



**STAFF REPORT
ACTION REQUIRED**

**Supplementary Report regarding the Budget
Adjustments to the Toronto Public Health 2011
Operating Budget: Bed Bug Control Strategy**

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| Date: | August 18, 2011 |
| To: | Budget Committee |
| From: | Medical Officer of Health |
| Wards: | All Wards |
| Reference Number: | |

SUMMARY

In April 2011, Toronto Public Health (TPH) was successful in obtaining a funding commitment from the province to support bed bug related activities in Toronto as part of a Province wide commitment to Ontario's 36 public health units.

The Government of Ontario has committed to TPH one-time funding in the amount of \$1,216,518, which is to be spent by March 31, 2012. This funding is being provided as part of the Government of Ontario's Provincial Bed Bug Support Fund.

In addition to this one-time funding, the province also awarded TPH permanent and on-going base funding (\$255,060 annually) for three new Public Health Nurse (PHN) positions to support bed bug control activities including health assessments and support for vulnerable populations (low-income, the frail and elderly, persons with disabilities and mental health issues) experiencing infestation and recurring infestations. This funding is part of the provincial government's comprehensive Nursing Strategy to employ 9,000 nurses province-wide.

As per the Budget Adjustments Report to the Toronto Public Health 2011 Approved Operating Budget before the Budget Committee (August 23, 2011), City Council approval is required for TPH to access and use these provincial funding enhancements.

The purpose of this report is to provide supplemental information to the Budget Committee in order to support decision making related to the financial enhancements available to TPH and key City partners in 2011-12.

This report provides the City's Budget Committee with:

1. An overview of the current program focus and issues associated with bed bug infestations and control activities;
2. The financial impact and requirements of bed bug control activities; and
3. The proposed funding allocation plan for the new 2011-12 provincial one-time funding, and the new, permanent and on-going funding for three Public Health Nurse positions.

RECOMMENDATIONS

The Medical Officer of Health recommends that:

1. City Council delegate authority to the Medical Officer of Health to award, amend and execute on a one time basis, purchase of service contracts for the Toronto Bed Bug Initiative with appropriate community agencies, Toronto Community Housing Corporation (TCHC) and Shelter, Support and Housing Administration (SSHA) (refer to Table 1); and
2. This report be forwarded to the Executive Committee for consideration.

Financial Impact

The Ontario Ministry of Health and Long-Term Care (MOHLTC) approved one-time funding of \$1,216.5 thousand gross and \$0.0 net for the Bed Bug Initiative for the period ending March 31, 2012. The funding is to be used for education and outreach to enhance awareness by identifying, preventing and controlling bed bug infestations and to support vulnerable populations impacted most negatively by bed bug infestations. For 2011, the funding will be \$884.7 thousand gross and \$0.0 net, with an additional \$331.8 thousand gross and \$0.0 net provided to the end of March 2012.

In April of 2011, the MOHLTC announced new 100 percent base funding of \$255.1 thousand gross and \$0.0 net to provide salary and benefits for three additional new Public Health Nurses to align with current activities to respond to bed bug infestations, as well as to support activities to be initiated under the new one-time bed bug program. These positions are being funded to provide education and outreach to the public and stakeholders, develop partnerships with other service providers and agencies and to support vulnerable individuals experiencing bed bug infestations.

The Deputy City Manager and Chief Financial Officer has received this report and agrees with the financial impact information.

DECISION HISTORY

There is a history of reports, decisions and recommendations made by the Board of Health regarding bed bug control and response dating back to 2008. The history details the extensive efforts made by the City to secure the funding needed to address bed bug infestations affecting Toronto residents, including the City's most vulnerable populations. This includes the recently approved staff report to the Board of Health (HL6.2 - Bed Bug Control Strategy Update – Staff Report), which directs the Medical Officer of Health to request the Minister of Health and Long-Term Care to provide a clear commitment to on-going base funding for all components of the bed bug control strategy. Links to all the reports are provided below. Ongoing implementation of the bed bug control strategy in 2011 is contingent on approval to access the provincial funding and resource enhancements.

Bed Bug Strategy Update Report – June 2011

Most recently, on July 26, 2011 TPH presented the Toronto Public Health Bed Bug Strategy Update Report to the Board of Health. This report included the status of bed bug control initiatives underway in 2011, the outcome of the TPH and Toronto Community Housing pilot partnership, as well as the provincial funding and proposed allocation to support bed bug response activities.

Provincial Funding Request and Board of Health Direction:

The Board of Health approved the report and amended the decision to include (among other things) directing the Medical Officer of Health to request the Minister of Health and Long-Term Care to provide a clear commitment to on-going base funding for all components of the bed bug control strategy; and to provide Toronto Public Health's bed bug control services in accordance with approved dedicated provincial and municipal funding (see HL6.2 Committee Decision - Bed Bug Control Strategy Update).

Background Information

2008: HL12.4 – Bed Bug Issues in Toronto – Staff Report

(<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2008.HL12.4>)

HL19.8 - Toronto Bed Bug Project Update - Staff Report

(<http://www.toronto.ca/legdocs/mmis/2008/hl/bgrd/backgroundfile-17412.pdf>)

2009: HL26.6 - Toronto Public Health's Response to Bed Bugs - Staff Report

(<http://www.toronto.ca/legdocs/mmis/2009/hl/bgrd/backgroundfile-25109.pdf>)

2010: Toronto Bed Bug Project - 2010 Update - Staff Report

(<http://www.toronto.ca/legdocs/mmis/2010/hl/bgrd/backgroundfile-33847.pdf>)

2011: HL5.6 - Budget Adjustments to the Toronto Public Health 2011 Approved Operating Budget – Staff Report

(<http://www.toronto.ca/legdocs/mmis/2011/hl/bgrd/backgroundfile-38326.pdf>)

ISSUE BACKGROUND

TPH in partnership with other City Divisions and the community has been proactive in addressing bed bug infestations through the establishment of the Toronto Bed Bug Project (which includes city and community stakeholders), and within city government through the creation of the Toronto Bed Bug Working Group (TBBWG). These structures support an integrated response to bed bug infestations in the City of Toronto, including prevention, assessment, identification, and treatment of bed bugs – particularly for Toronto's most vulnerable populations including those who live in multi-unit residential buildings and who lack the financial resources to address infestations and/or have physical or mental health barriers that prevent them from personally addressing the infestations.

Both TPH and the City of Toronto have been actively seeking sustainable provincial funding to support the continuation of bed bug control activities. Toronto Public Health has a very limited funded mandate for bed bug control; and has been carrying out the majority of bed bug control activities using staff and other resources temporarily re-allocated from other mandated public health services in anticipation of City Council approval of the 2011 provincial funding enhancement (both one-time and permanent/on-going).

In 2011, City Council approved one-time municipal funding in the amount of \$87,000 to be allocated to TPH for the City's integrated bed bug response strategy. This funding was made available through savings achieved by the cancellation of the 2011 consumer price index increase for the Mayor and City Councillors, and is allocated to support labour intensive unit preparation and cleaning activities in 2011.

As previously stated, TPH and the City of Toronto have been actively seeking sustainable provincial funding to support the continuation of bed bug control activities since 2008. This includes the TBBWG's detailed funding and business case titled, "Opportunity to Invest in Best Practice Solutions to Address Health Impacts of Bed Bug Infestations in Toronto."

This business case was submitted to the Ontario government by the Deputy City Manager in June 2010, which helped secure the 2011-12 funding enhancements offered by the province. In April 2011, the Ministry of Health and Long-Term Care confirmed in writing \$1,471,578 gross, \$0 net is available to TPH (\$1,216,518 gross, \$0 net for control activities; and \$255,060 gross, \$0 net permanent and on-going annual funding for three new PHNs). The majority of this new provincial funding is available on a time-limited basis (\$1,216,518 gross, \$0.00 net from April 1, 2011 – March 31, 2012).

In view of operating budget pressures flowing from the direction to reduce TPH resources by 10 per cent, the continued temporary reallocation of public health staffing and required control resources to an unfunded program is unsustainable.

In TPH, public health inspectors (PHIs) were reassigned to the bed bug strategy on a full time basis in 2010. This reduced service levels for funded, mandated services such as inspections of pools, spas, and arenas, and has slowed response times for health hazard complaints. These service impacts have been partially offset by one-time 100% provincial funding for safe water and food safety programs.

The temporary reallocation of three public health nurses to bed bug control has resulted in a reduced number of staff available to conduct home visits of other vulnerable adults requiring supports, social, medical and mental health services and referrals (including addressing issues of hoarding).

As per the July 26, 2011 Board of Health Staff Report (HL6.2 - Bed Bug Control Strategy Update), if City Council approves access and use of provincial funding and resource enhancements, TPH's leadership role in bed bug control activities will be limited to that which can be supported by the dedicated provincial and municipal funding.

COMMENTS

As with many major cities in North America (including New York, Chicago, and Cincinnati), Toronto continues to experience a resurgence of bed bug infestations in all areas of the community (including hospitals, shelters, private residences, social housing, hotels and motels). The City of Toronto, and specifically TPH, continues to receive a significant number of requests for support, advice, and services (bug identification, assessment, inspection and treatment) from members of the public across the City regardless of their economic or social means. While bed bug infestations are seen in many sectors of the community, the most severe impact of bed bug infestations continues to be encountered in the City's vulnerable populations. For these reasons, the City of Toronto's bed bug initiatives primarily focus on this sector.

Overview of City Accomplishments in 2010 - 2011

In the City of Toronto, the control of bed bugs has been a city-wide initiative involving many divisions and key internal and external stakeholders and community groups.

Through a coordinated effort, TPH has been a leader in Ontario through the range of services it has developed and provides to the public regarding bed bugs. These include:

- Creating a bed bug website (<http://www.toronto.ca/health/bedbugs>) as a source of information, tips and tools for the public in the prevention, and treatment of bed bug infestations;

- Developing and distributing fact sheets based on up-to-date information;
- Providing bed bug identification services (TPH staff assess bugs brought in by the public to confirm whether it is a bed bug or other pest);
- Providing information over the phone to those members of the public who have inquiries regarding bed bugs and infestations;
- In cases where individuals are facing chronic and/or recurring infestations, TPH offers a range of on-site services up to and including inspections and assessments, coordination of supports such as unit preparation/extreme cleaning, linkages to social supports and, where necessary, orders under the Health Protection and Promotion Act; and
- Providing education and outreach services for tenant groups, landlords, community groups, employees, employers, etc.

In 2009, the City established the TBBWG to develop partnerships among City agencies and divisions with the purpose of maximizing existing programs and services in order to effectively respond to bed bug outbreaks and infestations across Toronto (see Attachment 1 - Toronto Bed Bug Working Group: Role of Other City Divisions and Agencies).

2010 Accomplishments:

- Responded to more than 2000 requests for service;
- Provided outreach and education to more than 2000 residents;
- Assessed more than 3500 apartment units;
- Assisted 110 vulnerable residents with unit preparation/extreme cleaning;
- Received over 90,000 hits on the web site
- 1980 people completed an online survey regarding bed bug infestations (501 people identified themselves as homeowners, 1306 identified themselves as tenants, 41 identified as landlords, and the remainder did not identify their occupancy status);
- Developed 13 bed bug information and best practice fact sheets;
- Received and distributed over \$25,000 worth of donated mattress encasements for those who cannot afford these materials;
- Sealed over 6,000 units (vulnerable clients) during unit refurbishment;
- Working with partner stakeholders in 12 multi-residential buildings, infested common area carpeting was replaced with easily-cleaned hardened flooring surfaces;
- Started a loaner vacuum program to assist tenants in preparing their apartments for treatment;
- TCHC, in partnership with TPH, developed an illustrated brochure on preparing apartments for cleaning; and
- Completed the TPH-TCHC Pilot Project Partnership.

2011 Accomplishments (to July 13, 2011):

Bed bug control activities have continued in 2011 given the ongoing public demand for service. This is highlighted by the following TPH data collected between June 13, 2011 and July 13, 2011:

- Responded to 366 calls/inquiries regarding bed bugs;
- Processed 173 requests for service (see Attachment 2 – Bed Bugs - Requests for Support and Service (Calls/Inquiries) by Ward Number: June 13, 2011 - July 13, 2011) and the map in Attachment 3 - Bed Bugs Request for Service by Ward Number: June 13, 2011- July 13, 2011; and
- Conducted 483 apartment unit assessments.

2011 City-wide Bed Bug Control Strategy: Proposed Allocation of the Provincial Funding

Toronto Public Health continues to provide services and assistance to Toronto residents experiencing bed bug infestations (and specifically, vulnerable populations). However, the impact on other mandated services is not sustainable, particularly in view of the expected implementation of budget reductions in 2012.

TPH Internal Staffing Reallocation – Public Health Nurses:

Three full-time PHNs have been temporarily reassigned to support the 2011 bed bug control activities. These nurses have a pre-assigned geographic area to cover, and are assigned to vulnerable clients with multiple health issues including medical, physical (e.g. disabilities) and mental health issues, in addition to lacking basic necessities (basic financial resources, food, and clothing).

Because of the multiple health issues and lack of basic necessities, intensive nursing intervention is required to develop and implement the plan of action for the client in order to treat the infestation. This includes a comprehensive nursing assessment, health services referral and supports, and occasional transfer to temporary accommodation (during unit preparation and treatment). The workload demand on the three PHNs is significant, with 57 clients requiring nursing assessment and support for the month of June 2011.

The province has committed to funding these three PHN positions on an on-going and permanent basis to address the health components and impacts of bed bug infestations on the City's most vulnerable and to mitigate potential reinfestations. This is dedicated funding in the amount of \$255,060 gross, \$0 net.

TPH Internal Staffing Reallocation – Public Health Inspectors:

Inspection services are critical to the City-wide bed bug strategy. As such, a team of Public Health Inspectors has been temporarily reallocated to bed bug control activities. This team works closely with the PHNs, and coordinates unit inspections and

assessments, designs and implements plans of action (treatments), educates individuals and multi-residential communities on prevention of bed bug infestations and coordinates furniture replacement (where necessary).

Proposed Allocation of Provincial Funding to City-wide Control Activities:

Funding is required to operate the TPH Bed Bug Team (PHIs and PHNs). The provincial funding enhancement would enable TPH and the City to continue with key bed bug activities. Table 1 outlines the proposed allocation of the provincial funding enhancement.

Table 1 – Proposed Allocation of Provincial Funding

| Activity/Service | Description | Proposed Allocation |
|-----------------------------|---|---------------------|
| Client-centred Expenditures | Includes: <ul style="list-style-type: none"> • bedding encasements (partner with corporations for donation of bedding encasements when possible), bed bug monitoring devices, caulking supplies, vacuum cleaners, laundry costs, and other apartment preparation supplies. | \$ 50,000 |
| | <ul style="list-style-type: none"> • unit preparation and extreme cleaning¹ costs for vulnerable clients who do not have the ability or capacity to undertake this work, or the financial means to cover the costs. | \$ 50,000 |
| | <ul style="list-style-type: none"> • replacement furniture for vulnerable clients who have had to discard furniture and bedding as a result of bed bug infestations. | \$100,000 |

¹ This funding will augment the \$87,000 the City has allocated in 2011 for extreme cleaning activities to address the demand for service.

Table 1 – Proposed Allocation of Provincial Funding (continued)

| Activity/Service | Description | Proposed Allocation |
|--|---|----------------------------|
| Increasing Community Capacity | Partner with, and allocate funds to, not-for-profit community organizations to implement local bed bug control activities (integrated pest management including infestation assessments, unit preparation / extreme cleaning, pest control and monitoring). The intent is to build local community capacity and independence for bed bug control post-provincial funding in 2011-2012. | \$100,000 |
| Shelter, Support and Housing Administration Toronto Community Housing Corporation | To enhance Shelter, Support and Housing Administration's response to new or recurring bed bug infestations in the City's shelter system. For example, the funding is to be used for purchasing equipment/furnishings and undertaking building upgrades to prevent bed bug infestations. To enhance in-house capacity within Toronto Community Housing Corporation in responding to bed bug infestations and recurring infestations (integrated pest management including infestation assessments, unit preparation / extreme cleaning, pest control and monitoring). | \$100,000 \$100,000 |
| Total | | \$500,000 |
| Provincial On-going (Permanent) Funding for Three PHNs | | \$255,060 |
| Provincial One-time funding for TPH Bed Bug Team - PHIs | Temporary assignment backfill costs | \$716,518 |
| | | |
| Total Provincial Funding Enhancement Available 2011-2012 | | \$1,471,578 |

Toronto Public Health will provide bed bug control services at levels which can be supported by approved dedicated provincial and municipal funding. The Medical Officer of Health will report back to the Board of Health on the 2011 Bed Bug Control Strategy in June 2012. The report will include details of the funding and resource allocation, as well as the documented demand for service and achievements associated with bed bug control activities in 2011.

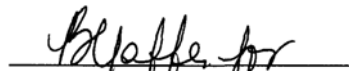
As directed by the Board of Health, the Medical Officer of Health will request the Minister of Health and Long-Term Care to provide a clear commitment to on-going base funding for all components of the bed bug control strategy; and continue to work with the City Manager to determine how the primary initiatives and services currently undertaken by the TBBWG can be maintained by the City of Toronto.

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SIGNATURE



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ATTACHMENTS

- Attachment 1: Toronto Bed Bug Working Group: Role of Other City Divisions and Agencies
- Attachment 2: Bed Bugs - Requests for Support and Service (Calls/Inquiries) by Ward Number: June 13, 2011 - July 13, 2011
- Attachment 3: Bed Bugs Request for Service by Ward Number: June 13, 2011- July 13, 2011