



CITY OF HAMILTON
PUBLIC HEALTH SERVICES
Clinical and Preventive Services

TO:	Mayor and Members Board of Health
COMMITTEE DATE:	February 19, 2015
SUBJECT/REPORT NO:	Seniors Oral Health - BOH15010 (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Glenda McArthur (905) 546-2424, Ext. 6606 Dr. Ninh Tran (905) 546-2424, Ext. 7113
SUBMITTED BY: SIGNATURE:	Elizabeth Richardson, MD, MHSc, FRCPC Medical Officer of Health Public Health Services Department

RECOMMENDATION

- (a) That a Seniors' Oral Health Program be developed and implemented, at a cost of \$251,275 annually, to be funded from:
 - (i) The reallocation of the levy portion of the Children in Need of Treatment budget - \$200,315; and,
 - (ii) The reallocation of the levy portion of the Children in Need of Treatment Expansion Dental Program budget - \$50,960.
- (b) That Report BOH15010, respecting a Seniors' Oral Health Program, be referred to the 2015 budget process (GIC) for consideration.

EXECUTIVE SUMMARY

Seniors' access to oral health care was identified as an area of need in the 2013 Oral Health Status Report (BOH13015) to the Board of Health. The Board requested staff to bring back options to provide additional dental and oral health care services to seniors. Seniors experience significant financial and physical barriers to accessing oral health care. There are no provincially funded programs or services addressing seniors' oral health needs.

Staff conducted an environmental scan of dental services provided by other public health units in Ontario, as well as other provinces. The review highlighted that a number of municipalities offered specific dental programs and services for their senior's population, including Toronto, Peel and Halton. These municipalities either provided specific senior's funding for clinical dental services or outreach oral health programs and dental care services offered in public health unit operated clinics.

The Ministry of Health and Long-Term Care (MOHLTC) is in the process of uploading and centralizing several of the oral health programs for children and youth, including the Children in Need of Treatment (CINOT) program delivered by local public health units. While details of the plans and impacts of the upload have yet to be released, in January 2015, the MOHLTC directed Public Health Services (PHS) to budget the 2015 CINOT and CINOT Expansion programs at 7/12's of their 2014 levels. The current 25% municipal contribution to these oral health programs would no longer be required and could be used to address seniors' oral health needs.

Staff are recommending that Council consider, within the budget context, the reinvestment of the levy portion of the CINOT and CINOT Expansion dental program budgets to develop and implement a seniors' oral health program effective August 1, 2015. These funds would be used towards improving seniors' oral health through additional dedicated clinic hours for seniors at its Dental Clinic, which could commence August 1, and developing an outreach oral health program for seniors. Staff would report back at the end of 2015 on the plan for the ongoing seniors' oral health program with full implementation in 2016.

Alternatives for Consideration – See Page 7

FINANCIAL – STAFFING – LEGAL IMPLICATIONS (for recommendation(s) only)

Financial: Effective August 1, 2015, all claims payments to dental providers will be managed through a contracted agency procured by the MOHLTC. The 75% provincial subsidy for CINOT and CINOT Expansion will be re-invested into the new Healthy Smiles Ontario. The remaining 25% municipally funded portion will not be needed to fund CINOT and CINOT Expansion. This 25% portion could be used to address oral health for seniors.

The MOHLTC has directed that health units budget 7/12 of 2014 budget for 2015. The remaining 25% of municipal contribution for 2015 is \$104,690 and the full annualized amount is \$251,275.

	Full Year			5/12 Year		
Description	Gross Exp	Subsidy	Net Levy	Gross Exp	Subsidy	Net Levy
CINOT Claims Payment	\$801,260	(\$600,945)	\$200,315	\$333,860	(\$250,390)	\$83,460
CINOT Expansion Program	\$203,850	(\$152,890)	\$50,960	\$84,940	(\$63,700)	\$21,230
TOTAL	\$1,005,110	(\$753,835)	\$251,275	\$418,620	(\$314,090)	\$104,690

Staffing: A temporary Dental Hygienist would be hired to develop the outreach program, including further consultation with Halton and Toronto Public Health about their existing programs, and developing partnerships with other delivery agents such as Long Term Care Facilities (LTCF), Hamilton Community Care Access Centre (CCAC) and community care providers.

A temporary Clinical Dentist and Dental Assistant will be hired to provide dedicated treatment for seniors from August 2015 until December 2015.

Legal: There are no new legal issues associated with the recommendations.

HISTORICAL BACKGROUND (Chronology of events)

The longstanding focus of City of Hamilton dental clinic services has been clients and families in financial need who are unable to access other financial support for dental care. Over the years, the demand for service has evolved and now most clients of City clinics are adults. Seniors made up approximately 8% of Dental Clinic clients and 10.5% of Dental Bus clients treated in 2014.

Eligibility criteria for the clinics were established by Council in 2006 (Dental Clinics PH06003 (City Wide)). Staff utilize the low income cut-off (LICO) to determine eligibility for all new clinic clients. The clinic is staffed with dentists, hygienists, dental assistants and a receptionist. Services rendered include basic oral health care: examinations, X-rays, treatment planning, cleaning, fluoride treatments, sealants, fillings, extractions and some limited root canal therapy.

The Dental Bus also delivers dental care to the residents of the City of Hamilton in response to urgent dental issues. There are some limitations to the services that may be provided through this mobile clinic approach; some more complicated procedures

must be referred elsewhere. Service is provided on a first-come, first-served basis. The only criterion for eligibility of dental services on the Dental Bus is residency in the City of Hamilton. The treatment rendered on the bus generally addresses urgent issues.

Clients receiving financial benefits through Ontario Works, ODSP or low income programs are eligible for dental treatment through the related dental programs. Children up to their 18th birthday, with dental needs and financial hardship, are able to receive service through the CINOT or CINOT Expansion program. Currently clients within these programs receive service through private dentists, who then submit claims for payment to the City.

On April 22, 2013, PHS presented its Oral Health Status Report (BOH13015) to the Board of Health describing the oral health status and outlining the existing programs and services that address the oral health needs of Hamiltonians, including those of seniors. The report cited that 61% of adults aged 65 years and older had no dental insurance.

In the summer of 2013, PHS conducted an environmental scan of dental services provided by other health units in Ontario, as well as other provincial jurisdictions. The review highlighted that a few health units offered specific dental programs and services for their senior's population, including Toronto, Peel and Halton.

In December 2013, the Ontario government announced that it planned on integrating all of the provincially funded children and youth dental programs and services, including CINOT, CINOT Expansion, Healthy Smiles Ontario and OW/ODSP children. Currently, PHS manages the claims payment to dental providers that provide services through these provincial programs.

During the summer and fall of 2014, PHS explored options for improving seniors' oral health, including enhanced dedicated days and hours at its Dental Clinic specifically for seniors, as well as an outreach program such as those offered by Halton and Toronto. Further development of these options was put on hold until financial resources to support these strategies were identified.

Effective August 1, 2015, all claims payments to dental providers will be managed through a contracted agency procured by the MOHLTC. The 75% funding portion for CINOT and CINOT Expansion will be re-invested into the new Healthy Smiles Ontario. The remaining 25% municipally funded portion will not be needed to fund CINOT and CINOT Expansion. This 25% municipal portion could be used to address oral health for seniors.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Not Applicable

RELEVANT CONSULTATION

PHS consulted with health units in Ontario that provided dental services for seniors (i.e. Halton, Peel and Toronto) in order to gather additional details about their programs and services.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

(Include Performance Measurement/Benchmarking Data if applicable)

As previously reported in PHS Oral Health Status Report (BOH13015), oral health is an important health issue for seniors. As people age, their oral health may become worse due to medications, other medical conditions and limited mobility that affect their oral hygiene habits. In addition, seniors face additional barriers to accessing dental care due to cost, limited physical and cognitive abilities and transportation.

Only 39% of Hamiltonians aged 65 and older have dental insurance. Those that do have dental insurance have higher incomes, with only 28.4% of seniors with low income having dental insurance.

Though there are existing provincial programs and services for oral health for children and youth, there are no provincial oral health services offered for seniors.

In Hamilton, seniors are eligible to access oral health services for adults (18+) including:

- **Special Support Program:** City of Hamilton residents who require dental care can apply for funding for treatment. They must meet low-income criteria, and have no dental insurance or government coverage.
- **Dental Health Bus:** Residents with limited financing and no dental coverage who require dental care can access this mobile outreach unit. Located at six (6) community locations on a weekly basis.
- **PHS Dental Clinic:** Residents, who meet low-income criteria, have no dental insurance or government coverage, but who are not eligible for the Special Support Program, may access the Dental Clinic located at the Robert Thomson Building, 110 King Street West.
- **Ontario Works (OW):** Residents who are participants in OW, ODSP-dependent adults (not covered on ODSP dental card), and low-income adults and seniors not on any other social assistance program, are eligible for discretionary emergency dental benefits. Recipients, while not eligible for preventative care (cleaning, scaling, etc) through OW, do receive one course of preventive treatment per year through an arrangement between OW and PHS. The service is provided at the PHS dental clinic.

Although seniors can access the above programs, there are limitations to these services:

- 1) The Dental Health Bus and Dental Clinics are at capacity, with over 200 annual turnaways at the Dental Health Bus and a 6-month waiting list at the Dental Clinic for new clients.
- 2) Not all seniors are able to physically access these services due to transportation issues, physical and cognitive abilities, especially those living in long-term care facilities.

To address these limitations, three other health units in Ontario offered either specific senior's funding for clinical dental services or outreach oral health programs in addition to dental care services offered in public health unit operated clinics.

Public Health Unit	Types of Programs Offered for Seniors			
	Long-term Care Facilities (LTC) Screening and Training	Specific Seniors' Funding for Clinical Dental Services by Community Care Providers	Free Dental Care Offered in PHU-Operated Clinics	Special Supports Funding Offered
Halton	✓	✗	✓	✓
Peel	✗	✓	✓	✗
Toronto	✓	✗	✓	✗
Hamilton	✗	✗	✓	✓

A long-term oral health outreach program servicing residents at long-term care facilities is recommended as these residents are unable to access current oral health services in the community due to medical conditions limiting their mobility.

Staffing time would be required to develop this program including further consultations with Halton and Toronto Public Health about their existing programs, and developing partnerships with other delivering agents such as LTCFs, Hamilton CCAC and community care providers. A detailed proposed outreach model (e.g. service, reach, costs and partnerships) would be presented to Board of Health for approval by end of 2015.

As a bridging approach, PHS would increase its capacity at its Dental Clinic by hiring a dentist and dental assistant to provide dedicated hours and care for seniors from August 2015 until December 2015, prior to the outreach program.

# clinic days (August 1 - December 31)	# client appointments (8-10/day)
102 days	816-1020

ALTERNATIVES FOR CONSIDERATION

(Include Financial, Staffing, Legal and Policy Implications and Pros and Cons for each alternative)

- 1) Increase capacity at the Dental Clinic with no outreach to community seniors.

Financial Implications: \$104,690

Staffing Implications: 0.98 FTE Clinical Dentist, 0.98 FTE Dental Assistant

Legal Implications: None

Policy Implications: None

Pros: Improves access (for seniors living in community who have access to transportation and good mobility) to oral health treatment for seniors. Without using resources to develop outreach program, could hire additional FTE for Dentist and Dental Assistant allowing Dental Clinic to serve more clients

Cons: Clinic treatment would only assist those who are physically able to attend the Dental Clinic. Does not address needs of residents in LTCFs.

- 2) Develop outreach program and do not increase capacity at the Dental Clinic.

Financial Implications: \$16,769 (\$87,921 to be reallocated to other priorities)

Staffing Implications: 0.5 FTE Dental Hygienist to develop outreach program

Legal Implications: None

Policy Implications: None

Pros: Less financial and staffing implications in 2015, prior to implementing an oral health outreach program.

Cons: No additional seniors accessing oral health treatment in 2015 prior to the outreach program.

- 3) Provide seniors' funding for community care providers only. Community dental providers deliver fee-for-service, which is reimbursed by the municipality.

Financial Implications: Unknown

Staffing Implications: Would require administration of claims to be managed by staff or contracted out to another provider (similar to the provincial model).

Legal Implications: Requires fee-for-service agreements with community care providers, development of treatment guidelines and audit oversight.

Policy Implications: None

Pros: Seniors could access their preferred providers.

Cons: Does not address the needs of seniors who are unable to physically access oral health treatment. Would be difficult to manage costs/demands within available

budget. Peel Region currently spends \$1.3 million annually on such a program, with a wait list of 1,300 and wait times between 18-24 months.

4) No re-investment into seniors oral health care

Financial Implications: None

Staffing Implications: None

Legal Implications: None

Policy Implications: None

Pros: Net levy could be used to address other priorities.

Cons: Not able to address senior's oral health needs.

ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN

Strategic Priority #1

A Prosperous & Healthy Community

WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

- 1.5 Support the development and implementation of neighbourhood and City wide strategies that will improve the health and well-being of residents.

APPENDICES AND SCHEDULES ATTACHED

Not Applicable