
For Information

REPORT TITLE: Seniors Health and Wellness Village at Peel Manor Update

FROM: Nancy Polsinelli, Commissioner of Health Services

OBJECTIVE

To provide an update on the Seniors Health and Wellness Village at Peel Manor initiative, including key risks and opportunities.

REPORT HIGHLIGHTS

- Seniors (65+) are the fastest growing age group in Peel. To sustainably meet the needs of Peel's growing seniors' population, more progressive and upstream approaches to the delivery of care are required.
 - The Seniors Health and Wellness Village (SHWV) at Peel Manor includes a modern long-term care home with an enhanced facility design, as well as a main floor service hub which will provide supports and services for seniors (and caregivers) living in the community.
 - The service hub will include an integrated care clinic operating an integrated care model that will enable at-risk seniors to age-in-place in their own homes.
 - Construction of the SHWV at Peel Manor has progressed to 95 per cent completion but remains behind schedule. The move into the new building is now targeted for fall 2023.
 - The health system transformation has contributed to significant challenges in attaining substantial, sustainable funding for the ongoing operations of the service hub components of the SHWV at Peel Manor.
 - The SHWV at Peel Manor presents an important opportunity for the Region to demonstrate its continued commitment to a move towards a more progressive model of care.
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DISCUSSION

1. Background

Peel region continues to experience a demographic shift where seniors (individuals aged 65 and older) are the fastest growing age group. It is expected that by 2041, one in five residents in Peel will be over the age of 65. Between 2016-2021, Peel's population aged 65 and older grew by 20 per cent, while the growth in Peel's population aged 85 and over was even more rapid with a 26 per cent increase. Amongst other complex and chronic care needs, for every five years that an individual lives past 65, their chances of developing dementia doubles. As seniors are living longer, their needs and expectations for community and health services increase and become more complex, creating increasing pressures on the seniors' services and acute care sectors.

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The COVID-19 pandemic highlighted and exacerbated these pressures and reinforced the vulnerability of the oldest adults in our communities and the important role that governments play in providing high quality care along the seniors' care continuum. Although the Province has made increased investments in the long-term care (LTC) and hospital sectors over the past few years, there remains significant capacity issues. For example, as of this February, there were 2,456 people on the waitlists for the Region's five LTC homes. In addition, alternate level of care (ALC) beds continue to be in short supply. According to a March 2023 report from the Financial Accountability Office of Ontario, from 2022-23 to 2027-28, the Province has allocated \$21.3 billion less than will be needed to fund current health sector programs and deliver on its program expansion commitments in hospitals, home care and LTC.

To sustainably meet the needs of Peel's growing seniors' population, more progressive and upstream approaches to the delivery of care are required. When such upstream services are available, opportunities to maximize system value through cost avoidance (e.g., through reduction in ALC bed usage by seniors and reduced/avoided LTC admissions) emerge. In addition to improving system value, a more upstream-focused approach to seniors care also helps enable what the great majority of seniors want – the opportunity to age-in-place in their own homes and communities.

a) The Seniors Health and Wellness Village

A comprehensive building assessment of the current Peel Manor LTC Centre was completed in 2012 which identified that the home had reached the end of its useful life and significant funds would be needed to maintain the building. Recognizing the opportunity to develop an innovative solution that could help to address growing demand for services in the community, Regional Council directed staff to work with system partners to develop a strategic approach and conceptual plan for the provision of LTC and community support services at the Peel Manor site.

In June of 2014, Regional Council endorsed a site plan for a Seniors Health and Wellness Village (SHWV) to provide broader supports and services to Peel's aging population. In the years that followed, Peel Region conducted community engagement, completed a land swap with the City of Brampton, designed the new facility and park, and selected a construction vendor through a tender process. Construction of the new facility began in 2019.

The SHWV at Peel Manor will include the following major components:

- A 177 bed LTC home with an enhanced facility design that improves infection prevention and control
- Inclusion of 59 "Butterfly" dementia care beds, including a 29 bed Transitional Behaviour Support Unit (TBSU)
- Expanded Adult Day Services (ADS) serving up to 90 clients a day
- An 8 bed short-stay respite care centre
- A seniors-focused integrated health care clinic to serve clients and their caregivers
- Accessible dental care
- A café and shop to be operated as a social enterprise
- An emphasis on supporting a culturally diverse community and serving as a centre of excellence for dementia care

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b) LTC-related Design Enhancements

The SHWV at Peel Manor incorporates numerous design elements that will benefit LTC residents, families and staff, including:

- Features supportive of infection prevention and control (IPAC): IPAC-supporting designs include “basic” rooms that have separate bedroom spaces (with a shared washroom), and the inclusion of a dedicated isolation room on each floor.
- Abundant access to natural light: Multiple skylights, large windows, liberal use of glass panels in the home’s interior, as well as several outdoor patio areas, all contribute to a highly light-filled environment.
- Incorporation of modern technology: Extensive use of technology contributes to the comfort and safety of residents. Technology elements include wall-mounted flat panel TVs in all resident rooms, digital signage to support improved wayfinding and information sharing, and an advanced real-time location system that will contribute to safety of residents within the building.
- Designs supportive of emotion-based care: A key example of such design elements are the “Butterfly” home areas on the second floor that incorporate a variety of bright colours, and other features, to recreate a more home-like experience for residents.

c) The Service Hub and Integrated Care Model

The main floor of the SHWV at Peel Manor is intended to function as service hub aimed at meeting the needs of seniors in the community. The service hub staff will operate an integrated care model based on the evidence-informed best practices of the proven Program of All-Inclusive Care for the Elderly (PACE) out of the United States. The integrated care model is client-centred and includes strong, ongoing communication and collaboration between service providers, caregivers, and clients; it will enable at-risk seniors with dementia in the community to age-in-place for as long as possible.

The integrated care model is being developed iteratively currently operating in its third major iteration. Previous iterations have included the Region playing an integral role, as a partner within the Central West (CW) Ontario Health Team (OHT), in the development and implementation of an enhanced High Intensity Supports at Home Plus (HISH+) program; a coordinated wrap-around approach to care for complex clients within the CW OHT. Future iterations are scheduled to include better integration of primary care supports and improved use of technology to enable desired outcomes.

In April of 2021, Regional Council endorsed a phased roll-out approach for implementation of full services at the SHWV at Peel Manor. This phased roll-out included a 12-month pilot for the expansion of highly valued (e.g., 98+ per cent satisfaction rating) ADS and the introduction of short-stay respite. The pilot approach allows the Region to address the unmet demand for services while managing ongoing impacts to the Region’s budget and providing more time to align with evolving Provincial funding processes.

The vision for the SHWV at Peel Manor is to be the heart of a vibrant, thriving neighbourhood that enhances the quality of life and supports the wellbeing of those who live and work in the Village, and the surrounding community. Appendix I provides a visual look at the Peel Manor site after completion of all development on the campus.

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d) Ontario Health System Transformation

In 2019, the Ontario government passed new legislation, the *People's Health Care Act*, which supported the establishment of a new Crown agency, Ontario Health. *People's Health Care Act (2019)* marked the reorganization of Ontario's 14 Local Health Integration Networks (LHINs), and their functions, and supported the establishment of OHTs. This new structure provides a new, more local approach of organizing and delivering care. Under OHTs, health care providers (including hospitals, primary care practitioners, community support services, and home and community care support service providers) are intended to work as one coordinated team, regardless of the organization that they belong to.

The SHWV at Peel Manor falls within the geographical area of the CW OHT. In August 2021, the CW OHT's Collaboration Council endorsed the SHWV at Peel Manor initiative.

2. Findings

Over the past few years, considerable progress has been made in the implementation of the SHWV at Peel Manor. At the same time, many challenges have been faced.

a) Facility Construction

Construction of the SHWV at Peel Manor was awarded to Contractor, Buttcon Ltd, in August 2019 and they commenced the works on site as scheduled in September 2019. The Contractor's original schedule was to achieve "substantial performance" (i.e., when the building is ready for use for the intended purpose and so certified) by fall 2021 to enable the move-in of staff and residents by the end of November 2021. Due to the impacts of the COVID-19 pandemic, as well as other factors such as labour and material supply shortages and Contractor performance more generally, the target dates for substantial performance and move-in have been delayed multiple times.

For project planning purposes, since fall of 2022 and until recently, the project team had been targeting an updated substantial performance date of May 31st, 2023, and a move date (for residents and staff) of September 13th, 2023. Although substantial progress has been made over the past few months, and the overall facility construction has reached 95 per cent, the May 31st target for substantial performance became unachievable. The current forecast is that contractual substantial performance for facility construction will be achieved by July 31st, although there remains a risk of further delays.

b) Resident and Staff Move-In

In December 2022, the SHWV project team set and communicated an updated target move timing of "late summer or fall 2023". Based on the current status of facility development, a move into the new facility by late summer is no longer achievable. A late fall move-in, tentatively in November, is the new target. In May 2023, key Peel Manor stakeholders including residents, staff, families, and clients were informed of the updated forecast for move-in timing.

c) ADS Expansion and Short-Stay Respite Pilot

It will take at least a few weeks after move-in to ensure that residents, clients, and staff are fully comfortable in their new environment. As such, in light of the late 2023 target

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for move-in, the ADS Expansion and Short-Stay Respite pilot has been rescheduled to begin in January 2024 instead of 2023. This delay will allow for building operations and activities to stabilize prior to increasing service volumes.

d) Advocacy and Funding

Over the last few years, numerous actions have been taken to advocate for capital funding for the SHWV construction as well as for ongoing operational funding to sustain the new/additional service components being introduced. Although the advocacy efforts have resulted in small funding successes, considerable progress still needs to be made to ensure fair and sustainable funding from Provincial bodies.

Efforts to attain significant, new operational funding have been hampered by ongoing uncertainties associated with the overall health system transformation. For example, most recently, Ontario Health staff advised that going forward we will need to work with/through the CW OHT to submit a request for operational funding. This recent guidance may indicate that operational funding, if received, would flow to the CW OHT's fund holder (William Osler Health System), and that accountability agreements could potentially be held by the CW OHT instead of the Region directly. Discussions with staff from the CW OHT and Ontario Health will continue in the months ahead with the objective of clarifying the evolving funding framework and confirming appropriate next steps in support of the SHWV at Peel Manor.

3. Proposed Direction

The proposed direction is to: a) continue efforts to avoid/minimize further delays to the SHWV at Peel Manor construction and move-in; and b) continue efforts to attain sustainable operational funding for the SHWV at Peel Manor.

RISK CONSIDERATIONS

The three key risk considerations are:

1. **Social Risks** - The growth in Peel's seniors' population increases the risk that seniors-focused service capacity is unable to keep up with increasing service demands. Managing this risk requires a more progressive health care approach with increased focus on upstream interventions to help delay or avoid preventable hospital stays and LTC admissions. The SHWV at Peel Manor, through its service hub and integrated care model, will play an important role in supporting the transition towards this necessary approach.
2. **Economic Risk** - The continuing health system transformation, including evolving Provincial funding approaches, creates risk to the Region's ability to attain sustainable operational funding for the SHWV at Peel Manor service hub components. This risk is being managed through ongoing conversations and collaborations with Ontario Health, the CW OHT and other partner organizations.
3. **Infrastructure/Asset Risk** - There continues to be a risk of further delays to completion of construction of the SHWV at Peel Manor. Delays to the readiness of the new SHWV at Peel Manor also puts pressure on the sustainability of the existing Peel Manor facility. This risk is being managed through strong oversight of contractor performance on construction of the new building, as well as regular reviews and maintenance of the existing building's condition.

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FINANCIAL IMPLICATIONS

The one-year ADS and Respite Expansion pilot had been planned to start in July 2023. An amount of \$1.1 million was added for the pilot in the 2023 budget and the remaining portion was added to the 2024 forecast. No amount is expected to be spent in 2023. The budgeted Tax Rate Stabilization reserve draw to fund the pilot will be returned to the reserve at year end so there will be no net impact to the 2023 financial results.

The pilot is now delayed to January 1st, 2024, and the entire cost of the pilot, estimated at \$3 million, is proposed to be added to the 2024 budget through a budget request.

CONCLUSION

With the aging population in Peel, the way we approach seniors' health care needs to change. Although delayed, the SHWV at Peel Manor provides an important opportunity for the Region to demonstrate its continued commitment to a move towards a more progressive model of care and continue to be leaders in this space. With changes happening rapidly within the health care and governance systems, it is imperative this project is prioritized to secure funding beyond the first year of operation.

APPENDICES

Appendix I – Seniors Health and Wellness Village at Peel Manor Site - 2024+



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