

House of Commons Standing Committee on Health

The Canadian Health Workforce Network on Labour Shortages, Working Conditions & the Care Economy

April 6th, 2022

The Canadian Health Workforce Network (CHWN) is keenly interested in HUMA's current deliberations on labour shortages, working conditions and the care economy, in particular its impact on Canada's health and personal care workforce. We are a pan-Canadian knowledge exchange network of researchers, decision-makers and other knowledge users, dedicated to bringing the best evidence to health workforce policy and decision makers for over a decade.

The Importance of the Health Workforce to the Care Economy

The care economy, which includes the provision of health and personal care, is a fundamental yet undervalued component of Canadian society.¹ In Canada, health and personal care workers account for more than 10 per cent of all employment and over two-thirds of all health-care spending, which amounted to \$175 billion in 2019, or nearly eight per cent of Canada's total GDP.² Recognizing these facts, <u>all</u> levels of government – federal, provincial, territorial, First Nations, Inuit and Metis - play an important role in sound policy development, strategic health workforce planning, and health system stewardship. Properly staffed, well-functioning health and personal care systems make for healthy workers, a healthier population, and a strong economy including the often-neglected care economy.

The Health and Personal Care Workforce is Highly Gendered

As with the care workforce in general,ⁱ women predominate in the health and personal care workforce. Women comprise 82 per cent of health workers in Canada,³ in contrast to 47 per cent in the total labour force. This surpasses the global rate of 75 per cent.⁴ From 1997 to 2016, the health sector employment increased approximately 69 per cent, almost twice that of the Canadian labour force. The proportion of women working in that sector grew at a faster pace than that of men (72 per cent versus 55 per cent).⁵

According to recently released data from CIHI (January 2022), the proportion of women and men in health and personal care professions are not evenly distributed, with much higher proportions of women working as midwives and dental assistants (both 99%), dental hygienists, dietitians and genetic counselors (all 97%) and regulated nurses (92%) but considerably lower among dentists (52%), physicians (56%), chiropractors (63%) and paramedics (64%).⁶

It is also racialized

Black, Indigenous and immigrant health and personal care workers are more likely to be on the frontline of the COVID-19 pandemic, in jobs that carry a high risk of exposure to infection and a reduced chance of essential protections such as personal protective equipment (PPE), paid sick leave or health benefits.⁷ Egregiously, we do not know the Indigenous or racial identity of health workers despite being required by



Federal Employment Equity legislation and part of the Truth and Reconciliation Commission's *Calls to Action* (specifically Calls 18-24) to increase the number of Indigenous health workers.⁸ There are no comprehensive Indigenous nor race-based data on the health and personal care workforce. We know anecdotally that there has been a disproportionate number of deaths from COVID-19 amongst Black and racialized health workers, concentrated in the lowest tier of the health workforce, especially in long-term care.⁹ We also know that immigrants make a significant contribution to Canada's health and care sector, yet the underutilization of immigrant skills is a matter of ethical and economic concern for Canada and for the source countries immigrant hail from.¹⁰

These facts have impact on working conditions in health & personal care

The highly gendered and racialized nature of health work also has implications for the invisibility of the endemic bullying, discrimination, sexual harassment and violence experienced in the health workplace.¹¹ This topic garnered interest by members of the House of Commons in their 2019 report, *Violence Facing Health Care Workers in Canada* where it was noted that health care workers are four times as likely to fact workplace violence than any other profession yet goes unreported due to a culture of acceptance.¹² Violence and harassment not only limits health workers' abilities to undertake their work, but it can also silence their voices with patients, managers and at leadership tables. The pre-pandemic report by the Canadian Federation of Nurses Unions, *Enough is Enough* warned us about how violence in the health sector is increasing, caused by understaffing, inadequate security and increased patient numbers.¹³ Women in the traditionally male-dominated profession of medicine are also more likely to experience incivility, bullying and harassment.¹⁴

It is no wonder why health and personal care work are ranked among the most stressful occupations,^{15,16,17} experiencing burnout,^{18,19} anxiety,^{20,21} depression,^{22,23} and PTSD.^{24,25, 26} These outcomes are tied, in part, to the organization of work within the health care settings: irregular and inflexible work schedules, shift work, and required overtime.²⁷ These challenges are also compounded by the emotionally demanding nature of this work - caring for patients and families through immensely challenging and stressful times leads to both compassion fatigue and moral distress.²⁸ Due to these intersecting factors, health workers are one and a half times more likely to be off work due to illness or disability than workers in other sectors of the Canadian economy.²⁹ These statistics predate the pandemic.

COVID-19 has significantly impacted health and personal care workers

These troubling trends have only exacerbated in the last 2 plus years of the COVID-19 pandemic. Frontline health workers have faced increased job demands,³⁰ complex and quickly evolving working environments and riskier working conditions, all while navigating chronic staffing shortages that preceded COVID-19.³¹

Data show that the pandemic has put additional stress on workers in the health sector, leading to elevated levels of psychological distress,³² which range from anxiety and depression to post-traumatic stress.³³ Health workers who work through endemics and pandemics are at greater risk for vicarious trauma, survivors' guilt, moral distress and compassion fatigue, all of which are directly correlated with burnout.^{34,35} Other evidence indicates that risks of contamination, appropriate personal protective



equipment, and worker safety have been common concerns/stressors for workers in health and personal care sector during the current pandemic.^{36,37}

A Statistics Canada survey of 18,000 health care workers found that 70 per cent of health care workers reported worsening mental health during the pandemic linked to their stressful working conditions.³⁸ Those who provided direct care for suspected or confirmed COVID-19 cases fared even worse. Health care workers have faced extended days, unmanageable workloads, cancelled vacation leaves, and moral distress.

The findings from the *Healthy Professional Worker* study involving over 4000 surveys and 400 interviews conducted between December 2020 and April 2021 has found that levels of mental health issues, distress, presenteeism and burnout among health workers were all significantly higher during the pandemic than pre-pandemic levels. Similarly, levels of burnout amongst Ontario physicians "increased to 72.9 per cent in 2021 from 66 per cent in 2020."³⁹ The length of the COVID-19 pandemic is also of significance. Data suggest that traumatic events of more than 6 months increase the longevity of the impact.⁴⁰

Overall, while health and personal care workers care for others, they have not received the support and care they need through proper staffing and supportive public policy. Indeed, the challenges they face can be traced to poor staffing and inadequate health workforce planning.¹²

This is causing unprecedented labour shortages which requires action

Many workers have left already and many more will leave the health care system in the wake of the pandemic. We are already seeing the pandemic's impact on the sustainability of health care services. In the 4th quarter of 2021, Statistics Canada reported the number of vacancies in health care and social services has increased dramatically during the pandemic to 126,000, the highest vacancy rate of any sector.⁴¹ Nurses, who have provided most of the hands-on care throughout the pandemic, have seen an alarming year-over-year increase in vacancies driven in large part by nurses leaving their jobs.⁴² Anecdotally we hear that this is playing out across many health and personal care workforces, but little data to confirm trends and factors influencing these decisions.

In addition to the evident poor treatment of individuals in the workforce, the COVID-19 pandemic has been especially difficult for women in the care economy. Deeply entrenched patriarchal values have caused women in the care economy to be highly marginalized. Throughout the pandemic, women (particularly BIPOC women) in the care work force have also been undervalued and overburdened.⁷ Cutbacks in health and personal care affect women workers disproportionately, but so too do investments.

Deeply ingrained structural issues

While the COVID-19 pandemic has exacerbated labour shortages within Canada, it is important to acknowledge that deeply ingrained structural issues existed long before the pandemic emerged. Seemingly over the past decade, vacancies and shortages in the workforce continue to develop due to



two core structural reasons. First, vacancies have emerged due to the growing disparity between the aging Canadian population and the skills required for employment.⁴³ As new technologies develop, new employment opportunities emerge that can help to improve an organization's ability to operate more effectively and efficiently, issues arise when individuals are not familiar with said approaches and have not been granted the means to update their skills.

A set of promising solutions for consideration⁴⁴

Building on the recommendation from the House of Commons Standing Committee on Health for "the Government of Canada [to] work with the provinces and territories to address staffing shortages in health care settings", we echo this call for the federal government to take the leadership role by enhancing health workforce data to enable more informed staffing decisions, optimize the contributions of the current workforce, and enable physically and psychologically safer workplaces.

Efforts should centre on three key elements that will improve data infrastructure, bolster knowledge creation, and inform decision-making activities:

- Foster the co-development of a minimum data standard and support enhanced health workforce data collection across all stakeholders;
- More timely, accessible, interactive and fit-for-purpose decision-support tools;
- Capacity building in health workforce data analytics, digital tool design, policy analysis and management science.

This vision requires leadership by the federal government and resources to create a coordinating body to support the collection of accurate, standardized and more complete data. We propose two data infrastructure and capacity-building recommendations as immediate priorities:

- 1. The federal government should create an initiative dedicated to enhancing and equity-informed standardized health workforce data, purpose-built for strategic planning and associated decision-making tools for targeted planning, through a specially earmarked contribution agreement with the Canadian Institute for Health Information (CIHI).
- 2. The federal government should invest in a targeted Canadian Institutes of Health Research (CIHR) administered fund to create a strategic training investment in health workforce research and a complementary signature initiative to fund integrated research projects that cut across the existing scientific institutes. These funds would help to address the less than 1% of funds dedicated to health workforce research⁴⁵ and help to contribute to the parallel need to build the capacity for health workforce analytics.

Building on these two necessary but insufficient building blocks, a co-ordinating national health workforce organization could be created through one of the following three options:

- 3.1. The federal government could create a dedicated agency with a mandate to enhance existing data infrastructure and decision-support tools for strategic planning, policy, and management across Canada.
- 3.2. Through a contribution agreement, the federal government could support the creation of an arm'slength, not-for-profit organization — a partnership for health workforce — as a steward of a renewed



strategy and to provide health labour market information, training, and management of human resources in the health sector, including support for recruitment and retention.

3.3. The federal government could support the creation of a robust, transparent, and accessible secretariat for a council on health workforce to improve data and decision-making infrastructures, and to bolster knowledge creation through dedicated funding to inform policy and decision-making and collaborate on topics of mutual interest across stakeholders.

Models for these kind of coordinating bodies already exist in Canada and are in place in nearly every OECD country to which Canada compares itself.

Because of the importance of the health workforce to Canada's economy and pandemic recovery, building the necessary infrastructure requires a sizable and sustained investment. *Continuing with the status quo should be recognized as the most expensive option.*

In conclusion, as we stated in an open Call to Action⁴⁶ signed onto by over 60 health-care organizations and 300 health workforce experts, "Canada's health workers have been here for all of us throughout the COVID-19 pandemic. It is time for us to be there for them. We call on the Government of Canada to support health workers by making significant and immediate investments to enhance the data infrastructure that provinces, territories, regions and training programs need to better plan for and support the health workforce."

Who is CHWN?

Established in 2011, <u>CHWN</u> seeks to be the Canadian source of health workforce information, making it accessible and valuable to support better health system decision-making. Our vision is: open, transparent, and evidence-informed health workforce decision-making supporting workers, patients, and health systems. We are organized by *sector* – primary, mental health, older adult and maternity care – and by *theme* – planning, equity, governance, mobility, interprofessionalism and healthy work environments. We value collaborating in partnerships; supporting decision-making based on available evidence; fostering equity of access, a diversity of participants and inclusion of different perspectives; effective communication of high-quality health workforce knowledge to a range of users and building capacity for health workforce science.



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- ⁵ <u>http://www5.statcan.gc.ca/cansim/a26?lang=eng&id=2820012</u>
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