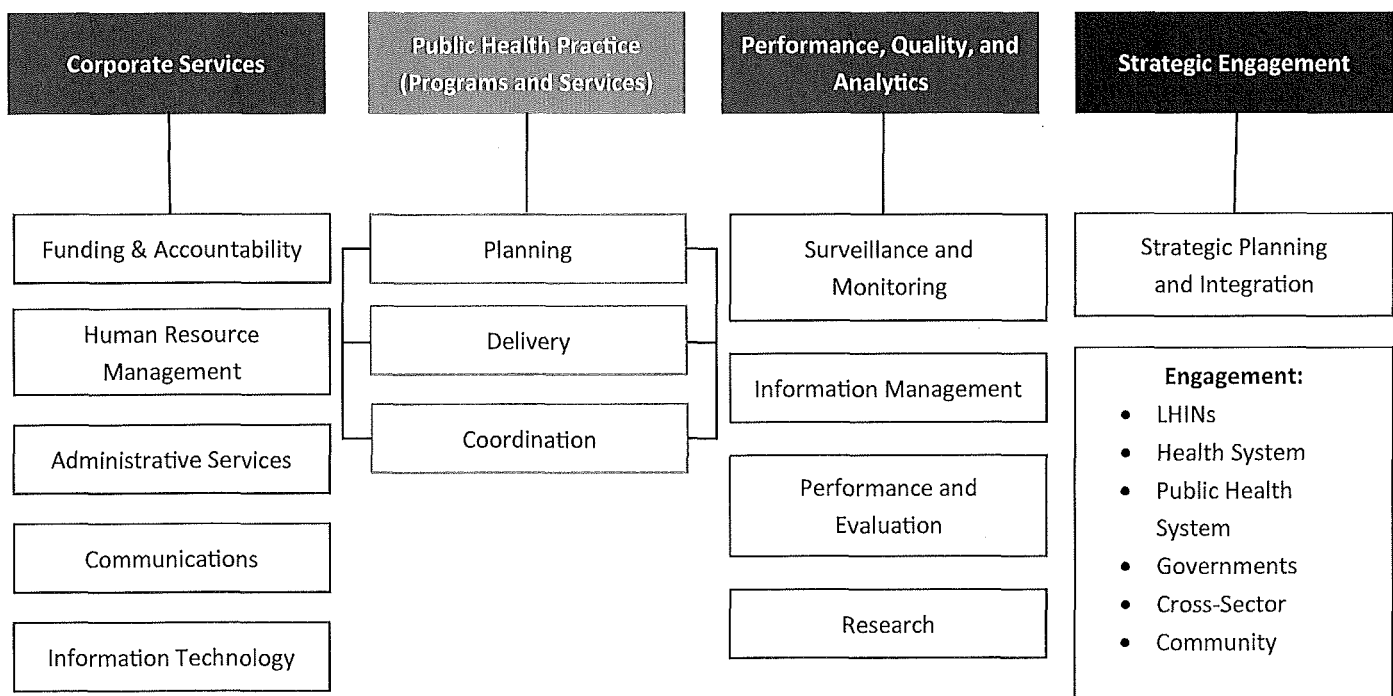
- Reflect best practices in the leadership of health organizations
- Reinforce and capitalize on strong public health/clinical skills
- Be able to support geographically distributed programs and staff
- Maintain strong expertise and skills at both the regional and local levels
- Capture all the roles and functions of current leaders
- Operate efficiently and effectively

Proposed Leadership Structure

Figure 5: Proposed Leadership Considerations

Regional Public Health Entity		Local Public Health Service Delivery Areas	
CEO	<ul style="list-style-type: none"> • Direct report to the Board of Health 		
Regional Medical Officer of Health	<ul style="list-style-type: none"> • Public health physician • Ability to report directly to the Board of Health on matters of public health and safety 	Local Medical Officer of Health	<ul style="list-style-type: none"> • Local public health physician • Report to regional Medical Officer of Health • Number—variable, e.g., based on population and geography
Senior Public Health Leadership	<ul style="list-style-type: none"> • E.g., nursing (Chief Nursing Officer), associate medical officers of health, other content-specific leaders, corporate management (e.g., Chief Administrative Officer, Chief Operating Officer, Chief Information Officer, etc.) 	Local Public Health Program and Service Management	<ul style="list-style-type: none"> • E.g., nursing leadership, public health inspection management, etc. • Program managers • Multi-disciplinary teams

Regional Public Health Entity—Functional Departments



4. An Optimal Approach to Governance

Background

All public health units are governed by a board of health. While the *Health Protection and Promotion Act (HPPA)* requires that all health units be governed by a board of health, the legislation does not set out a specific model of governance. Currently, public health governance models vary considerably across the province (i.e., some are autonomous boards, others are part of the structure of the municipal or regional government). While variation is not necessarily a problem in and of itself, it can result in inequities.

A number of reviews and reports have highlighted challenges with current public health governance, including the wide variety of governance models, gaps in skills on some boards and challenges with both provincial and municipal appointments to the boards. Over time, this may affect public health's ability to work effectively with the LHIN boards, which have a consistent governance model.

Although the HPPA sets out a process for appointing members of the boards of health that reflect both the municipal and provincial responsibility for public health (i.e., some members are appointed by the municipalities and some by the Ministry of Health and Long-Term Care through orders in council), there are no specific requirements related to the skills or experience that board members should have. As a result, there are significant skill gaps on some boards of health.

In terms of appointing board members, boards of health experience high vacancy rates among provincial appointees. Vacant seats can make it difficult for boards to optimally function. Furthermore, there can be gaps in appointment of elected municipal officials as a result of elections.

Criteria

The Expert Panel's goal was to recommend a public health governance structure that would:

- Ensure greater consistency in governance of public health
- Maintain public health autonomy and independence
- Maintain a strong municipal voice and representation
- Relate effectively to LHIN boards
- Reflect best practices in governance
- Address issues related to board vacancies
- Reinforce the roles and responsibilities of board members
- Ensure accountability and effective oversight

Proposed Governance Model

The Expert Panel recommends that Ontario establish a consistent governance structure for regional boards of health in Ontario with the following features:

	Board of Health Governance Characteristics
Governance	Free-standing autonomous board
	Consideration for appropriate secretariat support for board operations
Appointees	Municipal members (formula for representation to be defined in Regulations – e.g., by population, by upper tier etc.)
	Provincial appointees (including OIC appointments for specific position(s) such as board chair, vice chair, finance – to be nominated by the board)
	Citizen members (municipal appointees)
	Other representatives (e.g., education, LHIN, social sector, etc.)
Size	Varied: 12-15 members
Indigenous Representation	Meaningful opportunity for representation to ensure Indigenous partners have an active voice (based on population demographics)
Francophone Representation	Representation for the Francophone community (based on population demographics)
Diversity and Inclusion	Boards should reflect the communities which they serve, including but not limited to inclusion of: <ul style="list-style-type: none"> • Gender and sexual orientation • Visible minorities • Lived experience • Diverse ages
Qualifications	Skills-based
	Experience
Appointment Process	Flexibility for combination of provincial and local appointments (for non-specific positions) to address varying capacity across province
Board Compensation	Apply consistent approach for board member compensation
	Consideration of equitable compensation across public boards (e.g., public health, LHINs, agencies, etc.)
Committees	Establishment of standing committees (e.g., good governance and nomination committees, finance and audit, HR, etc.) to be defined in Regulations
	Committees are responsive to community needs
Succession Planning and Implementation	Staggered transition/appointments for new board structures
	Tenure
	Targeted recruitment

Considerations for Proposed Regional Board of Health

The regional board of health should be small enough to be efficient but large enough to support strong standing committees (i.e., governance, finance/audit, quality). The literature shows that doing certain work in standing committees is more functional and effective than doing it as an entire board.

The goal is to attract highly skilled and competent individuals who will speak for the interests of public health to serve on the board. It is critical that:

- the board have the right mix of skills, competencies, and diverse perspectives
- all board members understand and accept their role
- the boards have a process to manage attendance and to remove people from the board who are not fulfilling their responsibilities.

Furthermore, when recruiting members to the regional board of health, the governance committee should look specifically for people who want to work on a team and share a commitment to improving the health of the population.

Because of past challenges with timing Order in Council (OIC) appointments, the Expert Panel recommends a smaller number of provincial appointees; however, to ensure accountability to the provincial government, those seats should be key positions (e.g., chair, vice-chair, chair of the finance/audit committee). The governance committee should recommend the candidates for OIC appointments, and those candidates should be able to include elected municipal officials.

To address continuity of service challenges with municipal officials, the Expert Panel recommends that when an elected official appointed to the board of health is not re-elected, he or she continue to serve on the board of health until the municipality makes a new appointment. Municipalities should also be encouraged to appoint a mix of elected officials and members of the community to ensure diversity and continuity, and to reduce the challenges elected officials may experience balancing their municipal responsibilities with their responsibilities for public health.

IV. Implementation Considerations

The Expert Panel recognizes that if implemented, the recommendations will mean large organizational change for the sector. The Expert Panel was not asked to make specific recommendations about implementation, however, they have identified elements that should be considered in developing an implementation plan.

Legislation

The proposed health unit boundary changes and implementation of regional public health entities will have implications for public health and other related legislation. A detailed analysis will be required to determine how much of the proposed structure and governance model will require legislative amendments.

Funding

While public health funding was not within the scope of the Expert Panel's mandate, they have flagged that the current public health funding model may be a barrier to implementing the proposed structure.

Under the HPPA, municipalities have legislated authority for public health and provincial funding for public health is discretionary. Public health units receive an annual grant from the Ministry of Health and Long-Term Care— and the amount the province contributes has varied over the years.

The Ministry of Health and Long-Term Care provides funding for:



- up to 75% of ministry approved allocations



- 100% of certain programs, such as Healthy Smiles Ontario, the Infectious Disease Control Initiative, nursing initiatives and the Smoke-Free Ontario Strategy



- 100% of services in unorganized territories (i.e., areas without municipal organizations)

Municipalities provide funding for:



- at least 25% of ministry approved allocations (many provide more)



- other public health programs and services— beyond those provincially mandated

The ministry's contribution recognizes the challenges many municipalities – particularly smaller ones – face in funding public health services.

The proposed shift from local health units, whose costs are shared by local municipalities, to a regional public health entity will likely raise questions about the funding obligations of each municipality in the region.

As part of implementation planning, the ministry will need to re-visit funding constructs in order to implement the recommendations.

Transition Planning/Change Management

The proposed structure will have a significant impact on the 36 existing health units and boards of health. Although the transition may be more straightforward for the public health units that move in their entirety into a regional health entity than for those divided across two or more regional agencies, all will require assistance with change management. Given the complex nature of municipal government (i.e., upper tier, lower tier, independent), it may be helpful to engage consultants with a strong track record in change management to help with transition planning.

The transition from the current 36 local boards of health to a smaller number of regional boards of health will have particular implications for municipalities and municipal members. It is important that the new board structure recognize and protect municipal interests, while recognizing the potential for competition for municipal seats.

To ensure greater consistency across the province, it may be helpful to work with the Association of Ontario Municipalities to develop the criteria for municipal representation on the new regional boards.

Effective Linkages with LHINs and the Health System

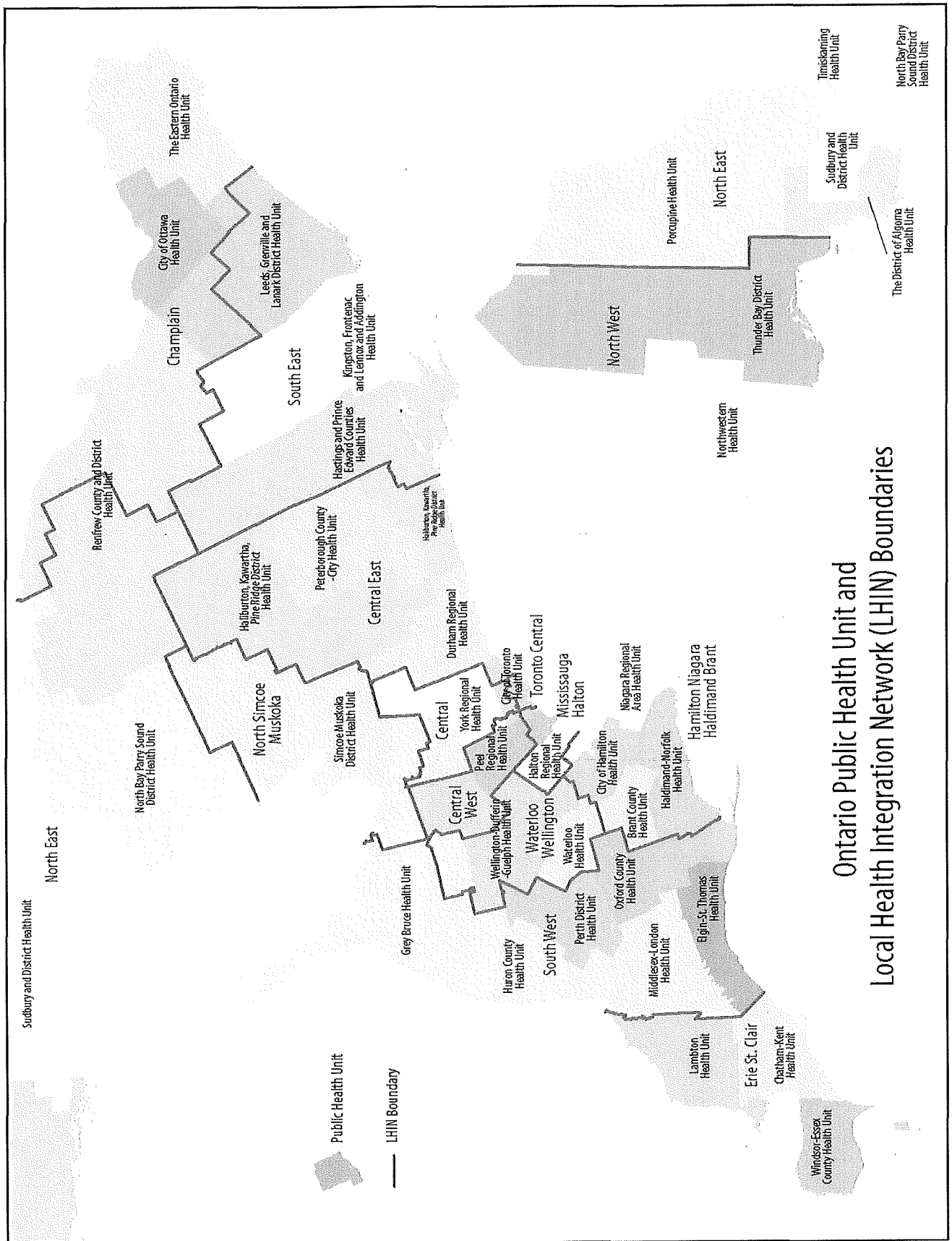
During its deliberations, the Expert Panel identified a number of strategies that, in its view, could enhance linkages with LHINs, such as:

- potential cross appointments (or ex-officio) to the regional Board of Health and the LHIN board
- regular meetings between the Regional Board of Health chair and the LHIN board chair
- regular meetings between public health and LHIN leadership as well as shared projects and activities.

Structured relationships will also be necessary with all health system partners including primary care, hospitals, and home and community care to develop stronger linkages between disease prevention, health promotion and care, maximize system efficiencies and support a fully integrated health system.

Appendix

Appendix A: Current LHIN and PHU Boundaries



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alPHA Summary
Public Health within an Integrated Health System:
Report of the Minister's Expert Panel on Public Health

On July 20 2017, the Minister of Health and Long-Term Care released the Expert Panel on Public Health report, Public Health within an Integrated Health System. This report is the product of deliberations that began in January of this year as part of the Government's efforts to increase integration of public health and health care services to achieve the Patients First vision of a transformed and integrated health system that improves access to care and actively promotes health and reduces health disparities.

The first step in this process was the passage of the Patients First Act (alPHA Summary here), which formalized linkages between LHINs and public health units.

The establishment of the Expert Panel was then announced by the Minister on January 18 2017, with the mandate of providing advice on structural and organizational factors required to "improve the integration of population and public health into the health system, deepen the partnerships between local boards of health and LHINs, and improve public health capacity and delivery within a transformed and integrated health system". alPHA provided key messages to the Panel in the early part of its mandate (attached).

The proposed structural, organizational, and governance changes for Ontario's public health sector contained in the report appear to be significant and their implications could be far-reaching. **alPHA strongly encourages its members to read the report carefully and in full** to understand the proposals and the effects that they could have. It is included in this package for your convenience.

It is important to note however that these are recommendations made by the Panel and not decisions that have been made by Government. alPHA has already started work on developing processes to gather feedback from our members to ensure that concerns are articulated and that a complete and thoughtful analysis of the proposals is undertaken during the promised consultation (no information has been made available about format or timing of this).

alPHA is pleased to provide its members with this summary of the Expert Panel report and will keep members informed of new developments and opportunities for input.

Included following the report summary are the following materials:

- alPHA response to the release of the Report, August 1 2017
- alPHA Submission to the Expert Panel, March 15 2017
- The full Expert Panel Report.

We hope you find this information useful.

*PUBLIC HEALTH WITHIN AN INTEGRATED HEALTH SYSTEM: REPORT OF THE MINISTER'S EXPERT PANEL
ON PUBLIC HEALTH*

I. ABOUT THE EXPERT PANEL

The Expert Panel was asked to consider the optimal organizational structure for public health in Ontario to:

- ensure accountability, transparency and quality of population and public health programs and services
- improve capacity and equity in public health units across Ontario
- support integration with the broader health system and the Local Health Integration Networks (LHINs) – the organizations responsible for planning health services
- leverage public health's expertise and leadership in population health-based planning, decision-making and resource allocation, as well as in addressing health equity and the social determinants of health.

Desired Outcome: A Strong Public Health Sector within an Integrated Health System

- Ontario will benefit from a highly skilled and highly visible public health sector at the community level
- Public health will maintain relationships with municipal governments and other local organizations to positively influence the social determinants of health and healthy environments.
- Public Health work will be overseen by boards that reflect the perspectives and diversity of local communities and municipalities. The work will be supported by province-wide efforts to collect and analyze data on health status
- Public health will continue to focus on identifying at-risk populations and Indigenous communities will have an active voice.
- Public health will use its understanding of local health needs to help identify health system priorities and shape health policy and services.

Principles Guiding the Panel's Work

- The strong independent public health voice and core public health functions will be preserved and leveraged to help reorient the health system.
- The local strengths of public health – including relationships with municipal and other community partners – will be maintained and enhanced to support integrated planning and service delivery.
- Ontario's public health sector has a responsibility to protect and promote Indigenous health and to ensure Indigenous partners have an active voice.
- Being part of an integrated health system will create opportunities to enhance capacity and improve efficiency— some services may be delivered more effectively by or through other parts of the system.
- Structural changes will be based on a clear understanding of the public health sector's role in an integrated health system.

- The organization and distribution of public health expertise, resources and services will reflect local needs and priorities.
- Boundary changes will be necessary to align public health with LHINs, and to support systems planning.

II THE OPPORTUNITY

Public Health is now seen as part of an integrated health system whose component parts will work together to enhance Ontarians' health and well-being at all ages and stages of life.

A stronger relationship between public health and LHINs is expected to integrate a population health approach into local planning and service delivery, so that health services are responsive to population health needs and contribute to promoting health and achieving health equity.

Preparing Public Health for its role in an Integrated Health System

Three public health transformation initiatives that were undertaken in parallel with Patients First are briefly outlined:

- The modernization of the Ontario public health standards
- The Public Health Work Stream, which is a collaboration between public health and LHINs to provide guidance on formal engagement parameters. A report from this group is expected in the early part of the fall.
- The Expert Panel on Public Health

The Impact of Public Health within an Integrated System

- Public health is expected to continue using its relationships outside the health system (municipal governments, community organizations, schools, etc.) to protect and promote health and apply them to broker relationships between health care, social services, municipal governments, and other sectors to create healthier communities.
- Public health is expected to bring a greater focus on the social determinants of health and health equity by embedding a population health approach into health service planning and delivery
- Public health can identify high risk communities and assist in developing comprehensive targeted health interventions to prevent chronic diseases by addressing identifiable risk factors
- Public health can help the health system develop care pathways for patients that incorporate social factors (e.g. food insecurity, precarious housing) that affect health outcomes.
- Public health will enjoy greater public recognition and the importance of investing in health protection and promotion across the life course, and its role in the sustainability of the universal health care system will be more fully understood.

III A STRONG PUBLIC HEALTH SYSTEM IN AN INTEGRATED SYSTEM

The Expert Panel identifies criteria for an optimal structure and governance model for public health to align with the vision of Patients First as well as support more efficient and effective operations of public health within its own mandate. It also agrees with the findings of previous reviews that have concluded that Ontario's public health system would be stronger if there were fewer health units with greater capacity, a consistent governance model and better connections to other parts of the health system. The Panel recommends a new model for public health that would:

- Maintain a strong independent public health sector within an integrated health system
- Relate effectively with the LHINs to influence health system planning
- Enhance public health's strong local presence and effective relationships with municipalities
- Ensure Ontarians continue to have access to public health programs and services in their communities
- Create public health organizations large enough to achieve critical mass and retain public health personnel and resources to efficiently operate services in all parts of the province
- Allow for clear definition of public health functions and roles at the provincial, regional and local levels, to make more effective use of public health expertise and resources
- Enhance public health practice and ensure more consistent implementation of the public health standards across the province
- Foster collaboration/coordination within the public health sector and with the rest of the health system.

A more detailed description of existing public health responsibilities and functions at provincial, regional and local levels is provided in a set of tables and figures on pages 11-15. These are presented with suggestions that they could be redistributed following the implementation of the "proposed end-state", which is presented as an organizational chart on page 16.

Optimal Geographic Boundaries

The Expert Panel has proposed geographic boundaries 14 regions that ensure critical mass by creating larger regional public health entities while supporting effective linkages with LHINs and respecting municipal boundaries and relationships as much as possible. They are therefore not completely aligned with existing LHIN or PHU boundaries. They are mapped against current PHU and LHIN boundaries on pages 18 and 19.

Proposed regions are largely amalgamations of existing Public Health Units, there are exceptions. Parts of the existing catchment areas of Halton, Wellington-Dufferin-Guelph, Toronto, Leeds-Grenville-Lanark, Renfrew, North Bay Parry Sound and Porcupine would be in different regions.

Proposed Model / Leadership Structure

14 REGIONAL BOARDS OF HEALTH / PUBLIC HEALTH ENTITIES, each with a CEO who reports to the Board of Health and a Regional Medical Officer of Health, who may report to Board of Health on matters of public health and safety. Senior public health leadership such as the Chief Nursing Officer, AMOHs, CAOs, CIOs etc. would also be housed here.

LOCAL PUBLIC HEALTH SERVICE DELIVERY AREAS (number TBD), subdivisions of the Regional Entities, each with a local MOH who reports to the Regional MOH. Local Program and Service Management staff would be housed here.

An Optimal Approach to Governance

Following an outline of the current challenges inherent in the current system of variable models, gaps in skills and different appointment processes for Ontario's boards of health, the Expert panel recommends a governance structure that would ensure consistency, maintain autonomy and independence, and maintain a strong municipal voice and representation and ensure the effective performance of the core functions of board governance. A proposed model is presented in a table on page 23.

Key characteristics include autonomy, inclusivity, skills and experience as qualifications and stronger links to the Province and municipalities via their respective appointees.

IV IMPLEMENTATION AND CONSIDERATIONS

The Expert Panel does not make recommendations for implementation, but briefly outlines the required considerations:

- **Legislation:** a detailed analysis will be required to determine how much of the proposed structure and governance model will require legislative amendments.
- **Funding:** the current public health funding model may be a barrier to implementing the proposed structure. The ministry will need to re-visit funding constructs in order to implement the recommendations.
- **Transition Planning/Change Management:** all of the existing 36 public health units will require assistance with change management and the Ministry will need to recognize the complex nature of municipal government and take measures to protect municipal interests. Engaging with consultants to assist with transition and working with the Association of Ontario Municipalities to develop the criteria for municipal representation on the new regional boards.
- **Effective Linkages with LHINs and the Health System:** strategies to enhance linkages could include LHIN / Regional BOH cross appointments, regular meetings between the Chairs of each, and regular meetings between public health and LHIN leadership as well as shared projects and activities.

alPHA's members are
the public health units
in Ontario.

alPHA Sections:

Boards of Health
Section

Council of Ontario
Medical Officers of
Health (COMOH)

**Affiliate
Organizations:**

Association of Ontario
Public Health Business
Administrators

Association of
Public Health
Epidemiologists
in Ontario

Association of
Supervisors of Public
Health Inspectors of
Ontario

Health Promotion
Ontario

Ontario Association of
Public Health Dentistry

Ontario Association of
Public Health Nursing
Leaders

Ontario Society of
Nutrition Professionals
in Public Health

August 2 2017

Hon. Eric Hoskins
Minister of Health and Long-Term Care
10th Flr, 80 Grosvenor St,
Toronto, ON M7A 2C4

Dear Minister Hoskins,

**Re: Public Health within an Integrated Health System: Report of the Minister's
Expert Panel on Public Health**

On behalf of member Medical Officers of Health, Boards of Health and Affiliate organizations of the Association of Local Public Health Agencies (alPHA), I am writing to thank you for sharing the Expert Panel on Public Health Report with us so that we can review the recommendations and begin to assess their potential implications.

We understand that the report provides a framework for the government to consider for changes to Ontario's public health system to enhance its effectiveness within its own mandate while augmenting its contributions within the transformed health system as envisioned in the Patients First Strategy.

We remain strongly supportive of bringing our leadership and expertise in health promotion and disease prevention into other areas of the broader health system to ensure a stronger focus on the causes of poor health.

We also remain committed to ensuring that Ontario continues to benefit from a robust, locally relevant and collaborative public health system that maintains its essential relationships with non-health system sectors that have such an important influence on health outcomes.

A careful and considerate analysis of the governance, organizational and structural changes proposed by the Expert Panel will be required to determine their suitability for achieving the stated desired outcome of a strong public health sector within an integrated health system.

We appreciate that no decisions have yet been made and we are already developing processes to gather feedback from our members on the proposals so that we can provide fully-informed and comprehensive advice during the promised consultation process.

We look forward to working with you to ensure that promoting health and reducing health disparities remain central to the Patients First vision.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Carmen McGregor', with a stylized flourish at the end.

Carmen McGregor
alPHa President

COPY: Dr. Bob Bell, Deputy Minister, Health and Long-Term Care
Dr. David Williams, Chief Medical Officer of Health
Roselle Martino, Assistant Deputy Minister, Health and Long-Term Care, Population and
Public Health Division
Sharon Lee Smith, Associate Deputy Minister, Health and Long-Term Care, Policy and
Transformation.

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Ontario Society of
Nutrition Professionals
in Public Health



March 15, 2017

Public Health Expert Panel Members
c/o
Dr. David Williams, Chair
Roselle Martino, Executive Sponsor

Dear Panel Members,

On behalf of member Medical Officers of Health, Boards of Health and Affiliate organizations of the Association of Local Public Health Agencies (alPHa), I am writing to share alPHa's perspectives on key issues currently under the Expert Panel's consideration. As the provincial association that provides leadership to Ontario's boards of health and public health units¹, we have long been engaged in the matters within the mandate of the Expert Panel. We hope that the distillation of our years of experience is helpful to you as you pursue this important work.

As you will know, Ontario's local public health system is grounded in a population health approach – focused on upstream efforts to improve health and health equity. Our system is enviable across Canada in that it benefits from: i) a structure that promotes strong municipal and other non-health sector relationships so important to health, and ii) a comprehensive legal and programmatic framework. These assets mean that Ontarians are effectively served by a local public health system that works in partnership to respond to local needs while at the same time ensuring compliance with provincial standards².

Such strengths in Ontario's local public health system notwithstanding, there have been a number of occasions to scrutinize and recommend improvements. Many improvements have been made as our system has evolved and recommendations from numerous reports have been implemented over the years.

As the Panel will be aware, since the May 2000 *E. coli* outbreak and tragic deaths in Walkerton there have been numerous opportunities to review the structure, organization, governance, functions and capacity of Ontario's local public health system.

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¹ For clarity, please note that each local public health unit in Ontario is governed by a local board of health. For simplicity, the term *local public health* will be used to refer to these entities as a whole in this document.

² Local public health works through multiple channels and on multiple issues in order to have an impact on the health of the population. The work is diverse, including individual clinical service delivery, education, inspection, surveillance, and policy development among other activities. What unifies local public health action is its focus on prevention, upstream interventions and societal factors that influence health.

Public Health Expert Panel
March 15, 2017

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These reviews have afforded alPha's members with many opportunities to carefully consider how the local public health system could best support the health of Ontarians. Through much participation in the many reviews over many years, a number of consistent messages have been put forward by alPha that we would like to share with the Expert Panel for your consideration in the current review. These are described in our comments that follow, noting that we would be pleased to discuss any of these items in more detail.

1. PROVINCIAL RELATIONSHIP

Local public health should remain independent of health care structures such as local health integration networks (LHINs). While alPha views Ontario's LHINs as important partners in community health, and we welcome our new role in supporting population level planning for the health system, it is important for local public health to remain organizationally separate from these structures. Provincial public health funding and accountability agreements must continue to be directly negotiated between local boards of health and the MOHLTC. This direct relationship mitigates against the threat of financial and functional resource allocation to the acute care system as has been evidenced in the experience of the many other regions in Canada and around the world with integrated health systems. Despite the best of intentions in many jurisdictions, over time, the resources available to local public health have been eroded and public health functions have become dispersed and focused more on downstream secondary prevention and treatment.

2. MUNICIPAL RELATIONSHIP

Board of health members should be drawn from the communities the board serves, and should include a balance of municipally elected officials, as well as committed citizens chosen by the Board or appointed by the province. Municipal representation on boards of health ensures valuable connections with decision makers and staff in non-health sectors where there is scope of authority over key determinants of health (e.g., by-laws, built environment, social services, child care, land use planning, long-term care, safe drinking water, recreational facilities, first responders, etc.). Board members should be selected based on their interest in public health issues and the fulfillment of specified competencies through recruitment processes where possible and complemented with training where specific competencies require further development.

3. NUMBERS OF BOARDS OF HEALTH

Changes to health unit boundaries should be considered only in the context of optimizing human and financial resources, and ensuring equitable availability of public health expertise and technical requirements for full local delivery of public health services in all parts of the province. Any such consideration must be undertaken in full consultation with local public health.

4. ALIGNING LOCALLY TO PROMOTE HEALTH

Local public health is responsible to plan for the overall health of the population each board serves. The LHIN boundaries have been established based on referral patterns for patients of acute care institutions. This markedly contrasts with the health promoting approach of local public health that is much broader, reaching people where they live, go to school, work and socialize. alPha has recommended that when re-thinking LHIN boundaries consideration should be given to the current alignments between local public health, education, municipal and social service boundaries because of the support these sectors provide to local public health, population health and local health systems.

Public Health Expert Panel
March 15, 2017

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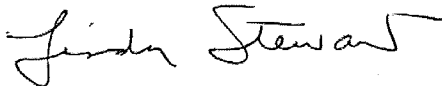
5. LOCAL PUBLIC HEALTH CAPACITY CONSIDERATIONS

There is an important distinction between providing population health information and translating this information into planning, funding and delivery decisions for acute care and other downstream services. It should not be assumed that the latter is a public health competency. It must be recognized that the work for public health as described in the Patients First discussion paper is additional to public health's core functions and mandate and the related resources must be identified to accommodate this work to ensure that public health capacity to promote and protect health and improve health equity is not eroded.

Local public health in Ontario is uniquely mandated and positioned to promote and protect the health of the population. We play a role that is often not well understood and we appreciate the opportunity to provide input based on our many years of experience and wealth of grounded knowledge. We would be pleased to discuss these and related issues further with you and ask that you not hesitate to follow up with us.

On behalf of alPHA, I wish you all the best in your deliberations on these important matters and I look forward to your recommendations.

Yours sincerely,

A handwritten signature in black ink, reading "Linda Stewart". The signature is written in a cursive, flowing style.

Linda Stewart
Executive Director