

BRIEFING NOTE: Toronto Central Local Health Integration Network (LHIN)

SUBJECT: Voluntary Integration of the Assisted Living and Attendant Outreach Services from the Canadian Red Cross to Bellwoods Centres for Community Living – Program/Service Transfer

To:	Toronto Central LHIN Board of Directors	
Date:	June 28, 2017	
Expected Outcome:	<input type="checkbox"/> Information only	<input checked="" type="checkbox"/> Decision for approval

MOTION:

The Toronto Central LHIN Board will not stop the voluntary integration of the assisted living and attendant outreach services from the Canadian Red Cross to the Bellwoods Centres for Community Living.

RATIONALE/ IMPACT:

This transfer of services will establish a larger footprint of services delivered by Bellwoods Centres for Community Living which will support long term sustainability of the services, build greater influence on policy related for services for the physically disabled. This integration is also expected to facilitate the design of new models of care within the sub-region structure that improve access and client satisfaction based on population.

This transfer will also allow the Canadian Red Cross to focus on volunteer services and a new strategic direction for community health.

BACKGROUND:

As part of their strategic planning activity, the Canadian Red Cross has decided to exit from providing personal support services and focus on providing the volunteer-based services such as transportation, meals on wheels, and friendly visiting. In Toronto Central LHIN, the Canadian Red Cross identified Bellwoods Centres for Community Living as the partner organization to transfer supportive housing and attendant outreach services for physically disabled adults.

On April 21, 2017 the Canadian Red Cross and Bellwoods Centres for Community Living gave formal notice to Toronto Central LHIN of the voluntary integration of the assisted living and attendant outreach services.

DISCUSSION:

This voluntary integration consists of a proposed service transfer between the two health service provider organizations. Both health service providers will continue as separate organizations, but have approached Toronto Central LHIN with a proposal to transfer assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living.

Dimension of Integration	Integration Submission	LHIN Response
<ul style="list-style-type: none"> • Access / Equity / Coordination; 	<ul style="list-style-type: none"> ▪ <i>Both organizations share common philosophy and goals of seamless, client-focused care</i> ▪ <i>Bellwoods has a primary focus on assisted living and attendant outreach services for physically disabled adults</i> ▪ <i>Bellwoods will maintain the continuity of services for clients and staff, and seek to minimize disruption to clients and staff.</i> 	<ul style="list-style-type: none"> ▪ <i>LHIN assessment complete and supportive</i> ▪ <i>LHIN will assess any changes in access to services as part of post-integration evaluation process every six months for the next two years.</i>
<ul style="list-style-type: none"> • Community Engagement; 	<ul style="list-style-type: none"> ▪ <i>Engaged clients, staff, and Board members from both organizations, other key health service providers and MOHLTC.</i> ▪ <i>Key areas of focus were on continuity of care, maintaining staff levels, and assurance of rigorous complaints and client satisfaction process and reporting</i> 	<ul style="list-style-type: none"> ▪ <i>Plan addresses the criteria set out in the Toronto Central LHIN's Health Service Provider Community Engagement Plan Checklist</i> ▪ <i>Demonstrated that the two organizations received feedback and provided appropriate responses.</i>
<ul style="list-style-type: none"> • Quality / Health Status / Clinical Outcomes; and, 	<ul style="list-style-type: none"> ▪ <i>The main aim of this voluntary integration is the sustainability and continuity of the assisted living and attendant outreach services to clients</i> ▪ <i>Key outcome indicators include maintain client safety, client engagement, and staff/volunteer engagement</i> 	<ul style="list-style-type: none"> ▪ <i>Bellwoods Centre for Community Living is committed to continue to measure the client and staff experience for two years after the integration, and respond appropriately to the feedback from clients and staff.</i>
<ul style="list-style-type: none"> • Efficiency / Sustainability/Human Resources. 	<ul style="list-style-type: none"> ▪ <i>Unlike other voluntary integrations, this will not generate financial savings</i> ▪ <i>This transfer of service will create a request for additional base funding from Toronto Central LHIN directly related to the harmonization of personal support worker wages and benefits</i> ▪ <i>Comparator health service providers had similar or higher estimated wage and benefit harmonization costs</i> 	<ul style="list-style-type: none"> ▪ <i>While immediate efficiencies have not been identified, Bellwoods has been determined to be the most appropriate partner from a financial sustainability perspective.</i> ▪ <i>Management supports the allocation of additional operating funding estimated to be \$197,750 for the remainder of the 2017/18 fiscal year, and an ongoing annualized amount of \$549,700.</i>

The proposed integration date is November 7, 2017.

Essential to the successful transfer of services and staff is approval of additional annual operating funding of \$549,700 for Bellwoods Centres for Community Living to harmonize wages and benefits of staff transferring from the Canadian Red Cross. Sufficient funding is available to cover the harmonization costs.

Toronto Central LHIN staff recommend that this integration is in the best interest of sustaining needed services to clients. Toronto Central LHIN staff recommend that the Board of Directors not stop the voluntary integration of the assisted living and attendant outreach services from the Canadian Red Cross to the Bellwoods Centres for Community Living.

NEXT STEPS:

A comprehensive post integration reporting process with the Toronto Central LHIN will be established with required progress reports to Toronto Central LHIN. Progress reports will be required at 6, 12, 18, and 24, months.

Toronto Central LHIN will continue to have separate Multi-Sector Service Accountability Agreements (M-SAA) with both health service provider organizations. The M-SAAs will be amended effective the proposed integration date, to reflect the transfer of funding and service volumes for assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community living, as well as the additional funding from Toronto Central LHIN required to cover harmonization costs for Bellwood Centres for Community Living.

ATTACHMENT:

Attachment A: Toronto Central LHIN review of the voluntary integration of the assisted living and attendant outreach services from the Canadian Red Cross to the Bellwoods Centres for Community Living.

Prepared by: Nello Del Rizzo Date: June 13, 2017

Updated by: Tess Romain Date: June 19, 2017

APPENDIX A: Review of the Voluntary Integration of the Assisted Living and Attendant Outreach Services from the Canadian Red Cross to Bellwoods Centres for Community Living

LHIN ROLE IN INTEGRATION

Upon receipt of a Notice of an Intent to Integrate services pursuant to s. 27 of the Local Health System Integration Act (LHSIA), the Toronto Central LHIN has 90 days to carry out its' due diligence. If Toronto Central LHIN requests more information from the health service providers, this time is extended. This due diligence involves a review of the proposed integration by Toronto Central LHIN staff and provides a recommendation to the Toronto Central LHIN Board either to stop or to not stop all or part of the integration.

The aspect of this integration for which the Toronto Central LHIN is responsible, is the integration of services. As with all voluntary integrations, the Toronto Central LHIN is responsible for assessing whether the proposal is in the interest of clients and the population served, and is in alignment with the Toronto Central LHIN's health system goals and priorities.

THE PROPOSED INTEGRATION MODEL

This voluntary integration consists of a proposed Program/Service Transfer between the two health service provider organizations. Both health service providers will continue as separate organizations, but have approached Toronto Central LHIN with a proposal to transfer assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living. This proposed program / service transfer falls within the spectrum of integration activity.

Background - Drivers for Integration

The Canadian Red Cross currently delivers community support services in 10 of 14 LHINs. The services provided range from meals on wheels, transportation, friendly visiting, and personal support services delivered in assisted living sites or on a visitation basis as attendant outreach services.

As part of strategic planning activity, the Canadian Red Cross has decided to exit from providing personal support services and focus on providing the volunteer-based services such as transportation, meals on wheels, and friendly visiting. The Canadian Red Cross has stated that this re-focusing:

“Will allow us to leverage one of our core strengths – the ability to engage, train and mobilize volunteers – as well as our global community health expertise, to help address some of the key challenges faced by the health care sector and an aging population including the needs of isolated seniors.”

The decision to withdrawal from providing personal support delivered services will impact 8 LHINs: Champlain, Erie St. Clair, North Simcoe Muskoka, North West, South West, Central, Central East, and Toronto Central.

Approximately 400 personal support workers will be affected across the eight LHINs. All personal support workers are represented by Service Employees International Union (SEIU). According to information sharing among the affected LHINs, no major issues have been raised to date.

In Toronto Central LHIN, the Canadian Red Cross identified Bellwoods Centres for Community Living as the partner organization to transfer supportive housing and attendant outreach services for physically disabled adults. These services are personal support in nature that provide assistance to clients with activities of daily living such as,

dressings, transferring, toileting, eating, and bathing. Bellwoods currently provides the same services to other physically disabled clients in Toronto Central LHIN. Bellwoods staff are also represented by the SEIU.

The proposed date of transferring the supportive housing and attendant care services, clients and staff to Bellwoods Centres for Community Living is November 7, 2017. Table 1 below provides a summary of the client and staffing information of the services being transferred.

Table 1: Overview of Assisted Living and Attendant Outreach Services to be Transferred from The Canadian Red Cross to Bellwoods Centres for Community Living					
Service	Location	Brief Description	Clients	Employees	LHIN Funding
Attendant Outreach Services	Etobicoke, Scarborough and Downtown Toronto	Attendant services for adults with physical disabilities who are willing and able to direct their care and live independently in the community. Services are delivered on a visitation basis.	109	77 (40.93 FTEs)	\$2,705,218
Assisted Living Services	Elm Street – Downtown Toronto Wolton Place - Scarborough	Attendant services to adults with physical disabilities who are willing and able to direct their care and wish to live independently in the community. Services are located on-site within the building.	25 13 at Elm Street 12 at Wolton Place	55 (27.80 FTEs)	\$1,800,533

(See Appendix A for an overview of the Canadian Red Cross and Bellwoods Centres for Community Living.)

Rationale for Voluntary Integration

The transfer of attendant outreach and assisted living services to Bellwoods Centres for Community Living will generate several benefits for clients. These include:

- *Building capacity and sustainability through like services coming together;*
- *Leveraging similar approaches to services delivery that drive the philosophy of independent living;*
- *Bringing complementary client focused services together to generate a high level of quality;*
- *Bringing together best practices from two organizations to build a stronger, more consistent service; and*
- *Continuing to ensure clients and families receive services they are pleased with and staff who continue to feel supported.*

This transfer of services will establish a larger footprint of services delivered by Bellwoods Centres for Community Living which will support long term sustainability of the services, build greater influence on policy related for services for the physically disabled, and generate more opportunity to create new models of care. This transfer will also allow the Canadian Red Cross to focus on volunteer services and a new strategic direction for community health.

The Canadian Red Cross and Bellwoods Centres for Community Living established the following goals to guide the voluntary integration of the services:

- *Maintaining the continuity of services for clients and staff. Seek to minimize disruption to clients and staff.*
- *Ensuring the sustainability of high quality, well-coordinated and effective services for current and future clients.*
- *Continuing a philosophy of independent living to ensure dignity, respect, participation and control over ones' life.*
- *Leveraging best practices from both organizations to continue promoting a culture of quality improvement*
- *Proceeding in a fiscally responsible manner to support the sustainability of high quality, efficient and valued services.*
- *Enabling both organizations to continue to build strong organizations that are integrated into the community and broader health-care system.*
- *Ensuring the client and employee experience is at the forefront of our planning.*
- *Ensuring transparent, timely and accessible communication with all stakeholders including clients and staff.*
- *Aligning with the vision and strategies of the Ministry of Health and Long Term Care and the Toronto Central LHIN.*

TORONTO CENTRAL LHIN'S REVIEW PROCESS

The Toronto Central LHIN is emphasizing three areas of focus viewed as being most critical to the success of the transfer of assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living: 1) Quality; 2) Access; and, 3) Efficiency. With this focus, the Toronto Central LHIN staff analyzed the proposed integration of services using the following criteria from the *LHIN Decision Making Criteria for Voluntary Integration Checklist*:

- Access / Equity / Coordination;
- Community Engagement;
- Quality / Health Status / Clinical Outcomes; and,
- Efficiency / Sustainability/Human Resources.

The following describes the Toronto Central LHIN's analysis of the transfer of assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living.

BUSINESS CASE REVIEW

Access/Equity/Coordination

Business Case Rationale

The Canadian Red Cross has made a strategic decision to stop providing assisted living and attendant outreach services in Toronto Central LHIN, and focus more on a core function of engaging, training, and mobilizing volunteers to address the needs of an aging population. The Canadian Red Cross will continue providing transportation and meals on wheels services because these services are well-aligned with mobilizing volunteers to respond to the needs of seniors.

The Canadian Red Cross identified Bellwoods Centres for Community Living as a partner in the transfer services. Bellwoods Centres for Community Living currently provides assisted living and attendant outreach services to other physically disabled adults in Toronto Central LHIN. Both organizations share a common philosophy of client-centred services, and are committed to ensuring a seamless transition for clients, families and staff. Both organizations share the goal of providing clients with the best care experience possible and are committed to high quality of care. For these reasons the Canadian Red Cross determined that physically disabled clients in need of assisted living and attendant outreach services would be better served by Bellwoods, an organization whose primary emphasis is on providing these core services.

This voluntary integration consists of a proposed service transfer between the two health service provider organizations. Both health service providers will continue as separate organizations, but have jointly approached Toronto Central LHIN with a proposal to transfer assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living.

With regard to Health Equity Impact Assessment, the transfer of assisted living and attendant care outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living identified some potential impact on the populations served by both organizations. Toronto Central LHIN will work with Bellwoods Centres for Community Living to ensure any potential impact is mitigated, and monitoring strategies are in place.

TC LHIN Assessment

The Toronto Central LHIN's primary aim is that service levels to the population currently being served, are enhanced. We believe the business case provides reasonable assumptions for the transfer of assisted living and attendant outreach services from the Canadian Red Cross to Bellwoods Centres for Community Living.

We are confident through our review of the business case that the integration team has given sufficient consideration to addressing the needs of their clients and are committed to maintaining and improving access to and coordination of services, and that all potential impacts to the clients and staff have been addressed. The Toronto Central LHIN will assess any changes in access to services as part of our post-integration evaluation process every six months for the next two years.

Community Engagement

Business Case Rationale

The Canadian Red Cross and Bellwoods Centres for Community Living developed a communications and community engagement plan designed to engage primarily clients, staff, and Board members from both organizations. Engagement also extended to other key health service providers and the Ministry of Health and Long Term Care. Techniques include in-person client meetings, facilitated groups sessions, e-mail and voicemail feedback lines, newsletters, and teleconferences.

The business case outlined the following major themes from the key stakeholder groups:

Clients and Family Engagement

The main themes from clients and family engagement are:

Continuity of Care - *Will I keep my same worker? Will my services/service plan change?*

The Red Cross and Bellwoods will seek to ensure continuity of care. It is Bellwoods' intention for clients to have the same services, locations and service times from the same worker.

Timeline for Transition - *When will this transition occur? Is this a "done deal"?*

Red Cross made a strategic decision to exit these programs. This voluntary integration is progressing through the due diligence process and program transfer will only proceed if it receives approval from the TC LHIN.

Communication - *How are client concerns addressed? How do clients stay connected at Bellwoods?*

Bellwoods has a rigorous complaints process; offers several group engagement sessions per year; and regularly surveys clients with satisfaction surveys.

General Questions - *What is the philosophy of Independent Living? How many staff and clients are at Bellwoods?*

Bellwoods believes that persons experiencing functional challenges have the right to live fulfilling lives in the least restrictive settings possible. Bellwoods provided details on their staffing and client profile.

Staff Engagement

The main themes from staff engagement are:

Continuity - *What will change for staff?*

It is Bellwoods intention to provide staff with the same clients/schedules and maintain the same managers and coordinators.

Training - *What type of training/ education will be provided?*

All staff will receive onboarding training and orientation to Bellwoods.

Communication - *How are staff connected to Bellwoods?*

Bellwoods has regular staff meetings, quarterly staff engagements and open discussions with staff and leadership

TC LHIN Assessment

The agencies' community engagement plan addresses the criteria set out in the Toronto Central LHIN's Health Service Provider Community Engagement Plan Checklist. The organizations are using targeted and appropriate activities to inform, consult and work with stakeholders through the planning stages of integration. There is evidence that the two organizations received feedback and provided appropriate responses.

Quality / health status / clinical outcomes

Business Case Rationale

The main aim of this voluntary integration is the sustainability and continuity of the assisted living and attendant outreach services to clients. The Canadian Red Cross and Bellwoods Centres for Community Living have developed key performance metrics to evaluate the success of this integration at the time of the service transfer, and for 24 months after the integration date. The metrics are aimed at measuring the continuity of care, client and staff satisfaction with the service transfer

The following table provides some of the key indicators to measure the success of this service transfer. Performance results over a two year period following the integration date. A post integration reporting template will be prepared contain the key performance indicators this integration.

Integration Objective	Performance Indicator	Target
Maintain client safety and continuity of care throughout transition.	Clients safely transitioned.	100%
	Client incidents and complaints related to the integration activity.	0.5%
	Unplanned resignations related to integration activity	0
	Missed visits as a result of integration activity. Business continuity is maintained during period of transition.	0%
	Client satisfaction with integration activity.	90% rating of satisfied or above.
Client engagement	Communications related to integration	2 per year for 24 months
	Meetings with clients/caregivers related to the integration.	Quarterly (4 times per year) for 24 months
Staff / Volunteer engagement	Staff and volunteer satisfaction with the integration activity	90% rating of satisfied or above.

TC LHIN Assessment

Upon review of the business case and from conversations with The Canadian Red Cross and Bellwoods Centres for Community Living it is clear that both organizations understand the sustainability of the assisted living and attendant outreach services is key. Success of the transfer is based appropriately on the client and staff experience throughout

this integration activity. Bellwoods Centre for Community Living has demonstrated a commitment to continue to measure the client and staff experience for two years after the integration, and respond appropriately to the feedback from clients and staff.

Efficiency/Sustainability

The transfer of assisted living and attendant outreach services from The Canadian Red Cross to Bellwoods Centres for Community Living, unlike other voluntary integrations, will not generate financial savings. All clients, service volumes, and staff will transfer from the Canadian Red Cross to Bellwoods Centre for Community Living.

This transfer of service will create a request for additional base funding from Toronto Central LHIN directly related to the harmonization of personal support worker wages and benefits. The harmonization costs are as follows:

- Personal Support Worker Wage Rate – Bellwoods Centres for Community Living hourly wage rate is up to \$1.50 higher than the Canadian Red Cross wage rate.
- Employer Contribution to Pension/RSP – Bellwoods Centres for Community Living makes a 4% employer contribution whereas the Canadian Red Cross does not make a contribution.
- Vacation Entitlement – Bellwoods Centres for Community Living maximum rate for vacation is 10% whereas the Canadian Red Cross is 8%.

The total cost of harmonizing staff wages and benefits is estimated to be \$549,700 annually. The harmonization costs for 2017/18 will be \$197,750 effective the integration date of November 7, 2017.

TC LHIN Assessment

In considering the financial sustainability of the assisted living and attendant care outreach services, Toronto Central LHIN staff compared the estimated operating costs under Bellwoods to other health service providers. Wage and benefit harmonization costs for five other health service providers, who also provide assisted living and attendant outreach services, were considered.

The other five comparator health service providers had similar or higher estimated wage and benefit harmonization costs. Toronto Central LHIN staff concluded that while there is for this integration, Bellwoods appears to be the most appropriate partner from a financial sustainability perspective.

Toronto Central LHIN staff support the allocation of additional operating funding estimated to be \$197,750 for the remainder of the 2017/18 fiscal year, and an ongoing annualized amount of \$549,700.

ORGANIZATIONAL PROFILES

The Canadian Red Cross

The Canadian Red Cross is a not-for-profit, humanitarian organization dedicated to improving the lives of vulnerable people by mobilizing the power of humanity in Canada and around the world. As part of a global movement that includes the International Federation of Red Cross and Red Crescent Societies, the International Committee of the Red Cross and 190 National Red Cross and Red Crescent Societies, it is the leading humanitarian organization through which people voluntarily demonstrate their caring for others in need.

In Canada, the Red Cross is focused on strengthening communities by keeping people safe and well. Employees and volunteers work together to provide a variety of community health and wellness programs that improve health outcomes while enhancing quality of life. In the future, connecting people to local health and community services and easing the transition from hospital back home are some of the ways the Red Cross will contribute to healthier and stronger communities.

Over the past two years, CRC had the opportunity to assess their role in the community support sector, including LHIN-funded services currently delivered through Personal Support Workers, such as Supportive Housing and Attendant Outreach. CRC has completed a comprehensive strategic evaluation, which included careful consideration of the sustainability of these programs, their alignment with their core strengths as an organization, and the environmental transformation underway in the health care sector. These changes include Bill 41 and the passing of the Patients First Act and the clear need for better integration of services.

Based on this evaluation, the Canadian Red Cross has determined that it is no longer optimally positioned to deliver all of its current services and will seek seamless transition of selected services to other providers. The provincial scope of this LHIN transition will impact more than 400 employees*, 2,000 volunteers*, and 3,000 clients of LHIN funded programs. This equals approximately 19% of our total LHIN-funded client base across Ontario. The majority of clients impacted (56%) receive personal support services while the remaining 44% are associated with other programming such as Home Help, Home Maintenance or other community based programs. Transition timelines vary by LHIN based on LHIN Board meeting dates and the transition planning with alternate service providers in those areas.

We are making transformative changes to be best positioned to help Canadians when and where they need our help most. The Red Cross still has a role to play in the community health sector and is making a conscious decision to focus on where we can bring unique value and sustainable solutions to the needs associated with an aging population.

Bellwoods Centres for Community Living

Bellwoods Centres for Community Living Inc. is a charitable, not-for-profit organization providing community based, client directed support services, client and family centred care, independent living education programs, and accessible, affordable housing for persons with physical support needs living in the Toronto area. Bellwoods has been accredited by Accreditation Canada since 2007, receiving the highest accreditation decision of “Accredited with Exemplary Standing” in 2013.

Bellwoods is proud of its 60 years of service. Starting out as a small group of concerned consumers looking for community based solutions that could prevent institutionalization, the move grew to become the CP Association of Toronto, and then became Bellwoods Centres for Community Living. Starting out as one small renovated home, Bellwoods has grown to include 3 supportive housing sites, 2 housing hubs, a large attendant outreach program, a transition program from hospital to community, and a Mobile Independent Living Education program. Bellwoods has worked with its clients and partners to build a continuum of services to meet the needs of its clients.

Bellwoods has always had a mandate for services and housing. Helping clients secure stable housing is a big focus and the organization is constantly looking for out of the box solutions. Bellwoods has also grown its services in an organic fashion, seeking new ways to maximize service models, support independence, and enabling clients to age with dignity by always focusing and respecting the need of clients.

The result: supportive housing services that ensure access to 24/7 personal support services on a pre-scheduled and ad-hoc basis; educational programs that enhance independent living through skill development and community linkages; a Community Connect Program that provides short-term supportive housing services that facilitate the transition of individuals designated as Alternate Level of Care (ALC) from hospitals and Long Term Care Homes (LTC) to an independent living environment; housing hubs that provide opportunities for clients to live safely in accessible, affordable, and permanent home options with supportive housing level of service in a community service model; and outreach services deliver pre-booked personal support services for individuals living in the community; in the client's home, place of competitive employment, and/or educational institution.