

## **CITY OF HAMILTON**

# PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT Parking and By-law Services Division

TO: Chair and Members WARD(S) AFFECTED: CITY WIDE Planning Committee **COMMITTEE DATE:** May 1, 2012 SUBJECT/REPORT NO: Community Mediation Services for Municipal Law Enforcement (PED11181(a)) (City Wide) **SUBMITTED BY:** PREPARED BY: Tim McCabe Shawn DeJager 905-546-2424 Ext.4721 Joe Xamin 905-546-2424 Ext.6656 General Manager Planning and Economic Development Marty Hazell 905-546-2424 Ext.4588 Department SIGNATURE:

#### RECOMMENDATION

- (a) That staff negotiate with Community Justice Initiatives for a 24 month pilot project to provide community mediation services for the Municipal Law Enforcement (MLE) Section;
- (b) That staff report back to Planning Committee within three months with the full details, including the terms, conditions and costs of the proposed pilot project.

#### **EXECUTIVE SUMMARY**

On October 18, 2011 Committee approved Report PED11181 Mediation Services for Municipal Law Enforcement (MLE) which outlined the need for mediation services for the MLE Section and directed staff to "investigate the feasibility of establishing a mediation service for neighbour dispute resolution in order to maximize the Officer's time on enforcement activities." This Report responds to that direction, and recommends negotiating with Community Justice Initiatives (CJI), a non-profit restorative justice organization to provide a pilot project for mediation services.

## Alternatives for Consideration – See Page 6

## FINANCIAL / STAFFING / LEGAL IMPLICATIONS (for Recommendation(s) only)

**Financial:** Staff intend to negotiate a partnership, as currently exists in Kitchener and Waterloo, involving a minimal retainer amount and a predetermined fee for referrals for the services of CJI.

Staffing/Legal: N/A

#### **HISTORICAL BACKGROUND** (Chronology of events)

On October 18, 2011, Planning Committee approved Report PED11181 titled "Mediation Services for Municipal Law Enforcement", a copy of which is attached as Appendix "A" to this Report.

On October 26, 2011 City Council approved Planning Committee Report 11-018 which included the following direction:

- "a) That staff be directed to conduct an informal Request for Information from prospective external mediation services to determine the financial viability of establishing a mediation service for dispute resolution related to neighbourhood conflicts in Municipal Law Enforcement; and,
- b) That staff be directed to report back to the Planning Committee with a comparative cost-analysis of using an internal versus external mediator for dispute resolution related to neighbourhood conflicts in Municipal Law Enforcement."

#### **POLICY IMPLICATIONS**

The new Procurement Policy By-law No. 11-297, passed by City Council on December 14, 2011, exempts Mediators from the requirements of the overall Procurement Policy and, in turn, from the earlier need to perform any "informal Request for Information from prospective external mediation services" as per the recommendations of Report PED11181.

#### RELEVANT CONSULTATION

Corporate Services (Procurement Section), Legal Services

#### ANALYSIS / RATIONALE FOR RECOMMENDATION

(include Performance Measurement/Benchmarking Data, if applicable)

Establishing a mediation service for neighbour dispute resolution will provide an "arms length" separation from MLE staff that is desirable to ensure a fair and unbiased approach to resolving non by-law related conflicts and hopefully reduce MLE Officer time spent on enforcement issues caused by neighbour disputes.

Following Committee/Council direction, staff was approached by three prospective mediation service providers, Community Justice Initiatives (CJI), The John Howard Society of Hamilton (JHS) and Hamilton Community Legal Clinic, all expressing interest in providing community mediation services for the MLE Section. As these three organizations are not-for-profit, staff felt it prudent to fully investigate them before proceeding to issue a "Request for Information" as the anticipated costs to the City would be minimal compared to hiring an in-house mediator and/or contracting these services out to a for-profit provider.

The highlights of the investigation into these three organizations are as follows:

- Hamilton Community Legal Clinic, a local not-for-profit legal firm, rescinded their expressed interest after discussing with staff the intended purpose of the mediation. Their primary focus is providing support to tenants and not mediating neighbour disputes.
- The John Howard Society of Hamilton is a not-for-profit restorative justice mediation services organization. JHS has formed several partnerships in providing restorative justice primarily in the area of youth services with the Hamilton Police Service, the City of Hamilton's Recreation Division, the Hamilton-Wentworth District School Board and the Hamilton-Wentworth Catholic School Board. The work that JHS has undertaken is commendable; however, their focus has been youth restorative justice rather than mediating neighbour disputes.
- Community Justice Initiatives is a not-for-profit restorative justice organization based out of the Kitchener/Waterloo area which has been providing community mediation services for over 30 years. In staff's opinion, CJI is equipped to provide the City with the most effective service because it has been in partnership with the City of Kitchener and City of Waterloo By-Law Enforcement Divisions for many years. Staff consulted the respective By-law Enforcement Divisions from each City with both providing overwhelming support for the reputation, services and track record of CJI.

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As a result, staff further explored the operational and financial viability of using CJI to provide community mediation services for neighbour dispute resolution, and can report that:

- CJI has demonstrated experience in assisting neighbours, families, landlords and tenants, businesses, housing co-operatives, neighbourhoods, individuals, etc. in resolving disputes, de-escalating tensions and minimizing potential for future conflicts. CJI has advised that they are able to set up local mediators to perform this work in Hamilton.
- Currently the City of Waterloo provides a small grant (approximately \$4,000.00 annually) for CJI's service and pays a \$100.00 dollar per case referral fee. The City of Kitchener has a similar partnership with CJI.

#### ALTERNATIVES FOR CONSIDERATION

(include Financial, Staffing, Legal and Policy Implications and pros and cons for each alternative)

Proceed with seeking proposals from prospective external mediation services and conduct a comparative cost-analysis of using an internal versus external mediator.

#### **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 and Respectful Organization

- establishing a community mediation service for neighbour dispute resolution will maximize staff (Officer) time spent on true enforcement activities.

#### APPENDICES / SCHEDULES

Appendix "A" to Report PED11181(a) - Report PED11181

MH/dt



# CITY OF HAMILTON

# PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT Parking and By-law Service Division

TO: Chair and Members WARD(S) AFFECTED: CITY WIDE Planning Committee **COMMITTEE DATE:** October 18, 2011 SUBJECT/REPORT NO: Mediation Services for Municipal Law Enforcement (PED11181) (City Wide) SUBMITTED BY: PREPARED BY: Tim McCabe 905-546-2424 Ext. 6656 Joe Xamin General Manager Marty Hazell 905-546-2424 Ext. 4588 Planning and Economic Development Department SIGNATURE:

#### RECOMMENDATION

- That staff be directed to conduct an informal Request for Proposal from prospective external mediation services to determine the financial viability of establishing a mediation service for dispute resolution related to neighbourhood conflicts in Municipal Law Enforcement; and,
- b) That staff be directed to report back to the Planning Committee with a comparative cost-analysis of using an internal versus external mediator for dispute resolution related to neighbourhood conflicts in Municipal Law Enforcement.

#### **EXECUTIVE SUMMARY**

In October 2008, in Report PED08263 "Community Based By-Law Enforcement Strategy" staff was directed to investigate and report back:

(i) with recommendations designed to decrease the amount of Municipal Law Enforcement Officer time spent on non-value work including but limited to neighbour disputes, bogus complaints, repeat complaints which are not validated and landlord/tenant disputes; and,

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(ii) on the feasibility of establishing a mediation service for dispute resolution using existing staff or an outside agency.

Staff has been implementing on-going enforcement and process efficiencies to maximize Officer productivity, and this Report addresses the feasibility of establishing a mediation service for dispute resolution.

There is a wide array of issues that can lead to potential disputes between or among neighbours such as fences, retaining walls, property maintenance, noise, trees, pets, road games and construction projects. However, such issues are often reported as complaints or repeated complaints, and result in unnecessarily using Municipal Law Enforcement Officers (MLEO), enforcement actions and the Courts in attempting to resolve neighbour disputes.

Mediation is a less costly alternative, offering residents with the potential of a more satisfactory resolution and in a safe environment. A trained mediator facilitates a constructive process allowing disputants an equal opportunity to discuss their concerns. Staff is recommending that a comparative cost-analysis be undertaken in order to review whether an internal mediator should be hired or an external mediator should be retained in order to provide mediation services with an objective of minimizing the amount of time MLEOs spend on such matters and achieving better, longer-lasting resolutions, hopefully, at no cost to the disputants.

Alternatives for Consideration - See Page 5

## FINANCIAL / STAFFING / LEGAL IMPLICATIONS (for Recommendation(s) only)

**Financial/Staffing:** There are no financial implications associated with this Report. There will be cost implications if Council decides to create an internal or external mediation service for dispute resolution related to neighbourhood conflicts in Municipal Law Enforcement.

**Legal:** Mediation, which is generally less costly than enforcement, is intended to lead to agreements between parties to resolve an issue, but at the very least, it allows the disputants to address their concerns in a safe and controlled environment.

A mediation service, if approved, would need to be at arms' length from enforcement to ensure a fair and unbiased approach to resolving the conflict.

## **HISTORICAL BACKGROUND** (Chronology of events)

The Municipal Law Enforcement Section was formed in 2007 following an Operational Review of the former Standards and Licencing Division. In 2008, based upon an

additional review undertaken by BMA Management Consultants, Inc., found that a number of complaints being managed by MLEOs were bogus and repeat complaints as well as neighbour disputes. As a result, BMA made a number of recommendations which Council approved including directing staff to investigate the feasibility of establishing a mediation service for neighbour dispute resolution in order to maximize the Officer's time on enforcement activities.

#### **POLICY IMPLICATIONS**

N/A

#### RELEVANT CONSULTATION

Legal Services and Finance and twenty-five municipalities across Canada, as identified in Appendix "A" to this Report, responded to a survey to determine the municipal trend towards mediation.

#### ANALYSIS / RATIONALE FOR RECOMMENDATION

(include Performance Measurement/Benchmarking Data, if applicable)

Currently, it is estimated that MLEOs handle 180 to 200 cases per year which involve mediating neighbour disputes rather than By-law Enforcement issues per se. Some are simple cases while others are more complex. The more complex the greater the involvement of the MLEO's time and, sometimes, it may require the involvement of the Superintendent and/or Manager and others. One such neighbour dispute over a retaining wall impacted and consumed an inordinate amount of time of the Officer, two of the Superintendents, the Senior Solicitor, the Police and the Ward Councillor. Had this issue been identified and, if mediation had been offered as a solution, it may have reduced time consumed by City staff, which could have been better utilized on managing other by-law violations and enforcement activity.

A comprehensive review of 25 Canadian municipalities was undertaken in order to identify how they manage potential disputes between neighbours, landlords and tenants and other types of bogus/repeat complaints. The following is a summary of the key findings:

- a majority of the municipalities do not provide mediation nor do they provide resources to external agencies to assist with mediation;
- eight municipalities do refer disputants to local meditation services;
- three of the eight municipalities also provide funding or allocate budget to non-profit mediation organizations; and,
- one municipality provides mediation training to all their Officers.

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None of the municipalities using mediation have an internal mediator; however, one municipality did provide management support and legal consultation to disputants.

Overall, the mediation support being provided to residents would be at no charge to the participants. Four possible models for creating a mediation service were considered, as follows:

1. Hire an Internal Mediator: MLE Officers would refer cases when they have evidence to suspect that a by-law violation is not the root/sole cause of a dispute. An internal mediator could provide support to the affected parties and offer mediation as a solution. There would need to be a clear distinct separation between enforcement and mediation, as mediation needs to be objective and unbiased.

Also, an Internal Mediator could be used to support other areas such as in the Growth Management Division (retaining wall and drainage disputes) and Committee of Adjustment issues and, if workload permits, assist Members of Council in their dealings with neighbour disputes.

2. Mediation Training for all Officers: This option, as used in Calgary, provides training for all Officers so that they may effectively assess and identify potential neighbour disputes as well as assist in mediating conflicts. This is an effective strategy and provides all Officers with the same level of training and education; however, consistency in mediating will differ between Officers and this may impact on the success of outcomes.

Depending upon case load and depending upon the issues they are dealing with, some Officers may become burdened with a higher number of conflict cases/mediations which may impact and decrease their enforcement productivity. Other Officers may not have enough cases and, therefore, they will not be able to maintain their competence in mediations. The potential cost for this model would be \$50,000.00 as well as ongoing training to maintain and refresh the MLEOs' skills. Also, there could possibly be increased costs overall because of Job Evaluation.

3. Refer to External Agency: Potential neighbour disputes could be referred to an external agency with no cost to the disputants. The Community Justice Initiatives is a not-for-profit organization that provides mediation in the Kitchener-Waterloo area. The Cities of Kitchener, Waterloo and Cambridge all refer disputants to this organization. The City of Kitchener also annually provides a small amount of funding. All mediators are trained volunteers. This option is a much more cost-effective approach; however, currently no such group is operating in the Hamilton/Halton area. Referrals could be made to local law groups/agencies; however, the potential cost for the disputants would not make it an effective or helpful offer.

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4. Retain an External Mediator: The City could potentially enter into an agreement with an External Mediator at a fixed rate. The City would refer disputants to the retained Mediator who would provide the service. The potential cost of retaining an External Mediator has yet to be determined. Staff would need to undertake an informal request for information from prospective proponents in order to determine if it is more cost-effective to hire an Internal Mediator versus an External Mediator.

#### **ALTERNATIVES FOR CONSIDERATION**

(include Financial, Staffing, Legal and Policy Implications and pros and cons for each alternative)

Direction could be given for staff to not pursue any further the creation of a mediation service for dispute resolution related to neighbourhood conflicts in Municipal Law Enforcement.

## 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

## **Growing Our Economy**

 An improved customer service – providing specific assistance in resolving ongoing matters between neighbours and potentially improving relationships amongst neighbours, while indirectly reducing the number bogus and repeat complaints.

#### APPENDICES / SCHEDULES

Appendix "A" to Report PED11181– Overview of Mediation Supports in Other Canadian Municipalities.

JX/dt

# **Mediation Overview**

Municipality	Process/Model
City of Toronto	➤ There is no formalized process for mediation for neighbour to neighbour disputes.
	Officers usually act as the mediators – explain compliance requirements with respect to by-laws.
	Committee to resolve line fence disputes.
	▶ If parties are unable to reach an agreement they may file an application for Fence Viewers to
	attend and they would award a decision.  Initial fee for the process is \$1 100 – three fence viewers visit the site and discuss situation with
	owners involved. Owners are interviewed separately to determine all the issues involved in the
	dispute. The written decision of the Fence Viewers, the award, is not provided on site.  The award specifies:
	- the location of the fence
	- description of the fence, including material to be used
	- maximum height of the fence
	- who will pay for the construction and/or maintenance of the fence
	- start and completion date of the work
	- who will pay the fence viewing arbitration
	Decision can be appealed within 15 days of the receipt of the Fence Viewers award - \$50
	Once fence is constructed without an agreement it does not fall under the jurisdiction of the Line
	Fences Act – this would be settled in a small claims court.
City of Mississauga	lnitially was affiliated with a local community group providing mediation services, however since
	In September 2010 City Council announced it will add conflict resolution service to its portfolio.
	➤ ∠UTI Budget designates \$/0,000 for the purpose of this working relationship.

Municipality	Process/Model
	<ul> <li>Wish they had the budget to be able to do it.</li> <li>Manager himself has mediation training, developing a training session for officers to transfer knowledge and share strategies.</li> </ul>
City of Sault Ste. Marie	➤ Left voicemail – no answer.
City of Victoria, B.C.	<ul> <li>There is no formal process. Mediation done at officer level.</li> <li>Not considering outsourcing.</li> </ul>
City of Calgary, Alberta	<ul> <li>Mediate at an internal level as well as an external level</li> <li>Officers (referred to as Community Support Officers</li> </ul>
	mediation course they are obligated to take.  If they are unable to mediate a situation they pass it on to an external organization -
	Community Mediation Calgary Society.
	Community Mediation Calgary Society is a non-profit organization with volunteers certified as
	mediators who provide a free of charge service to bring about resolution.  The City does not provide any funding to them
	The City's app
	If enforcement, orders/charges are required it is looked upon as a failure from Municipality
	If there are properties where clean up is required but the property owner cannot afford it. the
	municipality has a fund they can draw from to do the clean up.
	There is a lot of education material available and there is staff specifically designated for the
	educating the public.
	➤ Based on 6500 complaints there is less than 5% enforcement on the complaints as a result of
	having mediation services available.
	➤ Due to the proactive mediation/negotiation approach, there has been a decrease in calls for
	Police Service.
	Suggestions:
	- Engage the community.
	- Educate on by-laws and expectations.

Municipality	Process/Model
1	204 925 3426
City of Halifax, Nova	➤ No formal process in place.
Scotia	Officers try to mediate situations as they arise, however for the most part if they do escalate to a
	point officer cannot assist it, civil action is suggested.
	Thinks mediation would be a very helpful tool.
City of Moncton, New	➤ There is no mediation service in place.
Brunswick	
City of Vancouver,	➤ No formal mediation in place.
British Columbia	Officer mediates to a certain level. If there is no success, he will inform constituents that it is a
	civil matter and they need to contact their lawyer.
	If one of the constituents keeps calling in to make complaints and if there is no legitimate
	concern/by-law infraction, a letter will be issued from the City stating that complaints for
	neighbour's property will no longer be validated.
	Not considering mediation services.