

To: COUNCIL

Meeting Date: 10/12/2021

Subject: Cambridge Consumption and Treatment Services Site Identification Public Feedback report on Community Consultation

Submitted By: Danielle Manton, City Clerk

Prepared By: Danielle Manton, City Clerk, Paul Kan, Manager of Realty Services

Report No.: 21-293 (CRS)

File No.: C1101

Recommendation(s)

THAT Cambridge Council receive Report 21-293 (CRS) Cambridge Consumption and Treatment Services Site Identification Community Consultation Summary report – for information.

Executive Summary

Purpose

- Provide Council with a summary report of the Community Consultation process carried out from April 2021 – July 2021 related to the sites identified as candidate locations for Consumption and Treatment Services (CTS) facility in Cambridge.

Key Findings

- A community consultation framework was designed to engage the Cambridge community, service providers and potential CTS clients for two candidate sites as outlined in 21-121 (CRS) report to Council on April 6, 2021;
- The community consultation framework was completed in a virtual manner using online survey tools, virtual meetings, and other formats to collect feedback from participants and was designed to enable all audiences to provide input and reflect that feedback for Council's consideration.

- With the conclusion of the community consultation process and based on the feedback collected staff are recommending Council receive the report for information.
- Should a future operator come forward the operator would be required to initiate the application process, complete further community consultation, provide a comprehensive workplan, and require Council's endorsement of a site prior to submitting the final application to the provincial and federal governments.

Financial Implications

- Consumption and Treatment Services are funded by the Ministry of Health as part of a provincial response to the opioid crisis, in a model that provides harm reduction services and connects people with addiction treatment and other health and social services.
- Provincially approved Consumption and Treatment Services are also partially funded by the Ministry of Health and Long-Term Care: capital and operating costs associated with the consumption component are funded 100%; costs of wrap-around services (treatment component) will not be covered by the Province.
- On June 19, 2019 Council approved costs to an upset limit of \$35,000, plus HST, from the Operating Budget for the retention of a professional facilitator to design and implement a community consultation for the identified CTS candidate sites and to complete consultation with the Community Wellbeing Advisory Committee on the development of the consultation. Based on the approved plan there are no additional funds being requested with the conclusion of the community consultation process.

Background

On April 10, 2018, Cambridge Council passed a one-year interim control by-law affecting the three core areas and adjacent lands within 500 metres and directed staff to undertake a Planning Study (Study) to examine the Official Plan land use policies and Zoning By-law regulations to be used in regulating Supervised Consumption Services and/or Temporary Overdose Prevention sites.

Council passed a resolution on June 19, 2019, in support of directing staff to proceed with the identification of candidate sites for Consumption and Treatment Services with wrap around services in Cambridge, outside of the core areas; and in an area of need as per the requirements of the provincial Consumption and Treatment Services Program.

Further, Council approved for staff to move forward with hiring a facilitator to design and implement a community consultation for identified CTS candidate sites, based on criteria and to consult with the Community Wellbeing Advisory Committee (CWAC) on

the development of the community consultation approach. Sue Cumming (Cumming+Company) (facilitator) was selected as the external facilitator to develop and carryout the public consultation for the consideration of CTS sites.

As directed by Council, the facilitator has met with the CWAC four (4) times since October 24, 2019. In October of 2019, CWAC participated in a discussion of preliminary ideas on what makes a good consultation process, goals of consultation and who should be engaged. Input received was reflected in key considerations and objectives and identification of audiences.

CWAC also met on November 7, 2019, the committee participated in facilitated discussions related to the various methods to be considered for the consultation process as well as identification of information required to those participating in the consultation.

The facilitator presented the draft community consultation framework to CWAC on February 6, 2020. Following the discussion, the community consultation framework was refined to better reflect the audience classification and the proposed methods and tools were confirmed.

On February 11, 2020 Council deferred the Consumption and Treatment Services Study Options report following the Ward 7 By-Election initially intended for March 2020.

The study was initially intended to come to Council in August 2018, however the new Provincial government announced it would be reviewing the supervised consumption services funding program in Ontario. The study was restarted in March 2019, after the Provincial government announced it would continue, with a new funding program called Consumption and Treatment Services (CTS).

Council extended the interim control by-law until March 26, 2020. As a result of the pandemic, the Ward 7 by-election was postponed from March 2020 until October 2020, following the Ward 7 By-election, on November 18, 2020, Council approved the Consumption and Treatment Services Planning Study Options.

Council approved Option Number 5 – CTS Permit Anywhere as a Public Use – with no Official Plan Amendment and/or no Zoning By-law Amendment required to establish a CTS, as it would be considered a public use conducted by a government body or agency.

This option also recognizes that Council has the opportunity to withhold or refuse support for a CTS site application for the Provincial program if they do not support the site.

On December 9, 2020 CWAC received an update to the Community Consultation Framework as a result of the COVID-19 pandemic and taking into consideration safe options for future community engagement.

On April 6, 2021 Council approved moving forward with two identified candidate sites to proceed with the community consultation framework for both sites. A summary of the

consultation completed may be found in Appendix A- City of Cambridge Consumption and Treatment Services Site Identification Public Feedback Report on Community Consultation on Candidate Sites.

Community Consultation Process

The community consultation framework was developed through discussions at four meetings with CWAC. The goal of the community consultation was to provide opportunities for residents and business owners located in the area surrounding the proposed locations, as well as the general public and other stakeholders, to provide input regarding the perceived benefits and concerns or risks about the proposed location.

The consultation process maintained the following objectives:

1. To ensure that the community was aware of what the project is about, what is to be considered, the timeline for consideration, and the City decision-making process.
2. To provide purposeful, plain language and accessible information on the site selection process including the criteria for shortlisting sites.
3. To strive for an exchange of views and perspectives through online and in-person opportunities for community.
4. To directly involve near neighbours (including abutting property owners), Service Providers and CTS Potential Clients to seek input on the shortlisted alternative sites.
5. To report back to the community and City Council on what was heard and how the feedback was reflected in the recommendations to Council on a preferred site.

Additional key considerations for the community consultation were:

- the importance of informing the public that the community consultation process is about getting input on specific alternative CTS sites.
- The consultation process was not recommending a site.
- The community consultation process was designed to enable all audiences to be comfortable to provide input and to reflect that input for Council's consideration.
- Participation would not represent an individual agreement or disagreement with the proposal to consider a CTS Site for Cambridge.
- Recognizing that people participate in different ways it was important to provide a variety of ways of providing input.
- CTS Potential Clients were consulted with the assistance of Service Providers and Outreach Workers.
- The community consultation process was to remain flexible and adaptable.

The goal of the consultation was not to recommend a specific site, but to collect input from participants across the community.

Consultation sessions were provided using a variety of virtual methods of engagement and organized by audience. The methods are outlined in the summary report attached as Appendix A- City of Cambridge Consumption and Treatment Services Site Identification Feedback Report on Community Consultation on Candidate Sites as well as below. Advertisements for all opportunities to offer feedback were communicated on the City's website, the newspaper, Engage Cambridge, and through the City's social media platforms. Any local neighbours around sites identified were contacted by direct mail.

Audience	Information Needs	Consultation Activities (Methods and Approaches)
General Public	Purpose of the consultation. How sites were identified. Details on what a CTS site is. Location and details about the sites under consideration. Examples for types of services that could be provided at a site. Examples of how a site would function.	Online Survey; Kitchen Table; Guide/Feedback Forms (downloadable from City website) for neighbourhood associations, community groups and other stakeholders.
Near Neighbours	Information about the site nearby under consideration: Services provided; Example of how a site would function; Potential hours of operation; How clients access a site; Client travel patterns; What supports/ resources will be available within the community; How concerns could be addressed.	Postcard by direct mail with contact info for setting up telephone interview or virtual meeting. Kitchen Table. Guide/Feedback Forms. Telephone interview and, or virtual meetings.
Service Providers	Location, size, proximity to other services and space needs. Potential client profile. Expectations of partnership and services that could be provided. Site logistics including hours of operation. How clients access site. Transportation considerations.	Interviews (telephone/virtual); Individual and Small Group Meetings (virtual); Kitchen Table; Guide/Feedback Form.
Potential	Services available; Treatment availability;	Meetings with outreach workers (telephone and virtual meetings).

<p>CTS Clients (individuals who may attend at the site for services)</p>	<p>How site would function and logistics; How to retain anonymity; How to get to the site; Safety when accessing site; Proximity to other services.</p>	<p>Kitchen Table. Guide/Feedback Forms administered by Service Providers.</p>
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As noted when the framework was presented, the facilitator who completed the consultation process will not be making a recommendation related to a specific site selection however has provided analysis of the information collected throughout the process in Appendix A- City of Cambridge Consumption and Treatment Services Site Identification Feedback Report on Community Consultation on Candidate Sites.

Council may determine that one site is preferential over another based-on feedback collected, or may determine that no site is preferential.

Consultation on Future Applications for CTS Site by Future Potential Operator (s)

Should a potential preferred site be identified by Council, the site would be offered to a future potential operator(s), potential future operators are responsible for meeting the required Provincial and Federal exemptions as outlined in Appendix B. Should there not be a potential site identified by Council, a potential future operator may perform site selection and provide that site to Council as part of their application process.

As part of the application and funding conditions future operator(s) will be required to complete separate community consultation and liaison initiatives to address local community and neighbourhood concerns.

It is the future operator’s responsibility to ensure that the proposal for a CTS received by the Province ensures:

- Provincial program criteria are met; and
- Receives endorsement from Council; and
- Proposed costs are valid, reasonable, and within program funding levels based on proposed hours and service capacity.

These requirements and others are outlined in Appendix B – Ministry of Health and Long-Term Care Consumption and Treatment Services Application Guide.

Site Identification

Background

On June 19, 2019, Cambridge Council passed a resolution in support of proceeding with the identification of candidate sites for Consumption and Treatment Services with wrap around services in Cambridge, outside of the core areas; and in an area of need

as per the requirements of the provincial Consumption and Treatment Services Program.

The Cambridge Consumption and Treatment Services Site Selection Process report (Report 19-184 (OCM)) was presented to Council which included the following recommendations:

“AND THAT Council proceed with identifying candidate sites and one preferred site for a Consumption and Treatment Service with wraparound services in Cambridge, outside the core areas, and in an area of need as per the requirements of the provincial Consumption and Treatment Services program;

AND THAT the proposed Community Wellbeing Advisory Committee be consulted to develop the community consultation approach to be used for the site(s) identified for potential Consumption and Treatment Services;”.

The search for candidate sites would commence upon the completion of the Consumption Treatment Services Planning Study, and on February 11, 2020, the Consumption and Treatment Services Planning Study Options report (Report 20-024 (CD)) was presented to Council. The report outlined options with respect to Official Plan land use policies and Zoning By-law regulations to be used in regulating the location of CTS sites.

A follow-up report (Report 20-279 (CD) – Consumption Treatment Services Planning Study) was presented to Council on November 18, 2020 following the Ward 7 By-election whereby Council directed City staff to implement Option Number 5 (CTS Permit Anywhere as a Public Use) which considered a CTS site to be a public use conducted by a government body or agency, and therefore would not require an Official Plan Amendment and/or Zoning By-law Amendment.

On April 6, 2021, Council approved the commencement of the Community Consultation framework with two candidate sites identified. The intention of the consultation process was not to determine the community's preference with a Consumption and Treatment site in Cambridge but to determine if either of the two sites were viable based on the criteria.

Criteria

A list of criteria was developed for the purposes of evaluating and screening candidate sites to be considered for the CTS facility. The list was developed through the review of the provincial Consumption and Treatment Services Application Guide attached as

Appendix B, the Meridian Consumption and Treatment Services Planning Study, and input from internal and external stakeholders.

The list of criteria for site evaluation and screening followed the general guiding principles:

- 1) **Accessibility** - That the facility be easily accessible to the people in need of the services.

The criteria used were:

- a. The CTS site must be within the area of greatest need based on the following:
 - i. Mortality data:
 - Number of opioid-related deaths.
 - Rate of opioid-related deaths.
 - ii. Morbidity data:
 - Rate of opioid-related emergency department visits.
 - Rate of opioid-related hospitalizations.
 - iii. Proxy measures for drug use:
 - Needle distribution.
 - Naloxone distribution and oxygen.

A Region of Waterloo Public Health and Emergency Services heat map identifying the highest concentration of opioid overdose calls was used to identify areas of highest need within the City of Cambridge.

- b. The CTS site must be within walking distance from where open drug use is known to occur. A 10-minute walking distance or approximately 800 metres is generally considered to be a reasonable walking distance.
- c. The CTS site must be easily accessible by public transit.
- d. The CTS facility must be compliant with the Accessibility for Ontarians with Disabilities Act (AODA). Consideration was given to those sites which currently were not AODA compliant, however were deemed economically feasible to be made AODA compliant. Furthermore, preference was given to those sites situated at ground level with multiple entrances/exits, multiple washrooms, and floor plans that allowed for easy re-configuration.

- 2) **Capacity** - That the CTS facility has the capacity to support integrated, wrap-around, and mandatory services.

The criteria used were:

- a. The available gross floor area should not be less than 2,000 sq. ft. in order to effectively support ministry design standards for a consumption service, to include wrap-around services, and to effectively include physical safety and security measures.
- 3) **Community Considerations** - That consideration be given to the CTS site's proximity to certain community services and features.

The criteria used were:

- a. The CTS site must be outside of the downtown core areas.
- b. The CTS site should be outside of the 500 m buffer zone for the downtown core areas.

The By-law pertaining to this buffer zone expired on March 26, 2020 and was not extended.

- c. The CTS site should be at least 200 m away from the following:
 - i. Child Care Centres;
 - ii. Schools;
 - iii. Parks;
 - iv. Residential Areas.

Child care centres, schools, and parks are identified in the province's application guide where if a CTS site is located within close proximity (100m to 200m), then community concerns must be addressed through community consultation, and through ongoing community engagement. The province's application guide does not identify proximity to residential areas as criteria for assessing a site, however this has been included in the checklist for consideration.

A checklist was developed to help evaluate potential candidate sites.

Candidate Site Evaluation Checklist		
Criteria	Comments/Reference Maps	Meets Criteria
1. Within Area of Need.	Proximity to Area of Need map (Heat Map).	
2. 10 minutes walking distance between Site and Area of Need.	Travel Time from Area of Need map.	
3. Accessible by public transit.	Travel Time from Area of Need map.	
4. AODA compliant or easy conversion.	Facility should be at ground floor level or have elevators. Existing floor plan should allow for ease of reconfiguration, and should have multiple washrooms, and entrance/exits.	
5. Facility is large enough to accommodate wrap-around services.	Gross floor area of the space should be at least 2,000 sf.	
6. Outside of Core Areas.	Proximity to Downtown Galt Core Area and Buffer Zone Map.	
7. Outside of Buffer Zones.	Proximity to Downtown Galt Core Area and Buffer Zone Map.	
8. 200m from child care centres.	Proximity to Child Care Centres Map.	
9. 200m from schools.	Proximity to Schools Map.	
10. 200m from parks.	Proximity to Parks Map.	
11. 200m from residential areas.	Proximity to Residential Areas Map.	
12. Property owner is agreeable to use.	The property owner has confirmed that he/she is agreeable for the property to be used as a CTS facility subject to lease terms being finalized.	

Candidate Sites

Of the sites that were evaluated, the two sites that met the most criteria on the checklist were selected to be recommended as candidate sites for site selection process.

Site #1 – 15 Easton Street

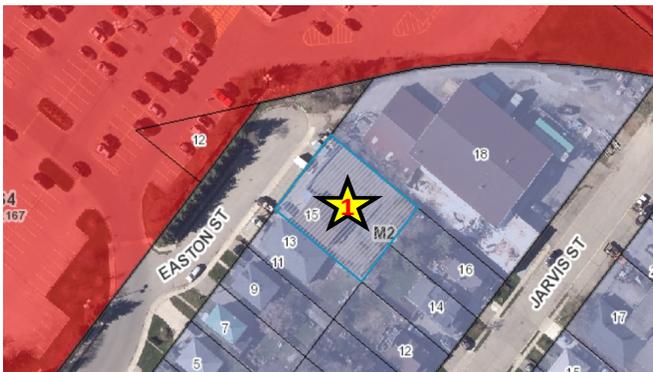
15 Easton Street is located one block east of the intersection at Dundas Street N. and Hespeler Road in the area known as the Delta. The property is zoned M2 and is improved with a freestanding building of approximately 6,500 sq. ft. of which approximately 4,800 sq. ft. is currently available on the ground floor. The current floor plan of the available space allows for easier buildout to the specifications of a CTS facility.

15 Easton Street checks all the boxes on the checklist with the exception of walking distance to the “centre” of the Area of Need. The walking time from the “centre” of the Area of Need to 15 Easton Street is approximately 14 minutes whereas the recommended walking time is approximately 10 minutes. The property however, is still located within the red zone of the Heat Map.

Street View



Aerial View



Site #2 – 8 Oxford Street

8 Oxford Street is located at the corner of Roseview Avenue and Oxford Street. The property is zoned CS5 and is improved with a freestanding building of approximately 3,000 sq. ft. The current floor plan of the available space allows for easier buildout to the specifications of a CTS facility and is located on the ground floor.

8 Oxford Street checks all the boxes on the checklist, with the exception of proximity to residential areas, and is located within the Buffer Zone. It is however located outside of the Downtown Core Area. It should be noted that the Proximity to Residential Areas criteria was not identified in the province's Consumption and Treatment Services Application Guide but was included in the checklist for consideration.

It should also be noted that the By-law pertaining to the Buffer Zone expired on March 26, 2020, however the criteria was included in the checklist for consideration.

Street View



Aerial View



The two candidate sites were evaluated based on the criteria checklist and the results are summarized in the table below.

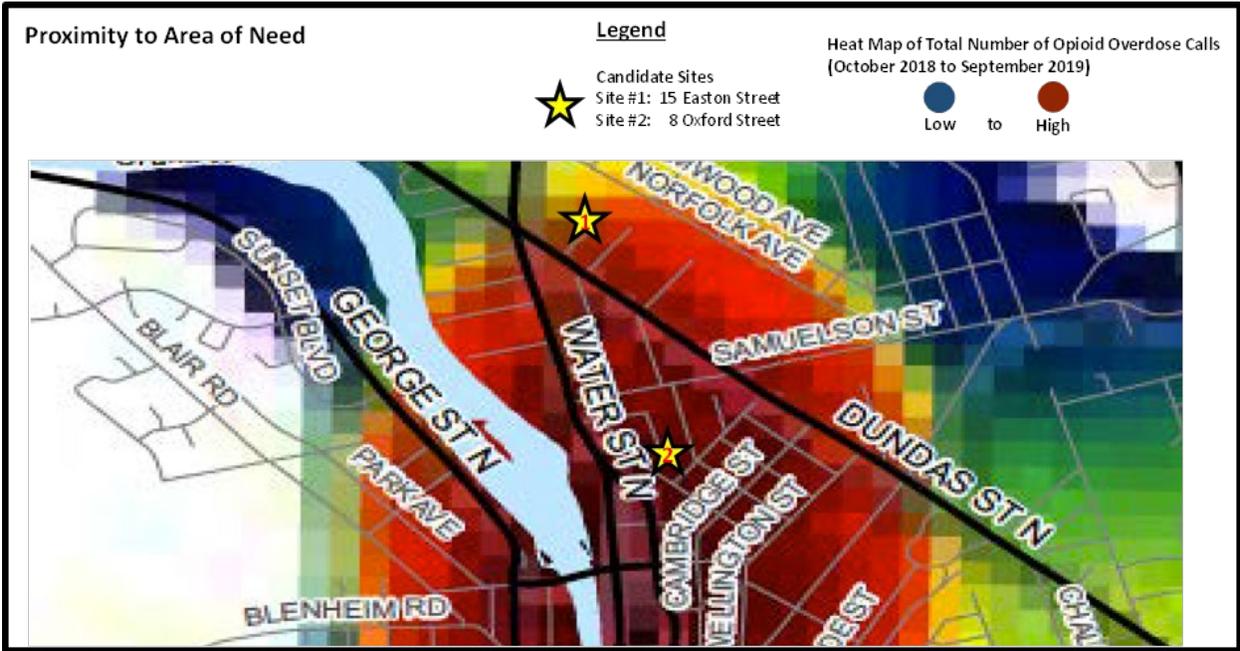
Please refer to Maps #1 to #7 which follow the table for additional context.

Criteria	Comments/Reference	15 Easton St.	8 Oxford St.
1. Within Area of Need.	See Map 1 – Proximity to Area of Need	✓	✓
2. 10 minutes walking distance between Site and Area of Need.	See Map 2 – Travel Time to Area of Need	✗ (walking time is 14 minutes)	✓
3. Public transit nearby.	See Map 2 – Travel Time to Area of Need	✓	✓
4. AODA compliant OR easy for conversion.	Spaces are located on ground floor with open floor space plans for easier re-configuration. However, should be confirmed by SME.	✓ (to be assessed further)	✓ (to be assessed further)
5. Facility is large enough for expanded services	Gross floor areas are greater than 2,000 sf.	✓	✓
6. Outside of Core Areas.	See Map 3 – Proximity to Galt Downtown Core and 500 m Buffer Zone	✓	✓
7. Outside of Buffer Zones.	See Map 3 – Proximity to Galt Downtown Core and 500 m Buffer Zone	✓	✗ (By-law expired)
8. 200m from child care centres	See Map 4 – Proximity to Child Care Centres	✓	✓
9. 200m from schools.	See Map 5 – Proximity to Schools	✓	✓

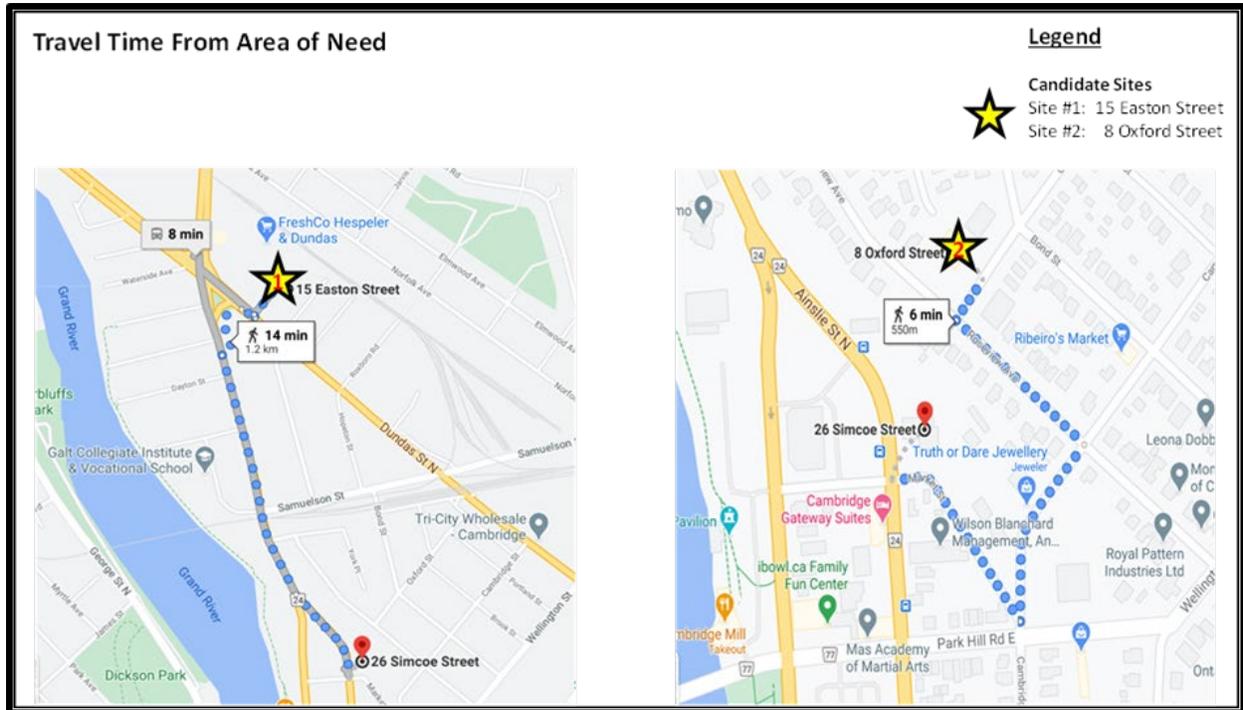
10. 200m from parks.	See Map 6 – Proximity to Parks	✓	✓
11. 200m from residential areas.	See Map 7 – Proximity to Residential Areas	✓	✗ (not identified as a provincial criteria)
12. Property owner is agreeable to CTS use.	Note that there are no binding agreements in place between property owners and the City.	✓	✓

The following are maps referenced in the Candidate Sites Evaluation Summary Table.

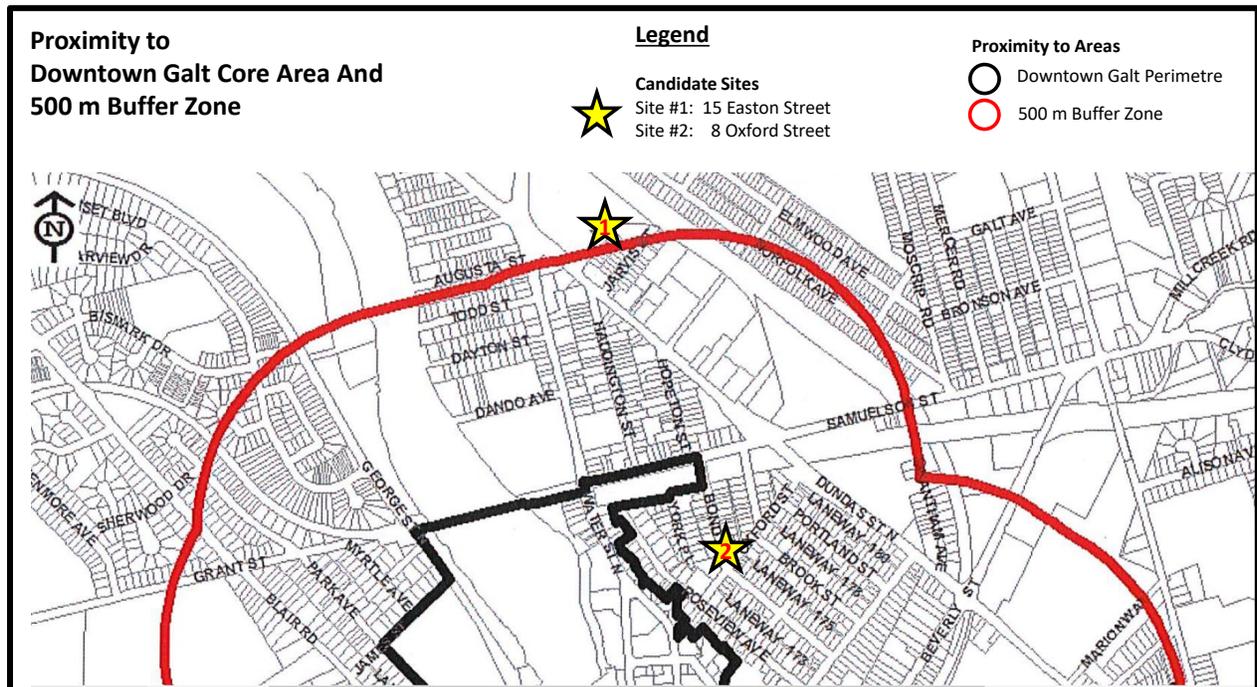
Map #1



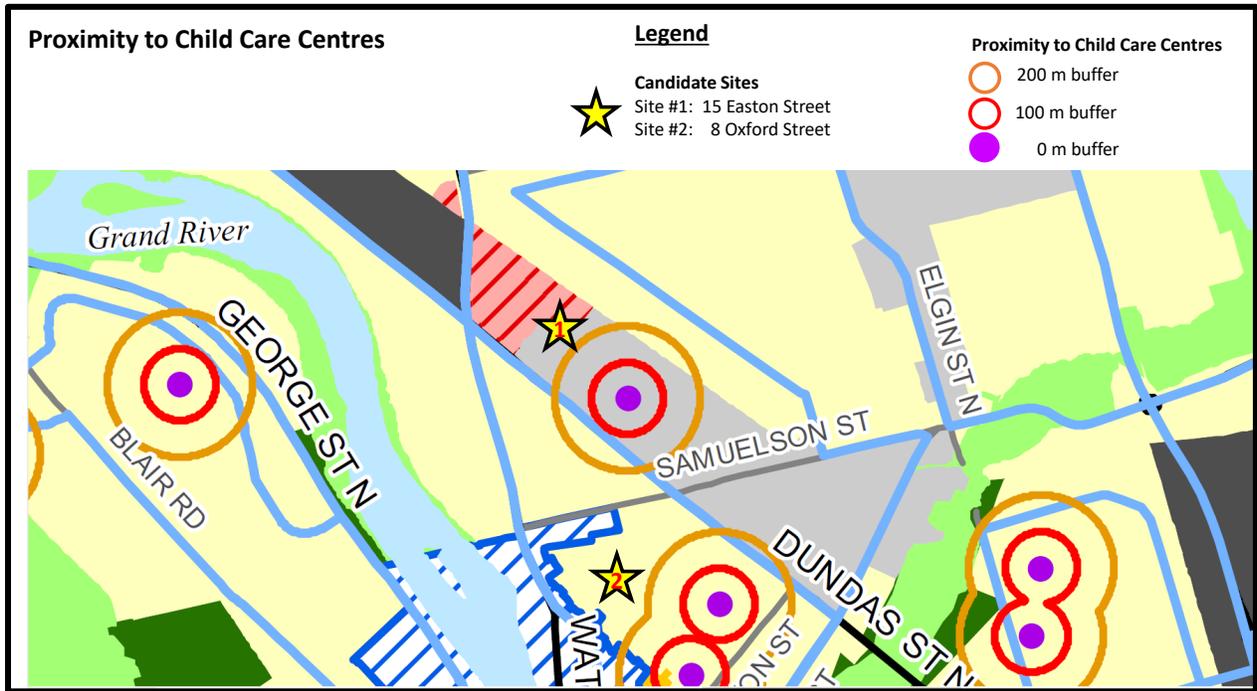
Map #2



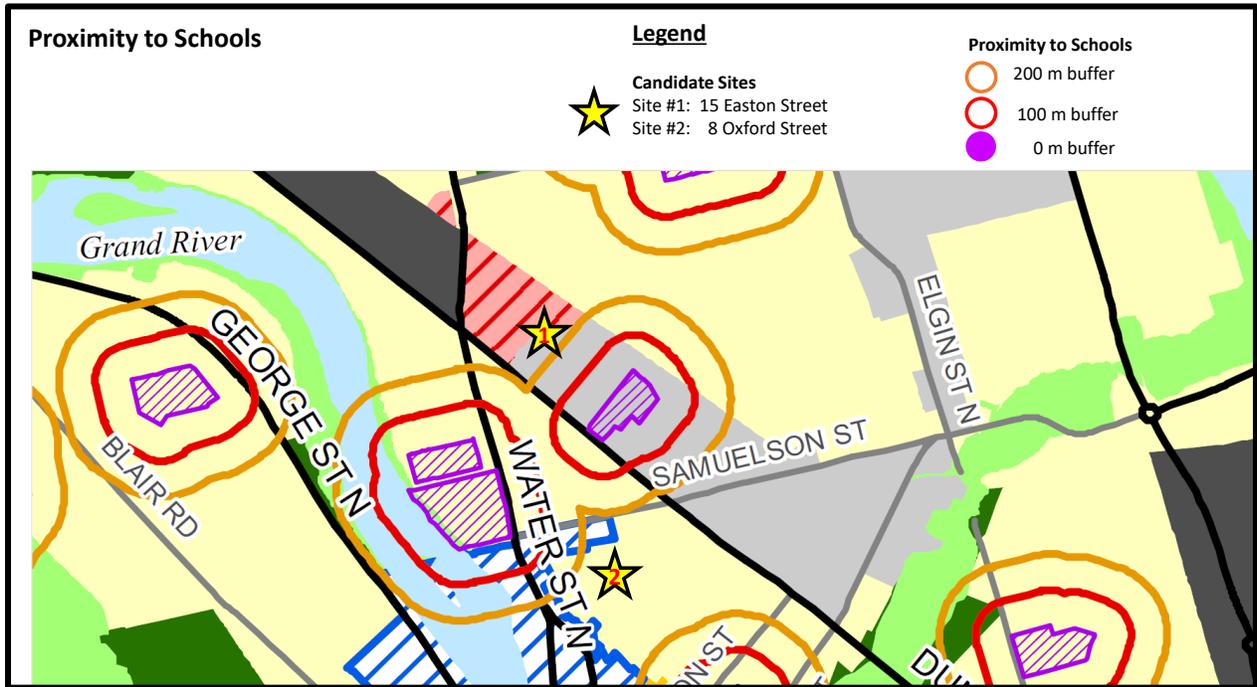
Map #3



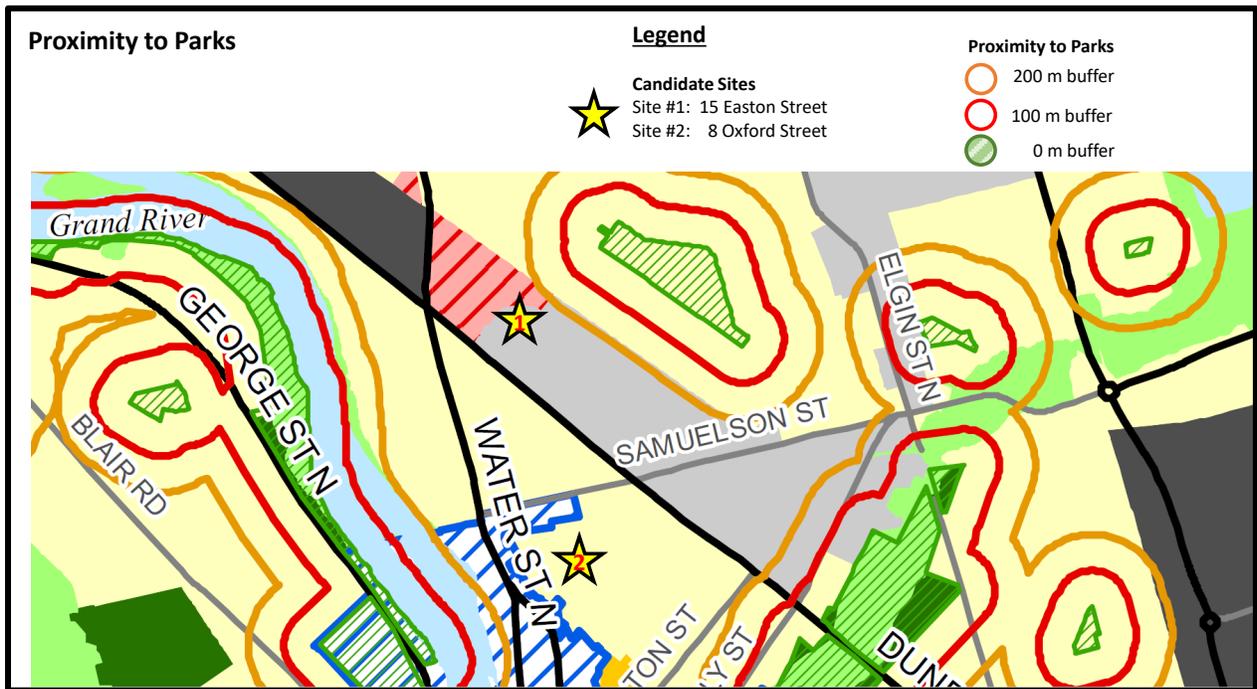
Map #4



Map #5



Map #6



Map #7



Analysis

Strategic Alignment

PEOPLE To actively engage, inform and create opportunities for people to participate in community building – making Cambridge a better place to live, work, play and learn for all.

Goal #1 - Community Wellbeing

Objective 1.2 Support and facilitate community access to services related to health, wellness and personal development.

This report outlines the community consultation process and the data collected from all activities related to the process.

Comments

Since June of 2019, as directed by Council, staff have worked with the facilitator to complete ongoing consultation with the Community Wellbeing Advisory Committee, over one thousand respondents provided feedback through the Engage Cambridge survey in

addition to individual meetings, telephone calls and correspondence received by email relating to the community consultation on the two identified sites.

Staff recommend that Council receive the summary of feedback for information and that should a future operator be identified following receipt of this feedback that the operator be requested to submit a comprehensive workplan to Council and any other requirements as part of the provincial application process. Council is required to endorse any future site identified prior to approval being received from the Provincial government.

Existing Policy/By-Law

There is no existing policy/by-law within the City's Official Plan or Zoning By-law that deals directly with Consumption and Treatment Services (CTS) as a specific use.

Financial Impact

Provincially approved consumption and treatment services are funded 100% by the Ministry of Health and Long-Term Care. The on-site service provided by an agency that will operate the program(s) offered. Adjunct support services by community partners' is covered within those agencies' own operating budgets. No financial support from the City of Cambridge is being requested.

Should Council deem one of the sites an appropriate location, and should that site have a building already on it, any application to the Province for funding would be to set up and operate the consumption site. It is unknown at this time if a CTS Client and partners can be found to fund set up and operation of the wrap-around services (treatment component). If a site without a building was to be identified, it is not likely the Province would completely fund new building construction and this would require further consultation with the Province and the City.

Public Input

The community consultation was initiated following Council's direction to consult on the identified candidate sites as outlined in report 21-121 (CRS) on April 6, 2021.

The community consultation framework was refined to incorporate various methods of engagement such as the on-line surveys, direct mail, and virtual meetings. Use of Engage Cambridge and the City's social media channels as well as newspaper advertisements.

The consultation process occurred in various formats from May- September, 2021. The consultation also included near neighbours, general public, potential service providers and potential CTS clients.

A report of the feedback collected is attached as Appendix A- City of Cambridge Consumption and Treatment Services Site Identification Feedback Report on Community Consultation on Candidate Sites.

Internal/External Consultation

The Community Wellbeing Committee was consulted on the establishment of the community consultation framework.

The survey was posted through the City of Cambridge Engage Cambridge page including background documentation and past reports, shared through the City's social media channels, as well as newspaper advertisements and direct mail to surrounding neighbours. Outreach to potential future operators and potential CTS clients was also conducted.

Conclusion

Following Council's approval on April 6, 2021 to proceed with the 2 candidate sites identified and the Community Consultation framework, the process to commence the community consultation was initiated.

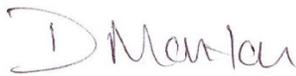
Based on the feedback collected through the consultation process, Council may determine that one site is preferential over another, may determine that no site is preferential.

In terms of next steps with the conclusion of the community consultation and presentation of all feedback, staff recommend receipt of this feedback.

Council will be requested to provide endorsement of any identified sites as part of the future operator's application process.

Signature

Division Approval



Name: Danielle Manton

Title: City Clerk

Reviewed by the CFO

Reviewed by Legal Services

Departmental Approval



Name: Dave Bush

Title: Deputy City Manager, Corporate Services

City Manager Approval



Name: David Calder

Title: City Manager

Attachments

- Appendix A - City of Cambridge Consumption and Treatment Services Site Identification Feedback Report on Community Consultation on Candidate Sites
- Appendix B – Ministry of Health and Long-Term Care Consumption and Treatment Services Application Guide