
Report on Access to Long-Term Care in French in the Champlain Region

Summary

October 2020

Introduction

It has been clearly established that access to long-term care in French is a factor in quality and safety for Francophone seniors (Bowen, 2015; Nieboer, 2012; De Moissac and Bowen, 2018; Alzheimer Society of Canada, 2019). The French Language Health Services Network of Eastern Ontario (le Réseau) has therefore conducted a study of the French language services (FLS) capacity of long-term care homes (LTCHs) in the Champlain region. The objective of this study is to make recommendations on how to fill service gaps.

The Champlain region extends from Hawkesbury and Bainsville in the East to Deux-Rivières in the West. Geographically, the proportion of Champlain's population that is Francophone varies from one local area to another, ranging from 5% in the West to 42% in the East. It is thus important that expectations regarding FLS reflect these Francophone communities and that long-term care beds be distributed appropriately to meet FLS demand in an equitable manner.

In Ontario, there are four categories of LTCHs providing different levels of French language services – a full list of definitions for each category may be found in Appendix A:

- Category 1: agencies with a Francophone character,
- Category 2: designated health service providers,
- Category 3: identified health service providers, and
- Category 4: non-identified health service providers.

Note that if a long-term care home is managed by a municipality, it is not subject to the *French Language Services Act (FLSA)* and therefore cannot be designated.



On completion of the study, recommendations were developed. They can be grouped into three categories:

- Recommendations on official recognition of the Francophone character of certain LTCHs;
- Recommendations on the application of ministry ratios to determine the number of beds required to meet the accommodation needs of Francophones aged 75 and over; and
- Recommendations on distribution of newly announced long-term care beds in the Champlain region.

Official recognition | Homes with a Francophone character

A LTCH is a government agency that must comply not only with Ontario's *French Language Services Act, 1986*, but also with the *Long-Term Care Homes Act*. Under this Act, and *Ontario Regulation 79/10*, LTCHs whose cultural or religious character has been officially recognized can give priority to some residents on the basis of their linguistic origin¹. There is, however, no clearly defined link between the *Long-Term Care Homes Act* and the *FLSA*.

For a LTCH to establish a process for giving priority access on the basis of Francophone residents' linguistic origin, it must first obtain official recognition of its Francophone character. An agency recognized as having a Francophone character is an agency that is able to provide FLS on an active and permanent basis. Such an agency is also able to offer its residents a Francophone living environment that includes programming and activities in French.

In the absence of defined standards, the Francophone character of certain agencies is poorly understood and recognized in a variety of ways. Historically, this type of recognition was granted by District Health Councils, which were responsible for local health services planning until 2005. Local Health Integration Networks (LHINs) have retained this recognition but no additional LTCHs have been recognized as Francophone since the creation of the LHINs in 2006. Furthermore, criteria for clearly identifying and recognizing the Francophone character of a LTCH have never been established. Currently, the LHINs are transitioning to a new provincial structure.

Recommendation 1

That le Réseau, in collaboration with Ontario's other French language health planning entities, develop a project to define the criteria for recognition of an agency's Francophone character; and that these criteria be submitted to the Ministry of Long-Term Care for review and approval.

¹ The term "linguistic origin" is used in *Ontario Regulation 79/10* in the section on the keeping of waiting lists. However, no exact definition of linguistic origin is provided. In this study, the Inclusive Definition of Francophone adopted by the Ministry of Francophone Affairs (2009) has therefore been used: "Those persons whose mother tongue is French, plus those whose mother tongue is neither French nor English but have a particular knowledge of French as an Official Language and use French at home". (as quoted by le Réseau, 2016).

Current FLS capacity of long-term care homes

Methodology | Qualitative data: consultations with the Francophone community

Consultations with members of the Francophone community took place in the fall of 2018 in four communities in the Champlain region: Pembroke, Ottawa, Clarence Creek and Cornwall. Participants were Francophone seniors and their caregivers along with long-term care providers.

Methodology | Quantitative data

The quantitative data collected come from the 2016 Census of Canada, accountability agreements between the Champlain LHIN and LTCHs, and the mandatory annual FLS reports submitted by service providers. These reports were consulted via the OZi provincial electronic portal. FLS reporting requirements are greater for identified and designated service providers than for non-identified agencies. The quantitative analyses were based on 2018-19 data.

Calculations | Extrapolation from the ministry ratio

To determine the number of beds required for Francophones in LTCHs, the ministry ratio set out in Chart 1 was used and applied to the Francophone population aged 75 and over in each local area.

<u>Chart 1</u>			
Calculation of population/long-term care beds ratio as per Ministry of Long-Term Care			
Number of long-term care beds	=	Population aged 75 and over	x 85.7 beds per 1000 residents aged 75 and over

Current status | Champlain region

Table 1				
Number of beds in LTCHs providing French language services (required and existing) by local area in Champlain region				
Local area	Francophones aged 75 and over	Number of beds required for Francophones according to the Ministry of Long-Term Care ratio²	Number of long-term care beds in health service providers with a designation or the recognition of their Francophone character³	Gap for Francophones
Eastern Champlain Prescott-Russell	5,795	497	233	-55
Eastern Champlain Stormont, Dundas and Glengarry			209	
Eastern Ottawa	3,150	270	326	+56
Central Ottawa	5,660	485	220	-265
Western Ottawa	970	83	0	-83
Western Champlain	675	58	0	-58
Total	16,250	1,393	988	-405
Notes				
1. Statistics Canada, 2016 Census of Population.				
2. 85.7 beds per 1000 residents aged 75 and over.				
3. Champlain Local Health Integration Network, 2019.				

Recommendations | Origin

The recommendations are based on the information in Table 1, the views of the local population (community engagement sessions), and the linguistic capacity of the human resources already in place in LTCHs. The recommendations propose the identification of certain LTCHs and/or recognition of their Francophone character, designation or other relevant improvements to optimize FLS provision. A timeframe is also suggested to clarify expectations.

The recommendations do not include the four homes that already have a defined cultural or religious character (Villa Marconi, The Glebe Centre, Hillel Lodge, Tsi Ion Kwa Nonh So:te) or LTCHs that are managed by municipalities (agencies managed by the city of Ottawa, the city of Cornwall, and Prescott-Russell, Renfrew and Osgoode counties) and are therefore not subject to the *FLSA*.

Recommendations | By local area

The tables below present an overview of the number of LTC beds in each of Champlain's five local areas. The number of beds comes from documents produced by the Champlain LHIN and the long-term care accountability agreements between the LHIN and service providers. The number of beds includes all types of beds with the exception of beds that are currently in abeyance.

Eastern Champlain local area

The Eastern Champlain local area is located east of the city of Ottawa. Francophones make up 42% of the population of this local area. Given Francophones' considerable demographic weight, the number of Francophone beds in LTCHs should be substantial. Application of the ministry ratio indicates that 497 beds would be needed for the Francophones in this local area. Table 2 shows the number of beds currently providing French language services (beds for Francophones) and the potential number of beds if the recommendations are implemented (potential additional beds for Francophones) in LTCHs in the Eastern Champlain local area.

Recommendation 2

That, when criteria for recognition of the Francophone character of agencies providing health and long-term care services are implemented, the Centre d'accueil Roger-Séguin, Pinecrest Nursing Home and Champlain Long Term Care Residence be considered for recognition.

Recommendation 3

- a. That the Foyer St. Jacques Nursing Home submit a designation plan that meets the 34 designation requirements by April 30, 2021.
- b. That the Foyer St-Viateur Nursing Home submit a designation plan that meets the 34 designation requirements by April 30, 2021.
- c. That the Caressant Care Bourget Nursing Home submit a designation plan that meets the 34 designation requirements by April 30, 2021.

Recommendation 4

That recognition of the Francophone character of the Prescott and Russell Residence be considered by local health authorities once precise criteria for such recognition have been defined.

Table 2

**Current and potential French language services capacity in
LTCHs in the Eastern Champlain local area**

<i>County</i>	<i>Service provider</i>	<i>Category</i>	<i>Total beds</i>	<i>Beds for Francophones</i>	<i>Potential additional beds for Francophones</i>
County of Prescott-Russell	Centre d'accueil Roger-Séguin	D, F	113	113	
	Chartwell Champlain Long Term Care Residence	D, F	60	60	
	Pinecrest Nursing Home	D, F	60	60	
	Caressant Care Bourget	D	56		12
	Foyer St. Jacques	D	61		61
	Foyer St-Viateur	D	57		23
	Prescott and Russell Residence	NI, F	146		146
Sub-total			553	233	242
County of Stormont, Dundas and Glengarry	St. Joseph's Continuing Care Centre	D	150	133	
	Chartwell Lancaster Long Term Care Residence	D	60	60	
	The Palace	D	70	16	
	Dundas County Hospice	NI	98		
	Glen-Stor-Dun Lodge	NI	132		
	The Heartwood Long Term Care Home	NI	118		
	Maxville Manor	NI	122		
	Parisien Manor	NI	65		
	Sandfield Place	NI	53		
	Tsi Ion Kwa Nonh So:Te Adult Care Facility	NI	50		
	Woodland Villa	NI	111		
Sub-total			1,029	209	0
Total			1,582	442	242
Legend: D = designated I = identified NI = non-identified F = Francophone character recognized					

Eastern Ottawa local area

In the Eastern Ottawa local area, Francophones make up 29% of the population. Application of the ministry ratio indicates that 270 beds would be needed for Francophones in this local area. Table 3 shows the number of beds currently providing French language services and the potential number of beds if the recommendations are implemented in the LTCHs in this local area.

Recommendation 5

That the Madonna Care Community submit a designation plan that meets the 34 designation requirements by April 30, 2021.

Table 3					
Current and potential French language services capacity in LTCHs in the Eastern Ottawa local area					
<i>Local area</i>	<i>Service provider</i>	<i>Category</i>	<i>Total beds</i>	<i>Beds for Francophones</i>	<i>Potential additional beds for Francophones</i>
Eastern Ottawa	Montfort Long Term Care Home	D, F	128	128	
	Saint-Louis Residence	D, F	198	198	
	Madonna Care Community	I	160		148
	Extencicare Laurier Manor	NI	242		
	Manoir Marochel Manor	NI	64		
	Sarsfield Colonial Home	NI	46		
	Osgoode Care Centre	NI	100		
Total			938	326	148
Legend: D = designated I = identified NI = non-identified F = Francophone character recognized					

Central Ottawa local area

The Central Ottawa local area is located in the heart of the federal capital. It is the most densely populated local area in the Champlain region. Francophones make up about 15% of the population of this local area. Application of the ministry ratio indicates that 485 beds would be needed for the Francophones in this local area. Table 4 shows the number of beds currently providing French language services and the potential number of beds if the recommendations are implemented in LTCHs in this local area.

Recommendation 6

That the Perley and Rideau Veterans' Health Centre submit a plan for partial designation that meets the 34 designation requirements for the *Specialized Behavioural Support Unit* by April 30, 2021.

Recommendation 7

That St. Patrick's Home of Ottawa be identified and that it be given three years to develop a plan for designation under the *FLSA*.

Recommendation 8

That Carlingview Manor be identified and that it be given three years to develop a plan for designation under the *FLSA*.

<p align="center">Table 4</p> <p align="center">Current and potential French language services capacity in LTCHs in the Central Ottawa local area</p>					
<i>Local area</i>	<i>Service provider</i>	<i>Category</i>	<i>Total beds</i>	<i>Beds for Francophones</i>	<i>Potential additional beds for Francophones</i>
Central Ottawa	Élisabeth Bruyère Residence	D	71	60	
	Perley and Rideau Veterans' Health Centre	D	450		20
	Carlingview Manor**	D	152		20
	Centre d'accueil Champlain	NI, F	160	160	
	St. Patrick's Home of Ottawa	D	288		40
Total			1,121	220	80
<p>Legend: D = designated I = identified NI = non-identified F = Francophone character recognized</p>					

**Note: Although it is located in the Central Ottawa local area, Carlingview Manor lies on the edge of the Western Ottawa local area and also serves this population. The numbers in Tables 4 and 5 thus represent half of the beds.

Western Ottawa local area

The Western Ottawa local area has no LTCHs that are designated or identified to provide FLS. Francophones make up 8.9% of the population of this local area. However, as the Francophone population is growing, steps must be taken to provide FLS in LTCHs in this local area. Application

of the ministry ratio indicates that 83 beds would be needed for the Francophones in this local area. Table 5 shows the number of beds currently providing French language services and the potential number of beds if the recommendations are implemented in LTCHs in this local area.

Recommendation 9

That Extendicare West End Villa be identified and that it be given three years to develop a plan for designation under the *FLSA*.

Recommendation 10

That Granite Ridge Care Community be identified and that it be given three years to develop a plan for designation under the *FLSA*.

<u>Table 5</u>					
<u>Current and potential French language services capacity in</u>					
<u>LTCHs in the Western Ottawa local area</u>					
<i>Local area</i>	<i>Service provider</i>	<i>Category</i>	<i>Total beds</i>	<i>Beds for Francophones</i>	<i>Potential additional beds for Francophones</i>
Western Ottawa	Extendicare West End Villa	D	244		35
	Granite Ridge Care Community	D	224		7
	Carlingview Manor**	D	151		20
Total			619	0	62
Legend: D = designated I = identified NI = non-identified F = Francophone character recognized					

**Note: Although it is located in the Central Ottawa local area, Carlingview Manor lies on the edge of the Western Ottawa local area and also serves this population. The numbers in Tables 4 and 5 thus represent half of the beds.

Western Champlain local area

The Western Champlain local area currently has no LTCHs designated to provide FLS. This is the area with the lowest proportion of Francophones; they make up 5.5% of the local population. Francophones live mostly in Pembroke and surrounding area; this corresponds to the areas designated under the *FLSA* (City of Pembroke, Stafford and Westmeath townships). Application of the ministry ratio indicates that 58 beds would be needed for Francophones in this local area (Table 6).

Recommendation 11

- a. That Marianhill Long-Term Care and Community Support Services submit a plan for partial designation that meets the 34 designation requirements by April 30, 2021.
- b. That a 12-bed section in one wing of Marianhill Long-Term Care and Community Support Services be used to accommodate all their Francophone residents except in circumstances where these residents require specialized care; that these 12 beds be offered to Francophones first so that the bilingual human resources assigned to this wing are used to their full capacity.

Table 6					
<u>Current and potential French language services capacity in LTCHs in the Western Champlain local area</u>					
<i>Local area</i>	<i>Service provider</i>	<i>Category</i>	<i>Total beds</i>	<i>Beds for Francophones</i>	<i>Potential additional beds for Francophones</i>
Western Champlain	Marianhill Long-Term Care and Community Support Services	I	139		12
Total			139	0	12
Legend: D = designated I = identified NI = non-identified F = Francophone character recognized					

Looking ahead | Construction of new long-term care beds in Ontario

The Ministry of Long-Term Care has committed to creating a total of 15,000 new LTC beds. The Ministry has also committed to redeveloping 15,000 other beds. As of October 1, 2019, the Ministry indicated it had already funded 7,889 new beds, so a little over half of the planned beds. At present, le Réseau is not involved in the allocation of long-term care beds with regard to either the addition of beds to existing homes or the creation of new LTCHs.

Recommendation 12

That le Réseau be consulted and involved in the long-term care bed allocation and reorganization process in the Champlain region.

Table 8

Recommendations (R) regarding LTCHs in Champlain region by local area

Local area	Recognition of Francophone character of long-term care homes	Designation	Identification of additional long-term care homes
Eastern Champlain	<ul style="list-style-type: none"> ● Centre d'accueil Roger-Séguin (R2) ● Pinecrest Nursing Home (R2) ● Champlain Long-Term Care Residence (R2) ● Prescott and Russell Residence (R4) 	<ul style="list-style-type: none"> ● Foyer St. Jacques (R3) ● Foyer St-Viateur (R3) ● Caessant Care Bourget (R3) 	
Eastern Ottawa		<ul style="list-style-type: none"> ● Madonna Care Community (R5) 	
Central Ottawa		<ul style="list-style-type: none"> ● Perley and Rideau Veterans' Health Centre (R6) 	<ul style="list-style-type: none"> ● St. Patrick's Home of Ottawa (R7) ● Carlingview Manor (R8)
Western Ottawa			<ul style="list-style-type: none"> ● Extendicare West End Villa (R9) ● Granite Ridge Care Community (R10)
Western Champlain		<ul style="list-style-type: none"> ● Marianhill Long-Term Care and Community Support Services (R11) 	

<u>Table 9</u>				
Anticipated long-term care bed capacity by local area in Champlain region following adoption of the recommendations				
Local area	Number of beds needed for Francophones according to the Ministry of Long-Term Care ratio	Number of long-term care beds prior to the recommendations	Number of long-term care beds recommended	Number of beds following the recommendations
Eastern Champlain (Prescott-Russell)	497	233	242	+187
Eastern Champlain (Stormont, Dundas and Glengarry)		209	0	
Eastern Ottawa	270	326	148	+204
Central Ottawa	485	220	80	(185)
Western Ottawa	83	0	62	(21)
Western Champlain	58	0	12	(46)
Total	1,393	988	544	+139

Conclusion

Essentially, the recommendations proposed above are based on consultations with the Francophone population and on accessible long-term care bed data. Analysis of these data highlights the lack of precise criteria for recognizing the Francophone character of certain LTCHs.

Although the continuum of FLS provided to patients/clients and residents has been much improved over the last few decades, there is currently a shortage of long-term care beds for Francophones in all local areas studied, except Eastern Ottawa. In addition, two local areas – Western Ottawa and Western Champlain – currently have no LTCHs able to provide FLS. Implementation of the proposed recommendations would make continued improvement possible and reduce or fill a number of FLS gaps. This would ensure equitable access to quality long-term care in French.

Similarly, greater Réseau involvement in long-term care bed allocation and redevelopment would give the Francophone community of Eastern Ontario a stronger voice.

For more information about this report, please contact le Réseau.

Appendix A

LTCH Categories and FLS Capacity

Category 1: Agencies with a Francophone character

An agency recognized as having a Francophone character is an agency that is able to provide FLS on an active and permanent basis. Usually all of the agency's employees that have contact with residents speak French and are able to offer services in that language. Such an agency is also able to offer its residents a Francophone living environment that includes programming and activities in French.

Francophone residents who choose a LTCH with a Francophone character should, in theory, have priority access unless other residents have urgent needs; this is the same process as for other LTCHs whose religious or cultural character has been recognized. For example, in the Champlain region, there is a home for the Italian community (Villa Marconi), one for Asian communities (The Glebe Centre), one for the Jewish community (Hillel Lodge), and one for indigenous communities (Tsi Ion Kwa Nonh So:te).

In the Champlain region, there are three LTCHs whose Francophone character has been recognized. These three homes are the Saint-Louis Residence, the Montfort Long Term Care Home and the Centre d'accueil Champlain. The first two are located in the Eastern Ottawa local area, while the third is in Central Ottawa.

In the absence of defined standards, the Francophone character of agencies is poorly understood and recognized in a variety of ways. Historically, this type of recognition was granted by District Health Councils, which were responsible for local health services planning until 2005. The Champlain LHIN has retained this recognition, but no additional LTCHs have been recognized as having a Francophone character since the creation of the LHINs in 2006. Furthermore, criteria for clearly identifying and recognizing the Francophone character of a LTCH have never been established. It is therefore essential that clear criteria be defined to guide Francophones looking for a LTCH – and especially a living environment – that meets their linguistic and cultural needs.

Category 2: Designated health service providers

An agency that has been designated under Ontario's *French Language Services Act* meets the requirements set by the Ministry of Francophone Affairs. Designation is a legal and administrative procedure that currently has 34 requirements. This legislative and regulatory framework allows service providers to demonstrate that they have the capacity to provide FLS on a permanent basis while meeting the specific needs of the Francophone population they serve. When all of their services are designated (full designation), these agencies actively offer FLS on a permanent basis. With partial designation, only certain programs or services (in this case, certain units) are obliged to provide FLS. Every three years, a designated agency (partial or full designation) must also submit a statement of compliance to show that it is continuing to comply with designation requirements. Note that a designated service provider is deemed to have full capacity to provide FLS. However, these agencies are not obliged to provide a mainly or solely Francophone living environment. Francophone residents can therefore expect that some interactions will take place in English, especially with other residents.

The Champlain region has nine designated LTCHs, including two of the Francophone agencies mentioned above, namely the Saint-Louis Residence and the Montfort Long Term Care Home. (Municipal agencies are not subject to the *FLSA*; this is the case for the Centre d'accueil Champlain, which is operated by the city of Ottawa and cannot be designated.) Geographically, the designated LTCHs are in the Central Ottawa, Eastern Ottawa and Eastern Champlain local areas.

Category 3: Identified health service providers

Identified health service providers have an obligation to work towards obtaining their designation under the *FLSA*. Following their identification, they are expected to eventually (within a reasonable timeframe, normally three years) submit a designation plan. The identification process itself is not detailed in the *FLSA*. However, health service planning authorities, after analyzing local capacity and on the recommendation of stakeholders working in French language health services, use agency identification to improve access to FLS.

Identified agencies are in the FLS capacity development stage. They must analyze their resources and put in place mechanisms enabling them to provide FLS. Note that FLS are never guaranteed. However, identified agencies often have some FLS capacity among their human resources, at least in the Champlain region.

The region has five identified LTCHs: three in the Eastern Champlain local area, one in Eastern Ottawa and one in Western Champlain.

Category 4: Non-identified health service providers

Non-identified agencies have no obligation to provide FLS. But like identified agencies, they may still have some FLS capacity.

These agencies still have a responsibility to implement a strategy to address the needs of their Francophone residents, if any. These plans can include, for example, partnerships or use of interpreters.

Champlain region has 45 non-identified LTCHs. This number includes the Centre d'accueil Champlain, an agency recognized as Francophone but which, as a municipal LTCH, can be neither identified nor designated.

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