

**Report to
Rapport au:**

**Community and Protective Services Committee
Comité des services communautaires et de protection
17 October 2019 / 17 octobre 2019**

**and Council
et au Conseil
23 October 2019 / 23 octobre 2019**

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**Submitted by
Soumis par:**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2019-CSS-GEN-0015

SUBJECT: City of Ottawa Older Adult Plan 2020-2022

OBJET: Plan relatif aux personnes âgées 2020-2022 de la ville d'Ottawa

REPORT RECOMMENDATIONS

**That the Community and Protective Services Committee recommend Council
approve the Older Adult Plan (OAP) 2020 – 2022 as outlined in this report and in
Document 1.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des services communautaires et de protection recommande au Conseil d'approuver le Plan relatif aux personnes âgées (PRPA) 2020-2022, tel qu'il est exposé dans le présent rapport et dans le document 1.

EXECUTIVE SUMMARY

Assumptions and Analysis

The City of Ottawa has been implementing an Older Adult Plan since 2012. This report presents the City's third Older Adult Plan, 2020-2022.

The Older Adult Plan is included under Strategic Initiative: Thriving Communities in the Term of Council Strategic Priorities (2019-2022) and supports the Strategic Action to continue to engage community stakeholders in responding to the complex and diverse needs of vulnerable members of the community.

The OAP 2020-2022 retains the vision and long-term goals that were adopted as part of the first two Older Adult Plans:

Ottawa is an age-friendly and caring community that values the contributions of older adults, offers a broad range of opportunities for active living, and provides supports that are responsive to the diverse needs and choices of older adults.

The Older Adult Plan 2020-2022 (**Document 1**) commits to **24** actions organized around four (4) main strategic areas that are consistent with the provision of City services for older adults: **Aging with Choice, Transportation and Mobility, Wellbeing, and Communication.**

The OAP assigns responsibility for each action to a City Department, which has committed to its implementation within the stated timeline. The Community and Social Services Department will continue to provide the overall coordination and monitoring function for the OAP.

The Interdepartmental Staff Work Group will continue to communicate on a regular basis and to review the implementation progress quarterly. This group includes representatives from eight (8) departments with lead responsibility for actions contained in the OAP.

With the approval of the OAP 2020-2022, the Seniors Roundtable will be re-constituted. The membership of the Roundtable will include residents of Ottawa (maximum of 15)

who are 50 years of age or older and who reflect the city's diverse population and urban, suburban and rural areas of the city. It is anticipated that the Roundtable will be reconstituted in Q1 2020.

Staff will review the accomplishments of the OAP 2020-2022 and will report back to Council in 2023.

Financial Implications

While most of the actions identified in the OAP 2020-2022 can be implemented without requiring OAP funding, others require funding from the existing OAP program budget for their implementation. In 2012, City Council approved \$500,000 in the Community and Social Services Department annual operating budget for the implementation of OAP initiatives. The OAP program funding is subject to annual budget approval.

OAP funding is considered for new City program enhancements, services, infrastructure, and not for initiatives that are part of regular City operations. OAP funding does not support existing costs but does support temporary or specialized program costs outside of regular business.

An annual funding allocation process is required to ensure decisions are made in a manner that is transparent, fair, and evidence-based.

Public Consultation/Input

From April to June 2018, the City of Ottawa engaged with **1,703** community members to reconfirm their priorities and help identify potential actions for the OAP 2020-2022. The methods of engagement included a bilingual online survey (**1,215** respondents) and 11 in-person focus groups (**488** participants) hosted in collaboration with the **15** members of the City's Seniors Roundtable and community partner organizations.

Over **240** residents participated in a community event hosted on June 19, 2019, at Jean Pigott Hall, to celebrate the accomplishments of the OAP to date and validate the direction of the new OAP.

BACKGROUND

Seniors are the fastest-growing segment of the Canadian population. For the first time in Canadian history, there are more people aged 65 and over than children under the age of 15¹. In Ottawa, in 2016, there were 144,140 residents aged 65 and over, making

¹ Unless otherwise noted, the demographic information is from the 2016 Statistics Canada Census of Population.

up over 15 percent of the population. Projections indicate that by 2041, 1 in 4 Ottawa residents will be over the age of 65. While the majority live in central areas of the city, suburban and rural areas are experiencing the fastest growth of older adults.

Ottawa's population of older adults is also becoming increasingly more diverse, and needs vary greatly between sub-groups of seniors. While seniors face many challenges as they age, some contributing factors such as low income and living alone are most commonly associated with an increase in vulnerability and, in turn, a heightened risk of poor health outcomes. Some groups, such as senior women, LGBTQ seniors, Indigenous seniors, newcomer seniors and seniors with disabilities, are more isolated and vulnerable to poor outcomes than the rest of the population.

Like many large municipalities in Canada, the City of Ottawa is responding to these demographic changes and has been implementing an Older Adult Plan (OAP) since 2012.

The goal of the OAP is to take coordinated and concrete actions to contribute to making Ottawa an Age-Friendly community through City services, facilities and programs that are accessible and responsive to the needs of older adults now and in the future.

On October 24, 2012, City Council approved the first City of Ottawa Older Adult Plan 2012-2014 containing **74** actions (within City mandate) to address the needs of Ottawa's older residents, while introducing a long-term vision of a community that values, empowers, and supports older persons and their quality of life ([ACS2012-COS-CSS-0011](#) City of Ottawa Older Adult Plan). Adopting the World Health Organisation (WHO) Age-Friendly framework, the OAP was organized under eight age-friendly strategic areas: Outdoor Spaces and City Buildings; Transportation; Housing; Communication and Information; Social, Recreational, and Cultural Participation; Civic Participation and Volunteering; Community Supports and Health Services; and Respect and Social Inclusion.

In 2012, City Council approved \$500,000 in the Community and Social Services annual operating budget for the implementation of OAP initiatives. The OAP program funding is subject to annual budget approval

On October 28, 2015, City Council approved the City's second Older Adult Plan 2015-2018 containing **51** actions to address the needs of Ottawa's older residents ([ACS2015-COS-CSS-0020](#)). By the end of 2018, **92%** of actions in the Plan were completed (47 actions out of 51 actions). In several cases, implementation of these actions continues. A final update on the OAP 2015-2018 is provided in **Document 2**.

Accomplishments

The Older Adult Plan led to many accomplishments related to the City's infrastructure, programs and services, accessibility, communication, and access to supports for low income, vulnerable older adults. The following highlights some of the OAP achievements between 2015-2018:

- **191** benches were installed at **25** Transitway Stations
- Crossing and signal times were adjusted at **72** busy intersections to allow more time to cross the street
- **74** new intersections have accessible pedestrian signals and countdown timers
- Over **350** on-street bus stops were improved for accessibility
- **2,837** sidewalk curbs graded from the top of the sidewalk to the street to eliminate tripping hazards
- **81** new grit boxes for public use to keep sidewalks safe for walking during the winter
- Over **3,000** Older Adult Emergency Preparedness kits were distributed in **6** languages
- **980** smart burners, **1,525** carbon monoxide alarms, and **229** smoke alarms were installed for low-income seniors
- **1,943** free dental screenings were provided for low-income seniors
- **18** recreation locations highly frequented by older adults were equipped with older adult appropriate fitness equipment
- **Thousands** of older adults participated in recreational, cultural and art activities and workshops every year
- **131** affordable housing units for seniors are in development
- **153** seniors were approved for the Ontario Renovates Program
- **1,475** Programs and Services for Older Adults Guides were distributed in **5** languages
- **104,000** Older Adult Recreation Guides were distributed in French and English
- **795** Mental Health Caregiver Guides were distributed in French and English
- Information on programs and services for older adults was provided in person to **hundreds** of older adults through fairs, community events and workshops

- Every year a **Flag raising ceremony** celebrates the International Day of Older Persons
- The **Senior of the Year Award** is presented annually to an outstanding senior citizen

It is important to note that, in 2019, during the development of the OAP 2020-2022, City departments were still actively engaged in responding to the needs and priorities of older adults.

Transportation Services, for example, increased access to conventional public transportation for seniors. As of July 1, 2019, seniors (65+) can ride public transportation at no charge on Sundays, in addition to Wednesdays. This extra no charge day will increase access to affordable public transportation for seniors and is a direct response to the Older Adult Plan community consultations held in 2018.

The 2019 OAP funding allocation process was implemented in the fall 2018 for funds to be expended in 2019 (since the refreshed OAP 2020-2022 would not be approved until Q4 2019). A total of **13** initiatives were recommended for 2019 OAP funding. These initiatives supported the following actions:

- Install additional benches on existing sidewalks and pathways, using a defined strategy;
- Install age-friendly and accessibility features in existing City facilities highly frequented by older adults;
- Prioritize and repair sidewalks, based on findings from walkability assessments completed by older adults;
- Printing of the 50+ Older Adult Activity Guide;
- Develop and pilot new fitness, health and wellness, cultural, and arts program offerings targeting older adults; and
- Provide free dental care to older adults on low income.

A Seniors Roundtable was created through the Midterm Governance Review, in 2012, and re-established for the OAP 2015-2018, in 2016. The mandate of the Roundtable was to provide feed-back on the implementation of the OAP action items. The Seniors Roundtable also acted as a forum for City of Ottawa staff to seek input related to emerging issues of concern to older adults, as well as corporate programs, services or infrastructure.

The Seniors Roundtable met quarterly and was comprised of 15 City of Ottawa residents (50 years of age or older) who reflected the city's diverse population and who

represented key community agencies serving older adults in Ottawa. One member of the City of Ottawa Accessibility Advisory Committee (ACC) was also a member of the Roundtable. The Seniors Roundtable was co-chaired by the Chair of the Community and Protective Services Committee, and by a management representative of CSSD. The Seniors Roundtable 2015-2018 ended its term in December 31, 2018. A reconstituted Seniors Roundtable (2020-2022) is planned for 2020.

During the OAP 2015-2018, close collaboration with the Council on Aging of Ottawa (COA) and its multiple committees complemented the City's work on the OAP for greater community impact. Several city staff members sat on regular COA committee meetings pertaining to transportation and mobility, health, housing, and social inclusion, broadening the impact of the OAP beyond the outcomes and achievements of the OAP 2015-2018 actions. This collaboration is another accomplishment of the OAP.

In 2018, the City of Ottawa was awarded the **Age-Friendly Communities Recognition Award** from the Province, for the implementation and monitoring of the Older Adult plan. This prestigious award recognizes communities and municipalities that are working to meet the needs of Ontario's growing seniors' population. The City of Ottawa was recognized for its demonstrated outstanding commitment to implementing and evaluating its age-friendly community action plan, and for engaging in continuous improvement.

DISCUSSION

Development of the Older Adult Plan 2020-2022

In early 2018, staff began background research for the Older Adult Plan 2020-2022 by reviewing past consultation findings, feedback from City staff and the Seniors Roundtable, refreshed demographic data (2016 Census), achievements to date under the OAP 2015-2018, similar plans adopted by other municipalities, and provincial strategic priorities (Ontario's Action Plan for Seniors).

From April to June 2018, the City of Ottawa engaged with **1,703** community members to reconfirm their priorities and help identify potential actions for the OAP 2020-2022.

An Equity and Inclusion Lens was applied to the planning to obtain perspectives from various sub-groups of seniors, including Francophone seniors, rural seniors, ethnocultural seniors, isolated and vulnerable seniors, LGBTQ seniors and Indigenous seniors.

Over **240** residents participated in a community event hosted on June 19, 2019, at Jean Pigott Hall, to celebrate the accomplishments of the OAP to date and validate the direction of the new OAP.

Findings from the research and community consultations resulted in four (4) strategic areas for action: **Aging with Choice** (aging in place, affordable housing), **Transportation and Mobility** (public transportation, walkability and pedestrian safety, accessible spaces), **Wellbeing** (active living, healthy aging, respect and social inclusion), and Communication (accessible information). A summary of the findings is provided in **Document 3**.

Four (4) OAP Staff Working Groups were created to review these findings and propose actions for inclusion in the OAP 2020-2022. The Staff Working Groups were comprised of staff from relevant City Departments and met during April to June 2019. The Staff Working Groups focused on the four (4) strategic areas: Aging with Choice, Transportation and Mobility, Wellbeing, and Communication. Several individual meetings were also held with additional staff to discuss potential actions.

All feed-back and suggestions received during the development of the draft OAP 2020-2022 were shared with relevant City Departments. While not all suggestions could be incorporated in the new OAP, many are being considered and/or implemented within regular operations.

Older Adult Plan 2020-2022

The OAP 2020-2022 retains the vision and long-term goals that were adopted as part of the first two Older Adult Plans. The vision was developed to reflect the views and priorities shared amongst older adults living in Ottawa:

Ottawa is an age-friendly and caring community that values the contributions of older adults, offers a broad range of opportunities for active living, and provides supports that are responsive to the diverse needs and choices of older adults.

The Older Adult Plan 2020-2022 (**Document 1**) commits to **24** actions. The OAP 2020-2022 aligns along four (4) main strategic areas that are consistent with the provision of City services for older adults: **Aging with Choice, Transportation and Mobility, Wellbeing, and Communication**.

The Plan's scope extends across City Departments and positions Ottawa as an age-friendly city, where the City's policies, services, facilities and programs will be made more accessible and responsive to the needs and interests of older persons.

Actions contained in the Plan were developed to respond to priorities identified by older adults and represent what is feasible and what can be accomplished within the City's operational and fiscal realities.

The Plan assigns responsibility for each Action to a City Department, which has committed to its implementation within the stated timeline. Many actions can be implemented within existing departmental operating budgets, while others will require additional funding for their implementation. The Action Plan summarizes, for each action, the following information: implementation timeline, lead and assisting department(s), OAP funding requirements, and reporting indicators.

Highlights of the proposed OAP Action Plan 2020-2022 include:

- Make improvements at on-street bus stops and public transit stations to improve accessibility for older adults and persons with disabilities
- Enhance information for older adults through the publication of a new Ride Guide for Seniors
- Review of the City Maintenance Quality Standards with an older adult lens
- Adjust pedestrian crossing times, and install accessible pedestrian signals and countdown timers at large, busy intersections
- Install additional accessible benches on existing sidewalks and pathways and explore other actions to improve mobility of older adults
- Promote healthy aging behaviors, create supportive environments and influence healthy public policies to prevent and mitigate chronic disease, promote mental health and prevent injuries with older adults
- Facilitate recreational and cultural opportunities for older adults living on low- and moderate-income
- Increase capacity of staff and other stakeholders to work with older adults within programs and facilities highly frequented by older adults
- Increase the number of affordable rental housing units for seniors

- Increase awareness of programs and services for older adults through online, printed and in-person communications

Older Adult Plan Funding

While most of the actions identified in the 2020-2022 Older Adult Plan can be implemented without requiring OAP funding, others require funding from the existing OAP program budget for their implementation.

Eleven (11) actions (46% of actions) will likely require funding from the OAP program budget for their implementation (as indicated in the Action Plan in **Document 1**). It is important to mention that the implementation of these actions may be delayed or not possible if the OAP budget is reduced or eliminated, or funding not allocated for these particular actions.

OAP funding is considered for new City program enhancements, services, infrastructure, and not for initiatives that are part of regular City operations. OAP funding does not support existing costs but does support temporary or specialized program costs outside of regular business.

An annual funding allocation process is required to ensure decisions are made in a manner that is transparent, fair, and evidence-based.

The internal funding allocation process for annual allocations for the Older Adult Plan 2020-2022 shall be as follows:

Departments with the lead for actions that require funding for implementation will develop and submit proposals in response to an annual internal call for proposals for 2020 to and including 2022.

An Older Adult Plan Funding Allocation Review Team with representation from City staff, the Seniors Roundtable, and the City's Community Funding team will review and score each proposal individually (using a scoring tool developed for this purpose), then meet to review and develop a ranked list of the initiatives recommended for funding.

The Older Adult Plan Funding Allocation Review Team will submit their recommendations for funding allocations to the General Manager, Community and Social Services. The General Manager, Community and Social Services, shall provide final approval to all funding allocations for the Older Adult Plan provided that such allocations:

1. collectively, do not exceed the amount of the budget approved for such contributions, and
2. fulfill the goals and actions under the Council approved Older Adult Plan 2020-2022.

Monitoring

The Community and Social Services Department will continue to provide the overall coordination and monitoring function for the OAP.

A report on implementation of the OAP 2020-2022 will be provided to Council in 2023.

Interdepartmental Staff Work Group

The Interdepartmental Staff Work Group will continue to communicate on a regular basis and to review the implementation progress quarterly. This group includes representatives from eight (8) departments with lead responsibility for actions contained in the OAP. Each representative will be responsible for providing a quarterly report on the actions that their respective Departments are leading.

Seniors Roundtable

With the approval of the OAP 2020-2022, the Seniors Roundtable will be re-constituted. The membership of the Roundtable will include residents of Ottawa (maximum of 15) who are 50 years of age or older and who reflect the city's diverse population and urban, suburban and rural areas of the city. It is anticipated that the Roundtable will be reconstituted in Q1 2020.

The mandate of the Roundtable includes the following roles:

- Provide feed-back to City staff on the implementation of the actions contained in the Older Adult Plan (OAP);
- Act as the City's primary mechanism to engage/consult with older residents on corporate and departmental programs, services, infrastructure; and
- Identify and share emerging issues of concern to older adults.

New actions

Staff in consultation with the Seniors Roundtable and the Interdepartmental Staff Working Group will evaluate progress on the OAP quarterly, and assess the need to modify or add an action in response to emerging need or priority.

Evaluation

In addition to the accountability provided by the Seniors Roundtable, staff will evaluate the OAP 2020-2022 using both process and outcome measures. The process component will focus on the extent to which the plan was implemented as planned, while the outcome component will focus on engaging with key community partners examining impacts of a of actions contained in the Plan.

Older Adult Plan 2023-2026

Staff will review the accomplishments of the OAP 2020-2022 and refresh the Older Adult Plan in 2023 for the 2023-2026 period, and report back to CPSC in 2023.

RURAL IMPLICATIONS

Many actions contained in the Older Adult Plan 2020-2022 benefit all older residents of Ottawa, regardless of their place of residence. These actions will have positive impacts on the quality of life of older residents living in rural areas.

CONSULTATION

From April to June 2018, the City of Ottawa engaged with **1,703** community members to reconfirm their priorities and help identify potential actions for the OAP 2020-2022. The methods of engagement included a bilingual online survey (**1,215** respondents) and **11** in-person focus groups (**488** participants) hosted in collaboration with the **15** members of the City's Seniors Roundtable and community partner organizations: Centre de services Guiges, Centretown Community Health Centre, Club Casa de Los Abuelos, Council on Aging of Ottawa, Good Companions, Kanata Seniors Council, Nepean Rideau & Osgoode Community Resource Centre, Rendez-vous des aînés francophones d'Ottawa, Sikh Community Services Ottawa, Social Planning Council of Ottawa, and Western Ottawa Community Resource Centre.

Over **240** residents participated in a community event hosted on June 19, 2019, at Jean Pigott Hall, to celebrate the accomplishments of the OAP to date and validate the direction of the new OAP.

COMMENTS BY THE WARD COUNCILLOR(S)

Not applicable as this is a City-wide report.

ADVISORY COMMITTEE(S) COMMENTS

No Advisory Committees were consulted in the development of this report.

LEGAL IMPLICATIONS

There are no legal impediments to the implementation of the recommendation in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

Comprehensive Asset Management (CAM) is an integrated business approach involving planning, finance, engineering, maintenance and operations geared towards effectively managing existing and new infrastructure to maximize benefits, reduce risk and provide safe and reliable levels of service to community users. This is accomplished in a socially, culturally, environmentally and economically conscious manner.

The recommendations and actions documented in this report are consistent with the City's Comprehensive Asset Management (CAM) Program ([City of Ottawa Comprehensive Asset Management Program](#)) objectives. The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to deliver quality services to the community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability.

The Older Adult Plan (OAP) is a proactive response to adapt infrastructure, programs and services to the needs of this expanding group of residents. This forward-looking approach better enables its assets to meet future challenges, including changing demographics and populations, customer expectations, legislative requirements, technological and environmental factors. Recognizing that changes and improvements can be made now to improve the age-friendliness of the community for the future, while at the same time preparing for the projected increase in the number of seniors over the next two decades, supports the delivery of services with the outward focus on community benefit and an inward focus on efficiency and affordability.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the report recommendations.

ACCESSIBILITY IMPACTS

The Older Adult Plan 2020-2022 represents the City's commitment to improving the quality of life of older residents. Several actions contained in the Plan also specifically address the needs of older persons with disabilities (related to infrastructure and service delivery improvements). These include, as examples:

- Make improvements at on-street bus stops and public transit stations to improve accessibility for older adults and persons with disabilities
- Facilitate access to Para Transpo by implementing online booking
- Review of the City Maintenance Quality Standards with an older adult lens
- Improve the safety condition of sidewalks in areas highly frequented by older adults
- Adjust pedestrian crossing times, and install accessible pedestrian signals and countdown timers at large, busy intersections
- Install age-friendly/accessibility features in existing City facilities highly frequented by older adults
- Install additional accessible benches on existing sidewalks and pathways and explore other actions to improve mobility of older adults

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report

TERM OF COUNCIL PRIORITIES

The Older Adult Plan is included under Strategic Initiative: Thriving Communities in the Term of Council Strategic Priorities (2019-2022) and supports the Strategic Action to continue to engage community stakeholders in responding to the complex and diverse needs of vulnerable members of the community.

SUPPORTING DOCUMENTATION

Document 1 – OAP Action Plan 2020-2022

Document 2 - Older Adult Plan 2015-2018 Final Update

Document 3 – Public Findings from Community Consultations OAP 2019-2022 Final Report

DISPOSITION

The Partner and Stakeholder Initiatives Branch of the Community and Social Services Department is responsible for coordinating and monitoring the implementation of the Older Adult Plan 2020-2022 and reporting on implementation progress.

City staff will ensure that the actions, new initiatives and enhancements to services and programs identified under the Older Adult Plan 2020-2022 (**Document 1**) are implemented (i) in strict compliance with all applicable legislation and City By-laws, and (ii) in consultation with City of Ottawa Bylaw and Regulatory Services and Legal Services.

Documents 1, 2, 3

Provided as separate documents.