

Ontario's Action Plan for Seniors Includes a Focus on Long-Term Care

Date: April 23, 2018
To: Community Development and Recreation Committee
From: General Manager, Long-Term Care Homes & Services
Wards: All

SUMMARY

Community Development and Recreation Committee requested a staff report if ever the Province announces an expansion of long-term care beds. Increasing the capacity of long-term care beds is included in the Province's *Aging with Confidence: Ontario's Action Plan for Seniors*. This report provides information related to the increasing need for long-term care and identifies opportunities to improve service planning, collaboration and funding that will better enable the City to meet the needs of its aging population.

RECOMMENDATIONS

The General Manager, Long-Term Care Homes & Services recommends that:

1. City Council direct the General Manager, Long-Term Care Homes & Services to enter into discussions with provincial officials to improve capital and operating funding and to strengthen the City's role in service planning for long-term care services, and report back on progress in 2019.

FINANCIAL IMPACT

There is no financial impact arising from this report.

The Acting Chief Financial Officer has reviewed this report and agrees with the financial impact information.

EQUITY IMPACT STATEMENT

Long-term care homes must provide a safe, comfortable, home-like environment that supports a high quality of life for frail seniors and vulnerable individuals. Effective operation of long-term care is important to ensure that appropriate accommodation is

available to a variety of equity-seeking groups and contributes to the City's Social Development and City's Building Strategic Actions and initiatives such as the Poverty Reduction Strategy and Toronto Seniors Strategy.

Long-Term Care Homes & Services (LTCHS) is guided by its CARE (Compassion | Accountability | Respect | Excellence) values and is committed to providing a co-ordinated and comprehensive approach to resident care that recognizes the holistic needs, values, strengths and desires of each individual resident and client.

DECISION HISTORY

On October 5, 2016, City Council adopted the report, "Long-Term Care Homes & Services Environmental Scan and Update on Council Approved Advocacy Recommendations" which provided additional demographic data related to growing needs and opportunities that will better support the delivery of long-term care services to seniors in Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.CD14.2>

On February 3, 2016, City Council adopted the report, "Healthy People First: Opportunities and Risks in Health System Transformation in Ontario" requesting the Minister of Health and Long-Term Care to adjust Local Health Integration Network (LHIN) boundaries to create geographic alignment with the boundaries of municipalities, school boards, and public health units, including creating one Local Health Integration Network for the City of Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.HL9.3>

On November 3 and 4, 2015, City Council adopted the report, "Long-Term Care Homes & Services 2016-2020 Service Plan" which will guide the planning and delivery of long-term care services over the next five years provided in City-operated long-term care homes and to clients receiving services in the community.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD7.1>

On November 3 and 4, 2015, City Council adopted the report, "Long-Term Care Homes & Services Capital Renewal Plan" which outlines a staged approach to mandatory redevelopment of City-operated long-term care homes, subject to future Capital Budget approvals.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX9.7>

On November 3 and 4, 2015, City Council adopted the report, "George Street Revitalization – Recommended Scope and Approach" which outlines a project to create housing and programs for homeless and vulnerable seniors including a 378-bed long-term care home, a 100-bed emergency shelter for men, assisted living, affordable housing, and associated services.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX9.6>

On May 5, 6 and 7, 2015, City Council adopted the report, "Provincial Funding for Enhanced Long-Term Care Home Renewal Strategy" requesting that the Minister of Health and Long-Term Care include a construction funding escalation factor above the fixed rate per diem to account for inflation.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.CD3.7>

On November 3, 2015, City Council adopted the report, "TO Prosperity - Toronto Poverty Reduction Strategy".

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX9.5>

On December 16, 2014, City Council adopted the report, "Provincial Health System Funding Reform Related to Long-Term Care Homes & Services" urging the Provincial government to increase operating funding by \$4.00 per resident day.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD25.7>

On December 16, 2013, City Council adopted the report, "Provincial Health System Funding Reform Related to Long-Term Care Homes & Services" urging the provincial government to provide an adequate level of operating and construction funding and to ensure all funds are distributed equitably across the entire long-term care sector.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD25.7>

On May 7, 8, 9 and 10, 2013, City Council adopted the report, "The Toronto Seniors Strategy" to address the needs of an aging population and to make Toronto more age-friendly through services provided by City divisions, agencies and corporations. Long-Term Care Homes & Services has a critical role in supporting implementation of the Strategy.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD20.1>

On June 26, 27 and 28, 2001, City Council adopted the report "Update on the Results of the Application for a New Home for the Aged in Scarborough Southwest (Ward 35) and Redevelopment of True Davidson Acres".

<https://www.toronto.ca/legdocs/2001/agendas/council/cc010626/pof9rpt/cl003.pdf>

COMMENTS

Ontario's Action Plan for Seniors

Increasing the capacity of long-term care (LTC) beds is included in the Province's *Aging with Confidence: Ontario's Action Plan for Seniors*. The commitment is to create 5,000 new LTC beds by 2022 and 30,000 over the next decade to respond to the demand and to reduce the waitlists for LTC placement. The Ministry's call for proposal for new bed expansion allows operators to express interest in expanding inventory and to coordinate with existing redevelopment plans.

For the City of Toronto, the Provincial commitment of new beds is an opportunity to not only address the needs of its aging population but become more of a service partner and coordinate efforts with the Ministry of Health and Long-Term Care (MOHLTC) to respond to the increasing demand for long-term care, to respond to the potential risk of bed closures by operators unable or unwilling to redevelop and to bring new beds into the system, including possible expansion of bed capacity at existing City directly-operated homes scheduled for redevelopment.

Aging Demographic

As verified by the 2016 Census, Toronto has an aging population, and for the first time in history, there are more people over 65 years of age than children under 15 years of age. The growing population of seniors is expected to accelerate and by 2031, one-quarter of the City's population will be over the age of 60 years.

The fastest growing five year age groups between 2011 and 2016 were all over the age of 90. The next highest rate of population growth was in the 65-69 age group, as the baby boom generation (population born between 1946 and 1961) reached this age bracket, causing it to increase by 27.4 per cent from 2011 to 2016.

An aging demographic does not automatically mean ill health or disability, but the risk to both does increase as people age and require systems with the capacity to provide quality care and service. While seniors are not the only driver of demand for long-term care, they are over-represented and changes in their population will be reflected in the demand for, and resident populations of future long-term care homes.

Access to Care

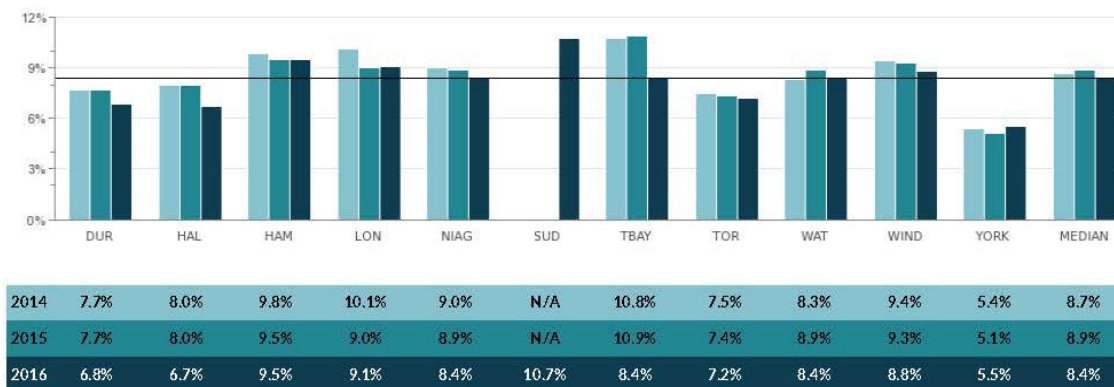
When the Province last expanded the LTC system in the early 2000's, City Council adopted a Notice of Motion directing staff to respond to the MOHLTC's Request for Proposal (RFP) and submit an application to build and operate a new 178-bed long-term care home in Scarborough (Ward 35). The application was not successful at the time as the Ministry feared that amalgamation of the new City had destabilized Toronto's financial ability to handle new debt.

Within Toronto, 52 different organizations operate 84 long-term care homes with 15,222 beds, 17 per cent of the beds are City of Toronto directly-operated. The City's directly operated long-term care bed inventory has remained unchanged since 1993.

Toronto's aging demographic is diverse in terms of health, income, immigration status, ethno-racial background, family status and mobility. Though many seniors remain active and in their community, frail and vulnerable seniors need extra care and support. This care is often provided through services including long-term care homes and community-based programs. As the population ages and live longer with more complex care needs, more individuals and families will need these services and supports placing additional pressures on already strained resources.

The need for long-term care beds is influenced by the availability of other services, e.g., hospital beds, complex continuing care, other community care services, supportive housing, adult day spaces, etc. These services are designed to work together to provide a continuum of health care for residents. According to 2016 Municipal Benchmarking Network (MBN) Canada Performance Measurement Report, Toronto is below the provincial average in per cent of long-term care community needs met.

Figure 1: 2016 MBN Canada Percent of Long-Term Care Community Need Met



The 2016 MBN Report goes on to highlight that there is a declining percentage of LTC beds in Toronto relative to the population 75 years of age and over. From 2007-2016, the relatively unchanged supply of LTC beds, for all service providers, has not kept pace with the 33 per cent growth in Toronto’s senior population during this same period. If the current number of LTC beds within the City of Toronto remains the same, the ratio of beds available for Toronto seniors aged 65+ will decline from 0.68 beds per 100 seniors in 2011 to 0.31 beds by 2041, and for seniors aged 75+ the ratio will experience an even larger decline, from 1.36 beds per 100 seniors aged 75+ in 2011 to just 0.55 beds by 2041.

Waitlists

All City of Toronto directly operated LTC homes have waitlists. Depending on the home, it may take between 1 and 6 years for an offer of admission to a City-owned and operated home. As shown below, there are 4,591 people waiting for 2,641 beds, as of first quarter 2018.

Table 1: Waitlists at City of Toronto directly operated homes

Home	Waitlist #	Local Health Integration Network (LHIN)
Bendale Acres	621	Central East
Carefree Lodge	255	Central
Castleview Wychwood Towers	212	Toronto Central
Cummer Lodge	870	Central
Fudger House	74	Toronto Central
Kipling Acres	745	Central West
Lakeshore Lodge	262	Toronto Central

Home	Waitlist #	Local Health Integration Network (LHIN)
Seven Oaks	393	Central East
True Davidson Acres	389	Toronto Central
Wesburn Manor	770	Mississauga Halton

Within the Toronto Central LHIN, there are 5,214 clients on the waiting list for the 5,871 beds. The City of Toronto operates within the boundaries of four additional LHINs, each with similar indicators.

Mandatory Redevelopment

The LTCHS Capital Renewal Plan, approved by City Council in November 2015, addresses only the mandatory redevelopment of 5 homes (1,232 beds) to meet the new provincial design standards and modernize environments. The City’s LTC capital renewal program is aimed at establishing local partnerships; creating community service hubs and building affordable seniors housing units as part of a campus of care.

The MOHLTC provides a Construction Funding Subsidy (CFS) on a per bed per day basis (per diem) over 25 years, to support the costs of developing and/or redeveloping an eligible LTC home subject to all applicable requirements. The per diem commences once the home admits its first resident. The CFS does not cover the cost of land.

Mandatory redevelopment to meet new design standards affects all provincial LTC operators, both for-profit and not-for-profit, and is causing concern as a number of service providers located within the City of Toronto's boundaries have signalled to the Province their intention to relocate outside of the City or cease operations completely rather than redevelop.

Within the City of Toronto boundaries, 60 per cent of all homes, accounting for 74 per cent of all LTC beds (for-profit, not-for-profit and City-owned) are subject to mandatory redevelopment. It is concerning that Toronto residents have been gradually losing access to long-term care beds. In the past decade more than 830 beds within the Toronto Central LHIN alone have downsized, closed, moved or been returned to the MOHLTC. A loss of existing LTC beds coupled with a growing unmet need for expansion may result in a significant future gap in service within Toronto.

While the LTCHS Capital Renewal Plan was designed on the City's existing bed inventory it is feasible to increase capacity by adding more LTC beds into larger vertical communities, along with affordable housing, community hubs and co-located City services to address the needs of vulnerable and aging populations.

Table 2: LTCHS Capital Renewal Plan Bed Allocation and Location Capacity

Location	Current Beds	Planned Beds	Potential Capacity
George Street	0	378	378
Castlevue Wychwood Towers	456	256	512
Carefree Lodge	127	0	0
Esther Shiner Boulevard	0	160	428
Seven Oaks	249	246	336
Lakeshore Lodge	150	192	N/A
Fudger House	250	0	364
Total	1,232	1,232	2,018

City Initiatives

The City of Toronto offers a multitude of programs and delivers services to support seniors live active, socially engaged, healthy and independent lives. LTCHS is a key partner in these City building initiatives and part of the City's overall response to address the shortage of seniors housing options:

- George Street Revitalization goes beyond re-building and is re-imagining integrated care and services and is developing a continuum of care program model for men, women and trans people in the shelter system who, while eligible for long-term care, often find themselves unable to access or retain a bed due to behavioural, substance use or other issues.
- Toronto Seniors Strategy 2.0 seeks an organizational approach to make the City more efficient and effective at meeting the needs of seniors.
- Poverty Reduction Strategy is focusing on housing stability, services access, transit equity, food access and quality jobs and incomes to improve essential services to vulnerable residents.
- Toronto Community Housing (TCH) Tenants First initiative to create a new Seniors Housing Provider comprised of the current 83 TCH designated seniors buildings.

City-owned LTC Homes

All homes provide 24-hour resident-focused care and service including nursing and personal care, behavioural support programs, medical services, recreational programming, dietetics and food services, laundry, social work, spiritual and religious care, housekeeping, maintenance, trust and administrative services. Lesbian, gay, bi

and transgender (LGBT) supports, community outreach and extensive volunteer programs are also available in every home.

Each home creates a welcoming environment, offering special services and programs designed to enhance quality of life and respond to the needs of each individual resident including supports to address the needs of socially-isolated, poor, homeless, frail, underserved and vulnerable populations.

In keeping with the City's motto, *Diversity Our Strength*, and to meet the needs of residents and to improve access to care, special language and cultural partnerships including French, Cantonese, Farsi, Ismaili, Japanese, Jewish, Korean, Mandarin, Portuguese, and Russian are available at select homes. Residents in City homes come from 66 countries of origin, speak 31 languages and practice 37 different faiths/ denominations.

Residents come into City homes with complex care requirements and many have unstable health conditions, 90 per cent are dependent or require extensive assistance with the activities of daily living. Sixty-four per cent of our residents have some form of dementia with 56 per cent exhibiting aggressive behaviour symptoms.

LTC System Challenges and Opportunities

There is a critical need for long-term care services now and in the future, and it is recognized there are significant issues and challenges that need to be addressed. As a well-respected leader and provider of long-term care services there is a genuine opportunity for the City of Toronto to work with the Province and to collaborate with the 5 Toronto Area LHINs to bring about much needed change in the way long-term care services are planned and funded before the City determines if expansion of its own long-term care system is reasonable or viable.

Municipalities are the only service providers in the Province of Ontario that are required by legislation to deliver long-term care services; however, under the *Long-Term Care Homes Act (LTCHA)* all long-term care home operators are treated the same. The City of Toronto needs to be fully respected as an order of government when it comes to the delivery of long-term care services, and as such Toronto should be playing a much more active and central role when it comes to service planning and coordinating long-term care services for its citizens. Presently, the City's ability to actively participate as a full partner is limited when multiple LHINs with competing service priorities that go beyond the City's geographic boundaries are involved. Staff will explore once again the possibility of the Province designating one LHIN to be the primary contact and service partner for all of Toronto.

MOHLTC funding for long-term care is both complex and variable and while it does not recognize or fund legitimate differences in the cost of operation across homes, the City has previously raised concerns and identified funding needs to the province:

- Increasing operating funding by \$4.00 per resident day to meet urgent needs for additional resources to adequately care for the frail elderly and other vulnerable individuals served by the sector.

- Including a construction funding escalation factor within the Enhanced Long-Term Care Home Renewal Strategy, above the fixed rate per diem, to account for inflation.

When it comes to capital renewal of LTC homes within the City of Toronto, affordability and availability of land are cited as the most common reasons for operators to consider redeveloping outside of Toronto. As an operator within 5 LHIN boundaries, flexibility related to swing space and bed movement is necessary to address the existing bed inventory along with the need for expansion. Unique funding solutions that will better support care campuses and hubs with strong community connections and coordination of services is needed.

As the province builds new capacity, specialized funding models and flexibility with the legislation to allow for different models of long-term care to improve outcomes for residents with complex social and care needs is required. There is a need to revisit how funding is provided to the City of Toronto, especially given that the City's long-term care services are focused on filling service gaps by admitting underserved and hard to serve clients. In the City of Toronto, the aging population is also very culturally diverse which requires capacity to address language, food, religious and culturally relevant programs and living environments.

Ensuring that long-term care services are readily available to all seniors living in Toronto is a key priority for the City of Toronto as noted in the Toronto Seniors and Poverty Reduction Strategies. Toronto is ready to work closely with the Province and LHINs to meet the challenges and seize the opportunities that will ensure high quality long-term care services are available for Torontonians for generations to come.

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