



City of  
**Peterborough**

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**To:** Members of the Joint Services Steering Committee

**From:** Sandra Clancy, CAO and Acting Commissioner of Community Services

**Meeting Date:** June 13, 2019

**Subject:** Report CSSSJSSC19-003  
Contract Extension for Daily Meal Program and Update on Local Food Security Programs

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## **Purpose**

A report to renew the service agreement with St. John's Anglican Church for the operation of the daily meal program and drop-in centre at the One Roof Community Centre and provide Council with an update on local food security programs.

## **Recommendations**

That JSSC endorse the recommendations outlined in Report CSSSJSSC19-003 dated June 13, 2019, of the CAO and Acting Commissioner of Community Services, as follows:

- a) That the CAO and Clerk be authorized to sign a 1-year contract extension not to exceed \$208,000 with St. John's Anglican Church for the delivery of the Community Meal and Drop-in Centre Program for the period of January 1, 2020 to December 31, 2020; and
- b) That payments of \$300 per day be made as part of this contract extension for the delivery of a Warming and Cooling Facility Service when heat and cold alerts occur.

## Budget and Financial Implications

The cost of the Community Meal program is \$208,000 for 2020. The cost of the Culinary Training Program is \$89,000. The costs of the delivery of the Warming and Cooling Facility Services at \$300 per day is estimated to be \$15,000. Adequate funding would be included in the 2020 Operating Budget from the sources identified in Chart 1 below.

**Chart 1: 2020 Budget Sources for the One Roof Community Centre**

	Provincial Cost	City Cost	County Cost	Totals
Meal and Drop-in Program	\$0.00	\$162,374	\$45,626	\$208,000
Culinary Training Program	\$89,000	\$0.00	\$0.00	\$89,000
Warming and Cooling Centre	\$0.00	\$11,710	\$3,290	\$15,000
<b>Totals</b>	<b>\$89,000</b>	<b>\$174,083</b>	<b>\$48,917</b>	<b>\$312,000</b>

The City\County cost share is calculated based on the 2020 budget cost share of the overall Homelessness budget, which is 78.1% from the City and 21.9% from the County. The total budget is \$949,361 with \$741,111 from the City and \$208,250 from the County.

The Ministry of Community and Social Services has indicated that social assistance funding is likely to be reduced in 2020. The changes have not been confirmed at this time. It is possible to reallocate the Employment Services budget at the local level to minimize any negative impact on the Culinary Training Program.

## Background

This report provides an update on the local food security programs and seeks the endorsement of Joint Services Steering Committee (JSSC) to extend a one-year contract for the delivery of a Community Meal and Drop-in Centre Program. The approval of this extension will go to a future City Council meeting as Service Manager for Social Services programs.

In the years leading up to the end of 2016, there were a variety of meal programs in the City of Peterborough with the objective of providing a free meal for low-income residents. For many years Brock Mission ran the Open Table which provided a supper meal from Monday to Friday. This was supplemented by a variety of meals on weekends and Statutory Holidays provided mainly by faith organizations at different downtown church locations.

In 2013 the City supported the development of the Lighthouse Community Centre in partnership with the Canadian Mental Health Association and Kawartha Fest to provide

a meal and drop-in services at St. John's Anglican Church. A culinary training program was also developed to prepare the meals and provide employment training for Ontario Works clients.

In 2016 the program started to experience challenges maintaining the meal program while staying within a modest budget. To replace this service the City initiated an Expression of Interest process to receive proposals from local community groups and organizations with the goal of creating a cohesive program that provided a consistent meal and drop-in centre.

Report C55516-004 Community Meal Service Agreement awarded St. John's Anglican Church a 3-year contract to provide the following services:

- Deliver a free daily community meal every day of the year;
- Be open as a drop-in centre a minimum of 4 hours every day of the year;
- Provide information and referrals to service participants;
- Facilitate a culinary training program as part of the meal program; and
- Be open from 9:00 am to 9:30 pm as a warming and cooling centre during heat and cold alerts.

The contract included the option of two, 1-year contract extensions. This Report is recommending using the first 1-year extension. The City's contract is with St. John's Anglican Church; however, the program is known as the One Roof Community Centre (the Centre).

The contract also called for the formation of a Steering Committee with representatives from the City, the Centre, and the Community Training and Development Centre (as the culinary training service provider). The Steering Committee meets on a monthly basis to discuss operational issues and ensure the program is running effectively.

The requirements listed above were the scope of service defined and funded by the City. The Centre expanded its scope of services using their resources to offer the following enhancements:

- Deliver an additional supper meal 5 days per week (Monday to Friday)
- Open 7 hours a day from 12:00 pm to 7:00 pm

### **Update on Meal Program**

The 2018 budget to operate the Centre totaled \$409,133 (unaudited) with the City contributing \$208,080. The operating cost of the Culinary Training Program in 2018 was \$88,880 which was paid to the Community Training and Development Centre.

This expanded program is a valuable service for those who access the Centre. Approximately 90% of people who use the Centre identify Ontario Disability Support

Program or Ontario Works as their source of income. Chart 2 provides details on the number of meals provided at the Centre over the past 2 years.

**Chart 2: Daily Community Meals**

	2017	2018
<b>Lunch (5 days\week)</b>		
Count	35,554	32,612
Daily Average	116	109
<b>Suppers (7 days\week)</b>		
Count	39,261	51,298
Daily Average	128	141
<b>Total Meals</b>		
Count	74,815	83,910
Daily Average	205	230

In 2017 lunch was served 6 days/week (Monday to Saturday) and supper served 6 days/week (Monday to Friday and Sunday). This schedule was changed in 2018 to have lunch 5 days/week (Monday to Friday) and supper 7 days/week.

These averages do not reflect the fluctuations that take place on a daily, monthly, or seasonally basis. Attendance at the Centre can range anywhere from 120 to 380 people each day.

The Centre is required to have 2 paid staff working while it is open. Volunteers, local organizations, businesses, churches, students, and community groups play an important role in the delivery of services at the Centre. The type of activities and roles they play include:

- Preparing meals
- Serving food
- Cleaning
- Support to Centre staff
- Food and monetary donations

Approximately 100 volunteer shifts are scheduled each week to meet the service needed at the Centre. This represents the equivalent of approximately 8 full-time staff.

Most people who access the Centre are there for the meals. However, client surveys show that visitors attend for many other reasons, including:

- Meeting with friends and to socialize
- Connecting with staff and accessing referrals
- Participating in programming at the Centre

- Using it as day time shelter

People who access the Centre are often in need of other services and resources available in the community. The Centre facilitates access to other services by either bringing in outreach services or providing referrals. Services and outreach offered at the Centre are managed in partnership with other organizations or delivered independently by the Centre. Some services and outreach include:

- Weekly Health Care Clinic (with 360 Nurse Practitioner Led Clinic)
- Monthly Dental Clinic (with Community Outreach Mobile Dental and Dental Hygiene Services)
- Woman's Meal (delivered at Kawartha Youth Unlimited)
- Harm Reduction Program and Positive Care Clinic (with PARN)
- Flu Shot Clinic (with Peterborough Public Health)
- Safe Food Handling Training (with Peterborough Public Health)
- Tutoring
- Baking
- Art and crafts
- Clothing distribution
- Cards and board games
- Free hair cuts
- Income Tax Clinics (with Happy Wanderers)

Providing information and referrals to other local programs and services is a key component of the Centre. Approximately 10 to 20 referrals are made at the Centre each month for services including:

- Housing and shelter
- Addictions
- Health and mental health
- Counselling
- Employment services
- Other food programs

### **Culinary Training Program**

One Roof Food Service Training Program is a culinary based training program offered to Ontario Works and eligible ODSP recipients. The program operates at the Centre and is a 9-week program, which runs 4 times per week for 6 hours per day. The students prepare and serve lunch for the guests that access the Centre.

The goal of this pre-employment training opportunity is to give the participant hands on experience in a community kitchen. The participants prepare for future employment through skills development, learning and education, with the opportunity to earn up to

two High School credits. The focus of the training is menu planning, meal preparation, proper nutrition, inventory tracking, serving, and clean up. They build on their strengths and develop new skills through learning, teamwork, effective communication, problem solving/critical thinking, reliability, innovation, and leadership. It provides them with an opportunity to network and build further connections within the community. The students also complete 3 additional certifications: Safe Food Handling, Smart Serve, and Standard First Aid/CPR.

Over the past two years, there have been 89 participants in the Program with 79% (70 participants) graduating. The status of the participants at the end of each year is illustrated in Chart 3 below.

**Chart 3: Status of Culinary Training Program Participants in 2017 and 2018**

Employed and no longer on OW	9	10%
Working and still on OW	23	26%
Job ready and taking more courses	9	10%
On OW and not employed	17	19%
Now on ODSP	7	8%
Taking more courses	6	7%
Volunteering	13	15%
Pursuing post-secondary education	1	1%
Moved away	4	4%

Success is tracked through the Employment Readiness Scale (ERS). ERS is a tool that is used to assess participants' strengths and challenges to obtaining and retaining employment. The ERS is administered at the beginning of the program and again upon completion. Graduates of the One Roof Training Program have shown substantial improvement in their "Soft Skills", according to the ERS results at the end of the program. Soft Skills are vital to work-life success, increasing confidence and competence, and job retention. Participants take the necessary steps to achieve their personal goals and are proud of their success and accomplishments.

The Culinary Training Program is operated by the Community Training and Development Centre (CTDC) and is managed through a separate agreement.

### **Warming and Cooling Centre**

In 2017 there were 5 heat alerts and 17 cold alerts compared to 11 heat alerts and 12 cold alerts in 2018. The Centre extends hours to be open from 9:00 am to 9:30 pm. This coincides with the Warming Room opening and closing hours. There are occasions when the extended hours are only needed for half a day as the weather changes.

The definition of a “cold alert” changed in early 2019. The target temperature for cold alerts changed to -15 degrees Celsius. The previous target was -25 degrees Celsius. This change was made collaboratively between the City of Peterborough and Peterborough Public Health. As expected, the frequency of cold alerts has increased. In February and March of 2019 there were 20 cold alert days.

The cost of operating the Warming and Cooling Centre was \$7,000 in 2017 and \$8,070 in 2018. \$9,675 has been spent for cold alerts in 2019. It is unknown how many heat alerts will occur over the summer or cold alerts at the end of the year, but expenditures are expected to be higher than previous years.

## **Challenges**

The Centre has been dealing with a variety of challenges over the past 2 years. Efforts are being made to address these challenges with varying levels of success.

### **a) High User Volume**

The use of the meal program and drop-in services is higher than expected. By offering two meals during the week and being open 7 hours every day, the volume of people accessing the Centre can be much higher than the 100+ people per day projected in 2017, when the original service agreement was established. The Centre can serve anywhere from 60 to 265 people for a single meal.

### **b) Space Limitations**

The Centre is located on the lower level of St. John’s Anglican Church and is accessed off Brock Street. The dining hall can seat 72 people at a time. There is also a small lounge and office. Outside space is limited to the lower parking lot on Brock Street. These spaces are constantly in use especially during meal times.

### **c) Drug Use**

The growing opioid problem is affecting the Centre. The Centre has policies in place that prohibit the use of drugs on the premises; however, it is proving challenging to enforce. There were 12 overdoses in 2018 (August to December) at the Centre and 9 overdoses so far in 2019 (January to April). There have been no fatalities as a result of these overdoses.

Staff are trained to administer Naloxone and have kits on site. The Centre is working with PARN to serve those who have drug use issues.

### **d) Victoria Park**

The use of Victoria Park by people accessing the Centre has increased over the past 2 years. The Park is being used peacefully by many individuals and families; however, there are others who litter, smoke, tent, use illegal drugs, consume

alcohol, leave drug paraphernalia, and cause altercations. Representatives from the City, County, Police, and the Centre have been meeting to determine what can be done to improve the park environment. Actions are being put in place to address the issues in a cooperative and timely manner.

**e) Food Supply**

The Centre tries to prepare meals that are nutritious and enjoyable to eat. Using fresh, healthy food is sometimes difficult on a limited budget. The original budget accommodated a modest allocation to purchasing food when required.

The Centre is a member agency of Kawartha Food Share and receives weekly shipments of food. The supply of food from Kawartha Food Share can be unpredictable. There is always a supply of quality food that can be used to prepare meals, but other items such as crackers, snacks, and bottled water are also received that cannot be used in meal preparation.

**Other Local Food Security Activities**

Various agencies and groups play a role in addressing food insecurity issues. It is universally acknowledged that the primary cause of food insecurity is low income levels. Without higher incomes, it is difficult to reduce overall levels of food insecurity.

**Municipal Role**

Report C55516-003 Food Security and the Municipal Role in Peterborough outlined the factors impacting food security in Peterborough and the roles key organizations played, including the City of Peterborough, in addressing local food issues. The Report confirmed the municipal role as supporting emergency food programs including meal programs, food banks, and the supply of food vouchers. Chart 4 lists the financial support provided to key organizations that address the need for emergency food supplies.

**Chart 4: City Funding to Emergency Food Programs**

	<b>2016</b>	<b>2017</b>	<b>2018</b>
One Roof Community Centre	\$30,700	\$263,569	\$292,880
Kawartha Food Share	\$79,154	\$64,154	\$65,101
St. Vincent DePaul (Food Bank)*	\$5,200	\$5,200	\$5,200
Helping Hands Food Vouchers	\$28,900	\$31,395	\$34,275
Lighthouse Community Centre	\$220,171	\$0	\$0
<b>TOTAL</b>	<b>\$364,125</b>	<b>\$364,318</b>	<b>\$397,456</b>

\*Estimate



Other key food security programs were and are still recognized to be the responsibility of other local organizations with the City participating and engaging where appropriate and where staff resources allow. Some of these activities include:

- Cooking programs
- Community gardens
- Collective kitchens
- Food literacy training
- Food box programs
- Canning workshops
- Advocacy for policy change at all levels of government to support food security.

### **Peterborough Public Health Role**

Peterborough Public Health (PPH) is mandated to fulfill the 2018 Ontario Public Health Standards. Reducing household food insecurity is linked to achieving population health outcomes of improved health and quality of life, reduced morbidity and premature mortality, and reduced health inequity among population groups. PPH has had a commitment to addressing food insecurity since the early 2000's. PPH is involved with the Peterborough Food Action Network, Peterborough Poverty Reduction Network, Basic Income Peterborough Network, the Sustainable Peterborough Future of Food and Farming Workgroup, and provincial workgroups promoting health equity, reducing household food insecurity, and strengthening food systems. PPH prices the cost of healthy eating through Nutritious Food Basket Data collection each year. In 2018, the monthly cost of food was \$303 for a single man on Ontario Works, resulting in a \$198 deficit after paying for food and shelter alone (See Appendix A). This illustrates that limited incomes are the root cause of food insecurity.

Food literacy supports food security, which encompasses food skills, nutrition knowledge, self-efficacy/confidence, and ecological factors that influence food decisions and dietary behaviors. Food literacy is critical to healthy eating and reducing chronic disease risk. PPH food literacy programs promote social inclusion and work to reduce barriers to access. PPH programs include Come Cook with Us, Come Cook With Us 360, and Collective Kitchens. Support is also provided to Food for Kids Peterborough and County, Babies First, and food literacy work in childcare, schools, and other community settings. Many programs are offered through Myrtle's Kitchen, located at PPH.

### **Peterborough Food Action Network Role**

The Peterborough Food Action Network (PFAN) was formed in 2007 as a working group of the Peterborough Poverty Reduction Network and has been led by PPH for the past several years. PFAN brings together community members including agriculture and food growing, education, health and community organizations interested in safe,

affordable and healthy food in Peterborough City and County. PFAN focuses its work based on a food security continuum including a focus on short term relief, capacity building, and system change. PFAN's mandate includes addressing root causes of hunger, including income and housing security, and identifying strategies to increase access to healthy food. PFAN working groups focus on raising awareness, federal food issues, community best practices, and municipal engagement. The City has one staff member that is part of PFAN.

### **YWCA Role**

YWCA Peterborough Haliburton has been delivering food security programming for close to 30 years. Since 2016, all these have been integrated under the Nourish Project, a food security collaborative led by the YWCA, in partnership with PPH and GreenUP, along with other local organizations.

Recognized as a Good Food Organization by Community Food Centre Canada, Nourish offers an innovative prevention-based approach which targets the root causes of food and income insecurity. The programming includes three types of intervention: access to healthy food, skills building activities and opportunities to act on issues that affect participants' capacity to meet their basic needs.

The JustFood Box and Nourish Market Dollars are key examples of the programming designed to support participants bring healthy food to their tables. Every month, Nourish volunteers help pack and distribute 350 JustFood boxes which participants can purchase affordably through a pay-what-you-can scale. Nourish Market Dollars are distributed at the end of many series, offered as draw prizes at dinners, or purchased by groups looking to help people access healthy food. They are redeemed at the Curve Lake, Lakefield and downtown Peterborough markets.

Community Gardens fall within the types of activities that help grow food literacy and foster skill-building. Nourish works with groups of residents seeking to establish community gardens and supports individual residents looking for plots available in their neighbourhoods. Currently 47 community gardens help over 900 gardeners increase access to healthy food, boost their mental health and build community. Market Meals boost cooking skills while using local food sold in season.

Other initiatives such as Community Dinners, Cooking Out of The Box series, Seed Saving series, Canning workshops, Together We Harvest, Democracy Talks, Know Your News, Sampler Series are components of Nourish programs and supports. This integrated approach is grounded in a community development model to provide participants with the tools, skills and opportunity to make a difference in their lives.

### **Kawartha Food Share Role**

Kawartha Food Share operates as a warehouse and distribution centre for emergency food to the City and County of Peterborough. They currently have 37 member agencies that receive fresh and non-perishable food to support programs that include: food banks, meal programs, food cupboards and school meal programs. Kawartha Food Share does not supply food directly to the public. Food donations and financial donations have been declining over the past several years. As food processing companies continually increase their efficiencies there is less food available to be donated. High food costs also make it harder for Kawartha Food Share to purchase the food they need.

These are common challenges across the province. Locally, they have caused a strain on food programs and forced some agencies to source and purchase increasing amounts of food independently to deliver their services.

In 2018 Kawartha Food Share purchased a refrigerated truck to help increase the amount of fresh and frozen food donations they can access. From May to December 2018, 65,500 pounds of fresh and frozen food was donated from local grocery stores.

**Chart 5: Kawartha Food Share Food Distribution**

	2015	2016	2017	2018
Weight Donated & Purchased (lbs)	2,708,161	1,956,044	1,826,930	1,913,0005
Weight Distributed (lbs)	2,328,840	1,672,266	1,488,355	1,811,232
Value of Distributed Food	\$5,822,100	\$4,180,655	\$3,720,887	\$4,709,203

There are three main food banks in Peterborough: Good Neighbours Care Centre, St. Vincent DePaul and Salvation Army. Each receives varying amounts of food from Kawartha Food Share and each runs their program differently to meet the needs of their clients and the capacity of their organizations.

**Chart 6: Food Banks Annual Number of Client Visits**

	2015	2016	2017	2018
Good Neighbours Care Centre	21,206	22,277	20,856	20,279
St. Vincent DePaul	22,370	18,127	21,477	20,017
Salvation Army	11,346	8,452	7,931	7,671

These figures represent number of visits to each food bank and not the number of clients. Clients can visit multiple times each month to receive food. However, only on their first visit of the month do clients receive a full order of food.

**Salvation Army Role**

Salvation Army has delivered food programs in Peterborough since the 1960's. They currently operate a Food Bank that serves approximately 775 individuals annually. They also operate a free breakfast program from Monday to Friday to 40-80 people each day. In 2018, approximately 14,000 breakfast meals were served. In November 2018, the Salvation Army stopped delivering their Food Box Program which had served 110 families each month. Many of those who accessed this program are now receiving the

JustFood Box through the YWCA. Each December the Salvation Army also distributes approximately 2,050 Christmas Hampers. No City funding is provided for these programs.

## Summary

Many organizations, faith groups and volunteers contribute to a networked system of food services in Peterborough. The City of Peterborough plays a role in supporting the provision of emergency food through meal programs and food banks. This report recommends that a 1-year contract extension with St. John's Anglican Church be approved for the delivery of a meal program and drop-in service.

Submitted by,

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Attachments:  
Appendix A - Peterborough Public Health: No Money for Food is....Cent\$less