THE EMERGENCY & COMMUNITY SERVICES COMMITTEE PRESENTS REPORT 09-014 AND RESPECTFULLY RECOMMENDS:

1. Termination of Subsidy Agreement for St. Clair Lodge (CS09071) (City Wide) (Item 5.1)

That Report CS09071 - Termination of Subsidy Agreement for St. Clair Lodge, be received.
2. Residential Rehabilitation Assistance Program: 2009-10 Budget Allocation (CS09074) (City Wide) (Item 5.2)

(a) That the 2009-10 Budget Allocation of $1,515,000 for the Residential Rehabilitation Assistance Program (RRAP) from Canada Mortgage and Housing Corporation, as noted below and in the Supplemental Agreement, attached as Appendix A to Report CS09074, be received:

(i) Homeowner RRAP $490,000
(ii) Disabled RRAP $225,000
(iii) Rental RRAP $700,000
(iv) Rooming House RRAP $100,000

(b) That the City of Hamilton continue its role of Residential Rehabilitation Assistance Program Delivery Agent for the 2009-10 delivery year and the Mayor and City Clerk be hereby authorized and directed to execute the Supplemental Agreement (attached as Appendix A to Report CS09074) in a form satisfactory to Corporate Counsel.

(c) That Canada Mortgage and Housing Corporation be requested to allocate an additional $2.5 million for the Rental Residential Rehabilitation Assistance Program to improve the condition of the aging multi-residential housing stock in Hamilton and enhance the quality-of-life of lower-income tenants.

3. Beach Canal Light Station Operational Study and Heritage Building Assessment (CS09068) (Ward 5) (Item 7.4)

(a) That the Beach Canal Light Station Operational Study and Heritage Building Assessment (attached as Appendix A to Report CS09068), be received.

(b) That staff be directed to investigate the terms to transfer ownership of the Beach Lighthouse and Lighthouse Keeper’s Cottage from the Federal Government to the City of Hamilton and report to Emergency & Community Services Committee.

(c) That staff be directed to apprise David Sweet, Minister of Parliament, of the status of the Beach Canal Lighthouse project and federal negotiations respecting same.

(d) That Councillor C. Collins be kept apprised of the project and be invited to attend meetings, with the Federal Government, respecting the Beach Canal Lighthouse project.
(e) That Item “F” – Beach Canal Lighthouse Group Presentation, be considered complete and removed from the Emergency & Community Services Committee’s Outstanding Business List.

4. **Emergency Food System Strategic Directions (CS09072) (City Wide) (Item 7.5)**

(a) That the “No One Goes Hungry: Strategic Directions for Hamilton’s Emergency Food System Plan 2010-2012” attached as Appendix A to Report 09-014, be approved.

(b) That staff and the Emergency Food System Planning Team be directed to report back to the Emergency & Community Services Committee on or before October 20, 2010, to provide an update on the implementation of “No One Goes Hungry: Strategic Directions for Hamilton’s Emergency Food System Plan 2010-2012”.

(c) That funds in the amount of $45,000, to be funded from the Consolidated Homelessness Prevention Program, be provided to Hamilton Food Share in support of its member agency’s 2009 Christmas Hamper Program.

(d) That an additional $55,000, to be funded from the Corporate Strategic Initiatives fund, be provided to Hamilton Food Share in support of its member agency’s 2009 Christmas Hamper Program.

(e) That Item “I” – Strategic Plan for the Emergency Food Sector, be considered complete and removed from the Emergency & Community Services Committee’s outstanding business list.

5. **Human Services Planning Initiative Update (CS09070) (City Wide) (Item 7.6)**

That funding in the amount of $200,000, for the implementation of next phase of the Human Services Planning Initiative, be referred to the 2010 capital budget process.

6. **Implementation Strategy for the Blueprint for Emergency Shelter Services (CS09015(a)) (City Wide) (Item 8.1)**

(a) That the Implementation Strategy for the Blueprint for Emergency Shelter Services (Blueprint) (attached as Appendix B to Report 09-014) be approved.
(b) That the General Manager of Community Services be authorized and directed to provide additional funding to the four men’s emergency to cover up to 75% ($405,000), of their anticipated $540,000 2009 operating deficits, from funds transferred from the Domiciliary Hostels (Residential Care Facilities) Program, if approved by the Ministry of Community and Social Services.

(c) That the Mayor correspond with the Minister of Community and Social Services to request:

(i) That the City of Hamilton be authorized to continue with the Hostels to Homes Funding model, which is to reinvest Provincial savings from the Emergency Hostels Program into supports for individuals exiting emergency shelters.

(ii) That the Ministry of Community of Community and Social review and implement a viable and sustainable funding model for the operation of the Province’s Emergency Hostel System.

(d) That staff directed report back, to the Emergency & Community Services Committee, respecting the progress of the Implementation of the Blueprint for Emergency Shelter Services (attached as Appendix B to Report 09-014) on or before June 16, 2010.

7. Transition of First Place Hamilton to CityHousing Hamilton (CS09073) (City Wide) (Item 8.2)

That Report CS09073 – Transition of First Place Hamilton to CityHousing Hamilton, be received.

8. Enhanced Employment Services Funding (CS09083) (City Wide) (Item 8.3)

That authority be delegated to the General Manager of Community Services to approve applications for employment services to be funded through the provincial Enhanced Employment Services program.
FOR THE INFORMATION OF COUNCIL:

(a) CHANGES TO THE AGENDA (Item 1)

The Committee Clerk advised of the following changes to the agenda:

(ii) Added as Item 4.2 – Tom Cooper, on behalf of the Hamilton Roundtable for Poverty Reduction respecting Item 7.5 – Emergency Food System Strategic Direction (no copy)

(iii) Added as Item 8.3 – Enhanced Employment Services Funding (CS09083) (City Wide)

(iv) Item 7.1 – Hamilton Veterans’ Committee’s Annual Presentation, has been postponed to the New Year.

The agenda for the November 18, 2009 meeting of the Emergency & Community Services Committee was approved, as amended.

(b) DECLARATIONS OF INTEREST (Item 2)

There were none declared.

(c) APPROVAL OF THE MINUTES OF THE PREVIOUS MEETING (Item 3)

3.1 October 21, 2009

That the Minutes of the October 21, 2009 meeting of the Emergency & Community Services Committee be approved, as presented.

(d) DELEGATION REQUESTS (Item 4)

4.1 Michelle Hruschka, on behalf of the Campaign for Adequate Welfare, respecting Item 7.5 – Emergency Food System Strategic Directions

That the delegation request made by Michelle Hruschka, on behalf of the Campaign for Adequate Welfare, respecting Item 7.5 – Emergency Food System Strategic Directions, be approved.
4.2 Tom Cooper, on behalf of the Hamilton Roundtable for Poverty Reduction respecting Item 7.5 – Emergency Food System Strategic Direction

The delegation request made by Tom Cooper, on behalf of the Hamilton Roundtable for Poverty Reduction respecting Item 7.5 – Emergency Food System Strategic Direction, was approved.

(e) Minutes of Various Advisory Committees (Items 5.3)

That the following Advisory Committee Minutes was received:

(i) Hamilton Historical Board, July 14 2009
(ii) Hamilton Historical Board, September 15, 2009
(iii) Arts Advisory Commission, August 25, 2009
(iv) Arts Advisory Commission, September 22, 2009
(v) Hamilton Youth Advisory Committee, September 15, 2009
(vi) Seniors Advisory Committee, July 3, 2009
(vii) Seniors Advisory Committee, September 11, 2009
(viii) Seniors Advisory Committee, October 2, 2009

(f) DELEGATIONS (Item 6)

6.1 Michelle Hruschka, on behalf of the Campaign for Adequate Welfare, respecting Item 7.5 – Emergency Food System Strategic Directions

Ms. Hruschka’s comments included, but were not limited to, the following:

- The number of Employment Insurance claims and Ontario Works caseloads has grown, and that funds received by EI and OW do not provide enough money to recipients to live on.

- We feel that food banks are not the answer to the ever growing hunger crisis among Hamilton's 20% or higher, who live in poverty.

- While we warmly welcome the news of Ontario Works' $200,000 pilot project of food vouchers, this amount will not even touch the surface for those who go hungry in our community.

Council – November 25, 2009
• We feel the report does not sufficiently address the need to plan toward food security, which does not depend on food banks.

• We are concerned that Foodshare is requesting $100,000 from the City; we feel that this request should be to the province.

• We are very concerned about the make up of the members of the Emergency Food Planning Committee because it does not include those from low income nor does it include all the food banks in the city.

• Some food banks restrict people from getting food through a MEANS test, proper identification or proof that they are hungry.

The presentation, made by Michelle Hruschka, on behalf of the Campaign for Adequate Welfare, respecting Item 7.5 – Emergency Food System Strategic Directions, was received.

6.2 Tom Cooper, on behalf of the Hamilton Roundtable for Poverty Reduction respecting Item 7.5 – Emergency Food System Strategic Direction

Mr. Cooper’s comments included, but were not limited to, the following:

• A national survey of food bank usage was released *November 17, 2009) with some very disturbing findings. HungerCount 2009, coordinated by Food Banks Canada, says the 18% increase in usage in March 2009, compared to March 2008 is the largest recorded since the organization began measuring demand in 1997.

• More people than ever before are utilizing food banks across the country and, perhaps most disturbing, children recorded the highest increase among any group of food bank users.

• Almost 800,000 people went to food banks across the country in Mary and one person in 10 was making their first visit.

• Demand for food bank supplies has increased while there has been a slight reduction in donations from businesses and individuals. Things will only get worse before they get better.

• Hamilton’s jobless rate is the highest it’s been in many years at 9.1%; Ontario Works caseloads have risen by close to 23% in 2009; and, Employment Insurance claims are up 150%.
• At last count, there were more than 16,000 EI claimants in Hamilton (three times higher than it was a year ago). Once those benefits run out, and if jobs are not available, even more families will be relying on community supports such as Ontario Works and food banks.

• It is evident that we need a long term solution to address Hamilton’s emergency food system we also need an interim solution to stop what’s happening now.

• The Roundtable on Poverty Reduction believes the report (CS09072 - Emergency Food System Strategic Direction) will address some of the issues.

• As a community we need to tackle the root causes of hunger, which means addressing the adequacy of incomes, including the realization that senior levels of government must take greater responsibility to provide families with adequate levels of social assistance.

    We need to stress the importance of liveable incomes, affordable housing and food security for all of our residents.

The presentation, made by Tom Cooper, on behalf of the Hamilton Roundtable for Poverty Reduction respecting Item 7.5 – Emergency Food System Strategic Direction, was received.

(g) Hamilton Veteran's Committee – Annual Presentation (Item 7.1)

This Item was postponed to a meeting in the New Year.

(h) Hamilton Youth Advisory Committee – Annual Presentation (09-001) (Item 7.2)

Katie Schotsman, a member of the Hamilton Youth Advisory Committee, provided a PowerPoint presentation on behalf of the Committee. Katie’s comments included, but were not limited to, the following:

• The Hamilton Youth Advisory Committee’s role is to engage, inform and involve youth respecting the activities that are occurring and available within the community.

• Promoting active citizenship and leadership in contributing to the decisions made within the City of Hamilton. Ensuring youth are involved in decisions made within the City and community.
• Provide a youth perspective to the Mayor, members of Council and City staff.

• Inform and involve other youth, and address issues identified by youth.

• Enhancing opportunities, relationships, collaboration and youth focused events and activities.

• 2009 Activities and Achievements included: Play Works, The Ontario Partnership for Active Youth; consultations; and, branding and website development.

• Events: Hamilton’s Green Future Event and Youth Poverty & Homelessness Project

The annual presentation, provided by Katie Schotsman, on behalf of the Hamilton Youth Advisory Committee, was received.

(i) Food, Shelter and Housing Advisory Committee – Annual Presentation (Item 7.3)

Mr. Ron Sharegan, Chair of the Food, Shelter and Housing Advisory Committee, provided a PowerPoint presentation on behalf of the Committee. Mr. Sharegan’s advised of some of the Committee’s achievements to-date:

• Identified challenges relating to eligibility criteria for laid-off workers to access Ontario Works while Employment Insurance applications pending.

• Citizen Committee report went to the Emergency & Community Services Committee recommending advocacy to the Province for changes to Employment Insurance eligibility criteria.

• Provided input to Community Services Department staff regarding local rules for Provincial Rent Bank Program.

• Participated in the review of Homelessness Partnership Strategy Community Plan.

• Participated in consultation regarding Housing Targets for Hamilton’s Official Plan.

• Member agencies worked with City of Hamilton to develop Emergency Food Strategic Directions.
• Provided recommendations regarding funding for services to refugee claimants.

• Provided recommendations for the review of Everyone Has A Home Strategic Plan.

The annual presentation, provided by Ron Sharegan, on behalf of the Food, Shelter and Housing Advisory Committee, was received.

(j) Beach Canal Light Station Operational Study and Heritage Building Assessment (CS09068) (Ward 5) (Item 7.4)

Councillor M. McCarthy requested to be recorded as OPPOSED to Report CS09068, as shown in Item 4 above.

The presentation, provided by Anthony Butler of the Beach Canal Lighthouse Group, was received.

(k) Emergency Food System Strategic Directions (CS09072) (City Wide) (Item 7.5)

Brian Kreps, Manager of Homelessness, and Joanne Santucci, of Foodshare, provided a PowerPoint presentation and overview of Report CS09072.

(l) Human Services Planning Initiative Update (CS09070) (Item 7.6)

Joe-Anne Priel, General Manager of the Community Services Department, Christina Gallimore, Senior Policy Analyst, Social Development and Paul Johnson, of Wesley Urban Ministries, provided a PowerPoint presentation and overview of Report CS09070.

(m) Outstanding Business List Items requiring Approval for Proposed New Due Dates (Item 11.1)

The proposed new due dates, for the following Emergency & Community Services Committee Outstanding Business list Items, were approved:

(i) Item “G” – City of Hamilton Events Strategy
Current Due Date: November 18, 2009
Proposed New Due Date: February 17, 2010
(ii) Item “J” – Call for Action – Recreation, Parks and Sports Infrastructure Funding
   Current Due Date:  November 18, 2009
   Proposed New Due Date:  March 3, 2010

(iii) Item “K” – Lesbian, Gay, Bisexual, Transgender and Queer Needs Assessment
    Current Due Date:  November 4, 2009
    Proposed New Due Date:  March 3, 2010

(iv) Item “S” – Auchmar Estate – Business Plan
    Current Due Date:  November 18, 2009
    Proposed New Due Date:  February 17, 2010

(n) ADJOURNMENT (Item 13)

   There being no further business, the Emergency & Community Services Committee meeting adjourned at 3:46 p.m.

   Respectfully submitted,

   Councillor S. Duvall, Chair
   Emergency & Community Services Committee

Stephanie Paparella
Legislative Assistant
November 18, 2009
NO ONE GOES HUNGRY

STRATEGIC DIRECTIONS FOR HAMILTON'S EMERGENCY FOOD SYSTEM 2010-2012

OCTOBER 2009
The preparation of this document was made possible through the financial support of the City of Hamilton, Community Services.
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A MESSAGE FROM THE PLANNING TEAM

We work towards a day when every individual across Hamilton has sufficient and appropriate food to meet their needs, including their cultural and nutritional needs. A day when no one goes hungry. Until that day, many in our community will continue to need assistance to access and obtain food and to avoid hunger. This strategic plan, a first for our collective system of services, is directed at meeting the needs of those individuals over the next three years. It represents an opportunity for us to work better together, to enhance partnerships and to seek out new and innovative initiatives. The bottom line is that things must improve. Although the challenges are substantial, our commitment is significant. We cannot and should not, however, face these challenges alone.

We have sought out the support and endorsement of stakeholders beyond our own system of services, and we have been informed by the voices of those who use food banks and hot meal programs. We have worked to align our thinking with existing community initiatives and sought consistency with the City of Hamilton’s stated vision and directions.

We have prepared this plan intending to build on work that has already been done, and respectful of the many stakeholders who are or may one day be involved in service provision as well as users of our services. This plan looks ahead three years – not a particularly long time in the overall scheme of things. But it is a solid step in the right direction, and one we hope can be followed by future planning efforts to further strengthen Hamilton’s emergency food system.

Hamilton, October 2009.

Denise Arkell, Neighbour to Neighbour

Kari Astles, Welcome Inn

Dinzel Baggs, Salvation Army

Lisa Burrows, Salvation Army

Tamara Coleman-Lawrie, Wesley Urban Ministries

Tom Cooper, Hamilton Roundtable for Poverty Reduction

Alan Craig, Living Rock Ministries

Tom Heeney, Mission Services

Brian Kreps, City of Hamilton, Community Services

Sue Mastracci, Ontario Works

Shirley Molloy, Salvation Army, Dundas

Wendy Roy, St. Matthews House

Carmen Salciccioli, Good Shepherd Centres

Joanne Santucci, Hamilton Food Share

Lisa Taraba, City of Hamilton, Public Health Services
INTRODUCTION

Providers of emergency food services in Hamilton have wanted a strategic plan for some time, and the City has encouraged its development. This planning document follows on the recent review of issues and challenges facing Hamilton’s emergency food network by the City of Hamilton’s Community Services Department (see: Hunger in Hamilton – Emergency Food Considerations for the City of Hamilton, May 2009). The Hunger in Hamilton report provided a comprehensive snapshot of the emergency food landscape in Hamilton, including data and stakeholder input that informs the planning process in additional and meaningful ways. A strategic plan sets out a direction (or strategy) and allocates resources to pursue that strategy. By definition, it concerns itself with future activities. Given the shifting landscape in Hamilton’s emergency food sector in recent times, it seemed prudent to set this plan over a 3-year period rather than attempt to craft anything longer term.

In its simplest form, a strategic plan concerns itself with the present day (where we are now) in order to set a direction for the future (where do we want to be?) and a plan for implementation (how will we get there?). An additional component, evaluation, determines whether or not the plan has been effective in its outcomes and achievements. This precedent-setting document sets a course for our network of emergency food providers in Hamilton, and we believe our collective commitment to strengthen this community’s response to hunger will be a significant asset as implementation of this plan moves forward. The organizations, large and small, providing emergency food services presently carry the lion’s share of this community’s burden in responding to food insecurity. For many years we have occupied the front lines alone, with scant resources and an almost incomprehensible network of volunteer labour. This plan sets out our vision and strategy to strengthen these efforts. It recognizes that we can no longer meet the needs of hungry Hamiltonians by ourselves, and that, together, we can benefit from collective efforts, community support and strategic action.

Although this plan specifically seeks to implement steps within the emergency food network over the next three years, it will fall to the entire community to support this effort and continue to take steps to alleviate hunger. It will be important that this plan be integrated along with other community initiatives, and embraced by stakeholders and community members across the city.

There is much yet to be done, and we face some significant challenges. This plan is a preliminary step – our implementation efforts will need to be carefully thought out as well as widely supported. We can’t do it alone.
The providers of emergency food services in Hamilton are independent organizations but are also members of Hamilton Food Share. This afforded an obvious opportunity to build on the membership’s collective work by allocating a central planning role to Food Share as a hub organization. The Executive Director of Hamilton Food Share, Joanne Santucci, worked closely with City staff and with EnMark Associates (the planning consultants) during the preliminary stages of this planning project. As work progressed, individual provider agencies and key stakeholders were asked to take part in specific planning exercises to refine and focus the plan.

The Planning Team, in its entirety, was comprised of:

Denise Arkell, Neighbour to Neighbour  
Kari Astles, Welcome Inn  
Dinzel Baggs, Salvation Army, Hamilton  
Lisa Burrows, Salvation Army, Hamilton  
Tamara Coleman-Lawrie, Wesley Urban Ministries  
Tom Cooper, Hamilton Roundtable for Poverty Reduction  
Alan Craig, Living Rock Ministries  
Brian Kreps, City of Hamilton, Community Services  
Tom Heeney, Mission Services  
Sue Mastracci, Ontario Works  
Shirley Molloy, Salvation Army, Dundas  
Wendy Roy, St. Matthews House  
Carmen Salciccioli, Good Shepherd Centres  
Joanne Santucci, Hamilton Food Share  
Lisa Taraba, City of Hamilton, Public Health Services
Overview of the Emergency Food System

Hamilton has a formal network of 9 organizations providing food to those in need, each an independent organization but also a member of Hamilton Food Share (making a total of 10 organizations):

- Good Shepherd Centres
- Living Rock Ministries
- Mission Services of Hamilton
- Neighbour To Neighbour
- St. Matthew’s House
- The Salvation Army
- Stoney Creek Food Bank
- Welcome Inn
- Wesley Urban Ministries
- Hamilton Food Share

This network of emergency food services spends more than $3.3 million annually to feed those in need. Hamilton Food Share also extends its services to assist a number of women’s shelters, men’s hostels, youth programs and breakfast programs. A number of other community food programs exist, however these are informal or periodic programs that are not officially integrated with the providers listed above or with Hamilton Food Share.

The City of Hamilton’s Public Health Services Department has identified the following (including Food Share member programs):

- 3 community gardens
- 1 community kitchen
- 7 congregate dining locations
- 12 food banks
- 6 free meal programs
- 5 Meals on Wheels programs
- 5 perinatal programs (multiple locations)
- 7 shopping/transportation services
- 1 student nutrition network

Although they are not all specifically referenced in this plan, these programs should be recognized for their contributions to the community and encouraged to join with our collective efforts at alleviating hunger. We will seek ways to connect with these programs and invite their input and participation as we move forward.

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Who Uses Emergency Food Services?

The needs of families and individuals who turn to emergency food services for assistance have been central to our planning process. Their input to our work has informed our thinking, and our combined front-line experience has served to guide our strategic choices. Things must improve for those who are experiencing hunger, and our response to their needs is tantamount to any measure of our success.

More than 19,600 Hamiltonians used local food banks in March 2009 (more than 8,300 of these were children), and still others are relying on hot meal programs. We do not know how many more are helped by neighbours, given assistance by a faith group, or otherwise given support in informal ways.

### Food Bank Access

<table>
<thead>
<tr>
<th></th>
<th>March 2009</th>
<th>March 2008</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adults</td>
<td>11,289</td>
<td>9,284</td>
<td>21.6%</td>
</tr>
<tr>
<td>Children</td>
<td>8,313</td>
<td>6,227</td>
<td>33.5%</td>
</tr>
<tr>
<td>Total People</td>
<td>19,602</td>
<td>15,511</td>
<td>26.4%</td>
</tr>
<tr>
<td>Total Households</td>
<td>7,685</td>
<td>6,234</td>
<td>23.3%</td>
</tr>
</tbody>
</table>

Emergency Food Action Committee, 2009

The total number of people accessing food banks in March 2009 was the highest ever recorded by a Hamilton Hunger Count report (Emergency Food Action Committee). The system trying to feed them has also grown – more than 50 front-line staff and some 7000 volunteers distributing 4.8 million pounds of food. Still, providers are reporting anticipated shortfalls for the coming year.

**The share of low-income families in Hamilton is greater than Ontario as a whole.**

In 2005, 11.7% of Ontario’s families were living in low income as measured using Statistics Canada’s Low Income Cut-Off. The proportion of low-income families in Hamilton was higher than Ontario overall at 14.3%\(^2\).

Statistics Canada figures (May ’09) confirm a 97% hike in employment insurance recipients in Hamilton (March ’09 compared with March ’08) and a local unemployment rate hovering at about 8%. The local Ontario Works caseload stands at about 12,000 cases.

According to *Incomes and Poverty in Hamilton* (April, 2009):

- Households on social assistance are not even able to access the basic necessities of life
- Those among the lowest income groups face daily trade-offs and compromises like paying the rent instead of buying food
- Poverty is unevenly distributed across the City of Hamilton
- The poverty rate among children in Hamilton is increasing
- More than 50% of recent immigrants live below the Low Income Cut-Off
- Social assistance benefit rates have historically provided emergency incomes far below the poverty line
- Monthly income from social assistance is not enough to cover even a handful of the basic necessities (e.g. heat, hydro, clothing, bus tickets, telephone, laundry, personal hygiene items) after paying for food and rent

*Given the inadequacy of current benefit rates, most households on Ontario Works (OW) are dependent on local food banks to survive. In addition, given that the average rental unit in Hamilton is beyond their means, these households are often forced into unsuitable or unsafe housing. From previous recessions, we know that it is the poorest people in a community who suffer the biggest brunt of economic downturns...for those on OW, the hope of leaving social assistance gets dimmer as the competition for low wage jobs increases during a recession.*

Social Planning and Research Council of Hamilton, April 2009, *Incomes and Poverty in Hamilton*

**The Community Environment**

There are important documented differences between providing emergency food and helping people escape poverty. While closely connected, these are different goals and require different approaches, tools and resources. Emergency food providers know this and continue to look for ways to be effective on both counts wherever we are able.

*The relegation of food issues to the lower end of the urban agenda means that the varied and complex ways that food issues are embedded in our lives are not well understood by city residents. The same holds true for most urban policy officials who fail to comprehend the importance of the urban food system for the quality of urban life. In fact, food is very much an urban issue, affecting the local economy, the environment, public health, and quality of neighborhoods.*

Pothukuchi and Kaufman, 1999

Our efforts to collect and utilize enhanced data through HIFIS\(^3\), for example, are now paying off with more and better information that can guide our planning and help to inform our partners, our funders and other stakeholders.

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\(^3\) Homeless Individuals and Families Information System, initially utilized by shelters but recently revamped for use by emergency food services.
Two focus groups held in March 2009 will help to further inform our thinking. Hosted by the Community Action Program for Children (CAPC), these focus groups examined the needs of individuals using programs in two east-end neighbourhoods – the Riverdale Community and the CATCH Community (Quigley Rd.). Emphasis was placed on considerations for children 0-6 years. From these discussions, we know that these neighbourhoods see food and good nutrition as important to their children’s health and wellbeing. In the CATCH neighbourhood the food bank is well utilized and cited as an important community program. They identified a bigger food bank with a variety of fresh fruits and vegetables and more gardens as part of their “ideal” community. The Riverdale community identified a nutrition program as a missing component in their service mix and said that a nutrition program as well as after school snacks and a community garden would be part of their “ideal” community.

Our consideration of advocacy will be informed by Winston Husbands’\(^4\) work in advocating for Toronto’s major food bank network to transform itself into an anti-hunger movement, with the Daily Bread Food Bank (at the centre of this network and Canada’s largest food bank) becoming an anti-hunger organization.

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\text{Despite their stated intentions, these food banks have not succeeded in addressing the structural features of this problem. This failure, though understandable, reflects the limitations of the traditional food bank system. Traditional food banks are geared to providing emergency assistance (hunger alleviation) but not to addressing hunger as a structural phenomenon.}
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Pothukuchi (2007) looked at a five-year period evaluating more than 200 projects funded by the USDA Community Food Projects Competitive Grants Program. This research highlighted the key factors that were identified as contributing to a successful Community Food Project.

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\text{Other than substantive objectives related to local food production and meeting the food needs of low income populations, the CFP Program specifies numerous process-related objectives and priorities. These include community capacity building, collaborative stakeholder processes, multi-system and interagency approaches, and resident participation in addressing local food, agriculture, and nutrition issues. Sustaining activities and outcomes beyond the life of the project is another key program priority.}
\]

Key characteristics of successful community food projects were identified in

Pothukucki’s study as follows:

They show progress in meeting particular community food needs. They are able to “hit the ground running”. They gain community buy-in and support of activities. They adapt effectively to changing and unforeseen conditions. They are able to build and strengthen effective community-based networks. They develop innovative, multi-sector approaches. They build community food leadership. They are able to sustain selected activities after the grant ends.

Additional Planning Considerations

Much of the early planning and development work that is incorporated in this plan was based on the findings of previous reports and research conducted in Hamilton. We have individually and collectively crunched numbers, analyzed information and considered the thoughtful input of many people. We have concerned ourselves with what others are doing, what works and what needs further investigation. Part of our deliberations included a review of what can be considered “best practices” in the field. These were summarized in the Hungry in Hamilton report along with the work of Mark Winne, a Food and Society Policy Fellow and co-founder of the national Community Food Security Coalition in the United States, who has looked at these best practices and concluded that planning efforts should be informed by the indicators found in a typical community food assessment:

- The number and accessibility of affordable retail food stores that carry a wide range of healthy food choices in or near lower-income neighborhoods
- Public transportation systems and their ability to easily connect residents of lower income communities to affordable, high quality food stores and farmers’ markets
- Rates of diet-related health problems including obesity and diabetes as well as infant mortality, low-birth weight babies, and iron-deficient anemia.
- The prevalence, adequacy of funding, and the coordination between public health and nutrition education efforts that are designed to address the above conditions
- The amount of time that a school system devotes to nutrition education in their standard curriculum; and the degree to which the school system promotes healthy eating through the food choices in their cafeteria and vending machines
- The adequacy of funding and staff to do outreach for food assistance programs
- The viability of the local and regional agriculture sector, use of sustainable farming practices, and the availability of distribution channels to make local and

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regional farm products available to all residents, businesses, and public institutions
- The average age of farmers, the loss of prime farmland, and other measures of farm viability
- The size of emergency food providers relative to demand, and progress toward downsizing food banks as demand declines and lower income families have the means to secure food through normal channels
- The existence of active venues for local and state food system planning, such as food policy councils, comprised of public agencies and private sector representatives.

These indicators extend beyond the current scope of our planning, but serve to inform our thinking as we look to implement strategic priorities in the future.

Winne has also studied a number of U.S. emergency food programs and found that they share several common strengths in their approaches and structures. Where appropriate, we will look for ways to address these as we move ahead with implementation of this plan:

- Address the food and nutrition needs of low income households and communities
- Synthesize two or more fields, e.g. food production and nutrition education
- Unite rural and urban concerns as well as producer and consumer concerns
- Achieve multiple benefits, e.g. create new supermarkets in low-income areas and provide job opportunities for neighborhood residents
- Incorporate community food system assessment, research, and planning into their work
- Take a systems approach to food system problems
- Create a broader constituency for food system issues

The research available to us included bold examples of other planning initiatives to help inform and encourage our thinking. For example, The Action Plan for Saskatchewan Health Care, the province’s population health promotion strategy, identified four priority areas around which it focuses its health promotion efforts – accessible nutritious food is one of these priorities. Their plan emphasizes “upstream” approaches that “work to address root causes of ill health by focusing on changing the conditions and environments in which people live, work and play. By developing healthy public policy, creating supportive environments and strengthening a community’s ability to take action on issues, the Strategy will work to remove or reduce barriers that make it harder for some people to be healthy than it is for others”. Even though this is a provincial strategy (with short-, medium- and long-range goals extending ten years into the future), we can be informed by its evidence-based approaches (i.e. The Good Food Box; the Community Schools Program; Food For All Coalition; and Food Charters) and inspired by its vision.
Priority goals for achieving accessible nutritious food have been established in Saskatchewan’s strategy:

To increase opportunities for people to enjoy more nutritious food in homes and community settings.
To reduce the economic, geographic, social and cultural barriers that limit healthy eating habits.
To advocate for food policies that promote and protect the health of Saskatchewan residents.

Food Banks Canada has developed a program to provide training and education about food handling safety for food banks across the country. The Safe Food Handling Program\(^6\) incorporates the standards of the Canadian Food Inspection Agency and provincial regulations in developing standards for its member food banks. The standards themselves were released in April 2009 along with a Food Bank Self Assessment, Donor Intake Form and a guide to food product codes for best before and expiry dates (training materials and workshops are to follow). The core program contains controls that all food banks have been asked to implement, while an additional 11 modules provide specific standards that food banks should implement as they apply to their own operations. A series of ten posters has also been produced for food banks to post within their facilities (e.g. handwashing, temperature, can defects). We will be incorporating this work into the development of our implementation plan.

The City of Toronto’s “official” definition of food security (Food and Hunger Action Committee, 2000; Toronto Food Policy Council, 1994) is a solid one:

1. The availability of a variety of foods at a reasonable cost.
2. Ready access to quality grocery stores, food service operations or alternate food sources.
3. Sufficient personal income to buy adequate foods for each household member each day.
4. The freedom to choose personally acceptable foods.
5. Legitimate confidence in the quality of the foods available.
6. Easy access to understandable, accurate information about food and nutrition.
7. The assurance of a viable and sustainable food production system.

As the City of Hamilton pursues options for food-related policy, including the potential for a food charter and a food policy council, we will urge the careful consideration of these defining elements.

While this document was being finalized, the Ontario Association of Food Banks (OAFB), of which Hamilton Food Share is a member, released current information about the state of food banks in Ontario 7. It reminds us of several disturbing trends experienced in the province as we near the close of 2009 and underscores the need for our strategic directions to be implemented:

- Ontario’s food banks are under tremendous pressure due to growing unemployment, continually increasing food prices, and rising demand.
- Over 225,000 full-time jobs have been lost in the province over the past twelve months and Ontario’s unemployment rate continues to rise.
- The price of groceries continues to rise at a rate well beyond inflation (4 per cent versus -0.8 per cent).
- Rising demand has placed pressure on the existing operations of Ontario’s food banks. Over 350,000 Ontarians are turning to food banks every month in 2009, a figure that has increased by 20 per cent since last year.
- Many food banks have struggled with declines in food donations in 2009. Approximately one in three food banks in Ontario have seen a decline in individual and corporate food and financial donations in 2009.
- The food supply of many of Ontario’s food banks is precariously low (the highest proportions of reported challenges with food supply since data collection began in 2005).
- Ontario’s food banks have been forced to respond to these challenges by purchasing more food, and in some cases, by rationing the available supply of donations. One in four food banks in Ontario have needed to reduce the average amount of food distributed in hampers in 2009.
- The average weekly expenditure for groceries for a typical family of three has increased by $432.64 annually since January 2008 (roughly the equivalent of more than 5 weeks of groceries).

Now more than ever before, we must work diligently to achieve results that are in line with our core mission as food banks working for a hunger-free Ontario: to meet the immediate needs of those we serve, and to work towards actions that eliminate the need for our services. Our work is a reflection of society’s collective will to provide an immediate response to circumstances that should not exist in Ontario. No one should go hungry in our province.

Ontario Association of Food Banks 2009

Appendix C of this document also includes excerpts from How Much Does Healthy Eating Cost? (City of Hamilton, Public Health Services, July 2009) and The Cost of Basic Nutritious Food (City of Hamilton, Public Health Services, 2009).

Within the broader context of the City of Hamilton’s vision, and the rallying cry that we be “the best place to raise a child”, we have developed a vision for the future of emergency food services in this community:

Hamilton, as the best place to raise a child, has an integrated, sustained and coordinated system of emergency food services that responds effectively to those in need. No one goes hungry.

While we collectively want to envision and strive for a community without hunger, we realize that all communities have a responsibility to ensure that emergency food services are in place for those who may need them regardless of the precipitating cause. We know that hunger often results from poverty, but we also recognize that other circumstances can lead to food insecurity. In order for our community to maintain the full continuum of food security measures known to be effective and essential, it is necessary to have emergency food services in place. Our vision, stated above, is that these services are integrated, sustained and coordinated, thereby responding effectively when called upon.

Our ultimate goal, and our ongoing rallying cry, is no one goes hungry.

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8 Please see the appendix of this document for a copy of The Food Security Continuum.
We have collectively identified the following five strategic directions to guide our work over the coming 3 years and act as the focal points for further planning and development.

**Strategic Direction I – Financial Stability**

*Note: this is an overarching priority and will impact all the other strategic directions. We will pursue the remaining directions independently, but are unlikely to realize the full potential of those strategies without seeing success in this first priority.*

This crucial strategic direction focuses on the pursuit of financial assistance to provide an annual, stable source(s) of funds for emergency food services. It will strategically target sources for that funding, including the City of Hamilton. It includes funds needed for food, staffing, infrastructure (e.g. storage, transportation) and capital (i.e. updated and appropriate facilities). It also includes strategies such as finding leverage wherever possible in order to secure additional resources and aligning those resources appropriately in order to achieve our strategic directions.

Collectively, our system of emergency food services allocates a significant amount to this purpose annually (reflecting the sizeable contributions of our donor base). We are committed to working as a system in the collective pursuit of sustainable funding to meet the needs of those who rely on our services. This means not only planning together in a systemic fashion, but also allocating our resources and pursuing new resources in a collective and collaborative fashion. Our collective commitment to do this represents a significant change for our network of services, and potential risk given the autonomy of our individual agencies. Our strategic directions will guide these efforts and act as a filter through which we can assess and allocate resource opportunities strategically, and will apply to:

- allocating base resources
- pursuit of new initiatives
- pursuit of new funding
- realignment of existing resources
- leveraging opportunities
We will seek opportunities to involve funders (and potential funders) in this collective process. A number of key steps remain in our planning and pursuit of this direction – next steps will include defining and refining the specific needs across our system, identifying current system-wide allocations (our base), and quantifyng the gap between the current financial base and the need in our community. Some of our immediate next steps in this regard will be informed by recent data collection efforts (e.g. summer 2009 Emergency Food Action Committee report). This data will provide a starting point from which we can build a more comprehensive financial picture and funding strategy. As well, we remain committed to ongoing efficiency efforts that will see the best possible use of all allocated funds.

**Strategic Direction II - Standards**

This strategic direction focuses on improving formal standards across the emergency food services system in order to improve the quality and quantity of food provision, service standards, nutrition standards, and the overall helping capacity of the system.

Along with the implementation of enhanced standards, we see opportunities for enhanced accountability. There will be a need to inform and educate our donor base about these issues, and to identify an appropriate process for complaints to be received and handled in a more systemic fashion. We are also committed to the application of standards that address the kinds of pressures and difficult circumstances our front line staff and volunteers are exposed to on a regular basis.

**Strategic Direction III - Education**

This strategic direction focuses on education about food security, nutrition, appropriate and effective donations, and how financial contributions may be leveraged to provide the maximum amount of food. It includes education for the community at large, for donors, for volunteers, for staff of emergency food service agencies, for funders, and for affiliated stakeholders (e.g. health, education, economic development, waste management, other City departments, advocacy groups, self-help groups, and media).

We recognize the need to go beyond simply providing educational messages and information. Our strategy will be about more than raising awareness or knowledge levels. It will also seek to build skills (i.e. among our staff and volunteers). Just as important, we will focus on the information we provide in our educational efforts, seeking ways to ensure that it remains accurate, consistent and relevant.
Strategic Direction IV - Advocacy

This strategic direction focuses on collective advocacy efforts that will capitalize on the unified voice and the first-hand knowledge of our network of emergency food providers. It includes advocating for a realistic living wage, for enhanced social assistance benefits, for action at all levels of government, for better nutrition in schools, for a Healthy Food Supplement, and for allocation of funds from targeted sources.

We will focus not only on advocating for specific initiatives but also advocating with those in our community who are already working to bring improvements to our collective situation. This will be done in concert with our efforts to integrate with existing City initiatives and with others involved in similar efforts. Again, the quality of information used in the pursuit of this direction will be an important consideration.

Strategic Direction V – Integration and Coordination

This strategic direction focuses on efforts to integrate our work, to collaborate and coordinate our efforts, and to share the responsibility of emergency food provision (not only among our network, but across the community in meaningful and targeted ways). It includes assessing our own roles and responsibilities, connecting with community initiatives and community partners, and integrating the food insecurity crisis with broader activities. It also includes asking others to assume appropriately their own roles and responsibilities in addressing what is ultimately a community issue. We envision new opportunities in partnership with the City of Hamilton and enhanced efforts to connect with this community’s informal network of food provision (e.g. churches, neighbourhood programs) as part of our integration focus.
Strategic Direction I - Financial Stability – annual, stable funding for food, staffing, infrastructure, capital needs – system approach to funding.

<table>
<thead>
<tr>
<th>Strategic Direction II</th>
<th>Standards</th>
<th>Improved quality, service, nutrition and system capacity</th>
<th>Priority for implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Direction III</td>
<td>Education</td>
<td>Education about food security, nutrition, donations, leveraging</td>
<td></td>
</tr>
<tr>
<td>Strategic Direction IV</td>
<td>Advocacy</td>
<td>Unified voice advocating for (and “with”) better wages and social assistance, government action, Healthy Food Supplement, school nutrition, and funding</td>
<td></td>
</tr>
<tr>
<td>Strategic Direction V</td>
<td>Integration and Coordination</td>
<td>Integrate, collaborate, share responsibilities; assess roles, connect with community, integrate food insecurity into broader activities</td>
<td>Priority for implementation - ongoing</td>
</tr>
</tbody>
</table>

It is vital to point out that the providers of Hamilton’s emergency food services continue to support advocacy efforts that seek solutions to the broader issues of poverty and income insufficiency. Our position is consistent with that of Food Banks Canada:

*The challenge is immense and complex and the issues of poverty and hunger must be placed onto the agendas of governments of all levels to restructure the welfare system and provide an adequate social network before another generation is subjected to poverty and its inherent outcomes.*


The role of the City of Hamilton in implementing this plan will be crucial. We have been fortunate to have three City staff members on our planning team, but the success of this plan will depend on the broadest possible involvement and assistance of the City at all levels. This is especially true in terms of advocacy, where research (Tarasuk, V., 2001; Kirkpatrick, S., 2008; Winne, M., 2005; Theriault and Yadlowski, 2000) is clear about the need for municipal governments to be involved (Food Banks Canada, World Hunger Year, Community Food Security Coalition, Bissell Centre, The Food Project). It will be crucial that the City of Hamilton continue to raise this issue with its provincial and federal partners in order to address the underlying problems that result in food insufficiency, hunger and the use of emergency food services. Toronto (dubbed a
“municipal pioneer of food security" has been the subject of considerable research revealing both the need for and the importance of municipal involvement.

*In spite of a variety of scattered initiatives to deal with food poverty, there is virtually no official systematic policy at any level of government to tackle the problem of food insecurity in Canada. Traditional responses to food insecurity in Canadian cities have involved charitable food distribution through food banks, an incomplete response to food poverty.*

*Social housing authorities are in an ideal position to develop and maintain community food security initiatives by incorporating them into food security policy frameworks that also focus on, and harness, community building.*

*While issues of food insecurity are usually equated with financial insecurity, the social housing sector cannot rely solely on whether or not senior levels of government address social program spending and other initiatives that affect households' financial resources, although these upstream policies are fundamental to any long-term strategy to tackle food security.*

Abigail Friendly, *Towards Food Security Policy for Canada’s Social Housing Sector, 2008.*

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9 Abigail Friendly in *Towards Food Security Policy for Canada’s Social Housing Sector, 2008.*
IMPLEMENTATION OF THIS PLAN

Our next steps will involve the development of a plan to implement our strategic directions and to maintain our planning commitments over the coming 3 years. We are acutely aware that organizational capacity is a critical issue for our agencies, whose efforts will be essential to implementing this plan. Peter Eisinger of Wayne State University has studied this issue among food pantries, soup kitchens and other street-level organizations\(^\text{10}\) and concluded that effectiveness is dependent on critical capacity elements. These include resources, effective leadership, skilled and sufficient staff, a certain level of institutionalization, and links to the larger community from which an organization might draw help. Mobilizing these capacity elements will be paramount in the implementation of this plan.

The role of the City of Hamilton is vital. Within our planning team we have been fortunate to count Public Health Services, Ontario Works, and Community Services, City expertise that can be of tremendous assistance to inform and partner in our efforts. Their support and involvement will be an important asset in the implementation of this plan. This should include careful integration of emergency food related initiatives with those unfolding in the Public Health realm, Ontario Works and Community Services (and vice versa). For example, and as is the case in other communities across Canada, our local public health professionals are engaged in initiatives that will ultimately help to shape our local food system – community gardens, markets, food co-operatives, food research and food policy initiatives are among these. The Community Nutritionists Council of B.C. suggests a clear link between these efforts and public health-related outcomes.

*Health outcomes realized by these endeavours include: local food self-sufficiency, improved local economies, improved performance of children in schools, increased social cohesion around food security, increased knowledge of healthy eating, increased consumption of healthy foods, decreased food bank use and much more.*

As we move forward with implementation of this plan, we hope that parallel efforts in the City's other pursuits will engage and integrate with our own efforts to the greatest possible extent in order to maximize the success of both. Our local Public Health Services Department has gone further than many in addressing food security (see next page) and the continuum of food security. Where our efforts, at the short-term end of the continuum, are specifically aimed at temporary hunger relief, public health professionals are largely focused on the remainder of the continuum. It will be important that we each

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\(^{10}\) Eisinger, P. "Organizational Capacity and Organizational Effectiveness Among Street-Level Food Assistance Programs". *Nonprofit and Voluntary Sector Quarterly* 2002; 31; 115.
## COMMUNITY FOOD CONTINUUM

### STAGES TO ADDRESS FOOD SECURITY

<table>
<thead>
<tr>
<th>Stage 1: Short Term Relief</th>
<th>Stage 2: Building Capacity and Empowering Individuals and Community</th>
<th>Stage 3: Systemic Shift for Sustainability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Actions to provide temporary or immediate relief to hunger – addresses individual need and efficiency</td>
<td>Actions to provide education, skill building, collaboration, partnerships, increased accessibility to appropriate, safe and nutritious food, and identification of systemic issues. Involves participation and transition.</td>
<td>Actions over the long term to address systemic issues including the development of a food charter, support of local agriculture and food systems, protection of the environment, and policy change for a living wage.</td>
</tr>
</tbody>
</table>

### Example Initiatives: Some programs will fall on more than one point along the continuum

- Food Banks/Emergency Food
- Free Meal programs
- Subsidized Meals
- Student Nutrition Programs
- Community Kitchens
- Community Gardens
- Local farmers’ markets
- Nutrition sessions and workshops such as Supper Club, Ontario Early Years Centre workshops, and cooking clubs
- Meals on Wheels and similar programs
- Canada Pre-natal Nutrition Programs
- Food Handler Training
- Shopping/Transportation Services
- Food costing surveys such as the Nutritious Food Basket
- Point-of-purchase information
- City of Hamilton annual Food Access Guide
- Awards for high standards of food service

### Community Food Security Continuum

A community food security continuum is a coherent whole characterized by a progression of actions. These actions are visually represented as falling into three stages. Actions that provide temporary or immediate relief to hunger do not address food security in its broadest sense, but are considered to be in the first stage of a continuum moving to food security. The next stage would be moving towards building capacity of individuals and communities to actively participate in their acquisition of appropriate food. This stage also involves the identification of systemic issues that can assist in transitioning to a more food secure environment. The third stage is a sustainable community food system that improves the health of the community, environment, and individuals over time. This involves a collaborative effort to build locally based, self-reliant food systems and economies.

Food security is the satisfaction of five elements:

- **Availability** - sufficient supplies of food for all people at all times
- **Accessibility** - physical and economic access to food for all at all times
- **Acceptability** - culturally acceptable and appropriate food and distribution systems
- **Adequacy** - nutritional quality, safety, sustainability of available sources/methods of food supply
- **Action** - ensuring the social and economic infrastructures are in place to enable action that will ensure the previous four elements of food security.

(Adapted from the work of Food Matters)

Food security is often recognized as a public policy issue related to income and health. The role of agricultural policy in affecting food security is not well understood. Decisions made about what crops to produce, how to process and market foods and what policies to use to support farm incomes can all ultimately affect food security. A holistic conceptualization of food security involves agricultural and ecosystem sustainability, community economic development, and dignified access to food.

Although the causes of food insecurity are diverse, the most important outcomes are health related, giving public health a unique role to play in improving food security in Hamilton. Creating multi-sector partnerships and networks, including government and public health agencies, educational institutions, nonprofit organizations, and the volunteer sector will be vital for developing the infrastructure needed to achieve food and nutrition security.
recognize the efforts of the other across the entire continuum, looking for linkages and supporting collective action wherever possible. We look for these same links with Ontario Works and Community Services initiatives that relate to our own efforts. Broader community initiatives – from poverty reduction to school nutrition – will also offer important partnerships for us to pursue.

We will be considering the appropriate membership for our planning team – to expand or reconstitute as needed – as we move forward. It will be important that we bring the right people to the table for next steps to be accomplished successfully.

Our immediate next steps will include:

- seeking enhanced connections/entrée to key stakeholder groups whose input and involvement will be key to implementation efforts
- ongoing planning sessions to refine and develop our implementation plan
- confirmation of the most appropriate mechanism for organizing our work and determining ongoing resource needs to support planning and implementation
- enhancing and aligning our system leadership to focus on strategic implementation
- identifying specific priorities for implementation – those that can be pursued without needed resources as well as those that will require funds for successful implementation
- additional processing of data and information to inform our work

**Our Specific Request to City Council**

We are asking Council for a commitment in principle to the strategic directions set out by our emergency food services team. We recognize Council for having initiated this planning process (and having requested that a strategic plan be developed) and we are asking that Council continue to contribute to our efforts with additional supports throughout the coming implementation period – continued participation on our planning team by City staff, project management assistance, administrative support, facilitation resources, and communication resources are all anticipated requirements that we look to the City to continue to provide as an active partner in this process. We ask that Council also acknowledge the roles and responsibilities of the City of Hamilton as we move forward. We will be considering the most appropriate configuration of our planning team during the next phase (implementation) and ask that Council also support our efforts to involve funders (including the Province) and other key stakeholders as and when appropriate.

Premier Dalton McGuinty said in January 2009\textsuperscript{11} “our government firmly believes that everyone in Ontario must have the opportunity to succeed, and this means responding to the needs of low-income Ontarians across the province. That is why our government has

created a new cabinet committee on poverty — one that is working hard to develop a focused strategy to reduce child poverty and to lift the standard of living of more Ontario families. We have made children the first priority of this strategy because by helping kids now, we can break the cycle of poverty.”

Mayor Eisenberger recently wrote to the Premier\textsuperscript{12} to remind him that “food and income security are two critical elements of a poverty reduction strategy. Children and families who have adequate and sustainable levels of financial resources have the increased capacity to live a healthier quality of life”. These are important messages and vital assets in our work. In partnership with the City of Hamilton, and together with other key stakeholders, we are confident that implementation of our strategic directions can succeed in making significant and substantial changes and improvements to the system of emergency food services in this community and bring us closer to our vision that \textit{no one goes hungry}.

\textsuperscript{12} October 1, 2009 letter from Mayor Fred Eisenberger to Premier Dalton McGuinty re: Nutritious Food Basket (NFB) Report (BOH09024).
Appendix A – References


City of Toronto. *Toronto’s Food Charter*.


Eisinger, P. Organizational Capacity and Organizational Effectiveness among Street-Level Food Assistance Programs. *Nonprofit and Voluntary Sector Quarterly* 2002; 31; 115.


Pothukuchi, K., Kaufman, J.L. Placing the food system on the urban agenda: The role of municipal institutions in food systems planning. *Agriculture and Human Values* 16: 213–224, 1999.


Appendix B –

The Community Food Security Continuum

<table>
<thead>
<tr>
<th>Stage of Continuum</th>
<th>Efficiency Strategies</th>
<th>Transitional Strategies</th>
<th>Redesign Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Counsel clients to maximize access to existing programs, providing food and nutrition assistance.</td>
<td>Connect charitable food programs with local food producers.</td>
<td>Advocate for minimum wage increase, adequate social assistance and more affordable housing.</td>
</tr>
<tr>
<td></td>
<td>Education on healthy food and lifestyle options</td>
<td>Multi-sector partnerships and networks that work toward CFS</td>
<td>Work with governments and communities to develop policies for:</td>
</tr>
<tr>
<td>Strategies and Activities</td>
<td>Support existing charitable food outlets</td>
<td>Facilitate development of: community gardens, farmers' market catalysts, community gardens and other CFS programs</td>
<td>- land use that facilitates urban agriculture</td>
</tr>
<tr>
<td></td>
<td>Map the location of charitable food outlets</td>
<td>Facilitate low-income consumers' access to farmers' markets, community gardens and other CFS programs</td>
<td>- increasing communities food self-reliance and achieving nutrition goals</td>
</tr>
<tr>
<td></td>
<td>Document the nutritional value of charitable foods as a baseline for improvement</td>
<td></td>
<td>- tax incentives and financing mechanisms</td>
</tr>
<tr>
<td></td>
<td>Identify price anomalies in low-income neighbourhoods, using the nutritious food basket.</td>
<td>Adapt healthy food and nutrition food policies within government</td>
<td></td>
</tr>
</tbody>
</table>

Source: MacRae et al. (1990); McCullum et al. (2005); Kakas (2001).

Appendix C –
How Much Does Healthy Eating Cost?
and The Cost of Basic Nutritious Food

What foods were priced?

The foods for the Nutritious Food Basket survey are based on Canadian eating patterns and buying habits* as well as nutritional value. The survey collects the lowest cost at each grocery store for 67 foods, and estimates the average cost.

The foods surveyed are found in Canada’s Food Guide:
- Vegetables and Fruit
- Orange Vegetables and Fruit
- Dark Green Vegetables
- Whole Grains/Whole Wheat Products
- Non Whole Grain Products
- Milk and Milk Alternatives
- Meat, Poultry, Legumes, Eggs and Fish

These foods can be used to prepare nutritious meals and snacks. To get the total cost for a week, an extra 5% was added to account for additional food items used in meal preparation such as spices, seasonings, condiments, baking supplies, soups, coffee and tea.

*Eating patterns and purchasing frequency based on the Canadian Community Health Survey 2.2 results.

<table>
<thead>
<tr>
<th>Nutritious Food Basket Weekly Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Hamilton, 2009</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Age (years)</th>
<th>Food Cost per week ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boy</td>
<td>2-3</td>
<td>21.37</td>
</tr>
<tr>
<td></td>
<td>4-8</td>
<td>27.66</td>
</tr>
<tr>
<td>Girl</td>
<td>2-3</td>
<td>20.97</td>
</tr>
<tr>
<td></td>
<td>4-8</td>
<td>26.86</td>
</tr>
<tr>
<td>Males</td>
<td>9-13</td>
<td>36.70</td>
</tr>
<tr>
<td></td>
<td>14-18</td>
<td>51.77</td>
</tr>
<tr>
<td></td>
<td>19-30</td>
<td>50.03</td>
</tr>
<tr>
<td></td>
<td>31-50</td>
<td>45.18</td>
</tr>
<tr>
<td></td>
<td>51-70</td>
<td>43.58</td>
</tr>
<tr>
<td></td>
<td>Over 70</td>
<td>43.14</td>
</tr>
<tr>
<td>Females</td>
<td>9-13</td>
<td>31.41</td>
</tr>
<tr>
<td></td>
<td>14-18</td>
<td>37.60</td>
</tr>
<tr>
<td></td>
<td>19-30</td>
<td>38.74</td>
</tr>
<tr>
<td></td>
<td>31-50</td>
<td>38.29</td>
</tr>
<tr>
<td></td>
<td>51-70</td>
<td>33.91</td>
</tr>
<tr>
<td></td>
<td>Over 70</td>
<td>33.22</td>
</tr>
<tr>
<td>Pregnant</td>
<td>18 and younger</td>
<td>41.88</td>
</tr>
<tr>
<td></td>
<td>19-30</td>
<td>42.30</td>
</tr>
<tr>
<td></td>
<td>31-50</td>
<td>41.23</td>
</tr>
<tr>
<td>Lactation</td>
<td>18 and younger</td>
<td>43.66</td>
</tr>
<tr>
<td></td>
<td>19-30</td>
<td>44.81</td>
</tr>
<tr>
<td></td>
<td>31-50</td>
<td>43.74</td>
</tr>
</tbody>
</table>
Healthy Living

The Cost of Basic Nutritious Food

Can People in Hamilton Afford a Nutritious Diet in 2009?

Many people in Hamilton with a limited income often face the daunting task of choosing between eating well or paying the rent to survive. The increasing cost of living, balanced against the low-income of many individuals and families living on minimum wage or social assistance, does not leave enough money to buy food. The following report discusses the cost of nutritious food, the ways that people cope with a limited income, and some suggestions on how to improve food access in Hamilton.

Balancing Bills and Nutrition

Every year, as mandated by the Ontario Ministry of Health and Long Term Care, and the Ministry of Health Promotion, Registered Dietitians in Public Health Services conduct a Nutritious Food Basket survey to determine the average lowest cost of a nutritious diet. In 2009, six local grocery stores were surveyed to find the lowest price of 67 commonly purchased and nutritious foods based on Canadian eating patterns and buying habits as well as nutritional value.

In 2009, an average family of four, (a man and woman each aged 31 to 50 years; a boy, 14 to 18 years of age; and a girl, four to eight years old) living in Hamilton, needs $162.10 a week, or $701.89 a month, to meet their nutritional needs.

The Nutritious Food Basket does not include convenience foods, snack foods, or other purchases such as toilet paper or dish soap. It also makes the assumption that most people have the skills necessary to prepare and store foods, and does not include eating out or cooking for additional friends or family.

The Hamilton Nutritious Food Basket survey reflects a similar rise in the Canadian Consumer Price Index, published by Statistics Canada. It reported that the cost of food purchased from stores rose 7.4% in May 2009, compared with May 2008. This was led by 16.4% increase in fresh vegetables, and a 13.9% increase in fresh fruit.

For low income or fixed income families, increases in food prices limit accessibility to nutritious foods.

Making Ends Meet

Most people will pay their fixed expenses such as rent, hydro and heat, first. When money is tight, it is challenging to cover other basic monthly expenses. Some of these necessities may include:

- Telephone
- Transportation
- Toiletries
- Household Items
- Medications
- Clothing
- Laundry
- Child care services
- Insurance
- Unexpected expenses
Fixed Income Households

Low-income households in Hamilton often live in rental housing. In 2009, the average monthly cost for a three-bedroom apartment is $900. For a family of four receiving Ontario Works assistance, this represents 50% of their monthly income. Many individuals and families receiving Ontario Works assistance, Ontario Disability Support Programs or working in minimum wage jobs do not have enough money left to purchase nutritious food on a regular basis.

The following chart depicts the average monthly Ontario Works rates for a family of four, the cost of housing, and the cost of a Nutritious Food Basket in 2009.

<table>
<thead>
<tr>
<th></th>
<th>2009</th>
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</thead>
<tbody>
<tr>
<td>Monthly Income</td>
<td>$1804.00</td>
</tr>
<tr>
<td>Rent</td>
<td>$900.00</td>
</tr>
<tr>
<td>Nutritious Food</td>
<td>$701.89</td>
</tr>
<tr>
<td>What's LEFT</td>
<td>$202.11</td>
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</table>

*Figure 2.* Estimated monthly income, and costs for a family of four (a man and woman each aged 31 to 50 years; a boy 14 to 19 years of age; and a girl four to eight years old) living in Hamilton in 2009.

Many families face a precarious balancing act every day. With the increasing cost of living, small changes in their income or expenses could make the difference between food and hunger.

Our Health

Families and individuals with limited resources may have difficulty accessing healthy, nutritious food. Not being able to afford a nutritious diet can affect health.

Research shows that the poorest one-fifth of Canadians, when compared to the richest twenty percent, have:

- More than double the rate of diabetes and heart disease;
- 60% greater rate of two or more chronic health conditions;
- More than three times the rate of bronchitis;
- Nearly double the rate of arthritis or rheumatism;
- A staggering 358% higher rate of disability;
- 128% more mental and behavioural disorders;
- 95% more ulcers;
- 63% more chronic conditions; and
- 33% more circulatory conditions.

Daily Activities & Productivity

When people do not consume an adequate diet, they are often distracted and have a harder time focusing in school and at work. Many studies show that children who skip breakfast in the morning have trouble concentrating at school and are more prone to colds and infections.

Nutrients & Long-term Health

Undernourished individuals may not obtain adequate amounts of key nutrients, such as calcium or folate. If dietary intake is inadequate for an extended period of time, this may have serious health consequences. For example, an adult may increase his or her risk of developing osteoporosis with an insufficient intake of calcium and vitamin D. A pregnant woman with an inadequate intake of folate during the early stages of pregnancy is at an increased risk of carrying a baby with neural tube defects.
## Blueprint for Emergency Shelters Implementation Strategy Work Plan

<table>
<thead>
<tr>
<th>AREA OF IMPLEMENTATION</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
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|                        | **Hamilton**  
**Emergency Shelter Integration and Coordination Committee** |                                                                     |                                                                      |                                                                      |
<p>|                        | Memorandum of Understanding                                         | Ongoing system design implementation of standards supporting basic   | Reassess trends/needs/ demographics populations i.e. women’s and     | Reassess trends/needs within the continuum of the homelessness/      |
|                        |                                                                     | shelter services; implementation of Transitions to Homes (IMCMT)      | youth Sector                                                        | housing                                                              |
|                        | System Design - Clarification of roles and responsibilities         | Service Level by December 2010 to 320 beds                           | Service level by December 2011 to 295 beds                          | Evaluation of IMCMT activities                                       |
|                        |                                                                     | Define role of Wesley Centre                                         |                                                                     |                                                                      |
|                        | Service level based on 370 beds                                     |                                                                     |                                                                     |                                                                      |
|                        | Define measurable outcomes for basic shelter services               |                                                                     |                                                                     |                                                                      |
|                        | Human Resource Issues – training; staff recruitment and assignment   |                                                                     |                                                                     |                                                                      |
|                        | Implementation of Standards                                         |                                                                     |                                                                     |                                                                      |
|                        | Training Plan for staff providing Basic Shelter Services and        | Develop a system-wide plan to consider capital improvements to        |                                                                     |                                                                      |
|                        | <strong>Integrated Mobile Case Management Team (IMCMT)</strong>                  | ensure all shelters can safely provide basic shelter services and be  |                                                                     |                                                                      |
|                        |                                                                     | be accessed 24/7 – December 2010                                    |                                                                     |                                                                      |
|                        | Develop communication strategy                                     | Monitor funding requirement and define solutions beyond March 2010    |                                                                     |                                                                      |
|                        |                                                                     | Implement technology to support IMCMT and                             |                                                                     |                                                                      |
|                        |                                                                     |                                                                      |                                                                     |                                                                      |</p>
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<tr>
<td>Basic Shelter Services</td>
<td>Define all elements of basic shelter services; 24/7 access, safe staffing levels; common assessment; referrals to local community services to assist with access to housing Recruit consultant to</td>
<td>Emergency Shelters will focus on the provision of basic shelter services Emergency Shelters report outcomes monthly Evaluation framework implemented</td>
<td>Ongoing monitoring and evaluation, making changes in the system as required Assess role of Mental Health Outreach Team and Housing Help Centre to support the work of the shelter staff in assisting</td>
<td>Determine where/how to integrate support ‘roles’ in the housing continuum across all social housing Ongoing monitoring and evaluation, making changes in the system as required</td>
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<td>AREA OF IMPLEMENTATION</td>
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<tr>
<td>IMPLEMENTATION</td>
<td>validate costing and define outcome measurement tools</td>
<td>Shelter case managers will work closely with members of the integrated mobile case management team to provide seamless services to those that are chronically homeless or at risk of becoming chronically homeless</td>
<td>the homeless in accessing shelter and appropriate housing</td>
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<td>Develop data collection tools and methods</td>
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<td></td>
<td>Monitor usage/patterns – data analysis over the year to determine impact</td>
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<td>Transitions to Home – Integrated mobile case management team</td>
<td>Plan and develop the Mobile Case Management function based on best practices / lessons learned in H2HP as the pilot begins to ramp down in July 2009</td>
<td>Full implementation of the integrated mobile case management team</td>
<td>Integrate broader community activities across the spectrum of emergency services</td>
<td>Determine where/how the support ‘roles’ integrate across the housing continuum</td>
</tr>
<tr>
<td>Funding</td>
<td>Fund existing agency shortfalls</td>
<td>Basic Shelter Services will be funded through provincial funding; through emergency hostel/CHPP funding</td>
<td>Pursue permanent funding for the system for basic emergency shelter services and intensive case management based on outcome measures</td>
<td>Sustainable funding for full system design without dependency on service providers</td>
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<td></td>
<td>Advocate with the Province for a sustainable shelter funding formula</td>
<td></td>
<td>HPI funding for integrated mobile case management team terminates March 2011.</td>
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<td></td>
<td>Address immediate needs to ensure safety and security of staffing / accommodate 24/7 access</td>
<td>The Provincial Municipal Fiscal Review on Homelessness and</td>
<td>Refocus CHPP funding to supporting persons maintaining housing across the housing continuum versus personal support services for those experiencing</td>
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<td>Basic Shelter Services will be funded through per diems and CHPP.</td>
<td>Housing will inform a new funding formula for emergency shelters, and</td>
<td>homelessness</td>
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<tr>
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<td>The integrated mobile case management team will be funded through</td>
<td>services for the homeless.</td>
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<td>DOORs, HPS and H2HP until June 2010.</td>
<td>Negotiate service contracts based on outcome measurements</td>
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</tbody>
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