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**Subject:** Hospice Niagara Request for Funding

**Report to:** Corporate Services Committee

**Report date:** Wednesday, April 14, 2021

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## **Recommendations**

1. That the Hospice Niagara Funding request of \$4 million **BE RECEIVED** for information.

## **Key Facts**

- On November 9, 2020 Hospice Niagara requested that Niagara Region consider a capital funding contribution of \$4 million to assist with the capital cost associated with increasing the number of hospice beds in Niagara
- The Region does not have a grant funding program, policy or funding source for such a request.
- Hospice Niagara's project is included in the Region's site plan co-located on the campus of the approved long-term care redevelopment initiative in Fort Erie.
- The original agreement between the Region and Hospice Niagara is that Hospice would receive the required land on Regional property while Hospice would fund the entire cost of construction. This would be similar to the arrangement on the Linhaven property in St. Catharines.

## **Financial Considerations**

The request from Hospice Niagara is \$4 million towards the total capital build of 20 new hospice beds in Niagara estimated at \$14 million. Currently, there is no legislated or policy expectation or obligation for municipalities or Region to provide capital funding for hospice residential facility builds. Hospice providers are able to apply/request capital funding from the province and also raise funds through fundraising/community contributions.

The Hospice Niagara request represents 1% of the Region's 2021 general levy. Additionally, Hospice Niagara requested and has been approved for the following \$670,756 from the local area municipalities confirmed up to the date of authoring this report:

- Fort Erie \$150,000
- Pelham \$ 85,000
- Port Colborne \$ 90,000
- Thorold \$ 90,756
- Welland \$255,000

## **Analysis**

Hospice Niagara's proposal is to provide 20 new hospice residence beds in Niagara at a cost of \$14 million. Hospice is planning to create 10 spaces in a build co-located on the same campus as the Gilmore Long Term Care home redevelopment in Fort Erie and a similar 10 bed build in Welland along side another LTC home redevelopment project led by Foyer Richelieu. Hospice Niagara has one existing hospice location in Niagara and it is co-located on the Linhaven campus site.

## **Background**

In Ontario, palliative care can be delivered in multiple different care settings:

- Individual homes
- Hospices
- LTC homes
- Hospitals

In Ontario, there is no cost to patients for medically necessary palliative care services in their homes, hospices, or hospitals. While residents of LTC homes may pay a co-payment, these funds represent the individual's contribution to food and accommodations as part of living at a LTC home and not for accessing palliative care services.

Through the Government of Ontario's Hospice Capital Program (HCP), financial assistance is provided for the development of new physical hospice spaces, associated with new beds funded by the province's Palliative and End of Life Strategy. The HCP does not fund the full cost of a hospice capital project, but provides a funding contribution based on the number of beds approved for each project, up to a maximum dollar contribution per bed cost. Capital costs that are above the province's proposed capital contribution is the responsibility of the requesting organization through their own funds. Typically, residential Hospices raise the additional necessary capital funding through fundraising/community contributions. The province does provide an Exceptional Circumstances Grant that is available for a requesting organization in the case that they

develop exceptional circumstances during the construction phase of their hospice, such that the organization can apply for additional ministry funding beyond the per bed maximum contribution.

The province, through Ontario Health/LHIN, provides operating funding for Hospice Residence beds as well. This funding is partial and requires Residential Hospice's to fundraise and secure community contributions to ensure that they are fully able to operate and cover additional operating expenses that are incurred. Currently, there is no legislated expectation or obligation for municipalities to provide funds for Residential Hospices to cover any operating or capital costs.

Currently, the Region has two LTC homes being redeveloped with a total capital budget of \$175 million:

- Linhaven Redevelopment: \$102 million cost and is funded with debt (\$86.5 million) and development charges (\$15.5 million).
- Gilmore Lodge Redevelopment: \$73 million cost (inclusive of the Hospice facility) and is funded with debt (\$58.022 million), development charges (\$9.078 million), grant (\$0.3 million) and an external contribution from Hospice Niagara (\$5.6 million) for construction costs of 10-bed residential program.
- MLTC will offset a part of this capital investment through a construction funding subsidy that is paid on a per bed per diem for twenty-five years.

The Hospice project will co-locate on Regional property and will benefit from not having to make an investment in the land. Based on an estimated apportionment of the area of the facility and required parking, the Region's cost of land attributed to the Hospice facility is approximately \$390,000. Hospice have also benefited from being part of the Region's master planning process, avoiding the cost of due diligence investigations (environmental site assessments, geotechnical, survey's etc), planning application fees and rezoning of the property.

Based on the original planning for this project no direct contributions to Hospice Niagara have been considered or budgeted by the Region at this time. The Region has no mandate within its core service to provide hospice care. Should council wish to consider this request it is important to note that there is also the potential to set precedent with this funding, which will create additional pressure to the Region's budgets in an environment where budgets are already constrained in the support core service delivery. Therefore, staff is not recommending supporting the additional request for funding.

Other public capital projects are anticipated over the same time period as the Regional LTC home redevelopment projects, not excluding hospital builds in the region. Most notably, there are 14 LTC homes also scheduled for redevelopment in Niagara (replacing existing beds as well as adding new beds), with significant estimated capital needs in the hundreds of millions of dollars.

### **Alternatives Reviewed**

If Council wishes to consider this request in 2021, it will require a budget amendment to incorporate the expense and funding source. As there is no funding available the amendment could only look to utilize reserve funding. The only reserve with a purpose broad enough for this expenditure is the Taxpayer Relief Reserve which, as per the year end report CSD 17-2021 report, is forecast with a balance of \$20.9 million and at 3.6% of gross budget expenses versus the 10% minimum as per the Reserve and Reserve Fund Policy.

If Council wishes to consider this request in the 2022 budget, it can be accommodated with a 1% increase in the levy. Alternatively, Hospice may consider a commitment over a number of years, which could reduce this levy impact. Many of the local area municipalities have considered requests over a period of 3 or 5 years.

### **Relationship to Council Strategic Priorities**

The Hospice investment may support Healthy and Vibrant Community strategic priority.

### **Other Pertinent Reports**

n/a

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#### **Recommended by:**

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**Submitted by:**

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*This report was prepared in consultation with Adrienne Jugley, Commissioner, Community Services, Henri Koning, Director Seniors Services and Mislav Koren, Senior Project Manager Facilities Construction*

**Appendices**

Appendix 1            Hospice Niagara Presentation

# Corporate Service Committee

Date: November 9, 2020

Presented by: Carol Nagy, Executive Director, Hospice Niagara



# The Project:

In Niagara, the pressure to fund new hospice beds builds has never been more real – and provided such an opportunity.

The redevelopment of two not-for-profit Long-term Care Homes (LTC) in Niagara presents a unique opportunity to co-locate and integrate hospice residences alongside homes making this important care a more sustainable option.

## Project will:

- Provide 20 new hospice residence beds in Niagara
- Bring 50-60 new health care jobs, many being professionals to Niagara
- \$14M of capital investment in Niagara's health care system
- Translate into \$500,000 annual local spending to each community
- Help more than 10,000 people across the region each year

# The Problem:

Providing equitable, safe access to health services for everyone in Niagara is a compelling social obligation that includes developing accessible hospice palliative care programs across the Region.

Dying is not just a medical event. It is a physical, social, spiritual, psychological life event affecting the patient and their family members.



HOSPICE PALLIATIVE CARE PLAYS AN IMPORTANT ROLE IN ENDING HALLWAY MEDICINE.

## **In Niagara, health care pressure will continue to mount:**

- Niagara has a high percentage of seniors living with chronic illness. Predicted 72% increase in chronic condition prevalence rates by 2036.
- 4<sup>th</sup> largest average of hallway bed conditions in Ontario
- 2<sup>nd</sup> highest hospital cost in 1997: Acute Palliative Care at \$118M
- Niagara's hospice bed count - 3 beds/100,000 vs. Auditor General recommended 7-10 beds/ per 100,000
- Four designated end-of-life beds in Fort Erie are closing in 2026
- Future of South Niagara hospitals and service transitions uncertain
- No increase planned for other hospital end-of-life units
- Niagara has a high percentage of seniors living with chronic illness.

*The Time to Act is Now*

# The Solution:

- Increase community hospice care capacity with the addition of 20 hospice beds to improve access to exceptional, compassionate care
  - 3 Hospice Palliative Care Centers of Excellence
    - North Niagara into Central and South Niagara
- Increase in-home and caregiver services across Region
- Investment of \$14M in capital construction – co-located and coordinated with 2 new LTCH builds
- Successful community fundraising campaign – endorsed by HN Board and launched in 2020
- Opening of 20, much needed, new hospice beds in Niagara by 2023

# Hospice Care

Planning for increased hospice beds will ensure that:

- Care is closer to more communities across the Region
- 900+ people will receive hospice care each year
- Including this much needed support for their family members during the last weeks of their loved-one's life



Up to 250 people  
die in hospice /yr  
\$1.3M saving  
on hospital acute care

**Current State**

# Hospice at Home

## Current State



Up to 1,800 people receive  
in home palliative care /yr

73% of these people die  
at home

\$7.2M savings in hospital  
acute care /yr

Planning for increased home hospice care will help  
an additional

- 2,400 people receive care at home
- while their caregiver's receive additional support  
as they provide care to their loved-one
- 500 more bereavement group opportunities will  
be available for all ages

# Hospice Palliative Care



Community-based hospice palliative care happens in people's homes and in hospice residences at a fraction of the cost of hospitals.

HOSPITAL END-OF-LIFE CARE = \$1,100 PER DAY

# Hospice Residences



Hospice residences are for people who need more care than home can provide but do not require the high cost of hospital care, and for those who choose to die at hospice.

HOSPICE CARE = \$465/DAY HOSPICE CARE

# Hospice at Home



Hospice at Home is coordinated care by a team of trained staff and volunteers who provide practical help and support the success of home care for people living and dying with chronic illnesses.

HOSPICE AT HOME = \$100/DAY

# Hospice Niagara Client and Caregiver Feedback

- 98%** Ranked the care of their loved-one as excellent
- 94%** Felt overall, all physical pain was addressed
- 100%** Felt they received respect and dignity
- 100%** Felt they were included in care planning and decisions
- 100%** Feel volunteers and staff met their needs

- ✓ By partnering with LTC, we will be able to provide more hospice care, for people in both English and French
- ✓ Integration with LTC and with other health partner(s) provides a model for future builds in smaller communities.
- ✓ Hospice expansion will maintain existing hospital end-of-life services at risk of closing and help manage increasing need for this care in Niagara
- ✓ Integration opportunities allow for sustainable growth
- ✓ The Ministry of Health has endorsed this plan moving forward by committing operational funding commitment. They have yet to endorse the \$4M provincial hospice capital grant policy.

**HOSPICE'S**  
proven record in  
**PARTNERSHIPS** and  
exceptional care will  
provide vital health care  
**COST SAVINGS**



Increasing capacity in hospice palliative care throughout our region moves Niagara toward a truly modern, connected health care system that nurtures close partnerships between Long-term Care, community, hospitals, home and hospice, and ensures that every person receives the high quality of care they expect and deserve.

# In Conclusion:

We all experience dying, death and bereavement. It touches each and every person multiple times. Supporting people to live well until last breath is a measure of our humanity and our society.



Together, we are in a unique position to develop a new economical expansion model for Hospice Palliative Care in Ontario that better addresses the needs within our community.

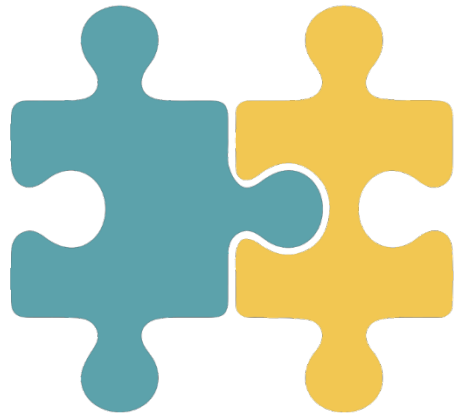
This forward-thinking solution that maintains globally recognized palliative standards of care, while leveraging strategic growth opportunities to create positive social impacts, will significantly reduce hospital costs and contribute to ending hallway medicine.

Hospice Palliative Care is the most cost effective way to ease health care costs in our congested hospitals. Helping families stay well through bereavement is compassionate and keeps our society functioning well.



The Ministry of Health has endorsed this plan moving forward by committing operational funding commitment  
They have yet to endorse the \$4M provincial hospice capital grant policy

# Request:



Regional Council consider a capital contribution to Hospice Niagara up to \$4M in the 2021 Budget process to help leverage provincial funding in support of 20 new hospice beds to better serve residents across Niagara.