



CITY OF HAMILTON
HEALTHY AND SAFE COMMUNITIES DEPARTMENT
Public Health Services – Healthy Families Division
and
Ontario Works Division

TO:	Chair and Members Healthy and Safe Communities Committee
COMMITTEE DATE:	September 10, 2018
SUBJECT/REPORT NO:	Proposal for Oral Health Program Enhancements (HSC18045) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Pat Armstrong (905) 546-2424 Ext. 7158 Meredith Mandryk-Kelly (905) 546-2424 Ext. 2182
SUBMITTED BY:	Jennifer Vickers-Manzin Director, Public Health Services - Healthy Families Division Healthy and Safe Communities Department
SIGNATURE:	
SUBMITTED BY:	Bonnie Elder Acting Director, Ontario Works Division Healthy and Safe Communities Department
SIGNATURE:	

RECOMMENDATION

- (a) That the General Manager of the Healthy and Safe Communities Department, or his designate, be authorized to accept the Proposal for Oral Health Program Enhancements, with funding in the amount of \$1,000,000 for the period 2018 – 2021, from Hamilton Community Foundation;
- (b) That the General Manager of the Healthy and Safe Communities Department, or his designate, be authorized to execute the Investment Plan Agreement between the City of Hamilton and the Hamilton Community Foundation, in a form satisfactory to the City Solicitor; and,
- (c) That the Public Health Services - Healthy Families Division Dental Bus program complement be increased by a 0.2 full-time equivalent Dentist and 0.2 full-time equivalent Dental Assistant during the length of the investment (2018-2021).

EXECUTIVE SUMMARY

The Hamilton Community Foundation (HCF) and the City of Hamilton's Healthy and Safe Communities Department are exploring opportunities to improve oral health outcomes for vulnerable populations in Hamilton.

Oral health is inextricably linked to overall health; it affects physical, mental and behavioural health. The effects of poor oral health on mental health and social outcomes, such as poor self-esteem, social isolation and employment opportunities are often not recognized. With early intervention most oral health issues are preventable. A focus on prevention has a high return on investment, ultimately saving both individual and system costs. Investing in oral health care improves both physical and mental well-being.

Currently, the provincially funded Healthy Smiles Ontario (HSO) program provides access to subsidized dental care for children 17 years old and under. The program is designed for lower income families in need of support. Access to subsidized dental care for adults is limited to emergency dental and denture treatment through Ontario Works. The Special Supports program provides partial denture coverage for low-income residents in Hamilton not in receipt of social assistance. This coverage often must be supplemented by the recipient. For many individuals living on a fixed income, the extra out of pocket expense is a barrier to care and impacts physical and mental well-being.

There are a few oral health care providers in the community that provide occasional pro bono work. Through 100% levy funding, the Healthy Families Division provides free dental treatment for low-income children and adults through a downtown dental clinic and the dental health bus. In 2016, the dental health bus turned away 494 clients.

In response to the City of Hamilton's Oral Health Report BOH18001, presented to the Board of Health on March 19, 2018, and in attempts to leverage existing services, the Healthy and Safe Communities Department is proposing an investment plan for the \$1,000,000. This will help to enhance three oral health programs to address service gaps and improve access to grant dollars for community initiatives for low-income priority populations. The proposed enhancements include:

- Increase access to dental services through the dental health bus by increasing Dental Assistant and Dentist time by one additional day per week (\$167,400 over three years - 2019 to 2021);
- Initiate a "Smile with Confidence" pilot program with Ontario Works clients. The goal is to support working-age adults, whose prospects of employability would benefit from dental care, to access dental care and denture coverage to improve confidence self-esteem as well as employability (\$318,000 over three years for 2019 to 2021);

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- Enhance supplemental denture coverage for eligible low-income seniors to improve quality of life and financial security (\$156,800 over 3.25 years in Q4 of 2018 to 2021);
- Increase access to grant dollars for community partners and grassroots programs that enhance access to services for vulnerable populations (\$100,000);
- Evaluation (\$57,800 over 3.25 years for 2019 to 2021); and,
- The remainder (\$200,000) will be endowed with the Hamilton Community Foundation for future investment.

An evaluation plan will be developed to monitor the impact of investments. Staff will continue to explore partnership opportunities, including potential provincial investments, to help sustain the progress of this work. Staff will report back on the status and impacts of the proposed investments.

FINANCIAL - STAFFING - LEGAL IMPLICATIONS

Financial:

The Oral Health Program Enhancements Investment Plan in the amount of \$1,000,000 will increase services by existing programs which will contribute to positive oral health for low-income adults and seniors in the City of Hamilton (including a temporary 0.2 full-time equivalent (FTE) Dentist and 0.2 full-time equivalent (FTE) Dental Assistant) as follows:

Hamilton Community Foundation Proposal and Timelines					
Annual Budget					
	2018	2019	2020	2021	Total over three years
Dental Health Bus (FTE)	N/A	\$47,744	\$48,698	\$49,673	\$146,116
Dental Bus Operational	N/A	\$7,000	\$7,140	\$7,144	\$21,284
"Smile with Confidence"	N/A	\$106,000	\$106,000	\$106,000	\$318,000*
Enhanced Denture Coverage for Seniors	\$9,800	\$49,000	\$49,000	\$49,000	\$156,800**
Community Grants	N/A	N/A	N/A	N/A	\$100,000
Evaluation Costs	\$7,800	\$18,000	\$16,000	\$16,000	\$57,800***
Endowment (HCF)	\$200,000	N/A	N/A	N/A	\$200,000
Total Investment	\$1,000,000				

*\$1,000/client times 100 clients/year; \$60/client for incentives/year

**\$450/client; 2018 (20 clients); 2019 to 2022 (100 clients/year); \$40/client incentives/year

***Evaluation costs including mailing, printing and bus tickets

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Staffing:

The Public Health Services - Healthy Families Division complement will increase by a 0.2 FTE Dentist and a 0.2 FTE Dental Assistant with the expanded service on the bus by one day per week over the period of investment (2018-2021).

Legal:

Legal Services will be engaged in the development of relevant agreements with the Hamilton Community Foundation and successful candidates from a Request for Proposals process, to initiate the proposed investments outlined in this report.

HISTORICAL BACKGROUND

In response to the City of Hamilton's Oral Health Report BOH18001, dated March 19, 2018, current programming and gaps in our community, as well as Hamilton Community Foundation (HCF) funder interest, HCF and Healthy and Safe Communities staff have been in dialogue to discuss options for improving oral health and related mental health for Hamilton citizens. After a public announcement, the HCF disclosed the sponsor as Green Shield Canada. For the company's 60th anniversary, Green Shield Canada's philanthropic arm has invested \$6,000,000 in six communities (Six 4 Six) across Canada, including \$1,000,000 for Hamilton. The online news release is attached as Appendix A to Report HSC18045. Oral and mental health were the two areas of interest identified by the company. Furthermore, it is important to the sponsor to increase access to oral health services for underinsured and uninsured Canadians.

In collaboration with the HCF, a proposed plan was drafted to include enhancements to existing services to address oral health inequities in Hamilton's vulnerable populations, including low-income adults and seniors.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

None.

RELEVANT CONSULTATION

Staff consulted with Corporate Services, Financial Planning, Administration, and Policy, Finance & Administration regarding the preparation of the proposed budget. The report was reviewed by the Manager, Finance and Administration, who provided a review of financial figures.

The City of Hamilton has conducted extensive consultation with the HCF to determine the most appropriate plan of action to meet the sponsor's requirements. HCF staff have reviewed the report and support the proposed investment plan.

Staff will be contacting community partners to:

- Explore further opportunities for community and grass roots programs to improve oral health outcomes for vulnerable populations; and
- Increase access to oral health services and to keep programs going over time.

Engagement will include the Hamilton Academy of Dentistry, Centre de Santé Communautaire, Community Health Centres and De dwa da dehs nye s Aboriginal Health Centre.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

Oral health is inextricably linked to overall health; it affects physical, mental and behavioural health. Many people think that good oral health simply means teeth without cavities. However, poor oral health increases the risk of cardiovascular and respiratory diseases, complications during pregnancy and childbirth, poor nutrition and many other conditions. The effects of poor oral health on mental health and social outcomes, such as poor self-esteem, social isolation and employment opportunities are often not recognized. Investing in oral health care improves both physical and mental well-being. A healthy mouth can impact how a person eats, sleeps and interacts with others while increasing self-esteem and confidence. Additionally, without the financial burden of oral health care costs, an individual's mental well-being improves. Ultimately, individuals who receive preventive oral health care need less treatment across their lifespan. A focus on prevention results in saving individual and system costs.

The proposed investments include:

- Increasing one day of Dentist and Dental Assistant chair time on the dental health bus. It is estimated that the increased 0.2FTE Dentist time and 0.2FTE Dental Assistant time and operating costs would be approximately \$167,400 over three years. In 2016, the City of Hamilton's dental health bus provided dental care to 1,965 eligible adults, seniors and children. In that same year, 494 clients were turned away at the bus due to a lack of resources, staff time and capacity. The increased FTE and operational costs will support the provision of services for approximately 350 more clients per year. This could also lead to less emergency room department visits. From April 2017 to March 2018, there were 1,737 emergency room department visits due to dental issues, 540 of which occurred during business hours Monday to Friday.
- Pilot a "Smile with Confidence" program based on a successful model developed and evaluated by The Region of Peel. Through Ontario Works, this program will identify working-age adults, whose prospects of employability would benefit from dental care, including preventive and restorative care as well as dentures. This program enhancement shifts the focus from emergency service to an early

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intervention and prevention model. The “Smile with Confidence” pilot will include 100 participants in year one, followed by an additional 100 participants annually in years two and three. The program will provide enhanced dental benefits over and above the existing Ontario Works dental and denture benefits based on individual treatment needs. The additional cost is estimated at \$318,000 over three years. It is expected that this program will lead to greater employment and a better quality of life. The Request for Proposals process for dentures and dental services for the “Smile with Confidence” program will be initiated to ensure that fair, consistent, and quality work is provided to participating clients.

- The Region of Peel’s “Smile with Confidence” program evaluation reported marked improvements in overall self-rated general health and oral health from baseline to six months.
 - All psychosocial and behaviour measures including self-consciousness, worry/concern, unhappy with appearance and limited contact all improved from baseline to six months.
 - Employability was measured with a job seeking self-efficacy survey. Results from this survey showed improvement across all 12 survey questions.
 - In particular, there was a 20% improvement in confidence and a 25% increase in employment status at six months from the baseline. Note, these are preliminary results and the evaluation is still in progress with follow-up results at 12 months pending.
(Source: Smile with Confidence, March 2018, Region of Peel)
- Supplement senior’s denture program to decrease costs and improve quality of life for 100 seniors per year, at a cost of \$156,800 over 3.25 years. The Special Supports unit of the Ontario Works Division in the City of Hamilton provides partial coverage for dentures for eligible seniors. Those who use this service must pay the difference out of pocket, which is estimated to be \$450 per denture. This cost is a barrier for many. It is expected this program will improve quality of life and reduce financial insecurity due to out-of-pocket costs for dentures.
- Increase access to grant dollars to support community programs to focus on oral health promotion and prevention (\$100,000). Programs will be required to meet the needs of the local community and align with the sponsor and Hamilton Community Foundation goals of this project. Therefore, criteria will be based on local data, support free oral health services, serve low-income and vulnerable populations, and make a difference in improving quality of life, mental health and well-being. This funding envelope will be held and administered by the HCF in consultation with staff from the Healthy and Safe Communities Department.
- Endowment of \$200,000 with the Hamilton Community Foundation for future investments in oral health services.

Monitoring and Reporting

Included in the proposal are estimated evaluation, incentive and operational costs associated with the “Smile with Confidence” program and the Denture program. Evaluation costs are expected to be approximately \$57,800 over 3.25 years and include mailing, bus tickets, printing and staff time to support the program enhancements and evaluation.

To evaluate impact, “Smile with Confidence” participants will be surveyed three times during the program at baseline, six months and 12 months. Denture clients will also be surveyed. Based on the evaluation, quality improvement adjustments will be made to improve process and/or service outcomes for the client. Surveys will be administered by staff from the Ontario Works Division and created and analyzed by staff from Public Health Services - Epidemiology and Evaluation Section. Staff will report to HCF as outlined in the agreement. Programs will report back to the Healthy and Safe Communities Committee. Over the three years of the proposed enhancement, there will be continued exploration of partnerships and opportunities, including potential provincial investments, to help sustain the progress of this work when the funding ends. If additional funding is not secured, program delivery models will return to previous service levels when the term of this initial funding has ended.

ALTERNATIVES FOR CONSIDERATION

None

ALIGNMENT TO THE 2016 - 2025 STRATEGIC PLAN

Healthy and Safe Communities

Hamilton is a safe and supportive city where people are active, healthy, and have a high quality of life.

APPENDICES AND SCHEDULES ATTACHED

Appendix A to Report HSC18045: New Release – Greenshield Announcement