



Hamilton

**CITY OF HAMILTON**

**COMMUNITY SERVICES DEPARTMENT  
Employment & Income Support Division**

<b>TO:</b> Chair and Members Emergency & Community Services Committee	<b>WARD(S) AFFECTED:</b> CITY WIDE
<b>COMMITTEE DATE:</b> October 4, 2012	
<b>SUBJECT/REPORT NO:</b> Ontario Works Addiction Services Initiative Budget (CS10086(a)) (City Wide)	
<b>SUBMITTED BY:</b> Joe-Anne Priel General Manager Community Services Department	<b>PREPARED BY:</b> Kerry Lubrick 905-546-2424 Ext. 4855 Lyne Gagné-Renwick 905-546-4800 Ext. 4825 Lynn Foye 905-546-4800 Ext. 5165
<b>SIGNATURE:</b>	

**RECOMMENDATION**

That the Addiction Services Initiative program continue and that, the municipal portion of the costs, for the 5 year period 2013-2017, forecast to be \$363,057, be funded through the Ontario Works Stabilization Reserve (Account #110044) as follows:

<b>Year</b>	<b>Projected Annual Draw from Reserve</b>
2013	\$120,454
2014	\$96,702
2015	\$72,951
2016	\$49,199
2017	\$23,751
2018	\$0
<b>Total</b>	<b>\$363,057.00</b>

**EXECUTIVE SUMMARY**

In October 2010, Council approved the implementation of the Ontario Works Addiction Services Initiative (OWASI). This endorsement was necessary for the City of Hamilton to be designated as an OWASI site by the Ministry of Community and Social Services (MCSS) and to be allocated the designated provincial funding specific to Addiction Services for 2011. Since this approval was received prior to the 2011 operational budget process, the municipal funding for this program was approved from the Ontario Works Stabilization Reserve (Account #110044) for the period of January 1, 2011 to June 30, 2012. An enhancement to the operating budget was submitted during the 2012 Budget process; however, Council decided that the OWASI would continue to be funded through the Ontario Works Stabilization Reserve (Account #110044) for the balance of 2012. Funding for the OWASI program is part of the provincial upload and is expected to be funded at 100% by the Province by 2018.

The Ontario Works Addiction Services Initiative (OWASI) offers specialized case facilitation and access to treatment services for Ontario Works participants who identify substance use as a barrier to employment. The service aims to support individuals in their long-term recovery from addiction and return to employment and ultimately, improved quality of life.

OWASI case facilitators help participants obtain necessities such as food, stable housing and employment supports, accompany individuals to medical and legal appointments, advocate for needed services and act as system navigators. Clinical social workers provide individual and group counselling for addiction and trauma. This innovative program also offers an extensive menu of social, recreational and therapeutic programming including art and music therapy, a collective kitchen and employment networking.

The OWASI program, which was implemented in 2011, was developed in collaboration with Alcohol, Drug & Gambling Services of Public Health Services and the Housing Services Division of Community Services. In this relatively short lifespan, early data shows that the local program is in alignment with provincial trends and shows positive outcomes as follows:

- 344 unique individuals engaged in OWASI
- Increased employment outcomes (11.11% vs. 10.2% for regular OW cases)
- Decreased average time on assistance (22.5 months vs. 26 months for regular OW cases)
- Realization of treatment goals including both alcohol abstinence (61%) and low risk drinking (78%)

***Alternatives for Consideration – see page 6***

**FINANCIAL / STAFFING / LEGAL IMPLICATIONS**

**Financial:**

The total municipal cost of this initiative for the period of January 1, 2013 to December 31, 2017 is \$363,057. This is scheduled to be uploaded to the Province by January 1, 2018.

The following chart shows the projected financial contribution required to maintain the OWASI program.

<b>Year</b>	<b>Projected Annual Draw from Reserve</b>
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2014	\$96,702
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<b>Total</b>	<b>\$363,057.00</b>

It is projected that there will be a year end balance of \$2,840.830 in the OW Stabilization reserve based on current commitments contingency staff hired to assist with the increased OW Caseload and ASI.

A report on the sustainability of the OW Stabilization Reserve will be presented to committee in November 2012.

**Staffing:**

Approval of this funding ensures the continued employment of 12 Full Time Equivalents.

- 7.6 FTE for the OW Case Management component (6 case managers, 1 Supervisor and 0.6 program secretary).
- 2.4 FTE for the Addictions Counselling component (2 Social Workers from Public Health Services, 0.4 program secretary,)
- 2 FTE Social Workers (Housing Services)

**Legal:**

There are no legal implications to Report CS10086(a).

**HISTORICAL BACKGROUND** (Chronology of events)

In 2010, the City of Hamilton was approached by the Ministry of Community and Social Services (MCSS) to join 16 other municipal sites across the province to deliver the Addiction Services Initiative (ASI), a targeted employment assistance activity. In addition to addressing the complex needs of Ontario Works participants, the ASI adds capacity to the community's addiction services system.

With Council's endorsement, Hamilton implemented the Ontario Works Addiction Services Initiative (OWASI) program in 2011. The program offers four addiction treatment groups as well as art and music therapy and drop-in programs. The OWASI program model facilitates timely access to supports and services and opportunities for social inclusion for participants.

The program has also provided funding for two of the three clinical social workers located in the Housing Services Division. The clinical social workers work in coordination with the ASI Program to provide both brief and intensive counselling to individuals who access the Emergency Shelter system. The work of the clinical social workers is part of the implementation strategy for the Blueprint for Emergency Shelter Services. This funding is a continuation of the work implemented as part of Finding Home Pilot project and supports the Transition to Homes Program that provides intensive case management for chronic shelter users.

The Addiction Services Initiative's deliberate focus is on the development of strong partnerships to support a streamlined, integrated service delivery model. A partnership with McMaster School of Rehabilitation Services enables participants to access Occupational Therapy (OT) services and supports. A partnership with the Acquired Brain Injury Outreach Program of Hamilton Health Sciences will see approximately 300 individuals (not all are part of the OWASI) in 2012 screened for head injury and connected to necessary support services.

OWASI staff have completed training in fundamentals of addiction, trauma, solution-focused approaches to case planning, participant centered care, motivational interviewing, violence against women, suicide intervention and compassion fatigue. OWASI team members continue to approach their work with skilled competency and assist OW participants in their journey to recover from addiction, return to the labour market and engage more fully in the community.

A participant in the program offered to share his success story for publication in the VOICE newsletter, a quarterly brochure that advises OW participants of new programs and opportunities (attached as Appendix A to Report CS10086(a)). Additionally, program participants provide valuable insight into what works in innovative ways, such as the mural completed as part of the art therapy program. The mural represents participants' journeys to recovery through reconnection to their community and depicts

the integrated nature of supports offered through OWASI. The OWASI mural has been accepted for permanent display through the Hamilton Waterfront Trust at Pier 4, Bayfront Park (attached as Appendix B to Report CS10086(a)).

To take advantage of the experience of the different Consolidated Municipal Service Managers (CMSM), ASI management staff from 17 sites across the Province sit on the ASI advisory committee. This committee provides instrumental consultation on an ongoing basis, including sharing best practises and discussing shared concerns.

### **POLICY IMPLICATIONS**

There are no policy implications associated with Report CS10086(a)

### **RELEVANT CONSULTATION**

Corporate Services Department, Finance and Administration were consulted regarding the budget requirements. Staff confirmed that the numbers provided are accurate and agree with the recommended funding sources.

### **ANALYSIS / RATIONALE FOR RECOMMENDATION**

The OWASI Team has engaged over 344 unique individuals and manages an active caseload of 300 participants. Ninety-four (94) ASI participants have obtained employment and a third (73%) of program participants are engaged in addiction treatment. Twenty-eight (28) participants have exited OW completely and of these, six (6) were granted benefits through the Ontario Disability Support Program (ODSP) and two (2) have begun post-secondary education. The average time on assistance across the ASI caseload is 22.5 months as compared to 26 months across the broader OW caseload. At the core of ASI success is the team's ability to provide the right supports, in the right sequence and in a timely manner. In addition, community outreach and engagement is an integral component of the program and ASI staff currently act as liaisons with more than a dozen community service agencies and programs.

The Hamilton OWASI program will continue to monitor employment outcomes, as well as other important indicators of employability such as progressive participation agreements, housing/family stability, improved physical and emotional health, and duration of stay on OW. Occupational Therapy students are currently conducting a literature review to determine what Quality of Life measurements may assist in capturing these soft outcomes on a consistent and ongoing basis. Staff is now in

consultation with Purchasing and Procurement to move forward with recruitment of personnel to conduct a local evaluation.

### **Monitoring and Evaluation**

The Province is currently undergoing the evaluation of the program in five municipalities where the Addiction Services Initiative has been piloted since its inception in 2001. Cathexis was contracted to evaluate outcomes based on:

- Increased employment readiness
- Reduction in the harm associated with substance use
- Economic value of the investment for the provincial government

The provincial evaluation, slated for release in the fall of 2012, will inform local outcome evaluation and provide direction with regards to program requirements.

Interim data analysis conducted by MCSS has substantiated positive findings reported across multiple sites. Specifically, MCSS reported 13% savings in financial assistance payments due to a reduction in payments to the ASI caseload as a result of participants' exit to employment (7%) combined with increased earnings (6%). Though more extensive data from the Provincial evaluation has not yet been formally released, the Commissioners for the Review of Social Assistance in Ontario have publicly referenced the ASI model as one that should be examined for wider implementation across the system.

The City of Ottawa, a delivery site with more extensive experience, reports that 18% of ASI participants exited the program in 2010 due to employment. Additionally, 21% transitioned from OWASI to the Ontario Disability Support Program (ODSP) with the assistance of the OWASI staff through intensive case management activities. Outcomes across the province continue to demonstrate the effectiveness of the program including research in Thunder Bay, which substantiates a significant return on investment.

As well, the results of a third party review of the ASI program commissioned by the Thunder Bay District Social Services Administration Board reported that:

*“Relative to the efficacy of program in respect of utilization of public funding, the Reviewer’s found that the TBDSSAB’s ASI program is providing an estimated 675% return on investment. Further, that a proportionate reduction in ASI services would come at a social cost through an increased strain on ambulance and fire services, utilization of hospital emergency room services, other health care and social service providers, police, the criminal justice system, probation and parole service and child and family services.”*

*“ ... ASI program has been effective in reducing substance use, improving mental health, social skills, basic needs and relationships, which are necessary to finding and maintaining employment, thus reducing the need for social assistance...”<sup>1</sup>*

## **ALTERNATIVES FOR CONSIDERATION**

That one time funding, in the amount of \$60,227, to cover the municipal portion of the costs associated with the delivery of the Addiction Services Initiative for the period of January 1, 2013 to June 30, 2013, be funded through the Ontario Works Stabilization Reserve (Account #110044) and staff be directed to submit a program enhancement for the costs required to continue the Addiction Services Initiative beyond June 30, 2013, to the 2013 Operating Budget Process for consideration.

### **Financial:**

\$60,227 will be required from the OW Stabilization Reserve for the period of January 1 to June 30, 2013. The funding required for the balance of the year and ongoing would be submitted as a Program Enhancement to the 2013 Operating Budget.

The municipal contribution towards this initiative will continue to decrease until 2018 when the program will be fully uploaded.

### **Staffing:**

Approval of this alternative funding would ensure the continued employment of the 12 Full Time Equivalents mentioned earlier in this report.

### **Legal:**

There are no legal implications to this alternative.

## **CORPORATE STRATEGIC PLAN (Linkage to Desired End Results)**

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

### ***Skilled, Innovative & Respectful Organization***

- ◆ A culture of excellence
- ◆ A skilled, adaptive and diverse workforce, i.e. more flexible staff

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<sup>1</sup>[http://www.tbdssab.ca/Assets/TBDSSAB+Folder/\\_assets/docs/TBDSSAB+Social+Assistance+Review+Submission.pdf](http://www.tbdssab.ca/Assets/TBDSSAB+Folder/_assets/docs/TBDSSAB+Social+Assistance+Review+Submission.pdf). Accessed August 25, 2011.

- ◆ More innovation, greater teamwork, better client focus
- ◆ An enabling work environment - respectful culture, well-being and safety, effective communication
- ◆ Opportunity for employee input in management decision making
- ◆ Council and SMT are recognized for their leadership and integrity

***Financial Sustainability***

- ◆ Financially Sustainable City by 2020

***Intergovernmental Relationships***

- ◆ Influence federal and provincial policy development to benefit Hamilton
- ◆ Acquire greater share of Provincial and Federal grants (including those that meet specific needs)
- ◆ Maintain effective relationships with other public agencies

***Growing Our Economy***

- ◆ An improved customer service

***Social Development***

- ◆ Everyone has a home they can afford that is well maintained and safe
- ◆ Hamilton residents are optimally employed earning a living wage
- ◆ Residents in need have access to adequate support services
- ◆ People participate in all aspects of community life without barriers or stigma

***Healthy Community***

- ◆ An engaged Citizenry
- ◆ Adequate access to food, water, shelter and income, safety, work, recreation and support for all (Human Services)
- ◆ Develop a mental health and addiction services coordination strategy between City of Hamilton and community partners to rationalize existing services and improve access to care (e.g. CREMS, social navigator)

**APPENDICES / SCHEDULES**

Appendix A to Report CS10086(a) – ASI Testimonials

Appendix B to Report CS10086(a) – The Art of Working through Addiction Challenges



NEWS FROM ONTARIO WORKS  
FALL 2011

# VOICE

## Community Services

*Si vous désirez traduire ce document en français s'il vous plaît contacter 905-546-2424 extension 3151, L'assurance Qualité et de Conformité.*

### **Beginning Today: A new addiction services initiative**

**R**ichard is 49 years old and first met his Addiction Service Initiative Case Facilitator 20 months ago.

Over the months they have developed a trust that has allowed Richard to feel comfortable sharing his story and work towards his current success.

The ASI program offers one-to-one meetings that provide referrals, assessments, connection to treatment and assistance with goal setting for people with addictions who would like to return to work. Richard has overcome conflict with the law and despite numerous medical complications has identified and gotten help to improve his physical and mental health.

Richard began using drugs as a teenager and has recently completed six months of residential treatment and successfully remained clean ever since. He continues to attend regular meetings and one-to-one counselling. Richard has just been accepted into subsidized housing and can regularly be found working out at a local gym. His dedication to improve his health is apparent in his physical appearance and attitude towards life.

**“Beginning Today”** is an Ontario Works program that helps individuals struggling with addictions. Are you struggling with alcohol or substance use? Is it stopping you from getting or keeping a job? If so, we may be able to help you.

Together with your Ontario Works Case Facilitator, we can look at treatment options and support you to access resources that may assist you in your journey to recovery. Beginning Today may also include working with an addictions counsellor, which means you don't have to do this alone.

Want to know more about this Addiction Services Initiative or participate in the program?

**Please call 905-546-2424 ext. 3627 or speak to your Ontario Works case manager to join the program as “Beginning today, we discover tomorrow.”**

***Congratulations Richard on your success!***

The Ontario Works Addiction Services Initiative – “Beginning Today” held their 1st Summer Picnic at Christie Conservation Area. The program hosted more than 30 participants who enjoyed swimming, bbq hot dogs and hamburgs, beach volleyball and bocce ball of course!

The Ontario Works Addiction Services Initiative has taken to heart the Caledon Institute of Social Policy’s recent recommendations that embedding recreational opportunities into social policy and programming makes good economic sense. Access to recreation and leisure is increasingly being recognized as fundamental to health and well-being, particularly for individuals living in poverty.

The benefits of such programming was brought home upon the return to the



office when, in the supplies, Addiction Services employees uncovered a lovely drawing of a flower with an inscription that read, “To Christine – From Ayanna, Thank you for making my Mom feel better.” Ayanna's mother Trina, a program participant, shared her daughter’s sentiments stating:

“I wanted to thank you sincerely for Wed. as it was a GREAT success as I see it! Especially for my girls too! :) I had a great time too! THAT was THE first BBQ I've ever attended WITHOUT alcohol in my life, sadly; but it made no difference. I still had a blast. I am proud to be part of the ASI team as I feel it's changed my overall view of

OW. For you I always say thank you for your unending support too. It's so comforting to know that SOMEONE is on my side, for once! :) Thanks for everything, and especially for making my difficult transitions easier and less shameful. You have truly left an imprint on my life for your kindness, firmness, and fairness. :)”

~ Trina

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Jack has been in receipt of Ontario Works since 1999 when he lost his employment as a result of substance use. He continued to drink and consumed approximately 18 beers per day until his involvement with the ASI program began one year ago. Sadly, the distance between Jack and his family became greater over time and he had more difficulty meeting people who were not consumed by their struggle with substance use.

During his involvement with the ASI program Jack has consistently attended individual and group sessions with the addiction counsellor and his ASI case

facilitator and has worked hard to develop new skills to manage risky situations. He has achieved his substance use goal to drink within the low risk drinking guidelines and will soon be discharged from the program to begin a full time pre-employment program (Helping Hands) which provides a stipend for participation. In addition, Jack has obtained subsidized housing, reconnected with family and attends regular medical appointments where his doctor recently confirmed that he was as "healthy as a horse!"

Jack credits the program for helping him make new friends and develop healthier relationships stating recently that he "truly cares about people now." As he feels that he is in a position to contribute positively he recently participated in a focus group which will help inform relapse prevention and aftercare for future program participants. Jack is a great example of someone who has been able to attend to overall wellness needs which allow for sustainable change and improved quality of life.

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John is a 23 year old male who has been in receipt of Ontario Works for the past year. In November of 2011 he was referred to the ASI program when he identified that he struggled with alcohol use. At the time of his intake with the program he was residing in a transitional home. Throughout his involvement with ASI, he has maintained regular attendance with AA and other community agency addiction counseling sessions. He worked through rebuilding family connections and moved back home to a supportive environment. He began taking a math course to reintroduce concepts and become accustomed to a routine and schedule again and completed the course with high marks. In September he will begin a two year full time college course funded through OSAP and celebrate 6 months sober.

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Georgia, mother of 2 has been in receipt of Ontario Works on and off since 2000. She has made incredible strides in her recovery over the past 2 years including relocating to Hamilton to be closer to her children. She has connected with numerous community supports and programs since her arrival in Hamilton with an aim to live healthy, reinvent her career and build a strong foundation for herself and her children. Georgia's participation in skills training and community volunteer work led her first to paid skills training and most recently to realize her longer term goal of securing full time, sustainable employment. She was referred to the ASI program in February 2012 when she expressed an interest in continuing to build a recovery support network.

Georgia has been an active participant in programming including one to one counseling with 2 counsellors within the ASI program, and art therapy. She has demonstrated a willingness to address difficult issues independently with an impressive clarity of purpose. She has clearly initiated action to enhance current

strengths, seek support and to address potential barriers toward recovery. In addition to full time employment Georgia has pursued further education and will begin a college preparatory course beginning in September that she hopes will help her return to her nursing career. Her biggest celebration however has been the return of her children from crown ward ship.

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# The Art of Working Through Addiction Challenges

By: Lynn Foye, Supervisor, Addiction Services Initiative



The Addiction Services Initiative program for Ontario Works participants is helping participants work through their challenges with substance abuse using art as therapy.

Art occurs on a bi-weekly schedule and is open (drop-in) therefore there are often different and new people in every session. This opportunity to engage in Art therapy regularly as an alternative intervention has such value that it is hard to depict in words. We receive incredible feedback from the participants, the art therapist and our counsellors.

In April, the participants began working on the art concept for one of two murals in progress. This first mural, involving more than a dozen participants and five program employees, was completed in six 2.5 hour-long sessions. and will soon be permanently displayed as part of the Hamilton Waterfront Trust at Bayfront park.

We are hoping that the mural will be accepted for display as part of the 6th annual Addiction Awareness Recovery Breakfast the week of September 26th.

Currently, participants are working on a mural which once finished will symbolize people's journey to recovery and reconnection with one another and their community. As we know, individuals who struggle with substance use often lose many family and friends, many connections that is, along the way. They experience boredom, isolation and social exclusion as a consequence of their struggle. In light of these challenges, the mural represents significant steps in their path to recovery and acts as a reminder that we are all a part of our community and have a role to play.