



## **EMERGENCY & COMMUNITY SERVICES COMMITTEE REPORT 11-010**

1:30 p.m.

Thursday, September 8, 2011

Hamilton City Hall

Council Chambers

71 Main Street West

Hamilton, Ontario

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**Present:** Councillor S. Merulla, Chair  
Councillor, J. Partridge, Vice-Chair  
Councillors J. Farr, T. Jackson, B. McHattie, T. Whitehead

**Absent with  
Regrets:** Councillor S. Duvall – City Business  
Councillor B. Morelli – Personal

**Also Present:** J. A. Priel, General Manager, Community Services  
G. Hendry, Director, Social Housing & Homelessness  
J. Soldera, Director, Social Development & Early Childhood Services  
B. Browett, Director, EMS  
A. Grozelle, Legislative Assistant, City Clerk's Office

### **THE EMERGENCY AND COMMUNITY SERVICES COMMITTEE PRESENTS REPORT 11-010 AND RESPECTFULLY RECOMMENDS:**

**1. Neighbourhood Outdoor Ice Rinks (CS11069) (City Wide) (Item 5.2)**

That Report CS11069 respecting Neighbourhood Outdoor Ice Rinks be received.

**2. Investment in Affordable Housing for Ontario (CS11079) (City Wide) (Added  
Item 5.4)**

That Report CS11079 respecting the Investment in Affordable Housing for Ontario be received.

**3. City of Hamilton Domiciliary Hostel Program Review (CS10036(a)) (City Wide) (Item 7.1)**

That Report CS10036(a) respecting the City of Hamilton Domiciliary Hostel Program Review, be received.

**4. Domiciliary Hostel Per Diem Funding Options (CS11070) (City Wide) (Item 8.1)**

- (a) That Report CS11070 entitled Domiciliary Hostel Per Diem Funding Options, be received;
- (b) That the Mayor correspond with the Honourable Madeline Meilleur, Minister of Community and Social Services requesting:
  - (i) That the Domiciliary Hostel Program per diem rate be increased to \$55.00 with annual adjustments for inflation to reflect the actual costs of operating the service;
  - (ii) That the City of Hamilton be authorized to allocate any year-end surplus in the provincial subsidy portion of Domiciliary Hostel Program Costs for enhanced services or exceptional costs for the Domiciliary Hostel Program;
- (c) That any year-end surplus in the net levy portion of Domiciliary Hostel Program Costs be reallocated for enhanced services or exceptional costs for the Domiciliary Hostel Program.

**5. Residential Care Facility Subsidy Agreements (CS11049) (City Wide) (Item 8.2)**

- (a) That the General Manager of Community Services be authorized to enter into and sign the revised Residential Care Facility Subsidy Agreement with Residential Care Facility operators for delivery of the Domiciliary Hostel Subsidy;
- (b) That the General Manager of Community Services be authorized to terminate or refuse funding for operators who do not enter into the revised Residential Care Facility Subsidy Agreements.

**6. Purchasing for Food and Related Supplies (Red Hill Family Centre) (CS11072) (City Wide) (Item 8.3)**

That Sysco Canada Inc., Agropur Cooperative (Division Natrel), and J. and D. Foods be approved as single source vendors to be used for food and related supplies for the food service and nutrition programs at Red Hill Family Centre, for a period of three years.

**7. Hamilton Farmers' Market Sub-Committee Report 11-004 (Item 8.4)**

**(a) Protocol for Enforcing Compliance with By-Law No. 10-209 being a By-law to Regulate the Hamilton Farmers' Market and Stallholder Contracts (CS11052(a)) (Ward 2)(Outstanding Business List Item) (Item 8.1)**

- (i) That the Protocol for Enforcing By-law No. 10-209 being a By-law to Regulate the Hamilton Farmers' Market (Market By-law) and Stallholder Contract Compliance at the Hamilton Farmers' Market, attached to Hamilton Farmers' Market Sub-Committee Report 11-004 as Appendix "A" be approved;
- (ii) That a Set Fine Schedule for Market By-law infractions pursuant to the Provincial Offences Act be developed and submitted for approval by a Senior Regional Justice;
- (iii) That a communications strategy on the Protocol be developed to inform Stallholders.

**(b) Hamilton Farmers' Market Outstanding Issues Related to the New Location (CS11066) (Ward 2) (Item 8.2)**

That Report CS11066 respecting Hamilton Farmers' Market Outstanding Issues Related to the New Location be received.

**(c) Hamilton Farmers' Market Electrical (CS11065) (Ward 2) (Item 8.3)**

That Report CS11065 respecting Hamilton Farmers' Market Electrical be received.

**FOR THE INFORMATION OF COUNCIL:**

**(a) CHANGES TO THE AGENDA (Item 1)**

The Clerk advised of the following changes to the agenda:

- (i) If Committee approves delegation request Items 4.7 and 4.8, the delegations will address Committee today after the presentation in Item 7.1.
- (ii) Report CS11079 respecting Affordable Housing for Ontario is added as Item 5.4. Copies have been distributed.
- (iii) Item 6.2, which is a previously approved delegation from representatives of the Ontario Homes for Special Needs Association will also be heard after the presentation in Item 7.1

The agenda for the September 8, 2011 Emergency & Community Services Committee meeting was approved, as amended.

**(b) DECLARATIONS OF INTEREST (Item 2)**

There were none declared.

**(c) APPROVAL OF MINUTES OF PREVIOUS MEETING (Item 3)**

The Minutes of the June 22, 2011 meeting were approved as presented.

**(d) DELEGATION REQUESTS (Item 4)**

(i) The following delegation requests were approved to address Committee at a future meeting:

1. Ronald Watt, to present a Pilot Project Proposal concerning By-laws that pertain to the application of fire route signage within the Villages of Glancaster. (Referred from Planning June 21, 2011) (Item 4.1)
2. Carl Moore, to present a Pilot Project Proposal concerning By-laws that pertain to the application of fire route signage within the Villages of Glancaster. (Referred from Planning June 21, 2011) (Item 4.2)
3. Doug Woltz, to present a Pilot Project Proposal concerning By-laws that pertain to the application of fire route signage within the Villages of Glancaster. (Referred from Planning June 21, 2011) (Item 4.3)
4. Carol Cologna, The Kingsway, 329 Alex Doner Drive, Newmarket, to introduce a local program operating at 649 King Street East, Hamilton. This registered, non-profit organization is an outreach and drop in centre that supplies clothing, food and empowerment programs. (Item 4.4)
5. Shane Coleman, President, Hamilton Farmers' Market Inc., to express the stallholders' views regarding future governance. (Referred from the Hamilton Farmers' Market Sub-Committee on June 29, 2011) (Item 4.5)
6. Sally Palmer, Social Justice Strategic Committee (SJSC), respecting the Social Investment Strategy (Referred from GIC June 6, 2011) (Item 4.6)

(ii) The following delegation requests were approved and the Rules of Order were waived to allow the delegations to address Committee at today's meeting:

1. John Schalkwyk, Coalition of Residential Care Facilities Tenants, to address Committee today to advocate for Residential Care Facilities Tenants. (Item 4.7)
2. Jeffrey Neven, Homestead Christian Care, respecting Domiciliary Hostel Review (Item 4.8)

**(e) VOLUNTEER COMMITTEE MINUTES (Item 5.1)**

The following Volunteer Committee Minutes were received:

- (i) Seniors Advisory Committee Minutes, June 3, 2011
- (ii) Seniors Advisory Committee Minutes, July 8, 2011
- (iii) Hamilton Veterans Committee Minutes, May 10, 2011
- (iv) Tenant Advisory Committee Minutes, November 12, 2010
- (v) Tenant Advisory Committee Minutes, December 10, 2010
- (vi) Tenant Advisory Committee Minutes, June 10, 2011
- (vii) Tenant Advisory Committee Minutes, July 15, 2011

**(f) PUBLIC HEARING/DELEGATIONS (Item 6)**

(i) **Kate Crerar Bell, PEMEvents, 47 Westwood Avenue, Hamilton, to present research regarding value-for-money assessment of social services in Hamilton and suggest a means of improving those systems as a whole to reduce poverty while improving infrastructure. (No copy) (Approved June 22, 2011) (Item 6.1)**

Kate Crerar Bell was not in attendance.

On a Motion, Kate Crerar Bell will be given another opportunity to appear as a delegate at a future meeting of the Emergency & Community Services Committee.

**(g) CONSENT ITEMS (Item 5)**

(i) **Status and Next Steps St. Mark's Church, and Auchmar Estate (CS11076) (Wards 2 and 8) (Item 5.3)**

On a Motion, Report CS11076 respecting, Status and Next Steps St. Mark's Church, and Auchmar Estate was tabled to the September 14, 2011 meeting of Council.

(h) **STAFF PRESENTATIONS (Item 7)**

(i) **City of Hamilton Domiciliary Hostel Program Review (CS10036(a)) (City Wide) (Item 7.1)**

Ed Starr and Cassandra Vink from SHS Consulting addressed Committee with the aid of a PowerPoint presentation and hand-outs. Highlights included but were not limited to the following:

- Discussed the overall approach to the Domiciliary Hostel Review
- Discussed the consultation process and focus groups undertaken in research
- Gave an overview of the research methodology
- Discussed Room for Potential report provided to Councillors
- Provided a summary overview of the 29 recommendations made in the SHS Consulting report
- Discussed the vital role in domiciliary housing for meeting the housing needs of the City of Hamilton
- Indicated this form of housing support has become more important in the recent history
- Recommended that Council go on record with a motion supporting the importance of domiciliary hostels in the community
- Discussed that there were some gaps in supports provided to assist residents in meeting their full potential; however at large the residents were very happy with the services provided
- Indicated that the monthly personal needs benefit which is currently around \$133 indicating that this amount has only been increased by \$18 in 18 years
- Discussed how domiciliary hostel management can sometimes become an unofficial financial advisory to residents and this could lead to conflicts of interest, suggested that the City of Hamilton could provide supports in this regard
- Indicated that it is difficult for individuals to find out about potential tenancy opportunities
- Discussed that inter-departmental communications as well as communications with the domiciliary managers could help create a better overall understanding of domiciliary hostel issues
- Some domiciliary hostels have consistently high vacancy and were not using the beds or subsidies consistently whereas others often have long waiting lists
- Considered reallocating beds that are consistently vacant in their report
- Look specifically at the per diem funding which is provided at a ratio of 80% from the Province and 20% from the City of Hamilton
- Indicated that they do believe that the level should be increased from \$47.75 a day to \$55.

- Operators had some concerns around Schedule 20 which includes the standards and requirements of operating a Domiciliary Hostel/ Residential Care Facilities
- Provided some ideas on how to proceed with implementation of the recommendations of their report

Committee members had several questions. Highlights included but were not limited to the following:

- Councillor Farr asked how many domiciliary hostels the consultants visited
- Mr. Starr indicated that they attended three hostels to review the level of accommodations provided
- Councillor Farr asked how these sites were selected
- Ms. Vink indicated that this was done on a volunteer basis and was not done as a scientific survey of the hostels. She indicated that they sent letters to all 62 domiciliary hostels asking to visit their premises
  
- Councillor Whitehead asked about SHS Consulting's history
- Mr. Starr outlined the long history of the company in consulting on matters such as the domiciliary hostel review
- Councillor Whitehead asked about the personal benefits and the per diem
- Mr. Starr outlined the past history of the amounts and the involvement of the province in setting rates
- Councillor Whitehead asked about the zoning issue around Schedule 20
- Mr. Starr indicated that he was not aware of issues around zoning problems with work on an existing building but heard more concerns around the expansion or new construction
- Councillor Whitehead asked about capital lifecycle costs for domiciliary hostels
- Mr. Starr indicated that they looked at general costs for upkeep of the building and indicated that the per diem should be increased and there should be regular increases to match inflation
  
- Councillor Jackson asked about the importance of the domiciliary hostel operators and whether they would be included in the recommendation for Council support
- Mr. Starr indicated that supporting the independent operators is a very important part of this recommendation
- Councillor Jackson asked about the discussions and communications with domiciliary hostel operators and City Staff
- Mr. Starr indicated that they have seen during the consultation process that there has been a great deal accomplished in communications in this respect

- Councillor Jackson asked about the vacancies at some of the hostels and waiting list at others
- Ms. Vink indicated that a more formal referral process would help to address the vacancy/waiting list issues at many of the domiciliary hostels
  
- Councilor McHattie asked about the different categories of domiciliary hostels and the need for different hostels to provide different types of supports. He mentioned one hostel that had difficulties with obtaining building permits because of the specific service provided there
- Ms. Vink indicated that this issue could be better addressed with more communications between various City departments; however the building code is provincial legislation so there are limitations as to what can be achieved by the City of Hamilton
- Councillor McHattie asked if the 25% vacancy rate was at all attributable to difficulties hostel operators are encountering in red tape which has led to a decline in the overall maintenance of beds
- Mr. Starr indicated that this could be the case in some instances where domiciliary hostels operators have met bureaucratic delays
  
- Councillor Partridge asked if information is being provided online in reference to the City's domiciliary hostels
- Ms. Vink indicated that there is only a paper-based list that City staff provide when asked; however there isn't a readily-available listing online which is something they are recommending
- Councillor Partridge asked about how they would suggest targeting information to domiciliary residents about services they can access
- Mr. Starr indicated that improving the information that hostel residents, caregivers and families have of services provided by the City of Hamilton would be helpful for improving their quality of life
- Mr. Starr indicated that a residential support worker could work with residents to ensure that the level of care is in place and residents are provided with information and directed to the City services
  
- Councillor Whitehead asked about the holding of residents' beds for 28 days in case of hospitalization
- Ms. Vink indicated that the operator continues to receive their benefit for up to 28 days

The presentation by Ed Starr and Cassandra Vink of SHS Consulting, respecting the Domiciliary Hostel Review, was received.

1. **Representatives of the Ontario Homes for Special Needs Association (OHSNA) (John Iovio and Anthony Gagliese) to respond to the staff report respecting the Dom Hostels. (Item 6.2)**



John Iovio and Anthony Gagliese addressed Committee with the aid of a PowerPoint presentation. Their comments included but were not limited to the following:

- Thanked the consultants for their report
- Indicated that the Ontario Homes for Special Needs Association represents many area domiciliary hostel operators
- Discussed how some operators have raised concerns around the subsidy agreements as laid out in Item 8.2 on the agenda
- Discussed that the new provision of Schedule B into the subsidy agreements was troubling
- Indicated that this Schedule B was not discussed with the operators at their last Domiciliary Hostel Working Group meeting
- Recommended that Schedule B be removed from the subsidy contract agreements until discussed by the working group
- Discussed the financial burdens encountered by hostel operators regarding the AODA standard, fire retrofit costs and regular maintenance
- Indicated that their organization supports the \$55 per diem, although they feel even this figure falls short of the level of care that should be provided
- Indicated that they feel the City of Hamilton should be willing to provide funding if they decide to go beyond the monies provided by the Province
- Discussed using the OMPF fund to put toward domiciliary hostels
- Discussed that emergency shelters now get a per diem of \$53 which does not provide a full level of service of domiciliary hostels
- Indicated that the OHSNA supports many of the 29 recommendations of SHS Consulting
- Indicated the OHSNA opposes the recommendation of reallocating some of the beds and believes that a referral system would work better
- Indicated that there is the need to add Council representation to the Domiciliary Hostel Working Group as well as the General Manager of Community Services
- Believe that it is pivotal to work with the City of Hamilton and to advocate with the Province

The presenters responded to questions from Committee. Highlights included but were not limited to the following:

- Councillor Whitehead asked about the Schedule B issue raised during the presentation.

- Mr. Gagliese indicated that this item was not discussed with the Domiciliary Hostel Working Group.
- Staff indicated that Schedule B is a framework that has been provided by the Province to the City, although it may not have been discussed at the working group.
- Staff indicated that some operators were charging residents for items which the Province indicates are to be covered by the per diem.
- Councillor Whitehead asked about the cost of various hygiene materials.
- Staff indicated that this review didn't go into detail on those specific costs.
- Councillor Whitehead asked about the reallocation of beds
- Mr. Iovio indicated that reallocating beds would be a piecemeal solution and that working on a referral system would be a better way to deal with the problem.

The delegation by John Iovio and Anthony Gagliese, respecting the Domiciliary Hostel Review, was received.

**2. John Schalkwyk, Domiciliary Hostel Advisory Committee and Coalition of Residential Care Facilities Tenants, to advocate for Residential Care Facilities Tenants. (Item 4.7)**

John Schalkwyk addressed Committee and read from a prepared statement, copies of which were distributed and a copy was provided to the Committee Clerk for inclusion in the official record.

Councillors thanked Mr. Schalkwyk for his delegation.

The delegation by Mr. Schalkwyk, respecting the Domiciliary Hostel Review, was received.

**3. Jeffrey Neven, Homestead Christian Care, respecting Domiciliary Hostel Review (Item 4.8)**

Jeffrey Neven addressed Committee and read from a prepared statement. His comments included but were not limited to the following:

- Mr. Neven indicated that he was the Director of Operations for Homestead Christian Care which has been operating since 1974
- Discussed how the charitable group works largely with the help of community supports

- Thanked the City of Hamilton for moving forward with the domiciliary hostel review
- Discussed the need to address the domiciliary hostel overall model that was instituted in the 1960's
- Discussed how the report indicates that many residents would rather live in other accommodations
- Discussed that the domiciliary hostel system was set up for frail seniors; however 87% of the tenants are not seniors
- Around a third of tenants are looking toward rehabilitation and self betterment although opportunities are not being provided
- Urged Council to consider other options of housing and to innovate rather than continue to rely on domiciliary housing which in his opinion is an outdated system
- Indicated that innovation is what should be examined, not focusing on providing minimum standards

Mr. Neven responded to questions from Committee which included but were not limited to the following:

- Councillor Whitehead indicated that there are many factors why there is a waiting list at some residences and vacancies at others and these reasons go beyond the domiciliary hostel model
- Mr. Neven indicated that he was referencing examples from Waterloo. One example he used was a facility where 35 apartment units were provided, life skills were taught and the project received funding as a domiciliary hostel
- Councillor Whitehead asked about the different factors and impacts that are felt on individual domiciliary hostels
- Mr. Neven indicated that there are different issues that impact different hostels such as having lockable individual rooms, wheel chair access, staffing and services provided
- Mr. Neven indicated that domiciliary hostels are a business and in any business if you have provide a product that people are looking for, this remains true for hostels which should strive to provide better facilities and services

The delegation by Mr. Neven, respecting the Domiciliary Hostel Review, was received.

Committee approved the staff recommendations including the following subsection:

- (b) On a Motion, staff were directed to develop a work plan to address the recommendations contained in the City of Hamilton Domiciliary Hostel

Program Review (attached as Appendix A and B to Report CS100369(a)) and report back to Emergency and Community Services Committee by December 7, 2011.

**(h) DISCUSSION ITEMS (Item 8)**

**(i) Hamilton Farmers' Market Sub-Committee Report 11-004 (Item 8.4)**

**1. Delegation Request from Mr. Shane Coleman, Hamilton Farmers' Market Inc. (Recommendation 1)**

Committee noted that Recommendation 1 of the Report was dealt with as Committee approved Shane Coleman's delegation request which was Item 4.5 on the agenda.

**2. Hamilton Farmers' Market Outdoor Seasonal Market (Recommendation 5)**

(i) On a Motion, the Seasonal Outdoor Market at the Hamilton Farmers' Market was put on hold for Summer 2011 and that staff were directed to develop a revised program, in consultation with various stakeholders and the public, for a new 2011 Fall/Winter program that is Holiday specific;

(ii) On a Motion, staff were directed to develop a revised program to be implemented in 2012, for the Seasonal Outdoor Market at the Hamilton Farmers' Market, in consultation with various stakeholders and the public with options that may include existing stallholders and report back to the Hamilton Farmers' Market Sub-Committee

**(i) GENERAL INFORMATION (Item 11)**

**11.1 Outstanding Business List (Item 11.1)**

**(a) Proposed New Due Dates:**

On a Motion the due dates of the following Outstanding Business List Item was amended as outlined below:

- (i) Item "T" - Affordable Transit Pass (ATP) Pilot Program  
Current Due Date: September 8, 2011  
Proposed New Due Date: September 21, 2011

(b) Items deleted from the Outstanding Business List:

On a Motion, the following Items were noted as completed and removed from the Outstanding Business list:

- (i) Item "K" – City of Hamilton Domiciliary Hostel Program Review
- (ii) Item "R" – Volunteer usage of outdoor rinks to play ice hockey outlining benefits and alternatives
- (iii) Item "S" – Presentation from C. Cain and M. Power from the OHSN respecting various issues regarding the RCF's particularly the per diem.

(c) Item referred to General Issues Committee:

On a Motion the following Item was referred to the General Issues Committee Outstanding Business list with a due date of November 14, 2011:

- (i) Item "L" – Sports Field Management Strategy

**(j) ADJOURNMENT**

There being no further business, the Emergency & Community Services Committee meeting, adjourned at 3:47 p.m.

Respectfully submitted,

Councillor S. Merulla, Chair  
Emergency & Community Services Committee

Andy Grozelle  
Legislative Assistant  
September 8, 2011