

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

SUBJECT: Voluntary Integration of West Toronto Support Services and Humber Community Seniors' Services – Full Integration

	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 West Toronto Support Services and Humber Community Seniors' Services.

RATIONALE/IMPACT:

West Toronto Support Services and Humber Community Seniors' Services are proposing a full-integration in order to better serve seniors and adults with disabilities with unmet needs in West Toronto, in collaboration with other providers and organizations. This integration proposes to expand the basket of community services for current clients of both agencies, and reduce wait time for access to home-making and adult day programs

BACKGROUND:

The voluntary integration of West Toronto Support Services and Humber Community Seniors' Services is a full integration of two community support service provider agencies serving primarily seniors in the west-end of Toronto Central LHIN. The integration will be achieved through the merger of the two organizations and creation of a new legal entity.

DISCUSSION:

This voluntary integration consists of an amalgamation of two health service providers to create a new legal entity to provide community support services in the west end of Toronto Central LHIN. The organizations have concluded that a full operational, service, and governance integration provides the greatest opportunity and potential to significantly improve their capacity to meet the needs of clients and their families in their changing communities.

The proposed integration date is January 1, 2018.

Dimension of Integration	Integration Submission	LHIN Response
<ul style="list-style-type: none"> • Access / Equity / Coordination; 	<ul style="list-style-type: none"> ▪ <i>The integrated organization could provide a more comprehensive and seamless approach to care for seniors and adults with disabilities in West Toronto.</i> 	<ul style="list-style-type: none"> ▪ <i>LHIN assessment complete and supportive.</i> ▪ <i>LHIN will assess any changes in access to</i>

Dimension of Integration	Integration Submission	LHIN Response
	<ul style="list-style-type: none"> ▪ <i>The integrated organization could expand service offerings to address health equity gaps in underserved populations (e.g., Mount Dennis, Rockcliffe-Smythe).</i> ▪ <i>Back office functions will be integrated to enhance operational efficiency.</i> 	<p><i>services as part of post-integration evaluation process for the next three years.</i></p>
<ul style="list-style-type: none"> • Community Engagement; 	<ul style="list-style-type: none"> ▪ <i>Engaged clients, caregivers, family members, staff, volunteers, Board members, partner organizations, funders, MPPs and City Councillors.</i> ▪ <i>Key areas of focus among all stakeholders were continuity of care and enhanced home help services. Staff at both agencies support the idea of specializing in ‘enhanced home help’ (e.g., home maintenance, friendly visiting, meal preparation) to play a lead role for populations currently underserved by community and social supports in the West.</i> ▪ <i>Staff and volunteers expressed support for the potential to consolidate and enhance services for clients (particularly seniors), and to do so in a more coordinated way.</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>Plan 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 to improve organizational capacity and create a more robust infrastructure to support performance measurement, evidence based care and continuous quality improvement.</i> ▪ <i>Key outcome measures include increasing service volumes, reducing wait times, decreasing avoidable ED visits for Assisted Living clients, and maintaining high level of client satisfaction.</i> 	<ul style="list-style-type: none"> ▪ <i>Performance targets will be achieved over a 1-3 year post-integration period.</i> ▪ <i>The integrated organization is committed to reporting on outcomes and will also share learnings from the community service interventions developed to decrease wait times and avoidable hospital visits with the aim of improving broader health system performance.</i>
<ul style="list-style-type: none"> • Efficiency / Sustainability/Human Resources. 	<ul style="list-style-type: none"> ▪ <i>The projected savings of the voluntary integration (estimated to be up to \$100,000 annually) may take up to two years before being realized and will be redirected to enhancing client services.</i> 	<ul style="list-style-type: none"> ▪ <i>The integrated organization will have enhanced sustainability and will not require additional Toronto Central LHIN funding.</i>

Dimension of Integration	Integration Submission	LHIN Response
		<ul style="list-style-type: none"> ▪ <i>The business case included a comprehensive risk assessment with all risks identified having satisfactory mitigation responses.</i>

Upon completing the review of this voluntary integration proposal, Toronto Central LHIN staff recommend that this integration is in the best interest of sustaining and improving needed services to clients in the west end of Toronto Central LHIN. Toronto Central LHIN staff recommend that the Board of Directors not stop the voluntary integration of West Toronto Support Services and Humber Community Seniors' Services.

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, 24, and 36 months and include progress on the service levels compared to baseline; savings/efficiencies and reinvestment; quality improvement and update on any other issues including human resources and feedback from follow up community engagement.

Toronto Central LHIN will continue to have separate Multi-Sector Service Accountability Agreements (M-SAA) with both health service provider organizations until the proposed integration date. The schedules in the current M-SAAs will then be merged under a new M-SAA with the new legal entity effective on the proposed integration date.

ATTACHMENT:

Attachment A: *Toronto Central LHIN review of the voluntary integration of West Toronto Support Services and Humber Community Seniors' Services.* .

Prepared by:

Nello Del Rizzo

Date: June 15, 2017

Attachment A: Review of the Voluntary Integration of West Toronto Support Services and Humber Community Seniors' Services.

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

The voluntary integration of West Toronto Support Services and Humber Community Seniors' Services an integration of two health service providers serving primarily seniors in the west-end of Toronto Central LHIN. The integration will be achieved through the merger of the two organizations and creation of a new legal entity.

The organizations recognized that a full operational, service and governance integration will generate the greatest opportunity and capacity to meet the needs of their clients and of their changing communities. The organizations are striving to establish a "geographically focused" organization that is better able to provide existing services as well as provide new programs and services in the West Toronto Collaborative.

The agencies have identified the following objectives for the integration:

- *To better serve seniors and adults with disabilities with unmet needs in West Toronto, in collaboration with other providers and organizations.*
- *Expand the basket of community services for current clients of both agencies.*
- *Become a more sustainable and efficient organization.*
- *Have greater capacity to innovate and pursue new programs/services, play system leadership roles, and pursue partnerships*

The agencies provided a signed Letter of Intent to Integrate and a business case that includes a community engagement plan to Toronto Central LHIN.

Table 1 below provides a summary of the client profile of each organization.

Table 1: West Toronto Support Services and Humber Community Seniors' Services		
	West Toronto Support Services	Humber Community Seniors' Services
Catchment Area	Most services are delivered in and around the West Toronto sub-region with programs run out of 2 locations: 1709 Bloor St. W. and 100 High Park Ave.	Most services are provided on-site at 1167 Weston Road, and in clients' homes and apartments.
Programs and Services	<ul style="list-style-type: none"> • Adult Day Program • Case Management, service coordination and referral services for older adults provided in various languages. • Home Help, Personal Support, friendly visiting, security checks • Respite care • Meals on Wheels • Supportive Housing – in Toronto Community Housing buildings providing personal support and assisting clients with activities of daily living • Transportation – part of Toronto Ride 	<ul style="list-style-type: none"> • Adult Day Program • Home Help, telephone security checks • Home and Property Maintenance Program • Meals on Wheels • Transportation – part of Toronto Ride • Safe Driving Program • Wellness Programs
Clients / Consumers	4,740 clients	1,750 clients
Staff and Volunteers	8,200 volunteer hours 64 staff	23,300 volunteer hours 21 staff
Operating Budget	\$3,780,633 TC LHIN – 74% Client Fees – 22% City, United Way, Other – 4%	\$1,750,231 TC LHIN – 62% Client Fees – 27% City, United Way, Other – 11%

Rationale for Voluntary Integration

West Toronto Support Services and Humber Community Seniors' Services have been working together for three years in various capacities. The two agencies have complementary services and there are considerable opportunities to improve efficiencies through back office, service and operational integration. The agencies are increasingly sharing processes and tools, including aligning operational policies, and collaborating on service delivery.

In the summer of 2016, the agencies embarked on a third-party feasibility assessment which concluded that the organizations fit well together, that their Boards and leadership share common goals and are highly committed to the success of the integration, and, most importantly, that combining the strengths of both agencies will benefit clients, staff and the health system.

The following describes the Toronto Central LHIN's analysis of the West Toronto Support Services and Humber Community Seniors' Services business case for voluntary integration.

BUSINESS CASE REVIEW

Access/Equity/Coordination

Business Case Rationale

The integration of West Toronto Support Services and Humber Community Seniors' Services will create a new entity combining all elements of the existing organizations. The anticipated benefits of the voluntary integration include:

- Clients can receive more of the services they need through one organization, sooner, without delays and disruptions.
- A more comprehensive approach to care for seniors and adults with disabilities with a range of needs requiring community and in-home supports.
- Address health equity and reduce gaps by expanding services for underserved populations including Mount Dennis and Rockcliffe-Smythe.
- Use social enterprise to expand services and reduce fees to low-income seniors and adults with disabilities in West Toronto.
- The new agency will offer more professional development and educational opportunities to staff.
- Working in multidisciplinary teams will help staff meet clients' needs, while enhancing professional satisfaction. Staff will have more resources to draw on for problem solving and client care.
- Back office functions will be fully integrated, enhancing operational efficiency, creating economies of scale, and enabling resources to be redirected to service delivery.

With regard to Health Equity Impact Assessment, the voluntary integration of West Toronto Support Services and Humber Community Seniors' Services did not identify any unintended negative impact on the populations served by both organizations.

TC LHIN Assessment

The Toronto Central LHIN's primary aim is that services to the population currently being served, are enhanced. We believe the business case provides reasonable assumptions for the integration of the community support services.

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 services. Toronto Central LHIN will assess any changes in access to services as part of our post-integration evaluation process for the next three years.

Toronto Central LHIN recognizes that this integration creates a health service provider with a greater combined base of community support services. Toronto Central LHIN is interested in seeing the impact on client service outcomes through the creation of a deeper basket of service and a strong local geographic community focus.

Community Engagement

Business Case Rationale

West Toronto Support Services and Humber Community Seniors' Services developed a communications and community engagement plan designed to engage key stakeholder groups including: clients, caregivers and family members, staff, volunteers, Board members, partner organizations, funders, MPPs and City Councillors. These stakeholders were engaged in a variety of different ways recognizing that stakeholders have different interests, concerns and communication needs. Techniques include focus groups, information sessions, facilitated group discussions, interviews, client and staff letters, newsletters, feedback lines and e-mail, all staff meetings and the Web site.

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

Clients and Caregivers

- **Continuity of Services**- The most significant concern raised by clients and caregivers of both agencies relates to continuity of care and maintaining relationships with staff and volunteers. Clients expressed concern that a larger agency might not be as responsive and that serving more clients will result in longer wait times.
- **Wellness Programs** - Clients and caregivers of both agencies value activities that promote socialization and inclusion, such as congregate dining and wellness programs. Other programs and services that clients want to see enhanced are homemaking (with more affordable fees) and complementary home help services including home maintenance, friendly visiting, and meal preparation.

The new entity is committed to continuity of care as a priority, and that programs and services would be maintained and provided at their current locations. Over time, programs and services that may be unique to a single site will be made available to all clients who are eligible.

Staff

- **Opportunity for Service Enhancement** - Staff of both of the agencies expressed support of the proposed integration and believe that it has the potential to enhance services for clients today and in the future. Staff are interested in the opportunity to meet more of clients' needs in a coordinated way.
- **Lead Role in Local Collaboratives** - Staff of both agencies support the idea of the integrated agency specializing in "enhanced home help" for low to medium complexity clients and envision that the agency could play a lead role for the West Toronto sub-region, and potentially the Mid-West Toronto sub-region, for populations who are currently underserved for community and social supports.
- **Impact on Jobs and Culture** - There are concerns, particularly among administrative staff, about whether roles and teams will change and if they will have a new supervisor. Some staff expressed concern that a

larger organization would be less responsive to clients. Staff of both agencies are also concerned that the integration might change the culture and work environment.

The new entity has made a commitment that there will not be no loss of employment as a result of the merger. The new agency will be the employer for all staff and staff will maintain their existing income and benefits. Human resource practices will be harmonized over time. The new entity is committed to engaging staff throughout the integration process in co-designing back office and administrative functions as well as the integration of common services.

Volunteers

- **No Disruption of Services** - Volunteers' main concern is that client services will not be disrupted. Volunteers believe that their agency provides a unique, high-value service to the community and would like to see a robust volunteer program be a core part of the new agency.
- **Consolidate Services** - Volunteers from various professional and business backgrounds believe that an agency with greater critical mass will be more efficient. On balance, volunteers also believe that consolidating meals on wheels and other common programs will better serve clients in the long run.

The new entity is committed to ensuring that there is no disruption to client services. The new entity will also consolidate similar services and ultimately look to enhance services to clients.

Community Partners, Elected Officials

- **Opportunity to expand services to Moderately Complex Clients** – Community partners agree that preventative and home help services for low and moderate complexity clients is a gap in the west-end of the City of Toronto and that the integrated entity is in a good position to respond.
- **Improved Coordination** - Partners note that the integrated agency will be better able to coordinate services with other providers across the West Toronto sub-region. Given the high proportion of seniors in the West Toronto sub-region, in particular, partners strongly encourage the integrated agency not to divert attention away from seniors. It was specifically noted that there is a need for more specialized Adult Day Programs in the west end.

The new entity is committed to seeking opportunities to expand services, in particular to seniors, as well as to work closely with other health service providers in the Local Collaborative.

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 voluntary integration will produce a number of benefits related to quality of services and health outcomes. Overall there will be greater organizational capacity and a more robust infrastructure to support performance measurement, evidenced based care and continuous quality improvement.

The business case provided a list of performance indicators to measure the success of the integration, and the impact on the population served. The following table provides some of the key performance indicators and outcome measures for the integration.

Performance targets will be achieved over a 1 to 3 year post integration period. The post integration reporting templates will contain the complete list of performance indicators, the baseline data, and the targets for this integration.

Table 2: Performance Indicators for Integration				
Integration Objective	2017/18 Baseline	2018/19	2019/20	2020/21
Increase service volumes for Homemaking, Adult Day Program, Respite, and Assisted Living services	76,500 units of service combined	77,265 units of service 1% increase	78,030 units of service 2% increase	78,795 units of service 3% increase
Reduce wait times for Homemaking and Adult Day Program.	16 week average wait time for service.	25% reduction in wait time 12 week target.	50% reduction in wait time 8 week target.	75% reduction in wait time 4 week target
Decrease avoidable Emergency Department (ED) visits for Assisted Living clients.	112 known avoidable ED visits.	Develop appropriate intervention to decrease avoidable hospital visits.	Decrease avoidable visits by 16%.	Decrease avoidable visits by 24%
Client Satisfaction	High satisfaction with services	Maintain	Maintain	Maintain

TC LHIN Assessment

Upon review of the business case and from conversations with West Toronto Support Services and Humber Community Seniors' Services it is clear that both organizations understand the benefits and the need to combine their respective programs and services for clients. They have demonstrated a commitment to not only merge services, but also to make the necessary investments to ensure successful service outcomes.

Of particular interest to Toronto Central LHIN are the community service interventions that will be developed to decrease wait times for community services, and avoidable hospital visits. The learnings from both of these efforts will be shared with other health service provider organizations with the goal of improving broader health system performance overall.

Efficiency/Sustainability

The voluntary integration between West Toronto Support Services and Humber Community Seniors' Service will generate process efficiencies that will result in potential savings that will be re-invested in service delivery. The total projected potential savings from this voluntary integration is estimated to be up to \$100,000 annually. The potential savings will not be immediate. The integrated organization estimates that it may take up to two years before savings are realized.

When the savings are realized, they will be assigned to enhancing client services. The integrated organization will have a balanced budget and no further Toronto Central LHIN funding will be required to support the ongoing operations as a result of this integration.

TC LHIN Assessment

The business case provides sufficient evidence that this voluntary integration will result in the sustainability of the integrated organization, and with client services expanded over time. West Toronto Support Services and Humber Community Seniors' Services have considered potential risks associated with integration and developed strategies for mitigating those risks.

The business case included a comprehensive risk assessment. All of the risks identified have satisfactory mitigation responses. It is evident from the risk assessment and other components of the business case that careful consideration has been given to potential risks.

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, 24, and 36 months and include progress on the service levels compared to baseline; savings/efficiencies and reinvestment; quality improvement and update on any other issues including human resources and feedback from follow up community engagement.

Toronto Central LHIN currently has a separate Multi-Sector Service Accountability Agreement (M-SAA) with West Toronto Support Services and Humber Community Seniors' Services. The M-SAAs will continue to remain in place until the integration date of January 1, 2018. At that time a new M-SAA will be established with the new integrated entity to continue the community services.

ORGANIZATIONAL PROFILES

West Toronto Support Services

Toronto Central LHIN

West Toronto Support Services (WTSS) serves seniors and adults with disabilities at its main location, in their homes and in supportive housing buildings. The agency serves the following area: north along the Humber River, east along St. Clair, and south on Bathurst Street to Bloor Street, west along Bloor Street to Dundas Street, south on Roncesvalles to Lakeshore Boulevard, west along Lakeshore Boulevard to the Humber River.

WTSS’s transportation services extend into the Mississauga Halton and Central LHINs. Personal support services and homemaking services are also provided in the Central LHIN. There are approximately 25,000 adults 65 and over in WTSS’s catchment area, many of whom live alone. The agency has noted an increase in referrals for people with mental health and addictions needs. WTSS’s area is also diverse with many similarities to the HCSS’s population in addition to sizable Chinese, Vietnamese and Korean communities

Humber Community Seniors’ Services

Humber Community Seniors’ Services (HCSS) is located in Mount Dennis, one of Toronto’s NIAs. The agency serves seniors and adults over 21 with disabilities for various programs at its main location and in their homes. HCSS’s current geographic area is the area bounded by 401, the Humber River, Dufferin Street and Bloor Street for all programs. However, Transportation, Home Maintenance and Meals on Wheels are also provided to parts of east Etobicoke and southern North York.

HCSS serves very ethno culturally and racially diverse populations with services provided in 17 languages. In addition to English, the top languages spoken are Spanish and Portuguese and there is a growing number of newcomer groups who speak a variety of languages including Vietnamese, Somali and Tagalog. Transportation, language and health literacy are particular access barriers in the new immigrant communities served by HCSS.

DECISION MAKING CRITERIA FOR VOLUNTARY INTEGRATION CHECKLIST

Goal	Criteria
Access/Equity /Coordination	Articulation of current services and volumes provided – by health service provider and plan to maintain or improve.
	Agreement that service levels for current services provided be maintained and that target services be increased as a result of new capacity created by the voluntary integration.
	Agreement that partnerships with current health service providers will be honoured, enhanced, monitored, and reported.
Community Engagement	Engagement plan reflects best practices and follows LHINs’ Health Service Provider Community Engagement Plan Checklist.
	Process for providing quarterly progress reports to Toronto Central LHIN on how community feedback was considered and addressed.
	Letters of support from key stakeholders received regarding proposed plan.

<p>Quality Health Status/Clinical Outcomes</p>	<p>Sufficient detail to articulate how the proposed integration will achieve enhanced quality and equity of services for patients and related monitoring and reporting framework.</p>
<p>Efficiency/ Sustainability /Human Resources</p>	<p>No additional operating funds required from Toronto Central LHIN during or after integration. The provision of an estimated summary of savings and commitment to reinvest savings in front-line services.</p>
	<p>Balanced budget forecasted for new organization.</p>
	<p>Leadership and governance model is reasonable and endorsed by both organizations and Toronto Central LHIN.</p>
	<p>Risk assessment is thorough and identified risks have practical mitigations proposed.</p>
	<p>Agreement to provide the Toronto Central LHIN with reports on organizational due diligence with respect to finances and legal matters from January 1, 2018 through to when integration is complete.</p>
	<p>Agreement to submit post integration progress reports to Toronto Central LHIN for the continued monitoring and evaluation of the voluntary integration.</p>
	<p>Evidence that there is an HR and Labour relations plan that is being followed and implications have been identified and are being addressed.</p>