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| TO: | CHAIR AND MEMBERS COMMUNITY AND PROTECTIVE SERVICES COMMITTEE MEETING ON JULY 21, 2014 |
| FROM: | SANDRA DATARS BERE MANAGING DIRECTOR HOUSING, SOCIAL SERVICES AND DEARNESS HOME |
| SUBJECT: | HOMEMAKERS PROGRAM UPDATE |

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| RECOMMENDATION |
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That, on the recommendation of the Managing Director of Housing, Social Services and Dearness Home, the following actions **BE TAKEN**:

- This report on the Homemakers Program delivered by the City of London at the Dearness Home **BE RECEIVED** for information;
- That the recommendation to continue Homemakers Program Service delivery for the 2014 and 2015 operating periods, subject to annual budget approval and commitment of ongoing provincial funding, **BE ACCEPTED**;
- That Civic Administration **BE AUTHORIZED** to conduct further discussions with key stakeholders to continue to examine options for this program; and
- That Civic Administration **BE DIRECTED** to issue a Request for Proposals to acquire service providers to provide homemaking services through purchase of service arrangements.

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| PREVIOUS REPORTS PERTINENT TO THIS MATTER |
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Introduction of By-Law to Appoint the Ontario Works Administrator Homemakers Program – Appointment of Municipal Welfare Administrator under the Homemakers and Nurses Services Act, R.S.O. 1990, c. H. 10 (CPSC, June 16, 2014); and

Homemakers Program Review – Dearness Home (CPSC, July 22, 2013)

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| BACKGROUND |
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Overview:

The Homemakers Program is a discretionary program provided by the City of London, operated out of the Dearness Home and funded under the *Homemaker's and Nurses Services Act*. The program has a claims-based funding model with the Ministry of Health and Long Term Care (MOHLTC) providing funding for 80% of services and the City of London funding the remaining 20%. The City also incurs the cost of administering the program (100%).

The purpose of the program is to provide housekeeping support to low income individuals /clients to support them to live independently in the community. Clients must qualify both medically and financially for this program. In operation at the City for many years, the program facilitates the provision of homemaking services to eligible clients through Purchase of Service Agreements with four local community providers. Homemaking services under this program relate only to those needed to support a better home environment - dusting, vacuuming, cleaning - and do not include any provision of medical or personal support.

Over the past two years, management with oversight of the Dearness Home has questioned the viability of this program and its alignment with the core business strategies of Long Term Care. Both the 2012 and 2013 City of London Business Plans indicated that the City should review the program and consider the feasibility of transferring this program to another provider within the



community. Further to a report to the Community and Protective Services Committee in July 2013, a review of the program, services provided, clients served and funding considerations was initiated. This report provides an overview of information received through this review as well as an action plan for moving forward.

Discussion of Review of City of London Homemakers Program:

Review Process:

Civic Administration implemented a Services and Financial review of the Homemakers Program in 2013. The purpose of the review was to:

- Understand the current service provision, including opportunities, challenges and risks;
- Understand the service and financial implications and risk of both current service provision and any future changes;
- Determine community and stakeholder support for the program and possibilities for partnership;
- Explore opportunities for and consider implications of any future changes to service delivery; and
- Develop recommendations for Committee and Council review and approval regarding the Homemakers Program.

Key stakeholders including participants and their families, contracted service providers, program staff and MOHLTC, CCAC and South West LHIN representatives were engaged in this review.

The review was initiated in late 2013 and was supported by City staff from the Dearness Home, Financial and Business Services, Legal, Corporate Services / Human Resources and Housing and Social Services. In addition, consulting services, (Pathways Consulting Group Inc.) were contracted to provide assistance to the completion of this review. Information was collected through these processes and included in the following narrative.

Nature of Program and Related Funding:

The Homemakers Program is a non-mandatory program funded by the province through the MOHLTC and regulated under the *Homemaker and Nurses Services Act*. Although municipalities are not required to provide this service within their respective communities, those that do cost share all program service costs (80/20 – Province/Municipal) but assume all administrative costs.

Program funding sanctioned under the legislation has been available to municipalities for many years and the MOHLTC has confirmed, consistent with the legislation, that while municipalities can establish purchase of service arrangements with agencies for the provision of direct services to eligible clients, oversight for program and funding administration must remain with the municipality, and specifically the “Municipal Welfare Administrator” under the Act. As a result, the City of London cannot divest or transfer its oversight responsibilities to another service provider - -- if it does this, it would forfeit its right to operate the program, the funding would need to be returned to MOHLTC and services originally provided to individuals in the community would be lost, unless another source of funding could be identified.

For information purposes, as a discretionary program, some municipalities have never provided this service, others withdrew from the provision of this service when the Community Care Access Centres (CCAC) were implemented across the province between 1996 and 1998 and others, including the City of Hamilton and the Region of Haldimand-Norfolk, have withdrawn from the provision of this service over the past few years. At present, there are 24 municipalities across the province that provide this service in their communities, including the County of Middlesex.

The program budget allocation provided to the City by MOHLTC has been static for several years. As a result, because service costs have increased, fewer clients have been served. Notwithstanding, the MOHLTC has advised that there are additional funds available in the overall provincial program funding envelope. The City could, if it chose to, access some additional (although limited) provincial funding to increase its service provision, recognizing there would be an increased municipal cost both for the cost shared portion and potentially, for additional administration funding to support increased service provision.

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Environmental Scan

- **Socio-Demographic Realities:**

Consistent with both federal and provincial realities, the City of London's population is aging (14.6% population over the age of 65 years – Statistics Canada, 2011). Additionally, the City of London continues to have an elevated unemployment rate (7.9% - May 2014) as well as a growing social assistance caseload (11,342 households, equivalent to slightly over 24,000 individuals – June 2014). Aging, higher unemployment and poverty can have adverse effects on individual's physical, mental and social health, thus creating additional need for supports including in-home care.

With respect to caregiving, in June 2014, Statistics Canada released a study profiling home care received in Canada, and specifically examining Canadians who rely on care in the home. It was identified that according to the 2012 General Social Survey, 8% of Canadians aged 15 years and older received some form of care at home in the previous 12 months, which is equivalent to 2.2 million individuals accessing help to cope with a long-term health condition, disability or age-related needs. The survey also identified that the most prominent support provided by caregivers was transportation (83% provided to run errands, shop or attend medical appointments) with the next most frequent activities being housing cleaning, meal preparation, house maintenance and outdoor work, being provided in approximately 55 to 65% of all situations. Only 1 in 4 caregivers surveyed provided medical care, suggesting that more often that type of care is provided by medical home care or other related health care professionals. Although this study did not provide municipal-specific statistics, the overall themes appear to demonstrate the importance of non-medical in-home caregiving within communities.

- **Political, Funding and Service Realities:**

The last decade has seen shifts in health care provision in Ontario, some of which has had an impact on the provision of non-medical homecare services. In August 2007, as one method to address the growing costs of institutional health care and to provide better outcomes for those in need of supports, including seniors, the provincial government initiated its Aging at Home strategy, a four year, \$1.1 billion investment in the delivery of an integrated continuum of community-based services intended to help seniors stay healthy and live more independently in their homes. Since its implementation, the demand and referrals for medical in-home care have grown exponentially, especially as the age of recipients and their needs grow and become additionally complex, resulting in a shift of the available funding being earmarked for in-home medical services

During the review process, the South West Community Care Access Centre confirmed changes in community service provision identifying that services provided through the CCAC are now predominantly medically related (i.e. case management, nursing, personal support, physiotherapy, occupational and speech language therapy, social work, nutritional counselling, medical supplies, equipment and health teaching and promotion) and do not include other services like homemaking, meal delivery, caregiver relief, transportation and visiting. Only in situations where homemaking services are needed to ensure the safety of an individual receiving medical supports/services (i.e. funding may be provided for dusting/cleaning in an individual's home where oxygen is in use) would CCAC funding be approved to be used. Where individuals required homemaking services, the CCAC indicates that they refer them to the City's Homemakers program and/or one of a number of private pay, community-based agencies in the community that provide services (which includes agencies with which the City has purchase of service contracts for the Homemakers program).

In discussions with CCAC staff, they indicated that the City's Homemaker program is very beneficial because while there are many good homemaking service providers in the community, the City of London's Homemakers program is the only cost-free program of its kind in the area and this is seen to be very beneficial, especially for those who are vulnerable and at high risk. Both the South West CCAC and the South West Local Health Integration Network have indicated that alternative sources of funding for services currently funded by the Homemakers program, may be difficult to access within the community if the City considered a possible discontinuation



of the service. As noted previously, the funds would be returned to the province, thus possibly impacting those currently receiving or in need of these essential services.

The City of London Homemakers Program – Overview of Service Delivery:

- **Services Provided:**

The purpose of the homemakers program is to provide homemaking services to enable clients to live independently in the community. Typical homemaking services that are completed for clients under the City’s program include vacuuming, washing floors and laundry and bathroom cleaning. Personal support services (assistance with bathing, skin or wound care) are not provided to individuals receiving services through this program.

- **Participant Eligibility:**

In order to be eligible to receive service under the program; a prospective client must meet three criteria:

- Must have a medical condition/ restriction or a permanent or ongoing disability (as confirmed by a doctor)
- Must be financial eligible, as defined by the *Homemaker and Nurses Service Act*. Eligibility is determined through the completion of a financial needs test which compares income, expenses and liquid assets
- Must be unaccompanied/unsupported in the current living situation (living alone, without able adult or child in home or nearby)

Once clients are deemed eligible for services, it is typically a long-term commitment, although there is a requirement under the legislation to complete an assessment every six months to ensure that clients continue to qualify both medically and financially. Based on a review of cases, termination of service is usually due to death, hospitalization or client relocation to live with family or in a care facility.

- **Client Profile:**

The City of London’s Homemakers program is currently (as of June 30, 2014) providing services to 44 individuals with 80 people on the waiting list. These levels of service do fluctuate. 77% (34) of the clients are female and 18 clients are over the 65 years of age, with the remaining 22 between the ages of 18 and 65. The majority of clients receive some form of income assistance (i.e. funding from the Ontario Disability Support Program or the Canada Pension Plan) and live at or below the poverty line, earning an average monthly income of approximately \$1,500. For the most part, program participants live alone with very few supports in the community, are vulnerable and disabled with multiple health issues including blindness, severe spinal and back conditions, brain injury, cerebral palsy, chronic pain diseases, multiple sclerosis and mental health issues. Most live alone in rent geared to income accommodation.

- **Program Delivery**

When first initiated at the City of London, Dearness Home staff provided the homemaking services approved under the program, in clients’ home. In the mid 1980’s, Council approved a recommendation to provide service to program participants through Purchase of Service Agreements with community service agencies, a service method which continues to be in place currently. Despite the change in service provision methods, the responsibility for the program has remained at Dearness Home.

Under the *Homemaker and Nurses Services Act*, the City, as the program administrator is responsible for client intake, eligibility assessment, service need determination, management of the wait list and client discharge. At present, the Manager of Community Life, Dearness Home, is responsible for the operational oversight of the program and the executive oversight, traditionally the responsibility of the home’s Administrator, has transitioned to the Managing Director, Housing, Social Services and Dearness Home. This is consistent with the requirements under the Act and with the appointment of the Managing Director as the Municipal Welfare Administrator for the program (as approved by Committee and Council in June 2014).

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Under the Manager's supervision, program staff at Dearness is responsible for the administrative component of the program which includes visiting clients in their home to collect information on the applicant's eligibility, answering enquiries, managing the wait list and acting as the main contact with contracted service providers.

There are currently four purchase of service agreements in place between the City and community service providers to provide services under the program. The service providers include:

- Pace Homecare
- We Care Home Health Services
- Revera Home Health Care
- Paramed Home Care

During the review process, representatives from these agencies were interviewed to provide additional feedback and to support understanding of client needs, program administration and service delivery. In general, providers expressed support for the program, identifying as CCAC representatives had, that the program is extremely beneficial as it makes a tremendous difference in the lives of the clients served, especially those who are vulnerable, at risk or marginalized within the community. There is also a desire among both current purchase of service providers and other community homemaking service providers (not currently under contract with the city) to participate in the program.

- **Service Levels and Financial Commitments**

The 2014 approved Homemakers program total budget is \$211,000. Service to clients (through purchase of service agreements) totals approximately \$180,000, 80% of which (\$144,000) is provided by the MOHLTC. The remaining 20% share of the direct services (\$36,000) plus approximately \$31,000 for program administrative costs (100% municipal) comprises the City's total program financial commitment of \$67,000. This budget is based on an average of 525 hours of service being provided monthly through the program.

Levels of service provided by the individual purchase of service agencies relate to the total budget allocation available for the program as well as the historical levels of service identified when the purchase of service agreements were initially negotiated. The average number of hours of service provided per month in the first 5 months of 2014 (until May) for all four service providers combined is 501 hours, with averages per agency ranging from 24 to 262 hours. One of the agencies historically and currently provides ½ of all the services under the program, with the other three combined to achieve the other 50%.

The current purchase of service agreements have not been reviewed in the recent past nor has there been a formal Request for Proposal (RFP) process undertaken in a similar timeframe. Current agreements allow for termination by either party with thirty (30) days prior written notice. An RFP process would help to identify opportunities for efficiencies and other issues related to service delivery and is recommended should the program continue to be delivered by the City. Consideration should also be given to updating program policies and reviewing current service protocols.

Options for Consideration regarding Future Service Delivery

The City of London's Homemakers program provides homemaking and housekeeping services to a number of individuals in this community who require assistance because of medical needs, conditions and lack of financial and community /family resources. As identified by service providers, the South West CCAC, South West LHIN, clients and other stakeholders, the program is beneficial because it provides cost free services to those who demonstrate need. This has been seen to be especially helpful to augment the supports provided to a growing number of individuals in our communities who are being encouraged and supported through provincial policy to remain in their homes. Additionally, consistent with the legislation, funding available under this program can only be administered by a municipality, meaning that if the municipality



considered transferring the administration of the services to another provider or discontinue outright, services would be lost to individuals.

Notwithstanding, in light of no other similar cost free service provision within the community, there will continue to be pressure on the municipality to expand the program, to address the needs of those or at least a portion of those on the wait list. As noted earlier, there may be additional provincial funding available for a limited increase in service to clients, but this would result in a greater municipal investment both to augment service delivery and possibly for additional administrative services.

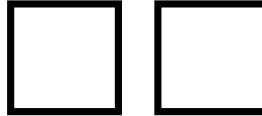
Four options for future program services were developed and considered as part of the program review process. They include:

1. Continue to deliver the Homemaking Program as currently provided, within the existing MOHTLC allocations, with no changes to the program budget.
2. Continue to provide the Homemaking Program to existing clients until some point in the future, eliminate the waitlist and discontinue all new client admissions in the program.
3. Expand the program to provide additional services to address the waitlist (or a portion thereof) to meet a larger percentage of the eligible populations needs for homemaking services and support provincial policy relating to accessing services in home.
4. Divest the program to other service provider over a limited period of time, working with community stakeholders to find other sources of funding to continue, as best as possible, current services for clients.

- **Advantages and Disadvantages of Each Alternative**

| ① Continue to provide the Homemakers Program, with a budget capped at 525 monthly hours of service. | |
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| Advantages | Disadvantages |
| This much needed service will continue at the same level as previous years. | The Waiting List for Homemaking Services will continue to grow. |
| Maintain the existing budget of \$67,000 (indexed for inflation) and continue to receive the provincial benefit of \$144,000, which greatly benefits our community. | Without divesting the program, the City of London will not generate any direct savings. |
| Maintain positive relationships with community partners, such as the SWCCAC, who believe there is significant value from this program. | |
| Compatible with the City of London's Strategic Theme of 'Caring Community,' specifically: Increase the health and well-being of all citizens. Provide effective and integrated community based social and housing supports. | |

| ② Continue to provide the Homemakers Program to existing clients, however eliminate the wait list and freeze all new client admissions into the Program. Over time, the caseload and budget will be reduced through natural attrition. | |
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| Advantages | Disadvantages |
| Existing Clients will continue to receive homemaking services and will not experience any changes. | The Waiting List for Homemaking Services will continue to grow. The city would not support the needs of a highly vulnerable and needy population within London. |
| Reduce the existing budget of \$67,000 over time. Continue to maintain financial benefits from the Province's financial contribution, although this benefit will decline over time. | A negative public reaction may result when it is deemed that the City is prioritizing fiscal concerns over social responsibility and caring for our community's most needy individuals. |
| Somewhat compatible with the City of London's Strategic Theme of 'Caring Community,' specifically: Increase the health and well-being of all citizens Provide effective and integrated community based social and housing supports | Without discontinuing the program, the City of London will not generate any direct savings from divesting the program. |



| ③ Expand the Homemakers Program to meet a larger percentage of an eligible population’s needs for homemaking services. | |
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| Advantages | Disadvantages |
| Continue providing this much needed service at a level that is closely aligned to the demand within the City of London, given our current economic and demographic environment. | The Waiting List for Homemaking Services will continue to grow. |
| Continue to receive the financial benefit from the Ministry of Health to offset our additional investment in this service. | The costs to the City of London will increase for direct services outlay, as well as administration costs. |
| Provide free homemaking services to the people in need. There are no other ‘free’ homemaking services in London for an eligible population. Thus, without these services, it may place a greater demand on our long-term care facilities and hospitals. | The City of London will not generate any direct savings from divesting the program. |
| Maintain positive relationships with community partners, such as the CCAC, who believe there is significant value from this program. | |
| Compatible with the City of London’s Strategic Theme of ‘Caring Community,’ specifically: Increase the health and well-being of all citizens Provide effective and integrated community based social and housing supports | |
| Generate positive goodwill with social agencies and broader London community that the City of London is prepared to invest in these valuable services. | |

| ④ Divest the Homemakers Program over a limited period of time of up to 24 months, while making every effort to connect existing clients to other community resources that can provide homemaking supports. | |
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| Advantages | Disadvantages |
| Existing Clients will continue to receive homemaking services for up to 24 months and the City of London will work with them to connect them to other community resources. | People will have no access to free homemaking services. The CCAC does not provide homemaking services, therefore transition of the majority of clients to CCAC service will not occur. Clients cannot afford to pay for homemaking services. |
| Reduce the existing budget of \$67,000 over 24 months to zero. | A negative public reaction will likely occur when it is learned that we are prioritizing fiscal concerns over social responsibility and caring for our community’s most needy individuals. Social Interest groups will likely champion this issue and when Londoners learn that services to existing clients will be terminated, this will likely result in significant negative public relations. |
| | This alternative is incompatible with the City of London’s Strategic Theme of ‘Caring Community,’ specifically: Increase the health and well-being of all citizens Provide effective and integrated community based social and housing supports |
| | Healthcare and social services agencies will experience additional pressures in order to support those individuals who lose their homemaking services. |

Recommendation and Next Steps:

The City of London’s vision is to be “The City of Opportunity” that aims to accomplish key activities related to its strategic themes including those that support “A Caring Community”. The City endeavours to provide exceptional health care and social support networks that ensure the health and well-being of all Londoners. Although a relatively small program in comparison to larger social and health services in the community, the City of London Homemakers Program provides an essential and cost effective resource for those in our community in need. As a

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municipal service provider, the City has access to provincial funding to support this service that would not otherwise be available in our community without the city's lead administrative role.

However, there are a number of additional issues relating to this program that require further exploration and additional consultation. These include but are not limited to discussions with provincial, municipal and other community stakeholders about continued service provision (and requests for possible increased provincial allocations to at least cover increasing support service costs), possible service partnerships, determination of service standards and performance outcomes and procurement of services that maximize the best use of service funding.

As a result, Civic Administration recommends a continuation of this program for at least the 2014 and 2015 budget periods, subject to Council Review and approval during budget deliberation processes. During this period of time, Civic Administration will:

- Engage MOHLTC, the South West CCAC and the South West LHIN in discussions about funding and service opportunities including considering alignment with other existing programs.
- Review and consider municipal service delivery options.
- Conduct a Request for Proposal process to identify, through a competitive process, service providers to deliver service within the community.
- Update and establish as necessary new service protocols, performance outcomes and other related policies to ensure the best possible outcomes for clients and maximize the use of all resources including staff, provincial and municipal funding.

Civic Administration will report back to Council on these activities, both through the Community and Protective Services Committee and the Annual budget process.

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| FINANCIAL IMPACT |
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The 2014 approved Homemakers program total budget is \$211,000. Service to clients (through purchase of service agreements) totals approximately \$180,000, 80% of which (\$144,000) is provided by the MOHLTC. The remaining 20% share of the direct services (\$36,000) plus approximately \$31,000 for program administrative costs (100% municipal) comprises the City's total program financial commitment of \$67,000. Any changes to program funding (including both provincial and municipal allocations) will be considered as part of the City of London's Annual Budget deliberation Processes.

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| PREPARED AND RECOMMENDED BY: |
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| SANDRA DATARS BERE MANAGING DIRECTOR HOUSING, SOCIAL SERVICES & DEARNESS HOME |

- cc. Anna Lisa Barbon, Manager Financial & Business Services
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