



City of
Peterborough

TO: The Chairman and Members of the Committee of the Whole

FROM: Patricia M. Knapp, Director, Social Services

MEETING DATE: October 16, 2006

SUBJECT: Report SS06-020
Information Update Re: Local Hunger Issues - 2006

PURPOSE

A report to provide Council with an update regarding actions taken by the Social Services Department to respond to the hunger issues identified by the community at the meeting of Council on July 3rd, 2006.

RECOMMENDATION

That Council approve the recommendation outlined in Report SS06-020 dated October 2nd 2006, of the Director of Social Services, as follows:

Council receive the information update outlining actions taken by the Social Services Department to address local hunger issues.

BUDGET AND FINANCIAL IMPLICATIONS

The expenditures outlined in this report are all accommodated within the approved 2006 budget, and there are no budget or financial implications of Council receiving the information update as recommended.

BACKGROUND

Historical Overview

The City and County of Peterborough have provided financial assistance for the delivery of food/hunger related programs for many years. Direct food provision has been supported through the community grants program in the form of financial assistance to food banks and various community agencies that provide meals or food supplies.

At Council's request, this report outlines recent municipal funding to hunger-related programs and services. Details are contained in Schedule A.

In addition, the Director conducted an informal survey of other Ontario Consolidated Municipal Service Managers (CMSM's) to identify the range of municipal subsidies and community services offered by other municipalities. Of the 47 CMSM's surveyed, 25 responded. The survey, which is summarized in Schedule B, found that most CMSM's use provincial and/or federal funding to support food supply/meal programs to varying degrees and that seven (7), including Peterborough, directly fund programs using tax supported grants.

Several community agencies, in both the City and the County, deliver an array of programs that directly support the provision of food supplies and meals such as: community meal programs, food banks and food shares, various voucher offerings, community kitchens and community gardens. These programs are funded through donations and small community grants.

The contributions of community volunteers have been critical to 'filling' the gaps in the formal service network through church meals, on-the-street soup services, hot meal drop-in programs and rural gleaning. A hidden network of support exists between friends and neighbours of those in need.

All community programs reported significant growth in client demand.

In August 2005, many members of the community became involved in the pursuit of strategies and services to address the gap resulting from the closure of the daily lunch program at the Brock Mission. At that time, the program was serving an average 90 people daily and operated exclusively through donations of food, cash and volunteer support.

Community volunteers were instrumental in the establishment of a weekly lunch program at St. John's Anglican Church. They also arranged meetings with concerned

citizens, service agencies and the Social Services Department to develop a monthly meal calendar (attached as Schedule C) to better document and track community needs. Over the course of the past year, many community volunteers have contributed innumerable hours, food supplies, and cooking assistance to provide a network of meals and food supplies to address growing needs.

During the same period, City staff and Brock Mission staff and board members have worked diligently to address the site needs of the Mission in order to relocate the emergency shelter program to achieve three key outcomes

- Safe and suitable environment for the delivery of emergency shelter services, including space for other support agencies who are involved in assisting the homeless
- Integration of the warming/cooling room program components in the same location as the residential program through an expansion of services that ensures availability of food, shelter and social supports at all times
- Resumption of the daily meal program

July 3rd 2006

At the Council meeting of July 3rd, a delegation of concerned citizens presented information regarding local hunger issues and advocated for Council to respond to the needs of those who require assistance with provision of food supplies and meals. Council requested a report from the Social Services Department outlining services currently in place to address the issues identified by the delegation and provide an action plan to address immediate needs, supportive to the leadership taken by the Peterborough City County Health Unit.

On the same evening, a meeting was held among Dr. Garry Humphries, Medical Officer of Health, Ms. Susan Hubay, Nutritionist, Peterborough City County Health Unit (PCCHU), Ms. Patricia Knapp, Director of Social Services and members of the delegation. The delegation outlined concerns in the areas of income security, affordable housing, social assistance benefits, health impacts of poverty and hunger. Dr. Humphries explained the intent of the PCCHU proposal to the Ministry of Health and Long Term Care “Working Together to Address Hunger and Food Security in Peterborough City and County” March 20th 2006. The group asked that the PCCHU and the City of Peterborough work together to develop an action plan.

In order to better understand the community meal program, key components of service, needs of participants and recommended service approaches, Dr. Humphries, Ms. Knapp and Councillor Vass assisted community volunteers at the weekly lunch program offered at St. John’s Church on July 18th, serving approximately 125 people of all ages.

Key issues in the development of a community-based daily meal program were identified by community leaders at a meeting immediately following the lunch service. These are outlined in Schedule D.

Immediate response

As an immediate response, the following initiatives have been undertaken:

- \$20,000 to resume the Brock Mission daily meal program (approved by the Administrative Committee)
- \$10,000 to support the Peterborough City County Health Unit (approved by the CAO)
- \$5,000 to initiate the street outreach 'knapsack program' (departmental expenditure)

This allocation of \$35,000 is funded from the existing Consolidated Verification Program (CVP), which is 100% provincially resourced, and generated by exceeding provincial targets for internal file audits. These funds had originally been planned to support department initiatives in areas of staff training and quality assurance that will not proceed this year, and this does not adversely affect the department's work plan in 2006 or in future.

The 2007 budget process will address any future requirements for funding.

Brock Mission Daily Meal Program

Brock Mission has very recently informed the Social Services Department that the shelter will be able to **resume the daily meal program** at the Legion building. They will complete renovation of the kitchen facilities immediately upon assuming the property. In order to address the start up costs to provide the meal program, the Administrative Committee has approved a grant of up to \$20,000, with the final funding allocation to be determined following review of a detailed operating budget.

The Mission will also renovate the building to ensure the residential services can be offered as soon as possible. The new operation will include a total of 50 beds. This includes 20 beds to replace the historical Warming Room program by providing overnight and daily casual shelter supports to men and women in a very basic 'minimum barrier' shelter program. It is hoped that time and additional funding will allow for the provision of a range of supplementary programs needed by the more transient and chronically homeless shelter residents.

Peterborough City County Health Unit – Leadership Role

The community meal and food support calendar tells the story of a community that understands and is actively involved in addressing hunger. It also demonstrates the need for a comprehensive, integrated approach to the issue. The dedication and vision of the volunteers who lead and support these programs provides a foundation for the

work ahead. The PCCHU is best positioned to lead the community in the development of a comprehensive strategy to address health promotion issues pertaining to hunger and nutrition.

The PCCHU received approval for funding in response to their proposal to MOHLTC in the sum of \$60,000, to be further supported by the City and County, as per 2006 budget plan, for a total of \$92,000 to be expended for educational and nutrition related programming by December 31st, 2006.

The PCCHU requested that the Social Services Department provide additional municipal funding to support programs that were not approved in the initial grant. The Chief Administrative Officer (CAO) approved an additional grant of \$10,000 to support the following PCCHU initiatives (with the hope that future funding proposals will be supported by *demonstrated success*).

- Additional Come Cook With Us Classes - \$2500
- Additional Food Vouchers for High Risk Families - \$2500
- Emergency Food Fund for Schools - \$5000

Outreach Support

Ms. Nancy Mintz, Coordinator, Homelessness and Community Social Plan, Social Services, in partnership with Ms. Brenda Dales of the Peterborough Social Planning Council, and community volunteers, developed a proposal for Trillium Funding to implement a Community Knapsack Program “Team Peterborough”. The program will aim to provide on-the-street provision of non-perishable food, vouchers and warm socks, mitts and gentle referral to those who tend not to access formal services and who may turn to panhandling to address their needs. The Trillium proposal has not yet been approved, and, accordingly, the department has allocated \$5,000 to begin this important program. In the event Trillium funding is approved, the program funds will be drawn from the Trillium grant.

SUMMARY

This report focuses on immediate responses to address hunger issues within the 2006 fiscal year. Longer-range approaches for 2007 and beyond will be included in the budget proposal for review by the next Council.

The funding described in this report is limited to one-time projects rather than ongoing programs. Funding is allocated from existing budget resources only, and will not cause any negative impact on municipal or department objectives.

Under the leadership of the PCCHU, the Social Services department will continue to work very closely with the network of community volunteers and agencies to develop an integrated hunger strategy.

All of which is respectfully submitted,

Patricia Knapp,
Director of Social Services.

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Schedule A

Municipal Funding to Support Food Security in 2005/6

Both the City and County of Peterborough offer financial support to families and individuals who are experiencing a need to supplement household income by accessing community food supply or meal programs. These programs are supported through both tax levy and provincial transfers.

1. Tax Support Funding

(a) Mandatory Social Assistance Costs

All Consolidated Municipal Service Managers in Ontario (CMSM) are required by virtue of their mandate to subsidize social assistance programs to contribute tax-supported resources to support income benefit programs. Using a percentage (40%) of **mandatory benefit** basic allowance, excluding accommodation benefit, to estimate the portion of income assistance supported by the CMSM that would be spent on food, the department calculated that the CMSM spends **\$1,438,309** of the municipal subsidy to support individual/family sustenance. Including all beneficiaries (5,000) this represents an average \$288 pp/year.

Food vouchers are included in many Social Service employment and homelessness activities. In 2005, the **\$3,156** municipal funding was invested to generate **\$15,780** worth of vouchers and coupons to the participants of various programs. The figure will be approximately **\$22,000** in 2006 due to the inclusion of meals in weekly GROW meetings, and other similar inclusions in other programs.

(b) Peterborough County City Health Unit

In the 2006 budget, the City and County agreed to subsidize the PCCHU proposal for Ministry of Health funding by up to **\$75,000**. It is now anticipated that \$32,000 will be allocated. This funding has not been granted in any year prior to 2006.

Other operating subsidy to Peterborough County City Health Unit also includes support for food related programs.

(c) Community Grants

The City of Peterborough Community Grants program is entirely municipally funded. In 2005, the City of Peterborough invested **\$15,000** in grants to community kitchens, cooking programs and Kawartha Food Share. In 2006, a total of **\$13,500** was spent on similar programs.

2. Provincial Transfer Funding

The province of Ontario transfers a number of grants to the CMSM for use in any program related to poverty and homelessness. These include National Child Benefit funding (NCB) and Consolidated Homelessness Prevention Program Funding (CHPP). Most cities use these funds to support many homelessness and food related programs. Peterborough is unique in that the CMSM has returned all NCB funding (**\$328,280 in 2005**) to the social assistance clients each year since 2003, although we do retain **\$10,300** to provide food vouchers to the general community through the Social Services Emergency Assistance Program.

If the municipality receives additional funds, they are granted to the Housing Resource Centre Emergency Assistance program, which provides financial assistance to families and individuals in urgent need.

In 2005, all CHPP funding (**\$130,000**) was invested in emergency shelter services to support shelter per diem funding, special projects (renovations and set up costs for the Warming Room) and meal supplies for Brock Mission until June 2005, and for the Warming Room supper program/breakfast program from September to May 2006.

There were a number of small expenditures to support rental costs and food costs for community volunteer programs subsidized through provincial funding totally approximately **\$5,000**.

Summary

In 2005, the municipality in partnership with the province of Ontario provided a total of **\$160,303** to support food/meal related programs through a range of services.

In 2006 the figure increased to approximately **\$234,303** projected funding including the \$75,000 allocation to the Health Unit.

The above figures do not include funding the municipalities may invest in service or agencies that include food/meal programs as components of their operating budgets eg. PCCHU breakfast program. They also do not include investment to support the mandatory benefit allocation through social assistance (OW only) and the NCB Reinvestment Fund.

Schedule B

Social Services Survey of CMSM Funding to Food Programs in Ontario September, 2006		
CMSM	No Funding Provided	Funding Provided
Algoma David Court CAO 705-842-3370 ext. 215		Homeless funds are used to directly assist 8 food banks and 4 community kitchens. This has been done since the inception of the Homelessness fund as we have no hostels and very few visible homeless.
Brantford Jennifer Crandall Community Development Coordinator 519-759-3330 ext. 6244		2005 NCB funds were used to cover meals and equipment for Our Daily Bread dinners (at Grace Church). Benchmark of \$1.90 per meal used. Yearly funding of \$16,583 for meals and one-time equipment funding of \$6,622
Chatham-Kent Mary Lou Martin OW Program Supervisor 519-351-1228 ext. 2200	No direct funding or operation of food program.	Some funding is used to assist local agencies such as the Salvation Army and Food Bank to provide emergency services. NCBS funding is used to assist with Health Unit programs and the community to support proper/healthy nutrition for individuals associated with Healthy Babies, School Breakfast programs etc. Many meal programs in the community are supported by local church groups and through community donations.
Durham Region Shirley Van Steen Director of Housing 905-668-4113 ext. 2500	No direct funding for meal program or community organizations.	Some 100% municipal funds are provided to hostels who provide a meal to someone who doesn't stay at the shelter-person comes in, registers, has a meal and leaves. \$6.30 is provided per meal.
Grey County David Hughes Director of Social Services Dhughes@greycounty.on.ca		Using NCB funds, \$4000/year is contributed to a food box program ran by the Salvation Army. This is a needs tested program and has many other contributors.
Haldimand-Norfolk Patti Moore General Manager Health & Social Services 519-426-6170 ext. 3120	√	
Halton Region		Provides annual grant of \$53,000 tax supported funding to support the Food Box Program for the local health unit.
Hastings County Carmela Ruberto Community Programs Manager 613-966-8032 ext. 2377		\$17,500 from NCB funds a breakfast program every other Sunday at the Royal Canadian Legion in Belleville. \$17,000 from NCB funds a breakfast program every other Sunday at the Royal Canadian Legion in Quite West. \$6,000 is given to Salvation Army for their daily lunch program. \$4,000 from NCB funds two breakfast/snack programs in North Hasting. All NCB funded agencies are required to provide quarterly stats on the number of individuals and meals served.
Lambton County Doug Ball doug.ball@county-lambton.on.ca		The Inn of the Good Shepherd runs a Soup Kitchen program that provided meals to 26,750 people in 2005. \$10,000 was invested from NCB funds to purchase fresh produce for meals. PEER Nutrition program delivered by the Community Health Services Department provides basic nutrition information and teaches health food preparation skills that are a cost effective alternative to buying prepared foods. The Community Health Services Departments also runs the Welcome Basket Cooking Club for women with young children and provides instruction on basic cooking skills. During 2005, \$37,000 was spent in these two programs using NCB funds.

Social Services Survey of CMSM Funding to Food Programs in Ontario September, 2006		
CMSM	No Funding Provided	Funding Provided
London Ross Fair General Manager Community Services 519-661-2500 ext. 5430	Not currently funding such programs this year.	Food/meal programs have been funded in the past with 100% municipal MAPAG \$. \$14,648 in core funding to St. Paul's Social Services – Daily Bread program. Funding is used to assist with the purchase of food for their food bank as well as daily lunch program. \$35,000 in core funding to support local Community Garden initiative. Majority of this funding goes towards staffing.
Niagara Region Brian Hutchings Commissioner of Community Services 905-984-3700	√	
Parry Sound Janice Bray Manager of Housing & Community Services 705-774-9600	No direct funding	NCB dollars are contributed to Harvest Share which operates a food security program including a lunch program, bargain box (selection of groceries for \$6) and a dinner program.
Peel Region Sue Ritchie Community Programs Manager 905-793-9200 ext. 8605	No direct funding	Funding is included for meal programs in the purchase of service agreements with community service providers for shelter programs.
Prescott-Russel Anne Lalonde Administrator 1-613-675-4642	√	
Sault Ste. Marie Dree Pauze 705-759-5420		NCB funds are used to run a soup kitchen that offers a noon meal and a men's shelter which provides emergency food evenings and weekends. Shelters are funded under OW per diem.
Simcoe County Doriano Calvano Program Supervisor 705-726-9300 ext. 1136	No funding for on-going meal programs	Funded the Barrie Out-of-the-Cold program using Enhanced funds for their coordination of the program. Also funded a group providing grocery assistance to low-income homelessness people in the City of Barrie. This program has gone on to receive Trillium funding. NCB dollars fund the local public health to work with Income Security needs as well as specific populations like HIV/AIDS groups to help build capacity to achieve food security challenges within their client groups.
Stratford Heather Lovie hlovie@city.stratford.on.ca	√	
Sudbury Mary Murdoch Coordinator of Emergency Shelters and Homelessness 705-688-3803		Funds a day time drop in program providing muffins, coffee etc. Other foods available depend on daily donations. Drop in centre is funded through SCPI funds and bridge funding from Council.
Thunder Bay Peter Boban 807-766-2111 ext. 4070		Food and meal programs directly funded through NCB funding.
Toronto Rosemary Foulds rfoulds@toronto.ca		Funding provided directly to charities for food programs at Drop-In Centres and as part of the City's food security program. Social Services staff are responsible for administering grants to the charities. There are 26 grants to drop-in centres. Most do not receive funding for food but put the real \$ into real costs such as staffing and utilities. Funding for food (\$102,534.76) represents 6% of the total allocation, which was \$1,837,940.54 in 2006.

Social Services Survey of CMSM Funding to Food Programs in Ontario September, 2006		
CMSM	No Funding Provided	Funding Provided
Deborah Gill Manager Operations Program Review 613-342-3840 ext. 2328		Using NCB reinvestment funds, \$35,000 has been used this year for "Nutrition for Kids". A program that allocates dollars for breakfast and food programs in all schools. Also using NCBS dollars a local restaurant provided nutritious meals for low- income families. Not only did it provide meals – it provides a place to meet and develop friendships. Meal cost \$1.00 per person.
Waterloo Lynn Randall Social Planning, Policy and Program Administration Division Director 519-883-2190		Emergency food hamper program provides funding to sites who provide food products. While cost is shared with the Province they clarify the mechanism used with them as a result of concerns raised in a compliance audit. Peer Support Program funds staff who work with the homeless who come in for a meal. Peer Support Program was assisted through use of revenue generated by achieving CVP targets (about \$20,000) as well as about \$12,000 in 100% municipal funding.
Wellington County Goldie Berth 519-837-2670 ext. 352	√	
Windsor Julie Tonkin 255-5200 ext. 5216		Organizations are assisted to administer food co-ops using NCB funds.
York Region Valerie Gillingham 905-830-4444 ext. 2065		Through Community Development Investment funds, funding has been provided to purchase food for food banks, purchase food for snacks, lunches and dinners for the Out of the Cold and Inn from the Cold programs.

Schedule C – Community Food Calendar
SEPTEMBER, 2006

<i>Sun</i>	<i>Mon</i>	<i>Tue</i>	<i>Wed</i>	<i>Thu</i>	<i>Fri</i>	<i>Sat</i>
					1 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	2
3 St. Pauls (Murray/Water) - Bag Supper 5:00	4 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	5 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	6 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 The Bridge (Youth) Brock St. Supper 5:00	7 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	8 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	9
10 St. Pauls (Murray/Water) - Bag Supper 5:00	11 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	12 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	13 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 The Bridge (Youth) Brock St. Supper 5:00	14 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	15 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	16
17 St. Pauls (Murray/Water) - Bag Supper 5:00	18 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	19 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	20 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 The Bridge (Youth) Brock St. Supper 5:00	21 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	22 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	23
24 St. Pauls (Murray/Water) - Bag Supper 5:00	25 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm	26 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	27 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 The Bridge (Youth) Brock St. Supper 5:00	28 St. John Anglican (Brock/Water) lunch-noon Salv.Army Food Bank 1-4pm	29 Salv. Army Brk-8:45-9:45 Good Neighbours-10-2 Salv.Army Food Bank 1-4pm St. Alban's- Monaghan Rd- Supper 5:00- Donations Appreciated.	30
			St. Vincent De Paul's-Food bank –call 742-2585 for locations in City.			

Schedule D

Community stakeholders met on July 18th at St. John's Church to identify the following key considerations for inclusion in the planning of a community meal program for Peterborough.

- Meal programs should be staff lead and volunteer supported
- Volunteers should be trained and supported through formal coordination
- A community support worker should be present at meal programs to identify client needs, provide confidential information, support and gentle referral
- More than one meal program may be necessary to address the range of social needs of those who attend meals, however a core program could be supplemented by volunteer provision of very small alternative groups
- Meal programs need to be reformatted from the 'charitable' model to that of a sustainable community partnership model, including involvement of the municipality. The group emphasized that it is critical to retain the *'warm and welcoming atmosphere'* *'ethic of abundance'* of the church program in a communal service
- The current leadership volunteer group was asked how they would like to participate in future. They would like to offer volunteer training, information sharing, volunteer support
- Building relationship with Brock Mission was identified as key to establishing the positive working partnership essential to supporting the resumption of a permanent daily meal program
- Building 'bridges' with other local providers was also emphasized as an important strategy aimed at developing the full potential of service available in our community

The volunteer group recognized that all the needs of the community cannot be immediately addressed through a daily meal program but asked that they remain involved in the planning process to support the development of a long-range strategy.

They expressed strong support for a leadership role to be taken by the Peterborough City County Health Unit in the development of a broad community strategy aimed at establishing an understanding the community needs and formalizing a set of strategies that will effectively outline a plan for the implementation of an affordable and sustainable array of responsive services.