

Agenda Item # 61

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COUNTY OF LAKE)

COUNTY BOARD, LAKE COUNTY, ILLINOIS
ADJOURNED REGULAR SEPTEMBER, A.D., 2003 SESSION
APRIL 13, A.D., 2004

MADAM CHAIRMAN AND MEMBERS OF THE COUNTY BOARD:

Your Planning, Building and Zoning Committee herewith presents a Resolution for the acceptance of the Lake County Regional Framework Plan Draft Hospitals and Public Health sections, and requests it's adoption.

Respectfully submitted,

	Aye	Nay
<u>Ludy Martini</u> Chairman	<input checked="" type="checkbox"/>	<input type="checkbox"/>
_____ Vice Chairman	<input type="checkbox"/>	<input type="checkbox"/>
<u>Alfred Carlson</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<u>Robert Sabongian</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<u>Donnie Lee</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<u>Donald W. Bauer</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<u>Randy Whitmore</u> Planning, Building and Zoning Committee	<input checked="" type="checkbox"/>	<input type="checkbox"/>

RESOLUTION

WHEREAS, the Lake County Regional Planning Commission has completed development of the Draft Hospitals and Public Health sections of the Lake County Regional Framework Plan; and

WHEREAS, the Regional Planning Commission has forwarded the aforementioned chapter to the County Board for review and acceptance; and

WHEREAS, the Draft Hospitals and Public Health sections has been reviewed and accepted by the Health and Human Services Committee and the Planning, Building, and Zoning Committee.

NOW, THEREFORE, BE IT RESOLVED by this County Board of Lake County Illinois that it accepts the Draft Hospitals and Public Health sections of the Lake County Regional Framework Plan; and

BE IT FURTHER RESOLVED, that the purpose of this acceptance is to enable the dissemination of the aforementioned sections for further public review and incorporation into the Lake County Regional Framework Plan, which will be subject to final adoption by a separate action of the Lake County Board.

ADOPTED IN WAUKEGAN, LAKE COUNTY, ILLINOIS ON THIS 13TH DAY OF APRIL, A.D. 2004.

**Chapter 5
Infrastructure and Services**

DRAFT Public Health System and Regional Hospitals

Significance

Medical services provided through the Lake County Health Department and Community Health Center, regional hospitals, and emergency medical services are an important quality of life factor. The Lake County Health Department provides many services at facilities throughout the County performing its daily mission of promoting good health, healthy life-styles, and preventing disease and injury. The services provided by the Health Department are directed towards improving the health status of the County's entire population.

During the early stages of the *Regional Framework Plan* update planning process, municipal officials and public participants mentioned the lack of a hospital and emergency care services as a significant concern in the northwest quadrant of Lake County. The hospitals in Lake County and the surrounding area, along with the locations of the Health Department clinics, have been mapped to show where medical services are available.

This section of the *Regional Framework Plan* provides the location of the regional hospitals and the clinics operated by the Lake County Health Department. Because the Health Department's facilities and the professional services available at the facilities make up a system, and the Health Department serves all County residents, the major programs and activities of the Health Department are summarized:

Issues and Opportunities

- Of the total population of 644,356 (2000 Census), it is estimated that Lake County has 86,682 uninsured residents: 20,441 children and 66,241 adults. An additional 100,581 residents are under-insured¹
- The Lake County Health Department operates four clinics, with a fifth to be added in the near future. Residents can receive care at the clinics regardless of the ability to pay.
- It is important that residents in areas of Lake County forecast to experience significant population growth have access to a hospital.
- The Illinois Health Facilities Planning Board has the authority for approving new hospitals, expanding the number of beds in an existing hospital, closing existing hospitals, and approving significant modifications to existing hospitals.
- Hospitals employ a large number of workers, with a wide spectrum of skills and professional expertise.
- For the nation as a whole, there is a shortage of registered nurses and other skilled health care professionals. Lake County needs to proactively address its health care working environment to reduce potential worker shortages within the County.

¹ "Under-insured refers to people who have health insurance but face significant cost sharing or limits on benefits that may affect its usefulness in accessing or paying for needed health services" (Lake County Health Department, 2003A).

Analysis

The goals of Public Health, at national and local levels, are:

- To prevent epidemics and the spread of disease
- Protect against environmental hazards
- Prevent injuries
- Promote and encourage healthy behaviors
- Respond to disasters and assist communities in recovery
- Assure the quality and accessibility of health services

The goals are achieved through providing such essential public health services as:

- Monitor health status to identify community health problems
 - Diagnose and investigate health problems and health hazards in the community
 - Inform, educate, and empower people about health issues
 - Mobilize community partnerships to identify and solve health problems
 - Develop policies and plans that support individual and community health efforts
 - Enforce laws and regulations that protect health and ensure safety
 - Link people to needed personal health services and assure the provision of health care when otherwise unavailable
 - Assure a competent public health and personal health care workforce
 - Evaluate effectiveness, accessibility, and quality of personal and population-based health services
 - Research for new insights and innovative solutions to health problems
- (U.S. Department of Health and Human Services, 2000)

THE LAKE COUNTY HEALTH DEPARTMENT AND COMMUNITY HEALTH CENTER ²

The Lake County Board appoints the 12-member Board of Health that governs the Health Department. While the Health Department coordinates its activities with the Lake County Board, it is not directly controlled by the County Board.

The "Mission Statement" of the Lake County Health Department and Community Health Center (Lake County Health Department) is "promote physical and emotional health; prevent disease, injury, and disability; and protect the environment through the assessment of needs, the development of policy and provision of accessible, quality services" (Health Department, 2002:4). The Lake County Health Department is the second largest health department in Illinois (the City of Chicago is the largest). The services provided by the Health Department are available to all residents of the County.

The Health Department and Community Health Center has more than 950 full and part-time employees. Its budget in 2003 was about \$48,000,000. Approximately was from local property taxes; \$18,000,000 came from federal and State grants; and \$18,000,000 was from fees, reimbursements, and payments for services. The fees charged by the Health Department are adjusted depending upon individual or family income. Third party billing for Medicaid or Medicare is available.

² Unless specifically cited in the text, the information describing the Health Department is from the Health Department's Web site: www.co.lake.il.us/health.

WORKING DRAFT / Lake County Regional Framework

Approximately 60 separately funded programs are implemented by the Health Department (Lake County Health Department, 2002:24, 25). The Health Department has four main service areas which are Primary Care Services, Behavioral Health Services, Community Health Services, and Environmental Health Services. The service areas and their key programs are described below (Lake County Health Department, 2002).

PRIMARY CARE SERVICES

The Health Department, through the Lake County Community Health Center, offers an extensive range of medical and dental services directed at individuals who may not have access to these services through the private sector (Lake County Health Department, 2002:56).

The Health Department has four clinics in: North Chicago, Round Lake Beach, Waukegan, and Zion. A fifth is to be built in Highland Park. The clinics, along with hospitals in the area, are shown on the map at the end of this section.

At the clinics, medical care is provided to adults and children, including: prenatal care – medical examinations, laboratory tests, health counseling, and prenatal and parenting classes; well-child care; immunizations; adult physicals; screening for breast and cervical cancer; prostate and colon cancer examinations; testing, treatment, and counseling for sexually transmitted diseases, including HIV/AIDS; the tuberculosis program for the prevention and control of TB; the treatment of acute and chronic illnesses; and limited psychiatric care. Residents are not turned away due to an inability to pay.

In 2003 the four clinics handled approximately 98,000 medical visits and 21,000 dental visits from about 37,000 clients, half of them uninsured. A mobile health service program makes medical care available to residents who are not able to travel to a clinic. The Health Department provided immunizations for 15,000 children at 10 locations.

The Primary Care Services programs and services include (Lake County Health Department, 2002:55-63):

- **Clinical Laboratory Services:** These services support all the Health Department's medical programs.
- **Dental Services:** Clinical dentistry and prevention services are provided at clinics, nursing homes, and schools.
- **General/Family Medicine:** Medical care is provided to adults. Services include prevention, treatment of illness, and school and pre-employment physical examinations.
- **Family Planning:** Medical examinations, pregnancy tests, laboratory tests, counseling, and education are provided for family planning and women's health.
- **Illinois Breast and Cervical Cancer Project (IBCCP):** Free breast and cervical cancer screenings are offered to age-eligible (35 and older for cervical; 50 and older for breast), low-income women. Women can receive a complete physical, clinical breast exam, pap test, and mammogram at no charge.
- **Pediatrics:** Medical examinations, immunizations, health and development appraisals, lead testing, and referrals are provided for infants and children.
- **Prenatal Program:** This program provides comprehensive medical care to income-eligible pregnant women who cannot afford or obtain care, or do not have private insurance. Complete medical examinations, laboratory tests, prenatal and parenting classes, and health counseling are provided at the Health Department's clinics.

- **Special Supplemental Food Program for Women, Infants, and Children (WIC):** The WIC program provides nutrition education and nutritious foods to income-eligible, pregnant, breastfeeding, and postpartum women and infants and children up to age five.

BEHAVIORAL HEALTH SERVICES

Behavioral Health Services “provides treatment, training and support services to persons experiencing problems related to emotional and mental illness or drug and alcohol addiction” (Lake County Health Department, 2002:27). Behavioral Health Services programs include (Lake County Health Department, 2002:26-34):

Mental Health Services

- **Assertive Community Treatment (ACT):** A specialized treatment and service delivery program in which a team consisting of a psychiatrist, nurse, and mental health and substance abuse counselors treat individuals with complex problems.
- **Child and Adolescent Behavioral Services (CABS):** Crisis assessment and case coordination is provided to Department of Children and Family Services (DCFS) wards and other youth at risk for psychiatric hospitalization. Intensive case management and counseling are provided so that youths and their families are able to cope with the problems they are experiencing and remain in the community.
- **Community Support Services (CSS):** This program provides comprehensive support services and treatment to chronically mentally ill persons. Residential housing programs are a part of the program's services.
- **Crisis Care Program (CCP):** Crisis-intervention services are offered by telephone and through face-to-face contact. Respite care is provided in a six-bed residential facility.
- **Mental Health Group Home:** A supervised home for up to 14 adults with mental illness, with lengths of stay ranging from nine months to a year. Individuals are provided with assistance in improving interpersonal and daily living skills which enable them to transition to a less-structured environment.
- **Psychosocial Rehabilitation Program (PRP):** This program provides mental health rehabilitative services, socialization programs, and group activities to clients with serious mental illness. The program promotes self-confidence and teaches social and independent living skills.
- **Outpatient Services:** Counseling, crisis intervention, psychotherapy, and psychotherapeutic medication are provided for problems that range from temporary stressful situations to more serious and enduring emotional problems.

Substance Abuse

- **Addictions Treatment Program (ATP):** A 24-hour residential care unit where medical detoxification, evaluation and rehabilitation, group therapy, and individual counseling are provided.
- **Mentally Ill Substance Abusers Care Management (MISA):** Individual and group counseling, psychiatric assessment, chemotherapy, and other services are provided to persons who have a dual diagnosis of mental illness and substance abuse.
- **Substance Abuse Program:** An outpatient chemical dependency program that provides counseling, detoxification, and methadone treatment to enable people to live without using alcohol or drugs. Counseling is provided to DCFS-involved chemically dependent women through the Substance Abuse Free Environment Project (SAFE). Youth in junior high and high school with drug-related school problems are given counseling.

- **Women's Residential Services (WRS):** A residential alcohol/drug rehabilitation service for adult women. Housing is provided for up to 16 women and 14 of their children.

COMMUNITY HEALTH SERVICES

Community Health Services provides patient care, consultation, assessment, evaluation, and information and education programs utilized by individuals, families, schools, community groups, and businesses (Lake County Health Department, 2002:36). Community Health Services programs include (Lake County Health Department, 2002:35-46):

- **AIDS/HIV Prevention:** Provides education and anonymous testing and counseling.
- **Child and Family Connections:** Service is provided to families with children under age three who may have developmental delays or disabilities. Services include speech therapy, physical therapy, occupational therapy, developmental therapy, and social work.
- **Childhood Lead Prevention Program:** Children seven years of age and younger are tested for higher than normal levels of lead.
- **Communicable Disease Control:** Investigation, surveillance, and follow-up for communicable diseases.
- **Communities CAN Make a Difference:** This is a comprehensive, community-focused substance abuse prevention program targeting Beach Park, Winthrop Harbor, and Zion.
- **Community Health Assessment and Planning:** Surveillance and assessment of the health status of Lake County is provided through this program. Short term planning and coordination are carried out.
- **Community Nutrition:** A registered dietitian provides individual and group presentations.
- **Emergency Management and Bioterrorism Preparedness:** Management of and response to public health threats and emergencies such as nuclear, environmental, chemical, and biological are included in this program.
- **Family Case Management/Public Health Nursing:** Health counseling, supervision, demonstrations, and referral services are provided through home visits.
- **Family Life Education/Adolescent Health:** Provides educational programs and presentations on healthy lifestyle choices, sexuality, decision-making, and family communication to promote positive youth development between parents and teens. Services are also provided to pregnant and parenting teens.
- **Health Education:** Programs on a variety of health topics are provided for children, adolescents, and adults through camps, schools, and worksites.
- **Healthworks of Illinois:** This is a coordinated network of health services for children under DCFS custody.
- **Hearing and Vision Screening:** Screenings and referrals are offered in day care centers, nursery schools, and public and private schools.
- **Immunizations:** Children are given immunizations against preventable diseases. Seniors may obtain influenza and pneumococcal immunizations from October through December.
- **Institutional Health and Safety:** Programs help maintain standards of care and service in hospitals, nursing homes, child care centers, and residential facilities.
- **InTouch/Prevention Services:** This program provides drug abuse prevention, consultation, and education services to Lake County schools.
- **Sexually Transmitted Disease Prevention:** Education, testing, and counseling are provided for STDs.
- **TB Program:** Prevention and control of tuberculosis through clinic and community-based services. Illinois State Statutes authorize counties to develop programs to prevent and control tuberculosis. These programs can be financed through a property tax assessment

dedicated to the "Tuberculosis Sanitarium Fund." Lake County's TB program receives about \$600,000 annually from property taxes. Additional funding is available from grants. The TB program, which has a staff of six, is part of the Community Health Services division of the Lake County Health Department. An estimated 20,000 to 25,000 patients use the services of the TB Clinic each year. The TB Program has a three person Board of Directors who are appointed by the Lake County Board. At least one of the directors must be a physician.

- **Teen Parent Services:** Helps teen parents get the education and training needed to support their families.
- **Tobacco Prevention:** Seeks to incorporate a strong tobacco use prevention and cessation message in all Health Department services and programs.

ENVIRONMENTAL HEALTH SERVICES

The Environmental Health Services programs and services assure sanitary conditions in order to prevent disease and maintain and improve the quality of life in the County (Lake County Health Department, 2002:48). Programs include (Lake County Health Department, 2002:47-54):

- **Animal/Rabies Control:** Animal bites and nuisance, neglect, and cruelty cases are investigated. Strays are captured and a lost and found pet service is operated. Rabies registration of dogs and cats is tracked. A pet neutering referral service is available for low-income pet owners. Animal welfare and care educational programs are offered.
- **Environmental Engineering Program:** Bathing beaches, swimming pools, and tanning salons are inspected. Sewage treatment plants are surveyed and discharge monitoring reports are reviewed. Staff responds to reports of sewage back-ups and odor problems. Advice is provided on radioactivity, in-door air quality, and lead and fluoride concentrations in drinking water. Radon gas test kits can be purchased. Staff is notified when boil orders are issued for public water supplies.
- **Food Program:** Food establishments are required to annually obtain an operating permit from the Health Department. Sanitarians inspect all food establishments, including schools, restaurants, retail food stores, taverns, hospitals, and daycare centers, to assure that food is prepared, served, and stored in a sanitary manner. Complaints and concerns about food establishments and incidents of possible foodborne illness are investigated. Over 2,500 food establishments are inspected each year. Programs to educate food service workers on proper food handling procedures are provided.
- **Individual Sewage Disposal Systems (Onsite Wastewater Treatment Systems):** Staff conducts soil inspections, reviews plans, issues permits, conducts inspections, and assures appropriate maintenance for new OWTs; and for repairs, expansions, and replacements of existing systems.
- **Insect and Vector Control:** This program minimizes the potential for disease, discomfort, injury, and annoyance from vectors (which are organisms that transmit disease from one host to another). The program also targets the potential for illness and environmental pollution from the use of pesticides.
- **Laboratory:** Bacteriological and chemical analyses are performed at the laboratory. Services support the inspection and analysis of surface water samples. Drinking water from public water supplies and be tested, and private requests for water analysis can be conducted.
- **Lakes Management:** Staff monitors swimming facilities for fecal contamination; conducts water quality, shoreline, and plant surveys of 32 lakes to determine their ecological condition. Technical assistance on lake protection and rehabilitation is provided.

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- **Solid Waste:** The Health Department inspects open and closed solid waste landfills and composting facilities. Groundwater quality near landfills is monitored for possible contamination. Illegal dumping is investigated and enforcement actions are taken to get properties cleaned up.
- **Water Well Program:** The Health Department issues permits, and inspects and samples private wells and some types of public water supplies. Upon request, private wells will be sampled and analyzed to ensure the water meets drinking water standards.

As the number and variety of programs and activities conducted by the Health Department illustrate, a large assortment of sources of information must be monitored in order to keep abreast of public health needs, identify trends, and help guide the Health Department in developing and targeting programs and allocating resources. Information sources that are used by the Health Department include: the U.S. Department of Health and Human Services, Illinois Department of Public Health, Illinois Hospitals and Health Systems Association, Illinois State Cancer Registry, local hospitals, community and philanthropic organizations, the State and other local health departments, the Lake County Community Health Partnership, Northern Illinois Public Health Consortium, Inc., religious organizations, the school system, and local governments (Lake County Health Department, 1998; 2002:5). Because of the large amount of health-related information that has to be continuously monitored and updated, the Health Department has suggested Policy 5.33.4, which is to form an area-wide health planning organization to collect and distribute information on the general health status of the County and the County's health needs.

Lack of Access to Health Care in Lake County

A major function of the Lake County Health Department is to provide medical services to residents who cannot obtain treatment through the private sector. Often the lack of access to private health care providers is due to a lack of adequate health insurance.

The number of uninsured and under-insured County residents has been increasing. In 1997, there were approximately 67,600 uninsured individuals, which was 11.8% of the 1997 population (Lake County Health Department, 2000). This number had increased to 86,682 in 2000, (20,441 children and 66,241 adults), which is 14.7% of the County's population (Lake County Health Department, 2003A). It was estimated that there were an additional 70,000 to 92,000 under-insured residents in 1997 (Lake County Health Department, 1999:11). In 2000, the number of under-insured residents was estimated to be 100,581, or about 17% of the population (Lake County Health Department, 2003A). Combining the two categories of uninsured and under-insured, in 2000 almost 30% of the County's population either had no or inadequate health insurance.

"Underserved" is a subcategory under under-insured. Residents enrolled in Medicaid or KidCare are considered underserved. As of July 1, 2003, 48,894 Lake County residents were underserved. According to the Health Department, the three reasons most frequently given by private physicians for not serving more Medicaid clients are: low reimbursement rates; broken appointments due to numerous access barriers; and these patients need additional services, such as bilingual services, which private physicians usually do not supply (Lake County Health Department, 2003B).

The Health Department is expanding its network of clinics in order to improve access to health services for residents who either do not have insurance or whose insurance is inadequate. Improvements include expanding the clinic in North Chicago, moving the clinic in Round Lake Park to the former village hall in Round Lake Beach, and constructing a new clinic in Highland

Park. The clinics recently added evening and Saturday hours. In addition, the Health Department supports federal and State legislation that provides funding for programs that serve people with no, or inadequate, health insurance.

The Health Care Justice Act has been introduced and is being considered during the current session of the Illinois General Assembly (HB 2268; SB1430). If approved this Act would require the State to develop and implement a universal access, health care plan that would provide a full range of preventive, acute, and long-term health care services for Illinois residents (Illinois Campaign for Better Health Care, 2003; Illinois General Assembly, 2003).

Shortage of Nurses and Skilled Health Care Professionals

Research conducted by the National Center for Health Work Analysis, of the U.S. Department of Health and Human Services, found that in 2000 there was a shortage of registered nurses in 30 states. Illinois did not have a shortage at that time. As the table below shows, Illinois is expected to experience a shortage of nurses starting in 2005, with this shortage increasing through the year 2020. (U.S. Department of Health and Human Services, 2002A).

Figure 5.22
SHORTAGE OF REGISTERED NURSES IN ILLINOIS – 2000-2020

Year	Supply	Demand	Excess or Shortage	Percentage of Shortage
2000	87,457	86,097	1,360	
2005	89,830	90,521	(691)	
2010	91,419	95,684	(4,265)	(4%)
2015	91,032	101,944	(10,912)	(11%)
2020	87,975	109,334	(21,359)	(19.5%)

A survey by the American Hospital Association (AHA) looked at the shortage of nurses at the county level. The AHA study identified 24 Illinois counties with a nursing shortage in 2002. Lake County was found to not have a shortage in that study (U.S. Department of Health and Human Services, 2002B). However, based on information from Winchester House and the Lake County Health Department, there is a shortage of nurses for nursing homes and senior care.

In addition to registered nurses, there is a nationwide shortage of other types of health care professionals: medical and clinical laboratory technicians for example. The shortage of laboratory technicians will continue to increase since fewer than half the number needed annually graduate in the U.S. It is estimated that 12,400 technicians will be needed annually through 2010, while only 4,200 qualified workers enter the job market on a yearly basis (American Society for Clinical Pathology, 2002; El Centro College, 2003). The supply and demand for other types of medical assistants and health care professionals was not researched, but shortages are probable based on registered nurses and laboratory technicians. Federal and state programs to recruit students for all types of health care specialties are needed.

Efforts have begun at the national and state level to alleviate the nursing shortage. The Nurse Reinvestment Act was passed by Congress and signed by President George W. Bush in 2002. Among other provisions this Act established a college scholarship program for nursing students; provides grants to nursing schools to expand enrollment; created a grant program to promote career advancement so that home health aides and nursing assistants can become registered nurses; established a student loan fund to increase qualified faculty for nursing schools; created a grant program to educate nursing in geriatric care; and initiated a national public service

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announcement campaign advertising and promoting the nursing profession (American Association of Colleges of Nursing, 2002). Two bills that would promote the nursing profession were introduced in the regular session of the 2003 Illinois General Assembly, but neither passed.

Policies for this section of the *Regional Framework Plan* include supporting federal and state legislation that will help alleviate the shortage of nurses, and supporting the introduction of legislation that will help recruit and train students for other professions in the health care field.

REGIONAL HOSPITALS

Hospitals, as defined in the Unified Development Ordinance of Lake County, are facilities that provide medical or surgical care to patients and offer overnight care (UDO 2003:14-5). The hospitals in Lake County, and those nearby in Cook, Kane, McHenry, and Kenosha counties are listed below and shown on the map, Figure 5.21, at the end of this section.

Figure 5.23

LAKE COUNTY		
MUNICIPALITY	HOSPITAL NAME	OWNER
Barrington	Good Shepherd Hospital	Advocate Health Care
Great Lakes	Great Lakes Naval Hospital	US Government
Highland Park	Highland Park Hospital	Evanston Northwestern Healthcare
Lake Forest	Lake Forest Hospital	Lake Forest Hospital
Libertyville	Condell Medical Center	Condell Medical Center
Lindenhurst	Proposed	Vista Health
North Chicago	Veterans Affairs Medical Center	US Government
Waukegan	Provena Saint Therese Medical Center *	Vista Health
Waukegan	Victory Memorial Hospital	Vista Health
Zion	Midwestern Regional Medical Center	Cancer Treatment Centers of America

* Vista's stated intention is to close Saint Therese **if/when** the proposed hospital in Lindenhurst begins operating

COOK COUNTY

MUNICIPALITY	HOSPITAL NAME	OWNER
Arlington Heights	Northwest Community Health Care	Northwest Community Health Care
Des Plaines	Holy Family Medical Center	Resurrection Health Care
Evanston	Evanston Hospital	Evanston Northwestern Healthcare
Evanston	St. Francis Hospital of Evanston	Resurrection Health Care
Glenview	Glenbrook Hospital	Evanston Northwestern Healthcare
Hoffman Estates	Alexian Brothers Behavioral Health Hospital	Alexian Brothers
Hoffman Estates	Saint Alexius Medical Center	Alexian Brothers
Park Ridge	Lutheran General Hospital	Advocate Health Care
Skokie	Rush North Shore Medical Center	Rush Health Care Network

KANE COUNTY

MUNICIPALITY	HOSPITAL NAME	OWNER
Elgin	Elgin Mental Health Center	State of Illinois
Elgin	Provena Saint Joseph Hospital	Provena Health
Elgin	Sherman Hospital	Sherman Hospital

McHENRY COUNTY

MUNICIPALITY	HOSPITAL NAME	OWNER
Crystal Lake	Proposed	Saint Mary's (?)
McHenry	Northern Illinois Medical Center	Centegra Health System
Woodstock	Memorial Medical Center	Centegra Health System

KENOSHA COUNTY (WI)

MUNICIPALITY	HOSPITAL NAME	OWNER
Kenosha	Aurora Medical Center	Aurora Health Care
Kenosha	Kenosha Hospital & Medical Center	United Hospital System
Pleasant Prairie	St. Catherine's Hospital	United Hospital System

The State of Illinois Certificate of Need Program for Hospitals

The purposes of the Health Facilities Planning Act of 1974 (20 ILCS 3960) are to improve the financial ability of the public to obtain health care services; to establish an orderly and comprehensive health care delivery system which will guarantee the availability of quality health care to the general public; and to reduce the costs of health care that result from the unnecessary construction or modification of health care facilities (20 ILCS 3960/2).

With the Act, a number of activities cannot take place until a permit, known as a certificate of need (CON), has been issued by the Health Facilities Planning Board (20 ILCS 3960/3, 5, and 14.1). These include:

- construction of a new hospital;
- a major construction or modernization project at an existing hospital [exceeding \$6,326,066 (Illinois Department of Public Health, undated)];
- the reduction or addition of hospital beds, including eliminating beds at one hospital and relocating those beds to another hospital;
- the establishment of a new category of service (medical-surgical, pediatrics, and intensive care are examples of categories of service), or the discontinuance of an existing category of service;
- change in ownership; or
- closing of an existing hospital

The Illinois Department of Public Health has adopted a series of rules with criteria that have to be met in order to obtain a CON. The two most significant factors are demand and travel time.

In Illinois, demand to justify a CON for a new hospital or adding beds to an existing one can be calculated using two different formulas. The first is the Demand Formula. In simple terms, a ratio is established between the number of hospital beds that are occupied during a given year and the Lake County³ population for that same year. The Demand Formula assumes that this ratio will remain the same in future years, so as the County's population increases, the number of hospital beds in the County should also be increased in order to maintain the established ratio between population and utilized beds (77 Illinois Administrative Code 1100.510.b.1).

The second technique for calculating future hospital and bed need is the Incidence Formula. In this approach, incidence levels for certain diseases or conditions are obtained based on State or national rates of hospitalization. It is assumed that these rates will be accurate when applied to smaller population groups, such as the population of a county. The number of beds available would have to be sufficient to handle the expected number of patients on an annual basis using the incidence standard set at the State or national level (77 Illinois Administrative Code 1100.510.b.2).

The State recognizes that residents may prefer a hospital outside their own county. As the map at the end of this section shows, Figure 5.21, there are many hospitals in adjoining counties, and even southern Wisconsin, that are accessible to Lake County residents. In analyzing an application for a CON, the State takes into consideration where the patients who are admitted to a hospital live. The degree to which Lake County residents are admitted to hospitals outside the County, together with the number of people who travel into Lake County for hospital services,

³ Lake County has been designated as the "planning area" for purposes of determining the need for a new hospital or additional hospital beds (77 Illinois Administrative Code 1100.220, 1100.510).

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can impact how many hospitals and how many beds are needed in the County (77 Illinois Administrative Code 1100.510.c.9).

The travel distance and time it takes for residents to get to an existing hospital are evaluated when a new hospital is proposed. Travel time is considered excessive when it takes 45 minutes or more to reach an existing hospital (77 Illinois Administrative Code 1110.320.a.4). The 45 minute travel time is normally based upon estimates from Internet sources. In some cases, a representative for the proposed hospital or staff from the Illinois Department of Public Health may determine travel time by driving from a proposed site. Travel time is based upon "normal driving conditions, neither peak times nor in the middle of the night" (Illinois Department of Public Health, 2003).

The consideration of a CON by the Health Facilities Planning Board includes public testimony. Residents have the opportunity to address the Board and present "special conditions" that should be considered (77 Illinois Administrative Code 1100.340). The Board can grant a variance to the demand criterion when special needs or conditions are presented during the CON review process (77 Illinois Administrative Code 1100.220).

Zoning Districts that Allow Hospitals in Unincorporated Lake County

According to the Lake County Unified Development Ordinance, hospitals are allowed as a permitted use in the recreational commercial, general commercial, limited industrial, and intensive industrial zoning districts. Hospitals are allowed with a conditional use permit in the general office, limited commercial, rural residential, and residential 5 and 6 districts.

Public Health System and Regional Hospitals

DRAFT Goals and Policies

5.33 Goal: Support the Health Department's efforts to sustain and enhance its service system.

5.33.1 Policy: Support, whenever possible, the expansion of the number of public primary care and behavioral health care clinics.

5.33.2 Policy: Encourage efforts to expand funding for the Medicaid program in Illinois to maintain services for uninsured and underinsured residents and to support health care providers who treat patients on Medicaid.

5.33.3 Policy: Promote health care insurance pooling for small businesses and self-employed residents and educate employers about what a good health insurance plan contains.

5.33.4 Policy: Encourage the formation of an area wide health planning organization to measure and improve the health status of Lake County residents through collecting and distributing information on the general health status of the County and the County's health needs.

5.34 Goal: Hospitals should be within reasonable travel time of all Lake County residents.

5.34.1 Policy: The County and municipalities are encouraged to support sufficient private hospital presence in Lake County, including Waukegan and northwest Lake County.

5.34.2 Policy: Consider access to transit when locating new hospitals and public health care facilities.

5.34.3 Policy: The County and municipalities are encouraged to review zoning codes and development regulations to ensure they do not contain unnecessary requirements that would discourage new hospitals from being built or existing hospitals from being renovated.

5.35 Goal: There will be an adequate supply of nurses and other health care professionals in Lake County.

5.35.1 Policy: Lake County is encouraged to support federal and state legislation to help reduce the shortage of nurses.

5.35.2 Policy: Lake County is encouraged to support the introduction of federal and state legislation to help reduce the shortage of all health care professionals.

5.35.3 Policy: Lake County should encourage local and regional educational institutions to utilize existing grant programs to recruit students for the nursing profession.

5.35.4 Policy: Continue to develop the County's recruitment program for the Health Department and Winchester House by providing incentives such as scholarships, competitive salary, and training opportunities.

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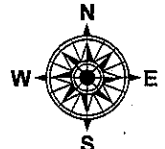
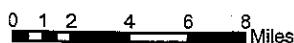
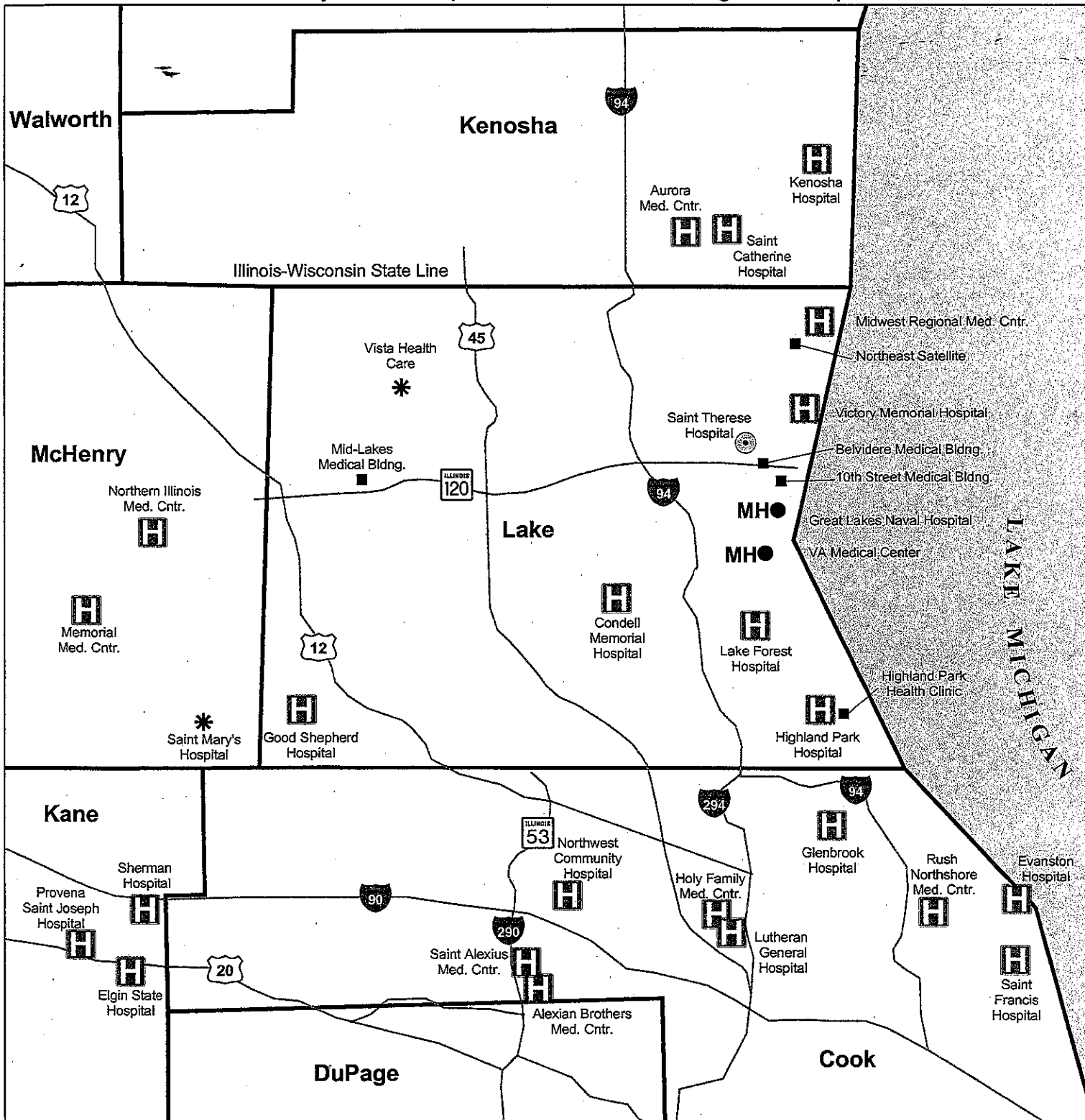
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Figure 3.21

Lake County Health Department Clinics and Regional Hospitals



Sources:
 Base map, including counties, major highways, and hospitals, from ESRI Data & Maps 2002 (CD 2).
 Additional information for county health clinics and proposed hospitals provided by Lake County Department of Planning, Building and Development.

Working Document

- County Health Clinic
- H Existing Hospital
- MH● Military Hospital
- * Proposed Hospital
- ⊗ Hospital Proposed to Close
- Major Roads
- County Borders