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Guelph-Wellington Coordinated Entry System Guide

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Housing Services Act, 2011, S.O. 2011, c. 6, Sched. 1

<https://www.ontario.ca/laws/statute/11h06#BK9>

PROVINCIAL INTEREST

Provincial interest

4 (1) For the purposes of sections 5 and 6, it is a matter of provincial interest that there be a system of housing and homelessness services that,

- (a) is focussed on achieving positive outcomes for individuals and families;
- (b) addresses the housing needs of individuals and families in order to help address other challenges they face;
- (c) has a role for non-profit corporations and non-profit housing co-operatives;
- (d) has a role for the private market in meeting housing needs;
- (e) provides for partnerships among governments and others in the community;
- (f) treats individuals and families with respect and dignity;
- (g) is co-ordinated with other community services;
- (h) is relevant to local circumstances;
- (i) allows for a range of housing options to meet a broad range of needs;
- (j) ensures appropriate accountability for public funding;
- (k) supports economic prosperity; and
- (l) is delivered in a manner that promotes environmental sustainability and energy conservation. 2011, c. 6, Sched. 1, s. 4 (1).



Guelph-Wellington Coordinated Entry System Guide

Version 1

February 2019

Acknowledgement

This guide was developed by the County of Wellington Housing Services Department in collaboration with the local Guelph-Wellington Coordinated Entry System Door Agencies and housing and homelessness stakeholders, based on the experience and support from a number of leaders in coordinated access systems across North America including Community Solutions, Canadian Alliance to End Homelessness, Built for Zero Collaborative, OrgCode Consulting Inc., Homeward Trust, the Calgary Homeless Foundation Coordinated Access and Assessment Policies and Procedures (February 2015), the Institute for Global Homelessness (IGH) Leadership Program, Region of Waterloo - Prioritized Access to Housing Stability (PATHS) and Windsor Essex By-Names Prioritized List Process Guide. We extend our thanks and appreciation to all these groups for their support in the development of this guide.

If you have any questions regarding this guide, please contact:

The County of Wellington Housing Services Department at 519.837.2670 extension 3150.

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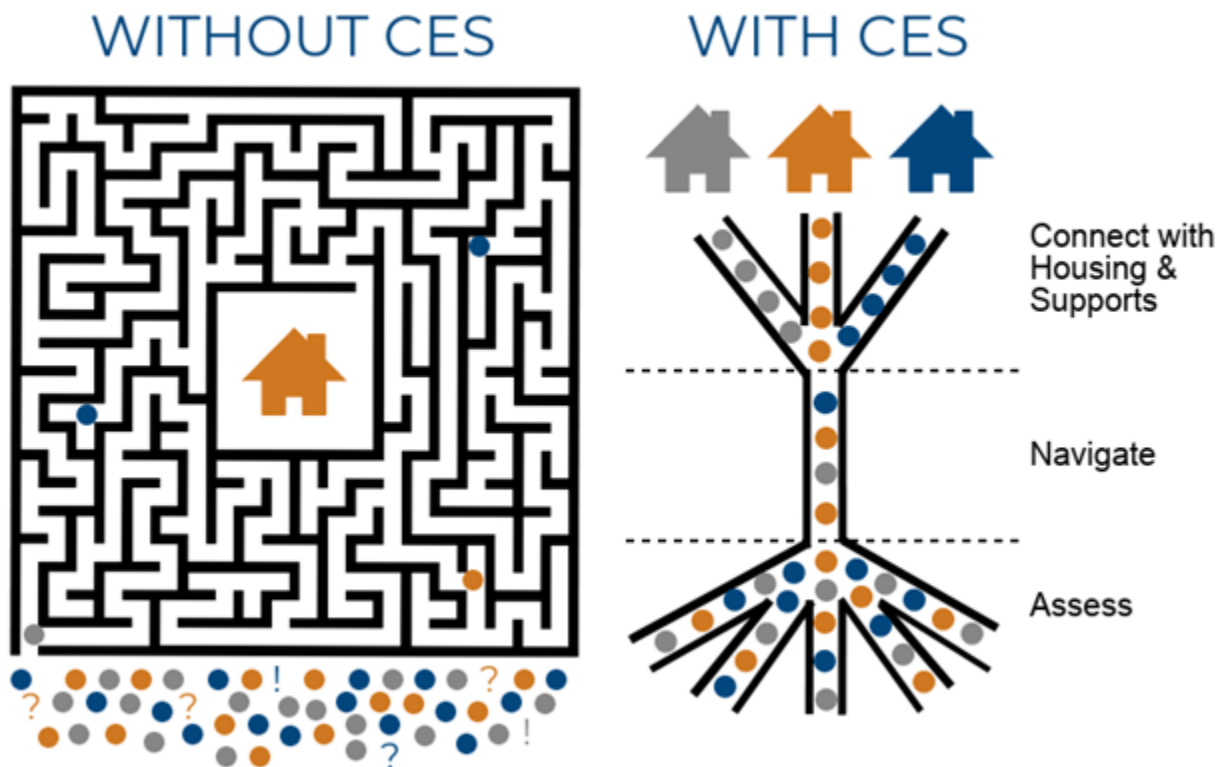
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1. Introduction

Coordinated Entry is a standardized approach to assessing a homeless individual or family's, needs and the services they may require to achieve housing stability. Having an effective Coordinated Entry System streamlines access to housing and supports for homeless individuals and families.

The Guelph-Wellington Coordinated Entry System was implemented in 2017 to improve coordination and service delivery among Wellington County's Housing Stability System to individuals and families that are experiencing homelessness or at risk of homelessness. Service Providers that make up the Housing Stability System work together to assesses people's housing-related needs, prioritizes them for resources, and links those in need to housing and a range of supports.

This guide has been developed to assist Service Providers understand and deliver the standardized CES process, including sharing information, intake and assessment process, prioritization and by-name-list administration.



What is the Guelph-Wellington Coordinated Entry System?

Coordinated Entry is a shared and standardized method for connecting individuals or families experiencing homelessness or at risk of homelessness to the resources available within the County of Wellington Housing Stability System (Appendix A).

Families and individuals are assessed using OrgCode's Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT) at a door agency. The VI-SPDAT's a pre-screening, or triage tool that is designed to be used by all providers within a community to quickly assess the health and social needs of homeless persons. VI-SPDAT's are completed immediately with families and individuals if there has been a previous experience of homelessness. If this is the first experience of homelessness, the VI-SPDAT will be completed after 7-14 days if they have not secured housing.

Door Agencies include: Community Resource Centre of North and Centre Wellington, County of Wellington Social Services, East Wellington Community Services, Family & Children's Services of Guelph and Wellington County, Rural Wellington Community Team, Specialized Outreach Services (SOS), Welcome In Drop In Centre, Women in Crisis, and Wyndham House.

Once assessed, families and individuals are added to the Guelph-Wellington By-Name List (BNL). A By-Name List is a real-time, up-to-date list of all people experiencing homelessness in our community. BNL's allow communities to know every person experiencing homelessness by name to facilitate decisions around how best to refer individuals experiencing homelessness to housing resources.

The by-name list will inform referrals to appropriate housing services and supports. Families and individuals that are prioritized through the Coordinated Entry System will be referred to the appropriate services and supports through a Housing Stability Working Group, made up of key partners in the housing stability system.

Guiding Principles of Guelph-Wellington Coordinated Entry System

The Guelph-Wellington Coordinated Entry System (CES) is guided by the principles and goals outlined in "A Place to Call Home" A 10-year Housing and Homelessness Plan for Guelph-Wellington, Five Year Update, the 20,000 Homes Campaign, and the philosophy of Housing First.

The benefits of the CES for our community are:

- Creation of a real time, up to date By-Name List of all people experiencing homelessness in our community and the ability to track each person's progress towards a housing placement
- Enhanced coordination among homeless system providers
- Adoption of a Common Assessment Tool to assess client vulnerability and need

- Ability to prioritize services based on who needs it the most and matching them to resources that fit their needs
- Ability to better understand the inflow and the outflow of clients within the homeless system
- Provides the data required to assist with future system planning and advocacy
- Reduce the number of people experiencing homelessness or at risk of homelessness

Housing First is a recovery-oriented approach to ending homelessness that centers on quickly moving people experiencing homelessness into independent and permanent housing and then providing additional supports and services as needed¹.

The five (5) core principles are as follows²:

- 1) Immediate access to permanent housing with no housing readiness requirements;
- 2) Consumer choice and self-determination;
- 3) Recovery oriented;
- 4) Individualized and client-driven supports; and
- 5) Social and community integration.

2. Background

In 2014, the County commissioned an implementation plan to establish more specific strategies to address homelessness, with a focus on Housing First. In 2015, a new Housing First programme was established. This programme is delivered by two community agencies – Welcome In Drop In Centre and Wyndham House – who employ three intensive case managers, who collectively support an average of 45 youth and adult households experiencing chronic homelessness. As of January 2018, 12 individuals have successfully completed the Housing First programme, which is to say they are maintaining housing stability and require low level supports.

In 2016, the County of Wellington and the Guelph and Wellington Task Force for Poverty Elimination signed on to co-lead a local campaign with “20,000 Homes” - a national change movement focused on ending chronic homelessness in 20 communities and housing 20,000 of Canada’s most vulnerable homeless people by July 1, 2020. To kick off the local campaign, the County and Poverty Task Force co-hosted the first ever Registry Week in Guelph-Wellington in April 2016. The data collected during Registry Week 2016 was used to start a By-Name List (BNL). This list identifies individuals experiencing homelessness by name and vulnerability score (captured through a standardized assessment tool), and is used to inform referrals to housing-specific supports and services. Guelph-Wellington was the fourth community in Canada to achieve a quality BNL.

¹ Based on Canadian Observatory on Homelessness 2017

² Based on Housing First in Canada: Supporting Communities to End Homelessness 2013

In February 2017, the Guelph-Wellington 20,000 Homes Campaign worked with community partners to develop and implement a Coordinated Entry System (CES). The CES is a client-centered and standardized process for assessing and prioritizing housing related needs. Since its implementation, the CES process is used to prioritize an individual's housing needs, reducing homelessness, and improving the community's response to homelessness.

In April 2018, a follow up PiT Count/Registry Week was held, with funding support from the federal Homelessness Partnering Strategy. The need to develop a specialized outreach strategy to connect with Indigenous peoples experiencing homelessness was identified during the planning process. Funding from the Guelph Community Health Centre's Indigenous Healing & Wellness Program supported the hiring of an Indigenous Homelessness Community Coordinator to focus on engaging the Indigenous community in the count.

In March 2019, after reaching the national goal of housing 20,000 individuals the 20,000 Homes Campaign announced it will relaunch as Built for Zero Canada (BFZ-C.) The County of Wellington will continue with BFZ-C, ambitious national change effort helping a core group of leading communities end chronic homelessness.

BFZ-C uses a structured, supportive and data-driven approach that focuses on optimizing local homeless systems, accelerating the adoption of proven practices and driving continuous improvement.

3. Adding to the BNL

In order to participate in the CES, staff at Door Agencies complete an Oath of Confidentiality (Appendix B). Door Agencies that are using the Homeless Individuals and Families Information System (HIFIS) will be required to sign the County of Wellington HIFIS Data Sharing Protocol Agreement (Appendix C).

Consent and confidentiality agreements allow Service Providers that make up the Housing Stability System to work together to find appropriate supports and housing placement for households.

BNL Eligibility

Each Door Agency Lead has access to the current Guelph-Wellington By-Name List. If the family or individual is already on the By-Name List, the Common Assessment Tool will only be updated if there has been a major life event that could change the previous survey results.

Staff at Door Agencies will determine if the family or individual is experiencing homelessness in one of the following ways³:

- **Unsheltered:** Living on the streets or in places not intended for human habitation

³ <http://www.homelesshub.ca/sites/default/files/COHhomelessdefinition.pdf>

- **Emergency sheltered:** Staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence
- **Provisionally accommodated:** Those whose accommodation is temporary or lacks security of tenure
- **Risk of homelessness:** Referring to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards.

Each Door Agency Lead has access to the current Guelph-Wellington By-Name List. If the family or individual is already on the By-Name List, the Common Assessment Tool will only be updated if there has been a major life event that could change the previous survey results.

Administering the Common Assessment Tool (CAT)

A Common Assessment Tool uses a standardized scoring system to assist communities in determining the appropriate level of intervention for the homeless individual or family. These interventions, in all cases, should result in a permanent housing placement and facilitate referrals to the existing inventory of housing availability⁴. The CAT being used in Guelph-Wellington to add individuals and families to the By-Name List is the VI-SPDAT. There are three versions being used for different populations:

- VI-SPDAT – Includes individual adults 25 years and over
- TAY-VI-SPDAT – Includes unattached youth 24 years and younger
- F-VI-SPDAT – Includes family units (households with dependents under 18)

Trained Door Agency staff will choose the appropriate VI-SPDAT (Appendix D) to be completed with the individual or family. Prior to completing the assessment staff will review the Introductory Script and the HIFIS Collection and Release of Information (Appendix E).

The completed CAT and HIFIS Collection and Release of Information are submitted to the Guelph-Wellington Coordinated Entry System Lead to be entered into the BNL. Door Agencies have a checklist to assist with the steps outlined above (Appendix F). At any time, an individual can request to be removed from the BNL by informing the County of Wellington's Housing Stability Coordinator.

For individuals that want to be added to the BNL who are not able to complete the CAT, Door Agency staff will complete a consent to add them to the BNL and create a plan to continue engaging the individual to complete the CAT.

⁴ <https://cmtysolutions.org/minimum-requirements-common-assessment-tool>

Updating the BNL

The BNL is currently managed by the County of Wellington Housing Stability Coordinator in a secure Excel database. Door Agency Lead staff have access to the BNL hosted by the County of Wellington in a secure location and can update an individual's status (see Appendix G). Door Agencies update the BNL on a monthly basis to ensure that the BNL is as up to date as possible to assist with avoiding delays in prioritizing individuals for service. All BNL information viewed or accessed in all forms, written, electronic or printed, is to be treated as confidential in all forms. Work is underway to use HIFIS to manage the BNL in real time.

Inflow and Outflow

The BNL tracks the status change for each individual. Inflow represents the number of individuals that are currently homeless in our community. Inflow consists of individuals that have become newly identified as homeless, returned from a housing placement, or returned from inactive status. Outflow reflects the number of individuals that have found a permanent housing placement or become inactive (moved, no contact, incarcerated).

INFLOW	OUTFLOW
<ul style="list-style-type: none">newly identified	<ul style="list-style-type: none">permanent housing placement
<ul style="list-style-type: none">returned from a housing placement	<ul style="list-style-type: none">become inactive (moved, no contact, incarcerated)
<ul style="list-style-type: none">returned from inactive status	

Inactivity Status

In the case where an individual or family has not been in contact with a Door Agency and meets the criteria in the BNL status for "Inactive" their status on the By-Name List may be changed to "Inactive". If the individual or family reconnects with a Door Agency, the Door Agency will update the status to "Active".

INACTIVE:

- Inactive - No Contact - after 90 days of no contact (status changed after 3 contact attempts).
- Inactive – Moved to Other Community
- Inactive – Incarcerated (status changed after 90 days of incarceration).
- Inactive – Systems – i.e. hospitalization, institutionalization (status changed after 90 days).

Prioritization

Once an individual has been added to the BNL they are prioritized for housing supports when programme spaces become available. Programme matches are determined by the eligibility criteria for an agency. The individual with the highest prioritization that meets the programmes eligibility criteria will be matched.

Prioritization is determined based on the following criteria and matched within a programmes eligibility requirements:

1. VI-SPDAT Score
2. Chronic Homelessness
3. Household Type (adult, youth, and family)
4. Age

While an individual is waiting to be matched, they can continue to access supports and resources in the community and services will continue to be offered by the referring Door Agency.

4. Housing Stability Working Group (HSWG)

The Housing Stability Working Group (HSWG) is a community group of service providers that meet regularly to improve the continuity of care for people experiencing homelessness with the highest complexity of needs, by developing a strategic case plan with relevant stakeholders. The HSWG meetings will foster collaboration and communication among community partners to support the individuals on the BNL.

Service providers participating in the HSWG complete an Oath of Confidentiality (Appendix B) and agree to the HSWG Terms of Reference (Appendix H). The main roles and responsibilities of the HSWG are as follows:

1. Ensure the BNL is up to date
2. Address placement of people into programs with available space based on triaging those with the highest need
3. Problem solve how to reduce barriers for supports and services
4. Identify gaps and barriers, provide feedback and recommendations for policy changes to the Guelph-Wellington 20,000 Homes Operations Committee to become part of the larger policy change that is being undertaken.

Dispute Resolution

If a systemic or case specific dispute arises, the following procedures will be used to resolve them.

Examples of case specific disputes are:

- accuracy of assessment scores
- prioritization on the BNL
- program placement

Disputes of this nature will be addressed using the steps below:

1. Members of the HSWG will discuss the issue during their meeting and seek a resolution.
2. If a resolution is not achieved during Step 1, the Housing Stability Coordinator will bring the issue forward to the Housing Stability Manager. The Housing Stability Manager will involve other managers as necessary depending on the issue to seek a resolution.
3. If Step 1 and 2 are not able to resolve the issue, it will be brought forward to the Built for Zero Operations Committee to recommend a resolution.

Examples of systemic disputes are:

- administrative or procedural differences
- differences in service philosophy, principles, or policies

Disputes of this nature will be addressed using the steps below:

1. Staff will identify the nature of the dispute and discuss it with their manager.
2. Managers identified as part of the dispute will discuss the issue to seek a resolution.
3. If a resolution is not achieved during Step 2, the Housing Stability Manager will bring the issue forward to the Built for Zero Operations Committee to recommend a strategy to resolve the issue.

Appendix A: Guelph-Wellington Coordinated Entry System

Guelph-Wellington Coordinated Entry System

Coordinated Entry is a shared and standardized method for connecting people experiencing homelessness to the resources available. Coordinated Entry assesses people's housing-related needs, prioritizes them for resources, and links those in need to a range of types of assistance.



A family or individual is experiencing homelessness or at-risk of experiencing homelessness.

This includes the following living situations:

1. Unsheltered (i.e. sleeping on the streets)
2. Emergency sheltered
3. Provisionally sheltered (i.e. couch surfing)
4. At-risk of homelessness (people whose economic and/or housing situation is precarious or does not meet public health and safety standards)



Families and individuals are assessed using the VI-SPDAT at a door agency.

The VI-SPDAT's a pre-screening, or triage tool that is designed to be used by all providers within a community to quickly assess the health and social needs of homeless persons. VI-SPDAT's are completed immediately with families and individuals if there has been a previous experience of homelessness. If this is the first experience of homelessness, the VI-SPDAT will be completed after 7-14 days if they have not secured housing.

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Once assessed, families and individuals are added to the Guelph-Wellington by-name list.

A By-Name List is a real-time, up-to-date list of all people experiencing homelessness in our community. BNL's allow communities to know every person experiencing homelessness by name to facilitate decisions around how best to refer individuals experiencing homelessness to housing resources.



The by-name list will inform referrals to appropriate housing services and supports.

Families and individuals that are prioritized through the Coordinated Entry System will be referred to the appropriate services and supports through a Housing Stability Working Group, made up of key partners in the housing stability system.

For more information on Guelph-Wellington Coordinated Entry System:
www.wellington.ca | 519.837.2670 x3712 | housingstability@wellington.ca

Alternate formats available upon request



Appendix B: CES Oath of Confidentiality



Guelph-Wellington Coordinated Entry System Oath of Confidentiality

Organization: _____ Staff Name: _____

I agree that I will faithfully discharge my duties as a staff member of a participating door agency involved with the Guelph-Wellington Coordinated Entry System and will observe and comply with the following:

1. To respect the privacy, confidentiality and security of the Guelph-Wellington Coordinated Entry System and participant survey information not in the public domain, confidential information and personal information, which I understand as any information that could reasonably be retraced to a specific individual. I will take all reasonable precautions to prevent any unauthorized collection, use, disclosure and destruction of this information while I am affiliated with the Guelph-Wellington Coordinated Entry System.
2. Unless legally authorized to do so, I will not use or disclose any of the information, as listed above, that comes to my knowledge or possession by reason of my role with the Guelph-Wellington Coordinated Entry System, including after I cease to be affiliated with the Guelph-Wellington Coordinated Entry System.
3. I agree to keep survey responses in a locked cabinet or drawer in an area that is only accessible by staff.
4. I agree to send completed surveys to the County of Wellington by one of these two secure methods only: 1) Fax to the County of Wellington Housing Stability staff line (519-821-5306), 2) delivery of the original hard copy survey to the attention of Brianne Cox at 129 Wyndham Street North, Guelph ON, N1H 4E9.
5. During transport of the surveys between the collection site, Door Agency, and the County of Wellington, I agree to keep all surveys in my immediate personal possession in an envelope marked "confidential" with the contact information for the Guelph-Wellington Coordinated Entry System Lead, County of Wellington - Brianne Cox, in case of loss.
6. Upon termination of my agency's engagement with the Guelph-Wellington Coordinated Entry System, or upon request at any time by the Guelph-Wellington Coordinated Entry System, all documents and other material that contain any of the information, as listed above, that I have in my possession and/or control will be promptly delivered by me to the Guelph-Wellington Coordinated Entry System Lead.
7. At the Guelph-Wellington Coordinated Entry System written direction, I will erase all of the information, as listed above, that is stored electronically in all devices, including but not limited to computers, laptops, USB and other storage devices or media and mobile phones.
8. I understand and agree that a breach of this oath is just cause for termination of my affiliation with the Guelph-Wellington Coordinated Entry System.
9. I agree to refer to the Guelph-Wellington Coordinated Entry System Lead, County of Wellington - Brianne Cox, for any other information required for me to understand and fulfill my obligations as set out herein.

I make this oath on the ____ day of _____, 2019, as evidenced by my signature on this agreement.

Staff Signature

Appendix C: County of Wellington HIFIS Data Sharing Protocol Agreement

AGREEMENT FOR
THE CORPORATION OF THE COUNTY OF WELLINGTON
HIFIS DATA SHARING PROTOCOL

This Agreement is dated this _____ day of _____, 2019
{Date to be filled in by the Corporation of the County of Wellington, who will sign agreement last}

BETWEEN:

The Corporation of the County of Wellington (“the County”)

and

Name of provider

The above-noted parties to this Agreement hereby agree as follows:

1. ESDC owns all right, title and interest in the Homeless Individuals and Families Information System Software (“HIFIS Software”), an electronic data collection software that may be used by service providers to improve the efficiency of their day to day operations. ESDC has granted a non-exclusive, non-transferable and non-assignable right to the County to use a registered copy of the full version of the HIFIS Software.
2. The parties agree to the terms and conditions contained in the Corporation of the County of Wellington HIFIS Data Sharing Protocol, attached to this Agreement as Schedule A, which is incorporated into and forms a part of this Agreement.
3. This Agreement together with Schedule A constitutes the entire agreement between the parties regarding the subject matter contained in Schedule A.
4. Each party warrants that it has full authority to enter into and perform this Agreement, and that the person signing this Agreement on behalf of the named party is properly authorized to sign it, and each party further acknowledges that it has read this Agreement and Schedule A, understands it, and agrees to be bound by it.
5. This Agreement shall come into force on the date first written above.
6. This Agreement may be executed and delivered in any number of counterparts with the same effect as if all parties had all signed and delivered the same document and all counterparts will be construed together to be an original and will constitute one and the same Agreement.

7. Any notice required to be given by the parties to each other under this Agreement will be sufficiently given if delivered or if sent by prepaid registered mail as follows:

The County: 74 Woolwich Street,
Guelph, ON N1H 3T9

Name of Provider: Provider address

or to such other address as any of them may indicate in writing.

Any notice given hereunder by prepaid registered mail will be deemed to have been received on the 5th day after depositing such notice with a post office.

- 8. A party shall not assign this Agreement without the prior written consent of the other party, which consent may be withheld in their absolute discretion.
- 9. This Agreement shall enure to the benefit of and be binding upon the Parties hereto and their successors and assigns, provided that this paragraph shall in no way derogate from the provisions of section 7 hereof restricting the ability to assign this Agreement.
- 10. The invalidity or unenforceability of any provision of this Agreement shall not affect the validity or enforceability of any other provision of this Agreement. Any invalid or unenforceable provision shall be deemed to be severed.
- 11. This Agreement shall be governed by and construed in accordance with the laws of the Province of Ontario and the laws of Canada applicable therein and shall survive indefinitely.

IN WITNESS WHEREOF the parties hereto have executed this Agreement SIGNED, SEALED AND DELIVERED dated this _____ day of _____ 2019.

County of Wellington

Name of Provider

Per: _____
Name: _____
Title: _____

Per: _____
Name: _____
Title: _____

I have authority to bind the Organization

I have authority to bind the Corporation

Appendix D: VI-SPDAT

VI-SPDAT (Adult - 25 years and older) Adapted for Guelph-Wellington

ADMINISTRATOR TO COMPLETE:

Survey #:		Date survey completed:	
Staff Name:		Door Agency:	

VI-SPDAT INTRODUCTORY SCRIPT:

What is the purpose?

We are asking families and individuals in Guelph-Wellington currently experiencing homelessness or at-risk of homelessness to complete this survey. The families and individuals that complete the survey will be added to the Guelph-Wellington By-Name List to help local service providers make appropriate referrals for housing supports and services. This requires local organizations to use, disclose to each other and otherwise share with each other your information.

What does participation involve?

As a participant, you will be asked questions about your history of housing and homelessness, risks, socialization and daily functioning, and wellness. The survey is expected to take less than 7 minutes to complete. Participation in this survey is voluntary. Only "Yes", "No", or one-word answers are being asked. Any question can be skipped or refused. You can stop the survey at any time and withdraw your consent. At this point, the Door Agency administering the survey will destroy the partially completed survey.

Where will my information be stored?

Your survey responses and information will be recorded in the Homeless Individuals and Families Information System (HIFIS) secure database. This database is used by Service Providers within Wellington County's Housing Stability System to document and share information. The paper copy of your survey will be stored in a locked location only accessible by staff.

BASIC INFORMATION:

First Name:	Nickname:	Last Name:
In what language do you feel best able to express yourself?		
<input type="checkbox"/> English <input type="checkbox"/> Other: _____		
What gender do you identify with?		
<input type="checkbox"/> Male <input type="checkbox"/> Not Listed _____		
<input type="checkbox"/> Female <input type="checkbox"/> Don't know		
<input type="checkbox"/> Trans Male <input type="checkbox"/> Declined to answer		
<input type="checkbox"/> Trans Female <input type="checkbox"/> Two Spirit		
<input type="checkbox"/> Gender queer/Gender Non-Conforming		
Date of Birth (e.g. January 10, 1980):		

HISTORY OF HOUSING AND HOMELESSNESS:

Are you: <i>Please check one</i> <input type="checkbox"/> Currently experiencing homelessness (i.e. unsheltered, emergency sheltered, couch surfing) <input type="checkbox"/> At-risk of homelessness		
Where do you sleep most frequently? <i>Please check one</i> <input type="checkbox"/> Emergency shelter <input type="checkbox"/> Unsheltered (e.g. outdoors, bank lobby, etc.) <input type="checkbox"/> Couch surfing <input type="checkbox"/> Other: _____ <input type="checkbox"/> Declined to answer		
How many months has it been since you lived in permanent stable housing?	# of months	Refused
In the last year, how many times have you been homeless?	# of times	Refused

RISKS

In the past six months , how many times have you....			
Received health care at an emergency room?	# of times	Refused	
Taken an ambulance to the hospital?	# of times	Refused	
Been hospitalized as an inpatient?	# of times	Refused	
Used a crisis service, including sexual assault crisis, mental health crisis, family/intimate violence, distress centres, and suicide prevention hotlines?	# of times	Refused	
Talked to police because you witnessed a crime, were the victim of a crime, or the alleged perpetrator of a crime or because the police told you that you must move along?	# of times	Refused	
Stayed one or more nights in a holding cell, jail or prison, whether that was a short-term stay like the drunk tank, a longer stay for a more serious offence, or anything in between?	# of times	Refused	
Have you been attacked or beaten up since you've become homeless?	Yes	No	Refused
Have you threatened or tried to harm yourself or anyone else in the last year?	Yes	No	Refused
Do you have any legal stuff going on right now that may result in you being locked up, having to pay fines, or that makes it more difficult to rent a place to live?	Yes	No	Refused
Does anybody force or trick you to do things that you do not want to do?	Yes	No	Refused

Do you ever do things that may be considered risky like exchange sex for money, run drugs for someone, have unprotected sex with someone you don't know, share a needle, or anything like that?	Yes	No	Refused
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SOCIALIZATION & DAILY FUNCTIONING

Is there any person, past landlord, business, bookie, dealer, or government group like the CRA that thinks you owe them money?	Yes	No	Refused
Do you get any money from the government, a pension, an inheritance, working under the table, a regular job, or anything like that?	Yes	No	Refused
Do you have planned activities, other than just surviving, that make you feel happy and fulfilled?	Yes	No	Refused
Are you currently able to take care of basic needs, like bathing, changing clothes, using a restroom, getting food and clean water and other things like that?	Yes	No	Refused
Is your current homelessness in any way caused by a relationship that broke down, an unhealthy or abusive relationship, or because family or friends caused to become evicted?	Yes	No	Refused

WELLNESS

Have you ever had to leave an apartment, shelter program, or other place you were staying because of your physical health?	Yes	No	Refused
Do you have any chronic health issues with your liver, kidneys, stomach, lungs, or heart?	Yes	No	Refused
Do you have any physical disabilities that would limit the type of housing you could access, or would make it hard to live independently because you'd need help?	Yes	No	Refused
When you are sick or not feeling well, do you avoid getting help?	Yes	No	Refused
Are you currently pregnant?	Yes	No	Refused
Has your drinking or drug use led you to being kicked out of an apartment or program where you were staying in the past?	Yes	No	Refused
Will drinking or drug use make it difficult for you to stay housed or afford your housing?	Yes	No	Refused
Have you ever had trouble maintaining your housing, or been kicked out of an apartment, shelter program, or other place you were staying, because of:			
A mental health issue or concern?	Yes	No	Refused
A past head injury?	Yes	No	Refused
A learning disability, developmental disability, or other impairment?	Yes	No	Refused
Do you have any mental health or brain issues that would make it hard for you to live independently because you'd need help?	Yes	No	Refused

Appendix E: HIFIS Collection and Release of Information

CLIENT HIFIS COLLECTION AND RELEASE OF INFORMATION

I/We _____
(Name of Applicant – 16 years or older)

(Name of Co-Applicant, if applicable)

consent to share information within the Housing Stability System in Wellington County. My information will be used to provide services to me and/or my family. My information may also be used to inform future service improvements. My information will be recorded in the Homeless Individuals and Families Information System (HIFIS) secure database. This database is used by Service Providers within Wellington County's Housing Stability System to document and share my information.

I understand that I may withdraw or limit my consent at any time. I confirm that I have reviewed the attachment titled "Important Information about Consent".

I have read, or have had read to me, and understand the consent set out above.

Signature (Applicant or Substitute Decision Maker) Date of Birth Date Signed

Signature (Co-Applicant) Date of Birth Date Signed

Signature of Witness, Title, Service Provider Name Date Signed

- I have read, or have had read to me, and understand all the parts of this consent form and have provided verbal consent.
- Any consent given also relates to my dependents. Please list any dependents below:

Name of Dependent	Date of Birth for Dependent:
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Use Only If: No Consent Given or Removing Consent

- I have read, or have read to me, and understand all parts of this consent form and **DO NOT** give consent.
- Removing Consent: By signing below, I understand that I have requested to remove consent.

Signature – Person 16+ Date of Birth Date Signed

Notice of Collection:
This personal information is collected under the authority of the Housing Services Act, S.O. 2011, c.6, Schedule 1, and will be used for the purposes of providing housing related services and supports, and may be used to inform future service improvements. The personal information may also be used by authorized staff at the County of Wellington in its role as database Host for the purposes of administering and maintaining the database on which the personal information is kept. Questions about this collection should be directed to: Wellington County Clerk's Office, Information Management Coordinator T 519.837.2600 x2522, 74 Woolwich St., Guelph ON N1H 3T9.

Important Information about Consent

What does this consent form mean for me and my information?

In Wellington County, Service Providers that make up the Housing Stability System work together to increase housing affordability, prevent homelessness, and end chronic homelessness. In their work, Service Providers may support the same person or family to help them find and keep a home. With your consent, and **only as needed**, Service Providers will share information with each other in order to provide you with better service.

What if I do not want to share my information?

Providing consent for your information to be shared is voluntary. Refusing to do so will not limit your access to emergency services like Emergency Shelter, but may limit some housing options available to you. For example, without consent your name cannot be added to the waiting list for more housing support.

What information will be shared?

Once your name is entered into the HIFIS database, staff within the Housing Stability System will have access to your name and basic information about you, such as "Date of Birth" and "Gender Identity". Only staff who are assigned to provide you with service have approval to access information in your file. At any time you can ask for copies of the personal information that is collected about you, you can find out who it is shared with, and you can ask what it is used for.

Who will have access to my information?

Staff from the following agencies would have access to your information for the purposes of providing you with services in the Housing Stability System: Wellington County Social Services, Welcome In Drop In Centre, Wyndham House, Michael House, Ramoth House, Coordinated Entry System Door Agencies (East Wellington Community Services, Community Resource Centre of North and Centre Wellington, Family and Children Services of Guelph & Wellington County, Specialized Outreach Services, Stonehenge Therapeutic Community, Women in Crisis, Canadian Mental Health Association Waterloo Wellington, Guelph Community Health Centre, Rural Wellington Community Team), Salvation Army, Dunara Homes for Recovery and Waterloo Wellington Local Health Integration Network.

In addition, anonymized information will be shared with the Government of Canada for the purposes of research, evaluation and administration related to housing and homelessness in Canada. This sharing will never include your name or identifying information.

Information within the HIFIS database is secure and not shared or used for any other purpose without your consent, unless required by law.

What if I change my mind about giving consent?

You can remove your consent to share your information at any time by speaking to staff at this Service Provider. You should let them know that you want to stop sharing information about yourself. If you withdraw your consent, staff can no longer make updates to your file. However, it is important to note that the information you've already shared in HIFIS 4 continues to be viewable by staff that provide you with services in the Housing Stability System.

What if there's some information that I don't wish to share?

If you feel that some of your information is sensitive, or that sharing certain details could impact your safety or the safety of others, please discuss this with staff right away.

Are there times when this Service Provider may have to share my information without my consent?

Yes, staff are required to share personal information if:

- A child has experienced abuse or harm or may be at-risk of abuse or harm;
- Someone is a threat to themselves or another person;
- If a court order requires information be shared; and/or
- If a serious incident involving a person occurs on Service Provider property.

Appendix F: CES Door Agency Checklist

Guelph-Wellington Coordinated Entry System DOOR AGENCY CHECKLIST

Before Administering the Common Assessment Tool (CAT):

Determine if the family or individual is experiencing homelessness in one of the following ways:

UNSHELTERED:	Living on the streets or in places not intended for human habitation
EMERGENCY SHELTERED:	Staying overnight in shelters for people who are homeless, as well shelters for those impacted by family violence.
PROVISIONALLY ACCOMMODATED:	Those whose accommodation is temporary or lacks security of tenure (e.g. couch surfing).
RISK OF HOMELESSNESS:	Referring to people who are not homeless, but whose current economic and/or housing situation is precarious or does not meet public health and safety standards.

Determine if the family or individual is already on the current Guelph-Wellington By-Name List.

A copy of the current By-Name List is available from your Door Agency Lead. If the family or individual is already on the By-Name List, please do not administer the CAT again unless there has been a major life event that could change the previous survey results.

Administering the Common Assessment Tool:

VI-SPDAT's are completed immediately with families and individuals if there has been a previous experience of homelessness. If this is the first experience of homelessness, the VI-SPDAT will be completed after 7-14 days if they have not secured housing.

Make sure the correct CAT is being administered.

TAY-VI-SPDAT:	Independent youth, 16-24 years old
VI-SPDAT:	Individual adults, 25 years and older
F-VI-SPDAT:	If a couple with no children, administer a VI-SPDAT with each individual. Parent/guardian with dependent children (under 18 years)

Review the Introductory Script on the CAT.

The Introductory Script explains the purpose of the By-Name List, benefits and privacy. This information can be summarized.

Review the Consent and Release of Information and obtain consent.

Once the Consent and Release of Information is signed, Door Agency staff need to witness the Consent. The Important Information About Consent can be summarized to the participant and given to them.

Complete the CAT and submit it to the Guelph-Wellington Coordinated Entry System Lead.

Completed CAT and Consent can be submitted by:

- Place it in the envelope provided, marked confidential, and drop it off at: 129 Wyndham Street N, Guelph, Attention: Brianne Cox
- Fax the CAT and Consent to Brianne Cox at 519.821.5306

Alternate formats available upon request



Appendix G: BNL Statuses

Permanently housed

A family or individual is considered 'permanently housed' if their housing situation meets all the following criteria:

- There is no designated length of stay (i.e. it is meant to be long-term)
- They have a tenancy agreement that provides them protection under the Residential Tenancy Act

This includes individuals that have moved back to a family home (i.e. family reunification).

Temporarily housed

A family or individual is considered 'temporarily housed' if their housing situation meets any of the following criteria:

- There is a designated length of stay
- It is meant to bridge the gap between homelessness to permanent housing
- They are not protected under the Residential Tenancy Act

All BNL statuses of temporarily housed status will be reviewed after 90 days to determine if the housing placement is more permanent in nature.

Active: Homeless

Anyone that completes the VI-SPDAT will automatically fall into this category. This category should be checked if a family or individual previously fell into a different category and has returned to homelessness (e.g. a person completed the VI-SPDAT when they were homeless. They were then housed and updated as 'permanently housed.' They then lost their permanent housing and have returned to homelessness

Active: Connected

A family or individual is considered to be Active Connected when they are currently experiencing homelessness, but have been connected to a housing-specific program or worker (e.g. Housing First).

Inactive - No Contact

The participant is moved to Inactive - No contact status after 90 days of no contact. After the door agency has identified that an individual or family should be moved to Inactive – No Contact the lead door agency (County of Wellington Social Services) will attempt to contact each individual or family 3 times using the contact information available before they are moved to an inactive status.

Inactive – Moved to Other Community

If it is known that the individual or family has left the community to reside in a new location outside of Guelph-Wellington that is not considered temporary, they will be immediately changed to an Inactive – Moved to Other Community status.

Inactive – Incarcerated

Participant should be moved to Inactive – Incarcerated status after 90 days of incarceration.

Inactive – Systems (hospitalization, institutionalization)

Participant should be moved to Inactive - Systems status after 90 days of hospitalization or institutionalization.

Return from Inactive Status

Individuals that return to the community should be returned to the “Active” By Name List. If appropriate complete a new VI-SPDAT, this can include a major life event. If the participant has been inactive for over 6 months a new VI-SPDAT should be completed.

Appendix H: Housing Stability Working Group (HSWG) Terms of Reference



Guelph-Wellington Coordinated Entry System: Housing Stability Working Group

Terms of Reference

Revised March 2019

Background

In spring 2016, the County of Wellington and Poverty Task Force joined the 20,000 Homes Campaign and completed a Registry Week. Through Registry Week, a short voluntary health and housing survey was administered with as many people as possible experiencing homelessness over April 25th to April 27th, 2016. The survey pre-screened people as experiencing low, medium or high acuity (depth of need).

Registry Week led to the creation of a By-Name List (BNL) that enabled the prioritization of the people with the greatest need for housing stability assistance in our community and to house 30 individuals in six months. Prioritization focused on identifying people experiencing persistent homelessness and a high degree of vulnerability based on the VI-SPDAT, FI-VI-SPDAT, and TAY-SPDAT score, length of time homeless, use of shelters and other crisis services, and worker insight and knowledge. A proportional balance of resources was offered to youth, adults, and families in Wellington County.

After the initial BNL was created and resources were assigned, there was a need to keep the BNL updated to continue to prioritize offers of available resources. The implementation of a Housing Stability Working Group (HSWG) will work to address the needs of clients that have been prioritized on the BNL and coordinate care among providers and systems. The HSWG will track support assignments, housing progress, and outcomes.

Mandate

To improve the continuity of care for people experiencing homelessness with the highest complexity of needs, by developing a strategic case plan with relevant stakeholders.

Membership

All members have a vested interest supporting individuals experiencing homelessness or at risk of homelessness with complex needs in a plan towards stabilization.

Will comprise of at least one member from:

Agency
Canadian Mental Health Association
Community Resource Centre
East Wellington Community Services
Family and Children's Services
Guelph-Wellington Women in Crisis
Rural Wellington Community Team
Specialized Outreach Services
Stonehenge Therapeutic Community
Welcome In Drop In Centre
Wellington County Social Services
Wyndham House

All members will be solution-focused and work in the best interest of the client.

Members may be participating as information sources on client cases while others may have direct contact with the clients and provide direct service delivery. All members are committed to participate and contribute in one of the above ways.

Roles & Responsibilities

The responsibilities of the Housing Stability Working Group members are defined as follows:

- Ensure that all relevant information is provided regarding the use of services and the clients themselves.
- Ensure that personal information of the clients is respected and protected.
- Provide open and honest feedback on gaps, overlaps and opportunities regarding support services.
- Participate in good faith, with respect, integrity and ethically towards the common goal of ending homelessness with a client centered approach.
- Ensure the communication of results and recommendations to the appropriate stakeholders.
- Operate under the principle sharing of client information is necessary to ensure effective provision of services, continuity of care and efficient use of resources.
- Ensure adequate and appropriate representation at the Housing Stability Working Group meetings.
- Ensure previous minutes and actions items, as reported in the Record of Decision are reviewed.
- Assign action items as required to member organizations and ensure closure on action items.

Process

- Within the Coordinated Entry System, individuals prioritized through the BNL will be referred to the HSWG for case planning and service coordination. The Housing Stability Coordinator manages all referrals to the HSWG.
- The Housing Stability Coordinator generates a client list that is brought forward to the HSWG meeting. The HSWG works from the top of the list down to develop a Coordinated Care Plan, including housing placement. HSWG will address placement of people into programs with available space based on triaging those with the highest need.
- Pending capacity, HSWG may not be able to find appropriate housing placement for the number 1 person on the list during a particular meeting. The list would be updated, and the process would commence anew.
- The HSWG will have access to an up-to-date inventory and available spaces across the homeless serving system to ensure referrals are not made into program already full; this list would be provided by the Housing Stability Coordinator at each meeting.
- The Housing Stability Coordinator will record all decisions made on a client-by-client basis and serve as the communication point-person for the HSWG.
- Once a Coordinated Care Plan is established, a Case Lead on each case will be established who will serve as the point-person for particular clients with accountability for advancing the Coordinated Care Plan. Progress on Coordinated Care Plans will be reported by Case Leads at HSWG meetings. The Housing Stability Coordinator will refer inquiries specific to client service delivery to appropriate Case Leads.
- Where barriers arise or policy change is needed, the HSWG will bring these to the Guelph-Wellington 20,000 Homes Operations Committee to become part of the larger policy change that is being undertaken.

Attendance

Members required for the Housing Stability Working Group meetings are:

1. Housing Stability Coordinator (Chair)
2. Member organizations can bring additional appropriate representatives based on the agenda for a specific meeting but organization representatives should remain consistent for each meeting.
3. Minimum attendance requirements at the discretion of the chair based on the meeting agenda (i.e. specific items being tabled for approval).

Anyone wanting to attend as a guest must be invited by the Chair and will complete an Oath of Confidentiality.

Meetings

The Housing Stability Working Group will meet at minimum monthly on a regular basis and with additional meetings at the discretion of the Chair. Meetings will be scheduled in coordination with members and will strive to respect various business deadlines and other commitments of the members.

Agenda

1. Introductions
2. Member updates
3. Updates on current HSWG clients & placements
4. New cases: review clients proposed for HSWG list & discuss best placement; ensure Case Lead established to develop Coordinated Care Plan (including completion of full SPDAT)
5. System barriers emerging

Confidentiality

Respect for confidentiality is the cornerstone of trust and confidence as well as a legislated obligation. HSWG members must at all times respect the confidentiality of service participants, all matters dealt with during in-camera meetings and matters related to personnel must be held in strict confidence.

All members will sign an Oath of Confidentiality.

Conflict of Interest

All members shall assume the responsibility to identify a fellow member/member organization's potential conflict of interest situations should they not recognize it themselves.

Terms of Reference Review

These Terms of Reference shall be reviewed and approved by the HSWG in annually.

LEVEL 1 - AREA CHART

NAME	AREA
------	------

LEVEL 1

AMENITIES

KITCHEN	166.17 SF
W/R	65.28 SF
B.F. W/R	106.96 SF
LAUNDRY ROOM	147.91 SF
MULTI-FAITH ROOM	97.64 SF
RESIDENT LOUNGE	102.97 SF
COMMUNAL SPACE	765.79 SF
	1452.71 SF

CIRCULATION

CORR.	237.95 SF
ELEV.	68.33 SF
STAIR B	182.12 SF
VEST.	80.94 SF
STAIR A	186.34 SF
ENTRY	70.73 SF
	826.42 SF

OFFICE

MEDICAL OFFICE	218.81 SF
STAFF ROOM	324.07 SF
CONCIERGE	210.10 SF
OFFICE	135.20 SF
OFFICE	135.13 SF
PROPERTY MANAGEMENT OFFICE	218.81 SF
	1242.12 SF

SERVICES

MECH/ELEC	267.44 SF
BIKE STORAGE	177.11 SF
JAN	55.45 SF
SERVER	46.32 SF
STOR.	40.88 SF
	587.20 SF

A Ladder of Citizen Participation - Sherry R Arnstein

Originally published as Arnstein, Sherry R. "A Ladder of Citizen Participation," JAIP, Vol. 35, No. 4, July 1969, pp. 216-224. I do not claim any copyrights.

Webmasters comment, November 2004.

The following article is quite old, but never-the-less of great value to anyone interested in issues of citizen participation. The concepts discussed in this article about 1960's America are still mostly unknown by people around the world. Many planners, architects, politicians, bosses, project leaders and power-holder still dress all variety of manipulations up as 'participation in the process', 'citizen consultation' and other shades of technobable.

This article was reprinted in "The City Reader" (second edition) edited by Richard T. Gates and Frederic Stout, 1996, Routledge Press. Their editors' introduction is well worth reading.

Please copy and re-distribute this article. Let's work to help people understand the difference between 'citizen control' and 'manipulation'. If you're reading this then I assume you are interested in empowering people to take charge of their lives and their surrounding. I salute you for this work.

Enjoy.

1. Citizen participation is citizen power

Because the question has been a bone of political contention, most of the answers have been purposely buried in innocuous euphemisms like "self-help" or "citizen involvement." Still others have been embellished with misleading rhetoric like "absolute control" which is something no one - including the President of the United States - has or can have. Between understated euphemisms and exacerbated rhetoric, even scholars have found it difficult to follow the controversy. To the headline reading public, it is simply bewildering.

My answer to the critical what question is simply that citizen participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax



Figure 1. French student poster. In English, "I participate, you participate, he participates, we participate, you participate...they profit."

resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. In short, it is the means by which they can induce significant social reform which enables them to share in the benefits of the affluent society.

1.1. Empty Refusal Versus Benefit

There is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process. This difference is brilliantly capsulized in a poster painted last spring [1968] by the French students to explain the student-worker rebellion. (See Figure 1.) The poster highlights the fundamental point that participation without redistribution of power is an empty and frustrating process for the powerless. It allows the powerholders to claim that all sides were considered, but makes it possible for only some of those sides to benefit. It maintains the status quo. Essentially, it is what has been happening in most of the 1,000 Community Action Programs, and what promises to be repeated in the vast majority of the 150 Model Cities programs.

2. Types of participation and "nonparticipation"

A typology of eight levels of participation may help in analysis of this confused issue. For illustrative purposes the eight types are arranged in a ladder pattern with each rung corresponding to the extent of citizens' power in determining the end product. (See Figure 2.)

The bottom rungs of the ladder are (1) Manipulation and (2) Therapy. These two rungs describe levels of "non-participation" that have been contrived by some to substitute for genuine participation. Their real objective is not to enable people to participate in planning or conducting programs, but to enable powerholders to "educate" or "cure" the participants. Rungs 3 and 4 progress to levels of "tokenism" that allow the have-nots to hear and to have a voice: (3) Informing and (4) Consultation. When they are proffered by powerholders as the total extent of participation, citizens may indeed hear and be heard. But under these conditions they lack the power to insure that their views will be heeded by the powerful. When participation is restricted to these levels, there is no follow-through, no "muscle," hence no assurance of changing the status quo. Rung (5) Placation is simply a higher level tokenism because the ground rules allow have-nots to advise, but retain for the powerholders the continued right to decide.

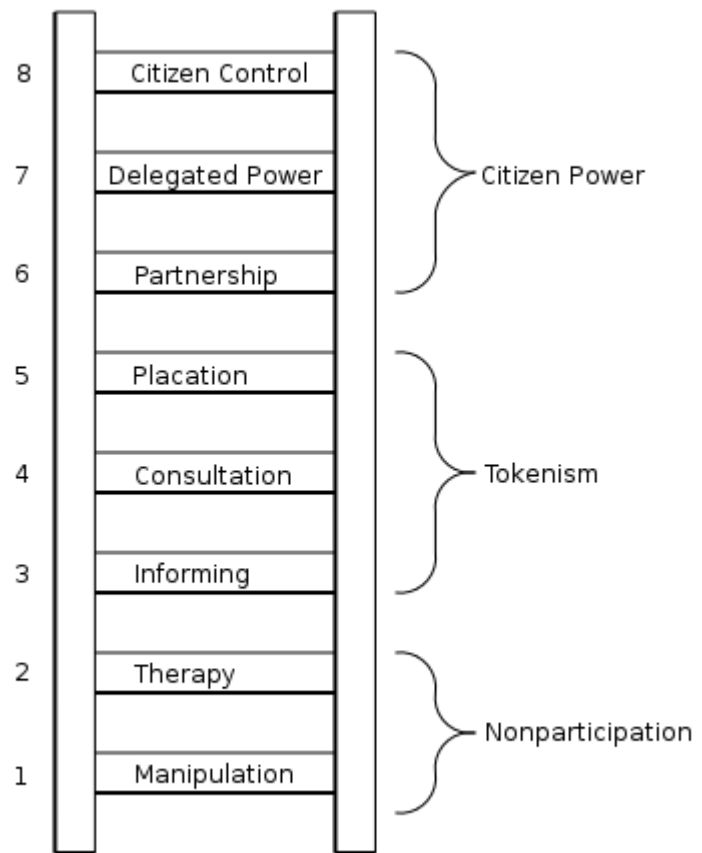


Figure 2. Eight rungs on the ladder of citizen participation

Further up the ladder are levels of citizen power with increasing degrees of decision-making clout. Citizens can enter into a (6) Partnership that enables them to negotiate and engage in trade-offs with traditional power holders. At the topmost rungs, (7) Delegated Power and (8) Citizen Control, have-not citizens obtain the majority of decision-making seats, or full managerial power.

Obviously, the eight-rung ladder is a simplification, but it helps to illustrate the point that so many have missed - that there are significant gradations of citizen participation. Knowing these gradations makes it possible to cut through the hyperbole to understand the increasingly strident demands for participation from the have-nots as well as the gamut of confusing responses from the powerholders.

Though the typology uses examples from federal programs such as urban renewal, anti-poverty, and Model Cities, it could just as easily be illustrated in the church, currently facing demands for power from priests and laymen who seek to change its mission; colleges and universities which in some cases have become literal battlegrounds over the issue of student power; or public schools, city halls, and police departments (or big business which is likely to be next on the expanding list of targets). The underlying issues are essentially the same - "nobodies" in several arenas are trying to become "somebodies" with enough power to make the target institutions responsive to their views, aspirations, and needs.

2.1. Limitations of the Typology

The ladder juxtaposes powerless citizens with the powerful in order to highlight the fundamental divisions between them. In actuality, neither the have-nots nor the powerholders are homogeneous blocs. Each group encompasses a host of divergent points of view, significant cleavages, competing vested interests, and splintered subgroups. The justification for using such simplistic abstractions is that in most cases the have-nots really do perceive the powerful as a monolithic "system," and powerholders actually do view the have-nots as a sea of "those people," with little comprehension of the class and caste differences among them.

It should be noted that the typology does not include an analysis of the most significant roadblocks to achieving genuine levels of participation. These roadblocks lie on both sides of the simplistic fence. On the powerholders' side, they include racism, paternalism, and resistance to power redistribution. On the have-nots' side, they include inadequacies of the poor community's political socioeconomic infrastructure and knowledge-base, plus difficulties of organizing a representative and accountable citizens' group in the face of futility, alienation, and distrust.

Another caution about the eight separate rungs on the ladder: In the real world of people and programs, there might be 150 rungs with less sharp and "pure" distinctions among them. Furthermore, some of the characteristics used to illustrate each of the eight types might be applicable to other rungs. For example, employment of the have-nots in a program or on a planning staff could occur at any of the eight rungs and could represent either a legitimate or illegitimate characteristic of citizen participation. Depending on their motives, powerholders can hire poor people to co-opt them, to placate them, or to utilize the have-nots' special skills and insights. Some mayors, in private, actually boast of their strategy in hiring militant black leaders to muzzle them while destroying their credibility in the black community.

3. Characteristics and illustrations

It is in this context of power and powerlessness that the characteristics of the eight rungs are illustrated by examples from current federal social programs.

3.1. Manipulation

In the name of citizen participation, people are placed on rubberstamp advisory committees or advisory boards for the express purpose of "educating" them or engineering their support. Instead of genuine citizen participation, the bottom rung of the ladder signifies the distortion of participation into a public relations vehicle by powerholders.

This illusory form of "participation" initially came into vogue with urban renewal when the socially elite were invited by city housing officials to serve on Citizen Advisory Committees (CACs). Another target of manipulation were the CAC subcommittees on minority groups, which in theory were to protect the rights of Negroes in the renewal program. In practice, these sub-committees, like their parent CACs, functioned mostly as letterheads, trotted forward at appropriate times to promote urban renewal plans (in recent years known as Negro removal plans).

At meetings of the Citizen Advisory Committees, it was the officials who educated, persuaded, and advised the citizens, not the reverse. Federal guidelines for the renewal programs legitimized the manipulative agenda by emphasizing the terms "information-gathering," public relations," and "support" as the explicit functions of the committees.

This style of nonparticipation has since been applied to other programs encompassing the poor. Examples of this are seen in Community Action Agencies (CAAs) which have created structures called "neighborhood councils" or "neighborhood advisory groups." These bodies frequently have no legitimate function or power. The CAAs use them to "prove" that "grassroots people" are involved in the program. But the program may not have been discussed with "the people." Or it may have been described at a meeting in the most general terms; "We need your signatures on this proposal for a multi-service center which will house, under one roof, doctors from the health department, workers from the welfare department, and specialists from the employment service."

The signatories are not informed that the \$2 million-per-year center will only refer residents to the same old waiting lines at the same old agencies across town. No one is asked if such a referral center is really needed in his neighborhood. No one realizes that the contractor for the building is the mayor's brother-in-law, or that the new director of the center will be the same old community organization specialist from the urban renewal agency.

After signing their names, the proud grass-rooters dutifully spread the word that they have "participated" in bringing a new and wonderful center to the neighborhood to provide people with drastically needed jobs and health and welfare services. Only after the ribbon-cutting ceremony do the members of the neighborhood council realize that they didn't ask the important questions, and that they had no technical advisors of their own to help them grasp the fine legal print. The new center, which is open 9 to 5 on weekdays only, actually adds to their problems. Now the old agencies across town won't talk with them unless they have a pink paper slip to prove that they have been referred by "their" shiny new neighborhood center.

Unfortunately, this chicanery is not a unique example. Instead it is almost typical of what has been perpetrated in the name of high-sounding rhetoric like "grassroots participation." This sham lies at the heart of the deep-seated exasperation and hostility of the have-nots toward the powerholders.

One hopeful note is that, having been so grossly affronted, some citizens have learned the Mickey Mouse game, and now they too know how to play. As a result of this knowledge, they are demanding genuine levels of participation to assure them that public programs are relevant to their needs and responsive to their priorities.

3.2. Therapy

In some respects group therapy, masked as citizen participation, should be on the lowest rung of the ladder because it is both dishonest and arrogant. Its administrators - mental health experts from social workers to psychiatrists - assume that powerlessness is synonymous with mental illness. On this assumption, under a masquerade of involving citizens in planning, the experts subject the citizens to clinical group therapy. What makes this form of "participation" so invidious is that citizens are engaged in extensive activity, but the focus of it is on curing them of their "pathology" rather than changing the racism and victimization that create their "pathologies."

Consider an incident that occurred in Pennsylvania less than one year ago. When a father took his seriously ill baby to the emergency clinic of a local hospital, a young resident physician on duty instructed him to take the baby home and feed it sugar water. The baby died that afternoon of pneumonia and dehydration. The overwrought father complained to the board of the local Community Action Agency. Instead of launching an investigation of the hospital to determine what changes would prevent similar deaths or other forms of malpractice, the board invited the father to attend the CAA's (therapy) child-care sessions for parents, and promised him that someone would "telephone the hospital director to see that it never happens again."

Less dramatic, but more common examples of therapy, masquerading as citizen participation, may be seen in public housing programs where tenant groups are used as vehicles for promoting control-your-child or cleanup campaigns. The tenants are brought together to help them "adjust their values and attitudes to those of the larger society." Under these ground rules, they are diverted from dealing with such important matters as: arbitrary evictions; segregation of the housing project; or why is there a three-month time lapse to get a broken window replaced in winter.

The complexity of the concept of mental illness in our time can be seen in the experiences of student/civil rights workers facing guns, whips, and other forms of terror in the South. They needed the help of socially attuned psychiatrists to deal with their fears and to avoid paranoia.

3.3. Informing

Informing citizens of their rights, responsibilities, and options can be the most important first step toward legitimate citizen participation. However, too frequently the emphasis is placed on a one-way flow of information - from officials to citizens - with no channel provided for feedback and no power for negotiation. Under these conditions, particularly when information is provided at a late stage in planning, people have little opportunity to influence the program designed "for their benefit." The most frequent tools used for such one-way communication are the news media, pamphlets, posters, and responses to inquiries.

Meetings can also be turned into vehicles for one-way communication by the simple device of providing superficial information, discouraging questions, or giving irrelevant answers. At a recent Model Cities citizen planning meeting in Providence, Rhode Island, the topic was "tot-lots." A group of elected citizen representatives, almost all of whom were attending three to five meetings a week, devoted an hour to a discussion of the placement of six tot-lots. The neighborhood is half black, half white. Several of the black representatives noted that four tot-lots were proposed for the white district and only two for the black. The city official responded with a lengthy, highly technical explanation about costs per square foot and available property. It was clear that most of the residents did not understand his explanation. And it was clear to observers from the Office of Economic Opportunity that

other options did exist which, considering available funds would have brought about a more equitable distribution of facilities. Intimidated by futility, legalistic jargon, and prestige of the official, the citizens accepted the "information" and endorsed the agency's proposal to place four lots in the white neighborhood.

3.4. Consultation

Inviting citizens' opinions, like informing them, can be a legitimate step toward their full participation. But if consulting them is not combined with other modes of participation, this rung of the ladder is still a sham since it offers no assurance that citizen concerns and ideas will be taken into account. The most frequent methods used for consulting people are attitude surveys, neighborhood meetings, and public hearings.

When powerholders restrict the input of citizens' ideas solely to this level, participation remains just a window-dressing ritual. People are primarily perceived as statistical abstractions, and participation is measured by how many come to meetings, take brochures home, or answer a questionnaire. What citizens achieve in all this activity is that they have "participated in participation." And what powerholders achieve is the evidence that they have gone through the required motions of involving "those people."

Attitude surveys have become a particular bone of contention in ghetto neighborhoods. Residents are increasingly unhappy about the number of times per week they are surveyed about their problems and hopes. As one woman put it: "Nothing ever happens with those damned questions, except the surveyor gets \$3 an hour, and my washing doesn't get done that day." In some communities, residents are so annoyed that they are demanding a fee for research interviews.

Attitude surveys are not very valid indicators of community opinion when used without other input from citizens. Survey after survey (paid for out of anti-poverty funds) has "documented" that poor housewives most want tot-lots in their neighborhood where young children can play safely. But most of the women answered these questionnaires without knowing what their options were. They assumed that if they asked for something small, they might just get something useful in the neighborhood. Had the mothers known that a free prepaid health insurance plan was a possible option, they might not have put tot-lots so high on their wish lists.

A classic misuse of the consultation rung occurred at a New Haven, Connecticut, community meeting held to consult citizens on a proposed Model Cities grant. James V. Cunningham, in an unpublished report to the Ford Foundation, described the crowd as large and mostly hostile:

Members of The Hill Parents Association demanded to know why residents had not participated in drawing up the proposal. CAA director Spitz explained that it was merely a proposal for seeking Federal planning funds -that once funds were obtained, residents would be deeply involved in the planning. An outside observer who sat in the audience described the meeting this way: "Spitz and Mel Adams ran the meeting on their own. No representatives of a Hill group moderated or even sat on the stage. Spitz told the 300 residents that this huge meeting was an example of 'participation in planning.' To prove this, since there was a lot of dissatisfaction in the audience, he called for a 'vote' on each component of the proposal. The vote took this form: 'Can I see the hands of all those in favor of a health clinic? All those opposed?' It was a little like asking who favors motherhood."

It was a combination of the deep suspicion aroused at this meeting and a long history of similar forms of "window-dressing participation" that led New Haven residents to demand control of the program.

By way of contrast, it is useful to look at Denver where technicians learned that even the best intentioned among them are often unfamiliar with, and even insensitive to, the problems and aspirations of the poor. The technical director of the Model Cities program has described the way professional planners assumed that the residents, victimized by high-priced local storekeepers, "badly needed consumer education." The residents, on the other hand, pointed out that the local store-keepers performed a valuable function. Although they overcharged, they also gave credit, offered advice, and frequently were the only neighborhood place to cash welfare or salary checks. As a result of this consultation, technicians and residents agreed to substitute the creation of needed credit institutions in the neighborhood for a consumer education pro-gram.

3.5. Placation

It is at this level that citizens begin to have some degree of influence though tokenism is still apparent. An example of placation strategy is to place a few hand-picked "worthy" poor on boards of Community Action Agencies or on public bodies like the board of education, police commission, or housing authority. If they are not accountable to a constituency in the community and if the traditional power elite hold the majority of seats, the have-nots can be easily outvoted and outfoxed. Another example is the Model Cities advisory and planning committees. They allow citizens to advise or plan ad infinitum but retain for powerholders the right to judge the legitimacy or feasibility of the advice. The degree to which citizens are actually placated, of course, depends largely on two factors: the quality of technical assistance they have in articulating their priorities; and the extent to which the community has been organized to press for those priorities.

It is not surprising that the level of citizen participation in the vast majority of Model Cities programs is at the placation rung of the ladder or below. Policy-makers at the Department of Housing and Urban Development (HUD) were determined to return the genie of citizen power to the bottle from which it had escaped (in a few cities) as a result of the provision stipulating "maximum feasible participation" in poverty programs. Therefore, HUD channeled its physical-social-economic rejuvenation approach for blighted neighborhoods through city hall. It drafted legislation requiring that all Model Cities' money flow to a local City Demonstration Agency (CDA) through the elected city council. As enacted by Congress, this gave local city councils final veto power over planning and programming and ruled out any direct funding relationship between community groups and HUD.

HUD required the CDAs to create coalition, policy-making boards that would include necessary local powerholders to create a comprehensive physical-social plan during the first year. The plan was to be carried out in a subsequent five-year action phase. HUD, unlike OEO, did not require that have-not citizens be included on the CDA decision-making boards. HUD's Performance Standards for Citizen Participation only demanded that "citizens have clear and direct access to the decision-making process."

Accordingly, the CDAs structured their policy-making boards to include some combination of elected officials; school representatives; housing, health, and welfare officials; employment and police department representatives; and various civic, labor, and business leaders. Some CDAs included citizens from the neighborhood. Many mayors correctly interpreted the HUD provision for "access to the decision-making process" as the escape hatch they sought to relegate citizens to the traditional advisory role.

Most CDAs created residents' advisory committees. An alarmingly significant number created citizens'

policy boards and citizens' policy committees which are totally misnamed as they have either no policy-making function or only a very limited authority. Almost every CDA created about a dozen planning committees or task forces on functional lines: health, welfare, education, housing, and unemployment. In most cases, have-not citizens were invited to serve on these committees along with technicians from relevant public agencies. Some CDAs, on the other hand, structured planning committees of technicians and parallel committees of citizens.

In most Model Cities programs, endless time has been spent fashioning complicated board, committee, and task force structures for the planning year. But the rights and responsibilities of the various elements of those structures are not defined and are ambiguous. Such ambiguity is likely to cause considerable conflict at the end of the one-year planning process. For at this point, citizens may realize that they have once again extensively "participated" but have not profited beyond the extent the powerholders decide to placate them.

Results of a staff study (conducted in the summer of 1968 before the second round of seventy-five planning grants were awarded) were released in a December 1968 HUD bulletin. Though this public document uses much more delicate and diplomatic language, it attests to the already cited criticisms of non-policy-making policy boards and ambiguous complicated structures, in addition to the following findings:

1. Most CDAs did not negotiate citizen participation requirements with residents.
2. Citizens, drawing on past negative experiences with local powerholders, were extremely suspicious of this new panacea program. They were legitimately distrustful of city hall's motives.
3. Most CDAs were not working with citizens' groups that were genuinely representative of model neighborhoods and account-able to neighborhood constituencies. As in so many of the poverty programs, those who were involved were more representative of the upwardly mobile working-class. Thus their acquiescence to plans prepared by city agencies was not likely to reflect the views of the unemployed, the young, the more militant residents, and the hard-core poor.
4. Residents who were participating in as many as three to five meetings per week were unaware of their minimum rights, responsibilities, and the options available to them under the program. For example, they did not realize that they were not required to accept technical help from city technicians they distrusted.
5. Most of the technical assistance provided by CDAs and city agencies was of third-rate quality, paternalistic, and condescending. Agency technicians did not suggest innovative options. They reacted bureaucratically when the residents pressed for innovative approaches. The vested interests of the old-line city agencies were a major - albeit hidden - agenda.
6. Most CDAs were not engaged in planning that was comprehensive enough to expose and deal with the roots of urban decay. They engaged in "meetingitis" and were supporting strategies that resulted in "projectitis," the outcome of which was a "laundry list" of traditional pro-grams to be conducted by traditional agencies in the traditional manner under which slums emerged in the first place.
7. Residents were not getting enough information from CDAs to enable them to review CDA developed plans or to initiate plans of their own as required by HUD. At best, they were getting superficial information. At worst, they were not even getting copies of official HUD materials.
8. Most residents were unaware of their rights to be reimbursed for expenses incurred because of participation - babysitting, trans-portion costs, and so on. The training of residents, which would enable them to under-stand the labyrinth of the federal-state-city systems and networks of

subsystems, was an item that most CDAs did not even consider.

These findings led to a new public interpretation of HUD's approach to citizen participation. Though the requirements for the seventy-five "second-round" Model City grantees were not changed, HUD's twenty-seven page technical bulletin on citizen participation repeatedly advocated that cities share power with residents. It also urged CDAs to experiment with subcontracts under which the residents' groups could hire their own trusted technicians.

A more recent evaluation was circulated in February 1969 by OSTI, a private firm that entered into a contract with OEO to provide technical assistance and training to citizens involved in Model Cities programs in the north-east region of the country. OSTI's report to OEO corroborates the earlier study. In addition it states:

In practically no Model Cities structure does citizen participation mean truly shared decision-making, such that citizens might view them-selves as "the partners in this program. ..."

In general, citizens are finding it impossible to have a significant impact on the comprehensive planning which is going on. In most cases the staff planners of the CDA and the planners of existing agencies are carrying out the actual planning with citizens having a peripheral role of watchdog and, ultimately, the "rubber stamp" of the plan generated. In cases where citizens have the direct responsibility for generating program plans, the time period allowed and the independent technical resources being made available to them are not adequate to allow them to do anything more than generate very traditional approaches to the problems they are attempting to solve.

In general, little or no thought has been given to the means of insuring continued citizen participation during the stage of implementation. In most cases, traditional agencies are envisaged as the implementers of Model Cities programs and few mechanisms have been developed for encouraging organizational change or change in the method of program delivery within these agencies or for insuring that citizens will have some influence over these agencies as they implement Model Cities programs ... By and large, people are once again being planned for. In most situations the major planning decisions are being made by CDA staff and approved in a formalistic way by policy boards.

3.6. Partnership

At this rung of the ladder, power is in fact redistributed through negotiation between citizens and powerholders. They agree to share planning and decision-making responsibilities through such structures as joint policy boards, planning committees and mechanisms for resolving impasses. After the groundrules have been established through some form of give-and-take, they are not subject to unilateral change.

Partnership can work most effectively when there is an organized power-base in the community to which the citizen leaders are account-able; when the citizens group has the financial resources to pay its leaders reasonable honoraria for their time-consuming efforts; and when the group has the resources to hire (and fire) its own technicians, lawyers, and community organizers. With these ingredients, citizens have some genuine bargaining influence over the outcome of the plan (as long as both parties find it useful to maintain the partnership). One community leader described it "like coming to city hall with

hat on head instead of in hand."

In the Model Cities program only about fifteen of the so-called first generation of seventy-five cities have reached some significant degree of power-sharing with residents. In all but one of those cities, it was angry citizen demands, rather than city initiative, that led to the negotiated sharing of power. The negotiations were triggered by citizens who had been enraged by previous forms of alleged participation. They were both angry and sophisticated enough to refuse to be "conned" again. They threatened to oppose the awarding of a planning grant to the city. They sent delegations to HUD in Washington. They used abrasive language. Negotiation took place under a cloud of suspicion and rancor.

In most cases where power has come to be shared it was taken by the citizens, not given by the city. There is nothing new about that process. Since those who have power normally want to hang onto it, historically it has had to be wrested by the powerless rather than proffered by the powerful.

Such a working partnership was negotiated by the residents in the Philadelphia model neighborhood. Like most applicants for a Model Cities grant, Philadelphia wrote its more than 400 page application and waved it at a hastily called meeting of community leaders. When those present were asked for an endorsement, they angrily protested the city's failure to consult them on preparation of the extensive application. A community spokesman threatened to mobilize a neighborhood protest against the application unless the city agreed to give the citizens a couple of weeks to review the application and recommend changes. The officials agreed.

At their next meeting, citizens handed the city officials a substitute citizen participation section that changed the groundrules from a weak citizens' advisory role to a strong shared power agreement. Philadelphia's application to HUD included the citizens' substitution word for word. (It also included a new citizen prepared introductory chapter that changed the city's description of the model neighborhood from a paternalistic description of problems to a realistic analysis of its strengths, weaknesses, and potentials.) Consequently, the proposed policy-making committee of the Philadelphia CDA was revamped to give five out of eleven seats to the residents' organization, which is called the Area Wide Council (AWC). The AWC obtained a subcontract from the CDA for more than \$20,000 per month, which it used to maintain the neighborhood organization, to pay citizen leaders \$7 per meeting for their planning services, and to pay the salaries of a staff of community organizers, planners, and other technicians. AWC has the power to initiate plans of its own, to engage in joint planning with CDA committees, and to review plans initiated by city agencies. It has a veto power in that no plans may be submitted by the CDA to the city council until they have been reviewed, and any differences of opinion have been successfully negotiated with the AWC. Representatives of the AWC (which is a federation of neighborhood organizations grouped into sixteen neighborhood "hubs") may attend all meetings of CDA task forces, planning committees, or sub-committees.

Though the city council has final veto power over the plan (by federal law), the AWC believes it has a neighborhood constituency that is strong enough to negotiate any eleventh-hour objections the city council might raise when it considers such AWC proposed innovations as an AWC Land Bank, an AWC Economic Development Corporation, and an experimental income maintenance program for 900 poor families.

3.7. Delegated Power

Negotiations between citizens and public officials can also result in citizens achieving dominant decision-making authority over a particular plan or program. Model City policy boards or CAA

delegate agencies on which citizens have a clear majority of seats and genuine specified powers are typical examples. At this level, the ladder has been scaled to the point where citizens hold the significant cards to assure accountability of the program to them. To resolve differences, powerholders need to start the bargaining process rather than respond to pressure from the other end.

Such a dominant decision-making role has been attained by residents in a handful of Model Cities including Cambridge, Massachusetts; Dayton, and Columbus, Ohio; Minneapolis, Minnesota; St. Louis, Missouri; Hartford and New Haven, Connecticut; and Oakland, California.

In New Haven, residents of the Hill neighborhood have created a corporation that has been delegated the power to prepare the entire Model Cities plan. The city, which received a \$117,000 planning grant from HUD, has subcontracted \$110,000 of it to the neighborhood corporation to hire its own planning staff and consultants. The Hill Neighborhood Corporation has eleven representatives on the twenty-one-member CDA board which assures it a majority voice when its proposed plan is reviewed by the CDA.

Another model of delegated power is separate and parallel groups of citizens and power-holders, with provision for citizen veto if differences of opinion cannot be resolved through negotiation. This is a particularly interesting coexistence model for hostile citizen groups too embittered toward city hall - as a result of past "collaborative efforts" - to engage in joint planning.

Since all Model Cities programs require approval by the city council before HUD will fund them, city councils have final veto powers even when citizens have the majority of seats on the CDA Board. In Richmond, California, the city council agreed to a citizens' counter-veto, but the details of that agreement are ambiguous and have not been tested.

Various delegated power arrangements are also emerging in the Community Action Program as a result of demands from the neighborhoods and OEO's most recent instruction guidelines which urged CAAs "to exceed (the) basic requirements" for resident participation. In some cities, CAAs have issued subcontracts to resident dominated groups to plan and/or operate one or more decentralized neighborhood program components like a multipurpose service center or a Headstart program. These contracts usually include an agreed upon line-by-line budget and program specifications. They also usually include a specific statement of the significant powers that have been delegated, for example: policy-making; hiring and firing; issuing subcontracts for building, buying, or leasing. (Some of the subcontracts are so broad that they verge on models for citizen control.)

3.8. Citizen Control

Demands for community controlled schools, black control, and neighborhood control are on the increase. Though no one in the nation has absolute control, it is very important that the rhetoric not be confused with intent. People are simply demanding that degree of power (or control) which guarantees that participants or residents can govern a program or an institution, be in full charge of policy and managerial aspects, and be able to negotiate the conditions under which "outsiders" may change them.

A neighborhood corporation with no intermediaries between it and the source of funds is the model most frequently advocated. A small number of such experimental corporations are already producing goods and/or social services. Several others are reportedly in the development stage, and new models for control will undoubtedly emerge as the have-nots continue to press for greater degrees of power over their lives.

Though the bitter struggle for community control of the Ocean Hill-Brownsville schools in New York

City has aroused great fears in the headline reading public, less publicized experiments are demonstrating that the have-nots can indeed improve their lot by handling the entire job of planning, policy-making, and managing a program. Some are even demonstrating that they can do all this with just one arm because they are forced to use their other one to deal with a continuing barrage of local opposition triggered by the announcement that a federal grant has been given to a community group or an all black group.

Most of these experimental programs have been capitalized with research and demonstration funds from the Office of Economic Opportunity in cooperation with other federal agencies. Examples include:

1. A \$1.8 million grant was awarded to the Hough Area Development Corporation in Cleveland to plan economic development programs in the ghetto and to develop a series of economic enterprises ranging from a novel combination shopping-center-public-housing project to a loan guarantee program for local building contractors. The membership and board of the nonprofit corporation is composed of leaders of major community organizations in the black neighborhood.
2. Approximately \$1 million (\$595,751 for the second year) was awarded to the Southwest Alabama Farmers' Cooperative Association (SWAFCA) in Selma, Alabama, for a ten-county marketing cooperative for food and livestock. Despite local attempts to intimidate the coop (which included the use of force to stop trucks on the way to market) first year membership grew to 1,150 farmers who earned \$52,000 on the sale of their new crops. The elected coop board is composed of two poor black farmers from each of the ten economically depressed counties.
3. Approximately \$600,000 (\$300,000 in a supplemental grant) was granted to the Albina Corporation and the Albina Investment Trust to create a black-operated, black-owned manufacturing concern using inexperienced management and unskilled minority group personnel from the Albina district. The profitmaking wool and metal fabrication plant will be owned by its employees through a deferred compensation trust plan.
4. Approximately \$800,000 (\$400,000 for the second year) was awarded to the Harlem Commonwealth Council to demonstrate that a community-based development corporation can catalyze and implement an economic development program with broad community support and participation. After only eighteen months of program development and negotiation, the council will soon launch several large-scale ventures including operation of two super-markets, an auto service and repair center (with built-in manpower training program), a finance company for families earning less than \$4,000 per year, and a data processing company. The all black Harlem-based board is already managing a metal castings foundry.

Though several citizen groups (and their mayors) use the rhetoric of citizen control, no Model City can meet the criteria of citizen control since final approval power and account-ability rest with the city council.

Daniel P. Moynihan argues that city councils are representative of the community, but Adam Walinsky illustrates the nonrepresentativeness of this kind of representation:

Who . . . exercises "control" through the representative process? In the Bedford-Stuyvesant ghetto of New York there are 450,000 people - as many as in the entire city of Cincinnati, more than in the entire state of Vermont. Yet the area has only one high school, and 50 per cent of its teenagers are dropouts; the infant mortality rate is twice the national average; there are over 8000 buildings abandoned by everyone but the rats, yet the area received not

one dollar of urban renewal funds during the entire first 15 years of that program's operation; the unemployment rate is known only to God.

Clearly, Bedford-Stuyvesant has some special needs; yet it has always been lost in the midst of the city's eight million. In fact, it took a lawsuit to win for this vast area, in the year 1968, its first Congressman. In what sense can the representative system be said to have "spoken for" this community, during the long years of neglect and decay?

Walinsky's point on Bedford-Stuyvesant has general applicability to the ghettos from coast to coast. It is therefore likely that in those ghettos where residents have achieved a significant degree of power in the Model Cities planning process, the first-year action plans will call for the creation of some new community institutions entirely governed by residents with a specified sum of money contracted to them. If the groundrules for these programs are clear and if citizens understand that achieving a genuine place in the pluralistic scene subjects them to its legitimate forms of give-and-take, then these kinds of programs might begin to demonstrate how to counteract the various corrosive political and socioeconomic forces that plague the poor.

In cities likely to become predominantly black through population growth, it is unlikely that strident citizens' groups like AWC of Philadelphia will eventually demand legal power for neighborhood self-government. Their grand design is more likely to call for a black city achieved by the elective process. In cities destined to remain predominantly white for the foreseeable future, it is quite likely that counterpart groups to AWC will press for separatist forms of neighborhood government that can create and control decentralized public services such as police protection, education systems, and health facilities. Much may depend on the willingness of city governments to entertain demands for resource allocation weighted in favor of the poor, reversing gross imbalances of the past.

Among the arguments against community control are: it supports separatism; it creates balkanization of public services; it is more costly and less efficient; it enables minority group "hustlers" to be just as opportunistic and disdainful of the have-nots as their white predecessors; it is incompatible with merit systems and professionalism; and ironically enough, it can turn out to be a new Mickey Mouse game for the have-nots by allowing them to gain control but not allowing them sufficient dollar resources to succeed. These arguments are not to be taken lightly. But neither can we take lightly the arguments of embittered advocates of community control - that every other means of trying to end their victimization has failed!

15 December 2020
Project: (200484)

Greg Jones
President
SkyDev Development Corporation
5 Douglas Street, Suite 301
Guelph ON N1H 2S8

Dear Mr. Jones:

**RE: 85 WILLOW ROAD AFFORDABLE HOUSING PROJECT (200484)
LETTER OF OPINION – PARKING RATIO**

As requested, we have reviewed material that we have in-house for various recently completed parking justification studies for affordable housing in Southern Ontario. This letter summarizes the finding of the studies and offers our opinion related to your development proposal at 85 Willow Road in Guelph.

Supporting Studies

Paradigm Transportation Solutions has recently completed several Parking Justification studies that are applicable to this case:

- ▶ **195 Hespeler Road, Cambridge (2017):** This project will create 33 affordable units and provide 10 parking spaces, or 0.30 per unit. The study relied on proxy site data (75 Hespeler Road, Cambridge where the maximum parking demand was 0.30 spaces per unit, 50 Station Street, Ajax where the maximum parking demand was 0.14 spaces per unit) to yield a recommended rate of 0.30 spaces per unit, require 10 spaces for tenants, as proposed. This matter was referred to LPAT and was successful at the proposed rate.
- ▶ **225-247 East Avenue North and 315 Robert Street, Hamilton (2019):** This project will create 95 affordable units in two buildings and provide 39 parking spaces, or 0.41 per unit. The study relied on proxy site data that found the demand for parking at six similar developments in Hamilton the maximum parking demand was 0.22 spaces per unit and would require 21 spaces for tenants, significantly less than the 39 proposed.
- ▶ **55 Franklin Street South, Kitchener (2020):** This project will create 256 affordable units in four buildings with over 3,400 ft² of ground floor commercial space and provide 155 parking spaces. The study relied on proxy site data that found the demand for

parking at three similar developments (175 Hespeler Road, Cambridge where the maximum parking demand was 0.30 spaces per unit, 50 Station Street, Ajax where the maximum parking demand was 0.14 spaces per unit and 14 Worsley Street, Barrie that contained a mix of affordable and market units and where the maximum parking demand was 0.45 per unit). The recommended supply for the site was 0.46 per unit for the residential component.

- ▶ **825 King Street West, Kitchener (2020):** This project will create 38 affordable units and provide 12 parking spaces, or 0.32 per unit. The study relied on proxy site data (75 Hespeler Road, Cambridge where the maximum parking demand was 0.30 spaces per unit, 50 Station Street, Ajax where the maximum parking demand was 0.14 spaces per unit at ten similar developments in Hamilton, London, and Woodstock the maximum parking demand was 0.09 spaces per unit) and considered its proximity to the ION LRT to yield a recommended rate of 0.17 spaces per unit, requiring 7 spaces for tenants, less than the 12 proposed.

85 Willow Proposal

This project will create 32 affordable units and provide 14 parking spaces, or 0.44 per unit. This includes 2 accessible spaces and 2 staff spaces. If these are removed from the calculation a net ratio of about 0.31 spaces per unit remains.

Opinion

Based on the data collected at several sites over the past five years, and the proposed allocation, it is our opinion that 14 parking spaces is a reasonable supply for the site.

We trust that this is sufficient information for the current application. Should you require additional data, or analysis, please feel free to contact me

Yours very truly,

PARADIGM TRANSPORTATION SOLUTIONS LIMITED



Jim Mallett

M.A.Sc., P.Eng., PTOE

President and Chief Executive Officer



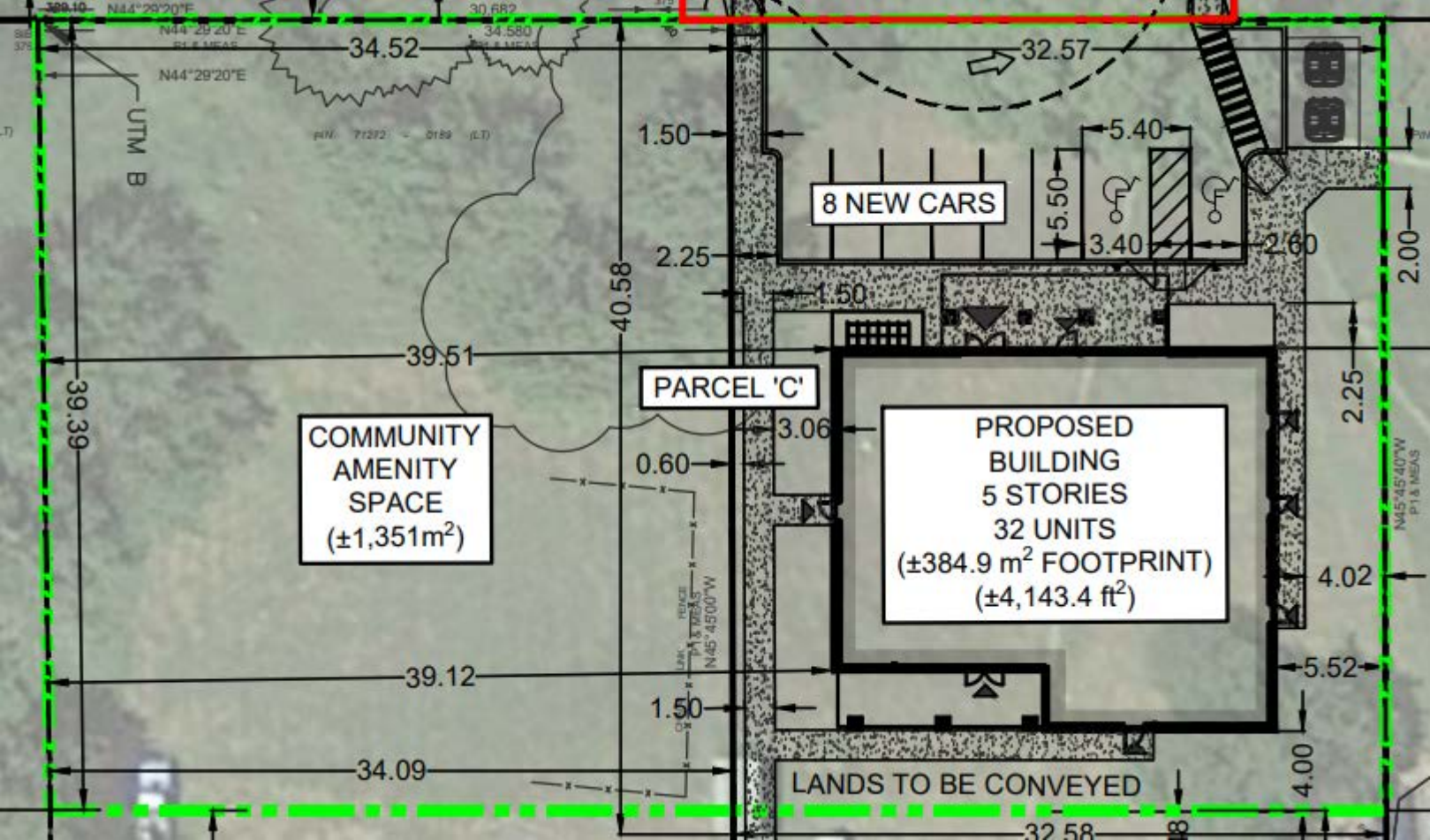
PART II
PROVINCIAL POLICIES AND LOCAL PLANS

PROVINCIAL INTEREST

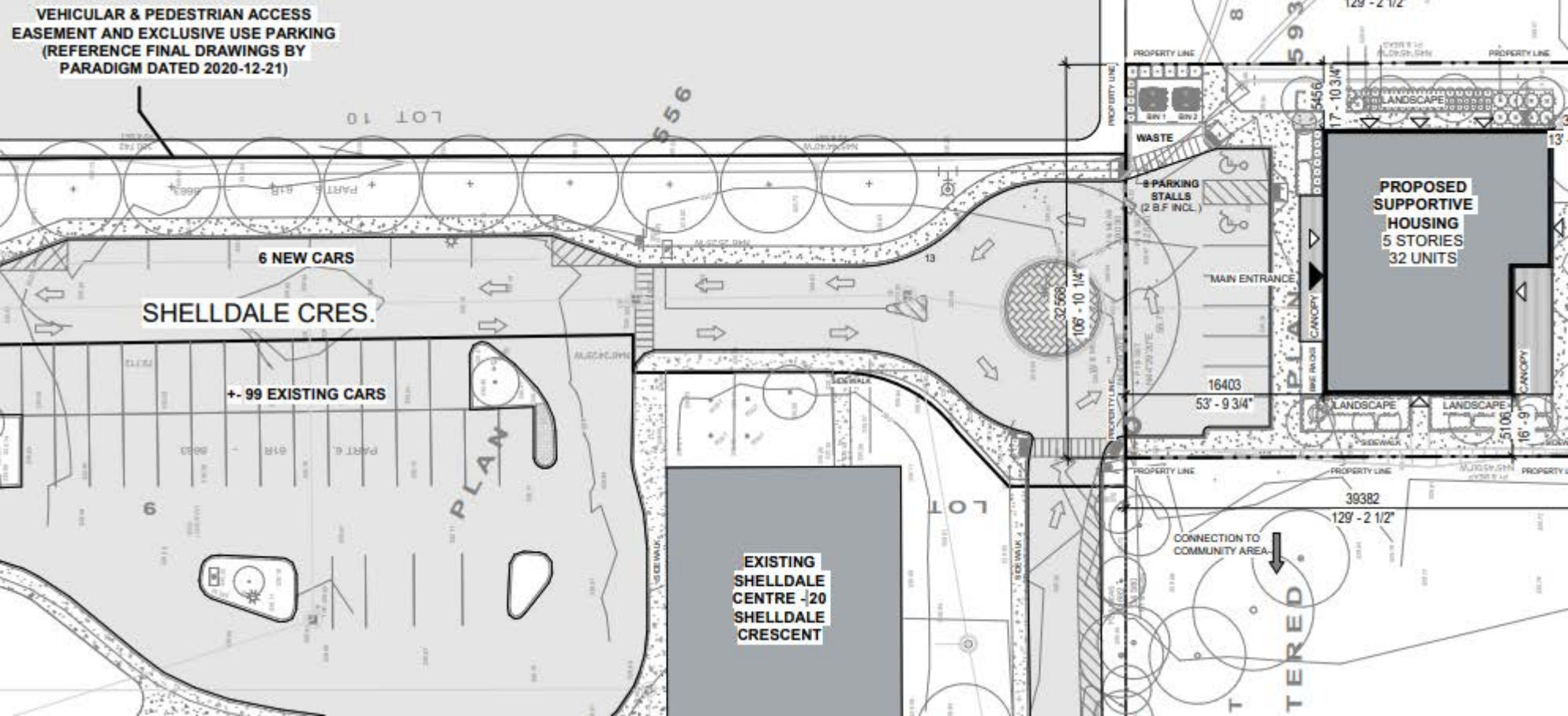
Provincial interest

4 (1) For the purposes of sections 5 and 6, it is a matter of provincial interest that there be a system of housing and homelessness services that,

- (a) is focussed on achieving positive outcomes for individuals and families;
- (b) addresses the housing needs of individuals and families in order to help address other challenges they face;
- (c) has a role for non-profit corporations and non-profit housing co-operatives;
- (d) has a role for the private market in meeting housing needs;
- (e) provides for partnerships among governments and others in the community;
- (f) treats individuals and families with respect and dignity;
- (g) is co-ordinated with other community services;
- (h) is relevant to local circumstances;
- (i) allows for a range of housing options to meet a broad range of needs;
- (j) ensures appropriate accountability for public funding;
- (k) supports economic prosperity; and
- (l) is delivered in a manner that promotes environmental sustainability and energy conservation. 2011, c. 6, Sched. 1, s. 4 (1).



VEHICULAR & PEDESTRIAN ACCESS
EASEMENT AND EXCLUSIVE USE PARKING
(REFERENCE FINAL DRAWINGS BY
PARADIGM DATED 2020-12-21)



SHELLDALE CRES.

+ 99 EXISTING CARS

6 NEW CARS

EXISTING
SHELLDALE
CENTRE -20
SHELLDALE
CRESCENT

PROPOSED
SUPPORTIVE
HOUSING
5 STORIES
32 UNITS

CONNECTION TO
COMMUNITY AREA

T
TERED.

LEVEL 1 - AREA CHART

NAME	AREA
------	------

LEVEL 1

AMENITIES

KITCHEN	166.17 SF
W/R	65.28 SF
B.F. W/R	106.96 SF
LAUNDRY ROOM	147.91 SF
MULTI-FAITH ROOM	97.64 SF
RESIDENT LOUNGE	102.97 SF
COMMUNAL SPACE	765.79 SF
	1452.71 SF

CIRCULATION

CORR.	237.95 SF
ELEV.	68.33 SF
STAIR B	182.12 SF
VEST.	80.94 SF
STAIR A	186.34 SF
ENTRY	70.73 SF
	826.42 SF

OFFICE

MEDICAL OFFICE	218.81 SF
STAFF ROOM	324.07 SF
CONCIERGE	210.10 SF
OFFICE	135.20 SF
OFFICE	135.13 SF
PROPERTY MANAGEMENT OFFICE	218.81 SF
	1242.12 SF

SERVICES

MECH/ELEC	267.44 SF
BIKE STORAGE	177.11 SF
JAN	55.45 SF
SERVER	46.32 SF
STOR.	40.88 SF
	587.20 SF

Source Links

- 1. Location of supportive housing development announced**
<https://www.guelphtoday.com/wellington-county/location-of-supportive-housing-development-announced-2798009>
- 2. 'This is not the right place:' some neighbours opposed to proposed supportive housing project**
<https://www.guelphtoday.com/local-news/this-is-not-the-right-place-some-neighbours-opposed-to-proposed-supportive-housing-project-3155783>
- 3. Permanent Supportive Housing Open House**
<https://www.kindlecommunities.com/downloads/kindle-psh-open-house-2.pdf>
- 4. Community participation**
https://ec.europa.eu/echo/files/evaluation/watsan2005/annex_files/WEDC/es/ES12CD.pdf
- 5. Reasons Why Community Engagement Matters**
https://www.bangthetable.com/blog/5-reasons-community-engagement-matters/?creative=431783573656&keyword=&matchtype=b&network=g&device=c&utm_source=google&utm_medium=cpc&utm_campaign=Canada%20-%20Engagement&utm_term=&hsa_acc=5736987729&hsa_cam=6945294930&hsa_grp=90793961943&hsa_ad=431783573656&hsa_src=g&hsa_tgt=dsa-19959388920&hsa_kw=&hsa_mt=b&hsa_net=adwords&hsa_ver=3&gclid=EAlaIQobChMI45zwjryX7wIViIICR0rAwmGEAAYASAAEgJUJZPD_BwE
- 6. Guelph mayor against using Bill 66 to override public consultation, environmental protections**
<https://www.toronto.com/news-story/9078245-guelph-mayor-against-using-bill-66-to-override-public-consultation-environmental-protections/>
- 7. Ontario affordable, social and supportive housing explained**
<https://www.ontario.ca/document/ontario-municipal-councillors-guide-2018/13-affordable-and-social-housing#:~:text=Social%20housing%20is%20government%2Dassisted,moderate%20incomes%20and%20can%20include%3A&text=not%2Dfor%2Dprofit%20and%20co,often%20in%20the%20private%20market>
- 8. Provincial Interest**
<https://www.ontario.ca/laws/statute/11h06#BK9>
- 9. OR02/18 - 195 Hespeler Road**
<https://www.cambridge.ca/en/build-invest-grow/current-development-applications.aspx#>
- 10. Urban Design Brief 195 Hespeler Road NHDG (Hespeler) Inc.**
https://www.cambridge.ca/en/build-invest-grow/resources/OR01_18---195-Hespeler-Rd/Urban-Design-Brief---195-Hespeler-FINAL.pdf

Source Links

- 1. Location of supportive housing development announced**
<https://www.guelphtoday.com/wellington-county/location-of-supportive-housing-development-announced-2798009>
- 2. 'This is not the right place:' some neighbours opposed to proposed supportive housing project**
<https://www.guelphtoday.com/local-news/this-is-not-the-right-place-some-neighbours-opposed-to-proposed-supportive-housing-project-3155783>
- 3. Permanent Supportive Housing Open House**
<https://www.kindlecommunities.com/downloads/kindle-psh-open-house-2.pdf>
- 4. Community participation**
https://ec.europa.eu/echo/files/evaluation/watsan2005/annex_files/WEDC/es/ES12CD.pdf
- 5. Reasons Why Community Engagement Matters**
https://www.bangthetable.com/blog/5-reasons-community-engagement-matters/?creative=431783573656&keyword=&matchtype=b&network=g&device=c&utm_source=google&utm_medium=cpc&utm_campaign=Canada%20-%20Engagement&utm_term=&hsa_acc=5736987729&hsa_cam=6945294930&hsa_grp=90793961943&hsa_ad=431783573656&hsa_src=g&hsa_tgt=dsa-19959388920&hsa_kw=&hsa_mt=b&hsa_net=adwords&hsa_ver=3&gclid=EAlaIQobChMI45zwjryX7wIViIICR0rAwmGEAAYASAAEgJUzPD_BwE
- 6. Guelph mayor against using Bill 66 to override public consultation, environmental protections**
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- 8. Provincial Interest**
<https://www.ontario.ca/laws/statute/11h06#BK9>
- 9. OR02/18 - 195 Hespeler Road**
<https://www.cambridge.ca/en/build-invest-grow/current-development-applications.aspx#>
- 10. Urban Design Brief 195 Hespeler Road NHDG (Hespeler) Inc.**
https://www.cambridge.ca/en/build-invest-grow/resources/OR01_18---195-Hespeler-Rd/Urban-Design-Brief---195-Hespeler-FINAL.pdf



Urban Design Brief

**195 Hespeler Road
NHDG (Hespeler) Inc.**

City of Cambridge

Official Plan Amendment
Zoning By-law Amendment
Site Plan Approval

March 2018



Urban Design Brief

195 Hespeler Road NHDG (Hespeler) Inc.

Official Plan Amendment
Zoning By-law Amendment
Site Plan Approval

City of Cambridge

March 2018

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1. Background

Proposal

NHDG (Hespeler) Inc. is proposing the redevelopment of the existing “Satellite Hotel” site on Hespeler Road in Cambridge. NHDG is proposing to demolish the existing building and construct two new apartment buildings. The first is a 6-storey building with 55 units and ground floor office space closer to the Hespeler Road frontage of the site and the second is an 8-storey building with 73 unit positioned behind the first building.

Applications

The site is currently designated “Commercial Class 4” in the Cambridge Official Plan and zoned “Commercial (C4)” in the Cambridge Zoning By-law. An Official Plan Amendment and Zoning By-law Amendment are required to permit the higher intensity residential development. A Site Plan application is being submitted concurrently together with the two Amendments to address the site development details.

Purpose and Outline

An Urban Design Brief is required as part of the compete Official Plan Amendment and Zoning By-law Amendment applications, per the pre-submission consultation meeting for the site held on October 26, 2017. Such Briefs, per the terms of reference for Amendments, are meant to illustrate *“the rationale behind the design of a development and demonstrates how the design principles and policies set out by*

the City of Cambridge are being implemented.” Accordingly, this Urban Design Brief:

- Outlines the intended vision and goals for the design and development of site (Section 2);
- Assesses the existing neighbourhood context surrounding the subject site in terms of uses, character, and form (Section 3);
- Summarizes the key development details of the proposed development (Section 4);
- Summarizes how the proposed design responds to the applicable Cambridge Official Plan design policies (Section 5); and,
- Provides a summary of conclusions regarding the proposed design (Section 6).

Supporting Studies & Materials

This Urban Design Brief has considered the following plans and reports supporting the proposed applications as well as relevant City policy and guidelines documents:

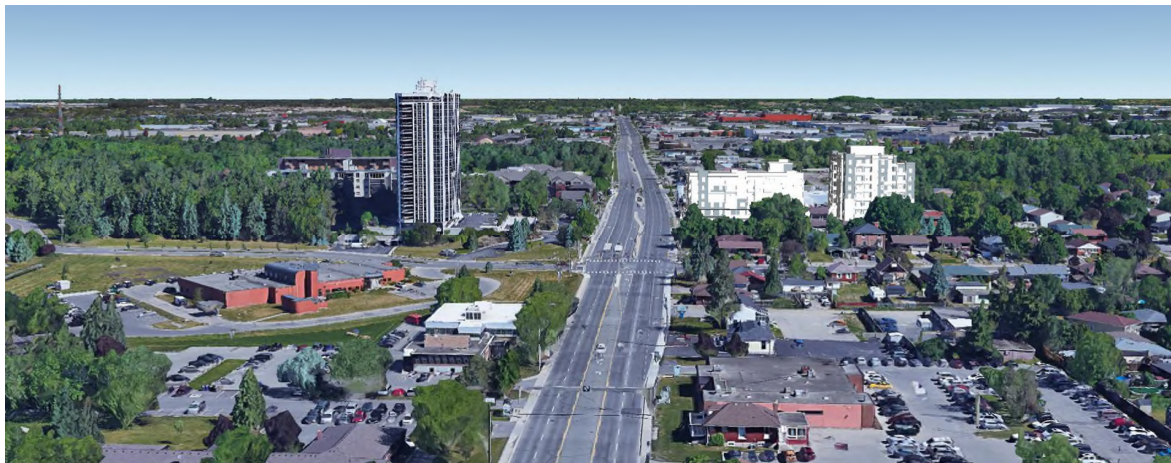
- The City of Cambridge Official Plan (2012);
- Site Plan drawings prepared by KNYMH Inc;
- Building elevation by KNYMH Inc;
- Landscape plans prepared by GSP Group Inc.;
- Shadow modelling prepared by KNYMH Inc.;
- Noise Feasibility Study prepared by HGC Engineering; and,
- Lighting plans prepared by EXP.



Location of site at 195 Hespeler Road within the context of the Hespeler Road corridor.

2. Vision and Goals

The proposed development is meant to balance the desire for development intensity along a principal transit corridor with the sensitive consideration of surrounding low-rise forms through building placement and massing. Street presence along Hespeler Road through building placement and facing ground floor design and uses will provide activity along the street. The transit-supportive form and intensity will be realized with accessible and direct connections leading from buildings to public sidewalks. A contemporary, varied architecture will provide attractive and articulated views of the buildings from various vantage points surrounding the site. The unifying design approach and treatments between the buildings will connect, and not visually distinguish, between the affordable and market buildings. Landscape treatments and plantings around the site's edges will provide interest and colour while providing a transition to abutting properties and the Hespeler Road streetscape.



Rendering of 3D model looking north illustrating proposed development within the context of surrounding Hespeler Road corridor.

3. Contextual Analysis

Site Location and Description

The site is municipally known as 195 Hespeler Road and located on the east side of Hespeler Road, situated between Can-Amera Parkway to the north and Munch Avenue to the south. The site is 0.54 hectares in size and is rectangular measuring approximately 48 metres (along Hespeler Road frontage) by 122 metres.

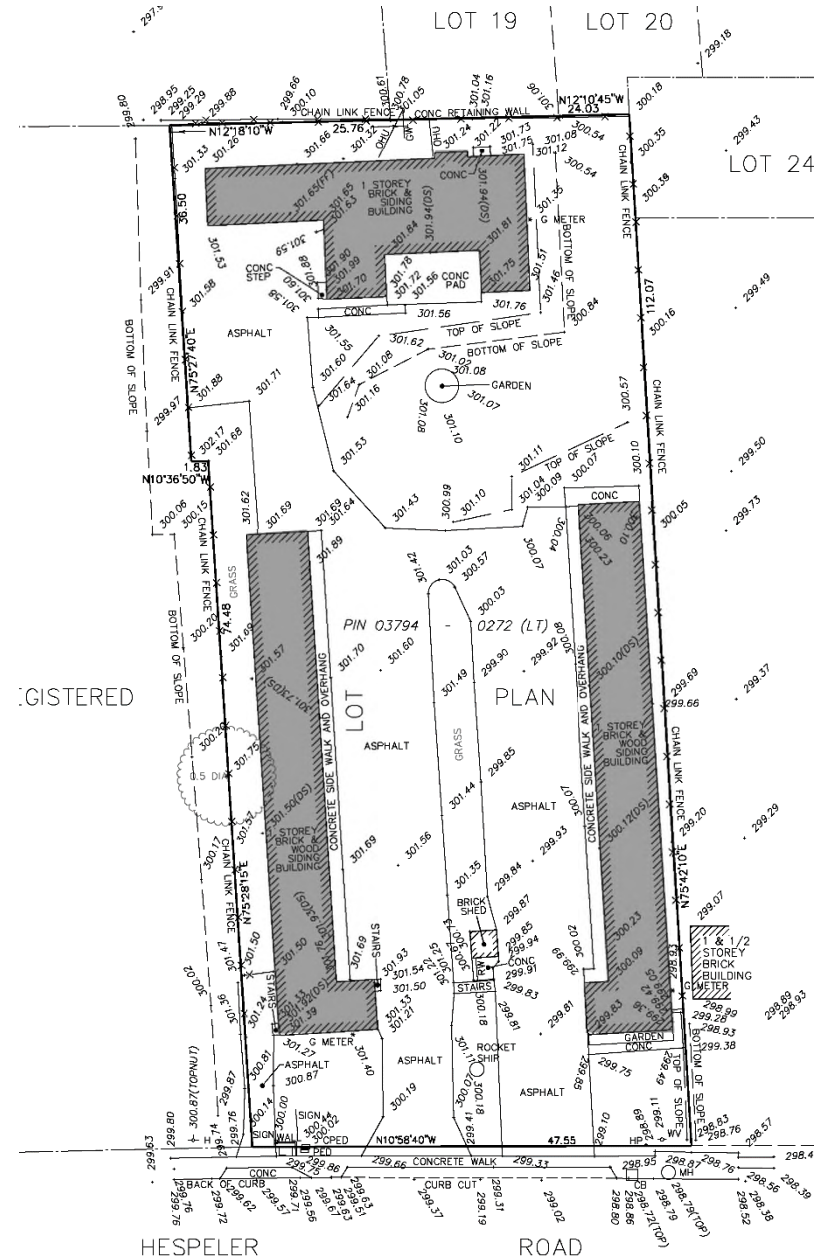
Existing Site Conditions

Topography: the northern and eastern portions of the site sit somewhat higher than the southern portion of the site and the Hespeler Road frontage, generally in the order of 1 to 1.5 metres.

Buildings: the existing motel is comprised of three buildings, the larger two which are oriented perpendicular to Hespeler Road lining the site's north and south property lines, and third smaller building located at the rear near the eastern property line. All three buildings are 1-storey in height, except for a 2-storey office portion located immediately adjacent to Hespeler Road.

Parking and Access: the existing asphalt-surfaced parking lot on the site is contained centrally between the three existing buildings. There are two entrances to the parking area, as well as a third driveway access on the western edge of the site.

Vegetation: there are no existing trees on the site, and non-paved areas of the site are grassed.



Survey of existing site conditions
(Source: Macdonald Tamblin, emphasis added)



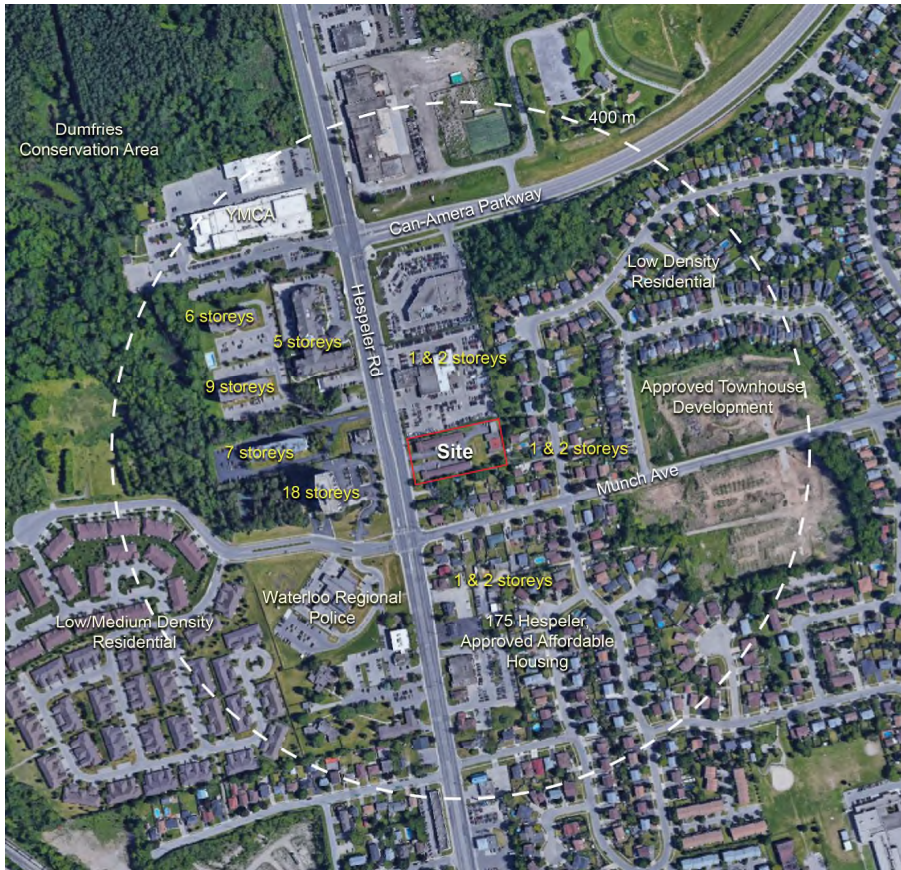
View of site looking east from Hespeler Road.

Surrounding Neighbourhood Context

Broader Area Context

The site is part of the broader Hespeler Road corridor, a mixed commercial corridor along its length that varies depending on the section. A range of residential forms are to the east, west, and south immediately surrounding the site. A low-rise neighbourhood sits to the east, principally of detached dwellings, although there is a recently approved townhouse development on Munch Avenue. A 17-storey tower (Black Forest Condominium) is directly across from the site on Hespeler Road. To the north of that building there are a series of mid-rise buildings (Heritage Meadows Retirement Living building, Park Lane Towers, and Somerset Place) on Hespeler Road that range from 4 to 9 storeys in height. North of Can-Amera Parkway, Hespeler Road is principally a low-rise, mixed commercial form extending to Highway 401. The Dumfries Conservation Area and YMCA building sits to the northwest of the Can-Amera Parkway intersection with Hespeler Road.





Context Map of site and surrounding area within 400 metre radius.



Figure Ground Diagram of site and surrounding area within 400 metre radius.

Adjacent Properties

North

A car dealership (Ford) abuts the northern property line of the site. The building sits generally in the middle of that property with surface parking areas lining the north, east and south sides of the building.



West

Across Hespeler Road, an apartment building and a real estate office faces the west side of the site. The apartment building is an 17-storey tower with surface parking between the building and Hespeler Road. The real estate office is 2 storeys in height, raised from the Hespeler Road grade, and has surface parking on the south side.



South

A property with a 1-storey detached dwelling shares the southern property line together with the rear yards of five detached dwellings that front onto Munch Avenue, which are either 1 or 2 storeys in height.



East

The properties sharing the rear property line with the site contain detached dwellings, 1 or 2 storeys in height, with their frontage on Sekura Street.



4. Conceptual Design

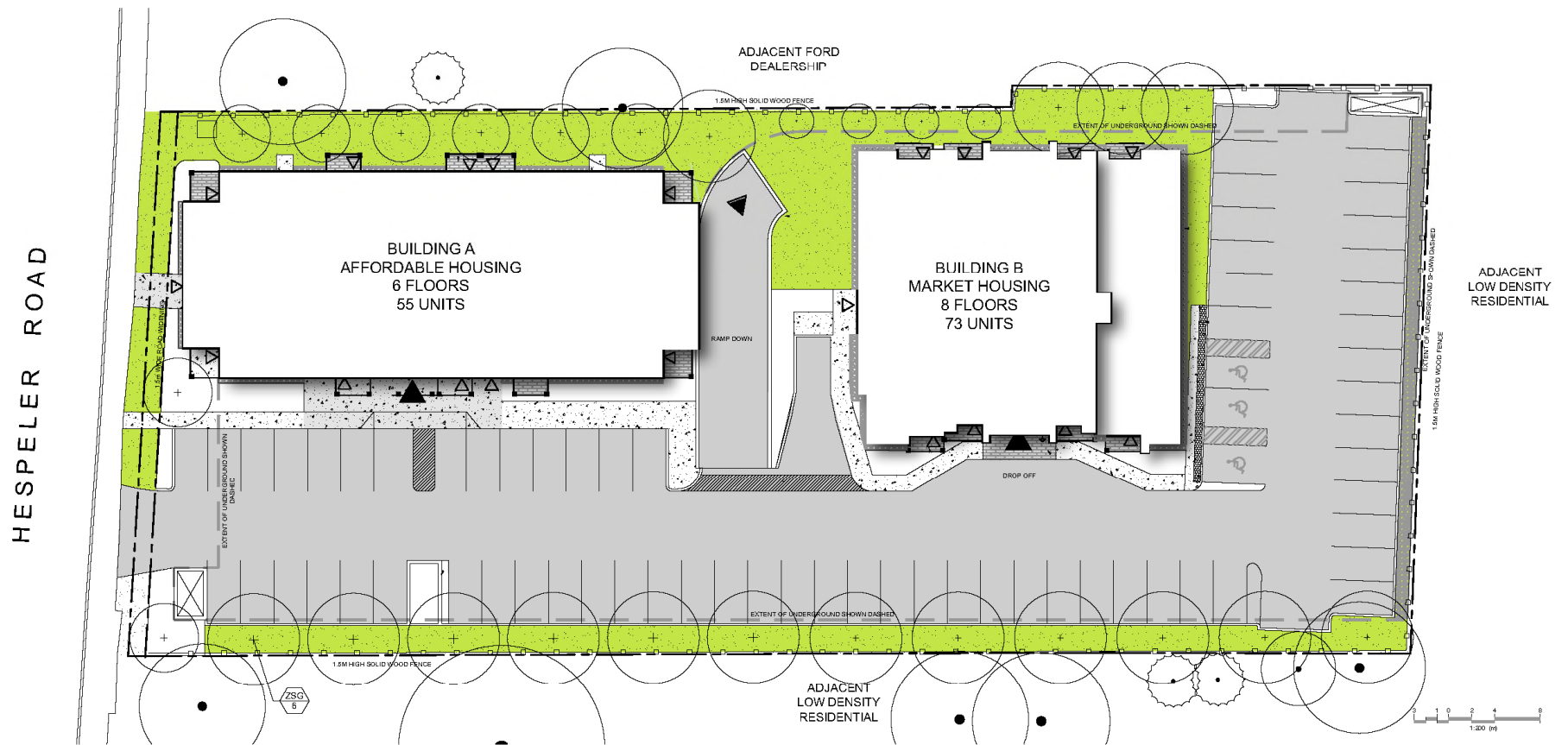
Development Details

The proposed development is comprised of an integrated development of two apartment buildings, “Building A” and “Building B”. Building A is a 6-storey building that contains approximately 4,637 square metres of floor space with a total of 55 dwelling units, mixed between 33 affordable units and 22 market-rate units. As well, it includes 141 square metres of office space on the ground floor facing the Hespeler Road, which is intended as affordable office space. Building B is an 8-storey building that contains approximately 5,738 square metres of floor space with a total of 73 dwelling units, all of which are intended as market-rate units.



Rendering of 3D model looking north illustrating proposed development within context of surrounding Hespeler Road corridor.

Illustrated site plan for the proposed development (Source: KNYMH Inc. with emphasis added)



Site Design

Building Positioning and Orientation

Building A is positioned close to the Hespeler Road street edge as a rectangular footprint situated perpendicular to the street. The building has a setback ranging from 0.95 to 1.7 metres from the post-widened property edge along Hespeler Road (or 2.45 to 3.2 metres pre-widening). The building is positioned closer to the northern property line, and away from the abutting residential properties to the south, with a setback between 5.2 and 5.5 metres in depth.

Building B is positioned with a square footprint behind Building A to the rear of the site. There is a 13.8 metre separation between the two buildings accommodating the underground garage ramp and loading space. It is also positioned close to the northern property line, and away from the abutting residential properties to the south, with a setback between 3 and 5 metres in depth from the northern property line. The building is appropriately 20 metres from the rear property line shared with detached dwellings that front onto Sekura Street.

Site Circulation

Proposed site vehicular access is provided by a single driveway access from Hespeler Road. This access driveway connects through the surface parking area and provides access to the underground parking garage located centrally on the site between the two buildings. A concrete walkway runs along the west side of the parking area and provides access between the Hespeler Road sidewalk and the building entrances on the south sides of both buildings. Building A additionally has an office entrance on the west side of the building that would directly connect to the Hespeler Road sidewalk.

Parking and Loading

Parking for the proposed development is accommodated through a combination of surface parking and underground parking. In total, there are a 147 parking spaces for the two buildings, including 69 surface parking spaces and 78 underground parking spaces. The surface parking spaces include 23 visitor parking spaces, 6 of which are near the Building A entrance and 17 near the Building B entrance. Of these visitor spaces, 5 are designed and designated as barrier-free spaces and are located closest to the building entrance and directly abutting the site walkways. There are also 4 spaces reserved for the office space in Building A located close to that building entrance.

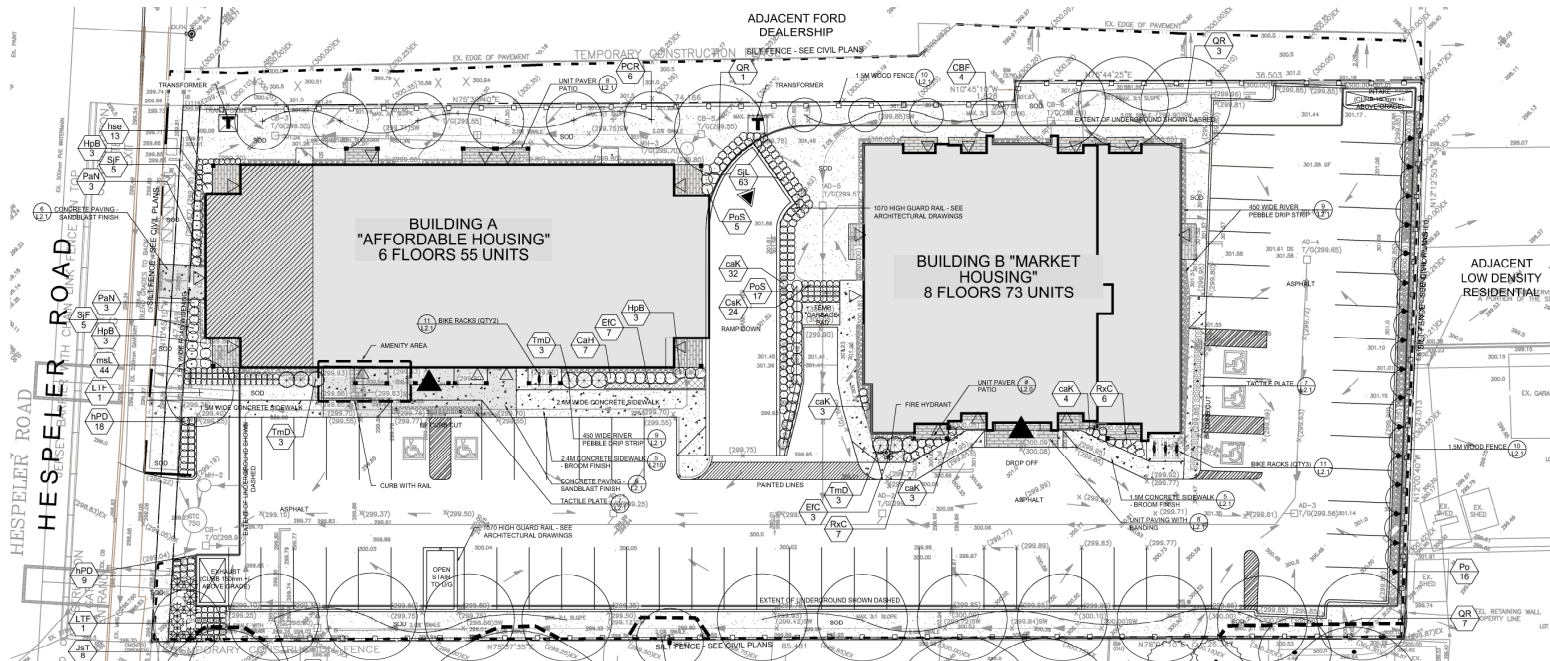
One loading space is provided internally on the site situated between the two buildings along the west building wall of Building B. This location connects directly to a temporary garbage storage pad that accommodates garbage-day collection, with the longer-term storage of garbage located in the underground parking garage.

Amenity Areas

Individual unit balconies provide amenity space for residents within both the affordable and market units. There is small amenity space at-grade on the south side of Building A, and there is an amenity space on the top of the 7th floor rooftop for those individual units. As well, there are indoor amenity rooms intended within Building B for residents and Building A associated with the office space.

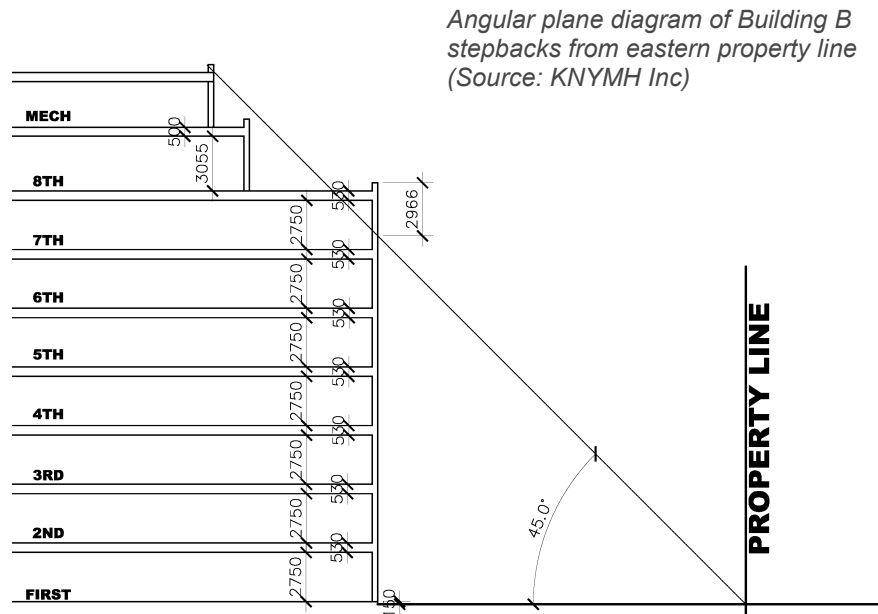
Landscaping

The shared boundaries with abutting properties is lined with a 1.5 metre privacy fence. The southern property line is edged with a buffer strip at edge of surface parking (2.4 to 3 metres deep) which includes a consistent and regular spacing of deciduous trees within sodded area. The eastern property line is edged with a buffer strip (1.5 metre deep) proposed for a dense planting of flowering vines. The northern property line is also proposed for a consistent and regular spacing of deciduous trees within sodded areas (3 to 5 metres deep). The principal pedestrian-oriented elevations of the two buildings (west and south for Building A and south for Building B) are supported by a treatment of shrubs and grasses that provide a foundation accent to the buildings surrounding walkways and building entrances.



Built Form and Architectural Design

The proposed design varies the mass of the two buildings for distinction purposes. Building A is configured as a rectangular mass, approximately 45 metres by 18 metres, oriented close to Hespeler Road to provide a built edge the street. Building B is configured as a square mass, approximately 26 metres by 28 metres, which provides opportunities to pull the building away from the eastern property line abutting low-rise residential properties. Building cut-outs of the building mass through projections and recessions of the building corners (Building A) and building faces (Building B), together with projecting balconies, provide distinction and variety to the building mass. Building B provides a step-back of the 8th storey of approximately 7 metres from the floor below to accommodate a 45 degree angular plane from the eastern residential property lines.



Architecturally, the proposed design uses a contemporary expression of building forms, materials, colours, and details consistently across the two buildings to unify the project. The treatment and details are consistent across all four sides of the buildings, although with an emphasis on the front faces, to provide an attractive image from all vantage points. The design emphasizes pedestrian-scaled and detailed building bases comprising the first through third floors of the buildings using a combination of lighter grey stone and darker grey brick for contrast together with variation in the vertical extent of the materials for interest. The principal elevations of the two buildings that contain the main building entrances (west and south for Building A; south for Building B) use defined linear overhangs to further distinguish the ground floor elevations. Transitioning to the upper storeys, the design uses variations of lighter and darker coloured stucco finishes with vertical distinctions to break up the mass. The lower and upper portions of the building elevations share a regular pattern and style of windows throughout. The tops of the buildings are varied in height, shape, materials, and colour together with a refined cornice line treatment to provide a visually attractive and distinct roofline finish.



Rendering of Building A looking from perspective of Hespeler Road (Source: KNYMH Inc.)

Building A southern building elevation containing residential building entrance and facing site parking area (Source: KNYMH Inc.)

LEGEND

GL	GLAZING PANEL
SP	SPANDREL PANEL
S1	STUCCO COLOUR 1 - LIGHT GREY
S2	STUCCO COLOUR 2 - DARK CHARCOAL
AR	ALUMINUM RAILING W/ GLASS STANDARD BLACK
BR	BRICK DARK GREY CHARCOAL COLOUR
ST	STONE VENEER LIGHT GREY COLOUR
AF	ALUMINUM FENCE (MECH SCREEN)

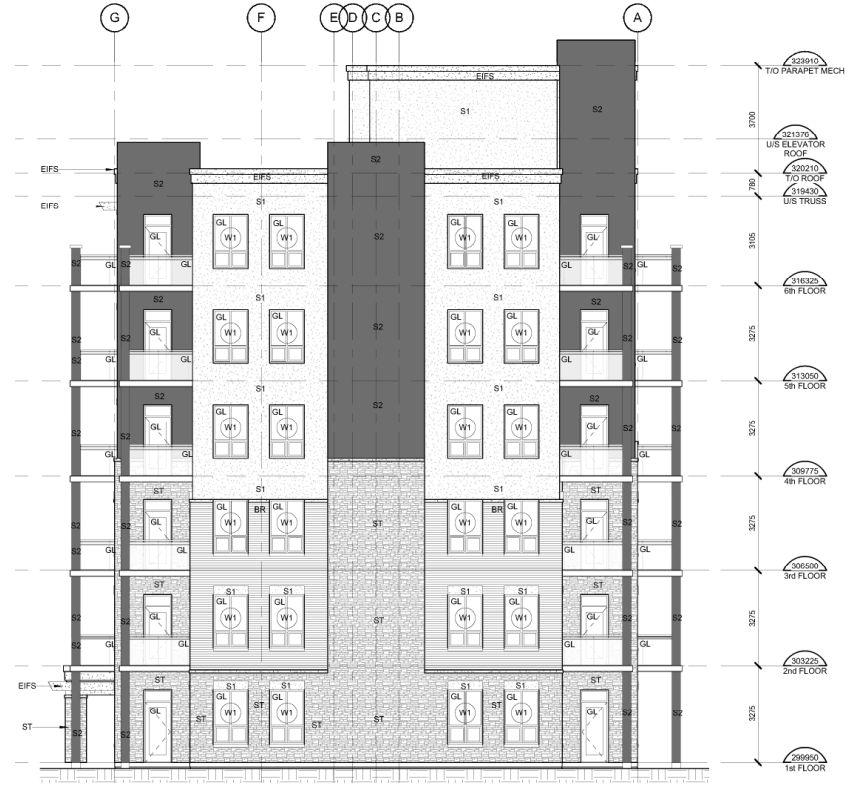


LEGEND

GL	GLAZING PANEL
SP	SPANDREL PANEL
S1	STUCCO COLOUR 1 - LIGHT GREY
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AR	ALUMINUM RAILING W/ GLASS STANDARD BLACK
BR	BRICK DARK GREY CHARCOAL COLOUR
ST	STONE VENEER LIGHT GREY COLOUR
AF	ALUMINUM FENCE (MECH SCREEN)









Building A western building elevation containing office building entrance and facing Hespeler Road (Source: KNYMH Inc.)

Building A eastern building elevation facing Building B (Source: KNYMH Inc.)



Building A northern building elevation facing Ford dealership (Source: KNYMH Inc.)

LEGEND

	GLAZING PANEL
	SPANDREL PANEL
	STUCCO COLOUR 1 - LIGHT GREY
	STUCCO COLOUR 2 - DARK CHARCOAL
	ALUMINUM RAILING W/ GLASS STANDARD BLACK
	BRICK DARK GREY CHARCOAL COLOUR
	STONE VENEER LIGHT GREY COLOUR
	ALUMINUM FENCE (MECH SCREEN)





Building B eastern building elevation facing abutting properties with detached dwellings (Source: KNYMH Inc.)



Building B southern building elevation containing residential building entrance and facing site parking area (Source: KNYMH Inc.)

LEGEND

GL	GLAZING PANEL
SP	SPANDREL PANEL
S1	STUCCO COLOUR 1 - LIGHT GREY
S2	STUCCO COLOUR 2 - DARK CHARCOAL
AR	ALUMINUM RAILING W/ GLASS STANDARD BLACK
BR	BRICK DARK GREY CHARCOAL COLOUR
ST	STONE VENEER LIGHT GREY COLOUR
AF	ALUMINUM FENCE (MECH SCREEN)



Building B northern building elevation facing Ford dealership (Source: KNYMH Inc.)



Building B western building elevation facing Building A (Source: KNYMH Inc.)

LEGEND

- GLAZING PANEL
- SPANDREL PANEL
- STUCCO COLOUR 1 - LIGHT GREY
- STUCCO COLOUR 2 - DARK CHARCOAL
- ALUMINUM RAILING W/ GLASS STANDARD BLACK
- BRICK DARK GREY CHARCOAL COLOUR
- STONE VENEER LIGHT GREY COLOUR
- ALUMINUM FENCE (MECH SCREEN)

Heritage Analysis

There are no properties designated as cultural heritage resources or identified as cultural heritage value either adjacent to the site or in the surrounding area.

Sustainability Analysis

From a site design perspective, the proposed development is a compact and efficient mixed-use development on an existing developed site along the Hespeler Road corridor, as part of a broader mixed-use area. It supports car-reduced living opportunities along Hespeler Road given the 5-minute walk to existing high frequency transit and the proposed future light rail transit. The site design accommodates safe and direct pedestrian connections to Hespeler Road for office tenants and residents. Cyclists are accommodated with short-term visitor spaces in multiple locations on the surface, and long-term resident and tenant spaces within the buildings. Landscape planting plans focus on hardy, low maintenance species and schemes as much as possible.

From a building design perspective, the mechanical systems of the buildings are intended to be based on geothermal energy. The building designs will satisfy the Ontario Building Code in terms of water efficiency and the use of water efficient fixtures for the building, such as low-flush and/or dual-flush toilets as well as energy efficiency and conservation. The proposed development incorporates internal garbage areas for collection and sorting, with the residential garbage room conveniently located at the surface and connected to the surface drive route.

5. Response to Design Policy

The Site is designated “Commercial Class 4” in the 2012 Cambridge Official Plan, which doesn’t allow residential uses, but is proposed as a “High Density Residential” designation through the proposed Official Plan Amendment. The site is within a “Community Node” associated with Hespeler Road and Can-Amara Parkway, which specifically supports a mixture of uses including residential apartment forms. The urban design policies of Section 5 of the Cambridge Official Plan apply to all development and are meant to ensure a high standard of urban design. The proposed design responds to these urban design policies as follows.

Objectives (Section 5.1)

The proposed development responds to the urban design objectives of the Cambridge Official Plan with a design that:

- Provides an attractive design treatment and style as an infill development with an accessible and safe interface with Hespeler Road (5.1a);
- Provides directions connections between building entrances through dedicated site walkways and the public sidewalks and transit facilities along Hespeler Road (5.1b);
- Employs built form presence along the public street frontage, varied and articulated building elevations through material use and colours, and landscaping for edging purposes along the public street and site perimeter (5.1d and 5.1g);
- Balances intensity along a principal transit corridor with a compatible building scale and mass to the existing residential

to the east and south through a combination of building placement and upper storey stepbacks (5.1e);

- Offers sustainability benefits naturally from the site’s location along a transit corridor, together with internal building sustainability elements 5.1f);
- Accommodates a contemporary architectural expression that provides varied and articulated elevations on all building sides (5.1j); and,
- Provides a comfortable scale of development with building placement along the street and architectural emphasis on the first three storeys using material and colours that emphasize the pedestrian realm (5.1k).

Healthy and Liveable Communities (Section 5.2)

The proposed development incorporates a mix of uses, including residential and office space, both of which include an affordability aspect that is well served by transit and community amenities in the immediately surrounding area. The proposed design directly connects residents to Hespeler Road with internal walkways leading to public sidewalks, from which residents are within a 5-minute walk (400 metres) of the higher frequency 200 IExpress route at Hespeler Road and Can-Amara Parkway, as well as other local routes. Residents would be within 500 metres of the existing YMCA facility and Dumphries Conservation Area to the north along Hespeler Road, which together provide a range of indoor and outdoor recreational opportunities.

Transit-Oriented Development (Section 5.3)

The Stage 2 ION stop currently proposed as Hespeler Road and Can-Amara Parkway would provide the site with access to higher order transit service in the future. The proposed design is transit-oriented as a compact and intensive re-development of the site that mixes office uses at-grade facing Hespeler Road and residential above and behind. The site's frontage includes a building positioned to the street edge with supportive landscape and architectural treatments to contribute to the public realm. An internal walkway system directly links building entrances to existing public sidewalks along Hespeler Road.

Site Development and Buildings (Section 5.7)

The site layout accommodates a dedicated walkway route connecting the building entrances to the public sidewalks along Hespeler Road, with appropriate markings to identify crossings of driveways. Lighting plans demonstrate appropriate lighting levels for the site and buildings through a combination of ground-mounted and building-mounted lighting fixtures, which limits light spillover onto abutting properties. Building entrances and site walkways are emphasized with pedestrian-oriented lighting. The loading area for the buildings is located between the two buildings to minimize views from Hespeler Road, and the garbage rooms are internalized and access from grade.

The building scale provides a compatible fit with the surrounding residential fabric through building setbacks from the south and east property lines abutting residential properties and upper storey stepbacks on Building B to reflect angular plane intentions. Shadow impact modelling determined that there are no unacceptable impacts

on the surrounding residential properties. Building A provides a built form presence close to the street edge, and all building elevations including the western elevation of Building A facing Hespeler Road, which includes a street-facing building entrance for office space, are articulated and defined for an attractive architecture.

Sustainable Design (Section 5.8)

The mechanical systems of the buildings are intended to be based on geothermal energy. The building designs will satisfy the Ontario Building Code in terms of water efficiency and the use of water efficient fixtures for the building, such as low-flush and/or dual-flush toilets as well as energy efficiency and conservation. The proposed development incorporates internal garbage areas for collection and sorting, with the residential garbage room conveniently located at the surface and connected to the surface drive route.

Accessibility / Universal Design (Section 5.9)

Building accessibility will be addressed per Ontario Building Code compliance. Several units within Building A are intended to be barrier-free units. Barrier-free parking spaces are located immediately surrounding the entrances to the two buildings and connected directly to the site walkways. Curb cuts and tactile surfaces are provided surrounding the barrier-free parking spaces.

Safety (Section 5.10)

The proposed design is in keeping with CPTED principles. The design includes a generally open layout that maximizes views between the building interiors and outdoor walkways, entrances, and parking areas. Transparent railings on the upper storey balconies facing the public streets and internal areas provide above-grade

surveillance opportunities of the site. The design clearly defines building entrances through architectural design and lighting. Lighting plans provides a suitable amount of lighting on the site for safe use without over-lighting and light intrusion on surrounding properties. The site layout it limits any potential entrapment areas on the site.

Parking (Section 5.11)

The development accommodates the majority of provided parking within the underground parking garage accessed from a shared ramp. The surface parking lot is located to the sides and rears of the buildings, recognizing the long linear nature of the site, with pedestrian crossings of the driveway limited to a single point where the walkway crosses the underground ramp. Access to the site has been consolidated to a single driveway from that of the existing three accesses to the site. Bicycle parking for residents is internalized on the ground floor and is located with a direct access to the exterior, as well as locations for outdoor bicycle racks near each of the two building entrances.

6. Conclusions

NHDG (Hespeler) Inc. is proposing a multi-building development at 195 Hespeler Road that includes a 6-storey, 55-unit building with ground floor office space along Hespeler Road and an 8-storey building, 73-unit positioned behind. The proposed development requires amendments to the Official Plan and Zoning By-law as well as Site Plan Approval. The proposed design is high quality and responds to the direction of Section 5 of the Official Plan in that it:

1. Provides a built edge close to Hespeler Road and orients the building face and entrances to activate the site's street edge.
2. Masses the buildings on the site to maximize separation to abutting lower-rise properties with upper storey stepbacks on the taller building to provide additional visual separation.
3. Reflects a contemporary architecture that uses a diversity of quality materials, colours, and building details to provide variety and interest on all sides of the buildings.
4. Supports existing and future higher frequency transit service along Hespeler Road within a short walking distance through site intensity and direct connections to public sidewalks.
5. Positions surface parking and servicing functions in underground or rear locations as much as possible, recognizing the nature of the linear shape of the site.
6. Provides attractive planted edges for the site as accents and transitions to abutting properties and the streetscape.
7. Incorporates sustainability naturally given the intensity of form and proximity to higher order transit within the region, together with intended site and building design measures.

Window dressing called “Open House.”

Community members of the Onward Willow/Shelldale neighbourhood were invited to join Kindle Communities and their project partners to learn more about their proposed Permanent Supportive Housing (PSH) on December 14 and 15, 5:45pm – 7:15pm.

I was there for the day, with my questions ready. Unfortunately, what should have been community participation, turned out to be an innocuous euphemism of citizen involvement, and at each meeting, two out of the three partners would greet me with the exacerbated rhetoric that “everyone needs a home.” As though I have asked my landlord to evict tenant living in the same building as I am.

I considered this meeting an empty ritual to community participation in the sense that it allowed the powerholders to have the opportunity to claim that all sides were considered, whereas it was a mere organized plan to enable the powerholders to “cure” the participants. If it was not that, why would the community members be there only to hear, and not be heard, when there is a condition that closes off on us to ask our questions and insure that our views will be heeded by the powerful. When attendances are restricted to thirty minutes divided among five stands, this makes it look more like a sham.

Personally, I was asked to leave the premises about three time on the ground that my time (30 minutes) was over. Think about it, how could one with nine questions effectively share thirty minutes among five stands? In fact, I did not get to ask up to three questions. This is because when I got to some of the stands; I would have to wait for them to finish with whoever was already before me thereby cutting into my time.

At some point, after the second warning that my time was over, I then publicly asked why they did not set this up in such a manner that one could openly ask questions and have the qualified partner answer the question; instead of having me asked and get referred to another stand, which may be busy at that time. The setup -which appears to be designed around covid-19 social distancing- was insufficient to achieving any genuine level of community participation.

Instead of genuine participation, it appeared that the community members were grossly affronted to learn about the project on a one-way flow of information – from project partners to community members with not enough room for questions and no channel provided for feedback. If the meeting was used as a vehicle for one-way communication by the simple device of providing superficial information, discouraging questions and giving irrelevant answers that would be tantamount to a sham.

When powerholders restrict the input of community members’ ideas, concerns and needs, to inviting them to come and hear only, then, participation remains a window dressing ritual. In this case, inviting us, and there is no assurance that our concerns and ideas will be taken into account.

Take for example; one of the partners during his explanation did say to me that the piece of land was a donation, and that they have hundreds of immigrants living in their buildings within the neighbourhood. Doesn't that sound interesting?

If I give hundreds of candies as a gift to your child, would you feed your child candy for breakfast, lunch and dinner because it was a gift? Considering the health risk, there are other things you could do with a gifted item like sell it or give it out to other people who have none. To destroy the community where I live in the name of gift is absurd.

The slogan, "Everyone needs a home," will be fair if these individuals are housed in a location that is safe for them, as well as others. Here is a location ready for immediate use for PSH if indeed the plan is for the good of everyone:

1. <https://www.guelphtoday.com/local-news/delegate-floats-idea-of-possible-affordable-housing-for-historic-delhi-street-property-3186272>
2. The Drop In Centre, 23 Gordon St, Guelph, ON N1H 4G9 Phone: (519) 837-0080 Primary Executive: Gail Hoekstra, Executive Director. Primary Contact: Candace Wrixon, Manager of Housing Programs Office Phone: 519-837-0080