

# The Regional Municipality of York

Committee of the Whole  
Community and Health Services  
June 15, 2023

Report of the Commissioner of Community and Health Services

## 2021 and 2022 Long-Term Care and Seniors Community Programs Annual Performance Updates

### 1. Recommendations

Council receives this report for information to ensure Council's compliance with the *Long-Term Care Homes Act, 2007*, in effect up until March 31, 2022, and the *Fixing Long-Term Care Act, 2021* (the Act), in effect as of April 11, 2022.

### 2. Summary

Council receives an annual report about (1) York Region's two long-term care homes, Newmarket Health Centre and Maple Health Centre (the Homes), as part of its obligations as the Committee of Management under the Act, and about (2) York Region's Seniors Community Programs. This report covers both 2021 and 2022.

Key Points:

- The Homes continued to provide high-quality care to residents despite the challenges of a global pandemic and while implementing requirements of the new *Fixing Long-Term Care Act, 2021* and its regulation
- The Homes exceeded the provincial targets, in place as of March 31, 2022, of providing residents with 3 hours of direct care per resident per day by personal support workers or nurses, and 33 minutes of direct care per resident per day by allied health care professionals
- Seniors Community Programs continued to support seniors to age in place by providing Adult Day Programs and a Psychogeriatric Resource Consultant Program and implementing a new Vulnerable Seniors Network Pilot program

### 3. Background

#### **The Region is required to establish and maintain a municipal long-term care home and Regional Council is the Committee of Management**

Under the Act, “every southern municipality that is an upper or single-tier municipality” must operate at least one long-term care home or contribute to the maintenance and operation of a municipal home ([Section 122](#)). York Region operates two of the 29 long-term care homes and 232 of the estimated 4,041 long-term care beds in the region.

Following approval in [October 2011](#), Council serves as the Homes’ Committee of Management under the Act ([Section 135](#)). Key responsibilities of the Committee of Management are to ensure the Homes:

- Comply with applicable legislation
- Meet the requirements of the funding received from the Central Home and Community Care Support Services
- Maintain appropriate service standards for the residents

The Committee of Management is also responsible for ensuring the Homes’ pandemic response follows directives issued by the Chief Medical Officer of Health, the [Minister for Long-Term Care](#) and various provincial [emergency orders](#).

#### **York Region’s Homes provide long-term care, convalescent care and respite beds to support residents to receive assistance with activities of daily living, access to 24-hour care and on-site monitoring to ensure their safety and well-being**

The Homes offer three types of care: Long-stay long-term care beds (192 beds), short-stay respite care (six beds) and convalescent care beds (34 beds). [Ontario’s Plan to Stay Open: Health System Stability and Recovery](#) reopened short-stay beds in [August 2022](#) following their [suspension](#) in March 2020 due to the provincial government’s pandemic response.

The Act requires the Homes to offer programs and services to residents such as nursing and personal support services, palliative care, recreational and social activities, dietary services, medical services, religious and spiritual care, accommodation services as well as various financial and administrative services.

#### **The Region also operates seven Council-approved Seniors Community Programs**

The Region offers five Adult Day Programs to seniors in the community, based on specific care requirements and diagnoses, to enable them to remain in their own homes as long as possible and provide respite for their caregivers. In total there are more than 60 adult day programs in York Region (including our own five), with the others operated by community and private agencies.

The Psychogeriatric Resource Consultant Program supports long-term care staff in York Region's 29 long-term care homes and community-based agencies funded by the Ministry of Health. The program builds capacity through in-house or virtual case consultation and education on caring for residents or clients demonstrating responsive behaviors due to dementia or other neurological conditions.

The Vulnerable Seniors Network Pilot Program is an 18-month pilot launched in March 2022 to support vulnerable seniors in crisis (non-911 calls) by bringing together programs across the Region to quickly assess and stabilize a client's immediate needs while collaborating to prevent future incidents.

## 4. Analysis

### **The Region's Homes continued to provide quality care and services that ensured resident safety, care and comfort**

Attachment 1 provides the 2021 and 2022 Long-Term Care Homes Performance Analysis. Performance highlights for both Homes include:

- High occupancy rates despite the temporary suspension of occupancy targets
- High levels of overall satisfaction for residents, with both Homes remaining in demand by those on the waitlist for long-term care
- The average number of non-compliance findings by the Ministry of Long-Term Care (the Ministry) is comparable to other municipal operators
- Exceeded the provincial target to provide residents with 3 hours of direct care per resident per day from personal support workers or nurses and 33 minutes of direct care per resident per day from allied health care professionals by March 31, 2022
- Improving or sustaining performance on six of nine publicly reported quality indicators
- Posting the [Continuous Quality Improvement Interim Report](#) on the Homes' [website](#)

### **A review of the Region's Homes was completed in 2022 and changes are underway to improve operations**

In 2022, a review was undertaken of the Homes' operations, including structure and staffing, leadership and learning, ways of working, and culture and wellbeing. Following the review, a Senior Services Transformation Plan was developed to address the review findings.

When fully implemented, this plan will build the Homes' capacity, increase full-time staffing opportunities (reducing reliance on temporary staffing), reduce overtime costs, foster continuous quality improvement, improve services for residents and establish relationships with community organizations that serve a diverse aging population to improve our effectiveness and efficiency.

Council will receive further updates in subsequent performance reports.

## **During 2021 and 2022 the Homes continued with a strong pandemic response, continuing measures to protect those who live, work and visit the Region's Homes**

In [April 2020](#), Council received a report on the Region's Social Service Response to the COVID-19 global pandemic. Subsequent memos that included information on the Region's Homes were provided in [May 2020](#), [June 2020](#), [July 2020](#), [September 2020](#), [November 2020](#), [April 2021](#), [October 2021](#) and finally on [April 2022](#).

During 2021 and 2022 the Homes continued to have a strong pandemic response, maintaining screening and testing of everyone entering the Homes and other infection, prevention and control measures, implementing mandatory COVID-19 vaccination policies for staff, achieving high vaccination rates in residents, and adhering to Ministry directives and Public Health guidance. While the Homes had no COVID-19 cases during wave 1 and wave 2, they subsequently experienced several COVID-19 outbreaks and sadly, 14 residents died from contracting the virus during 2021 and 2022.

## **Transformative change continued to shape the regulatory landscape of the long-term care sector**

Transformative change in the long-term care sector began in 2019 with the [Long-Term Care Homes Public Inquiry Report](#) (Public Inquiry). This was followed by the [Long-Term Care COVID-19 Commission's](#) report issued in 2021 and the passing of the new Act and its regulation on April 11, 2022.

The Province continued to implement [actions](#) in response to the Public Inquiry recommendations and in 2021 created a new [Medication Safety Technology Program](#). The medication safety technology program funding supported the following medication system improvements at the Homes during 2021 and 2022:

- An Integrated Medication Management system connects the Homes to their Pharmacy Service Provider to allow electronic exchange of medication orders and resident medication information
- A Medication Incident Report System enables the Homes to electronically capture and analyze medication errors
- Embedding secure, real-time access to the resident's provincial health record in the Homes existing electronic record system allows staff to access a comprehensive picture of the resident's health and improve clinical decision-making about their care

Another component of the transformative change to the long-term care sector was the passing of the *Fixing Long-Term Care Act, 2021* in December 2021, which replaced the *Long-Term Care Homes Act, 2007*. Reports to Council in [April 2022](#) and [April 2023](#) informed Council about these legislative changes. A key transformative pillar of the Act is establishing

new compliance and enforcement tools to improve accountability, enforcement, and transparency in the sector, as reported to Council in [April 2022](#). To support this, the Ministry introduced administrative monetary penalties (AMPs), new inspection tools (such as the proactive inspection program (PIP) which is a seven-day inspection) and has [doubled](#) the number of Long-Term Care Inspectors. Council will receive a report in September 2023 will outline the actions taken by the Homes and challenges facing the Homes in response to the Act and its Regulation.

There are new innovative models of care being implemented in other municipal homes, such as the [Butterfly Model](#) in [Peel Region](#) and the [Region of Waterloo](#) or an emotion-centred approach to care at the [City of Toronto \(CareTO\)](#). At this time, York Region's Homes are not planning on implementing innovative models of care due to the capital and operational costs involved (for example, emotion-centred models of care will cost the [City of Toronto](#) approximately \$24 million and other models of innovative care like the [Green House Project](#) requires consistent allocation and minimum staffing levels of [six hours per resident per day](#)) as well as the pressures associated with compliance with the Act. Long-term care sector associations are advocating for funding to support emotion-focused models of care in long-term care homes in Ontario ([AdvantAge Ontario](#) and [Association of Municipalities Ontario](#)). The Homes will begin researching alternative models of care in 2024, as part of the transformation plan.

### **Transformative change on a national level may impact the Region's Homes in the coming years**

In its 2020 [Throne Speech](#) the federal government committed to “take any action it can to support seniors.” In response, the Standards Council of Canada, Health Standards Organization, and the Canadian Standards Association Group developed two new complementary national standards for long-term care that “would be shaped by the needs and voices of Canada’s long-term care home residents, workforce, local communities, as well as broader members of the public”. Reports to Council in [April 2022](#) and [May 2022](#) provided overviews of these national standards. In December 2022, the Canadian Standards Association (CSA Group) released the national Long-Term Care Home Operations and Infection Prevention and Control (IPAC) standard ([CSA Z8004:22](#)) which was followed by the Health Standards Organization (HSO) release of their national Long-Term Care Services standard in early 2023 ([CAN/HSO 21001:2023](#)). As neither national standard is federally or provincially legislated, there is no immediate impact on the operations of York Region's Homes or members of the Committee of Management.

HSO is closely affiliated with Accreditation Canada, one of two organizations whose accreditation is required to receive the [quality attainment premium funding](#) for long-term care homes in Ontario. The Region's Homes, Adult Day Programs and Psychogeriatric Consultant Program are accredited through the Commission on Accreditation of Rehabilitation Facilities and are all currently undergoing reaccreditation (May 2023). Commission on Accreditation of Rehabilitation Facilities is currently conducting a gap analysis of its [2022 Aging Services Standards Manual](#) against both HSO and CSA Group's national standards. This gap analysis will inform any future updates to their standards.

In [January 2023](#), Federal Ministers of Health and Seniors announced they would move forward with consultations and engagement with stakeholders and Canadians on development of a *Safe Long-Term Care Act*. It is unknown at this time how this new federal legislation will impact provinces in their oversight of the provision of long-term care services.

## **Seniors Community Programs continued to offer vital services to support York Region's seniors**

Seniors Community Programs offered a mix of in-person and virtual programming to support seniors, while following public health guidance and pandemic measures.

As reported in Council in [October 2021](#), York Region's Adult Day Programs were paused during the pandemic until September 2021 as staff were re-deployed. While paused, Adult Day Program staff continued to communicate with clients. In September 2021, the Adult Day Programs re-opened with both virtual and in-person programming options being available throughout 2021 and 2022. Between September 2021 and December 2022, 202 clients were registered for the five Adult Day Programs, participating both in-person and virtually. An additional thirteen clients were provided virtual programming while on the waitlist for in-person attendance. The ADP Annual Survey indicated 100% of clients were attending the ADP to provide caregiver respite and reported additional benefits such as maintaining client well-being within their own community and preventing institutionalization.

As of May 1, 2022, Home and Community Care services, including Adult Day Programs, are governed under the *Connecting Care Act, 2019* and its Home and Community Care Services regulation. The Adult Day Program is in the process of updating policies and procedures to comply with the new legislation and monitoring for new guidance from the Ministry of Health expected in the coming year(s). These updates will improve client safety and ensure ongoing quality improvement and client satisfaction. Major capital renovations were completed at the Keswick location while on-site programming was paused during the pandemic. The renovations were done to improve the space for programming and health and safety.

The Psychogeriatric Resource Consultant program continued to support staff across 29 long-term care homes and community agencies by providing education and consultation services with virtual and in-person sessions. Providing education and training/consultation services to over 11,600 staff in 2021 and 2022, with 1289 training sessions in 2021 and 1241 sessions in 2022. Psychogeriatric Resource Consultant Program offered education on a range of topics including Dementia, Parkinson, Delirium, Depression, Responsive Behaviours, Angry outbursts/escalation and client specific case-based learning. Through these sessions, home and agency staff were able to meet learning needs, review best practices and consult on cases, thereby enabling them to better manage and care for residents with responsive behaviours related to dementia, mental health and other psychogeriatric diagnoses.

The Psychogeriatric Resource Consultant program continued partnerships with Toronto and North Simcoe Muskoka Psychogeriatric Resource Consultant programs, and collaboration with Behavioural Supports Ontario Mobile Support Team, Ontario Shores Geriatric Mental Health Outreach Team, and Central West Home and Community Care Support Services to

provide interdisciplinary and coordinated support to long-term care homes and community agency staff dealing with increasingly complex responsive behaviours.

The Vulnerable Seniors Network program pilot began supporting clients in the fall of 2022 with representation from multiple York Region service areas to provide rapid support to individuals 50 years or older in crisis that, if left unchecked, may cause imminent harm to themselves or others. The pilot includes bringing together an internal multisectoral and multidisciplinary intervention and case management team to address help seniors in crisis. This approach rapidly stabilizes the seniors in crisis and helps to divert them from emergency responders, hospitals and other costly emergency supports.

In the first quarter of operation, six referrals were made to the Vulnerable Seniors Network pilot. Four clients facing immediate safety risks related to housing and shelter were provided immediate case management and wrap-around support. Crisis support included funding for temporary shelter and safety planning for clients to access regional services such as financial, transit, housing and physical and mental health resources. Two referrals, deemed not in crisis, were directed back to existing pathways for support.

## 5. Financial

### The Region continued to subsidize the Homes' operations

In 2021 and 2022 the Region's tax levy accounted for 34.6% and 23.4% respectively, of the Homes' operating costs. The Homes' operating costs and funding sources are presented in Table 1.

**Table 1**  
**2021 and 2022 Costs and Revenues**

Costs	2021		2022	
	\$ (million)	% of total	\$ (million)	% of total
Long-term care operating costs	35.3	60.9	39.5	68.6
Allocated corporate support costs*	5.1	8.8	5.1	8.9
<b>Sub-Total</b>	<b>40.4</b>	<b>69.7</b>	<b>44.6</b>	<b>77.5</b>
COVID-19 operating and allocated support costs	17.6	30.3	13.0	22.5
<b>Gross Operating Costs</b>	<b>58.0</b>	<b>100.0</b>	<b>57.6</b>	<b>100.0</b>
<b>Revenue</b>				
Fees and Services**	5.4	10.2	5.4	10.3
Provincial Subsidy	16.4	31.0	18.2	34.7
York Region Net Tax Levy	18.3	34.6	12.3	23.4

Costs	2021		2022	
	\$ (million)	% of total	\$ (million)	% of total
<b>Sub-Total</b>	<b>40.1</b>	<b>75.8</b>	<b>35.9</b>	<b>68.4</b>
COVID-19 Provincial Subsidy***	12.8	24.2	16.5	31.4
<b>Total Revenues</b>	<b>52.9</b>	<b>100.0</b>	<b>52.5</b>	<b>100.0</b>

\*Allocated corporate support costs include administrative and departmental resources, such as finance, allocated to the long-term care budget.

\*\*Fees and services include resident contributions and other sources of revenues, such as donations.

\*\*\* Primary source of Provincial Subsidy is the COVID-19 Prevention and Containment funding. This ended on March 31, 2023.

## Residents pay for a portion of their care

Residents pay a portion of their accommodation based on [rates](#) set by the Ministry (included in fees and services in Table 1). Residents who cannot afford the fee for basic accommodation can apply for a provincial subsidy. Residents also pay for any medications or other services (such as dental services and foot care) not covered by their private insurance plans or the provincial health insurance and drug benefit programs.

## Additional provincial investments supported the Homes compliance with the new provincial system targets for hours of care

The province will invest \$5 billion over four years to [increase long-term care staffing levels](#) and meet the legislated requirement for hours of care. In 2022, the Region received \$2.1 million (funding that supports both hours of care and professional growth). Following this investment, 10.8 full-time equivalent positions were added at the end of 2022 and another 36.1 new full-time equivalent positions were endorsed by Council in [February 2023](#) as part of the [2023 to 2026 Community and Health Services budget](#). This includes 24.8 full-time equivalent positions approved in 2023, 7.6 full-time equivalent endorsed positions in 2024 and 3.7 full-time equivalent endorsed positions in 2025. These positions are required to move the Homes towards meeting the legislated hours of care targets. Over the next few years, this will mean more staff in the Homes, contributing to improvements in quality of care.

## The Region continues to benefit from provincial investments in long-term care

Investments or one-time specific provincial funding throughout 2021 and 2022 supported the Homes' compliance with new legislated requirements and quality improvements.

- Temporary wage enhancements, 100% provincially funded, for Personal Support Workers were first put in place during the pandemic in [late 2020](#). In April, 2022, the Province committed to permanently funding the [Personal Support Worker wage enhancement](#) as part of [A Plan to Stay Open](#) and also provided a one-time retention incentive for nurses. For York Region, the impact was that in 2022, 221 staff received additional wages totally \$1.5 million for both these incentives. In addition, the



province has committed to continue its investments to increase staffing and supporting professional growth such as the [Supporting Professional Growth Fund](#).

- [Funding](#) for long-term care infection, prevention and control personnel, training and education. For York Region the provincial funding of \$136,000 helped offset expenses related to hiring an infection, prevention and control lead at each home as well as funding education and training resources for staff

It is anticipated the regulatory changes made in April 2023 will require further provincial and regional investments, such as:

- Education and training support for Personal Support Workers to administer drugs to residents where the drug is not controlled under O. Reg. 107/96: Controlled Acts
- Funding and policy support from the Ministry to manage residents placed in preferred accommodation when basic accommodation has been selected as a result of *More Beds, Better Care Act, 2022* ([Bill 7](#)). Where the patient has selected the less expensive basic accommodation (\$63.73 per day), but is placed in more costly preferred accommodation (\$91.04 per day for a private room), Ministry assistance is needed to reimburse the Home for the difference to avoid the home incurring lost revenue
- Funding and policy support ([Local Priorities Fund Policy](#)) from the Ministry to enable better flow in long-term care admissions and prevent unnecessary hospitalization. Under the *More Beds, Better Care Act, 2022*, a Home and Community Care Support Services placement coordinator may determine the patient's eligibility for a long-term care home, select a home and authorize their admission to the home. The Local Priorities Fund supports the admission of eligible high needs patients to designated alternative level of care (ALC) in hospitals to long-term care homes

## **York Region's Homes cannot achieve economies of scale in operating costs because of the small number of homes and beds**

Table 2 illustrates York Region's operating costs per bed day compared to other municipal homes in the Greater Toronto Area. The long-term care facility operating cost is per long-stay bed (192 beds) and does not include the convalescent care (34 beds) or respite beds (six beds). Therefore, this cost does not reflect the full cost of all beds within the Region's Homes.

Although York Region's cost per bed day trends higher on the spectrum of the reporting municipalities, the Region also operates the fewest municipal long-term care beds compared to other municipalities. As a result, the Homes are challenged in achieving the operating economies of scale in areas such as administrative supports, and other infrastructure and overhead costs compared to other municipalities (such as competitive wages). Staff continue to identify and investigate opportunities for efficiencies and reduction of net municipal costs by streamlining operations wherever possible without compromising high quality resident care and safety standards.

**Table 2**  
**Direct Costs (Case Mix Index Adjusted) per Long-Term Care Bed Day**

Comparator	York	Durham	Halton	Toronto	MBNC Average
# Homes	2	4	3	10	n/a
Total # of Beds	232	845	572	2,527	n/a
Facility operating cost per bed day 2019	\$290	\$323	\$257	\$242	\$257
Facility operating cost per bed day <a href="#">2020</a>	\$332	\$353	\$280	\$286	\$280
Facility operating cost per bed day <a href="#">2021</a>	\$328	\$372	\$303	n/a	\$277

**Source:** Municipal Benchmarking Network Canada (MBNC). Peel Region and Simcoe County have been removed as their data is not included. The 2022 Municipal Benchmarking Report is not available at the time of this report. Case Mix Index (CMI) refers to an overall assessment of resident acuity and is a measure that reflects the severity of a residents' health status and complexity of care required. Case Mix Index Adjusted ensures a fair distribution of funding across all long-term care homes, despite the wide variations in the degree of care individual homes need to provide.

## 6. Local Impact

Seniors have different evolving needs at different stages in their lives. It is important that York Region's seniors have local options available for their long-term care needs. Addressing the needs of the Region's long-term care residents involves coordination and collaboration to effectively serve and support a resident-centred model of care. Seniors Services continues to find ways to work efficiently with and leverage resources through community, federal and provincial partners.

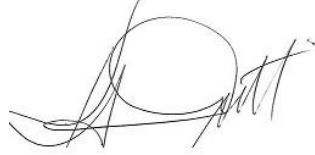
## 7. Conclusion

York Region continues to deliver a variety of high-quality services to meet the needs of seniors and adults living with physical or cognitive impairments in a person-centred way. The Homes continued to have a strong pandemic response throughout 2021 and 2022 while also working steadily towards recovery and achieving increases in hours of care. Seniors Community Programs provided vital services to support seniors to age in place through hybrid models of services and a new Vulnerable Seniors Network Pilot Program.

A report to Council in September 2023 will outline the actions the Region's Homes have taken in response to the legislated changes announced in April 2022 and April 2023.

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For more information on this report, please contact Lisa Gonsalves, General Manager at 1-877-464-9675 ext. 72090. Accessible formats or communication supports are available upon request.



Recommended by:

**Katherine Chislett**  
Commissioner of Community and Health Services



Approved for Submission:

**Bruce Macgregor**  
Chief Administrative Officer

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Attachment 1 – 2021 and 2022 Long-Term Care Performance Analysis