



**CITY OF HAMILTON**  
**COMMUNITY & EMERGENCY SERVICES DEPARTMENT**  
**Housing Services Division**

<b>TO:</b>	Chair and Members Emergency & Community Services Committee
<b>COMMITTEE DATE:</b>	September 8, 2014
<b>SUBJECT/REPORT NO:</b>	Pilot Project to Increase Access to Recreation Opportunities for Domiciliary Hostel Residents (CES14048) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
<b>PREPARED BY:</b>	Brian Kreps 905-546-2424 ext. 4329 Gillian Hendry 905-546-2424 ext. 4818
<b>SUBMITTED BY:</b>	Joe-Anne Priel General Manager Community & Emergency Services Department
<b>SIGNATURE:</b>	

**RECOMMENDATION**

That the General Manager of Community and Emergency Services Department or her designate, be authorized and directed to enter into a funding agreement for a pilot project, in a form satisfactory to the City Solicitor, with Wesley Urban Ministries for a total of \$80,000 to provide recreation opportunities for Domiciliary Hostel residents to be funded from Community Homelessness Prevention Initiative (CHPI) funding.

**EXECUTIVE SUMMARY**

*Room for Potential*, a review of Hamilton's Domiciliary Hostel Program was received by Council on September 14, 2011 (Report CS10036(a) – Domiciliary Hostel Program Review). Recommendations in the review highlighted the need to explore ways to improve the quality of life for people who live in Domiciliary Hostels and to increase their access to services such as recreation. Therefore it is now recommended that a pilot recreation project for Domiciliary Hostel residents be implemented for one-year (October 2014 to September 2015) through a service agreement with Wesley Urban Ministries. The pilot project will cost \$80,000 and will be funded from the additional CHPI funding that was recently announced by the Province.

Five Domiciliary Hostels will be selected to participate in the pilot project which is intended to improve the participation of the residents in recreation activities suited to their interests and needs. Homes will be selected that are in an area with a high concentration of Domiciliary Hostels.

The City will enter into a service agreement with Wesley Urban Ministries for the services of a recreation therapist and to conduct an evaluation of the pilot. Wesley Urban Ministries was chosen as the third-party delivery agent for the pilot as it is the

only program delivering targeted therapeutic recreational services for marginalized populations funded by the Housing Services Division. The Housing Services Division currently has a funding agreement with the agency for similar services through the Transitions to Homes Program. The recreation therapist will work with the five Domiciliary Hostels' staff and residents to develop a recreation plan specific to each home. The recreation plan will be a combination of activities to be delivered by the recreation therapist, Domiciliary Hostel staff or outside agencies.

Opportunities will also be created to link the residents with programs in City Recreation Centres and other recreation providers. New recreation programs may be developed to meet the needs of Domiciliary Hostel residents and implementation strategies will be developed to encourage the residents to engage in activities outside of the Domiciliary Hostel.

An evaluation will be conducted to determine the effectiveness of the pilot project. A follow-up report will be provided to Emergency and Community Services Committee in the last quarter of 2015 providing the evaluation results of the pilot.

***Alternatives for Consideration – Not Applicable***

**FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

**Financial:**

As part of the 2014 Ontario Budget, the Province announced that municipalities will receive a permanent increase in CHPI funding effective 2014 - 2015 matching the one-time transitional grant received in 2013 - 2014. On July 29, 2014, the City received a letter from Janet Hope, Assistant Deputy Minister of the Ministry of Municipal Affairs and Housing, confirming that there will be a Province-wide contribution of an additional \$42 million annually starting in 2014 - 2015. Although Hamilton's allocation was not confirmed in the letter, it is anticipated that the amount will be \$3.12 million based on the 2013 – 2014 one-time transitional grant amount. If the pilot is approved, CHPI funding will be used to fund the \$80,000 12-month project.

**Staffing:**

There are no staffing implications associated with Report CES14048.

**Legal:**

Legal Services would be consulted in the development of a service agreement with Wesley Urban Ministries for the delivery of the pilot project.

**HISTORICAL BACKGROUND**

On September 14, 2011, Council received a review of Hamilton's Domiciliary Hostel Program (Report CS10036(a) – Domiciliary Hostel Program Review). The review, entitled *Room for Potential*, contained recommendations relating to services and

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recreation opportunities for Domiciliary Hostel residents. The recommendations are listed below:

- That the City work with key stakeholders to implement a person-centred approach in the delivery of services within the Domiciliary Hostel Program;
- That the City explore ways to improve the quality of life of the residents through either the provision of additional direct service, purchase of service from community agencies or increased funding to the operators; and,
- That the residents and operators be informed, have access, and be provided with assistance in making use of various services available to all Hamilton Residents such as recreational opportunities.

A Domiciliary Hostel Review Implementation Committee was formed in April 2012 to ensure that a broad range of input was considered during the implementation process. The Committee is comprised of Residential Care Facility (RCF) Operators who deliver the Domiciliary Hostel Program, RCF residents, the Canadian Mental Health Association staff and Housing Help Centre staff.

Council received Report CS10036(c) – Domiciliary Hostel Program Review at its November 27, 2013 meeting. The report provided Council with an update on progress that was being made with the implementation of the recommendations in the report. Nine of the 29 recommendations have been completed and work is continuing on the remaining 20. It also reported that feedback from participants in the Domiciliary Hostel Program Review have indicated that larger steps should be taken to ensure case management and recreational supports are available to tenants.

### **POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

By approving the recommendation in Report CES14048, Council is approving Wesley Urban Ministries as the contractor for this Pilot Project. Under By-Law 13-317: A By-law to Adopt and Maintain a Procurement Policy for the City of Hamilton, the contract could be awarded to Wesley Urban Ministries as a single source under a Policy 11 with approval from the General Manager because it is under \$249,999. Wesley Urban Ministries as the desired contractor has been included in the report to give Council a complete understanding of the pilot project.

### **RELEVANT CONSULTATION**

The development of the recreation pilot project was informed by the Domiciliary Hostel Review Implementation Committee. The committee has provided input regarding the approach to select the homes that will participate in the pilot and the nature of the programming.

The Domiciliary Hostel Working Group, a committee of Domiciliary Hostel Operators and City staff, also provided input regarding the project. The Working Group discussed different options for the pilot and decided collectively that the scope of the pilot should focus on enhanced recreational supports and activities for a limited group of Domiciliary Hostels in a defined neighbourhood so that the impact of the pilot would be measurable. Additional consultation was conducted with the Canadian Mental Health Association, Wesley Urban Ministries, the City of Hamilton Recreation Services and the Homes for Special Care Program. This consultation confirmed the importance of developing recreation opportunities in the homes in conjunction with linkages to opportunities in the community.

### **ANALYSIS AND RATIONAL FOR RECOMMENDATION**

Recreation activities were chosen as the prime focus of the pilot because it represents an opportunity to make a concrete improvement in the lives of people living in the Domiciliary Hostels. The residents of Domiciliary Hostels live there because they have a condition that necessitates that they have access to 24 hour supervision and assistance with activities of daily living. The residents' conditions can create barriers to participating in recreation and other community activities. Furthermore, Domiciliary Hostel residents are only allowed to retain \$136 in personal needs allowance per month from their income which limits their ability to participate in recreational activities. Access to a greater scope of recreational activities of their choice has the potential to reduce the residents' sense of social isolation and increase their engagement with other residents and connection to the community. This will result in an increased sense of self-worth, personal health and quality of life for the individual resident.

The pilot project is designed to complement the recreational activities Domiciliary Hostel Operators are required to provide. The amount and nature of the programming varies from one home to another. Operators are often challenged by limited funding, staffing resources and limited skills to conduct recreation activities. Engaging and motivating residents to participate in activities can be time consuming and involves a specialized skill set. . The pilot project is intended to build capacity within the homes by working with staff and residents to develop recreation plans for the homes and develop appropriate activities. This will enhance the activities that are offered within the home. An important part of the recreation therapist's work will be connecting with the residents to help increase motivation to participate.

Community organizations such as the Canadian Mental Health Association and Wesley Urban Ministries provide recreation programming for targeted client groups but the Domiciliary Hostel Operators and community agencies have indicated that there are service gaps. One gap is the ability to bring a sufficient number of hours of activities into the homes as programs offered by agencies offer a limited number of hours of service per week. Another gap is the variety of activities. Domiciliary Hostel residents represent a very diverse group in terms of physical and mental capacity and interests. Through the development of recreation plans, the specific needs and interests of

residents can be more effectively targeted. A further gap is the flexibility to work individually with residents or groups of residents to link them with existing recreation opportunities in the community. Operators and residents may not be aware of options in the community. In other cases, residents may need a structured introduction to community programs. This may include attending with the recreation therapist who may be able to provide a supportive connection.

The pilot project will focus on a minimum of five Domiciliary Hostels and serve approximately 80 residents. Focusing on a small number of homes will allow the model to be tested and evaluated before a decision is made whether to roll out the program more widely. Given some of the challenges identified above, it is important that the recreation therapist have enough time to dedicate to working directly with the residents and the operators. The homes in the pilot project will be drawn from a geographic area with a large concentration of Domiciliary Hostels. This will also provide an opportunity to build on programs offered at existing City recreation facilities in the area.

The goals of the Recreation Pilot are to:

- Increase access to recreation services for participating residents;
- Increase participation in recreation services for participating residents;
- Improve the quality of life for participating residents, and;
- Improve the capacity of the participating Domiciliary Hostel Operators to provide recreation opportunities for participating residents.

An Advisory Committee for the pilot will be established comprised of City staff, Domiciliary Hostel Operators, residents and community partners. The Advisory Committee will meet to provide advice on delivery of the pilot and to provide input on the evaluation process. The Recreation Therapist will design the evaluation process which will include the participating residents' completion of a Quality of Life Survey before and after participation in the pilot.

The City will enter into a service agreement with Wesley Urban Ministries for the services of a recreation therapist and to conduct an evaluation of the pilot. Wesley Urban Ministries was chosen as the sole source delivery agent for the pilot as Housing Services Division currently has a funding agreement with the agency for similar services through the Transitions to Homes Program (T2H). Wesley has a proven track record for providing recreation services for vulnerable and marginalized populations that have risk factors common to many Domiciliary Hostel residents such as mental health issues, addictions and a lack of basic life skills. The T2H program has been successful in supporting many individuals with extensive shelter usage to permanent housing including Domiciliary Hostels with case management supports that include recreational activities.

**ALTERNATIVES FOR CONSIDERATION**

None

**ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN**

**Strategic Priority #2**

Valued & Sustainable Services

*WE deliver high quality services that meet citizen needs and expectations, in a cost effective and responsible manner.*

**Strategic Objective**

- 2.1 Implement processes to improve services, leverage technology and validate cost effectiveness and efficiencies across the Corporation.
- 2.3 Enhance customer service satisfaction.

**APPENDICES AND SCHEDULES ATTACHED**

None