

<p>1. LONG-TERM CARE SERVICES THIRD PARTY REVIEW</p> <p>EXAMEN INDÉPENDANT DES SERVICES DE SOINS DE LONGUE DURÉE</p>
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COMMITTEE RECOMMENDATIONS AS AMENDED

That City Council:

1. Receive the findings of the Third Party Review of Long-term Care, attached as Document 1, and refer the recommendation with respect to a new governance model for Long-term Care to the 2018-2022 Governance Review Process, as described in this report; and
2. Receive the Long-term Care Consolidated Work Plan, attached as Document 2 and direct staff to report back to the Community and Protective Services Committee on the results of the actions taken no later than Q2 2019; and
3. Approve that 35 new, additional FTEs in Long-Term Care Services for Personal Support Workers, or other new positions as the GM determines are necessary, and that \$800,000 be provided from the One-Time and Unforeseen Account to permit the hiring to take place in 2018.

RECOMMANDATIONS MODIFIÉES DU COMITÉ

Que le Conseil municipal :

1. Prendre acte des conclusions de l'examen indépendant des services de soins de longue durée, ci-joint à titre de document 1, et procéder à l'étude de la recommandation concernant un nouveau modèle de gouvernance pour les Soins de longue durée dans le cadre de l'Examen de la gouvernance 2018-2022, comme le décrit le présent rapport;

2. Prendre acte du plan de travail unifié sur les Soins de longue durée, ci-joint à titre de document 2, et demander au personnel de rendre compte au Comité des services communautaires et de protection des résultats des mesures prises au plus tard au deuxième trimestre de 2019;
3. Approuve les 35 nouveaux postes équivalents temps plein de préposé aux services de soutien à la personne aux Soins de longue durée, ou tout autre poste jugé nécessaire par le directeur général, et que 800 000 \$ soit retirés du compte des événements ponctuels et imprévus pour financer l'embauche en 2018.

DIRECTION TO STAFF:

That staff prepare a letter to the Ministry of Health and Long Term Care for the Chair and Mayor requesting that additional funding be provided to meet the challenges of staffing, infrastructure, training and technology for Long Term Care homes.

INSTRUCTIONS AU PERSONNEL

Que le personnel rédige une lettre au ministère de la Santé et des Soins de longue durée dans laquelle le président et le maire demandent un financement supplémentaire afin de relever les défis que présentent la dotation en personnel, l'infrastructure, la formation et la technologie pour les foyers de soins de longue durée.

DOCUMENTATION/DOCUMENTATION

1. General Manager's report, Community and Social Services, dated 30 April 2018 (ACS2018-CSS-GEN-0009).

Rapport de la Directrice générale, Services sociaux et communautaires, daté le 30 avril 2018 (2018-CSS-GEN-0009).

2. Extract of draft Minutes, Community and Protective Services Committee, 30 April 2018.

Extrait de l'ébauche du procès-verbal, Comité des services communautaires et de protection, le 30 avril 2018.

**COMMUNITY AND PROTECTIVE
SERVICES COMMITTEE
REPORT 32
9 MAY 2018**

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**COMITÉ DES SERVICES
COMMUNAUTAIRES ET DE
PROTECTION RAPPORT 32
LE 9 MAI 2018**

**Report to
Rapport au:**

**Community and Protective Services Committee
Comité des services communautaires et de protection
30 April 2018 / 30 avril 2018**

**Submitted on April 30, 2018
Soumis le 30 avril 2018**

**Submitted by
Soumis par:**

**Janice Burelle, General Manager / Directrice Général, Community and Social
Services / Services sociaux et communautaires**

Contact Person

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2018-CSS-GEN-0009

SUBJECT: LONG-TERM CARE SERVICES THIRD PARTY REVIEW

**OBJET: EXAMEN INDÉPENDANT DES SERVICES DE SOINS DE LONGUE
DURÉE**

REPORT RECOMMENDATIONS

That the Community and Protective Services Committee recommend that City Council:

1. Receive the findings of the Third Party Review of Long-term Care, attached as Document 1, and refer the recommendation with respect to a new governance model for Long-term Care to the 2018-2022 Governance Review Process, as described in this report; and

2. Receive the Long-term Care Consolidated Work Plan, attached as Document 2 and direct staff to report back to the Community and Protective Services Committee on the results of the actions taken no later than Q2 2019.

RECOMMANDATIONS DU RAPPORT

Que le Comité des services communautaires et de protection recommande ce qui suit au Conseil municipal :

1. Prendre acte des conclusions de l'examen indépendant des services de soins de longue durée, ci-joint à titre de document 1, et procéder à l'étude de la recommandation concernant un nouveau modèle de gouvernance pour les Soins de longue durée dans le cadre de l'Examen de la gouvernance 2018-2022, comme le décrit le présent rapport;
2. Prendre acte du plan de travail unifié sur les Soins de longue durée, ci-joint à titre de document 2, et demander au personnel de rendre compte au Comité des services communautaires et de protection des résultats des mesures prises au plus tard au deuxième trimestre de 2019.

BACKGROUND

The City of Ottawa's Long-term Care Services operates four long-term care homes, with 717 residents served by 1,023 staff and 609 volunteers. The homes and programs, like all long-term care beds in Ontario, are regulated by the Ministry of Health and Long-Term Care (MOHLTC), with the waiting list and referrals managed by the Champlain Local Health Integration Network (LHIN). Since amalgamation, the needs and profiles of residents in the City's long-term care homes has changed from what was a majority of residents requiring assisted living but in charge of their own care to what is now a majority of residents living with both dementia and complex medical needs. This is a sector-wide issue.

As such, what has become clear over the past nine months is that the City's Long-Term Care program requires proactive, transformative change to fully reflect the change in the profile of the residents in the City's care. That change has already begun as a result of

the broad stakeholder engagement and extensive review of its operations, policies and procedures that has taken place since the summer of 2017. The work underway is in keeping with the August 2017 Memo to Council from the Mayor and Chair Deans asking for staff to develop a plan to address serious incidents that had occurred and been reported to the Ministry.

Specifically, following the issuance of a Compliance Order to the City by the Director of the Inspections Branch of the MOHLTC in July 2017, there have been four separate independent reviews of Long-term Care Services that have taken place within the same time frame, in addition to feedback received from residents, families, volunteers and staff. The first, as noted in staff's presentation to the Community and Protective Services Committee, was the submission of the City's five Draft Compliance Plans to the MOHLTC in September, 2017, and the subsequent work with the Ministry staff to finalize the Compliance Plans and begin to make substantive progress on the improvements identified therein.

Following staff's presentation on the five Draft Compliance Plans to the Community and Protective Services Committee, there was an additional report of staff-to-resident verbal /emotional abuse at the Peter D. Clark Home. After this incident, the City recruited an independent, expert third party to review the Long-Term Care Homes. This initiative was intended to provide vital information on what additional actions could be taken to prevent incidents and to further ensure the safety of our residents, to complement the actions included in the five Compliance Plans.

On October 31, 2017, staff informed Council that the City had engaged Mr. Greg Fougère to undertake the third party independent review. For over 30 years, Mr. Fougère has been involved in seniors' initiatives at the local and provincial levels, working in areas such as long-term care policy, planning, funding and legislative compliance.

The scope of the independent review included a thorough review of data, documents and files associated with the operations of the homes and of the incidents, as well as interviews with key stakeholders, an analysis of factors contributing to recent incidents, and the identification of actionable measures, in the form of recommendations, aimed at

preventing abuse (physical, verbal, emotional and sexual) and the failure to report abuse going forward.

Mr. Fougère began his fieldwork in November 2017, and completed 24 days of visits at the four homes throughout November and December 2017. Visits included time on all shifts interviewing residents, families, staff and volunteers. He also interviewed other stakeholders and completed a review of compliance orders and files and of the leadership, the organization and the system as a whole.

The second phase of the independent review took place in January and February 2018. It consisted of summarizing and validating findings from the first phase; further research, benchmarking and analysis; additional City and external interviews; reviewing the feedback from stakeholders' sessions; and the development of recommendations stemming from the thorough review.

During the period of time that Mr. Fougère's independent review was taking place, the Auditor General was conducting two audits, a "Review of Medication Management at Long-Term Care Homes" and an "Investigation into the Reporting of an Incident at a City of Ottawa Long-Term Care Home".

As well, a robust Stakeholder Engagement exercise was undertaken, facilitated by City staff who do not work in Long-Term Care. Beginning in late September 2017, and ending in November 2017, there were family, friend, and volunteer sessions, sessions with residents in each of the homes, and facilitated sessions with Long-Term Care staff as well as the option to complete a survey. In total, 956 people participated. The analysis of the feedback was completed from November 2017 to January 2018. A work plan was developed and shared with stakeholders including members of Council.

In their August 20, 2017 Memo to Council, the Mayor and Chair Deans "... asked that Members of Council be briefed on the extent of the planning, outcomes of these meetings and next steps towards implementation."

This report provides that overview and the go-forward approach, which is based on all four external reviews and feedback from stakeholders. Taken together, the work done on the Compliance Plans, the Independent Review, the audits and the engagement sessions/survey provided a thorough gap analysis in the City's Long-Term Care

program, policies, procedures, staffing and funding. This information has provided staff with the ability to develop a consolidated work plan that will address those gaps and help reduce risks to the high-quality care residents need and deserve and families expect.

DISCUSSION

Overview

The four external reviews and stakeholder engagement of the City's Long-Term Care Services, as noted earlier, were undertaken over the same time period. While this intensive effort was challenging for residents and their families and friends, staff and volunteers, the results that came from each review was consistent, and complemented and/or built on the others. Each of the reviews allowed for feedback to be provided along the way. This constant feedback loop allowed staff to review and refine their work plans to reflect the findings and recommendations of the reviewers, and address the gaps identified.

At the core of all of the reviews and the staff response is the desire to provide a safe, secure and nurturing environment for all 717 residents. At this point in time, within the City's four long-term care homes, approximately 76% of residents live with dementia or similar cognitive impairment; 95% live with three or more complex medical conditions that each require specialized, integrated care; 7.5% are required to remain in bed throughout their day, while 61% require wheelchairs to move around their home, and 39% of residents require assistance with feeding.

Overall, there was positive feedback received in that residents felt safe and cared for by caring staff, but there was also a recognition that investments and improvements were needed in many aspects of the program to recognize and more fully respond to the increasingly complex resident needs.

Recommendations provided in the reviews are specific, and staff has integrated those recommendations into a Consolidated Work Plan to address the gaps and concerns, and moved as quickly as possible to implement those that could be actioned immediately.

While specific highlights of the Independent Review by Mr. Fougère are listed in Document 1 and highlighted below, his recommendations have been incorporated into the 84 specific actions identified in the Long-Term Care Consolidated Work Plan, attached as Document 2 and summarized below.

Of the 84 actions in the Consolidated Work Plan, 18 have been completed, 43 are in progress and 23 have not yet been started. The majority of those actions that have not been started involve longer-term budget planning, labour relations and collective bargaining considerations, external expertise and/or have just been integrated into the Consolidated Work Plan, stemming from the Independent Review.

The Independent Review

Greg Fougère's final "Long-Term Care Homes Third Party Independent Review" report and presentation includes a comprehensive assessment of the City's four Homes. It "focused on areas requiring the greatest attention to minimize risk", and notes the "findings should be considered in their entirety".

The Independent Review found that there was both a need and desire for transformational change in the City's Long-Term Care program. It identifies influencing factors that provide higher risk for the City's ability to maintain and enhance quality care, and provides actionable recommendations with high-level implementation plans on how to mitigate future incidents of abuse, neglect and failure to report.

The Independent Review found that City residents receive an average of 18 minutes less nursing and personal care for each resident per day than the 2016 Ontario non-profit average, and there was a consistent message across the board that more Personal Support Workers, and more training and direct involvement of Personal Support Workers in care planning was a high priority. The Independent Review provides a number of recommendations with respect to staffing numbers and recruitment, training, scheduling and rotation, and management and human resources leadership. The City agrees with the goals of these strategies, including the urgent need for 35 additional Personal Support Workers, but also recognizes that these strategies need to be discussed with staff and the City's Unions to see how the goals of the strategies can best be achieved within the City's collective agreements and broader human resources and budget context. It also notes that the amount of change in senior management

positions between 2015-2017 identified in the Review was a 'point-in-time' issue, and is not systemic.

The Independent Review also recommended the City look at its resident mix before accepting new residents in its homes. While staff understands the recommendation, it also understands the need for the Champlain LHIN to place individuals with the highest need in the home that will provide the most appropriate care. It would be a change in practice and approach for the City to refuse admission to a City home to an individual recommended for placement. There is also a recommendation to reduce the number of secure resident home areas for residents affected by dementia. Staff believes these recommendations require more discussion with the LHIN, and will focus on implementing the other strategies that will ensure that every resident receives quality care from an adequate number of dedicated, well-trained and supported staff.

Given the City's resident profile, the Review identified the need for more specialized education in dementia for staff and families. Staff believes that this is an important go-forward initiative, and will also include the opportunity for residents without dementia to participate. Communications in general require more attention, which was a consistent theme in the Compliance Plans and the Engagement Feedback reviews as well.

The Review found that the \$350,000 annual capital budget for the four homes is not adequate, and that there is a need for increased capital investment in lifecycle replacements and a 10-year capital plan. The Review also identifies that the design of some resident areas is outdated and difficult to retrofit. Staff will be looking at this as they develop the 10-year capital plan. As well, the Review supports the new resident care technology being implemented and recommends the development of a 10-year technology plan.

The Review also notes the decline in volunteer hours from 2015-2017 and suggested that volunteer efforts be focused on mealtimes and shift change. Staff note that the City homes have a robust volunteer recruitment program, and that there are over 600 volunteers. Staff will identify opportunities to improve volunteer recruitment, with a focus on supporting meals, shift change and innovative programs.

The Review also recommends the creation of a Long-Term Care Board reporting to the Community and Protective Services Committee to improve quality and risk management

for long-term care homes at the governance level. He recommends the Board be comprised of two Members of Council and six citizens at large with the skills to be able to provide quality, risk, financial and regulatory oversight for the City's Long-Term Care Services. Staff is recommending that this recommendation be referred to the City's 2018-2022 Governance Review process, in keeping with all governance-related recommendations.

The Long-Term Care Consolidated Work Plan

The Long-Term Care Consolidated Work Plan, attached as Document 2, has been developed to address the gaps in the City's Long-Term Care Services identified in the four external reviews undertaken over the past nine months: the Compliance Plans approved by the Ministry of Health and Long-term Care, the Auditor General's two audits, a "Review of Medication Management at Long-Term Care Homes" and an "Investigation into the Reporting of an Incident at a City of Ottawa Long-Term Care Home". Greg Fougère's final "Long-Term Care Homes Third Party Independent Review" report, and the Engagement Feedback from the broad Stakeholder Engagement exercise undertaken in late fall 2017.

The Consolidated Work Plan identifies five major areas of focus: staffing, quality improvement, infrastructure, communication and resident care and service delivery. The Consolidated Work Plan provides a snapshot of the work being undertaken, the source of the recommendation, and the status of completion. This plan will be supported by a number of sub-plans that incorporate more detailed actions and more precise completion targets.

The majority of initiatives and strategies can be implemented without additional funds. However, additional funding for both new staff and necessary capital investments is required to mitigate risk in the quality of care provided by the City's homes.

As noted earlier, of the Plan's 84 recommendations, 18 have been completed, 43 are in progress and 23 have not yet been started. The majority of those actions that have not been started involve longer-term budget planning, labour relations and collective bargaining considerations, external expertise and/or have just been integrated into the Consolidated Work Plan, stemming from the Independent Review.

Highlights of the high-level actions under each area of focus are outlined below.

Staffing

Staffing was identified as a key issue in all of the external reviews. The City has fallen behind in the average number of nursing and personal care minutes for residents in Ontario's non-profit homes by 18 minutes per day. This shortfall adds increased risk to residents, and has an impact on how well people feel cared for. As indicated earlier, staff agrees with the Independent Review's recommendation that 35 Personal Support Workers be added to the Long-Term Care Services Branch. Staff is also mindful of the Independent Review's recommendations with respect to changing the current recruitment, screening, orientation and education program. It is estimated by Mr. Fougère that the new staff will result in an operating budget pressure in 2019 of \$2.3 million. Staff will review the other suggestions from the Independent Review regarding the need for specific new positions, discuss them with staff and the relevant Unions, and report back on the outcome of that review as part of the 2019 budget process, or in the update report to Committee and Council on staff's progress on the Consolidated Work Plan.

The new specific abuse awareness and training program has been implemented, as is the supervisor training. The other training modules are in progress or will begin development shortly.

Quality Improvement

A number of process improvement opportunities have been identified in the areas of care planning, supervision, medication management, leadership rounds, audit tracking, inventory management, incident intake, housekeeping and meals. As well, the City is working with the Royal Ottawa Hospital to identify best practices in de-escalation techniques, which will result in the development of an action plan for improvements.

As well, the complaint process is being reviewed, and resulting improvements will be communicated to residents, families and friends, volunteers and staff.

Infrastructure

As noted in the Independent Review, the City's current annual capital allocation of \$350,000 is not adequate to keep pace with the need as residents' care needs become increasingly complex. There is a current gap of \$1.2 million required for lifecycle replacement of equipment such as beds, lifts, and therapeutic tubs. This does not include funding for renovations and repairs or for building design or retrofits.

As well, the automated Resident Care Information System is being upgraded, and the second phase (for verification of authorized staff for administering medication and other improvements) is being rolled out next year.

Staff estimates approximately \$1.5 million will be required over 2018 to 2020 for the hardware/software, training and expanded WIFI to support point-of-care documentation and electronic medication administration records.

As part of the "2018 Operating and Capital Budget – Q1 Status Report" (ACS2018-CSD-FIN-0009), being considered by the Finance and Economic Development Committee on May 1, 2018, the City Treasurer is recommending that \$1 million be allocated from one-time Provincial revenue to fund urgent equipment replacement and technology upgrades in Long-Term Care.

Staff will prepare 10-year Capital and Technology Plans in advance of the 2019 draft budget process and the next Long-Range Financial Plan for Tax-Supported Programs.

Communications

The Stakeholder Engagement Feedback and Independent Review, as well as the Auditor General, provided a number of specific recommendations with respect to how communications can be improved. The Communication Plan has been created, and the development of topic-specific newsletters, feedback opportunities and family education are in progress or will begin shortly. Updates to Ottawa.ca will be made in response to specific stakeholder requests.

As well, a standardized template for the verbal shift-to-shift report will be developed and implemented. Communications regarding how to report and escalate staff issues and concerns will be enhanced.

Resident Care and Service Delivery

The improvements to resident care identified in the Compliance Plans have already been put in place. A Kardex tool has been developed with residents and families, and is posted for each resident as a quick reference for Personal Support Workers. Families have provided input in care planning to ensure an understanding of residents' cultural needs, such as language, religion and food preferences. Picture boards are created for residents with dementia to help them communicate their care needs and staff work with families to identify key words and phrases in the resident's language of choice.

Volunteers and staff have been canvassed to indicate their language skills and ability and willingness to support residents who speak languages other than English or French.

More is in progress or planned. Staff will be reviewing the bathing schedule to see what opportunities exist to provide gender choice for residents, and implement whenever possible. Staff will be developing a process for reviewing rosters for opportunities to assign staff to ensure consistency of care, implementing a pilot project with temporary, full-time floater Personal Support Workers to support consistency of staff, and develop unit-specific program descriptions outlining the care and services provided.

Next Steps

Residents, families and friends, volunteers and staff fully participated in the four external reviews. While resident satisfaction remains high (between 80%-99% in the 4 Homes as an overall rating of the Home as a place to live)), it is clear that change is needed to ensure quality of care remains responsive to the needs of residents and their families.

Staff will be focused in the near term on implementing the detailed work plans, with priority placed on staffing, training, equipment replacement and needed technology improvements. Communications with stakeholders on changes and improvements will occur throughout the change.

Progress on the Consolidated Work Plan will be reported to Committee and Council following the adoption of the 2019 Operating and Capital budget.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

During the first phase of the review included consultations with:

- Residents, of the LTC Homes
- Family members of residents of the homes
- Volunteers of the homes
- LTC and other City of Ottawa staff
- LTC management
- Unions- CIPP and CUPE503
- Ministry staff
- AdvantAge Ontario
- Representatives from the long-term care sector

ADVISORY COMMITTEE(S) COMMENTS

This has not been considered by advisory committee.

LEGAL IMPLICATIONS

There are no impediments to Committee and Council considering this report. As described above, and depending on the decision of Council, staff will work within existing collective agreements and with the respective unions to move forward accordingly.

RISK MANAGEMENT IMPLICATIONS

The risk has been highlighted throughout the third party review process. The work plan that is moving forward has been designed to minimize risk.

FINANCIAL IMPLICATIONS

As noted in the body of the report, Finance is recommending that \$1 m be allocated from one-time Provincial revenue to fund urgent equipment replacement and technology upgrades in Long-Term Care as part of the “2018 Operating and Capital Budget – Q1 Status Report” (ACS2018-CSD-FIN-0009), being considered by the Finance and Economic Development Committee on May 1, 2018. The remaining requests will be brought forward as part of the 2019 draft Budget process.

ACCESSIBILITY IMPACTS

There are no Accessibility Impacts.

TERM OF COUNCIL PRIORITIES

This report directly impacts the Health and Caring Communities, Service Excellence , and Governance, Planning & Decision Making Council Priorities.

SUPPORTING DOCUMENTATION (Held on file with the City Clerk)

Document 1: Executive Summary Third Party Review

Document 2: Long Term Care Consolidated Work Plan

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