

OHT priority population

RISE brief 18: Resources to support population-health management for people who could benefit from a palliative approach to care (Last updated 27 January 2021)

Overview

Many OHTs selected people at the end of life and/or those who could benefit from a palliative approach to care as one of their priority populations and have established working groups focused on 'moving the needle' on quadruple-aim metrics for this population. While this brief focuses on people who could benefit from a palliative approach to care, three other briefs have been prepared that focus on each of the other priority populations that were frequently selected by cohort 1 OHTs (see Box 1).

Central to the work of OHTs is developing a populationhealth management plan, which includes four steps:

- 1) segmenting the priority population into groups with shared needs and access barriers;
- 2) co-designing care pathways and in-reach and out-reach services for each group;
- 3) implementing pathways and services in a way that reaches and is appropriate to each group; and
- 4) monitoring implementation and evaluating impact.

To support this work, RISE has:

- 1) updated RISE brief 6 on population-health management; and
- 2) developed a list of questions related to developing a population-health management plan (which is available as an appendix to RISE brief 6).

Box 1: Coverage of priority populations and OHT building blocks

This RISE brief addresses the third of four priority populations that were selected by cohort 1 OHTs:

- 1) older adults and/or people with chronic conditions;
- 2) people with mental health and addictions issues;
- 3) people who could benefit from a palliative approach to care; and
- 4) people at risk of or affected by COVID-19.

This RISE brief primarily addresses building block #4 and secondarily addresses building blocks #3, #5 and #8:

- 1) defined patient population
- 2) in-scope services
- patient partnership and community engagement
- 4) patient care and experience
- 5) digital health
- 6) leadership, accountability and governance
- 7) funding and incentive structure
- 8) performance measurement, quality improvement, and continuous learning

Palliative care is a continuum of services and supports that focuses on comfort and quality of life. The goal is for individuals to continue to live well, through meticulous attention to: controlling pain and other symptoms; supporting emotional, spiritual, and cultural needs; and maximizing functional status. This includes frequent symptom assessment, engaging in discussions about the goals of care, and tailoring treatment accordingly. A palliative approach to care can be introduced as early as diagnosis of a life-limiting illness, and may be integrated throughout the illness trajectory. Patients and families who would benefit from a palliative approach to care may be identified in any care setting, including in home and community care, primary care or acute care.

When undertaking population segmentation, OHTs will likely want to be sensitive to the diversity of patients and families who can benefit from a palliative approach to care. When co-designing care pathways and in-reach and outreach services, OHTs will likely want to consider the full continuum of palliative care. And when implementing pathways and services, OHTs will likely want to proactively identify and address palliative-care needs. Lastly, when monitoring and evaluating, organizations will need to incorporate planning for change and set realistic targets. A helpful tool to graphically depict the relationship between the resources required and the outcomes

desired is a logic model. The Health System Performance Network has developed logic model templates and other evaluation supports to aid in the implementation of OHTs (see resource section in step 4). More details on the four steps of population-health management can be found in <u>RISE brief 6</u>.

The need to carefully consider a population-health management approach has become increasingly clear during the COVID-19 pandemic. Traditional approaches to palliative-care services were challenged by concerns about transmission, time and staffing constraints, and visitor restrictions for those admitted to inpatient facilities. However, the pandemic has also been a significant source of innovation in palliative care, including: 1) using telemedicine and video equipment to support palliative approaches in a broader array of settings; 2) expanding home-based palliative approaches; and 3) connecting team members who otherwise may not be able to attend given current restrictions.

To be sensitive to the rapidly changing palliative-care landscape, OHTs will ideally develop their population-health management plans in collaboration with:

- 1) other OHTs focused on the same priority population;
- 2) experts who are aware of the many resources available in Ontario to support their efforts; and
- 3) experts who have experience with one or more of the four steps in population-health management.

As part of the first of these three types of collaborations, OHTs may wish to discuss together:

- 1) whether to seek agreement about whether the scope includes palliative care for all who could benefit from it (i.e., after a diagnosis of a life-limiting illness) or palliative care only for those at the top of the risk pyramid (e.g., those at the end of life and using acute-care services), and whether it excludes or includes medical assistance in dying, which is not considered by some to be part of a palliative approach to care (this RISE brief addresses the first framing in both of these choice sets); and
- 2) whether and how to differentiate their work from those focused on related priority populations, such as:
 - a. older adults and/or people with chronic conditions
 - b. people with mental health and addictions issues, and
 - c. people at risk of or affected by COVID-19.

Resources on these types of collaboration are available on the <u>RISE website</u> including those provided at the OHT Forum held February 2020. OHTs may benefit from continuing the conversation in the <u>online collaboratives</u> for each of the priority populations.

This RISE brief provides a first draft of a summary of the resources available to support the development of a population-health management plan for people who could benefit from palliative care. Priority was given to those resources that are provincial in scope and free to access. Once proposed additions and corrections from the OHT Forum and participating experts has been acted on, an updated version will be made publicly available through the RISE website and newsletter.

We have organized these resources into five groups:

- 1) resources related to each of the four steps in population-health management;
- 2) resources related to each of the eight OHT building blocks;
- 3) provincial organizations;
- 4) government-supported initiatives; and
- 5) key legislation.

Resources related to each of four steps in population-health management

While not always directly targeting or using language directly related to the four steps in population-health management (or the first four steps in a 'rapid learning and improvement' cycle to which they correspond), a number of resources can be drawn upon to inform these steps (Table 1).

Table 1: Resources by step in population-health management

Step	Resources
Step 1: Segmenting the population into groups (or population segments) with shared needs [or more generally identifying a problem (or goal) through an internal and external review]	 OHTs were each provided with a data package from the Ministry of Health that includes utilization and referral data on their attributed population, some of which may be relevant to understanding the needs of people who could benefit from a palliative approach to care Data and findings from available reports can be used to understand the current state of palliative care in Ontario, including: Ontario Health (Quality) report Palliative care at the end of life Ontario Palliative Care Network's Performance Summary Report and Regional Profile Tool (available by request through info@ontariopalliativecarenetwork.ca)
Step 2: Co-designing care pathways and in-reach and outreach services appropriate to each group [or more generally designing a solution based on data and evidence generated locally and elsewhere]	 Care standards and best practice guidelines can be used to design care pathways, including: Ontario Health (Quality) Quality standard for palliative care (and palliative care implementation support group) Registered Nurses Association of Ontario's best practice guidelines:
Step 3: Implementing pathways and services in a way that reaches and is appropriate to each group [or more generally implementing the plan, possibly in pilot and control settings] Step 4: Monitoring implementation and evaluating impact	 The Regional Palliative Care Networks can support planning for the integration of palliative-care services, addressing challenges, and linking teams with local initiatives Ontario Health (Quality) quality standard for palliative care includes a guide to getting started Hospice Palliative Care Ontario's toolkit helps to ensure healthcare consent and advance care-planning documents, resources and policies are compliant with Ontario's legal landscape Ontario Telemedicine Network offers remote access to palliative care through their Virtual Palliative Care project Implementation challenges can be discussed with others in the province through: Ontario Health (Quality) community of practice to support implementation of the Palliative Care Quality Improvement Indicator, or Hospice Palliative Care Ontario's communities of practice Ontario Health (Quality) quality standard for palliative care includes a measurement guide to support monitoring and evaluation Ontario Palliative Care Network's Performance summary report and regional profile
[or more generally evaluating to identify what does and does not work]	tool can help to track system level measures (available on request through info@ontariopalliativecarenetwork.ca)

Resources related to the OHT building blocks

A number of resources can also be drawn upon that relate to those OHT building blocks that are most connected to population-health management for people who could benefit from a palliative approach to care (Table 2).

Table 2: Resources by OHT building block

Building block	Resources
Building block #1: Defined patient population (who	See resources listed in step 1 of the population-health
is covered, and what does 'covered' mean?): Identified population and geography at maturity and target population for year 1. Process in place for building sustained care relationships with patients. High-volume service delivery target for year 1. Year 1 expectations: Patient access and service delivery target met. Number of patients with sustained care relationship reported. Plan in place for expanding target population. At maturity: Teams will be responsible for the health outcomes of the population within a geographic area that is defined based on local factors and how patients typically access care.	management table above
Building block #2: In-scope services (what is covered?): Existing capacity to deliver coordinated services across at least three sectors of care (especially hospital, home care, community care, and primary care). Plan in place to phase in the full continuum of care and include or expand primary-care services. Year 1 expectations: Additional partners identified for inclusion. Plan in place for expanding range and volume of services provided. Primary-care coverage for a significant portion of the population. At maturity: Teams will provide a full and coordinated continuum of care for all but the most highly specialized conditions to achieve better patient and population health outcomes.	See resources listed in step 2 of the population-health management table above
Building block #3: Patient partnership and community engagement (how are patients engaged?) - Demonstrated history of meaningful patient, family and caregiver engagement, and support from First Nations communities where applicable. Plan in place to include patients, families and caregivers in governance structure(s) and put in place patient leadership. Commitment to develop an integrated patient-engagement framework and patient-relations process. Adherence to the French Language Services Act, as applicable. Year 1 expectations: Patient declaration of values is in place. Patients, families and caregivers are included in governance structure(s) and patient leadership established. Patient-engagement framework, patient-relations process, and community-engagement plan are in place. At maturity: Teams will uphold the principles of patient partnership, community engagement, and system codesign. They will meaningfully engage and partner with and be driven by the needs of - patients, families, caregivers and the communities they service.	 Ontario Palliative Care Network created a guide to support providers with engaging patients and their families and caregivers in discussions about advance care planning, goals of care and consent Ontario Palliative Care Network has created a one-page guide for healthcare providers on person-centred decision-making Quality Hospice Palliative Care Coalition of Ontario has developed the Patient and caregiver declaration of rights at end-of-life (available by request through info@hpco.ca) Hospice Palliative Care Ontario developed a strategy on how to create compassionate communities Speak up Ontario created tools to support individuals, families and caregivers in advance care planning and designating a substitute decision-maker Cancer Care Ontario developed a palliative care toolkit for Indigenous communities which can be used to help support those with cancer who have palliative-care need

Building block Resources

Building block #4: Patient care and experience (how are patient experiences and outcomes measured and supported?): Plans in place to improve access, transitions and coordination, key measures of integration, patient self-management and health literacy, and digital access to health information. Existing capacity to coordinate care. Commitment to measure and improve patient experience and to offer 24/7 coordination and navigation services and virtual care.

Year 1 expectations: Care has been redesigned. Access, transitions and coordination, and integration have improved. Zero cold handoffs. 24/7 coordination and navigation services, self-management plans, health-literacy supports, and public information about the team's services are in place. Expanded virtual-care offerings and availability of digital access to health information. At maturity: Teams will offer patients, families and caregivers the highest quality care and best experience possible. 24/7 coordination and system-navigation services will be available to patients who need them. Patients will be able to access care and their own health information when and where they need it, including digitally, and transitions will be seamless.

- Ontario Palliative Care Network tools to support early identification provide guidance on preferred identification tools and assessment tools to support providers and system-level leadership in earlier identification of patients who would benefit from palliative care
- Ontario Palliative Care Network's <u>competency framework</u> provides a guide to palliative-care competencies required for every type of care provider/professional, from specialists to volunteers
- Ontario Palliative Care Network developed a glossary of terms and concepts related to palliative care
- Canadian Hospice Palliative Care Association developed a model to guide hospice palliative care to share a consistent, standardized approach to the delivery of care, education and advocacy
- Palliative Care Innovation offers a guide called <u>Re-thinking</u> palliative care in the community

• Significant expansion of the Ontario Telemedicine

their eConsult and Virtual Visit platforms

Network's supports for remote access to palliative care

through their Virtual Palliative Care project, and through

• Ontario Health (Quality) developed a coordinated care plan

approaches to meeting the patient's goals and support

updates driven by changes to the patient's status)

holistic care across programs, organizations, and sectors

(this is a living document that requires regular review and

template intended to streamline coordinated, collaborative

Building block #5: Digital health (how are data and digital solutions harnessed?): Demonstrated ability to digitally record and share information with one another and to adopt/provide digital options for decision support, operational insights, population-health management, and tracking/reporting key indicators. Single point of contact for digital health activities. Digital health gaps identified and plans in place to address gaps and share information across partners.

Year 1 expectations: Harmonized information-management plan in place. Increased adoption of digital-health tools. Plans in place to streamline and integrate point-of-service systems and use data to support patient care and population-health management.

At maturity: Teams will use digital-health solutions to support effective healthcare delivery, ongoing quality and performance improvement, and better patient experience.

 Resources that are not specific to this priority population are available through the <u>building block #6</u> section on the

RISE website

Building block #6: Leadership, accountability and governance (how are governance and delivery arrangements aligned, and how are providers engaged?): Team members are identified and some can demonstrate history of working together to provide integrated care. Plan in place for physician and clinical engagement and inclusion in leadership and/or governance structure(s). Commitment to the Ontario Health Team vision and goals, developing a strategic plan for the team, reflecting a central brand, and where applicable, putting in place formal agreements between team members.

Year 1 expectations: Agreements with ministry and between team members (where applicable) in place. Existing

Building block	Resources
accountabilities continue to be met. Strategic plan for the	Resources
team and central brand in place. Physician and clinical-	
engagement plan implemented.	
At maturity: Teams will determine their own governance	
structure(s). Each team will operate through a single	
clinical and fiscal accountability framework, which will	
*	
Building block #7: Funding and incentive structure	None available
include appropriate financial management and controls. Building block #7: Funding and incentive structure (how are financial arrangements aligned?): Demonstrated track record of responsible financial management and understanding of population costs and cost drivers. Commitment to working towards integrated funding envelope, identifying a single fundholder, and reinvesting savings to improve patient care. Year 1 expectations: Individual funding envelopes remain in place. Single fundholder identified. Improved understanding of cost data. At maturity: Teams will be prospectively funded through an integrated funding envelope based on the care needs of their attributed patient populations. Building block #8: Performance measurement, quality improvement, and continuous learning (how is rapid learning and improvement supported?): Demonstrated understanding of baseline performance on key integration measures and history of quality and performance improvement. Identified opportunities for reducing inappropriate variation and implementing clinical standards and best evidence. Commitment to collect data, pursue joint quality-improvement activities, engage in continuous learning, and champion integrated care. Year 1 expectations: Integrated quality-improvement plan in place for the following fiscal year. Progress made to reduce variation and implement clinical standards and best	 None available Ontario Health (Quality) included earlier identification for palliative care as a quality priority for the 2020/21 Quality Improvement Plan Ontario Health (Quality) hosts a community of practice for palliative-care implementation that specifically targets palliative-pain and symptom-management consultants Hospice Palliative Care Ontario hosts a number of communities of practice focused on different aspects of delivering palliative care for those with life-limiting illnesses Data on current palliative-care services in Ontario and system performance are featured in the following: Ontario Health (Quality) 2019 update of the palliative
evidence. Complete and accurate reporting on required indicators. Participation in central learning collaborative <i>At maturity</i> : Teams will provide care according to the best available evidence and clinical standards, with an ongoing focus on quality improvement. A standard set of indicators	 care at the end of life report Ontario Palliative Care Network's Performance Summary Report and Regional Profile Tool (available by request through info@ontariopalliativecarenetwork.ca)
aligned with the quadruple aim will measure performance and evaluate the extent to which Ontario Health Teams are providing integrated care, and performance will be reported.	

Provincial organizations as resources

A number of provincial organizations support the development, implementation, delivery, and evaluation of best practices for life-limiting illnesses in Ontario (Table 3). These organizations offer information, evidence and prepackaged resources relevant to OHTs' efforts to improve outcomes for people with life-limiting illnesses and their families and caregivers.

Table 3: Organizations as resources

Organization	Description
Ontario Palliative Care Network (OPCN)	 Partnership of community stakeholders, health-service providers and health-system planners given a mandate by the Ministry of Health to: Act as a principal advisor to the Ontario government for quality, coordinated palliative care in the province Be accountable for quality improvement, data and performance measurement and system-level coordination of palliative care in Ontario Support regional implementation of high-quality, high-value palliative care
Regional Palliative Care Networks	• Local network that plans, coordinates and improves the delivery of palliative care within each of the 14 regions (formerly matched to Local Health Integration Networks), and it includes clinical and administrative leadership with expertise in palliative care and who can help support service-delivery planning and integration
Palliative Care Consultants Network (PCCN)	Network of palliative-pain and symptom-management consultants that builds the capacity of healthcare providers to deliver palliative care
Pallium Canada	National, not-for-profit organization focused on building professional and community capacity to improve the quality and accessibility of palliative care
Hospice Palliative Care Ontario	Provincial association of hospices, palliative-care providers, professionals and volunteers that focuses on providing leadership, education and guidance for hospice palliative care in Ontario
Quality Hospice Palliative Care Coalition of Ontario	Partnership of organizations, universities and research institutions working at the provincial level in the hospice palliative-care field
Ontario Long Term Care Association	Association that promotes safe, quality long-term care to Ontario's seniors and aims to build excellence in long-term care through leadership, analysis, advocacy and member services
Ontario Centres for Learning, Research & Innovation in Long- Term Care	Network that carries out research, knowledge mobilization and education in the long-term care sector, including those related to palliative care, to ensure leading practices are adopted in Ontario
Alzheimer's Society of Ontario	Society that provides education and resources related to palliative care for providers and caregivers of individuals living with dementia at the late and end stages of the disease
Ontario Caregiver Coalition	Coalition that advocates and provides support for caregivers providing care for individuals along the illness continuum, which in many cases includes palliative care

Government-supported initiatives as resources

Many government-supported initiatives are underway that aim to increase access to, and quality of, palliative care in Ontario (Table 4). OHTs can draw on these existing initiatives to complement and strengthen their services for those who could benefit from a palliative approach to care.

Table 4: Other initiatives as resources

Initiative	Description
Palliative Care Facilitated Access Program	 Program to support providers in the prescription of high-strength opioids to individuals who require them for symptom management Coordinated by the Ontario Drug Benefit Program
Speak Up Ontario	 Tools and information regarding consent and advance-care planning for non-healthcare professionals, individuals with life-limiting illnesses, their families and caregivers Coordinated by Hospice Palliative Care Ontario and the National Advance Care Planning Task Group

Key legislation

While many pieces of legislation touch on the lives of those who could benefit from a palliative approach to care, two pieces of legislation are particularly key to the development of population-health management plans (Table 5). Additional information about relevant legislation, such as legislation that governs the places in which care is provided and the providers who deliver it, can be found in chapter 7 of *Ontario's health system: Key insights for engaged citizens, professionals and policymakers*, which is available for free online.

Table 5: Key legislation

Legislation	Description
Substitute Decisions Act	Governs what happens when someone does not have the capacity to make certain decisions about their own property or personal care
Health Care Consent Act	• Sets out rules for obtaining informed consent and determining capacity to consent with respect to treatment decisions, admissions to a care facility, and personal-assistance services

If OHTs choose to include services related to medical assistance in dying as part of their population-health management plans for this priority population, then the OHT would be responsible for ensuring that medical assistance in dying is provided in accordance with the federal *Criminal Code*, which sets out the rules for medical assistance in dying in Canada, including eligibility criteria and safeguards that must be followed. If OHTs are interested in learning more about the process of delivering medical assistance in dying services, the OHTs may access the Centre for Effective Practice's medical assistance in dying tool. They may also contact the provincial care co-ordination service, which provides clinicians, patients, caregivers, and the public with information regarding medical assistance in dying and other end-of-life options. The care co-ordination service information line is available 24 hours a day, seven days a week, and may be reached toll free at 1-866-286-4023 (TTY services available at 1-844-953-3350).

Additional tips about how to draw on evidence sources to improve patient care and experience can be found in RISE brief 9 on evidence sources.

As noted in the introduction, an updated version of this RISE brief will be made publicly available through the RISE website and newsletter once proposed additions and corrections from the OHT Forum and participating experts have been acted on. If you would like to propose additions or corrections, please email your input to rise@mcmaster.ca.

References

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RISE prepares both its own resources (like this RISE brief) that can support rapid learning and improvement, as well as provides a structured 'way in' to resources prepared by other partners and by the ministry. RISE is supported by a grant from the Ontario Ministry of Health to the McMaster Health Forum. The opinions, results, and conclusions are those of RISE and are independent of the ministry. No endorsement by the ministry is intended or should be inferred.

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