

The Corporation of the Town of Tillsonburg

Affordable and Attainable Housing Advisory Committee

Meeting

AGENDA



Wednesday, April 30, 2025

4:15 PM

Boardroom CSC

10 Lisgar Ave.

1. Call to Order

2. Adoption of Agenda

Proposed Resolution #1

THAT the Agenda as prepared for the Affordable and Attainable Housing Advisory Committee meeting of Wednesday, April 30, 2025, be adopted.

3. Disclosures of Pecuniary Interest and the General Nature Thereof

4. Adoption of Minutes of Previous Meeting

Proposed Resolution #2

THAT the minutes of the Affordable and Attainable Housing Advisory Committee of January 29, 2025, be approved.

5. Presentations

6. Information Items

6.1 Oxford County - Homelessness Response Strategy - R. Smith

7. General Business & Reports

7.1 31 Earle Street Project

7.1.1 Conceptual Building Layout

7.1.2 Planning Justification Report

7.1.3 Functional Servicing Report

7.1.4 Draft Planning Applications

Proposed Resolution #3

THAT the Affordable and Attainable Housing Advisory [supports/does not support] proceeding to the next step in the process, which is submitting the planning applications with the scaled-down conceptual plan.

7.2 Site Plan Submissions Timelines - D. Willson

8. Next Meeting

9. Adjournment

Proposed Resolution #4

THAT the Affordable and Attainable Housing Advisory Committee meeting of Wednesday, April 30, 2025 be adjourned at _____ p.m.

The Corporation of the Town of Tillsonburg

Affordable and Attainable Housing Committee Meeting

MINUTES



Wednesday, January 29, 2025

4:15 PM

Boardroom CSC

10 Lisgar Ave.

ATTENDANCE: Councillor Chris Parker
Deb Gilvesy, Mayor
Gary Green
Jean Martin
Stephen Culig
Lauren Johnson

Regrets: Dane Willson
Ashley Edwards, CEO, Tillsonburg District Chamber of
Commerce

Staff: Cephas Panschow, Development Commissioner
Rebecca Smith, Manager of Housing Development, Oxford
County
Kyle Pratt, Chief Administrative Officer
Laura Pickersgill, Executive Assistant

1. Call to Order

The meeting was called to order at 4:24 p.m.

Mayor Gilvesy chaired the meeting today.

2. Closed Session

Resolution # 1

Moved By: Gary Green

Seconded By: Jean Martin

THAT Council move into Closed Session to consider:

2.4.1 Expression of Interest Submissions - 31 Earle Street

239 (2) (i) a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the municipality or local board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization.

Carried

2.1 Adoption of Agenda

2.2 Disclosures of Pecuniary Interest and the General Nature Thereof

2.3 Adoption of Previous Committee Meeting Minutes

2.4 Reports

2.4.1 Expression of Interest Submissions - 31 Earle Street

3. Adoption of Agenda

Resolution # 2

Moved By: Jean Martin

Seconded By: Councillor Chris Parker

THAT the Agenda as prepared for the Affordable and Attainable Housing Advisory Committee meeting of Wednesday, January 29, 2025, be adopted.

Carried

4. Disclosures of Pecuniary Interest and the General Nature Thereof

No disclosures of pecuniary interest were declared.

5. Adoption of Minutes of Previous Meeting

Resolution # 3

Moved By: Councillor Chris Parker

Seconded By: Gary Green

THAT the minutes of the Affordable and Attainable Housing Advisory Committee of September 25, 2024, be approved.

Carried

6. Presentations

None.

7. Information Items

R. Smith provided an update on upcoming Provincial funding to restore safety to parks and public spaces.

R. Smith provided an overview of County funding received from the Province to help fund an existing affordable units project in Woodstock and to enhance homelessness outreach and support services.

There was a discussion about the HART hub that will open up in Woodstock hospital.

8. General Business & Reports

None.

9. Resolutions from Closed Session

Resolution # 4

Moved By: Councillor Chris Parker

Seconded By: Gary Green

THAT the Affordable and Attainable Housing Advisory Committee recommends proceeding with working together with Oxford County to develop and release an official Request for Proposals for a medium-density/reduced scale model and mid-rise option with home-ownership options net of the woodlot subject to strategic initiatives budget funding.

Carried

10. Next Meeting

The next meeting date will be determined based on the timing of the RFP deadlines and submissions.

11. Adjournment

Resolution # 5

Moved By: Councillor Chris Parker

Seconded By: Gary Green

THAT the Affordable and Attainable Housing Advisory Committee meeting of Wednesday, January 29, 2025, be adjourned at 4:56 p.m.

Carried

REPORT TO COUNTY COUNCIL

Homelessness Response Strategy

To: Warden and Members of County Council

From: Acting Director of Human Services

RECOMMENDATIONS

1. That County Council adopt the Homelessness Response Strategy, as provided in Attachment 1 of Report HS 2025-04, entitled “Oxford County Homelessness Response Strategy”, and that the recommended actions assist to guide the County’s efforts in addressing and preventing homelessness;
2. And further, that Council direct staff to annually review the recommended actions of the Homelessness Response Strategy for consideration in the County’s annual budget process;
3. And further, that Council authorize staff to establish a working group, consisting of up to six members from community partner organizations in the homelessness service system, and up to two County staff, for the purpose of monitoring and implementing the actions of the Homelessness Response Strategy, as well as supporting and improving Coordinated Access, and where relevant, the group be integrated into Safe and Well Oxford to reduce duplication;
4. And further, that Council authorize staff to expand the newly developed County-wide outreach team, consisting of both County and Area Municipal staff, which has been developed to ensure a coordinated and consistent approach to supporting and transitioning individuals out of encampments, to include support from community partners focused on housing stability;
5. And further, that Council authorize staff to pursue the acquisition of an appropriate property, in collaboration with the City of Woodstock, for a future Homelessness Support Centre that seeks to co-locate existing emergency shelter services, provide support services that are flexible and focused on transitioning individuals out of homelessness, address the actions of the Homelessness Response Strategy, and ensure a stable system that supports pathways out of homelessness, including connections with the proposed Homelessness and Addictions Recovery Treatment (HART) Hub/Wellness Centre, and that staff report back to Council with potential funding and implementation considerations;

6. And further, that Council authorize the establishment of an Ad Hoc Committee of Council, including the Warden (Chair) and Councillors _____, _____ and _____, for the purpose of providing preliminary feedback on potential locations for a future Homelessness Support Centre, prior to staff reporting back to Council with potential funding and implementation considerations;
7. And further, that staff release a Call for Applications for up to \$500,000 from the Homelessness Prevention Program (HPP) allocation that is anticipated from the province for the upcoming funding year (April 1, 2025 to March 31, 2026), for the purpose of inviting proposals from community partners that are focused on transitioning individuals out of homelessness, by providing support services in conjunction with the proposed Homelessness Support Centre and in line with the actions of the Homelessness Response Strategy;
8. And further, that Council authorize the transition of up to 20 units at the County-owned Community Housing project located at 82 Finkle Street, Woodstock, to support the creation of up to ten transitional and ten supportive housing beds, subject to receiving operating funding and supports through the HART Hub/Wellness Centre;
9. And further, that Council authorize staff to implement a more comprehensive rent supplement program that focuses on housing individuals from the community housing waitlist (centralized waitlist), as well as individuals that are struggling to remain housed;
10. And further, that Council authorize staff to work with the City of London, as the Regional Service Manager, to implement the Homeless Individuals and Families Information System (HIFIS), with a goal of implementing Coordinated Access and supporting an outcomes-based approach to addressing homelessness, subject to available funding through the Homelessness Prevention Program (HPP);
11. And further, that Council authorize the Chief Administrative Officer and Director of Human Services to execute any agreements associated with the recommendations contained in this report.

REPORT HIGHLIGHTS

- The purpose of this report is to present the final Homelessness Response Strategy, the result of collaborative planning aimed at strengthening local commitment to homelessness prevention. Additionally, this report provides recommendations for the development of a local Homelessness Service Centre, in alignment with the outcomes and actions identified in the Homelessness Response Strategy.

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- In support of the outcomes of the Strategy, staff are seeking Council's support to focus on a number of initiatives, including, but not limited to, improving Coordinated Access, expanding outreach efforts, creating a working group, allocating future HPP funds in line with the actions of the Strategy, providing transitional/supportive housing units at Finkle Street, expanding the rent supplement program and implementing the Homeless Individuals and Families Information System (HIFIS).
- Based on a review of best practices and the recommendations of the Strategy, staff are also recommending the creation of a Homelessness Support Centre that will offer emergency shelter and support services that are flexible and responsive to the needs of those experiencing homelessness.
- The Strategy is a critical step in understanding specific local homelessness needs, in an effort to provide a variety of actions to assist in improving the system, with a focus on transitioning individuals out of homelessness.

IMPLEMENTATION POINTS

If Council is favorable of the recommendations contained in this report, staff will begin implementing various initiatives, including the establishment of a working group to assist in realizing the actions of Strategy, as well as improving Coordinated Access. In addition, staff will prepare a Call for Applications for anticipated HPP funding in 2025-2026, continue to work with the Oxford Ontario Health Team (OHT) and Woodstock Hospital to secure funding commitments for the transitional and supportive housing units at Finkle Street, implement HIFIS, and expand the rent supplement program.

Staff will also collaborate with the City of Woodstock to identify a suitable property for a future Homelessness Support Centre and seek input from the proposed Ad Hoc Committee, with a commitment to reporting back to Council with potential funding and implementation considerations.

Overall, the findings of the Strategy will serve as a guiding framework for the County's strategic response to homelessness. This will include integration into the annual budget process, informed by anticipated Federal and Provincial funding commitments and key partnerships.

Financial Impact

With respect to the 2025 budget, staff are proposing the following allocations in accordance with existing available municipal and provincial funds, as well as anticipated future provincial HPP funding (Table 1). Overall, the Strategy will support the realignment of existing municipal and anticipated provincial funding, to better meet the needs of the community.

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Table 1: Proposed Funding Allocations

Proposed Action Item	Proposed Funding
Homelessness Support Services (in conjunction/within the proposed Homelessness Support Centre)	Up to \$500,000 - anticipated annual HPP funding (2025-2026)
Transitional and Supportive Housing – Finkle Street	Operating: up to \$1.3 million in annual funding through the HART Hub/Wellness Centre (currently for 3 years)
Expanded Rent Supplement Program	Up to \$630,000 in remaining municipal rent supplement funds
HIFIS Implementation	Up to \$50,000 annually - anticipated future HPP funding

Specific financial contributions related to the proposed Homelessness Support Centre will be considered by County Council in a subsequent report.

It should be noted that the outcomes of the Homelessness Response Strategy are intended to inform the annual budgeting process, specifically with respect to the action items, projects and support services for the given year. These action items may be adjusted based on annual budget commitments and anticipated provincial funding to ensure a responsive and sustainable approach to addressing homelessness.

Communications

Recognizing that preventing and addressing homelessness is a shared goal among many stakeholders, consultation played a key role in developing the Strategy. A summary of the various consultation methods is provided in Table 2 below.

Table 2: Summary of Consultation Methods

Consultation Method	Participants	Details
Consultation Workshops (two in-person)	A mix of community partners, County staff and individuals with lived experience	These sessions formed the basis for the Strategy, including the determination of system gaps and areas for improvement. These sessions also included input from those with lived experience to ensure a fulsome understanding of system impacts and inefficiencies.

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Consultation Method	Participants	Details
Advisory Team	Community partner organizations and County staff	Assisted to validate the feedback and recommendations that were received from the various consultation methods.
Municipal Survey	Municipal CAOs, By-law and Parks staff, as well as local Business Improvement Associations (BIAs) and Chamber of Commerce	Seeking feedback on the impact of local homelessness.
One-on-one Interviews	Various Community Partners working directly in the Homelessness Service System	Seeking individual feedback on potential improvements and insights into system gaps.
Council Workshop	County Council, SHS Consulting and County staff	Seeking Council input on the overall feedback that was received through the previous consultation methods.

It is also important to note that following the approval of the HART Hub/Wellness Centre, staff met with members of the OHT and Woodstock Hospital, to discuss next steps and determine connections with existing services to ensure consistency and clear system pathways. These discussions have been incorporated into the recommendations of this report.

2023-2026 STRATEGIC PLAN

Oxford County Council approved the **2023-2026 Strategic Plan** on September 13, 2023. The Plan outlines 39 goals across three strategic pillars that advance Council's vision of "Working together for a healthy, vibrant, and sustainable future." These pillars are: (1) *Promoting community vitality*, (2) *Enhancing environmental sustainability*, and (3) *Fostering progressive government*.

The recommendations in this report support the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
Goal 1.1 – 100% Housed Goal 1.3 – Community health, safety and well-being		Goal 3.2 – Collaborate with our partners and communities Goal 3.4 – Financial sustainability

See: [Oxford County 2023-2026 Strategic Plan](#)

DISCUSSION

Background

On January 26, 2022, County Council passed a resolution in support of [Report HS 2022-01](#), approving the expansion of the emergency shelter to provide 24/7 operations for individuals experiencing homelessness. As a result, the overnight shelter ('The Inn', Woodstock), was expanded from 12 to 25 beds, with additional space secured at College Avenue Church for daytime services. The 24/7 shelter model was fully implemented by October 2022, supported by a combination of provincial and County funding, as outlined in [Report HS 2023-07](#).

Following implementation of the 24/7 shelter model, County Council passed a resolution at the March 8, 2023, meeting, requesting staff to report back on a number of items, including the progress and efforts that had been made with respect to securing a potential permanent location for homelessness shelter services, with support from the City of Woodstock and other applicable community organizations. For background purposes, on July 12, 2023, staff presented a report in closed session regarding this resolution. At that time, it was determined that securing a permanent location remained a long-term goal. As such, as an interim measure, staff recommended several immediate temporary actions in [Report HS 2023-14](#) to address the current situation. These actions have since been implemented and include:

- Expanding the overnight shelter ("The Inn") from 25 to 55 beds.
- Implementation of an overnight emergency shelter in Tillsonburg for the winter months.
- Continued use of hotel rooms for families seeking temporary shelter accommodations.
- Increased outreach response through the Mobile Health Outreach Bus (MHOB) and County Community Access Navigator, as well as implementation of Municipal 511 for encampment response.

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Through Report HS 2023-14, staff also recommended the development of a Homelessness Response Strategy to review the current homelessness service system and provide recommendations for addressing existing pressures, identifying potential improvements, and establishing long-term solutions. The Strategy aimed to take a community-based approach to addressing homelessness across the County. Following Council's approval, a consultant was retained, and work began in March 2024.

While the Homelessness Response Strategy was being developed, the City of Woodstock received a \$1,990,736 contribution through the Building Faster Fund (BFF) — a three-year program providing up to \$400 million annually to municipalities committed to achieving their 2031 housing targets. The funding is permitted to be utilized towards housing-enabling core infrastructure, affordable and attainable housing, and homelessness service hubs. In light of these criteria, City Council passed a resolution on November 21, 2024, directing that the BFF funds be allocated toward partnering with the County to acquire a property for the creation of a new homelessness service centre. Subsequently, County Council passed a resolution on November 27, 2024, directing staff to report back on how the BFF could be used to develop a Homelessness Service Centre, with a focus on transitioning individuals out of homelessness.

Additionally, on January 27, 2025, the Province announced funding to support the creation of a Homelessness and Addictions Recovery Treatment (HART) Hub/Wellness Centre in the City of Woodstock. This proposal also included up to \$1.3 million for supportive housing. For clarity, it is important to note that the HART Hub/Wellness Centre is not an emergency shelter; rather, a treatment center designed specifically to address mental health and addiction needs. The details of this Centre are provided later in this report.

With consideration for the above, this report seeks to present the final Homelessness Response Strategy, the result of collaborative planning aimed at strengthening local commitment to homelessness prevention, as well as address the resolution that was passed by County Council respecting the BFF and how this funding could be used to develop a Homelessness Service Centre, with a focus on transitioning individuals out of homelessness.

Comments

Homelessness Needs – By-Name List

The need for emergency shelter is reflected in the growing number of individuals on the County's By-Name List, as shown in Table 3 below. It is important to note that the By-Name List was initiated in July 2022, with implementation taking place in 2023. In addition, only individuals that are willing to be identified as experiencing homelessness are accounted for.

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Table 3: By-Name List and Contributing Factors to Homelessness

Date (as of)	Number of Actively Homeless Individuals	Most Significant Contributing Factors (individuals)	Originating Municipality
February 2024	135	Mental Health – 109 Substance Abuse – 79 Domestic Violence – 28	Woodstock – 93 Tillsonburg – 31 Ingersoll – 5 Norwich – 1 Zorra – 1 Blandford-Blenheim – 1 Other – 2
February 2025	159	Mental Health – 138 Substance Abuse – 115 Domestic Violence – 12	Woodstock – 128 Tillsonburg – 20 Ingersoll – 10 Blandford-Blenheim – 1

The most predominant factors contributing to homelessness include mental health, substance abuse and domestic violence, with the majority of individuals originating from the City of Woodstock. While the Wellness Centre will now provide an opportunity for many of these individuals to seek treatment for mental health and addictions, there is still a need for a stable shelter system to support appropriate referrals, ongoing support before and after treatment, as well as continued support for those that are not able to access treatment or experiencing homelessness due to other contributing factors, or risks, such as age (youth/senior), disabilities, and the presence of dependents (families).

Current Emergency Shelter Services and Identified Barriers

As shown in Table 4, the County's current 24/7 Emergency Shelter system consists of varying locations and hours.

Table 4: Current Emergency Shelter Locations and Hours

Location	Hours	Target Demographic
The Inn – Woodstock Old St. Paul's Church 723 Dundas Street, Woodstock	Overnight 7 days a week 4:00pm to 8:00am	All demographics, with accessibility limitations
College Avenue Church 18/22 Wilson Street, Woodstock	Day Space Monday to Friday 8:00am to 4:00pm	All demographics, with accessibility limitations

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Location	Hours	Target Demographic
CMHA Office 522 Peel Street, Woodstock	Day Space Saturday and Sunday 8:00am to 4:00pm	All demographics, with accessibility limitations
The Inn Out of the Cold – Tillsonburg Avondale United Church 10 Harvey Street, Tillsonburg	Overnight November 1 to May 1 7:00pm to 8:00am	All demographics, with accessibility limitations
DASO	Overnight	Women fleeing domestic violence

While 24/7 services are currently available, the multiple locations and varying hours present challenges in terms of delivering efficient and appropriate support services to those experiencing homelessness. In developing the Strategy, a number of barriers were identified that prevent proper use of the current emergency shelter services that are available, including:

- Space usage limitations related to the function and ownership of the day and overnight shelters in Woodstock, including:
 - Guest storage
 - Pet permissions
 - Congregate bunking
 - Accessibility and inclusion accommodations
 - Duration of stay
- Substance influence
- Consistent and scheduled community partner support on-site

Considering the above, alternative approaches are needed to ensure the homelessness service system effectively provides pathways out of homelessness. This includes addressing barriers that hinder proper access to supports, thereby facilitating the transition of individuals from encampments to emergency shelters and, ultimately, to stable housing.

Current Overnight Emergency Shelter Usage

As shown in Figures 1 and 2, following expansion of the 'The Inn – Woodstock' in March 2023, as well as the addition of the temporary overnight space in Tillsonburg in January 2024, capacity has not been a concern. That said, this is largely the result of the barriers that were identified in the previous section of this report.

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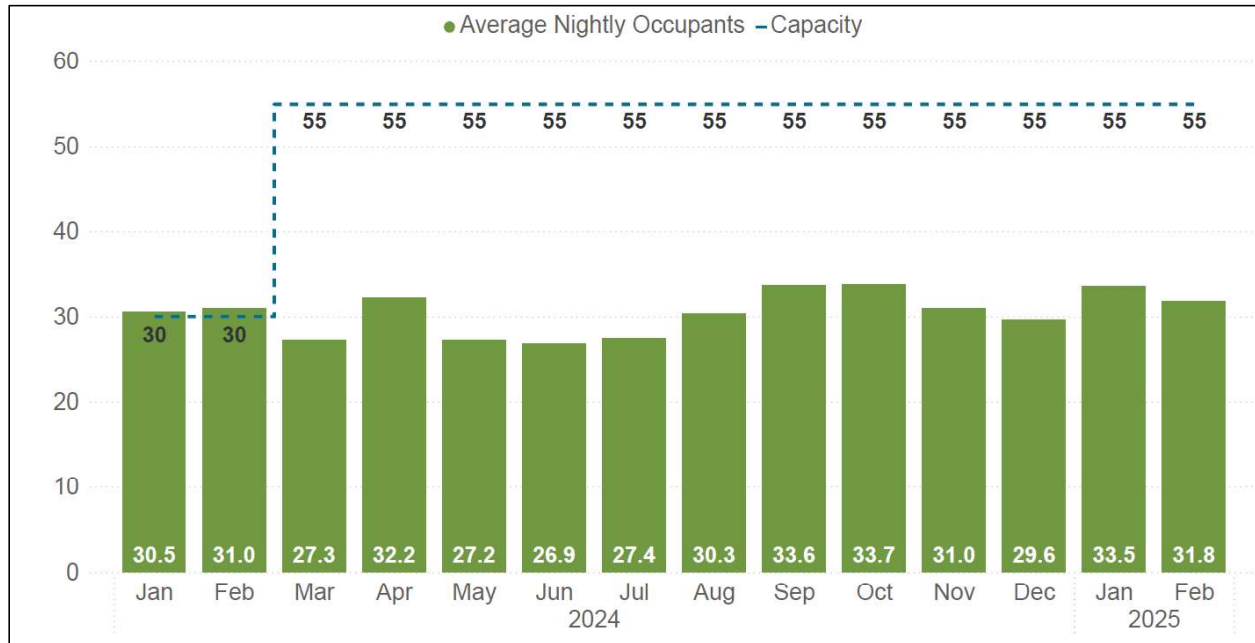


Figure 1: Emergency Shelter Capacity (The Inn – Woodstock)

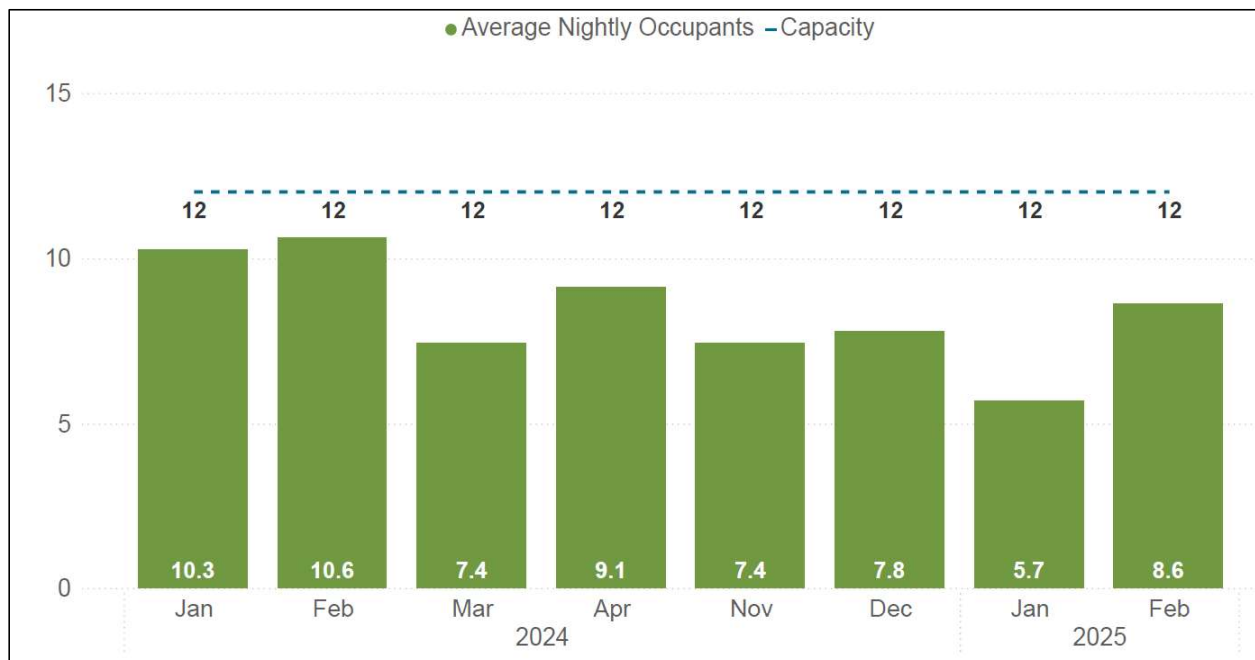


Figure 2: Emergency Shelter Capacity (The Inn – Tillsonburg)

Capacity issues typically result in individuals being turned away from shelter services or temporarily accommodated in motels. While this is the case, motels are not an ideal emergency shelter solution due to inconsistent availability, high costs, and the absence of staffing supports that could help households secure more appropriate, permanent housing. In addition, motels

are typically reserved for individuals who cannot be accommodated by emergency service providers, such as families.

Motel stays are also not contracted services, meaning staff have minimal oversight or input into daily operations. Additionally, motels are not part of Coordinated Access or the broader homelessness system of care, which results in reduced levels of housing stability services.

It should also be noted that a number of individuals are living precariously in encampments, primarily across the urban municipalities. While these encampments are a symptom of many factors, such as the housing crisis, increasing costs of living, inadequate income supports, and other social difficulties such as substance abuse and mental health illness, they are also partly the result of barriers that prevent access and support at emergency shelter locations, as detailed in the following section.

Emergency Shelter Services – Best Practices

Emergency shelter needs continue to grow in complexity, with these centres playing an increasing role as the front door to more permanent housing solutions and supports. As such, a growing number of communities, including St. Thomas, Midland, Sarnia, Waterloo, Cambridge, and London, are moving towards a single-location 24/7 emergency shelter model, with a focus on reducing barriers and providing on-site supports to transition individuals out of homelessness.

A review of best practices reveals that effective shelter systems must focus on pathways out of homelessness, with a housing-first approach that integrates necessary supports. This approach focuses on reducing barriers to access shelter and supports, with a goal of assisting individuals to access appropriate housing options as quickly as possible.

This approach aligns with the 'low-barrier model', which refers to systems with limited sobriety and income requirements, minimal restrictions for entry and stays, as well as access to supports that focus on pathways out of homelessness. These shelter models accommodate individuals regardless of previous non-compliance with housing arrangements or support plans. This approach also addresses factors that may discourage individuals from seeking shelter, such as providing safe storage for personal belongings and ensuring separate accommodations for different demographics (e.g. men and women).

While low-barrier shelters may include limited sobriety requirements, they are not intended to be safe consumption sites. Instead, the emphasis is on providing shelter for individuals who may be under the influence, provided their behavior does not pose a risk to other guests or staff.

In addition to offering 24-hour accommodation, these shelters may provide a reservation system or extended stays for individuals who are accessing appropriate supports focused on pathways out of homelessness. Ensuring easy and immediate access to shelter also requires significant collaboration with outreach and community support partners, both onsite and in the community. Table 5 provides an overview of municipalities that have adopted or are working towards this emergency shelter model.

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Table 5: Emergency Shelter Review

Municipality	Capacity	Hours	Details
St. Thomas	55 individuals	24/7	<ul style="list-style-type: none"> • Focus on reducing barriers • Respite beds with extended stays permitted for access to supports. • Guest Storage • Laundry facilities • Congregate private bunking and restroom facilities (men, women, priority groups, etc.) • Daily on-site support from varying community partners • In-community support from local police (special constables), hospital and outreach team
Midland	21 individuals	24/7	<ul style="list-style-type: none"> • Focus on reducing barriers • Respite beds with extended stays permitted for access to supports. • Guest Storage • Laundry facilities • Congregate private bunking and restroom facilities (men, women, priority groups, etc.) • Daily on-site support from varying community partners • In-community outreach support from community partners
Sarnia	25 individuals	24/7	<ul style="list-style-type: none"> • Focus on reducing barriers • Respite beds with extended stays permitted for access to supports. • Guest Storage • Laundry facilities • Congregate bunking with private rooms for families • Daily on-site support from varying community partners • In-community support from local police (special constables), hospital and outreach team

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Municipality	Capacity	Hours	• Details
Waterloo	Approx. 100 individuals	24/7	<ul style="list-style-type: none"> • Focus on reducing barriers • Respite beds geared to men and couples, single/double room occupancy with extended stays permitted for access to supports. • Guest Storage • Laundry facilities • Daily on-site support from varying community partners • Service restrictions for behaviours. • In-community support from outreach team
Cambridge	Approx. 78 individuals	24/7	<ul style="list-style-type: none"> • Focus on reducing barriers • Respite beds geared to families and singles with extended stays permitted for access to supports. • Individual family units and divided congregate bunking (females and priority groups) • Guest Storage • Laundry facilities • Daily on-site support from varying community partners • In-community support from outreach team
London – Homelessness Hubs (varying locations)	Approx. 30 individuals	24/7	<ul style="list-style-type: none"> • Focus on reducing barriers • Respite and transitional beds. • Guest Storage • Laundry facilities • Daily on-site support from varying community partners • In-community support from local police (special constables), emergency services and outreach team

Homelessness Response Strategy

Lessons Learned

While the final Strategy marks the end of the community-driven process, it is the beginning of a process to implement the actions that have been developed. Before detailing the actions of the Strategy, it is important to provide an overview of the 10 system gaps that were identified (Attachment 1, page 14), based on the feedback that was received through the extensive consultation process, the various data measures and system level mapping. These gaps include:

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1. Lack of Secure Tenure: The rising cost of living is creating more instances of unstable housing, forcing renters into vulnerable situations. This, coupled with a lack of protection for renters against rapid rent increases and unfair evictions, has widened the pathway to homelessness.
2. Inconsistent Access to Services: service navigation and advocacy support is not guaranteed, and success often depends on individual staff capacity. Some services, particularly food programs, are offered on varying schedules, which requires individuals to travel, putting the onus on individuals who are unsheltered to chase supports.
3. Stigma and Discrimination: The stigma faced by individuals experiencing homelessness creates barriers to accessing housing, support services and employment, causing feelings of hopelessness and isolation.
4. Lack of Capacity to Implement Coordinated Access: The Coordinated Access system, including the By-Name List, requires significant capacity and resources to maintain. Current resourcing does not enable the County and community partners to seamlessly coordinate access for individuals experiencing homelessness. There is a need for greater and sustained buy-in and commitment to ensure partners can appropriately connect clients to services.
5. External Pressures Influencing Program Design: community organizations have recently shifted staffing and resources to better navigate the landscape of homelessness supports. Furthermore, a lack of stable and adequate funding often results in a scarcity mindset, which invites program design that restricts access.
6. Lack of Connections and Sharing between Partners: in the current system, individual staff bear the burden of maintaining and building new connections. Thus, practices around By-Name List intake are not widespread through the different partner organizations. Some organizations are better able to connect their clients to housing supports, whereas others without connections to the County or knowledge of the system, struggle to provide the same information.
7. Limited Connections between Healthcare and Homelessness System: limited connection between hospitals, the County and community partners exacerbates points of crisis and leaves individuals without support once they are discharged and ready to re-enter the community. As hospitals are not currently Coordinated Access partners, there is a critical gap in the network of services touchpoints in the community. With the recent announcement of the HART Hub/Wellness Centre, there is an opportunity to improve the connection between healthcare, community partner organizations and emergency shelter providers.
8. Coordinated Access does not Connect to Circle of Care: a lack of transparency has created barriers for frontline staff in partner organizations and disincentivized full participation in the implementation of the By-Name List. The current structure of the system does not allow partners to see who else is supporting their client, and thus, there is an inability to strategically coordinate support services.

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9. **Lack of Capacity to Meet Needs:** The greater complexity of need, without adequate supports, has made it difficult for individuals to find and maintain housing, particularly if individuals have experienced chronic homelessness. Those who have experienced chronic homelessness typically require deeper support. This means wraparound support after being housed, including mental health and addictions support, healthcare, advocacy, and counselling.
10. **Lack of Stable Housing:** despite recent investments, the supply of transitional/supportive and affordable housing is not sufficient to meet the needs of the community. Additionally, the depth of support community providers are able to offer is not sufficient to meet the complexity of needs in the community.

Actions

To provide an appropriate response to homelessness, it is critical that these gaps are addressed. In this respect, the Strategy identifies a total of 49 actions, under main eight goals and 20 accompanying strategies. For Council's information, the goals, strategies and accompanying major actions, are summarized in Table 6, with the fulsome list of actions starting on page 30 of Attachment 1.

Table 6: Homelessness Response Strategy – Overarching Actions

Goals	Total No. of Actions in Strategy	Most Significant Actions
Build System Capacity	9	<ul style="list-style-type: none"> Establish a working group to implement the actions of the strategy, including members from community partners working in the homelessness service system. Create and prioritize opportunities for joint operational funding for coordinated service delivery, particularly to meet high acuity needs. Establish a formal process for assessing and adjusting program rules (through service provider funding agreements) to best reflect the needs of individuals experiencing homelessness in the County.
Streamline Service Navigation	8	<ul style="list-style-type: none"> Implement Homelessness Individuals and Families Information System (HIFIS) to manage the By-Name List and support Coordinated Access, ensuring sufficient County staff capacity and consultation with community partners to ensure successful roll-out. Implement further training and education on the By-Name List, HIFIS and Coordinated Access for all community partners with a focus on emphasizing the benefits of high-quality By-Name Data and ensuring consistent application within and across organizations. Integrate common requirements around the By-Name List and Coordinated access into service provider funding agreements. Increase co-located services, providing increased opportunity for in-person outreach between organizations, while ensuring an appropriate balance of services across municipalities.

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Goals	Total No. of Actions in Strategy	Most Significant Actions
Act Before Crisis	5	<ul style="list-style-type: none"> Review program rules for existing financial assistance programs (e.g. rent supplements) to ensure accessibility and reliability for households in need. Develop and implement an awareness campaign around preventing homelessness, including strategies to maintain housing and potential avenues for support. Create and maintain a 'cheat sheet' of existing programs that can support successful tenancies, including assistance with utility costs and first and last month's rent.
Uphold Tenant Rights	5	<ul style="list-style-type: none"> Utilize staff resources to assist and educate both landlords and tenants, with a focus on providing pathways to mediation support, if needed. Deliver education for landlords, tenants, local law enforcement, and other community members about tenancy agreements, rights and responsibilities, and avenues for support, (e.g., RentSmart). Advocate to the provincial government for more funding to support legal aid and legal support at the Landlord-Tenant Board.
Help People Grow	5	<ul style="list-style-type: none"> Increase access to co-located, community support programs, to provide opportunities for individuals experiencing homelessness to build connections and community, with a focus on transitioning out of homelessness. Expand cross-county outreach to individuals experiencing homelessness, following best practices around assertive and housing-focused engagement, including continued work through the County Outreach Team (including area municipal staff).
Provide Equitable and Stable Access	7	<ul style="list-style-type: none"> Collaborate with the Oxford OHT and Woodstock Hospital (through the proposed HART Hub/Wellness Centre) to ensure coordination with homelessness support services, including integration of client pathways for individuals struggling with mental health and additions, and the transition of individuals into transitional and supportive housing. Increase access to washrooms, showers, and other necessities for individuals experiencing homelessness. Expand existing emergency shelter programs to address gaps and barriers (accommodations for specific demographics, 24/7 single-location programming, greater geographic coverage, limited stays), as well as integration with the proposed HART Hub/Wellness Centre. Review and update policies at emergency shelters and transitional/supportive housing sites to reduce barriers to entry (e.g. identification and residency requirements, lack of designated area for safe use, hours of service, restrictions on family members staying together or visiting). Allocate a portion of annual HPP funding to community partners that are working to transition individuals out of homelessness by providing support services in conjunction with emergency shelter services and working in line with the actions of the Strategy.

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Goals	Total No. of Actions in Strategy	Most Significant Actions
Increase Access to Housing Across the Continuum	6	<ul style="list-style-type: none"> • Transform emergency shelters to a housing-focused approach, building in community consultation, the use of best practices, and a focus on co-located support services. • Assign resources to enhance landlord engagement, including relationship-building to build a network of landlords that will provide non-discriminatory, safe, and affordable housing, with a focus on providing rent supplements. • Continue to work in support of the Master Housing Strategy, with a focus on increasing the supply of various housing options, including supportive, transitional and affordable.
Support Lasting Housing Stability	4	<ul style="list-style-type: none"> • Reassemble resources to develop/expand a Housing Support and Stability team that will provide support in specific residential buildings and co-located support hubs (i.e. emergency shelters) comprised of multiple service providers, including mental health and addictions services, community health support, case management, and employment services. • Develop a life skills program for individuals that have recently been rehoused outside of County owned housing.

These actions have been used to inform the recommendations of this report, as well as the proposed next steps detailed in the following sections.

Proposed Next Steps

1. Homelessness Support Centre

As previously noted, current emergency shelter services are provided at various locations, with varying hours. As a result, guests are required to relocate at multiple times of the day, leaving minimal ability to provide adequate and stable supports to ensure individuals can appropriately transition out of homelessness.

Based on best practices, it appears that many municipalities are working towards a housing-focused emergency shelter model, with appropriate on-site support services and a focus on reducing barriers. This model focuses on providing equitable stays for individuals that are experiencing homelessness, with separate areas for women, men, families and other demographics, as well as the ability to extend stays for limited periods, provided individuals are accessing on-site supports. While this model is often referred to as 'low-barrier', it does not mean 'no-barriers'. Municipalities and Service Providers still have the ability to set reasonable restrictions, particularly with respect to substance abuse.

In the County's context, and in line with the actions of the Strategy, there is a need to acquire a more stable shelter location, to which a secure and efficient support system can be developed. This includes consideration for a new location to which the County can have greater influence over both physical and operational changes to ensure services are meeting the needs of those experiencing homelessness. For example, under the current arrangement with the County's

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primary emergency shelter provider, the County is not party to the existing leases for each of the three separate locations. This not only creates difficulties in terms of long-term planning, but it also creates instability in the system and limits the ability to reduce barriers that prevent individuals from accessing services (i.e. individuals from encampment).

The physical limitations of the current arrangement also reduce the ability for ongoing on-site support services from community partner agencies. While there is currently dedicated office space at the day space, there is limited availability at the overnight and weekend shelters. In addition, community partners have varying office hours, with many being inconsistent, which creates a gap in support. In this respect, there is a need to move towards a more stable emergency shelter location to ensure an effective system of support, and advancement of a housing-focused emergency shelter system.

To support this action item, staff are proposing to develop an Ad Hoc Committee of Council to ensure an efficient and fulsome review process, as well as coordination with Area Municipal partners, prior to recommending next steps to Council.

HART Hub/Wellness Centre Connection


While the proposed HART Hub/Wellness Centre is expected to be a significant component of the homelessness support system, it is important to note that it will not capture the full extent of the support that is necessary for those experiencing homelessness. The HART Hub and Wellness Centre are considered to be different components of the system, defined as follows:

- HART Hub: the Hart Hub refers to the system of care that is available to support individuals that are experiencing homelessness with accessing mental health and addictions support through the Wellness Centre. The HART Hub primarily refers to the group of community partners that are currently working in the homelessness system, that could facilitate both referrals into the Wellness Center, as well as ongoing support following the exit of an individual experiencing homelessness. While many of these system components are already in place, there is a need to better co-locate and align services to facilitate a clear pathway of care and support.
- Wellness Centre: refers to the mental health and addiction recovery centre that is proposed to be located at 16 Graham Street, Woodstock. This component will be primarily operated by the Woodstock Hospital and is considered the 'medical' component of the system. The Wellness Centre will be available to the broader community, not just individuals experiencing homelessness. This Centre will provide the following services:
 - Withdrawal (10 beds) and Stability/Recovery (40 beds) Support - primary and psychiatric care, mental health and addictions services, including counseling, brief therapy, assertive community treatment, addiction treatment, Mental Health Emergency and Response Team crisis services, Rapid Access Addictions Medicine, and withdrawal management.
 - Transitional Housing (10 beds) – with mental health and addictions support, housing stability/eviction prevention, and housing case management support.


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To better understand the various components of an individual's journey through the homelessness system, including connections to the Hart Hub and Wellness Centre, staff worked with the OHT and Woodstock Hospital to develop client journey map that is provided in Table 7 below.


Table 7: Homelessness Support Journey (including the Proposed HART Hub/Wellness Centre)

Component	Steps in Journey	Details	Stakeholders
HART Hub (Emergency Shelter and Community Support Partners) 	Step 1: Initial HART Hub Visit	An individual experiencing homelessness visits any HART hub (Community) partner (i.e. County Human Services, Emergency Shelter, Hospital, CMHA, MHOB, OCCHC etc.) and is screened to identify needs.	<ul style="list-style-type: none"> • County • Community Partners • System Navigators (HART Funded)
	Step 2: Assessment and Referrals	<p>Based on outcome of assessment tool, HART hub (Community) partner directs the individual to the appropriate support services.</p> <p>This may include a referral to other support agencies, or a transfer to the emergency shelter to ensure continued access to on-site supports.</p> <p>If individuals require access to the Wellness Centre, HART Hub (Community) partners can assist with the intake process.</p>	

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Component	Steps in Journey	Details	Stakeholders
Wellness Centre 	Step 3: Withdrawal Support	If admitted to the Wellness centre, individuals will access withdrawal management beds (10 total), with ongoing support services, including primary care, substance use treatment planning, addiction medicine. This step is expected to take 7 to 10 days.	<ul style="list-style-type: none"> • Woodstock Hospital
	Step 4: Stability and Recovery	Individuals 'graduate' into stability and recovery beds based on their identified goals (40 beds total). This step is expected to take up to 3 months.	<ul style="list-style-type: none"> • Woodstock Hospital
	Step 5: Referral to Transitional Housing	<p>Following completion of stability and recovery, individuals are eligible to continue treatment in sober living transitional housing for a period of 3 to 6 months. This step includes extensive support services through community support partners that are funded through the HART Hub.</p> <p>Individuals are required to be on the By-Name List to access these sober transitional beds. Supports will be provided based on the individual's level of acuity and identified goals.</p> <p>This step refers to the proposed 10 transitional beds at the County's community housing site located at 82 Finkle Street, Woodstock, as well as other transitional housing locations in the County as they become available.</p>	<ul style="list-style-type: none"> • Woodstock Hospital • County • Community Partners

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Component	Steps in Journey	Details	Stakeholders
HART Hub 	Step 6: Referral to Supportive Housing	<p>Following a successful duration in the sober transitional housing beds, clients 'graduate' into supportive housing for a period up to 12 months. This step also includes support services via community partner agencies that are funded through the HART Hub. The supports provided at this step are not as intensive.</p> <p>This step also refers to the proposed 10 supportive beds at the County's community housing site located at 82 Finkle Street, Woodstock, as well as other supportive housing locations in the County as they become available. Acuity and client goals will be used to determine appropriate placement.</p>	<ul style="list-style-type: none"> • County • Community Partners
Existing System of Support	Step 6: Permanent Housing	<p>Following a successful stay in supportive housing, tenants are expected to transition into more permanent housing, such as affordable housing or market rental housing with rent supplement support.</p>	<ul style="list-style-type: none"> • County • Community Partners

If an individual that is experiencing homelessness is not able to access the Wellness Centre due to a waitlist, or other factors, they will remain in the homelessness system, with a potential referral back to the emergency shelter for continued assessment and support until a space is available at the Wellness Centre. While the HART Hub component refers to the system of care that is available to support individuals that are experiencing homelessness with access into the Wellness Centre, the current function of this component of the system is not consistent, with many partners working in silos across different locations. In light of this, the HART Hub/Wellness Centre presents a greater need to co-locate support services, so individuals that are experiencing homelessness may continue to be assessed and supported by a variety of community support partners, while awaiting access to the Wellness Centre.

Overall, there is a greater need to improve the pathway through the entire system of care for those experiencing homelessness, including providing a location that would facilitate the co-location of community support partners that could be part of the HART Hub, which would then lead into the Wellness Centre, as well as the homelessness support system.

2. Continued Focus on Transitional and Supportive Housing

As part of the 2024 Human Services Business Plan and Budget, Council approved New Initiative (NI) 2024-10 – Homelessness Response Strategy, allocating up to \$2.6 million in both development and operating funding (\$2.1 million for development and \$500,000 for base

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operating) to support the creation of supportive/transitional housing for individuals on the County's By-Name List (BNL). Through Report HS 2024-08, these funds were designated to support the development of three transitional housing projects: two in the Town of Ingersoll and one in the City of Woodstock.

This type of housing is essential to support the transition of individuals who are experiencing or at risk of homelessness to more permanent housing options. It provides structure, support, supervision, life skills, and, in some cases, education and training. The first step toward housing stability is helping individuals obtain and maintain a home that addresses their unique needs. To continue supporting transitions and pathways out of homelessness, additional supportive and transitional housing is needed for varying levels of acuity.

The Strategy details significant action in the areas of supportive and transitional housing, including the need for greater wrap-around supports across the housing continuum. Furthermore, with the introduction of the HART Hub/Wellness Centre, additional transitional and supportive housing is needed for Steps 5 and 6 of an individual's journey through the system of care. To facilitate the transition of individuals from the Wellness Centre and provide an additional level of transitional and supportive housing for those experiencing homelessness, staff recommend transitioning up to 20 units at the County-owned community housing project located at 82 Finkle Street, Woodstock. These units would be converted through a phased approach, following the relocation of the existing tenants into appropriate accommodations. Overall, this model will provide a clear pathway from the emergency shelter and Wellness Centre and subsequent permanent housing, which supports the overall goal of the Strategy.

This proposal will be facilitated via funding and support services through the HART Hub/Wellness Centre. At this time, the Ministry of Health has approved annual funding in the amount of \$1.3 million, for a period of three years, to cover wraparound support services from community partner organizations, security, and ongoing maintenance costs. While the funding had not been formally confirmed at the time of drafting this report, this partnership will need to be formalized before proceeding with this project. In addition, as the funding has only been committed for a period of 3 years, staff will work with the OHT and Woodstock Hospital to develop a stability/exit plan in the event that funding is not extended beyond the first term. After reviewing the condition of the existing building, it was further determined that minimal renovations are necessary to update the units and create an on-site office for support services staff. These minor changes can be accomplished utilizing the existing approved budget that is in place for this site.

3. HPP Funding – Supports

The HPP is a provincially funded program that supports Service Managers to provide affordable housing and support services for individuals at risk of or experiencing homelessness. HPP is intended to be flexible, so Service Managers can allocate funding to where it will have the greatest impact on reducing and preventing homelessness.

The County's HPP allocation for 2024-2025 was \$2,922,000, with the majority provided to support the emergency shelter system and supportive housing. The remaining funds were allocated to community outreach and support services, with funding disbursed on a per project basis throughout the funding year.

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While the per project methods has been used in the past, in light of the changing needs of those experiencing homelessness, there is a need to focus funding to those community partners that are directly working to transition individuals out of homelessness. As such, staff are proposing to allocate a portion of the planned 2025-2026 HPP allocation (which is currently expected to be \$2,922,000), for the purpose of issuing a call for applications, specifically aimed at community partners that provide supports and outreach for those experiencing homelessness. This approach will ensure the proposed Homelessness Support Centre is adequately resourced, to support individuals on pathways out of homelessness. This will also ensure the County is able to oversee support services to ensure a consistent approach.

It should be noted that the funding and supports provided through the HART Hub/Wellness Centre will be monitored to ensure no further duplication of services, and potential resource efficiencies, if possible.

4. HIFIS Implementation

HIFIS was developed by the federal government for the purpose of supporting the day-to-day operations of service providers working in the homelessness service system. As a comprehensive data collection and case management system, HIFIS enables participating service providers to access, collect, and share real-time homelessness data. This ensures individuals and families accessing services are prioritized and referred to the appropriate resources at the right time.

Overall, HIFIS supports communities by allowing multiple service providers to access real-time data and refer clients to services, as needed. This tool is critical for ensuring a collaborative approach to homelessness service delivery, enabling partners to coordinate case management and service tracking within one system. This benefits both clients and service providers delivering support. Overall, the implementation of HIFIS will significantly improve collaboration and information sharing between service providers, ensuring better use of Coordinated Access.

Given the significant technological requirements of implementing this program, the City of London has offered to serve as the regional service manager for HIFIS. Staff have been in discussions with City of London staff and will work on an implementation plan for the rollout in late 2025.

5. Working Group and Coordinated Access

As the Strategy includes a variety of action items involving multiple partner organizations, it is recommended that a group of community partners be established to ensure both short- and long-term implementation. Overall, the working group will ensure a collaborative approach to addressing homelessness while fostering continued buy-in from community partners.

The Strategy also identifies a gap with respect to the use of Coordinated Access, which enables community partners to match individuals experiencing homelessness to housing and supports that meet their unique needs. It aims to connect the various partners working in the homelessness service system and centralize efforts to coordinate services. The By-Name List is a feature of Coordinated Access and works to collect the information required about individuals' unique situations and needs. Together, they are vital systems of service delivery that drive the response to homelessness.

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As this group will include community partner agencies that are already connected to Coordinated Access, staff are also proposing to utilize this group's expertise to strengthen the use of Coordinated Access, to foster buy-in and promote fulsome support for those experiencing homelessness. This group can also assist to ensure HIFIS is fully implemented.

6. Rent Supplement Program

Due to increasing rental prices, it has become progressively difficult to maintain a supply of private units to accommodate individuals on the Centralized Waitlist, even with the support of a rent supplement. As landlords can charge higher rental rates, rent supplements have needed to increase significantly to bridge the gap between what an individual can afford, and what the market dictates. While the County has successfully provided several rent supplements, in most cases, the rental accommodation is either pursued by the client or provided by an existing non-profit.

Despite these efforts, there is an increasing need to seek additional private rental units to expand housing options. To address this, staff propose an expansion to the existing rent supplement program by introducing an application process for landlords seeking to offer units to individuals on the Centralized Waitlist. Rental units with excessively high rents or those offering luxury accommodations and amenities will not be considered. Before an application is approved, each unit will be inspected, and the rent will be negotiated. Once the application is approved, the landlord will enter into a Rent Supplement Agreement with the County.

Individuals receiving a rent supplement will pay the landlord based on the rent that would be payable for a rent-geared-to-income unit, with the County covering the difference to meet the full market rent charged by the landlord. The landlord will collect the rent, maintain the property, and provide the same services and repairs as they would for all other tenants in the building.

Funds from the existing rent supplement budget will continue to be utilized and leveraged in support the expanded program. Any future funding requests will be brought before Council during the annual business and budget planning process.

7. Resources and Assistance for Tenants and Landlords

The Strategy identifies a lack of secure tenure as a gap in the homelessness service system. While this gap is the result of larger economic changes, it does signify a need to ensure tenants and landlords are adequately supported in these challenging times, particularly with respect to the Landlord and Tenant Board, lease execution, and connections with other support services to assist individuals facing eviction.

This assistance would primarily be tied to the County's housing stock, Housing Provider portfolios, and affordable housing projects, as well as rent supplement units, but will be made available on the County's website for greater use by community partners, the public and those accessing other programs (i.e. My Second Unit). Communication and education are critical in addressing these gaps.

CONCLUSIONS

Addressing homelessness requires a comprehensive, coordinated, and compassionate approach. The Homelessness Response Strategy proposes a multi-faceted response that focuses on improving the current service system to foster more successful and supported transitions out of homelessness. By continuing to invest in transitional and supportive housing, strengthening community partnerships, and continuing to support pathways from encampments to permanent housing, with access to mental health and additional services, we can create a more inclusive and supportive environment for individuals experiencing homelessness.

Sustained collaboration between various levels of government and community partners is crucial to the success of this Strategy. Working together to address the recommendations of this report and the actions of the Strategy will ensure the implementation of effective and appropriate actions to respond to homelessness.

SIGNATURES

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ATTACHMENT

Attachment 1 Oxford County Homelessness Response Strategy, March 26, 2025









Homelessness Response Strategy

Final Audit Report

2025-03-19

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Oxford County Homelessness Response Strategy

Preventing and Reducing Homelessness in Oxford

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Acknowledgements

This Homelessness Response Strategy is the result of a collaborative effort between the County of Oxford, SHS Inc., community support agencies working in the housing and homelessness system, program funders, and individuals with lived experience of homelessness and housing precarity.

We appreciate the contributions of all participants, including the time and energy committed to ensure this Strategy reflects the needs and perspectives of the community.

Part 1

Introduction

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Toward a Homelessness
Response Strategy for Oxford

Toward a Homelessness Response Strategy for Oxford

Background

Oxford County is home to over 130,000 people in three urban and five rural municipalities. Like many other regions across Canada, the County has seen a sharp increase in homelessness and housing precarity due to the shortage of affordable and appropriate housing and the increasing cost of living.

This Homelessness Response Strategy outlines a plan to respond to the growing unsheltered and hidden homelessness across the County.

As homelessness continues to grow in prevalence and complexity, the County and partners in the community have shifted and adapted to assist in meeting the needs of those experiencing homelessness.

This collective effort has become the backdrop of this Strategy, prompting the development of a whole-of-community response, as partners across the system.

Building on Oxford's Housing and Homelessness Plan

This Strategy has been developed in collaboration with the community to support Goal 1 of the County's Housing for All: Housing and Homelessness Plan, which is to **reduce homelessness through prevention**.

Reading this Strategy

This Strategy provides insight into the gaps and challenges that exist in the current system of homelessness supports and identifies actions to improve and actively address the identified gaps across the system. The document includes three parts:

Part 1 provides an overview of the approach taken to co-develop the Strategy with a range of representatives and participants in Oxford.

Part 2 explains the current reality of supports in Oxford, the policy and regulatory context, the detailed gaps and challenges, a case for action, and the opportunity at hand.

Part 3 offers a plan to guide the response to homelessness, including pillars (4), goals (8), strategies (20), and associated actions (49). Each goal contains the following:

- Desired outcomes that can be used to guide measurement and evaluation;
- Strategies to achieve the goal;
- Specific actions for each strategy.

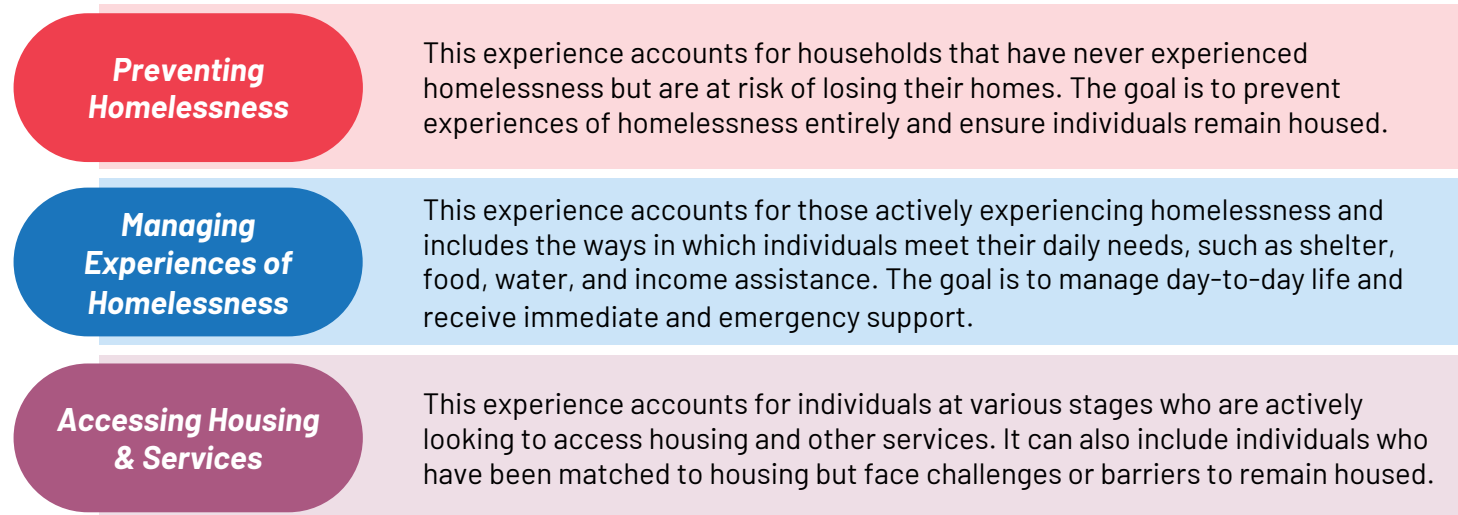
Toward a Homelessness Response Strategy for Oxford

A Human-Centred Strategic Framework

This Strategy was developed with lived experience at its core, ensuring a deeper understanding of the challenges faced. This approach informed the framing of this document around three key touchpoints in the homelessness system: **when individuals are at risk of becoming homeless, when they are actively experiencing homelessness, and when they are seeking housing and support to achieve stability.**

While this framing does not fully capture everyone's journey—people's experiences can vary significantly—it offers a framework for developing a strategic response considering diverse needs and goals.

These experiences are the primary lenses used throughout the Strategy to describe the current reality and articulate a future strategy for Oxford County.



Peeling Back the Layers

There are multiple layers of processes, patterns, and personal complexities that present barriers to designing an effective homelessness response. We can navigate this better by looking at the homelessness-serving system through three different layers:

- 1. Lived experience:** the stories of individuals experiencing homelessness in Oxford – their goals, priorities, challenges, and ideas.
- 2. Service providers:** the experiences of organizations (and their staff) who provide a variety of support to the individuals who need them most – their goals, frustrations, and ways of working.
- 3. System:** the tools, infrastructure, connections, and structure that hold all the supports together and how services and programs connect with each other.

These three layers help ensure that the Strategy is effective at different levels and is designed for success.

Methodology

Approach

To build broad buy-in and shared accountability, this Strategy was co-created with individuals experiencing homelessness, local service providers, and other actors in the housing and homelessness service systems. The goal of this approach was to co-create a Strategy that addresses the needs and concerns of those most greatly impacted. The work was undertaken in three phases:

Phase 1: Discovery

Understand the current state of homelessness supports through:

- Reviewing existing policy
- Collecting community data (By-Name List data, system capacity)
- Conducting surveys and interviews (with providers and lived experts)

Phase 2: Connecting the Dots

Build a collective picture of the gaps and opportunities through:

- Hosting a community co-design workshop
- Analysing real-time data from Oxford's By-name list

Phase 3: Generating Solutions

Craft recommendations specific to Oxford through:

- Hosting a second community workshop to generate solutions
- Seeking feedback from others in the community and Council

Research Questions

The Strategy development process focused on answering the following core research questions:

- **How do individuals in Oxford currently experience homelessness? What challenges do they face?**
- **What services are available in the community? Are these services sufficient to meet the needs of the community?**
- **How do service providers and programs currently connect with each other to deliver services to community members?**
- **How can the system improve to provide services and connect individuals to housing more effectively?**

Mixed Methods Approach

A mixed-methods approach was used to review the homelessness system and answer the research questions. The quantitative data work included a review of housing needs, the By-Name List, and the cost of inaction. In contrast, the qualitative review included extensive community engagement to better understand the implications of the data for individuals' day-to-day experiences.

The process engaged lived experts and over 25 organizations currently providing services in the County, including:

- Emergency shelter providers
- Transitional and supportive housing organizations
- Support agencies
- Food support organizations
- Youth-serving organizations
- Healthcare institutions
- Local municipal representatives

Part 2

Our Current Reality in Oxford

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The Homelessness-Serving System in Oxford

The Policy Context

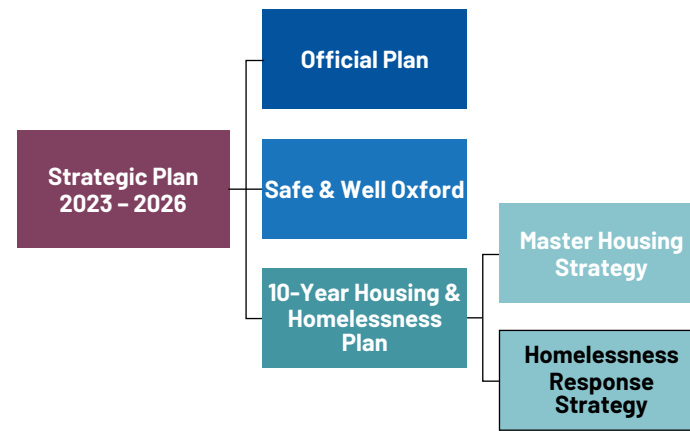
This Strategy supports the County in playing a key role in addressing the challenges related to experiences of homelessness.

The County's role in establishing this action plan should be consistent with existing policy frameworks. This section provides an overview of the key government players impacting the homelessness-serving system and their respective roles.

Oxford County

The County of Oxford, as the Consolidated Municipal Service Manager, is responsible for delivering community and social services throughout the Municipality. As part of its mandate, Oxford County Human Services administers and delivers various shelter programs, including social housing, new affordable housing, rent and bridge supplement programs, housing allowances, funding for emergency shelters, domiciliary housing, and other homelessness prevention programs.

This Homelessness Response Strategy sits within the context of Oxford's 10-Year Housing and Homelessness Plan, as illustrated below.



Recurring Themes Around Homelessness Prevention in Oxford

The following principles are commonly referenced across Oxford County's policy landscape and provide relevant insight into priorities and strengths within the County.

Shelter as a Priority. Addressing shelter needs, including the provision of affordable housing options and addressing and preventing homelessness, is a key priority.

Integrated Service Delivery. Oxford County places great emphasis on its integrated service delivery model, which strives for a one client, one file approach.

Coordination and Collaboration. Recognizing the importance of the County's partners in providing housing and support services, local plans and strategies frequently call for coordination and collaboration.

Monitoring and Data Collection. Documents emphasize the need for quality data collection, monitoring, and analytics, to ensure evidence-based policy and service delivery, along with the use and exchange of best practices.

Populations in Need. The documents highlight the importance of ensuring that the needs of vulnerable target populations are being met.

The Policy Context

Federal Government

The federal government influences homelessness services and prevention as a **legislator**, through the development of overarching policies, and as a **funder**.

The **National Housing Strategy Act, 2019**, sets out the federal government's housing policy and recognizes housing as a human right.

The federal government primarily influences housing and homelessness services through the related **National Housing Strategy (NHS)** and its associated programs and initiatives. Much of the NHS is focused on shaping housing supply, with its primary contribution to preventing and addressing homelessness being funding programs.

Reaching Home is the primary source of federal funding to address homelessness, and is designed for urban, Indigenous, rural and remote communities to address local needs. **Oxford County is not currently a recipient of Reaching Home funding.** Other programs include a Veteran Homelessness Program, and proposed funding for community action plans to address encampments.

Provincial Government

The provincial government similarly influences homelessness services and prevention as a **legislator**, through the development of overarching policies, and as a **funder**.

Ontario guides the administration of community housing and the planning and implementation of local homelessness services through the **Housing Services Act, 2011**. Through this Act, and related regulations, the province defines the roles of Service Managers, like the County of Oxford – for example, requiring the implementation of the By-Name List. The province further shapes housing and homelessness programs through **regular strategies** and associated legislative and funding updates.

The **Homelessness Prevention Program (HPP)** is an important funding program that supports Service Managers in providing emergency shelter, supportive/transitional housing and support services for those experiencing or at risk of homelessness. Oxford County receives funding under this program, with the majority allocated to community partners working in the homelessness system. While other funding programs focus more on community housing, some include programs that can address homelessness, such as rental assistance.

Setting up our County for Success

Administration and delivery of housing and homelessness services is directed locally by the County of Oxford as Service Manager, with funding support and legislative guidance provided by higher levels of government. As part of its mandate, Human Services plans, administers and delivers a variety of services, including providing and maintaining community housing, and developing and delivering programs and services that prevent and respond to homelessness, among others. While the County delivers some programming internally, they also **rely heavily on community partners** to deliver services to the community. The County also **collaborates with local area municipalities**, who deliver community services and enforce local by-laws, all which impact experiences of housing and homelessness.

As such, while the County of Oxford has significant capacity to shape and implement housing and homelessness programs, **key components of enabling a strong homelessness serving system include advocacy and communication with higher levels of government and coordination and collaboration with community partners and area municipalities.** The strategy recognizes the County's unique strengths alongside its connections to other stakeholders and systems.

Working to Deliver Homelessness Services in Oxford

Various service delivery systems, service providers, data and information sources, and processes currently exist in the County to deliver homelessness services to individuals at risk of or experiencing homelessness. This section provides a high-level overview of the system as it exists today.

System of Supports

The current system of supports for those experiencing homelessness is centred around three core components. Appendix 1 describes the services provided in more detail.

Collective Effort towards a Shared Goal

There is widespread recognition that a response to homelessness requires a collective effort and a shared vision for success.

While service providers are working hard to achieve their objectives, they also recognize the collaboration that is necessary to reduce homelessness in Oxford. As a result, service providers have designed and implemented aligned programs that better meet their clients’ needs, providing several examples of valuable connections in the system.

	Component	Description	System Connections	Oxford Examples	Goal
①	Stabilizing supports	Stabilizing supports can serve the goal of preventing homelessness. They provide specialized resources, tools, and expertise based on an Individual’s unique circumstances. These supports also play a role in ensuring housing and well-being can successfully be maintained after experiencing homelessness.	Connections to these supports are often dependent on the individual . There is limited intentional integration between these supports and emergency supports.	<ul style="list-style-type: none">• Ontario Works• Elgin-Oxford Legal Clinic• Salvation Army Woodstock’s Food Bank program• Wellkin’s School Community Intervention Program	<i>Preventing Homelessness</i>
②	Emergency supports	Emergency supports provide day-to-day support for basic needs (health, shelter, food). While these supports are not limited to individuals experiencing homelessness, they are often critical to support managing a loss of housing.	These supports tend to have the strongest connections in terms of service planning and delivery .	<ul style="list-style-type: none">• The Inn and Day Space• DASO Shelter• Mobile Health Outreach Bus• Rapid Access to Addiction Medicine (RAAM) Clinic	<i>Managing Experiences of Homelessness</i>
③	Housing	Housing supports , including housing stability services and transitional, supportive, and affordable rental housing, are limited, and access can be challenging.	Given the nature of the individuals they serve, supportive and transitional housing providers tend to be the most connected to service providers in the system.	<ul style="list-style-type: none">• Indwell – Blossom Park• Oxford County Community Health Centre’s Housing Stability program• Transitional Housing	<i>Accessing Housing and Services</i>

Working to Deliver Homelessness Services in Oxford

Coordinating Service Delivery

Several systems and strategies are currently in place in Oxford to promote coordinated service delivery of homelessness supports. These include Coordinated Access, co-located programs, co-delivered services, and referral pathways.

Coordinated Access

Coordinated Access enables service providers to match individuals experiencing homelessness to housing and supports that match their unique needs. It aims to connect the discrete organizations operating in the region and centralize efforts to coordinate services.

The By-Name List is a feature of Coordinated Access and works to collect the information required about individuals' unique situations and needs. Together, they are vital systems of service delivery that drive the response to homelessness.

Co-Located Programs

Co-locating programs involves service providers working in the same physical space. This allows for trust and relationship building, knowledge sharing, and easier referrals. The Livingstone Centre in Tillsonburg and nurse practitioner visits to the Day Space are successful examples of co-location enhancing service outcomes.

Co-Delivery of Services

Multiple service providers working together to deliver a service can demonstrate deep collaboration. Examples include the Mobile Health Outreach Bus and the Mental Health Engagement and Response Team (MHEART) program.

Referral Pathways

Many service providers currently rely on referral pathways to assist clients with their needs. Common examples include referrals from primary care to CMHA's counselling program or the Oxford County Community Health Centre's Housing Stability program.

Data and Information

A key component of a system that supports seamless coordination is the collection and strategic use of data and information. This section provides an overview of the data tools used in the response to homelessness.

By-Name-List

The By-Name List is a **real-time list of individuals experiencing homelessness** within a service manager area. The By-Name List is intended to:

- help to **understand patterns of homelessness**;
- **connect individuals experiencing homelessness** to services and supports;
- **improve access and reduce barriers** to supports; and
- **monitor progress** related to homelessness prevention.

Homeless Individuals and Families Information System (HIFIS)

HIFIS is a data and case management tool that allows service providers to access the By-Name List data and provide real-time updates. While Oxford does not currently use this system, it is a valuable tool used by other communities.

Challenges and Gaps in Oxford's Homelessness Supports

A Range of Challenges

The homelessness-serving system in Oxford includes services, programs, and supports aimed at **preventing homelessness**, **managing experiences of homelessness**, and **accessing housing and services**. Service delivery is not always seamless—challenges and gaps exist, presenting challenges for individuals facing housing precarity and experiencing homelessness, as well as for organizations providing supports, and the overall function of the entire system.

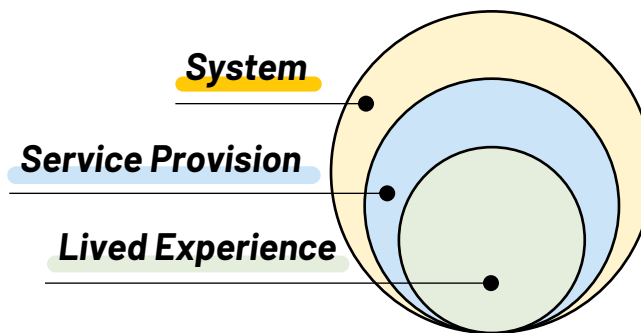
This section provides a **snapshot of the need** in Oxford and a suite of **ten gaps** in the current system.

Mapping Needs and Gaps across the System

The needs and gaps in this section are described through three system layers:

- **Lived experience gaps**
- **Service provider gaps**
- **System gaps**

The research and engagement process revealed that challenges faced by individuals experiencing homelessness are most often a result of the challenges faced by service providers and the way the system is currently working or designed. While interconnected, each system layer provides a unique lens of experience and helps build a holistic understanding of where challenges currently exist, how they are experienced, and how they might be improved.



Lived Experience

Challenges and gaps for those living unsheltered or facing housing precarity:

- **Gap 1:** Lack of secure tenure
- **Gap 2:** Inconsistent access to services
- **Gap 3:** Stigma and discrimination

Service Provision

Challenges and gaps for organizations providing supports:

- **Gap 4:** Lack of dedicated capacity to implement coordinated access systems
- **Gap 5:** External pressures influencing program design
- **Gap 6:** Lack of codified connections and knowledge sharing between partners
- **Gap 7:** Limited connections between healthcare and broader homelessness system

System

Challenges and gaps in how the system works as a whole:

- **Gap 8:** Coordinated Access unable to connect the circle of care
- **Gap 9:** Lack of system capacity to meet high need
- **Gap 10:** Lack of stable and affordable housing

A Snapshot of the Need in Oxford

Experiences of Homelessness

As of January 2025, there were **166 people known to be experiencing active homelessness**, based on the By-Name List (BNL). Of these individuals:

- **67%** were experiencing **chronic homelessness**
- **66%** had a diagnosed **mental illness**, and **88%** were experiencing a **mental health concern**;
- **69%** were experiencing a substance use concern;
- **9%** were identified as experiencing **domestic violence**;
- **11%** were **Indigenous**; and
- **8%** were **youth**.

In the **four-month period** between October 2024 and January 2025:

- **106 individuals were added** to the BNL, the majority of which were returning from inactive (37%) or newly identified (59%);
- **24 individuals were housed**; and
- **54 individuals were moved to inactive**.

Since the implementation of the BNL, **95 individuals have been housed**.

Accessing Supports

Of those on the By-Name List, most are connected to the service delivery systems named in the previous section. Emergency services are often the easiest to access, with housing and stabilizing supports requiring more effort.

Emergency shelter use

There were approximately **34 guests per night in shelter** since the beginning of 2024, compared to 26 over the course of 2023.

- An additional 25 shelter beds were added in March 2024.

Residents spent approximately **26 days in shelter over the first three months of 2024**, compared to 35 over the course of 2023.

Entry points to housing and stabilizing supports

Outreach supports are a key entry point for individuals experiencing homelessness to access other supports they might need (e.g. counselling, income support, housing help), especially if they are unable to access shelters.

The Day Space in Woodstock is another important connection point in the community for those seeking support. Staff from other organizations are often present on-site or connected to Day Space staff to better support individuals.

Lived Experience**Gap 1: Lack of secure tenure****Insecure tenure and forced evictions**

The increasing cost of living is leading to more cases of unstable and expensive housing, putting renters in precarious situations. This, coupled with a lack of protection for renters against rapid rent increases and unfair evictions, has widened the pathway to homelessness in the community.

A lack of affordable housing options across the County has exacerbated tenants' **vulnerability to eviction**, especially at the whims of market forces, landlords, and other external factors.

It has also led to the growth of **non-traditional housing situations** (e.g., room rentals, and rooming houses) that are not protected by the Residential Tenancies Act. This leaves tenants vulnerable to landlords and in situations where they must accept substandard housing or precarious leases.

Lack of accountability

There is a lack of accountability for those executing evictions without proper cause.

While there are existing services to help those facing evictions through the Elgin-Oxford Legal Clinic and Oxford County Community Health Centre, the Landlord-Tenant Board cannot **meet the current need** or provide decisions in a timely manner.

There is also a lack of data on evictions in the region, as they often occur informally and without being escalated to the Landlord-Tenant Board.

Low awareness of tenant rights

There is a widespread lack of awareness of tenant and housing rights in Oxford.

When faced with evictions, households often do not know **what is permitted by law or where to turn for help**. Individuals in non-traditional tenure situations often do not have proper leases governed by the Residential Tenancies Act and feel they have no avenues to assert their rights.

Programs like the Oxford Tenant Support Network exist to provide these avenues, but there is low awareness of this support.

Lived Experience**Gap 2: Inconsistent access to services****Lack of consistent service**

The system of available supports can be quite complex, and assistance is required to know which supports are appropriate, and how to be connected to them. That said, service navigation and advocacy **support is not always guaranteed, and success can depend on the staff person's capacity at the time.**

Community members have also observed different services shutting down despite need, triggering a **fear of losing services individuals rely on.** A pattern of services shutting down, moving, or reducing capacity, builds an environment of instability, leading to a lack of awareness and confidence in the services that are available.

Experiencing access to inconsistent service can mean individuals often feel like **they are not being heard and are just being pushed around from service to service.**

Barriers to accessing services

There is a **reported lack of services available outside of Woodstock**, creating inconsistent access to services. This means individuals often must leave their communities to meet their needs, like housing, healthcare, and addictions treatment.

Program requirements, such as proof of residency (when individuals may have no fixed address) and identity documents (when individuals are vulnerable to theft or loss of items), all create barriers to accessing lifesaving services.

Individuals need to chase services

Certain services in Oxford, particularly food programs, are available only once or twice a week. This requires individuals to remember the schedule and travel to access them, putting the onus on unsheltered individuals **to find supports across the County.**

Those who are unable to be proactive in seeking support are often left unconnected or reliant on others in the community to inform them of programs that may be helpful.

Lived Experience**Gap 3: Stigma and discrimination****Stigma and discrimination in the community**

The stigma and discrimination faced by individuals experiencing homelessness create major barriers to accessing housing and the services they need to survive, causing feelings of hopelessness and isolation.

Individuals report experiencing stigma and discrimination in their daily lives, which **has impacted their safety, their relationships, and their access to employment and housing opportunities**. Daily interactions in the community are often negative, making individuals experiencing homelessness feel unwanted and invisible. Community members living in encampments are often targeted by others and face the threat of theft and violence while trying to seek shelter.

Discrimination and negative experiences at hospitals have also exacerbated a mistrust of institutions and created barriers to seeking support. Individuals experiencing homelessness often turn to community health care as an alternative or forego treatment altogether.

Barriers to housing access

People face **stigma and discrimination** when trying to secure housing with private landlords, including via references, insurance and credit checks.

Harmful stereotypes about individuals experiencing **homelessness impact their chances of finding a home and a job**. Landlords often use credit and reference checks, which are not favourable to individuals experiencing homelessness. Housing applications can be regularly rejected, and employment opportunities are lost before the interview stage.

Lack of agency and control

For those living unsheltered or in encampments, **restrictions around gatherings add to feeling unwanted in the community**.

Program rules can also add to the lack of agency while navigating homelessness. For example, **shelter rules around entry and exit times can make individuals feel contained and restricted**.

Similarly, rules in transitional housing respecting visitors and space can **feel like individuals have no control over their lives**. This impacts the individual's emotional state and can also **threaten their housing situation**.

Service Provision

Gap 4: Lack of dedicated capacity to implement coordinated access systems

Lack of adequate staffing for coordinated access

The Coordinated Access systems being implemented in Oxford currently include **the By-Name List and the Coordinated Access table**, both of which require substantial capacity and resources to maintain.

The current By-Name List tool is labour-intensive to manage. It requires staff to clean the data, maintain the list so it is up to date, and perform trend analysis. Staff also need to build trust and buy-in among partners, provide direct support in collaboration with partners, and gather feedback from partners to improve processes.

The current resourcing of the By-Name List **does not enable or empower the County and community partners to seamlessly coordinate access** for individuals experiencing homelessness. Greater and sustained leadership, buy-in, and commitment are needed to fully implement the By-Name List and Coordinated Access. Without it, the tools and processes are not being used to their full potential.

Turnover disrupts coordination

Coordinated access requires institutional knowledge and maintaining contact across organizations. Turnover in the system has created a lack of continuity, making it **difficult for staff to know how to connect their clients to the right services**.

Community-based staff are often on annual contracts without long-term job security. This means constant staffing changes, which can lead to loss of institutional knowledge and relationships, as well as higher degrees of stress and burnout for all staff.

Static tools for a dynamic system

The tools currently being used to implement Coordinated Access (e.g. By-Name List spreadsheet) do not enable real-time data sharing, as the system is meant to do.

Currently, **maintaining the quality of the By-Name List requires a substantial effort from the County**, leaving less capacity for other important tasks. With the onus of coordination, data quality, and data use on the County, more staff are needed to support implementation, especially if HIFIS is adopted to help with data management.

Service Provision

Gap 5: External pressures influencing program design

Partners restricted by external pressures when designing programs

The creation of new programs and the adaptation of existing programs present opportunities to tailor program design to emerging and existing needs. In the past few years, community organizations have had to shift staffing and resources to better navigate the landscape of homelessness support.

Some examples of this include organizations shifting their social work caseloads to shorter-term counselling to serve more individuals, another organization moving away from providing landlord support because guaranteeing tenant success carries a liability, and a third organization narrowing its services to eviction prevention over others like housing search due to the growing situation of housing instability.

Another key pressure is shifting government priorities and the resulting funding, which can lead to instability and a **lack of certainty about which programs can be sustained**.

Capacity data not capturing realities

One of the pressures in shaping programs in Oxford comes from using data about program use to drive decision-making. While important, this data does not capture why people are not accessing the programs and services.

For example, there are programs in Oxford that individuals have found very helpful, but they are not advertised or promoted to avoid being over-subscribed. Program entry requirements (e.g., proof of residence) can also create barriers to accessing essential programs like emergency shelters.

Decisions that do not account for these realities can lead to important services being defunded or resources being reprioritized.

Funding impacts program requirements

Despite the need for accessible supports, a lack of stable and adequate funding often fosters a scarcity mindset and encourages program designs that limit access to necessary supports.

Partners frequently navigate requirements from two or three tiers of government, depending on their funding. This results in program entry requirements that exclude individuals instead of promoting flexibility to address diverse needs.

Service Provision

Gap 6: Lack of codified connections and knowledge sharing between partners

Coordinated Access not facilitating deep connections among partner organizations

Organizations providing homelessness-related supports are connected in some ways, but the system continues to **lack codified or formalized relationships, relying mostly on personal relationships** to coordinate supports and help individuals access housing. This requires staff to connect informally with each other to make referrals and build pathways between their services. **This results in service pathways existing between individual staff, not between organizations.**

In the current system, **individual staff bear the burden of maintaining and building new connections.** Thus, practices around By-Name List intake and updates are not widespread through the different partner organizations and if these critical staff turnover, there is a huge loss of institutional and system knowledge.

In service delivery terms, this means that some organizations are better able to connect their clients to access housing supports, whereas **others without connections to the County or knowledge of the system, struggle to provide the same information about what is available.**

No central source of information

Without too many formalized relationships and structures for collaboration, Oxford also **lacks a reliable and trusted source of information about available programs and services.**

Currently, many organizations try to maintain a list in-house but find it difficult to keep up with updates. They rely on personal relationships and informal connections to update these resource lists, creating gaps in their awareness.

Limited awareness within organizations

Community partners have different methods of information sharing within their organization. This leads to some discrepancy in staff awareness of the Coordinated Access and the By-Name List.

Organizations that have **systems in place for knowledge sharing within their organization** (e.g. Slack, information sessions, team meetings) are receiving referrals from the By-Name List from other programs. Organizations without these structures are finding knowledge of Coordinated Access in Oxford is limited to one or two staff.

Service Provision

Gap 7: Limited connections between healthcare and broader homelessness system

Hospitals are a critical point in journey but not Coordinated Access partners

Hospitals in Oxford are critical touchpoints for individuals experiencing homelessness. Healthcare institutions not only provide primary and emergency care, but also critical mental health and addictions support. While there is a mistrust of healthcare institutions among some people experiencing homelessness, **crisis situations can often lead them to the hospital** (e.g. through MHEART.)

However, Oxford hospitals are not currently Coordinated Access partners, indicating a critical gap in the network of service touchpoints in the community. After individuals are admitted to the hospital, staff in the community often lack any visibility into their client's situation, even at discharge. **The lack of connection between hospitals and the County and community partners exacerbates points of crisis and leaves individuals without supports once they are discharged and ready to re-enter the community.**

With the recent announcement of the Homelessness and Addiction Recovery Treatment (HART) Hub, there is an opportunity to improve the connection between healthcare, community partner organizations and emergency shelter providers.

Lack of alignment on privacy protocols and consent requirements

One of the prominent barriers in facilitating information sharing between healthcare institutions and community organizations is the privacy legislation that governs hospital practices. **The Personal Health Information Protection Act (PHIPA) provides strict guidelines for the way hospitals collect, use, and share personal health information**, adding to the complexity of collaborating with community and government partners with varying levels of privacy protocols.

Consent procedures and privacy protocols for Coordinated Access do not currently meet the standards of PHIPPA, creating a barrier to healthcare participation.

System

Gap 8: Coordinated Access unable to connect the circle of care

Partners lack insight into circle of care

The By-Name List is currently held by the County, with partners being 'contributors' of information. Not only has this limited buy-in from community partners, but it has also resulted in a **lack of ownership and accountability as partners do not have access to the List itself**. The lack of transparency has created barriers for frontline staff in partner organizations and disincentivized full participation in the implementation of the By-Name List.

On a practical level, the way the system is currently structured means **partners (including the County) are unable to see who else is supporting their client** and thus, are unable to strategically coordinate their services. Coordinated Access meetings are not enough to connect the dots. The current tools and system aren't inherently useful to community partners without access to information, leading to low uptake and buy-in.

Lack of transparent processes

The lack of transparent processes has had two key impacts, including;

- A lack of confidence in the data being collected, especially around the calculation of acuity scores
- Misinformation about the By-Name List and how the data is used, causing fear and avoidance of it.

Furthermore, the lack of a standardized assessment has emphasized the fragmented nature of the sector and led to people being asked the same questions multiple times.

Limited agreement on privacy

Mutual information sharing necessitates shared agreement on privacy and data sharing. Currently, **the data sharing agreement does not include all partners**, creating holes in the coordinated access system.

Further discussion is needed to negotiate the necessary privacy structures and find alignment across partners in different sectors.

System

Gap 9: Lack of system capacity to meet high need

System lacks capacity to support high acuity and chronic homelessness

Since the onset of the COVID-19 pandemic, community organizations have seen **the need for services grow exponentially in their communities**. They have also noted a **growth in the complexity of need across the board**, with individuals requiring multiple services at once.

Greater complexity of need, without adequate supports in place, have also made it difficult for individuals to find and maintain housing, particularly if individuals have experienced chronic homelessness. Those who have experienced **chronic homelessness typically require deeper support due to the difficult, and often traumatic, things they experience while homeless**. This requires deep wraparound support after they have been housed, including mental health and addictions support, healthcare, advocacy, and counselling, so individuals are supported to remain housed.

Annual funding structures

Annual funding structures have exacerbated this lack of capacity, as high acuity support, particularly in housing, requires longer-term wraparound supports.

Community partners are not able to guarantee the long-term supports individuals need partly because of **the lack of guaranteed funding for more than one year**.

Different terms of funding may be needed to support the provision of necessary support.

Competition over collaboration

Partners find they are often **placed in a competitive, rather than a collaborative environment**. To adequately fund and resource their programs, they must build their organization's competitive advantage, often containing them in silos.

Funding requirements, typically **around avoiding duplication of services, have also caused organizations to shift their priorities, leaving gaps in service** in Oxford.

In order to effectively address high acuity and more complex cases in Oxford, the system recognizes the need for collaboration.

System

Gap 10: Lack of stable and affordable housing

Limited availability of affordable housing options across the continuum

The greatest barrier to accessing housing in Oxford is the lack of available units, despite recent investments in increasing affordable housing supply.

Oxford's Housing Needs Assessment, completed in 2024 by NBLC, demonstrated a social and affordable housing market that was not able to meet the need in the community. With rapidly increasing rents in the last decade, approximately +6-7% annually in Woodstock, Tillsonburg, and Ingersoll, housing is no longer affordable for many. In addition, the **County's waitlist for Rent-g geared-to-Income (RGI) housing has been relatively static, with approximately 1,600 households.**

The supply of deeply affordable housing is lacking, as the Housing Needs Assessment found that even **80% of Average Market Rent (the threshold used for affordable housing projects) is unaffordable to many in Oxford.** For example, individuals accessing Ontario Works will no longer receive a shelter allowance if they are unsheltered, bringing their **monthly payment down to \$340.** Those eligible for a shelter allowance receive \$733 monthly, which would still not be enough to cover 80% of AMR and other expenses.

Growing demand for transitional housing

Transitional housing in Oxford primarily exists in Woodstock, with only some units in Tillsonburg, and upcoming new units in Ingersoll. There is **high demand for transitional housing** as it provides a stable place to live with access to supports.

However, due to the lack of available affordable units, **individuals who complete a full year in transitional housing often have nowhere to go after.**

Another challenge in transitional housing is the **rigidity of the rules** (e.g. allowing visitors, living with a spouse), which limits the success of residents.

Lack of high acuity options

While processes such as the By-Name List are meant to prioritize those with the highest need, there continues to be limits with this system due to **a lack of options for high-acuity needs.**

The majority of supportive housing in Oxford is in Woodstock, with more recent investment in Tillsonburg and Ingersoll.

Despite recent investments, the number of supportive housing units is not sufficient to meet the need in the community. Additionally, the **depth of support service providers are able to offer is not enough** to meet the complexity of needs in the community.

A Case for Action

The Cost of Inaction

While the costs associated with a comprehensive approach to preventing and addressing homelessness are high, so too are the costs of inaction. Decades of research have emphasized the high costs associated with homelessness, as well as **the significant potential for savings and efficiencies when individuals are permanently housed with the proper supports in place**. These expenses and savings come from both the direct costs of homelessness, such as expenditures on emergency shelter, as well as indirect costs associated with homelessness, including around healthcare, the justice system, and eviction-related expenses.

Direct Expenses

Direct costs related to homelessness can include expenditures on shelter and support programs and services (e.g. day programs, food banks), all of which drive significant costs. Previous studies have estimated that shelter costs are higher relative to both market rents and social housing costs. For example, a 2007 study of Toronto by the Wellesley Institute¹ estimated that the average monthly cost of a shelter bed was \$1,932, compared to \$701 for a rent supplement and \$200 for social housing.

Healthcare Expenses

A strong link between homelessness and poor health outcomes has been established across multiple research studies² – a fact that was reaffirmed through our conversations. Homelessness impacts health in many ways, including poor nutrition, lack of proper rest, higher exposure to communicable disease and an inability to engage in proper health practices upon becoming sick, higher risk of violence, and difficulty maintaining a healthy social network, among others.

According to a study of people experiencing homelessness in Toronto in 2021 and 2022³, the yearly average public **healthcare costs incurred by individuals experiencing active homelessness (\$12,209) was 6-7 times and roughly \$10,000 greater** than the same costs incurred by housed individuals (\$1,769) and low-income housed individuals (\$1,912). A significant difference remains even after accounting for comorbidities and the presence of mental health or substance use issues. Further, while the impacts are greatest during active experiences of homelessness, research suggests that healthcare costs decrease, but do not return to pre-homelessness levels, following active homelessness.

A Case for Action

Justice-Related Expenses

Research has similarly demonstrated a two-way connection between homelessness and involvement with the justice system. Those who are homeless are more likely to be arrested and spend time in jail, while people in prison are more likely to become homeless upon release without the proper reintegration supports. A 2010 Canadian study⁴ estimated that **roughly one in five prisoners (23%) were homeless when incarcerated**, and 32% would be homeless upon discharge, increasing the likelihood of re-offense. The average stay was a little over two months. According to Statistics Canada, as of 2022/2023 **the average daily cost per inmate in Ontario was \$240. This translates to roughly \$15,000 over a two-month period.**

Further, this figure does not include the associated costs to governments and to individuals around policing, legal proceedings, or other activities associated with criminalization. Similarly, **community strategies that criminalize homelessness, such as issuing tickets for panhandling, are also costly.**

The Cost of Eviction

Evictions also carry high costs, and significant savings can be borne by preventing them. For example, a 2005 study from CMHC⁵ estimated the total costs to tenants, landlords, and government associated with evictions. **For tenants, the average financial cost associated with eviction was \$2,233** due to loss of personal belongings and first/last months' rent, moving expenses, legal fees, and increased expenses associated with their new location (such as higher rents or transportation costs). In 2024 dollars, this translates to \$3,360. For landlords, these costs were estimated at \$6,588 (\$9,910 in 2024) for a private landlord and \$2,937 (\$4,416 in 2024) for a social housing landlord due to legal fees, arrears, foregone rent, and repair costs, among others. **With regard to government costs, per diem costs associated with different accommodation and support options ranged from \$11 to \$88 (\$17 to \$132 in 2024).**

A recent study similarly estimated significant savings associated with the BC Rent Bank program⁶. Over the 2023/2024 fiscal year, the program supported 1,513 households, of which an estimated 600 people were prevented from becoming homeless, and 1,000 households were prevented from spending significantly more on rent.

Overall, it was estimated that \$27.5 million was saved, and that **each \$1 invested resulted in \$5 in savings for both the individuals and families impacted and in government spending.** Table 1 breaks down where the cost savings arose from.

Table 1: Breakdown of savings associated with the BC Rent Bank program, 2024

Category of Expense	Cost (Millions)
Private Costs (Tenants)	\$16.1
Higher Rent	\$14.9
Moving, Storage Costs & Lost Possessions	\$1.2
Public Costs (Government)	\$11.4
Emergency Shelter	\$1.3
Health Care	\$3.3
Housing Placement and Support	\$1.7
Children & Youth Placed in Care	\$5.1
Total	\$27.5

Vancity Community Foundation (2024). Why Eviction Prevention Matters: The Social and Economic Benefits of BC Rent Bank in British Columbia.

A Case for Action

Bringing it All Together

Between 2009 and 2011, the At Home/Chez Soi program worked with individuals with mental illness experiencing homelessness to assess the impacts of a Housing First program with associated supports, including Intensive Case Management and Assertive Community Treatment. Several streams of research providing insights into the costs of homelessness emerged from this work.

As part of this study, 990 participants across five cities (Vancouver, Winnipeg, Toronto, Montreal and Moncton), did not undergo the Housing First intervention, instead continuing on with their usual services. Based on data from these participants⁷, it was **estimated that the per person costs of homelessness in 2016 dollars ranged from approximately \$30,000 per year in Moncton to \$56,000 per year in Toronto**. These figures represented a combination of costs from shelter, supportive housing, substance use treatment, varied healthcare related expenses, police and court appearances, incarceration, and social assistance. Adjusted to 2024 dollars, this translates to **\$37,000 to \$70,000 per year for each person with a mental illness experiencing homelessness**.

Similar research has estimated high costs associated with homelessness, including a study out of British Columbia⁸ that estimated costs at \$55,000 per person with a substance use or mental health issue experiencing homelessness in 2006 dollars (\$81,000 in 2024 dollars), while another out of Calgary estimated a range in costs from approximately \$72,000 per person to \$135,000 per person in 2007 dollars, based on the degree of chronicity (\$105,000 to \$195,000 in 2024)⁹. **While estimates vary, this data overall emphasizes the high costs associated with homelessness.**

For the individuals who went through the Housing First program as part of At Home/Chez Moi, the cost off-sets associated with this intervention were measured¹⁰. The study found that in addition to improving housing stability and quality of life outcomes, costs were reduced in other services, including hospital visits, other medical services, emergency shelter usage, and jail time. Overall, the study estimated that **for every \$10 spent on the program, the average reduction in other costs was \$9.60 for high needs participants, and \$3.42 for moderate need participants**. For the 10% of participants with the highest costs prior to intervention, there was a total savings of \$21.72.

With regard to previous research, the same study out of British Columbia estimated that with adequate housing and supports, the per person cost would drop from \$55,000 to \$37,000, a savings of roughly \$27,000 in today's dollars.

The Opportunity to Prevent and Reduce Homelessness

Vision for the Future

This strategy builds on the vision articulated in Oxford's Housing and Homelessness Plan – **to realize 'housing for all' by 2033.**

Specifically, the vision this strategy works towards is one where experiences of homelessness are brief or avoided altogether. It is of a community where people can easily find a place to live and be supported to remain in their homes.

By 2033, experiences of homelessness are brief, and people in Oxford can access seamless supports to find and keep their housing.

Principles for Action

To achieve this vision, there are six principles that have been co-developed with the community and guide how the strategies and actions should be implemented.

- 1 **Foster community awareness, mutual understanding, and empathy for those experiencing homelessness**
- 2 **Design for long-term and sustainable change informed by lived expertise and principles of health equity**
- 3 **Promote transparency, collaboration, and accountability among service providers**
- 4 **Prioritize dignity and self-determination of people experiencing homelessness**
- 5 **Ensure consistency of service across the system rather than a 'luck of the draw'**
- 6 **Have a bias towards flexibility and enable problem-solving to respond to individual needs.**



Improving Systems of Coordination

Oxford's current response to homelessness involves the County and service providers, often operating in silos, providing direct support to those who need help.

As organizations with different mandates and strengths work towards *similar* goals, there is a growing need to establish shared agreement on a vision and better coordinate how services work together to achieve that shared goal.

Partners in Oxford have shown willingness and commitment to be aligned in mission and work collaboratively but lack a system that supports coordinating in this way.

This strategy articulates steps that actors in Oxford can take to strengthen the connective tissue underpinning existing services. It focuses on systems of coordination to help recognize and leverage existing efforts and create an environment for their success.

Part 3

A Homelessness Response Strategy for Oxford

Contents

Plan on a Page

Strategies

- Pillars 1, 2, 3
- Each pillar includes priorities, goals, strategies, actions, best practices

Vision

By 2033, experiences of homelessness are brief, and individuals in Oxford can access seamless supports to find and keep their housing.

FOUNDATIONAL SYSTEM ELEMENTS

Build system capacity

Ensure individuals working in the system have the capacity and resources they need to provide excellent customer service

Streamline service navigation

Create seamless connections between services so people have rapid access to the help they need

PILLARS

Preventing Homelessness

Act before crisis

Uphold tenant rights

Managing Experiences of Homelessness

Help people grow

Provide equitable and stable access

Accessing Housing & Services

Increase access to housing across the continuum

Support lasting housing stability

PRIORITIES

GOALS

Goal 1: In the future, everyone in Oxford can confidently access supports to maintain their housing and avoid experiences of homelessness when circumstances change

Goal 2: In the future, everyone in Oxford has secure housing tenure to prevent forced and unfair evictions

Goal 3: In the future, individuals experiencing homelessness feel confident and valued, and are well-supported to grow in the community

Goal 4: In the future, individuals experiencing homelessness have stable and equitable access to services (including temporary accommodation)

Goal 5: In the future, individuals can access permanent and stable housing in their communities to exit homelessness

Goal 6: In the future, individuals with a history of housing instability have the supports and resources they need to maintain their housing for the long-term

Foundational System Elements

System Capacity-Building

Foundation A

In the future, individuals working in the housing and homelessness system have the resources and capacity they need to provide excellent customer service, resulting in positive impact on the lives of the people they serve.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Low turnover of staff across the system
- Effective use of the By-name List and Coordinated Access system across the County
- Sufficient funding to respond to community needs

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Establish the necessary resources to implement the Homelessness Response Strategy	A.1	Realign County staff resources to facilitate the implementation of this Strategy and to increase long-term capacity for By-Name Data, Coordinated Access, and related systems.	Staff Capacity and Processes
	A.2	Establish a working group to implement the actions in this strategy, to be chaired by the County and include members from community partners.	Staff Capacity and Processes
Build stability and consistency in staffing and resourcing across the County	A.3	Advocate for increased federal and provincial funding for the County and service providers to build capacity to meet growing need, build a resilient workforce, and effectively respond to homelessness, including advocating for longer-term funding to ensure staff are not limited to annual contracts.	Advocacy
	A.4	Develop community partner guidelines for staff compensation in the sector, including access to benefits, and a greater support system for community-based staff and incorporate this into service provider funding agreements, where appropriate.	Policy or Program
Explore opportunities to improve efficiency and quality of programming	A.5	Create and prioritize opportunities for joint operational funding for coordinated service delivery, particularly to meet high acuity needs.	Financial
	A.6	Ensure sufficient communication and collaboration between County staff and community partners to ensure resourcing and capacity needs are met.	Staff Capacity and Processes
	A.7	Establish a formal and ongoing process for assessing and adjusting program rules (through service provider funding agreements) that reflect the needs of individuals experiencing homelessness in the County, drawing on By-Name and other data, community engagement, and best practices.	Policy or Program

Foundational System Elements

Streamlined Service Navigation

Foundation B

In the future, individuals experiencing or at risk of homelessness are rapidly and seamlessly connected to supports they need.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Decreased wait time to access key services
- Reduced time between referral and service delivery
- Stronger relationships and pathways between service providers
- Improved experience of accessing services in the community, demonstrated by positive feedback from those being helped
- Increased number of individuals connected to services

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Improve the quality and use of By-Name Data and Coordinated Access in line with best practices	B.1	Implement Homelessness Individuals and Families Information System (HIFIS) in Oxford County to manage the By-Name List and support Coordinated Access, ensuring sufficient County staff capacity and consultation with community partners to ensure successful roll-out.	Tools and Infrastructure
	B.2	Implement further training and education on the By-Name List, HIFIS and Coordinated Access for all community partners with a focus on emphasizing the benefits of high-quality By-Name Data and ensuring consistent application within and across organizations.	Awareness and Education
	B.3	Work with community partners to update the centralized intake questionnaire, common assessment tool and data sharing agreement to ensure it meets all community partner needs and will be used consistently.	Tools and Infrastructure
	B.4	Integrate common requirements around the By-Name List and Coordinated access into homelessness service provider funding agreements, while working with community partners to ensure they have the necessary resources to implement these systems.	Tools and Infrastructure
Formalize connections between the County's homelessness serving system and interrelated systems	B.5	Work directly with Woodstock Hospital and organizations with increased reporting and confidentiality standards to support participation in the By-Name List and Coordinated Access, or where necessary, use of alternative tools (e.g. case conferencing) that can ensure connection between active clients and the broader homelessness serving system.	Tools and Infrastructure
	B.6	Establish partnerships with hospitals, treatment centres, and the justice system to develop procedures for institutional discharge planning that ensures ongoing connection to services and supports for individuals who may experience homelessness upon leaving the institution, including connections with the proposed HART Hub.	Policy or Program
Increase connection and information sharing between community partners	B.7	Create and maintain a County-owned, accessible, and up-to-date database of all partners and associated service offerings to support collaboration and outreach between partners, making sure it is reflective and accessible to both the homelessness serving system and other organizations.	Tools and Infrastructure
	B.8	Increase co-located services, providing increased opportunity for in-person outreach between organizations while ensuring an appropriate balance of services across municipalities.	Tools and Infrastructure

Learnings from Elsewhere

By-Name Data and Coordinated Access

Coordinated Access is a way for communities to bring consistency, equity and efficiency to homelessness service delivery and access. Common features include a centralized information system and inventory of housing resources, clear access points, common triage and assessment tools, consistently applied protocols, and supportive resources. A By-Name List, also known as By-Name Data, is a key component of Coordinated Access. It consists of real-time data of all individuals who are known to be experiencing homelessness in a community and have consented to data collection.

These systems are recognized as best practices across Canada, as evidenced by federal and provincial requirements, case studies, and the significant supports that have been developed around them, including from the Canadian Alliance to End Homelessness (CAEH) and Built for Zero Canada. When used properly with high-quality data, these systems can help triage and coordinate services for individuals experiencing homelessness, leading to better and quicker access to housing and services, help evaluate patterns of homelessness and the efficacy of programs, and support advocacy efforts.

The efficacy of these systems are heavily shaped by the quality and capacity with which they are designed and maintained. While the reward is high, properly implementing a Coordinated Access system requires significant resources. The following case studies describe communities that have experienced success in reducing chronic homelessness with help from Coordinated Access.

St. Thomas-Elgin. St Thomas-Elgin has celebrated significant reductions in chronic homelessness in recent years¹¹. After establishing quality By-Name Data in 2021, they celebrated a reduction in chronic homelessness by 25% a year later. While known homelessness increased soon after, in part due to data and process improvements, they similarly saw a rapid 30% decrease from July 2023 to January 2024, finding homes for 126 people experiencing homelessness. St Thomas-Elgin has identified several factors that contributed to these successes, including expanded access points and mapping, increased outreach efforts to people living unsheltered or at risk of homelessness, better coordinated and expanded programs, efforts by the local emergency shelter to become low-barrier and housing focused, and new supportive housing units.

Brantford-Brant. Brantford-Brant rapidly implemented a quality By-Name List and Coordinated Access system to meet both provincial and Federal Reaching Home requirements, with support from CAEH and Built for Zero Canada¹². While the community had a prior database tool and some strong relationships, they faced barriers such as shelters working in silos and slow and ineffective data sharing and management. The City put careful thought into implementation, breaking services into 3 different phases that align with a client's flow through the homelessness system of care. They first focused on understanding and refining the inflow process, then case planning and diversion services, and then on outflow and prevention services. Since implementing their system, they have celebrated improved collaboration between partners, better data quality, and more streamlined processes.

More examples. Built for Zero Canada provides trainings, case studies, and resources to support aligning Coordinated Access systems with best practices. This includes sample resources from other communities, such as data sharing agreements, vacancy forms, or implementation guides.

Learning from Elsewhere

Discharge and Reintegration Planning

Many individuals experiencing housing precarity or homelessness interact with hospitals or the justice system, with many being discharged into homelessness, in some cases without connecting to a community's broader homelessness system of supports. Targeted discharge programs can help address this cycle and improve coordination between these systems.

London H2I Program. The H2I program was initiated in London, Ontario to address the pattern of individuals being discharged from hospital into homelessness¹³. The program integrated community agency staff into hospital units to assist hospitalized people experiencing homelessness secure housing and financial support and provide transitional support post-discharge. Healthcare providers and community stakeholders found the program effective in preventing people leaving the hospital from becoming homeless.

Important features of the program included having community agency partners on-site in hospitals, using the Homeless Individuals and Families Information System (HIFIS), including various agencies and people with lived experience in advisory committees, offering healthcare staff easily accessible program information in case of turnover, and identifying specific needs of sub-populations such as youth. The program developed an Implementation Guide to help other communities seeking to develop similar homelessness prevention programs¹⁴.

Community Reintegration Planning Table, Elgin-Middlesex. Community Reintegration Planning Tables (CRPTs), established by a partnership between Ontario and the Provincial Human Services and Justice Coordinating Committee in 2022, are intended to ensure a proactive, collaborative and inclusive plan is in place for individuals exiting corrections facilities who require reintegration supports.

A CRPT has been established in partnership with the Elgin-Middlesex Detention Centre to enable stronger relationships between the province, justice sector and community partners in order to improve system coordination, streamline referral processes, and support mutual understanding of practices^{15,16}. The Table includes many provincial, municipal and community service agencies across Middlesex and Elgin counties.

Homelessness Prevention

Act Before Crisis

Goal 1

In the future, everyone in Oxford can confidently access supports to maintain their housing and avoid experiences of homelessness when circumstances change.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Decrease in number of new shelter visitors
- Decrease in crisis encounters and hospital visits
- Increase in use of pre-crisis supports (such as housing stability, shelter diversion)
- Increase in public awareness about homelessness and available supports
- Increased mutual accountability among landlords and tenants to ensure successful tenancies

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Increase access to financial assistance before crisis	1.1	Launch a rent bank program that offers emergency financial assistance to prevent arrears for eligible tenants	Financial
	1.2	Review program rules for existing financial assistance programs (e.g. rent supplements) to ensure accessibility and reliability for households in different situations	Financial
	1.3	Enhance capacity for Housing Stability programs, providing direct funding for staffing and building a dedicated team in connection with outreach efforts – related to Action 6.2	Financial
Build public awareness of available services and programs	1.4	Develop and implement an awareness campaign about preventing homelessness, including myth-busting about individuals experiencing homelessness, strategies to maintain housing in times of uncertainty, and potential avenues for support	Awareness and Education
	1.5	Create and maintain a ‘cheat sheet’ of existing programs that can support successful tenancies, including help with utility costs and first and last month’s rent	Awareness and Education

Homelessness Prevention

Uphold Tenant Rights

Goal 2

In the future, everyone in Oxford has secure housing tenure to prevent forced and unfair evictions.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Increased awareness of tenant rights, including for those boarding or in shared living situations
- Decreased number of unfair evictions in Oxford
- Increased number of landlords and tenants accessing education programs
- Increased number of tenants able to stay housed long-term
- Increased number of referrals to Housing Stability programs

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Create a Tenancy Resource Office to ensure accountability for landlords and tenants	2.1	Utilize staff resources to assist and educate both landlords and tenants, with a focus on providing pathways to mediation support	Staff Capacity and Processes
	2.2	Work with community legal clinics and other community partners to establish and/or increase capacity for programs that ensure tenants understand and can uphold their legal rights and that can help mediate disputes between tenants and landlords	Policy or Program
	2.3	Provide resources and guidelines for landlords and tenants, including for rooming houses, single-room occupancy housing, and other forms of tenancies that fall beyond the scope of the Residential Tenancies Act to ensure operators meet property and maintenance standards and tenants understand their rights and obligations.	Policy or Program
Increase awareness of tenant rights	2.4	As a part of Action 1.4 , deliver education for landlords, tenants, local law enforcement, and other community members about tenancy agreements, information on rights and responsibilities and avenues for support.	Awareness and Education
Enhance access to legal aid	2.5	Advocate to provincial government for more funding for legal aid and legal support at the Landlord-Tenant Board	Advocacy

Learnings from Elsewhere

Education and Resources for Successful Tenancies

Education and awareness programs can help provide access to resources and information that can support successful tenancies. Such programs can take varied forms and often provide information on legal rights and obligations, local regulations and resources, and sample materials such as templates or info sheets.

RentSmart. RentSmart is a longstanding tenant and landlord education program that fosters stable housing and reduces evictions¹⁷. RentSmart has been implemented in communities across Canada and has previously been delivered in Oxford County. It includes a series of certification courses on tenant rights, budgeting, communication, and home maintenance that. RentSmart is currently operated through the Community Housing Transformation Centre who provides comprehensive training and ongoing support to local RentSmart Community Educators.

Best Practices for Housing Providers of the Waterloo Region Toolkit. The Waterloo Region Community Legal Services, in collaboration with the Region of Waterloo and other partners has developed a Best Practices for Housing Providers of the Waterloo Region Toolkit¹⁸. While targeted at housing providers, the toolkit includes valuable information for tenants and service providers. In addition to emphasizing the value in eviction prevention, it provides clear guidance on a range of topics that can support successful tenancies, including guidance on the Duty to Accommodate, considerations for newcomers, communication strategies, and rent payment strategies, among others. It further includes a series of resources and templates, including sample forms or policies and a tenant handout on lease obligations. Lastly it includes a list of community resources for both housing providers and tenants.

Framework for Multi-Tenant Houses, Toronto. The City of Toronto recently enacted a framework for multi-tenant houses that came into effect in 2024 to help ensure consistency in zoning and to manage safety concerns surrounding multi-tenant houses¹⁹. The framework includes licensing requirements for all operators, enforcement, a new multi-tenant housing tribunal, tenant supports for those facing eviction from a multi-tenant house and renovation supports.

As part of this program, the City launched a campaign to educate tenants, operators and owners, and the general public about the new regulations. It further informs tenants about their rights, tenant safety, and the resources and programs available to them, and provide operators information on how to achieve compliance, their obligations to tenants, and the supports in place to support operations.

Learning from Elsewhere

Public Education and Awareness

Public education and awareness campaigns can promote awareness and dispel myths surrounding the experiences and causes of homelessness.

City of Toronto. The City of Toronto and the Toronto Alliance to End Homelessness launched a public awareness campaign in 2017²⁰. The purpose of the campaign was to dispel myths surrounding homelessness and those who experience it and to begin dialogue on four new planned shelters. Advertisements placed across the city on transit, online, and social media challenged the concept of NIMBYism (“Not In My Back Yard”) surrounding homelessness shelters. The campaign was the third instalment of the Toronto For All campaign, which aims to end all forms of discrimination and racism.

Redwood Park Communities, Simcoe. Redwood Park Communities, an affordable housing provider in Simcoe County, launched their YIMBY (“Yes in my Backyard”) Campaign in 2019²¹. The YIMBY (“Yes in my Backyard”) movement encourages residents to support more diverse housing opportunities that welcome more inclusive communities. Through flag raisings, lawn signs, social media, and an annual YIMBY week, the campaign seeks to share the message that when everyone has a safe, affordable, hopeful place to call home, the entire community benefits.

In May 2024, Simcoe County helped promote the latest YIMBY week, including through a flag raising ceremony, alongside a series of events throughout the week.

Managing Experiences of Homelessness

Help People Grow

Goal 3

In the future, individuals experiencing homelessness feel confident and valued, and are well-supported to grow in the community.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Increased community understanding and support for individuals experiencing homelessness
- Co-location of community support agencies, with a focus on transitioning individuals out of homelessness
- Increased number of individuals transitioning out of homelessness
- Increased number of individuals accessing preventative healthcare, leading to a decrease in emergency visits

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Strengthen personal networks of support for individuals experiencing homelessness	3.1	Support the creation of a family reconnection program in the County to help youth re-establish family relationships and rebuild natural support systems.	Policy or Program
	3.2	Increase access to co-located community-based programs and opportunities for individuals experiencing homelessness to build connection and community, with a focus on transitioning individuals out of homelessness.	Policy or Program
	3.3	Build upon the successes of the Mobile Health Outreach Bus to expand cross-County outreach to individuals experiencing homelessness, following best practices around assertive and housing-focused engagement, including continued work through the County Outreach Team (with area municipal staff).	Staff Capacity and Processes
	3.4	Leverage and connect existing peer support programs to establish peer advocates for individuals experiencing homelessness in the community who can support with attending medical appointments, visiting the hospital, and other institutional interactions.	Policy or Program
Challenge stigma and discrimination in community	3.5	Build on Action 1.4 to develop an educational campaign targeted to businesses, local law enforcement, and neighbours about homelessness, causes of homelessness, and compassionate responses to people experiencing homelessness.	Awareness and Education

Managing Experiences of Homelessness

Provide Equitable and Stable Access

Goal 4

In the future, individuals experiencing homelessness have stable and equitable access to services (including temporary accommodation).

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Decreased number of individuals experiencing chronic homelessness
- Decreased number of encampments and individuals sleeping rough
- Reduced wait times to enter transitional/supportive housing
- Increased number of individuals completing a full year in transitional/supportive housing
- Increased number of individuals (especially youth, women, Indigenous peoples, 2SLGTBIA+) using community services
- Greater access to stable and equitable support services and basic needs (drinking water, washrooms, showers, laundry, storage)

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Ensure person-centred services that prioritize dignity and respect	4.1	Collaborate with the Oxford OHT (through the proposed HART Hub) to ensure coordination with homelessness support services, including integration of client pathways specifically for individuals struggling with mental health and additions, and the transition of individuals into transitional and supportive housing.	Tools and Infrastructure
	4.2	Create County-wide service standards that enforce adoption of harm reduction / person-centred principles and practices in the delivery of housing and community services across Oxford, including prioritizing flexibility, self-determination, and dignity and ensure standards are incorporated into relevant funding agreements.	Policy or Program
	4.3	Increase access to washrooms, showers, and other necessities for individuals experiencing homelessness.	Policy or Program
	4.4	Develop a program to provide storage options for people experiencing homelessness, such as 'The Bin' in Los Angeles.	Policy or Program
Provide equitable access to stable emergency shelters	4.5	Expand existing emergency shelter programs to address gaps and barriers (accommodations for specific demographics, 24/7 single-location programming, limited stays), to support integration with the proposed HART Hub, including consideration for care pathways and transitions out of homelessness, and transitioning to a housing first approach.	Tools and Infrastructure
	4.6	Review and update policies at emergency shelters and transitional/supportive housing sites to reduce barriers to entry (e.g. identification and residency requirements, lack of designated area for safe use, hours of service, restrictions on family members staying together or visiting).	Policy or Program
Align HPP funding with strategic goals	4.7	Allocate a portion of annual HPP funding to community partners that are working to transition individuals out of homelessness by providing support services in conjunction with emergency shelter services and working in line with the actions of the Homelessness Response Strategy.	Financial

Learnings from Elsewhere

Housing-Focused Shelter

A housing-focused shelter is primarily focused on making homelessness as brief as possible by providing on-site supports and returning individuals to permanent accommodation. Housing-focused shelters focus on encouraging short stays with a rapid return to housing – as such they do not operate other programming such as rehabilitation, treatment, stabilization, or housing readiness that can interfere with ensuring stays are short-term.

The Canadian Alliance to End Homelessness, Canadian Shelter Transformation Network, and OrgCode Consulting have created a manual and guidelines for Housing-Focused Shelter^{22,23}. Housing-focus shelters must ensure they are low-barrier, provide consistent, transparent messaging of the shelter's goals, and emphasize social and community integration. Programming must take a harm reduction approach, follow the principles of Housing First, and be person-centred, collaborative, strengths-based, and trauma-informed, recognizing that longer stays can exacerbate trauma. A strong focus on diversion is also key to this approach – where diversion is not successful, intake should occur simultaneously with a planned shelter exit, if even at a high level.

These materials emphasize that the choice to transition to a housing-focused model is a significant one that requires due consideration. This a transition takes significant effort, planning and time, and requires an 'all in' approach. It requires significant transformation of principles, governance, and operation, and can be a challenging process. Further, barriers to the process can include entrenched expectations among staff, shelter users, and funding.

Housing-Focused Shelter Standards, Durham Region. In 2021, Durham Region began the shift toward a housing-focused approach through the implementation of housing-focused shelter standards, with support through the Canadian Alliance to End Homelessness's Built for Zero Canada program²⁴. Durham Region has created Service Standards that direct all shelter operators in the region to follow the Canadian Shelter Transformation Network's Housing-Focused Shelter Manual.

With regards to length of stay, the Service Standards require shelters to use a person-centered approach based on each persons' unique strengths and support needs. Decisions are made using the VI-SPDAT score, length of time the person has been homeless, and level of support needed to exit homelessness successfully, among other conditions. Each person who stays longer than 30-days has their housing plan reassessed. Individuals using shelter services are to be discharged with a follow-up case plan in place, and the shelter is expected to coordinate with other service providers the individual is discharged to, where relevant.

Learnings from Elsewhere

Assertive Housing-Focused Outreach

Assertive outreach and housing-focused outreach are comparable terms that refer to a framework for outreach with individuals experiencing homelessness that focuses on both meeting the individual's immediate needs and working towards permanent housing solutions. Several characteristics distinguish assertive or housing-focused outreach from other forms of outreach, including its deliberate attempt to end homelessness for the individual, the use of an integrated approach that requires multi-disciplinary teams, and outreach with individuals over an extended time period to support not only their transition to housing, but their long-term housing stabilization²⁵.

Other key elements of effective outreach include a coordinated approach on behalf of the community as opposed to specific agencies, a housing first approach that does not impose preconditions on accessing housing, the use of person-centred, trauma-informed, and culturally responsive approaches, and an emphasis on safety and harm reduction^{26, 27}.

Niagara Assertive Street Outreach. The Niagara Assertive Street Outreach (NASO) is a collaborative effort between Niagara Region Community Services and three community agencies that engages with individuals experiencing unsheltered homelessness, including those who would otherwise be underserved in traditional settings^{28, 29}. The team aims to proactively engage with people sleeping rough to minimize harm while working towards long-term housing solutions. The program includes a standardized intake, triage and assessment, delivers case coordination in collaboration with other organizations, and provides an intensive and coordinated team approach to help individuals work towards personal goals.

The team has been recognized for its success with technological solutions, including connecting with intake via 211 Ontario, adoption of a hotspot mapping tool, and the use of HIFIS. Its collaborative efforts have also strengthened community partnerships, including between municipalities and housing and homelessness programs.

Streets to Housing, Hennepin County, Minnesota.

The Streets to Housing program distinguishes itself from traditional models of outreach that focus on managing crisis by its explicit focus on resolving the crisis of unsheltered homelessness³⁰. The team provides trauma-informed, housing-focused services through a seven-person outreach team that includes six system navigators and one opioid use disorder specialist. It also features representation from people with lived experience, as well as people of colour and people with substance use disorders, two groups that experience disproportionate rates of homelessness. Further, the program was developed by people actively experiencing unsheltered homelessness.

The team works with people before, during, and after they transition out of an encampment with the goal of moving them into housing. They also focus on meeting people where they want, whether in encampments or other sites such as libraries, with encampments having autonomy over when, how and where the team provides services.

Learning from Elsewhere

Peer Outreach and Advocacy Programs

Peer support programs typically bring together people with similar experiences to provide emotional, practical, or other supports. While informal peer support can emerge naturally, structured programs can also train and support peer support workers. Peer support programs can vary both in the program audience, the types of supports offered, the level of commitment, and other considerations. In addition to enabling an empathetic, non-judgemental approach, such programs can help build confidence, self-esteem, and community for both the support worker and the individual accessing supports³¹.

Peer support programs can include outreach components, such as reaching out to and connecting with hard-to-reach populations, as well as advocacy components, where the peer support worker can act as an advocate in helping the individual access services.

Homeless Health Peer Advocacy (HPPA) Program, London, UK. The Groundswell Homeless Health Peer Advocacy (HHPA) service in London, UK supports people experiencing homelessness to address physical and mental health issues through Peer Advocates³². The HHPA can provide a number of supports, including:

- Supporting a client to attend and understand appointments;
- Giving practical support in attending follow ups and hospital stays;
- Supporting a client to find out information about health and health services;
- Supporting a client to address their health issue;
- Paying for travel including taxis if needed.

Services are delivered through volunteer Peer Advocates who have lived experience of homelessness, with specialist Care Navigators or Case Workers in some areas, many of whom began as volunteers. Volunteers go through a rigorous selection process, a comprehensive training program, and receive ongoing support and supervision.

Peer Outreach Program, Toronto. While not focused on individuals experiencing homelessness, the Peer Outreach Program operated by Access Alliance Multicultural Health and Community Services is a similar program in Toronto³³. The program responds to the needs of families in underserved and hard-to-reach communities in Toronto, including immigrant and refugee families. Peer Outreach Workers include women from high-need communities who participate in a multi-year Peer Outreach Worker Training Program as paid employees. Supports include:

- Outreach to isolated newcomer families;
- Providing information and referrals to health and social services;
- Helping to organize and facilitate workshops;
- Accompanying clients to agencies such as school and housing boards, social assistance programs, citizen and immigration services, etc.;
- Providing language support.

Learning from Elsewhere

Safe Beds

Safe Beds is a provincially funded and regionally operated initiative developed to provide an alternative to incarceration, hospitalization and the justice system for community members experiencing a crisis related to substance use, mental health and/or homelessness. Versions of this program are offered across Ontario regions, in many cases by local Canadian Mental Health Associations (CMHAs) or similar organizations. Programs typically provide a voluntary short-term stay that offers a range of services, such as crisis stabilization, housing support, addiction support and more. While referrals are typically required from police, mental health crisis teams, or other health services, some programs permit self-referrals.

Windsor-Essex. CMHA Windsor-Essex offers a Safe Beds program with support from provincial funding. It opened in 2020 and expanded to a 24/7 operation with four beds in 2022^{34,35}. The program provides a short-term stay of up to 30 days for those 16 years and older who are experiencing homelessness and an active mental health and/or addictions crisis and who are referred from the local police service or mental health crisis teams, among other eligibility requirements.

Residents live in one of four private bedrooms with access to regular amenities and a range of services, including crisis stabilization, short-term housing support, addiction support, life skills development and community referrals. The team also works to secure new housing for their clients and has a “step down unit” for clients to stay in for up to 11 days where housing is not ready.

Guelph-Wellington. In Guelph-Wellington, the Safe Beds program is offered by Stonehenge Therapeutic Community with support from provincial funding^{36,37}. Referrals are accepted from police, the Integrated Mobile police and Crisis Team, and regional hospitals. The program includes four, 24/7 beds and offers a range of service, including crisis stabilization, individual and group life skills development, access to support for acute health care and medication needs, and individualized treatment planning, among others. Clients can stay for up to 30 days, and the program offers connection with ongoing services post-stay and post-discharge follow-up support for one month.

Storage Solutions

Free, easily accessible, and safe options to store belongings could help address one of the barriers individuals experiencing homelessness face when accessing services.

Street Storage, London, UK. Street Storage is a London-based charity that provides free, secure storage of belongings, including storage of sensitive documents, for individuals experiencing homelessness³⁸. Where needed, Street Storage also provides one-on-one advice, support and advocacy for individuals accessing their service.

The Bin, Los Angeles. The Bin is a program in Los Angeles developed by Chrysalis that offers free, safe storage facilities for community members, with a focus on supporting individuals experiencing homelessness³⁹. As of 2021, Chrysalis was operating three locations in Los Angeles.

Accessing Housing and Services

Increase access to housing across the continuum

Goal 5

In the future, individuals can access permanent and stable housing in their communities to exit homelessness.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Experiences of homelessness are shorter
- Increased presence of supports in housing across the continuum
- Increased number of new units and secondary suites - e.g. my Second unit
- Increased number of affordable housing options
- # of landlords accessing rent supplements

ⁱHousing Needs Assessment (2024). nbhc.

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Build and enhance pathways to exit homelessness	5.1	Complete a study on the potential benefits and risks of home sharing programs (like Sparrow), including the legal needs and implications, tools and mechanisms to help match residents to homeowners, and the funding and staffing required to implement.	Policy or Program
	5.2	Launch a pilot in partnership with a developer and non-profit housing/support provider, testing a head lease arrangement that allows providers to sublet units to their clients with embedded supports.	Policy or Program
	5.3	Continue to work in support of the Master Housing Strategy, with a focus on increasing the supply of various housing options, including supportive, transitional and affordable housing.	Tools and Infrastructure
	5.4	Transform emergency shelters to a housing-focused approach, building in community consultation, the use of best practices, and a focus on co-located support services.	Policy or Program
Increase the capacity and confidence of private landlords to offer rental units	5.5	Build on Action 2.1 and assign resources to enhance landlord engagement in Oxford, including relationship-building to build a network of landlords that will provide non-discriminatory, safe, and affordable housing, with a focus on providing rent supplements.	Staff Capacity and Processes
	5.6	Build on Action 2.3 and develop a landlord toolkit that provides tools and templates (e.g. lease templates, one-pager of financial supports, guide to rent supplements) for private landlords to streamline the process of offering a legal unit.	Awareness and Education

Accessing Housing and Services

Support lasting housing stability

Goal 6

In the future, individuals with a history of housing instability have the supports and resources they need to maintain their housing for the long-term.

Desired Outcomes

We strive toward the following outcomes related to this goal:

- Decreased number of individuals returning to homelessness
- Increased number of individuals accessing housing stability supports
- Increased number of individuals accessing life stability supports, such as financial education, life skills, counselling

Strategies and Actions

The following strategies and actions will help us reach our goal.

Strategies	#	Actions	Type of Action
Mobilize a cross-disciplinary Housing Stability team	6.1	Allocate funding to expand housing stability supports across Oxford County.	Financial
	6.2	Reassemble resources to develop/expand Housing Support and Stability team that will provide support in specific residential buildings and co-located support hubs (i.e. emergency shelters) comprised of multiple service providers, including mental health and addictions services, community health support, case management, and employment services.	Staff Capacity and Processes
Increase availability of wraparound supports in the community	6.3	Develop a life skills program that individuals who have been recently rehoused outside of County owned housing can access. This can include information about financial planning, managing at-home chores, purchasing and cooking food, and other relevant topics.	Policy or Program
	6.4	Advocate to the provincial government for increased funding for housing support across the continuum.	Advocacy

Learning from Elsewhere

Homeshare Programs

Home sharing is a living arrangement where unrelated people live in a single dwelling, sharing common areas such as kitchen, bathroom and living room. This arrangement can help reduce housing costs as expenses are shared among the collective.

Sparrow, Canada. Sparrow is a homesharing program that seeks to make better use of underused residential spaces by freeing up empty bedrooms for rental⁴⁰. The initiative targets homeowners with spare bedrooms and people seeking affordable housing options, including students, seniors, newcomers, and young professionals. Sparrow's main goals include:

- Providing a solution to housing affordability challenges by offering rentals at lower costs compared to traditional market rates.
- Helping homeowners earn supplemental income, improving their financial stability and ability to age in place.
- Increase housing supply by making additional bedrooms available to people needing affordable housing.

Canada HomeShare. Canada Homeshare is a not-for-profit homesharing program that matches older adult home providers with students to create mutually beneficial living situations⁴¹. The intention is to support aging in place for older adults while providing safe and affordable housing for post-secondary students. Canada Homeshare offers support throughout the process, including by vetting home providers and seekers, reviewing profiles, and offering help navigating the homeshare relationship. Canada Homeshare currently operates in several cities across Canada.

Part 4

Moving to Implementation

Contents

Understanding the Economic
Impact

Moving Forward

Understanding the Economic Impact

In addition to the immeasurable social benefits achieved through preventing and limiting homelessness, **this Strategy provides a real opportunity for cost avoidance, thus contributing to the long-term economic prosperity of the County.**

Reducing Chronic Homelessness

It is estimated that the average annual per-person cost to the County of individuals experiencing chronic homelessness in Oxford is \$9,000*. As of January 2025, 112 individuals were known to be experiencing chronic homelessness – this translates to an **anticipated cost of \$1,008,000 to support individuals experiencing chronic homelessness over the course of 2025.**

A key intended outcome of this strategy is to reduce the prevalence of chronic homelessness by ensuring that experiences of homelessness are brief and that individuals in Oxford can access seamless supports to find and keep their housing. As the County moves towards achieving the milestones set out by Built for Zero Canada, including those achieved by other municipalities across Canada, the opportunity for savings are apparent – **a 30% reduction in chronic homelessness could result in an estimated savings of \$300,000, a 50% reduction could result in over half a million dollars saved.**

Savings from Prevention

The Strategy's focus on prevention and housing retention is anticipated to result in reduced costs elsewhere. As outlined in previous research, even where there was no risk of chronic homelessness, **eviction prevention can reduce the costs associated with evictions, including for tenants, landlords, and different levels of government.** For the County this could mean savings associated with reduced need for emergency shelter or other accommodation, reduced administrative or other costs for community housing providers, and reduced demand on housing placement and support services.

Similarly, **efforts to improve staff retention through increased stability and consistency can help to avoid the high administrative burden and costs associated with re-hiring and training.**

Finding Efficiencies

Many of the **actions identified in this Strategy are designed to deliver better cost efficiency in the long term.** Several strategies included in the foundational system elements will support reducing the duplication and administrative barriers identified by the County and community partners. Specific actions include:

- Exploring opportunities to improve efficiency and quality of programming;
- Improving the quality and use of By-Name Data and Coordinated Access; and
- Increasing connection and information sharing between community partners.

For example, by giving community partners more access to view and input data, the transition to HIFIS will reduce or eliminate the time County staff spend manually entering data and reporting on information by request.

*The methodology for estimating the per person cost among individuals experiencing homelessness is based upon existing research across Canada – while this data is used here to illustrate the potential savings associated with reducing chronic homelessness, it should not be considered sufficient for budgeting purposes. **For more information on the methodology used, refer to [Appendix 2](#).**

Understanding the Economic Impact

Aligning this Strategy with Available Funding

The Strategy as an Advocacy Tool

In addition to the benefits associated with cost avoidance, this Strategy will align Oxford County with emerging best practices and standards. As a result, **it will better position the County to continue advocating for and participating in provincial and federal funding programs**, including the Homelessness Prevention Program and Reaching Home funding.

Provincial Funding Directives

The outcomes of this Strategy, including a strengthened focus on preventing and reducing homelessness, expanded and sustained systems such as the By-Name List and Coordinated Access, and the implementation of best practices will help ensure the County remains eligible for existing programs, and ready to access new program requirements or funding sources should they arise.

The province's primary funding program designed to address homelessness is the Homelessness Prevention Program (HPP). The HPP seeks to support service managers to provide affordable housing and support services for people at risk of or experiencing homelessness. **Funding is explicitly designed to be flexible so that service managers can make the most impact on reducing and preventing homelessness.**

Further, **the province has demonstrated their priority on the use of By-Name Data and Coordinated Access.** After first requiring the use of By-Name Lists in 2021, updated By-Name List requirements were implemented through the launch of the Homelessness Prevention Program, and the province recently reaffirmed their dedication through an investment to help the Canadian Alliance to End Homelessness work with communities to maintain and improve local By-Name List.

Today, the County makes use of Homelessness Prevention Program funding to support its homelessness serving system and has taken advantage of the programs offered by CAEH.

Federal Funding Directives

While not explicitly required under the Rural and Remote Homelessness (RRH) stream, **this Strategy will put the County more in line with other directives associated with Reaching Home**, including the use of Coordinated Access and an outcomes-based approach.

Reaching Home is the primary source of federal funding to address homelessness. While the County is not currently a recipient of Reaching Home funding, it is eligible to apply for project-specific funding through the RRH funding stream. **Many of the actions included in this strategy fall under eligible Reaching Home expenses**, including but not limited to:

- Short-term rental or financial assistance;
- Shelter diversion, such as reconnecting youth with natural supports or landlord liaison and interventions to prevent eviction;
- Discharge planning (including from hospital, corrections, and child welfare);
- Maintaining and/or improving core components of a Coordinated Access System; and
- Some administrative costs, including professional development and staff training.

Moving Forward

A Collaborative Process for a Holistic Response

This Homelessness Response Strategy outlines an ambitious plan to effectively respond to the needs of individuals experiencing homelessness by bringing together the strengths and capacities of partners across Oxford.

The process to develop this strategy relied on the active participation of lived experts, service providers, and other stakeholders. Together, the community collaborated to better understand community needs and work towards solutions. From these collaborative efforts, this Strategy puts forward **three pillars** that capture a range of experiences surrounding homelessness, including **homelessness prevention, managing experiences of homelessness, and accessing housing and services**. Underlying these pillars is the need to strengthen **two foundational system elements, building system capacity, and streamlining service navigation**. The strategies and actions included under these pillars and foundational system elements are designed to address the needs identified and maintain the shared principles developed together.

The success of implementing this strategy will rely on all relevant parties to come together and share accountability over the outcomes and the strategies detailed here.

Next Steps

This Strategy forms an integral component of the County's Housing for All framework and builds upon the actions laid out in the County's 2024-2033 Housing and Homelessness Plan to **further advance the goal of reducing homelessness through prevention**. It serves as a roadmap for the County for both immediate, mid-term, and long-term actions, recognizing both the urgent need within the community and the need for long-term investment and transformation. The County will continue to monitor the outcomes of this Homelessness Response Strategy, using the goals and desired outcomes included throughout the Strategy to measure progress.

The County will **work with community partners to continue building a shared vision and to implement the strategies and actions identified in this document**, recognizing the need for a whole of community response.

The County looks forward to continuing to work with other levels of government, our community partners, and the private sector to achieve the goal that by 2033, experiences of homelessness are brief, and people in Oxford can access seamless supports to find and keep their housing.

Supplemental Materials

Appendix

Contents

Appendix 1: Inventory of
Services in Oxford

Appendix 2: Estimating the
Cost of Chronic Homelessness

Appendix 3: Further Reading

Appendix 1: Inventory of Services in Oxford

Deep Dive into Service Components

This section provides a more detailed overview and inventory of services available in Oxford that are vital components of the system.

This inventory helps to better understand the types of services that exist in Oxford, who provides them, and where they may be gaps or challenges in service provision.

Framework for Supports

The system of supports available in Oxford, when understood within the context of preventing and reducing homelessness, can be categorized into three main layers:

1. **Emergency supports**, which provide day-to-day support for basic needs (health, shelter, food). While these supports are not limited to individuals experiencing homelessness, they are often critical to support managing a loss of housing.
2. **Stabilizing supports**, which can serve the goal of preventing homelessness. They provide specialized resources, tools, and expertise based on a person's unique circumstances. These supports also play a role in ensuring housing and well-being can successfully be maintained after experiencing homelessness.
3. **Housing supports**, including housing stability services and transitional, supportive, and affordable rental housing, are limited, and access can be challenging.

This framework enables us to provide a more detailed breakdown of the key points of connections, for individuals accessing services and for organizations as they collaborate.

The following pages will dive deeper into each type of support and identify what that support looks like in Oxford.

Emergency Supports

This provides an overview of the system of emergency supports available in Oxford. These are the services providing immediate day-to-day help to individuals experiencing homelessness.

Emergency Shelters

Shelters in Oxford are operated by **Operation Sharing**, including a day space and night shelter in Woodstock, along with a temporary shelter in Tillsonburg in the winter. **DASO** also provides emergency shelter for women who are impacted by gender-based violence.

Mental Health and Addictions Supports

There are a range of mental health and addictions supports available in Oxford. **CMHA Thames Valley** is a key service provider in this sector with diverse service offerings, including peer support, capacity building, drop-ins, case management, and others.

Outreach Services

Outreach services were found to be the most effective way of connecting people to supports in Oxford. The County provides outreach services in collaboration with **the Oxford County Community Health Centre (OCCHC)** through the Mobile Health Outreach Bus.

Medical Services

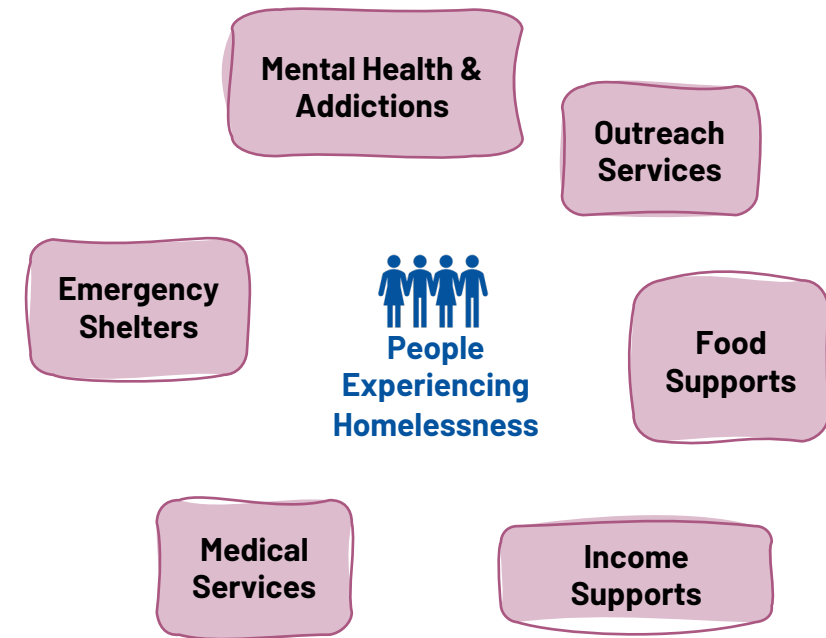
In addition to the three main hospitals in Oxford, **Oxford County Community Health Centre (OCCHC)** was a key access point for medical services in the community, from managing chronic disease to physiotherapy to mental health and addictions counselling. **Ingersoll Nurse-Practitioner Clinic** also provides folks access to primary care.

Food Supports

In addition to food programs by **Salvation Army and Operation Sharing**, there are a variety of **churches** that coordinate food support throughout the week, particularly in Woodstock and Tillsonburg.

Income Supports

OW and ODSP, administered by the County, are vital supports for people experiencing homelessness in Oxford. OW offices are also an important service access point in the community.



Stabilizing Supports

This provides an overview of the system stabilizing supports available in Oxford. These are the often the services that help build stability and can prevent homelessness from occurring.

Legal and Justice System

The **Elgin-Oxford Legal Clinic**, **Legal Aid**, **CMHA**, and **Community Options for Justice** provide legal and advocacy support for those interacting with the justice system.

Employment

There are employment readiness, skills building, and other relevant programs provided in Oxford by organizations such as **Community Employment Services (CES)**, **Multi-Service Centre**, and **LEADS**.

Disability Supports

Community Living Tillsonburg, **LEADS**, **Community Services Coordination Network** serve the needs of people with disabilities in Oxford,

Youth Services

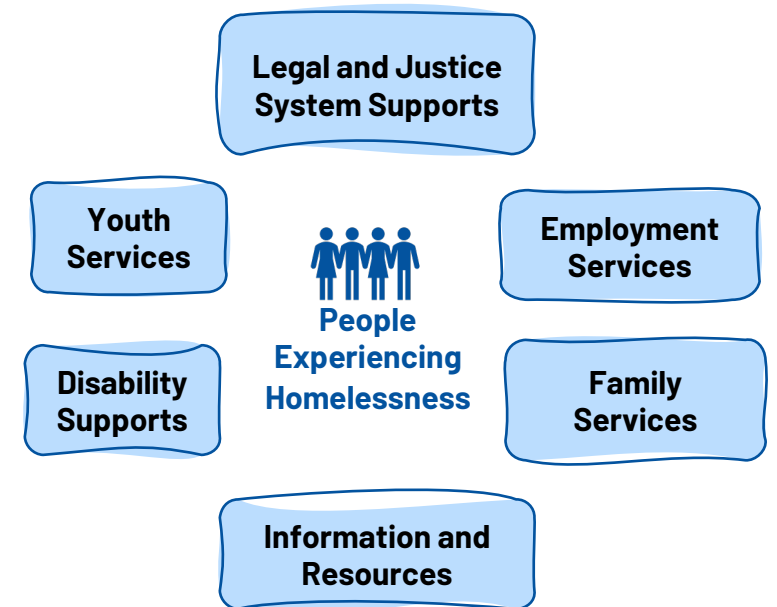
A variety of youth-focused organizations exist in Oxford, including mentorship programs, training and employment programs, and more. **Wellkin** has a decided focus on Child and Youth Mental Wellness.

Family Services

There are services for families available, including **Multi-Service Centre** for newcomers supports and **DASO** for women impacted by gender-based violence.

Information and Resources

The **Oxford Public Library** system is an important community information and resource hub in Woodstock, Tillsonburg, and Ingersoll.



Housing (and Supports)

This provides an overview of housing supports available in Oxford. These are the services providing medium to longer-term support towards finding and maintain housing.

Housing Stability Support

There are existing housing stability programs in Oxford, mainly the Housing Stability program **by OCCHC and the outreach support by the County**. OCCHC's program is focused on eviction prevention support.

Transitional Housing

Transitional housing options in Oxford County are primarily provided by **Oxford County Community Health Centre (OCCHC), Ingamo Homes, United Way Oxford, and the County**. This includes transitional living options in Woodstock, Tillsonburg and Ingersoll, as well as a transitional housing program specifically for youth.

Permanent RGI Housing

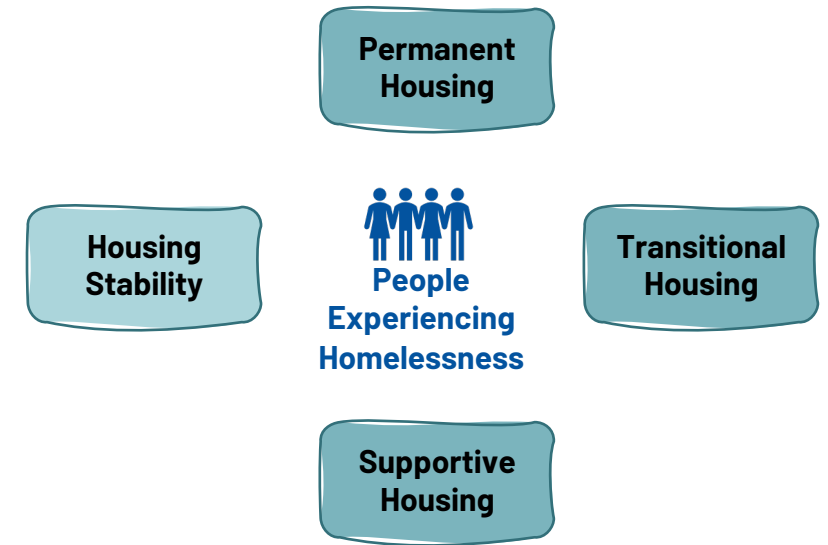
Community housing (rent-geared to income) in Oxford is helmed by **the County** and non-profit housing providers such as **Woodstock Non-Profit Housing**.

There are currently:

- 636 RGI units offered by Oxford County Housing.
- 600 RGI units offered by non-profit housing providers and housing co-operatives (some of which also provide affordable units targeted to moderate-income households).

Supportive Housing

Supportive housing providers in Oxford include **Indwell, Caressant Care and CMHA Thames Valley**.



Appendix 2: Estimating the Cost of Chronic Homelessness

Detailed Methodology

The methodology used to estimate the per person cost of individuals experiencing homelessness is based upon data of 990 participants across five Canadian cities as part of the At Home/Chez Soi program⁴². This study estimated the annual per person cost of individuals with mental illness experiencing homelessness who were accessing available programs and services in their respective municipality, without a housing first intervention.

Breaking costs down. In addition to providing a total cost to municipalities, data was broken down by a series of cost items. The cost items shown in Table 2 are understood to be administered at least in part by the County. Additional cost items from this analysis, including substance use treatment, ambulatory visits, hospital stays, and incarceration are not included. The study also measured costs associated with supportive housing, which has been excluded as this analysis focuses on individuals experiencing active homelessness, and social assistance and disability benefits, which for the purposes of this analysis are not assumed to change based on homelessness status.

Applying costs to the Oxford context. The study found a significant variation in costs across the five municipalities studied, however the cost for individual items, including the items included below, did not correlate directly with the size and/or rural or urban character of the five municipalities. As such, the average costs across the five cities (excluding obvious outliers) has been applied to the context of Oxford and costs have been projected forward to 2024 dollars using the consumer price index. Of note, while the study focused exclusively on individuals with mental illness, for the purposes of analysis these figures are being applied to all individuals experiencing homelessness. This is because the included costs are not assumed to vary significantly among individuals without mental illness, and due to the high prevalence of mental health issues among individuals experiencing chronic homelessness.

Breaking down costs by jurisdiction. In addition, several assumptions have been made about the proportion of each cost assumed by Oxford:

- The full cost of emergency shelter is assumed to be administered by Oxford County.
- It is assumed that the County administers 80% of the funding for other services for those experiencing homelessness, with the remaining funding coming from other levels of government or alternate sources.
- The County administers funding for ambulances and paramedics, which is assumed to make up 20% of the cost of emergency department visits and ambulances. The remaining 80% is assumed to be borne by emergency departments.
- The proportion of police and court appearances attributed to Oxford (20%) is intended to account for the costs associated with provincial offences administration.

Table 2: Per person average annual cost (2024 dollars) for individuals experiencing homelessness, broken down by item and applied to the County of Oxford

Cost Item	Cost (2024 Dollars)	% Administered by Oxford County	Cost to the County
Shelters	\$4,578	100%	\$4,578
Other (help lines, day centres)	\$3,325	80%	\$2,660
Emergency department visits and ambulance	\$2,167	20%	\$433
Police, court appearances	\$6,709	20%	\$1,342
TOTAL			\$9,013

(Latimer, E.A., Rabouin, D., Cao, Z. (2017). Costs of services for homeless people with mental illness in 5 Canadian cities: a large prospective follow-up study. *CMAJ Open* Vol. 5(3).

Appendix 3: Further Reading

Overview

This section provides a detailed list of the resources, reports, and readings that have supported the development of this strategy. They can be used references and a list for further reading.

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- 14 Lawson Health Research Institute. [Collaboration to address homelessness: Health, Housing, and Income \(H2I\): Implementation guideline](#).
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Appendix 3: Further Reading

- 17** Community Housing Transformation Centre. [RentSmart webpage](#).
- 18** Waterloo Region Community Legal Services (2022). [Best practices for housing providers of the Waterloo region: A toolkit](#).
- 19** City of Toronto. [New framework for multi-tenant \(rooming\) houses webpage](#).
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- 21** Redwood Park Communities. [Yes! In my backyard webpage](#).
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- 28** CAEH (2021). [Bright Spot: Kelowna and Niagara Region are using tech to help coordinate outreach](#).
- 29** Niagara Region. [Assertive Street Outreach webpage](#).
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Oxford County Homelessness Response Strategy

Preventing and Reducing Homelessness in Oxford

PART			SCHEDULE	
PART	LOT	PLAN	P.I.N.	AREA
1	PART OF 35	000	PART OF 00040-0005	6791.5 SQUARE METERS
2	PART OF 35	000	PART OF 00040-0005	408.0 SQUARE METERS
3	PART OF 35	000	PART OF 00040-0005	408.0 SQUARE METERS
	ALL OF 35			
4	PART OF WILLOW CREEK (CLOSED BY A72087)	000	PART OF 00040-0005	6791.5 SQUARE METERS

PARTS 1 THRU 4 COMPOSE ALL OF P.J.N. 00048-0083.
PART 5 IS SUBJECT TO AN EASEMENT AS SET OUT IN A

PLAN OF SURVEY OF
LOTS 25 & 26
PART OF WILLOW STREET
(CLOSED BY A72887)
REGISTERED PLAN 966
TOWN OF TILLSONBURG
COUNTY OF OXFORD

SCALE 1:300

METRIC DISTANCES AND COORDINATES SHOWN ON THIS PLAN ARE IN METRES
AND CAN BE CONVERTED TO FEET BY ENDING BY 0.3048

KIM HUSTED SURVEYING LTD.

SURVEYOR'S CERTIFICATE

I CERTIFY THAT

(1) - THIS SURVEY AND PLAN ARE CORRECT AND IN ACCORDANCE WITH THE SURVEYS ACT, THE SURVEYORS ACT AND THE LAND TILES ACT AND THE REGULATIONS MADE UNDER THEM

(2) - THIS SURVEY WAS COMPLETED ON THE

(X) - THIS SURVEY WAS COMPLETED ON THE

DAI

DATE _____ OF _____

THIS PLAN OF SURVEY RELATES TO AOLS PLAN SUBMISSION FORM NUMBER _____

NOTES

- (1) - BEARINGS ARE GROUND, DERIVED ON GPS OBSERVATIONS ON MONUMENTS "A" AND "B" SHOWN HEREIN HAVING A GROUND BEARING OF N 50° 05' E (JUL, JUNE 17, MADE GROUND)
- (2) - TO CONVERT BEARINGS SHOWN ON (P2) TO BEARINGS SHOWN ON THIS PLAN, AND ON 10° 10' TO THE NORTH-WEST BEARING AND SUBTRACT 60° 10' FROM THE NORTH-EAST BEARING.
- (3) - DISTANCES SHOWN ON THIS PLAN ARE METRIC GROUND DISTANCES AND CAN BE CONVERTED TO METRIC GROUND DISTANCES BY MULTIPLYING BY 0.000000037.

LEGEND

[illegible]

CONCEPT PLAN SKETCH

CJDL
Criminal Justice Degree

Cyril J. Demeyere Limited
P.O. Box 460, 261 Broadway
Tillsonburg, Ontario. N4G 4H8
Tel: 519-688-1000
866-302-9886
Fax: 519-842-3235
cjd1@cjd1eng.com

**PROPOSED AFFORDABLE
HOUSING DEVELOPMENT**

**31 EARLE STREET
TOWN OF TILLSONBURG**

**OFFICIAL PLAN & ZONING
BYLAW AMENDMENTS**

**DRAFT PLANNING
JUSTIFICATION REPORT**



25004
07 April 2025

PROPOSED AFFORDABLE HOUSING DEVELOPMENT**31 EARLE STREET, TILLSONBURG****PLANNING JUSTIFICATION REPORT****TABLE OF CONTENTS**

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Figure 6: Edge of subject lands looking south along Cedar Street.	6
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Error! Reference source not found.Draft Official Plan Amendments**Error! Reference source not found.**Draft Zoning Bylaw Amendments**Error! Reference source not found.**Environmental Impact Study**Error! Reference source not found.**Traffic Study**Error! Reference source not found.**Functional Servicing Report

25004
07 April 2025**PROPOSED AFFORDABLE HOUSING DEVELOPMENT****31 EARLE STREET TILLSONBURG****PLANNING JUSTIFICATION REPORT****1.0 INTRODUCTION**

This planning justification report reviews amendments to the County of Oxford Official Plan and the Town of Tillsonburg Zoning By-law proposed on behalf of the Town of Tillsonburg on lands currently owned by the Town of Tillsonburg located at 31 Earle Street. These approvals would permit two affordable housing developments on former institutional lands. The first development is a four-storey, 47-unit apartment dwelling on the central portion of the property. The second development is a 24-unit townhouse development on the northern portion of the property.

The proposed development requires an amendment to the Oxford County Official Plan in order to remove the lands institutional designation and public school designation on their respective schedules and redesignate the lands as an area for planned Medium Density Residential Development. The proposed development also requires a Zoning By-Law amendment in order to designate the lands a Medium Density Residential (MR) Zone. The proposed development also requires site specific Zoning By-Law Amendments in order to allow for the development to occur adjacent to an environmental protection area and to provide density bonusing in exchange for the provision of affordable housing.

A pre-consultation meeting with municipal staff occurred on March 17, 2025, to discuss the proposed applications and the related requirements for submission.

2.0 SUBJECT LANDS

The subject lands are located in the Town of Tillsonburg at the intersection of Earle Street and Cedar Street, as depicted in **Figure 1**. The subject property is located at the municipal address of 31 Earle Street, Tillsonburg and is known legally as PT LT 2-3 CON 12, LT 25-26 PL 966; PT WILLOW ST PL 966 CLOSED BY A72887, AS IN 485417; S/T A96683; TILLSONBURG. [P.I.N 00042-0063].

The property is the former site of Eliot Fairbairn Public School. The former school building and parking area still occupy the northern portion of the property, with the schoolyard located at the south portion adjacent to the woodlands. The former school building is currently being leased for use as a police training facility.

The full subject property is a total of 1.89 ha in area, and includes the former school buildings, the vacant schoolyard, and the woodlands. The subject lands, comprising of the portion of the property without the woodlands, cover a total area of 1.22 ha and have 121.3 m of frontage on Cedar Street and 86.0 m on Pine Street. Within the subject lands, the northern part of the lands containing the school building and associated parking lots cover 0.68 ha. The former schoolyard located between the parking area and the woodlands is comprised of 0.54 ha of vacant land and includes a stormwater easement. The woodlands in the southern portion of the property cover 0.67 ha.

The subject property contains woodlands which are Locally Significant Natural Heritage feature in **Schedule C-1: County of Oxford Environmental Features Plan** in the Oxford County Official Plan. The subject property is located within a Large Urban Centre designated in **Schedule C-3: County of Oxford Settlement Strategy Plan**. The property is designated as Residential, with the wooded area designated as Environmental Protection in **Schedule T-1: Town of Tillsonburg Land Use Plan**. There is no residential density assigned currently assigned in **Schedule T-2: Town of Tillsonburg Residential Density Plan**. The subject lands are designated as a Public School in **Schedule T-3: Leisure Resources and Schools Plan**. The woodlands on the property are considered 'Significant Woodlands' by the County of Oxford Woodlands Conservation By-Law No. 6607-2024.

The subject lands are Zoned Minor Institutional (IN1) in the Town of Tillsonburg Zoning By-Law No. 3295. The Environmental Protection Area is Zoned Environmental Protection 2 (EP2) in the Town of Tillsonburg Zoning By-Law No. 3295.

A map depicting the general location of the subject property is included below in **Figure 1**. The zoning of the relevant lands and the boundaries of the subject lands are depicted further below in **Figure 2**. Photos of the site and adjacent roads are depicted in **Figure 3, 4, 5, and 6**.

3.0 SURROUNDING LAND USES

The subject lands are located within the Settlement Area of the Town of Tillsonburg. The surrounding area is characterized by Low Density Residential uses (R1 and R2). These residential areas are comprised of single detached dwelling units. The subject lands are bordered to the south by lands zoned for General Industrial use (MG). There is a commercial area to the north of the subject lands along Simcoe Street. This area is designated Service Commercial (SC). There is a children's playground adjacent to the

Southeast corner of the subject lands. The subject property contains woodlands which are considered a Locally Significant Natural Heritage feature in **Schedule C-1** of the Oxford County Official Plan and an environmentally protected area (EP) in **Schedule T-1** of the Oxford County Official Plan.

The site abuts Earl Street, Cedar Street, and Pine Ave. Cedar Street is not designated a Collector or Arterial Road in **Schedule T-4: Town of Tillsonburg Transportation Network Plan** of the Oxford County Official Plan. However, Cedar Street is designated a Collector Road in **Schedule B: Road Designation Plan** in the Town of Tillsonburg Zoning By-Law No. 3295.

The zoning designations of the surrounding lands, along with the location of the adjacent play area is depicted below in **Figure 2**. Photos of the site and adjacent roads are included in **Figure 3, 4, 5, and 6**. A photo of the adjacent play area is included in **Figure 7**.

Figure 1: Location of Subject Property



Figure 2: Zoning of Subject Lands and Surrounding Land Uses





Figure 3: Subject property looking east from southwest corner of the lands.

March 13th, 2025



Figure 4: Subject lands looking west from southeast corner of the lands.

March 13th, 2025



Figure 6: Edge of subject lands looking south along Cedar Street.

March 13th, 2025



Figure 5: Edge of subject lands looking south along Pine Ave.

March 13th, 2025



Figure 7: Play area adjacent to Southeast corner of the subject lands.

March 13th, 2025

4.0 PROPOSAL

Two developments are proposed for the subject lands. Of the 71 dwelling units produced by the developments, 100% will be priced at or below the affordable level as defined by the Oxford County Official Plan **Section 1.6**, which states:

“1.6: Affordable housing means housing which would have a market price or rent that would be affordable to those households with incomes of 60 percent of median income, or lower, as reported by Statistics Canada for Oxford County, whereby:

- *Affordable rental housing is a dwelling unit where monthly rental costs (excluding utilities) do not exceed 30 percent of the tenant gross monthly household income; and*
- *Affordable ownership housing is a dwelling unit where monthly housing expenses (including mortgage principle, interest and property tax but excluding insurance or utilities expense) do not exceed 30 percent of gross monthly household income.”*

The first development is a 4-storey apartment containing 47 affordable dwelling units on the vacant portion of the subject lands located south of the existing vacant school building and north of the environmentally protected wooded area. A total of 75 parking spaces are proposed, including 3 accessible spaces. These parking areas are located on the side front of the proposed building. This development is within the parcel located on Earl Street, but would front onto Cedar Street and include driveway and pedestrian access onto Cedar Street. The second development is 24 affordable townhouses under condominium ownership to be developed on the site of the existing school building and parking area.

Together, the developments will contribute a total of 71 affordable dwelling units.

The developments are based on the approval of Official Plan Amendments and Zoning By-Law Amendments.

4.1 OFFICIAL PLAN AMENDMENT

The County of Oxford Official Plan does not identify the project site as a zone for planned Medium Residential development in **Schedule T-2**. An Amendment to the Oxford County Official Plan is proposed to designate the Project Site as a Medium Density Residential zone in **Schedule T-2**, further to **Section 8.2.5** of the Official Plan. There are no proposed changes to the text portion of the Plan.

The County of Oxford Official Plan identifies the site as a Public Elementary School in **Schedule T-3**: Town of Tillsonburg Leisure Resources and School Facilities Plan. As Elliot Fairbairn is no longer operating, a housekeeping Amendment is proposed to remove the Public Elementary School designation from the lands in **Schedule T-3**. The proposed Draft Official Plan Amendments are provided in **Appendix A**.

4.2 ZONING BY-LAW AMENDMENT

An Amendment to the Town of Tillsonburg Zoning By-Law No. 3295 is proposed to rezone the subject lands for residential use in the form of a Medium Density Residential development on lands currently zoned for Minor Institutional Use (IN1), further to **Section 8.5.3.4** of the County of Oxford Official Plan.

A site-specific Zoning By-Law Amendment to the Town of Tillsonburg Zoning By-Law No. 3295 applicable to the southern portion of the subject lands known as PART LT2&3 CON12, LT 25 PT 4&7 PL 966 is proposed to permit the development's location adjacent to an Environmental Protection Area, considering the provisions of the EIS further to **Section 3.2.4.2** of the County of Oxford Official Plan. This proposed amendment will also provide density bonusing in return for the development of 47 affordable apartment units. These proposed Draft Zoning By-Law Amendments are provided in **Appendix B**.

DRAFT

5.0 SUPPORTING STUDIES

Along with this planning justification report, studies have been conducted in support of the proposed development including the associated Proposed Official Plan Amendment and Proposed Zoning By-Law Amendments

5.1 ENVIRONMENTAL IMPACT STUDY

An Environmental Impact Study (EIS) has been prepared by Terrastory. This EIS identified that the Subject Property contains significant natural features and species. Two Special Concern species are considered to have at least a possible likelihood of occurrence within the Subject Property given their habitat associations and current distribution in southern Ontario:

- 1) Yellow-banded Bumblebee (*Bombus terricola*)
- 2) Monarch (*Danaus plexippus*)

No specific mitigation recommendations were offered in the EIS as these species are foraging habitat generalists and abundant nectaring habitat exists within the wider landscape surrounding the Subject Property.

A total of two Endangered bat species are considered to have some possibility of occurring in the wooded area on the Subject Property:

- 1) Little Brown Myotis (*Myotis lucifugus*)
- 2) Northern Myotis (*Myotis septentrionalis*)

While the results of ultrasonic acoustic monitoring failed to suggest the possible presence of a maternity roost in the vicinity of the deployed acoustic monitors, a small number of Endangered Myotis bat detections were made. On this basis, the EIS includes the recommendation that, if construction activities occur during the active bat season (i.e., April 1 and September 30), work will be restricted to daylight hours only and the use of artificial lighting will be avoided. **[additional recommendations to be determined in updated EIS]**

The contiguous wooded area containing Dry – Fresh Sugar Maple – Oak Deciduous Forest (FODM5-3) and Dry – Fresh Red Pine Naturalized Coniferous Plantation (FOCM6-2) communities within the Subject Property is designated EPA per Schedule T-1: Town of Tillsonburg Land Use Plan of the County's Official Plan and has been confirmed by the findings of the EIS as an Environmental Feature of Local Significance. Section 3.2.4.2.7 of the County's OP requires that any development or site alteration proposed within or adjacent to a Locally Significant Natural Heritage Feature must be supported by an EIS which demonstrates no negative impact on the protected feature. **Based on the results of the EIS study, through the incorporation of mitigating measures for the proposed development concept, it is expected that the Environmental Feature of Local Significance within the Subject Property will not be negatively impacted by construction of the proposed apartment building or surface parking areas.**

The EIS also included minimum standards that should be adhered to during development, in order to ensure there will be no negative impacts on surrounding natural features:

- The building design should incorporate Bird-Friendly Guidelines such as those published in City of Toronto’s “Best Practices for Bird-Friendly Glass” and “Best Practices for Effective Lighting” should be considered at detailed design.
- Any Landscape Plans prepared as part of any future development approval should incorporate species native to the local landscape.
- [additional standards to be determined in updated EIS]

In summary, the findings of the EIS support that the proposed development is appropriate and complies with relevant environmental policies, guidelines and objectives described in the Provincial Planning Statement (PPS) and the Oxford County Official Plan. The full environmental impact study is included in **Appendix C**.

5.2 TRAFFIC STUDY

A traffic study has been prepared by Paradigm (?). This traffic study identified that all intersections and roads that would see an increase in traffic due to the proposal have a suitable capacity to accommodate this increase. The traffic study found that no improvements to these roads are required. The full traffic study is included in **Appendix D**.

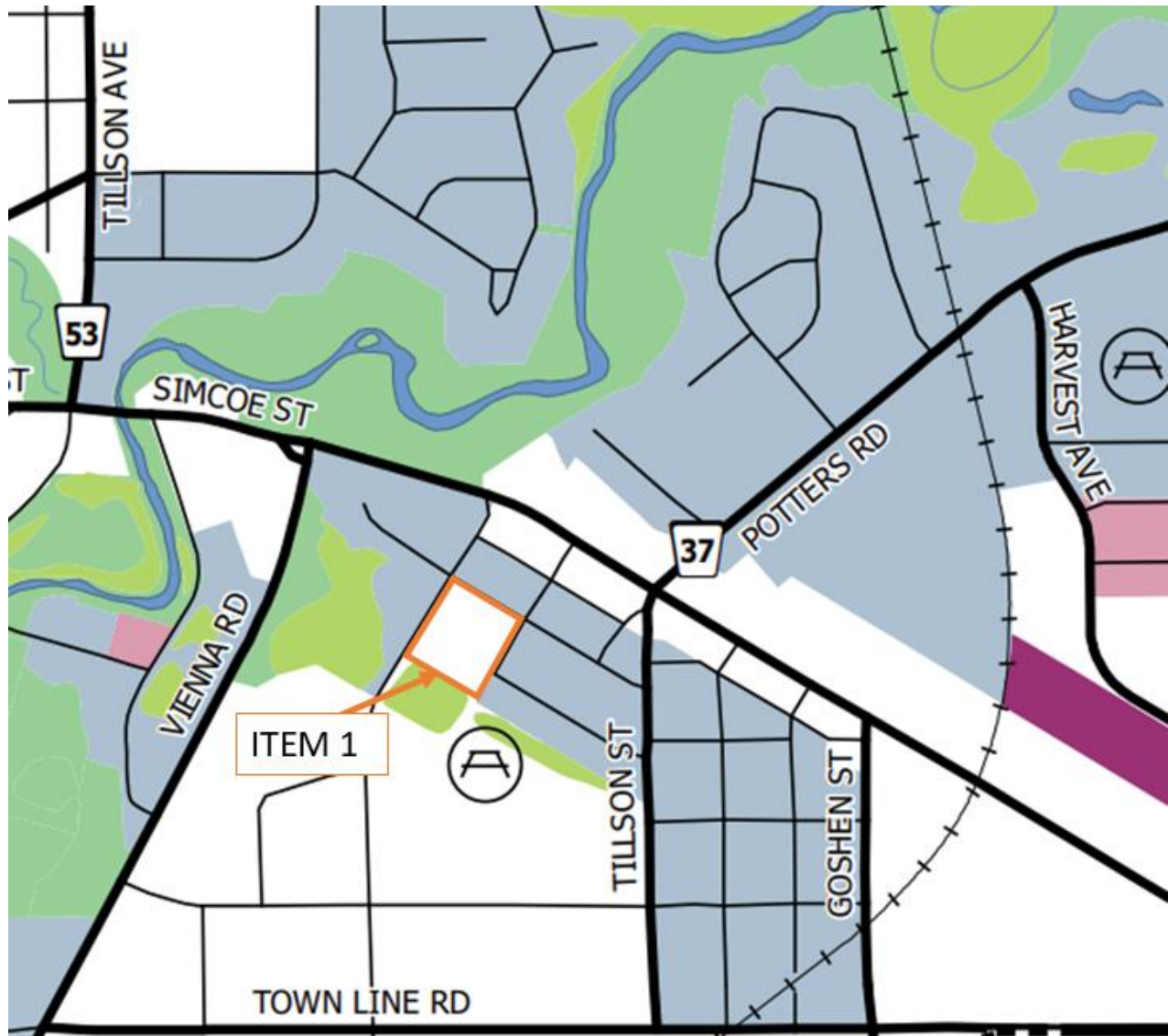
5.3 FUNCTIONAL SERVICING REPORT

A Functional Servicing report has been prepared by CJDLC Consulting Engineers which assesses the existing infrastructure and servicing capacities to identify a potential servicing scheme for the proposed development. Overall, the Functional Servicing Report found that water, wastewater, and stormwater services are available and capable of accommodating the proposed development. The full functional servicing report is included in **Appendix E**.

8.0 APPENDICES

8.1 'APPENDIX A' DRAFT OFFICIAL PLAN AMENDMENTS:







Schedule T-2: Town of Tillsonburg Residential Density Plan



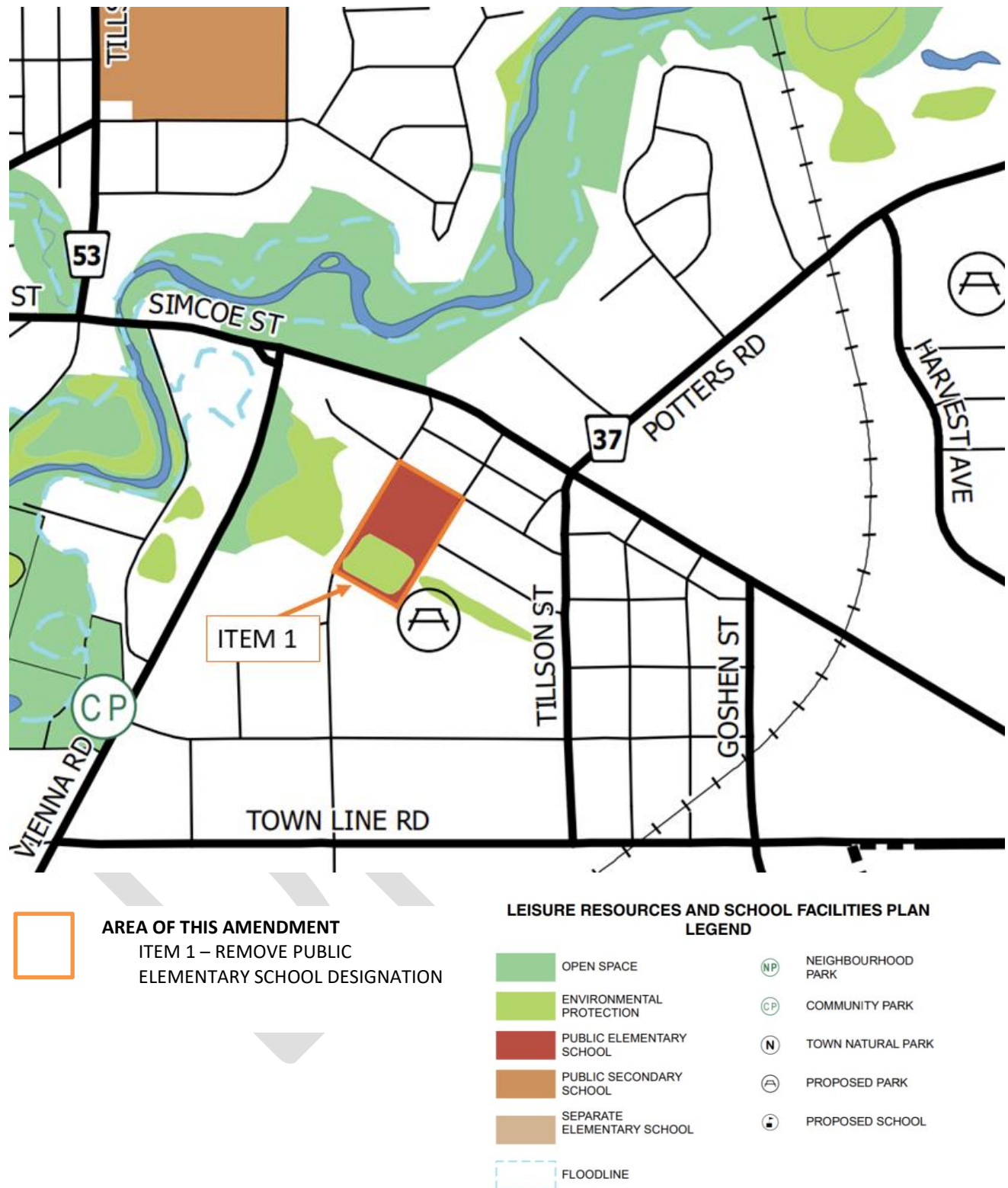
AREA OF THIS AMENDMENT

ITEM 1 – DESIGNATE MEDIUM DENSITY
RESIDENTIAL

RESIDENTIAL DENSITY PLAN LEGEND

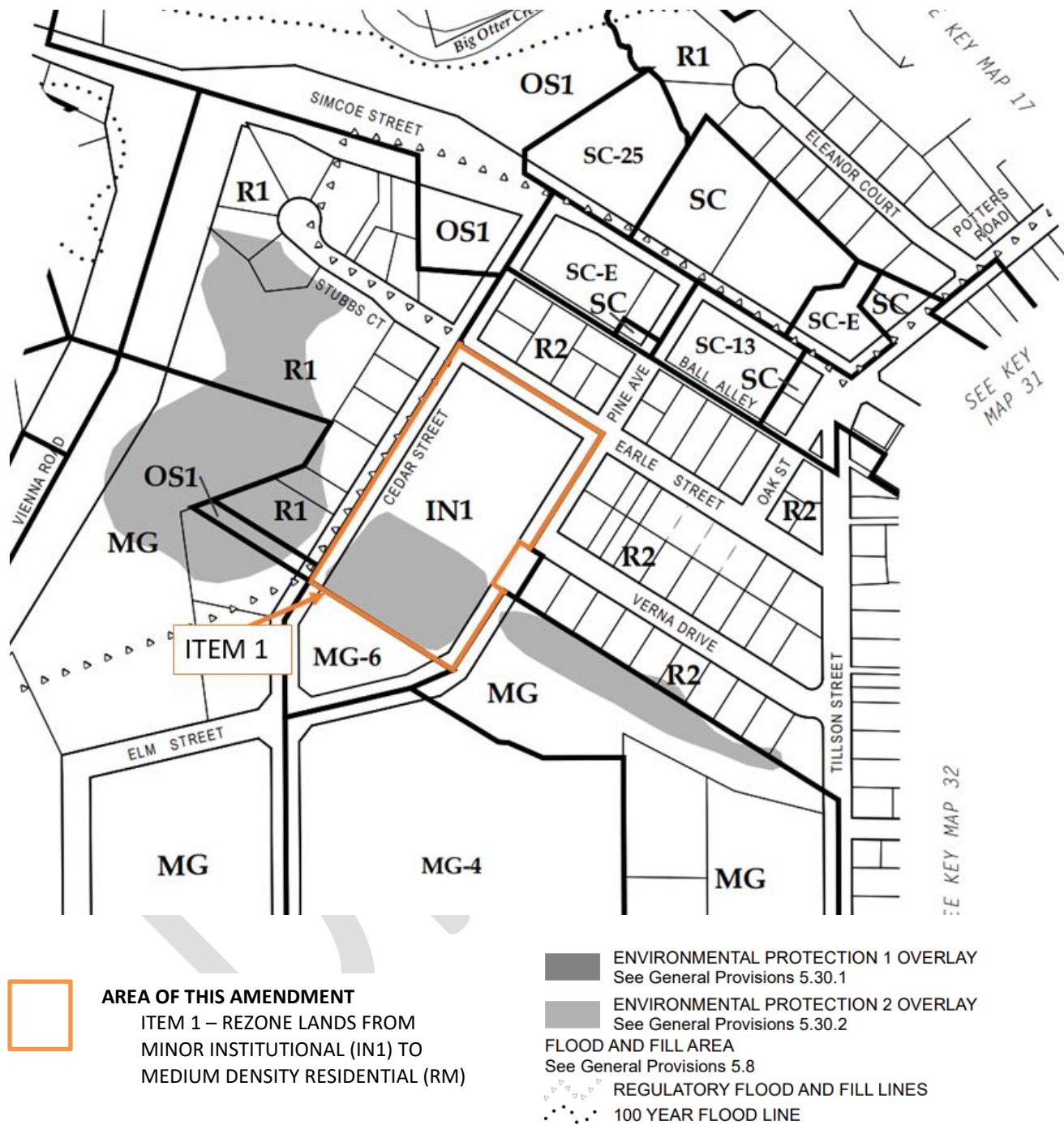
-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  MOBILE HOME PARK
-  OPEN SPACE
-  ENVIRONMENTAL PROTECTION
-  PROPOSED PARK

Schedule T-3: Town of Tillsonburg Leisure Resources and Schools Plan



8.2 'APPENDIX B' DRAFT ZONING BY-LAW AMENDMENT

Item 1: Amendment to Town of Tillsonburg Zoning By-Law No. 3295



Item 2: Amendment to Town of Tillsonburg Zoning By-Law No. 3295, Section 9: Medium Density Residential Zone (RM).

Location: PART LT2&3 CON12, LT 25 PT 4-5&7-8 PL 966 (Tillsonburg).

Notwithstanding any provisions of this By-Law to the contrary, no person shall within any RM-~~X~~ Zone use any lot, or erect, alter or use any building or structure for any purpose except the following:

An affordable apartment dwelling; a home occupation, in accordance with the provisions of Section 5.13 of this By-Law.

Notwithstanding any provisions of this By-Law to the contrary, no person shall within any RM-~~X~~ Zone use any lot, or erect, alter or use any building or structure except in accordance with the following provisions:

Lot Area Minimum: 90 m² per dwelling unit
Height of Building, Maximum: 17 m

That all the provisions of the RM Zone in Section 9.2 to this By-Law, as amended, shall apply, and further that all other provisions of this By-Law, as amended, that are consistent with the provisions herein contained shall continue to apply mutatis mutandis.

Item 3: Amendment to Town of Tillsonburg Zoning By-Law No. 3295, Section 9: Medium Density Residential Zone (RM).

Location: PART LT2&3 CON12, LT 25 PT 1-4&7 PL 966 (Tillsonburg).

Notwithstanding any provisions of this By-Law to the contrary, no person shall within any RM-~~X~~ zone use any lot, or erect, alter, or use any building or structure for any purpose except the following:

An affordable street-fronting townhouse dwelling; a home occupation, in accordance with the provisions of Section 5.13 of this By-Law.

For the purpose of this By-Law, a street-fronting townhouse dwelling within the RM-~~X~~ Zone may front on a private street.

That all of the provisions of the RM Zone in Section 9.2 of this By-Law, as amended, shall apply and further, that all other provisions of this By-Law, as amended, that are consistent with the provisions herein shall continue to apply mutatis mutandis.

PROPOSED MEDIUM DENSITY
APARTMENT BUILDING &
TOWNHOUSE DEVELOPMENT

31 EARLE STREET
TILLSONBURG, ONTARIO

PRELIMINARY FUNCTIONAL
SERVICING REPORT



25004
25 April 2025

25004

PROPOSED MEDIUM DENSITY APARTMENT BUILDING & TOWNHOUSE DEVELOPMENT

31 EARLE STREET

TILLSONBURG, ONTARIO

PRELIMINARY FUNCTIONAL SERVICING REPORT

TABLE OF CONTENTS

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4.0	SANITARY SERVICING.....	2
5.0	STORM DRAINAGE & STORMWATER MANAGEMENT.....	3
6.0	ELECTRICAL AND UTILITIES.....	3

APPENDIX 'A'

PRELIMINARY SERVICING PLAN

APPENDIX 'B'

FIRE FLOW FROM TOWN & CALCULATIONS

PROPOSED MEDIUM DENSITY APARTMENT BUILDING & TOWNHOUSE DEVELOPMENT31 EARLE STREETTILLSONBURG, ONTARIOPRELIMINARY FUNCTIONAL SERVICING REPORT1.0 INTRODUCTION

This Preliminary Functional Servicing Report has been prepared in support of a Zoning By-Law Amendment Application. This application is to be filed to allow for the development of a 4-storey, 47-unit apartment building and 24-unit townhouse development. The Town's objective for the lands is to work in conjunction with Oxford County's Human and Social Services division to attract Affordable/Attainable Housing projects for the property, with a focus on providing attainable ownership options.

The subject site is situated on the south side of Earle Street between Cedar Street and Pine Avenue. The site is legally described as Lot 25 & 26 of Registered Plan 966 in the Town of Tillsonburg, and is known municipally as 31 Earle Street. Lot 25 contains the former Elliot Fairbairn Public School and vacant land area south of the school, while Lot 26 contains a woodlot which connects to the adjacent property at 39 Cedar Street. The school building occupies Parts 1, 2 & 3 of Lot 25 with an approximate area of 0.68 ha (1.68 ac), the vacant land occupies Parts 4, 5, 7 & 8 of Lot 25 with an approximate area of 0.54 ha (1.33 ac), and the woodlot occupies Parts 6 & 9 of Lot 26 and has an approximate area of 0.67 ha (1.66 ac).

The Zoning By-Law Amendment Application addresses the Town's ultimate plan to re-zone the former school area and the vacant lands as medium density residential. Thus, the net density of the proposed 47-unit apartment building on the vacant lands along with the proposed 24-unit townhouse development on the former school lands will be in compliance with the medium density residential requirements.

2.0 TRANSPORTATION

The proposed apartment building on the vacant lands includes one (1) proposed access off of Cedar Street. The proposed development will provide 74 parking spaces which meets the requirements set out by the Town of Tillsonburg Zoning By-law. One (1) type A and two (2) type B accessible parking space will be included on this site.

The former school lands currently has two (2) entrances to the site with main access provided from Earle Street and secondary access provided from Cedar Street. The proposed townhouse development will allow for individual driveways to each unit. Twelve (12) units will front Earle Street; therefore twelve (12) separate driveways are proposed on the south side of the Earle Street, and twelve (12) units will be accessed via an internal private driveway that is accessible off Cedar Street.

Each entrance/access route to the respective developments, as well as all travel lanes through the parking lot, will be designed to ensure adequate fire access to the primary entrance of the building. Paradigm Transportation Solutions Ltd. has been retained by the client to complete a Traffic Impact Study for the proposed residential developments on site.

3.0 WATER SERVICING

Water service will be provided to the proposed apartment building on the vacant lands through an existing 150mmØ watermain that runs along the east side of Cedar Street. It is expected that there will be adequate capacity within this watermain to service the proposed development. A new fire hydrant will be required to provide fire flow to the apartment building, connected to the Cedar Street watermain, to achieve maximum separation of 45m from the hydrant to the fire department connection on the building, as outlined in the Ontario Building Code (OBC). Detailed design calculations will be included at the time of Site Plan Application.

Individual water services will be provided to each unit in the proposed townhouse development. Twelve (12) townhouse units fronting Earle Street will be serviced through an existing 100mm diameter watermain that runs along the south side of Earle Street. The remaining twelve (12) units, which are accessed from the proposed internal driveway, will be serviced with a proposed water service that will loop the 150mm diameter watermain on the east side of Cedar Street to the 200mm diameter watermain on the east side of Pine Ave. The watermain loop will run within the proposed internal driveway. The existing fire hydrants on the corner of Earle Street and Cedar Street and the corner of Earle Street and Pine Ave are anticipated to be sufficient to service the proposed townhouse development as they cover all units within the maximum separation of 90m from the hydrant to the residential dwelling, as outlined in the OBC. Detailed design calculations will be included at the time of Site Plan Application.

The Town of Tillsonburg Water Department provided hydrant flow testing data collected from the existing hydrant at the intersection of Cedar Street and Earle Street (Hydrant #233) to assess the available fire flow in the water supply system. The flow testing results indicated the hydrant is capable of supplying a fire flow of 162.3 L/s. A preliminary assessment for fire flow requirements for the proposed apartment building and one middle unit not fronting Earle Street in the townhouse development was completed under the assumption the developments are built using ordinary construction materials and contains combustible hazards. Based on the OBC, the required fire flow for the proposed apartment building is approximately 150 L/s while the required fire flow for a unit in the proposed townhouse development is 45 L/s. Based on the Fire Underwriters Survey (FUS), the required fire flow for the proposed apartment building is approximately 250 L/s while the required fire flow for a unit in the proposed townhouse development is 100 L/s. Therefore, the available fire flow from the watermain system feeding hydrant #233 has sufficient flow to meet the fire flow demand requirements set out by the OBC and FUS for the proposed townhouse development. Hydrant #233 has sufficient flow to meet the fire flow demand required by the OBC for the proposed apartment building, however, not the FUS fire flow demand. In order to be in compliance with the OBC and FUS fire flow demands with ordinary construction materials, an automatic sprinkler system is required. The addition of an automatic sprinkler system in the proposed apartment building will reduce the FUS fire flow demand to 150 L/s and bring the development into compliance with fire flow requirements under both fire flow demands. Detailed fire flow calculations will be completed at time of Site Plan Application once more details related to the construction of the proposed developments are available.

4.0 SANITARY SERVICING

Sanitary servicing will be provided for the proposed apartment building through an existing 350mm diameter sanitary mainline which runs along Pine Ave. The Pine Ave sanitary sewer conveys sewage south towards a manhole at the intersection of Cedar Street and Elm Street where the sewers ultimately outlet to the Tillsonburg Wastewater Treatment System (WWTS). A new sanitary service will be required

to service the proposed apartment building and will connect into an existing sanitary manhole on Pine Ave.

Individual sanitary private drain connections will be provided to each unit in the proposed townhouse development. Twelve (12) townhouse units fronting Earle Street will be serviced from an existing 200mmØ sanitary sewer that runs along Earle Street. The remaining twelve (12) units will be serviced internally with a sanitary sewer which runs within the proposed internal driveway and outlets to an existing sanitary manhole on Pine Ave.

The Town of Tillsonburg has provided CJD L with flow data collected in 2022 for the Earle Street sanitary sewer. The 200mm diameter sewer was designed to accommodate a maximum design capacity of 17.9 L/s and the flow data indicates the sewer experienced a maximum flow of 1.8 L/s. Therefore, there remains sufficient capacity in the Earle Street sewer to accommodate flows from the twelve (12) proposed townhouse units fronting Earle Street. The Town was not able to provide flow data for the sanitary sewer which runs south on Pine Ave past the Earle Street intersection, however, they anticipate there is sufficient capacity in the sanitary sewer to accommodate flows from the proposed apartment building and twelve (12) townhouse units. Detailed calculations will be completed at the time of Site Plan Application to ensure adequate capacity for both development areas.

The 2024 Oxford County Water and Wastewater Master Plan indicates the Tillsonburg WWTS is projected to reach 85% of its design capacity by 2041, at which point expansion will be required to accommodate future growth. As such, it is anticipated the existing sanitary network and treatment system has sufficient capacity to receive flows from the proposed development on the vacant lands and the former school lands.

5.0 STORM DRAINAGE & STORMWATER MANAGEMENT

The majority of the site is currently tributary to a 900mm diameter storm pipe which crosses Cedar Street and runs along an easement between 25 & 23 Cedar Street to outlet to a ravine. An existing 675mmØ storm sewer runs along an easement at the south end of the property adjacent to the woodlot area and connects to the Cedar Street outlet. The northeast corner of the site is tributary to a 300mmØ culvert which outlets at Simcoe Street to a ravine and ultimately to Otter Creek. An existing 300mm diameter storm sewer conveys flows north along Pine Ave from the intersection of Earle Street and Pine Ave to the outlet.

The site currently experiences overland sheet flow towards existing catch basins on Cedar Street and existing catch basins on Pine Ave. The site will be graded such that stormwater flows experienced by the proposed apartment building lands will be tributary to the Cedar Street outlet and stormwater flows from the proposed townhouse development will be tributary to the Simcoe Street outlet. The ultimate stormwater management design for the respective proposed developments will not impact the surrounding properties as the post-development stormwater flows off site will be controlled to match the pre-development flows. A combination of underground and surface storage of stormwater will be utilised in the stormwater management design to provide both quantity and quality control on site. The stormwater management design of this development will be done in accordance with the Town of Tillsonburg's design standards. The Detailed calculations will be conducted upon Site Plan Application.

6.0 ELECTRICAL AND UTILITIES

There is currently an overhead power line with 3-phase power which runs along the west side of Cedar Street directly across from the site. Tillsonburg Hydro Inc. anticipates some improvements to the current infrastructure will be required to service the proposed apartment building via the Cedar Street 3-phase overhead power lines. The anticipated improvements include installation of a 3-phase high voltage duct bank to facilitate a road crossing under Cedar Street, a new pad mount transformer and a new metering configuration with an estimated cost of \$100,000. Additional provisions could be made to facilitate an

upgrade to the existing hydro service to the proposed townhouse development, such as installing a duct bank with 2 service lines with the required road crossing and pad mount step down transformer, at an additional fee.

The Town has confirmed fibre optic utilities were installed along Cedar Street as part of the Town's Rural Connections Broadband project in 2012. It is anticipated the fibre optic utilities have the capacity to provide service connections for the east side of Cedar Street to facilitate service to the proposed developments. Contact with utility companies will continue concurrently with the submission of the Site Plan and Zoning By-law Amendment applications.

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All of which is respectfully submitted by,

Reagan Campbell, EIT

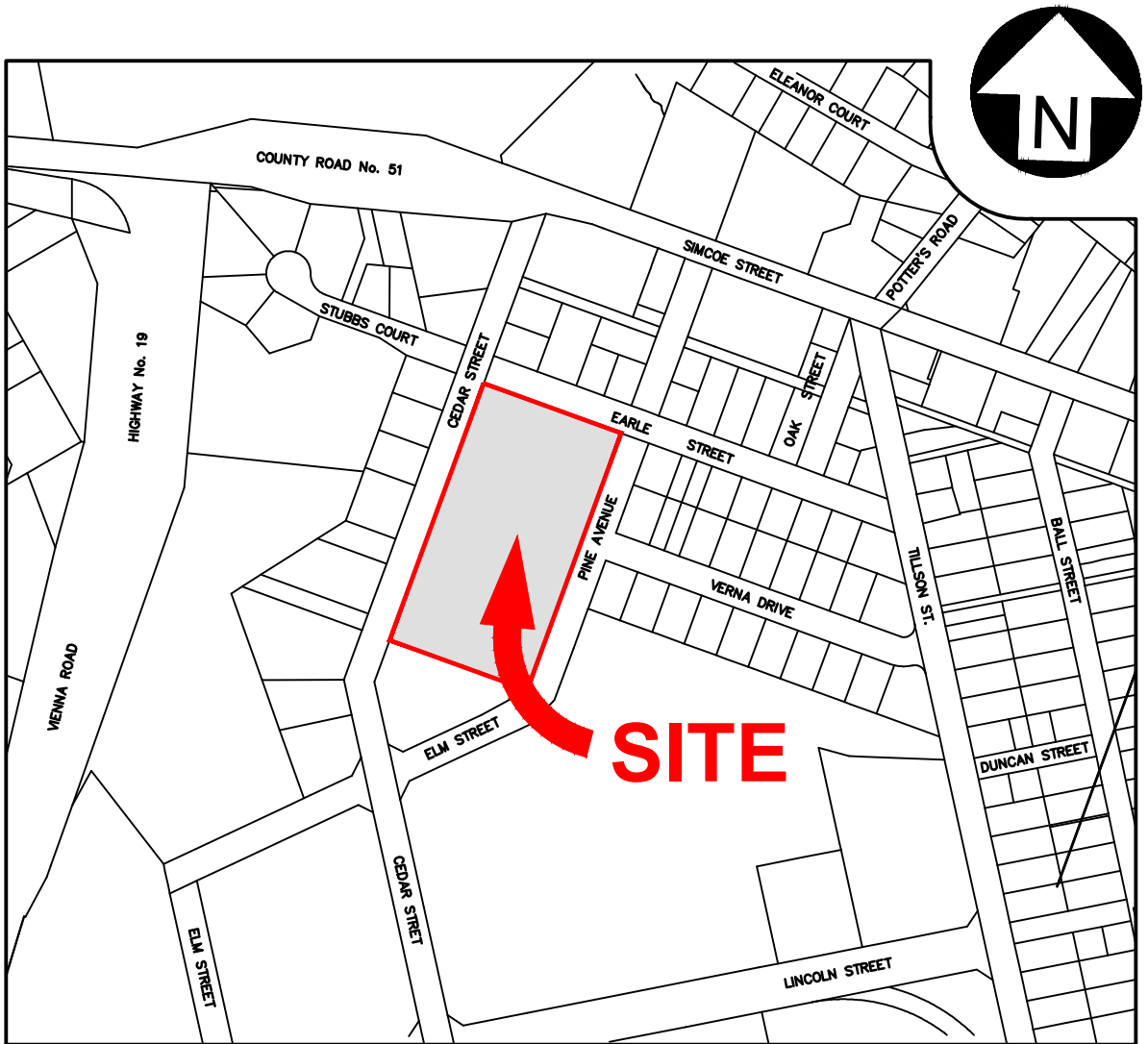
Peter J. Penner, P. Eng.

RC/kc

APPENDIX 'A'

- PRELIMINARY SERVICING PLAN

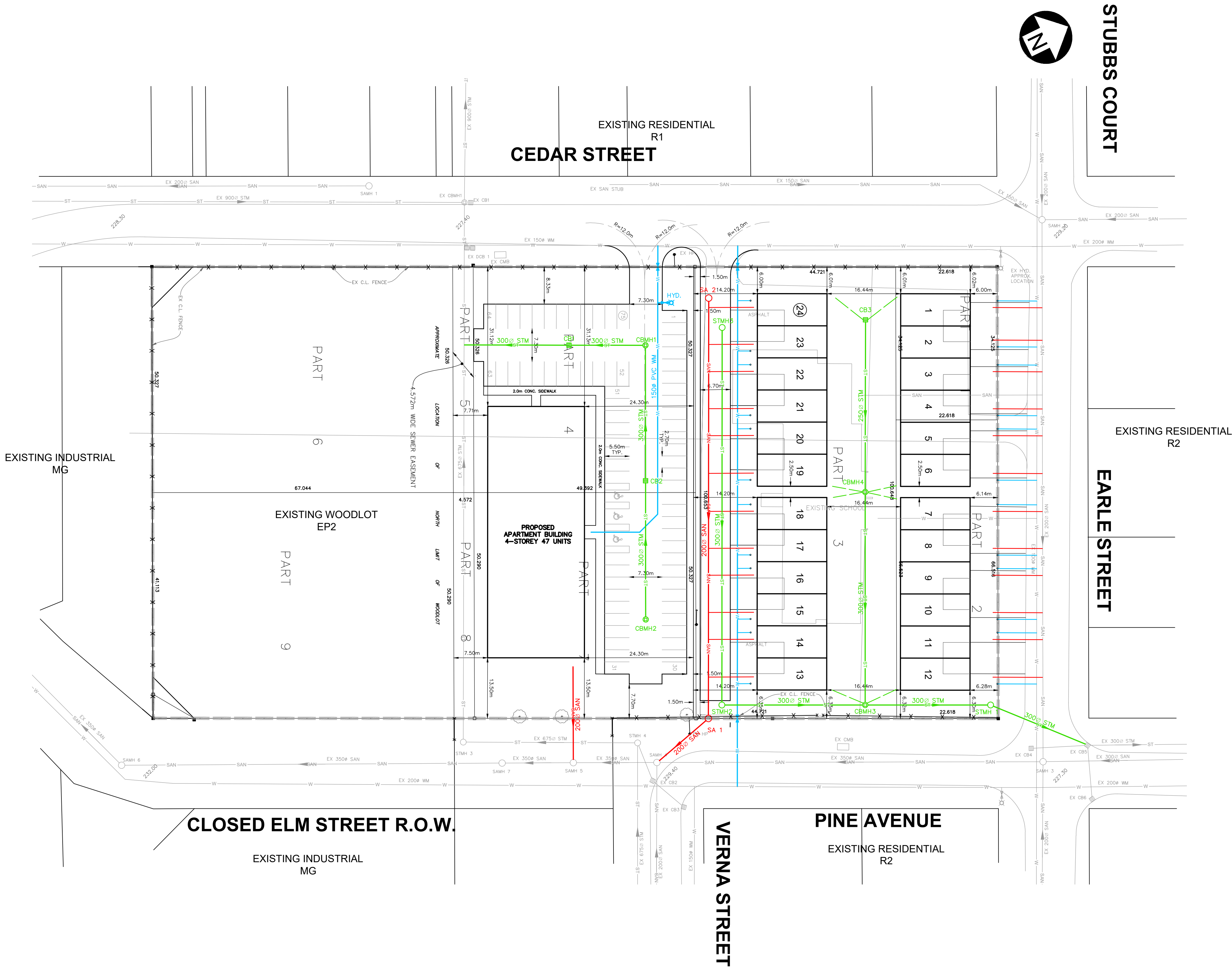
DRAFT



KEY PLAN
SCALE: 1:5,000

PARTS 4, 5, 7 & 8 TOWN OF TILLSONBURG ZONING COMPLIANCE TABLE		
	REQUIRED	PROVIDED
ZONING	RM	
LOT AREA PER UNIT (MIN.)	160 m ²	114.6 m ²
LOT AREA PER UNIT (MAX.)	320 m ²	114.6 m ²
LOT FRONTAGE (MIN.)	20 m	53.7 m
LOT DEPTH (MIN.)	30 m	100.6 m
COVERAGE (MAX.)	40%	22%
OPEN SPACE (MIN.)	30%	39%
FRONT YARD DEPTH	7.5 m	31.12 m
REAR YARD DEPTH	10.5 m	13.5 m
SIDE YARD DEPTH (INT.)	7.5 m	7.5 m
HEIGHT (MAX.)	15 m	17 m
PARKING	71 SPACES	75 SPACES

PARTS 1, 2 & 3 TOWN OF TILLSONBURG ZONING COMPLIANCE TABLE		
	REQUIRED	PROVIDED
ZONING	RM	
DWELLING UNITS (MAX.)	8	6
LOT AREA PER UNIT (MIN.)	150 m ²	283.7 m ²
LOT AREA PER UNIT (MAX.)	320 m ²	283.7 m ²
LOT FRONTAGE (MIN.)	5 m	100.6 m
LOT DEPTH (MIN.)	30 m	67.6 m
COVERAGE (MAX.)	40%	39%
OPEN SPACE (MIN.)	30%	39%
FRONT YARD DEPTH	6 m	6 m
REAR YARD DEPTH	7.5 m	14.2 m
SIDE YARD DEPTH (EXT.)	6 m	6 m
HEIGHT (MAX.)	11 m	11 m



LEGEND

SANITARY SEWER	UNDERGROUND BELL LINE	MAINTENANCE HOLE	GUY WIRE, UTILITY POLE	TRANSFORMER
FORCE MAIN	UNDERGROUND CABLE LINE	CLEAN OUT	LIGHT STANDARD, STREET LIGHT	SURVEY BARS
STORM SEWER	DITCH/SWALE	CATCH BASIN	TRAFFIC SIGNAL SIGN	CONIFEROUS, DECIDUOUS TREE
WATERMAIN	TOE OF SLOPE, TOP OF BANK	WATER VALVE	GAS VALVE	SHRUB
WATER SERVICE	FENCE	WATER SERVICE CURB STOP	UTILITY PEDESTAL	EDGE OF BUSH/D RIP LINE
NATURAL GAS LINE	EDGE OF GRAVEL	HYDRANT	TACTILE PLATE	GEOTECHNICAL BORE HOLE
UNDERGROUND POWER LINE	CURB, DROPPED CURB	RAISED COVERED PORCH	"BARRIER FREE" SIGN	ADJUST, REMOVE
OVERHEAD POWER LINE	EDGE OF PAVEMENT	"NO PARKING - FIRE ROUTE" SIGN		PRIMARY ACCESS
UNDERGROUND FIBRE OPTIC LINE				
BOUNDARY LIMITS				

STAMP:

PRELIMINARY

METRIC H. SCALE 1:500

No.	REVISION	DATE	BY

TOWN OF TILLSONBURG

CJDL
Consulting Engineers

Cyril J. Demeyere Limited
P.O. Box 460, 261 Broadway
Tillsonburg, Ontario, N4G 4H8
Tel: 519-688-1000
866-302-9886
cjd@cjdeng.com

31 EARLE STREET
TOWN OF TILLSONBURG
PRELIMINARY SERVICING PLAN

DESIGN BY: RC	DRAWN BY: AH	CHECKED BY: PJP
PROJECT NO. 25004	SURVEY BY:	DATE: 25 APR. 2025

DRAWING No.

1

APPENDIX 'B'

- FIRE FLOW FROM TOWN & CALCULATIONS

DRAFT

Town of Tillsonburg
 31 Earle Street - Proposed Residential Developments



PROJECT No. 25004

DATE: 31-Mar-25

DESIGN BY: RMC

CHECKED BY: PJP

AVAILABLE FIRE FLOW

Hydrant Flow Test at Cedar St & Earle St (Hyd #233)

31 Earle Street - Proposed Residential Developments

76	psi	System Static Pressure
48	psi	System Residual Pressure
28	psi	Pitot Pressure Reading Port 1
4.0	in	Diameter of Port 1
0.9		Discharge Coefficient Port 1
0.0	psi	Pitot Pressure Reading Port 2
0.0	in	Diameter of Port 2
0.0		Discharge Coefficient Port 2

Total Hydrant Testing Flow	1769	USGPM
	111.6	L/s

Total Available Fire Flow	2572.0	USGPM	Flow @ System Pressure of 20 psi
	162.3	L/s	

No.	REVISION	DATE	BY

Town of Tillsonburg
 31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report
 Town of Tillsonburg



PROJECT No. 25004
 DATE: 31-Mar-25
 DESIGN BY: RMC
 CHECKED BY: PJP

DOMESTIC WATER DEMAND CALCULATIONS

31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report

Average Daily Demand Determination

Area	47.0	Units
Population Per Unit:	3.0	People/unit
Design Population:	141.0	Cap.
Average Daily Demand	345.0	L/cap./day
Design Demand:	48645.0	L/day
Average Daily Demand:	0.56	L/s

Peak Hour Demand Determination:

Average Daily Demand:	0.56	L/s
Peak Hour Factor:	7.8	
Peak Hour Demand:	4.39	L/s

Max. Day Demand Determination:

Average Daily Demand:	0.56	L/s
Max. Day Factor:	3.5	
Max. Day Demand:	1.97	L/s

AVERAGE DAILY DEMAND:	0.56	L/s
PEAK HOUR DEMAND:	4.39	L/s
MAX. DAY DEMAND:	1.97	L/s

No.	REVISION	BY	DATE

Town of Tillsonburg
31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report
Town of Tillsonburg



PROJECT No. 25004
DATE: 31-Mar-25
DESIGN BY: RMC
CHECKED BY: PJP

ONTARIO BUILDING CODE FIRE DEMAND CALCULATIONS

31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report

Building Volume Determination

Average Floor Area:	1001.0	m ²
No. Storeys:	4.0	(Including Below Grade Storeys)
Height Per Storey:	3.8	m

Building Volume (V): 15215.2 m³

Water Supply Coefficient Determination

Building Class: C (Per OBC Section 3.1.2.1.)

Construction Type: Building is of combustible construction with fire separations and fire-resistance ratings provided in accordance with Subsection 3.2.2. of the OBC, including loadbearing walls, columns and arches. Noncombustible construction may be used in lieu of fire-resistance rating where permitted in Subsection 3.2.2. of the OBC.

TYPE OF CONSTRUCTION	Classification by Group or Division in Accordance with Table 3.1.2.1 of the Ontario Building Code				
	A-2 B-1 B-2 B-3 C D	A-4 F-3	A-1 A-3	E F-2	F-1
Building is of noncombustible construction with fire separations and fire-resistance ratings provided in accordance with Subsection 3.2.2. of the OBC, including loadbearing walls, columns and arches.	10	12	14	17	23
Building is of noncombustible construction or of heavy timber construction conforming to Article 3.1.4.6. of the OBC. Floor assemblies are fire separations but with no fire-resistance rating. Roof assemblies, mezzanines, loadbearing walls, columns and arches do not have a fire-resistance rating.	16	19	22	27	37
Building is of combustible construction with fire separations and fire-resistance ratings provided in accordance with Subsection 3.2.2. of the OBC, including loadbearing walls, columns and arches. Noncombustible construction may be used in lieu of fire-resistance rating where permitted in Subsection 3.2.2. of the OBC.	18	22	25	31	41
Building is of combustible construction. Floor assemblies are fire separations but with no fire-resistance rating. Roof assemblies, mezzanines, loadbearing walls, columns and arches do not have a fire-resistance rating.	23	28	32	39	53
Column 1	2	3	4	5	6

Water Supply Coefficient (K): 18

Spatial Coefficient Determination

Front:	0.00	(Distance = 24.6 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))
Rear:	0.20	(Distance = 7.5 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))
Left:	0.00	(Distance = 51.2 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))
Right:	0.00	(Distance = 33.6 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))

Spatial Coefficient Total (S_{tot}): 1.20

Fire Flow Determination

$$Q = KVS_{Tot}$$

Water Supply Coefficient (K):	18	
Building Volume (V):	15215.2	m ³
Spatial Coefficient Total (S _{tot}):	1.20	
Minimum Supply of Water (Q):	328648.3	L

Building Code, Part 3 Buildings	Required Minimum Water Supply Flow Rate (L/min.)
One-storey building with building area not exceeding 600m ² (excluding F-1 occupancies)	1800
All other buildings	2700 (If Q ≤ 108,000L) ⁽¹⁾ 3600 (If Q > 108,000L and ≤ 135,000L) ⁽¹⁾ 4500 (If Q > 135,000L and ≤ 162,000L) ⁽¹⁾ 5400 (If Q > 162,000L and ≤ 190,000L) ⁽¹⁾ 6300 (If Q > 190,000L and ≤ 270,000L) ⁽¹⁾ 9000 (If Q > 270,000L) ⁽¹⁾

Required Minimum Water Supply Flow Rate: 9000.0 L/min

Minimum Volume of Water Supply: 270000 L (Based on 30 min. minimum supply duration)

REQUIRED FIRE FLOW: 150.00 L/s

No.	REVISION	BY	DATE

Town of Tillsonburg
31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report
Town of Tillsonburg



PROJECT No. 25004
DATE: 31-Mar-25
DESIGN BY: RMC
CHECKED BY: PJP

FIRE UNDERWRITERS SURVEY FIRE DEMAND CALCULATIONS - WITHOUT SPRINKLERS

31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report

Construction Coefficient Determination

Construction Material: Ordinary Construction
Fire Resistance Rating: 1.0 hours

Construction Description: Exterior walls are of masonry construction (or other approved material) with a minimum 1-hour fire resistance rating, but other elements such as interior walls, arches, floors, and/or roof do not have a minimum 1-hour fire resistance rating.

Construction Type (FUS, 2020): Type III
Construction Coefficient (C): 1.0

Total Floor Area Determination

Largest Floor Area: 1003 m² (Subdivided floor area if vertical firewalls have minimum 2-hour fire rating)
Storey of Largest Floor Area: 1
Vertical Opening Protection: Unprotected (Only applies for buildings with Construction Coefficient (C) less than 1.0)
Number of Storeys: 4 (Excluding basements 50% or more below grade)
Vertical Firewall Separation: No (Only applies if vertical firewall has a minimum 2-hour fire rating)
Vertical Firewall Protection: (Only applies if there is vertical firewall separation)
Vertical Firewall Separation Risk: (Indicates if there is severe risk of fire on other side of vertical firewall)
Vertical Firewall Factor: 0% (0% if there is no vertical firewall separation)
Total Floor Area (A): 4012 m² 100% of all floor areas

Occupancy & Contents Adjustment Factor

Building Class: C
Contents Hazard: Limited Combustible Contents

Occupancy & Contents Adjustment: -15%

Automatic Sprinkler Protection Adjustment

Automatic Sprinkler System: No (Per NFPA 13)
Standard Water Supply: Yes (Pressurized water supply, public or private, designed to handle Max Day + Fire Flow)
Fully Supervised System: No (Per NFPA 25)
Community Level Sprinkler Protection: No (Fully sprinklered/fire protected communities)

Automatic Sprinkler Adjustment: 0%

Exposure Adjustment Charge

Front:	5.4%	(Distance = 24.6 m (FUS 2020)	(Sprinklered = No)
Rear:	16.8%	(Distance = 7.5 m (FUS 2020)	(Sprinklered = No)
Left:	0.0%	(Distance = 51.2 m (FUS 2020)	(Sprinklered = No)
Right:	0.0%	(Distance = 33.6 m (FUS 2020)	(Sprinklered = No)

Exposure Adjustment: 22.2%

Fire Flow Determination

$$RFF = 220C\sqrt{A}$$

A.	Construction Coefficient (C) :	1.0	
B.	Total Effective Floor Area (A) :	4012	m ²
C.	Base Fire Flow (RFF) :	14000	L/m (Rounded to nearest 1,000 L/m)
D.	Occupancy & Contents Adjustment:	-15%	
	O & C Fire Flow Adjustment:	-2100	L/m
E.	Automatic Sprinkler Adjustment:	0%	
	Sprinkler Fire Flow Adjustment:	0	L/m
F.	Exposure Adjustment:	22.2%	
	Exposure Fire Flow Adjustment:	3106	L/m
G.	Required Fire Flow:	15000	L/m (Rounded to nearest 1,000 L/m)

REQUIRED FIRE FLOW:	250.00	L/s
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No.	REVISION	BY	DATE

Town of Tillsonburg
31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report
Town of Tillsonburg



PROJECT No. 25004
DATE: 31-Mar-25
DESIGN BY: RMC
CHECKED BY: PJP

FIRE UNDERWRITERS SURVEY FIRE DEMAND CALCULATIONS - WITH SPRINKLERS

31 Earle Street 47-Unit Apartment - Preliminary Functional Servicing Report

Construction Coefficient Determination

Construction Material: Ordinary Construction
Fire Resistance Rating: 1.0 hours

Construction Description: Exterior walls are of masonry construction (or other approved material) with a minimum 1-hour fire resistance rating, but other elements such as interior walls, arches, floors, and/or roof do not have a minimum 1-hour fire resistance rating.

Construction Type (FUS, 2020): Type III
Construction Coefficient (C): 1.0

Total Floor Area Determination

Largest Floor Area: 1003 m² (Subdivided floor area if vertical firewalls have minimum 2-hour fire rating)
Storey of Largest Floor Area: 1
Vertical Opening Protection: Unprotected (Only applies for buildings with Construction Coefficient (C) less than 1.0)
Number of Storeys: 4 (Excluding basements 50% or more below grade)
Vertical Firewall Separation: No (Only applies if vertical firewall has a minimum 2-hour fire rating)
Vertical Firewall Protection: (Only applies if there is vertical firewall separation)
Vertical Firewall Separation Risk: (Indicates if there is severe risk of fire on other side of vertical firewall)
Vertical Firewall Factor: 0% (0% if there is no vertical firewall separation)
Total Floor Area (A): 4012 m² 100% of all floor areas

Occupancy & Contents Adjustment Factor

Building Class: C
Contents Hazard: Limited Combustible Contents

Occupancy & Contents Adjustment: -15%

Automatic Sprinkler Protection Adjustment

Automatic Sprinkler System: Yes (Per NFPA 13)
Standard Water Supply: Yes (Pressurized water supply, public or private, designed to handle Max Day + Fire Flow)
Fully Supervised System: No (Per NFPA 25)
Community Level Sprinkler Protection: No (Fully sprinklered/fire protected communities)

Automatic Sprinkler Adjustment: -40%

Exposure Adjustment Charge

Front:	5.4%	(Distance = 24.6 m (FUS 2020)	(Sprinklered = No)
Rear:	16.8%	(Distance = 7.5 m (FUS 2020)	(Sprinklered = No)
Left:	0.0%	(Distance = 51.2 m (FUS 2020)	(Sprinklered = No)
Right:	0.0%	(Distance = 33.6 m (FUS 2020)	(Sprinklered = No)

Exposure Adjustment: 22.2%

Fire Flow Determination

$$RFF = 220C\sqrt{A}$$

A.	Construction Coefficient (C) :	1.0	
B.	Total Effective Floor Area (A) :	4012	m ²
C.	Base Fire Flow (RFF) :	14000	L/m (Rounded to nearest 1,000 L/m)
D.	Occupancy & Contents Adjustment:	-15%	
	O & C Fire Flow Adjustment:	-2100	L/m
E.	Automatic Sprinkler Adjustment:	-40%	
	Sprinkler Fire Flow Adjustment:	-5600	L/m
F.	Exposure Adjustment:	22.2%	
	Exposure Fire Flow Adjustment:	3106	L/m
G.	Required Fire Flow:	9000	L/m (Rounded to nearest 1,000 L/m)

REQUIRED FIRE FLOW:	150.00	L/s
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No.	REVISION	BY	DATE
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Town of Tillsonburg
 31 Earle Street 24-Unit Townhouse - Preliminary Functional Servicing Report
 Town of Tillsonburg



PROJECT No. 25004
 DATE: 31-Mar-25
 DESIGN BY: RMC
 CHECKED BY: PJP

DOMESTIC WATER DEMAND CALCULATIONS

31 Earle Street 24-Unit Townhouse - Preliminary Functional Servicing Report

Average Daily Demand Determination

Area	24.0	Units
Population Per Unit:	3.0	People/unit
Design Population:	72.0	Cap.
Average Daily Demand	345.0	L/cap./day
Design Demand:	24840.0	L/day
Average Daily Demand:	0.29	L/s

Peak Hour Demand Determination:

Average Daily Demand:	0.29	L/s
Peak Hour Factor:	7.8	
Peak Hour Demand:	2.24	L/s

Max. Day Demand Determination:

Average Daily Demand:	0.29	L/s
Max. Day Factor:	3.5	
Max. Day Demand:	1.01	L/s

AVERAGE DAILY DEMAND:	0.29	L/s
PEAK HOUR DEMAND:	2.24	L/s
MAX. DAY DEMAND:	1.01	L/s

No.	REVISION	BY	DATE

Town of Tillsonburg
31 Earle Street 24-Unit Townhouse - Preliminary Functional Servicing Report
Town of Tillsonburg



PROJECT No. 25004
DATE: 31-Mar-25
DESIGN BY: RMC
CHECKED BY: PJP

ONTARIO BUILDING CODE FIRE DEMAND CALCULATIONS

31 Earle Street 24-Unit Townhouse - Preliminary Functional Servicing Report

Building Volume Determination

Average Floor Area:	200.0	m ²
No. Storeys:	2.0	(Including Below Grade Storeys)
Height Per Storey:	4.0	m

Building Volume (V): 1600.0 m³

Water Supply Coefficient Determination

Building Class: C (Per OBC Section 3.1.2.1.)

Construction Type: Building is of combustible construction with fire separations and fire-resistance ratings provided in accordance with Subsection 3.2.2. of the OBC, including loadbearing walls, columns and arches. Noncombustible construction may be used in lieu of fire-resistance rating where permitted in Subsection 3.2.2. of the OBC.

TYPE OF CONSTRUCTION	Classification by Group or Division in Accordance with Table 3.1.2.1 of the Ontario Building Code				
	A-2 B-1 B-2 B-3 C D	A-4 F-3	A-1 A-3	E F-2	F-1
Building is of noncombustible construction with fire separations and fire-resistance ratings provided in accordance with Subsection 3.2.2. of the OBC, including loadbearing walls, columns and arches.	10	12	14	17	23
Building is of noncombustible construction or of heavy timber construction conforming to Article 3.1.4.6. of the OBC. Floor assemblies are fire separations but with no fire-resistance rating. Roof assemblies, mezzanines, loadbearing walls, columns and arches do not have a fire-resistance rating.	16	19	22	27	37
Building is of combustible construction with fire separations and fire-resistance ratings provided in accordance with Subsection 3.2.2. of the OBC, including loadbearing walls, columns and arches. Noncombustible construction may be used in lieu of fire-resistance rating where permitted in Subsection 3.2.2. of the OBC.	18	22	25	31	41
Building is of combustible construction. Floor assemblies are fire separations but with no fire-resistance rating. Roof assemblies, mezzanines, loadbearing walls, columns and arches do not have a fire-resistance rating.	23	28	32	39	53
Column 1	2	3	4	5	6

Water Supply Coefficient (K): 18

Spatial Coefficient Determination

Front:	0.00	(Distance = 14.3 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))
Rear:	0.00	(Distance = 15.8 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))
Left:	0.50	(Distance = 0 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))
Right:	0.50	(Distance = 0 m (Figure 1: Spatial Separation) (OFM TG-03-1999 Section 6.3))

Spatial Coefficient Total (S_{tot}): 2.00

Fire Flow Determination

$$Q = KVS_{Tot}$$

Water Supply Coefficient (K):	18	
Building Volume (V):	1600.0	m ³
Spatial Coefficient Total (S _{tot}):	2.00	
Minimum Supply of Water (Q):	57600.0	L

Building Code, Part 3 Buildings	Required Minimum Water Supply Flow Rate (L/min.)
One-storey building with building area not exceeding 600m ² (excluding F-1 occupancies)	1800
All other buildings	2700 (If Q ≤ 108,000L) ⁽¹⁾ 3600 (If Q > 108,000L and ≤ 135,000L) ⁽¹⁾ 4500 (If Q > 135,000L and ≤ 162,000L) ⁽¹⁾ 5400 (If Q > 162,000L and ≤ 190,000L) ⁽¹⁾ 6300 (If Q > 190,000L and ≤ 270,000L) ⁽¹⁾ 9000 (If Q > 270,000L) ⁽¹⁾

Required Minimum Water Supply Flow Rate: 2700.0 L/min

Minimum Volume of Water Supply: 81000 L (Based on 30 min. minimum supply duration)

REQUIRED FIRE FLOW:	45.00	L/s
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No.	REVISION	BY	DATE
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Town of Tillsonburg
31 Earle Street 24-Unit Townhouse - Preliminary Functional Servicing Report
Town of Tillsonburg



PROJECT No. 25004
DATE: 31-Mar-25
DESIGN BY: RMC
CHECKED BY: PJP

FIRE UNDERWRITERS SURVEY FIRE DEMAND CALCULATIONS

Hayhoe Homes Head Office - Functional Servicing Report

Construction Coefficient Determination

Construction Material:
Fire Resistance Rating:

Ordinary Construction
1.0

hours

Construction Description:

Exterior walls are of masonry construction (or other approved material) with a minimum 1-hour fire resistance rating, but other elements such as interior walls, arches, floors, and/or roof do not have a minimum 1-hour fire resistance rating.

Construction Type (FUS, 2020):

Type III

Construction Coefficient (C):

1.0

Total Floor Area Determination

Largest Floor Area:
Storey of Largest Floor Area:
Vertical Opening Protection:
Number of Storeys:
Vertical Firewall Separation:
Vertical Firewall Protection:
Vertical Firewall Separation Risk:

150	m ² (Subdivided floor area if vertical firewalls have minimum 2-hour fire rating)
1	
Unprotected	(Only applies for buildings with Construction Coefficient (C) less than 1.0)
2	(Excluding basements 50% or more below grade)
No	(Only applies if vertical firewall has a minimum 2-hour fire rating)
	(Only applies if there is vertical firewall separation)
	(Indicates if there is severe risk of fire on other side of vertical firewall)

Vertical Firewall Factor:

0%

(0% if there is no vertical firewall separation)

Total Floor Area (A):

300

m²

100% of all floor areas

Occupancy & Contents Adjustment Factor

Building Class:
Contents Hazard:

C
Limited Combustible Contents

Occupancy & Contents Adjustment:

-15%

Automatic Sprinkler Protection Adjustment

Automatic Sprinkler System:
Standard Water Supply:
Fully Supervised System:
Community Level Sprinkler Protection:

No	(Per NFPA 13)
Yes	(Pressurized water supply, public or private, designed to handle Max Day + Fire Flow)
No	(Per NFPA 25)
No	(Fully sprinklered/fire protected communities)

Automatic Sprinkler Adjustment:

0%

Exposure Adjustment Charge

Front:	12.9%	(Distance = 14.3	m (FUS 2020)	(Sprinklered = No
Rear:	12.1%	(Distance = 15.8	m (FUS 2020)	(Sprinklered = No
Left:	25.0%	(Distance = 0	m (FUS 2020)	(Sprinklered = No
Right:	25.0%	(Distance = 0	m (FUS 2020)	(Sprinklered = No

Exposure Adjustment:

75.0%

Fire Flow Determination

$$RFF = 220C\sqrt{A}$$

A.	Construction Coefficient (C) :	1.0	
B.	Total Effective Floor Area (A) :	300	m ²
C.	Base Fire Flow (RFF) :	4000	L/m (Rounded to nearest 1,000 L/m)
D.	Occupancy & Contents Adjustment:	-15%	
	O & C Fire Flow Adjustment:	-600	L/m
E.	Automatic Sprinkler Adjustment:	0%	
	Sprinkler Fire Flow Adjustment:	0	L/m
F.	Exposure Adjustment:	75.0%	
	Exposure Fire Flow Adjustment:	2998	L/m
G.	Required Fire Flow:	6000	L/m (Rounded to nearest 1,000 L/m)

REQUIRED FIRE FLOW:	100.00	L/s
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No.	REVISION	BY	DATE
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TOWN OF TILLSONBURG

ZONE CHANGE APPLICATION GUIDE

Please read carefully before completing the attached application form.

1. The attached application form is to be used only when applying to the Town of Tillsonburg for a change to the Town Zoning By-Law. The applicant is advised to approach the Town Office and/or the County of Oxford Community Planning for Official Plan, Zoning and Policy information before making a formal application.

Completing the Application Form

2. The attached application form should be submitted to either the:

a) Development Technician
Town of Tillsonburg
10 Lisgar Avenue
Tillsonburg ON N4G 5A5
Phone: 519-688-3009

b) County of Oxford
Community Planning
P. O. Box 1614
21 Reeve Street
Woodstock ON N4S 7Y3
Phone: 519-539-9800

3. The application consisting of one original must be accompanied by a fee of \$1,850.00 in cash, debit, or cheque payable to the **“Treasurer, Town of Tillsonburg”**, which includes the County's public works review fee (\$150.00). A fee of \$3,550.00 will be charged if an application is required after the fact.

4. The application must be completed by the property owner(s) or his/her authorized agent. Where the application is being made by an agent, the written authorization of the owner(s) must accompany the application or if the application is being made under an agreement of purchase and sale, a signed copy of the agreement must be attached as authorization and will remain confidential.

5. The application must include a site plan, referencing a legal survey showing the following information:
 - a) the boundaries and dimensions of the subject lands;
 - b) any proposed or existing building(s) and/or structure(s) on the subject lands and its location (including distance to lot lines), size and type;
 - c) the land uses on all adjacent lands of the subject lands;

- d) approximate location of all natural and artificial features on subject and adjacent lands and shall include buildings, railways, roads, watercourse(s), municipal drains, existing and proposed septic facilities, water supply, wetlands and wooded areas;
- e) the location, width and name of any roads within or abutting the subject land, indicating whether it is an unopened road allowance, a public travelled road, a private road or a right-of-way;
- f) the location and nature of any easement affecting the subject land;
- g) location of all landscaped areas, fencing, buffer strips and sidewalks.

6. All site plans must be drawn to scale at a maximum size of 11" x 17". Larger plans will be accepted with the inclusion of an original reduction of the plans at a maximum size of 11" x 17". **Large plans must be folded.**

Processing the Application

1. After accepting the completed application, the County of Oxford Community Planning circulates the application to municipal officials, provincial authorities and other agencies for comment. The public in the vicinity of the application are given 14 days notice of a public meeting held by Tillsonburg Council to consider the requested zone change. The applicant is required to attend the public meeting and present the application.
2. All applications for multiple residential, industrial, commercial and institutional development may require subsequent site plan approvals by the Town. Application forms are available at the County of Oxford Community and Strategic Planning Office and the Town of Tillsonburg Municipal Offices.
3. Section 34(19) of the Planning Act, 1990 provides for an appeal by any person or public body to the Local Planning Appeal Tribunal of the decision of the Council within 20 days of the giving of written notice of the passing of the By-Law.
4. Section 34(11) of the Planning Act, 1990, allows the applicant to appeal to the Local Planning Appeal Tribunal if Council refuses the application or neglects to make a decision within 90 days of receipt of the completed application.

FILE NO: _____

DATE RECEIVED: _____

TOWN OF TILLSONBURG

APPLICATION FOR ZONE CHANGE

1. Registered Owner(s):

Name: Town of Tillsonburg **Phone: Residence:** _____
Address: 10 Lisgar Ave, Tillsonburg **Business:** 519-688-3009 ext. 4042
Fax: _____
Postal Code: N4G 5A5 **E-mail:** lpickersgill@tillsonburg.ca

Applicant (if other than registered owner):

Name: _____ **Phone: Residence:** _____
Address: _____ **Business:** _____
Fax: _____
Postal Code: _____ **E-mail:** _____

Solicitor or Agent (if any):

Name: _____ **Phone: Business:** _____
Address: _____ **Fax:** _____
Postal Code: _____ **E-mail:** _____

All communications will be sent to those listed above. **If you do not wish correspondence** to be sent to the

☐ Owner, ☐ Applicant, or ☐ Solicitor/Agent, please specify by checking the appropriate box.

Name and address of any holders of any mortgage, charges or other encumbrances (if known):

2. Subject Land(s):

a) Location:

Municipality Town of Tillsonburg former municipality _____
Concession No. _____ Lot(s) 25 and 26
Registered Plan No. 966 Lot(s) _____
Reference Plan No. _____ Part(s) Willow St. Plan 966
The proposed lot is located on the south side of Earle Street, lying between
Cedar Street and Pine Ave. Street.
Street and/or **Civic Address (911#):** 31 Earle Street

b) Official Plan Designation:

Existing: low density residential
Proposed: high density residential

If the proposed designation is different than the existing designation, has an application for Official Plan Amendment been filed with the County of Oxford? ☐ No ☒ Yes

c) **Zoning:** Present: IN1 minor institutional
Proposed: RH high density residential

d) **Uses:** Present: former school leased as training centre and excess lands
Proposed: (Include description) 137 unit apartment building on excess lands to be severed from main building

3. Buildings/Structures:

For all buildings/structures, either **existing or proposed** on the subject lands, please supply the following information:

Existing/Proposed

Use:

Date Constructed (if known):

Floor Area:

Setbacks:

Front lot line

Side lot lines

Rear lot line

☐ None Existing

Building 1
vacant school, rented for police training

☒ None Proposed

Building 2
apartment complex

10,367 m²

123.9 m

11 m

11 m

seeking relief under
RH including:
-aisle width for
parking reduced to 6
m;
-reduction in parking
requirements (1.25/
unit inc. visitor
parking)
-building height 24m
vs. allowable 22m
-setbacks capped at
11m
-amenity
requirements
reduced to 7m²
-landscaped 37% vs.
40% standard

Please complete for residential, commercial/industrial or institutional uses.

	RESIDENTIAL	COMMERCIAL/ INDUSTRIAL	INSTITUTIONAL
TYPE Apt., semi, townhouse, retail, restaurant, church, etc.	apartments		
# OF UNITS	137		N/A
CONVERSION/ADDITION TO EXISTING BUILDING	no		
Describe	N/A		
TOTAL # OF UNITS/BEDS	137	N/A	
FLOOR AREA by dwelling unit or by type (office, retail common rooms, etc.)			
OTHER FACILITIES (playground, underground parking, pool, etc.)	existing playground, above ground parking		
# OF LOTS (for subdivision)	N/A		N/A
SEATING CAPACITY (for restaurant, assembly hall, etc.)	N/A		
# OF STAFF	N/A		
OPEN STORAGE REQUIRED?	N/A		N/A
ACCESSORY RESIDENTIAL USE?	N/A	If accessory residential use, complete residential section	If accessory residential use, complete residential section

4. Site Information (proposed use(s):

Lot Frontage	<u>123.9 m</u>	Exterior Side Yard (corner lot)	<u>N/A</u>
Lot Depth	<u>100.151</u>	Landscaped Open Space (%)	<u>37%</u>
Lot Area	<u>12,414.78 m²</u>	No. of Parking Spaces	<u>172</u>
Lot Coverage	<u></u>	No. of Loading Spaces	<u></u>
Front Yard	<u>93.8 m</u>	Building Height	<u>24 m</u>
Rear Yard	<u>11 m</u>	Width of Planting Strip	<u>N/A</u>
Interior Side Yard	<u>11 m</u>	Driveway Width	<u>N/A</u>

5. Services: (check appropriate box)

Existing

Proposed

Water supply

Publicly owned and operated piped water system

☒☐

Privately owned and operated individual well

☐☐

Other (specify) _____

☐☐**Sewage Disposal**

Publicly owned and operated sanitary sewer system

☒☐

Privately owned and operated individual septic tank

☐☐

Other (specify) _____

☐☐**Storm Drainage**

Municipal Sewers

☒

Ditches

☐

Municipal Drains

☐

Swales

☐**6. Access:**

Provincial Highway

☐

Unopened Road Allowance

☐

County Road

☐

Right-of-Way owned by _____

☐

Municipal Road maintained all year

☒

Other (specify) _____

☐

Municipal Road seasonally maintained

☐**7. General Information:**

- a) Is the Subject Land the subject of regulations for flooding or fill and construction permits of the Long Point Region Conservation Authority? ☒ No ☐ Yes

If yes, has an Application been filed with the Conservation Authority?

☐ No☐ Yes

- b) Present land use(s) of adjacent properties:

R1 residences and MG general industrial

- c) Characteristics of subject land (check appropriate space(s) and add explanation, if necessary)

- (i) Does the land contain environmental features such as wetlands, woodlots, watercourses, etc.?

☐ No☒ Yes

If yes, describe woodlot- one acre of mixed forest

- (ii) Has any part of the land been formally used for any purpose other than agricultural purposes?

☐ No☒ Yes

If yes, describe former use:

improved with school use

8. Historical Information:

- a) Is the subject land the subject of a current Application for Consent to the Oxford County Land Division Committee or a current application for draft plan of subdivision to the County of Oxford?

☒ No☐ Yes →

Application No. _____

- b) Have the subject land(s) ever been the subject of any other application under the Planning Act, such as an application for approval of an Official Plan amendment, a zoning by-law amendment, a Minister's Zoning Order amendment, consent, a minor variance, or approval of a plan of subdivision?

☒ No☐ Unknown☐ Yes →

File No. _____

Status/Decision _____

- c) If known, the date the subject land was acquired by the owner?

N/A

- d) If known, the length of time that the existing uses of the subject land have continued?

N/A

Authorization of Owner(s) for Applicant/Agent to Make the Application

I/We, _____, am/are the owner(s) of the land that is the subject of this application for zone change and I/We authorize _____, to make this application on my/our behalf.

Date

Signature of Owner(s)

Signature of Owner(s)

THIS SECTION TO BE COMPLETED IN THE PRESENCE OF A COMMISSIONER FOR TAKING AFFIDAVITS

I/We Kyle Pratt of the Town
of Tillsonburg in the County of Oxford,

DO SOLEMNLY DECLARE THAT:

All of the prescribed information contained in this application is true and that the information contained in the documents that may accompany this application is true and I make this solemn declaration conscientiously believing it to be true and knowing that it is of the same force and effect as if made under oath and by virtue of the Canada Evidence Act.

DECLARED before me at the Town
of Tillsonburg in the
County of Oxford
this 8th day of January 2024

Owner(s)/Applicant

Owner(s)/Applicant

A Commissioner for Taking Affidavits

Notes:

1. Applications will not be considered complete until all requested information has been supplied.
2. It is required that **one original** of this application (including the sketch/site plan) be filed, accompanied by the applicable fee of **\$1,850.00** in cash, debit, or cheque, payable to the **Treasurer, Town of Tillsonburg**. A fee of \$3,550.00 will be charged if an application is required 'after the fact' (after the use has occupied the site).

Municipal Freedom of Information and Protection of Privacy Act – Notice of Collection & Disclosure

The collection of personal information on this form is legally authorized under Sec.34 of the *Planning Act* and O.Reg.545/06 for the purpose of processing your planning application. Questions about this collection should be directed to the Director of Community Planning at the County of Oxford, 21 Reeve St., P.O. Box 1614, Woodstock, ON N4S 7Y3 or at 519-539-9800 (ext.3207).

Pursuant to Sec.1.0.1 of the *Planning Act*, and in accordance with Sec.32(e) of the *Municipal Freedom of Information and Protection of Privacy Act*, it is the policy of the County of Oxford to make all planning applications and supporting material available to the public.

SKETCH/SITE PLAN

USE THIS PAGE FOR SKETCH (OR SURVEY PLAN IF AVAILABLE) AND ATTACH TO APPLICATION FORM.

WITHOUT SKETCH OR SURVEY PLAN, THE APPLICATION WILL NOT BE PROCESSED.

SKETCH OR SURVEY PLAN MUST CONTAIN THE INFORMATION SET OUT IN ITEM 5 OF THE ZONE CHANGE APPLICATION GUIDE.

[illegible]

SCALE: _____



County of Oxford
Application Guide: Official Plan Amendment
under Section 22 of the Planning Act

PLEASE READ CAREFULLY BEFORE COMPLETING THE ATTACHED APPLICATION FORM.

The attached application form is to be used only when applying to the County of Oxford for and amendment to the Oxford County Official Plan. The applicant is advised to approach the County of Oxford Community Planning Office for Official Plan, Zoning and Provincial Policy Statement information prior to making a formal application.

A. COMPLETING THE APPLICATION

1. The application must include the name of the property owner, as it appears on title, at the time of application.
2. The application must be completed by the property owner or his authorized agent. Where the application is being made by an agent, the written authorization of the owner must accompany the application. If the application is being made under an agreement of purchase and sale, a signed copy of the agreement providing specific authority to the purchaser must be attached and will remain confidential.
3. Two hard copies of each report, all supporting documentation (reports, studies, analysis) must be submitted as well as digital file format (pdf) copies.
4. A copy of the Provincial Policy Statement (PPS) can be obtained from the Ministry of Municipal Affairs and Housing's website at: <http://www.mah.gov.on.ca> or from the Community Planning Office. Applicants may consult with the County of Oxford Community Planning Office for information regarding the PPS prior to submission of the application.

B. PLANS

1. The application must be accompanied by a concept plan showing the following information:
 - a) the dimensions of the site;
 - b) any proposed or existing building(s) on the site and its dimensions (including distance to lot lines);
 - c) the land uses and existing building(s) on all adjacent lands of the site;
 - d) location of drains, easements and municipal services;
 - e) grades, existing and any proposed alterations (defined by contour lines or spot elevations);
 - f) location of loading areas, parking and driveway entrances and exits (including all dimensions)
 - g) location of all landscaped areas, fencing, buffer strips and sidewalks.
2. In addition, all applications for commercial, industrial, institutional and multi-family residential uses must include the following information:
 - a) floor plan with dimensions and proposed uses of any existing or proposed buildings,
 - b) an exterior elevation plan of any proposed buildings
3. All concept plans and floor plans must be drawn to scale at a maximum size of 11" x 17". Larger plans will be accepted if folded and must be accompanied by an 11" x 17" copy, as well as digital format copies.

C. SUBMISSION OF THE APPLICATION and FEES

1. The attached, ORIGINAL application form should be submitted to:

Community Planning
 County of Oxford
 21 Reeve Street, PO Box 1614
 Woodstock ON N4S 7Y3
2. The application must be accompanied by a planning fee of **\$3,260.00** (\$2,960.00 + \$300.00 Public Works Review Fee) by cash, credit card or cheque payable to the "Treasurer, County of Oxford". Studies or additional information required to form a complete application shall also be prepared and submitted by the applicant.

3. Additional fees, as set out in County of Oxford By-Law No. 4889-2007, may be required to review supporting reports and studies. The applicant shall submit a deposit, as determined by the County, based on the estimated cost of peer review for studies submitted in support of the application. Any amount in excess of the actual cost of peer review shall be reimbursed. The applicant shall pay additional fees prior to scheduling any public meeting to cover the full cost of peer review, where the full cost exceeds the amount of the applicant's deposit.

D. PROCESSING THE APPLICATION

1. After accepting the attached application and fee, the County of Oxford Community Planning Office acknowledges the receipt of the application and makes the determination of whether the application is complete or whether additional information is required from the applicant. Once the application is deemed complete, a Notice of Complete Application is circulated to the public in the vicinity of the subject site in accordance with the requirements of the Planning Act. The application is then circulated to municipal officials, provincial ministries and other agencies for comment. The public in the vicinity of the application are given a minimum of 20 days' notice of a public meeting held by the Council of the County of Oxford to consider the proposed amendment. The applicant is required to attend the public meeting and present the application. Information meetings may also be held in the local municipality.

E. POST APPLICATION DECISION

1. Official Plan amendments are approved by Oxford County Council. Section 22(7) of the Planning Act, 1990, as amended, provides for the applicant to appeal the Official Plan amendment to the Ontario Land Tribunal if Council refuses the application or neglects/refuses to make a decision within 210 days of receipt of a complete application
2. Once a decision has been made on the application by the approval authority, Notice of Decision is given in accordance with prescribed requirements.
3. The Planning Act provides for an appeal to the Ontario Land Tribunal from a decision made by the County of Oxford, within 20 days of the issuing of the Notice of Decision
4. If the decision of this application is appealed by a third party, the Owner or Applicant agrees to support the application, provide assistance in the preparation and presentation of the application before the Ontario Land Tribunal and pay all of the County's legal costs associated with the Tribunal hearing.

F. CHECKLIST

Application, including:

- ☐ Owner name on application is as it appears on title
- ☐ Signed authorization letter, if application is being made by agent or applicant
- ☐ Application is SIGNED and COMMISSIONED
- ☐ Public Consultation Strategy
- ☐ Correct fee
- ☐ Concept Plan
- ☐ Electronic files:
 - ☐ Pdf copies of application
 - ☐ Pdf copy of concept plan
 - ☐ Pdf copies of all supporting documents



FILE NO. _____

COUNTY OF OXFORD**APPLICATION FOR AN AMENDMENT
TO THE OFFICIAL PLAN****SECTION ONE - GENERAL INFORMATION****1. Registered Owner(s): (AS NAME APPEARS ON TITLE)**Name: Town of TillsonburgPhone: 519-688-3009 ext. 4042Address: 10 Lisgar Ave

Cell: _____

TillsonburgPostal Code: N4G 5A5Email Address: lpickersgill@tillsonburg.ca**2. Applicant (if other than registered owner):**

Name: _____

Phone: _____

Address: _____

Cell: _____

Postal Code: _____

Email Address: _____

3. Solicitor or Agent:

Name: _____

Phone: _____

Address: _____

Cell: _____

Postal Code: _____

Email Address: _____

4. Location of Subject Land:Municipality Town of Tillsonburg

Former Municipality _____

Lot(s) 25 and 26

Concession _____

Lot(s) _____

Registered Plan No: 966Part(s) Willow St Plan 966

Reference Plan No: _____

The subject land is located on the south side of Earle Street (St./Rd./Ave./Line)lying between Cedar Street and Pine Avenue (St./Rd./Ave./Line)Street and/or 911 Address (if any): 31 Earle Street

OFFICE USE ONLY

Date Application Received Date

Prescribed Information Complete

PIN

REV JAN. 2023

SECTION TWO - OFFICIAL PLAN INFORMATION (Complete sections only where applicable)

5. **Purpose of requested Amendment:** to allow for the development of apartment dwellings on the excess lands south of the existing building

6. **Is the application consistent with the Provincial Policy Statement, 2014, as amended?** Yes ☒ No ☐
(see Item No. 9 in the application guide)

7. **Is this a request for an Amendment to a Schedule(s) of the Official Plan:** yes (yes/no) If yes, complete the following:

SCHEDULE (E.G. C-3)	TITLE	DESIGNATION OF SITE	USES PERMITTED
Existing:			
T-1	Land Use Plan	environmental protection	3.2.4.1.1 Permitted uses within and adjacent environmental protection areas
T-2	Residential Density Plan	N/A	N/A
Proposed:			
T-1	Land Use Plan	residential	Within the residential area housing will inc. full range of dwelling types (detached homes to apt. dwellings inc. special needs housing)
T-2	Residential Density Plan	high density residential	Intensive large-scale, multiple unit forms of residential development

8. **Is this a request for an Amendment to the text of the Official Plan:** no (yes/no) If yes, complete the following:

- a) Chapter, Section and Subsection title _____
- b) Is this section / subsection to be: Changed _____ Replaced _____ Deleted _____
- c) If changed/replaced, proposed text of Amendment _____
- _____
- _____
- _____

SECTION THREE – DESCRIPTION OF DEVELOPMENT (If specific development is proposed, complete the following)

9. **Present Use of Subject Land:** former school leased as a training centre with excess lands (grassed field and trees)

10. **Description of Existing Building(s) or Structure(s) on Subject Land:** (Date of construction, present use) _____
former school lease for training centre (construction date unknown by building department).

11. **Proposed Use of Subject Land:** (Description of Applicant's Proposal) To allow building of a 7 story, 137 unit residential building with high density and 171 parking spaces (1.25 spaces/unit)

12. **Proposed Buildings or Structures associated with the Proposed Land Use:** (include information regarding alteration to or demolition of existing buildings or structures)
see above

13. For proposed Residential development, specify:

- a) Gross or Net Density/Hectare 110.48 uph
- b) No. of Units 137 Type of Units apartments

14. For proposed Commercial, Industrial, Institutional or Recreational development, specify:

- a) Gross Floor Area (by type of uses) _____
- b) Proposed Uses _____

SECTION FOUR – SITE INFORMATION AND SERVICES**15. Dimensions of Subject Land:** (in metric units)

- a) Area 12,414.78m²/1.24 ha b) Frontage 100.151 m c) Depth 123.9 m

16. Access to Subject Land:

- ☐ Provincial Highway ☐ Unopened Road Allowance
- ☐ County Road ☐ Private Right-of-Way
- ☒ Municipal Road ☐ Other (specify) _____

17. Adjacent Land Uses: (Indicate nature of adjacent land uses)

R1 residential and MG general industrial

18. Services:

	MUNICIPAL WATER	MUNICIPAL SEWER	PRIVATE WATER	PRIVATE SEWER**
CONNECTED (YES/NO)	yes	yes		
TYPE (INDIVIDUAL/COMMUNAL)				

Municipal Storm Sewers ☒ Municipal Drain ☐ (Please check one)

****Note:** If the requested amendment involves development on a privately owned and operated individual or communal septic system **and** more than 4500 litres per day of effluent will be produced as a result of the completed proposal, the applicant must submit **a servicing options report and a hydrogeological report.**

SECTION FIVE - ZONING BY-LAW**19. Municipal Zoning By-Law Number:** 3295

Existing Zoning of Subject Land IN1

20. Has an application for Zone Change been filed? Yes ☒ No ☐

If yes, describe the proposed zoning of the subject land RH

SECTION SIX – OTHER INFORMATION

21. If the subject land, or any land within 120 meters of it, is the subject of an application by the applicant for a minor variance, a consent or consent and minor variance, an amendment to the Official Plan, a zoning by-law amendment, a Minister's zoning order, or approval of a plan of subdivision or site plan, please provide the file number, the name of the approval authority considering it, the land it affects, its purpose, its status, and its effect on the requested amendment.

N/A

22. If the requested amendment proposes to alter all or any part of the boundary of a designated settlement area or proposes to establish a new settlement area, please provide the current section containing policies of the Official Plan dealing with the alteration or establishment of a designated settlement area.

N/A

23. If the requested amendment proposes to remove the subject land from an area of employment, please provide the relevant section of the Official Plan dealing with the removal of land from an area of employment.

N/A

If the decision of this application is appealed by a third party, I Kyle Pratt _____ ,
(owner/applicant name – please print)
agree to support the application, provide assistance in the preparation and presentation of the application before the Local Planning Appeal Tribunal and pay all of the County's legal costs associated with the Tribunal hearing.

(signature of owner/applicant)

THIS SECTION TO BE COMPLETED IN THE PRESENCE OF A COMMISSIONER FOR TAKING AFFIDAVITS

I / We _____

of the Town of Tillsonburg _____ in the County of Oxford _____
(Township or Municipality) (County or Region)

DO SOLEMNLY DECLARE THAT:

All of the prescribed information contained in this application is true and that the information contained in the documents that may accompany this application is true.

DECLARED before me at the Town _____
 of Tillsonburg _____ in the _____
 County _____ of Oxford _____
 this _____ day of December 2023 .

 Owner / Applicant

 Owner / Applicant

 A Commissioner for Taking Affidavits

MFIPPA Notice of Collection & Disclosure

The collection of personal information on this form is legally authorized under Sec.22 of the *Planning Act* and O.Reg.543/06 for the purpose of processing your planning application. Questions about this collection should be directed to the Director of Community Planning at the County of Oxford, 21 Reeve St., P.O. Box 1614, Woodstock, ON N4S 7Y3 or at 519-539-9800 (ext.3207).

Pursuant to Sec.1.0.1 of the *Planning Act*, and in accordance with Sec.32(e) of the *Municipal Freedom of Information and Protection of Privacy Act*, it is the policy of the County of Oxford to make all planning applications and supporting material available to the public.

Public Consultation Strategy Official Plan & Zoning By-Law Amendments & Plans of Subdivision

As per recent changes to the Planning Act introduced through the *Smart Growth for Our Communities Act*, a public consultation strategy is required for applications for Official Plan Amendment, Zoning By-law Amendment or Draft Plan of Subdivision before the application is deemed to be 'complete' as defined by the Planning Act. Please discuss your proposal with County Planning staff in advance of submission of any application.

Formal notifications, as prescribed by the Planning Act include:

- Circulation to all landowners within 120 m of subject lands and posting of a public notice sign;

Please select any and all forms of **further** public consultation that you, as the applicant / agent / owner intend to undertake:

- ☐ None
- ☒ Speak to adjacent landowners directly about proposed development;
- ☐ Post signs within a common area (for multi-residential buildings and developments);
- ☐ Advertise the proposal and public meeting in a local newspaper (please discuss this with County planning staff prior to initiating)
- ☐ Host an open house regarding the proposal;
- ☐ Other measures (please elaborate)

Dated this _____ day of **December**, 20**23**
(month) (year)

Kyle Pratt

Please Print Name

Signature (applicant/agent/owner)

Return the completed Official Plan Amendment, Zone Change, or Draft Plan of Subdivision application and this form to:

County of Oxford Community
Planning Office
P.O. Box 1614,
21 Reeve St.
Woodstock, ON N4S 7Y3

Phone: 519 539-9800 ext 3912
Fax: 519 421-4712
Email: planning@oxfordcounty.ca

AUTHORIZATION OF OWNER(S) FOR AGENT/APPLICANT TO MAKE AN APPLICATION

I/We, _____ of
(name(s) of owner/signing authority)

_____,
(name of company, if applicable)

am/are the owner(s) of the land that is the subject of this/these application(s), and I/We hereby authorize

_____, of
(name of applicant)

_____,
(name of company, if applicable)

to make this/these development application(s) on my/our behalf.

Signature: _____
(signature of owner/signing authority)

Date: _____

Signature: _____
(signature of owner/signing authority)

Date: _____

Signature: _____
(signature of owner/signing authority)

Date: _____

Signature: _____
(signature of owner/signing authority)

Date: _____

NOTE:

Authorization must be provided by ALL parties that appear on title, or by a designated signing officer for a business or organization. Names of individual persons signing must be listed on the authorization form.