

## AGENDA

### COUNTY OF OXFORD COUNCIL

Wednesday, March 23, 2022, 7:00 p.m.  
21 Reeve Street, Woodstock and online  
[oxfordcounty.ca/livestream](https://oxfordcounty.ca/livestream)

1. CALL TO ORDER

2. APPROVAL OF AGENDA

Proposed Resolution:

Resolved that the Agenda be approved.

3. DISCLOSURES OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF

4. ADOPTION OF COUNCIL MINUTES OF PREVIOUS MEETING

4.1. March 9, 2022

Proposed Resolution:

Resolved that the Council minutes of March 9, 2022 be adopted.

5. PUBLIC MEETINGS

5.1. Resolution to go into a Public Meeting pursuant to the Planning Act

Proposed Resolution:

Resolved that Council rise and go into a Public Meeting pursuant to the *Planning Act*, and that the Warden chair the Public Meeting.

Time \_\_\_\_\_

5.1.1. Phase 1 Official Plan Review - Updates to the County Agricultural Policies (Presentation)

To review a draft official plan amendment to update the County's Agricultural policies as contained in Section 3.1 of the Official Plan.

\* See Report No. CP 2022-98

5.1.2. Application for Official Plan Amendment - OP 21-20-2 - peopleCareInc.

To redesignate the subject lands from "Low Density Residential" to "Major Institutional" to facilitate a proposed 128-bed long-term care facility in the Village of

Tavistock.

\* See Report No. CP 2022-103

5.2. Resolution to adjourn the Public Meeting

Proposed Resolution:

Resolved that Council adjourn the Public Meeting and reconvene as Oxford County Council with the Warden in the chair.

Time \_\_\_\_\_

5.3. Consideration of Report No. CP 2022-98 - Phase 1 Official Plan Review - Updates to the County Agricultural Policies

Proposed Resolution:

Resolved that the recommendations contained in Report No. CP 2022-98, titled "Phase 1 Official Plan Review - Updates to the County Agricultural Policies", be adopted.

5.4. Consideration of Report No. CP 2022-103 - Application for Official Plan Amendment - OP 21-20-2 – peopleCare Inc.

Proposed Resolution:

Resolved that the recommendations contained in Report No. CP 2022-103, titled "Application for Official Plan Amendment - OP 21-20-2 – peopleCare Inc.", be adopted.

**6. DELEGATIONS, PRESENTATIONS AND CONSIDERATION THEREOF**

6.1. Woodstock Oxford Rotary Club

Jurgen van Dijken  
Peter Harrison

Re: Pathways Community - Providing shelter year-round

Proposed Resolution:

Resolved that the information provided in the presentation from the Woodstock Oxford Rotary Club regarding the Pathways Community be received as information.

6.2. Proclamation for World Autism Day April 2, 2022

Brianne Curry, Autism Ontario

**7. CONSIDERATION OF CORRESPONDENCE**

7.1. Social Planning Council Oxford

March 3, 2022  
Re: Thank you letter

7.2. Ministry of Infrastructure

Re: *Getting Ontario Connected Act, 2022*

Proposed Resolution:

Resolved that Correspondence Items 7.1 and 7.2 inclusive on the Open meeting agenda of March 23, 2022 be received as information.

7.3. Township of Norwich

March 16, 2022

Re: Universal Broadband Fund - Execulink Application Support and Funding

Proposed Resolution:

Resolved that the correspondence from the Township of Norwich dated March 16, 2022 regarding the Universal Broadband Fund (UBF)- Execulink Application Support and Funding be received as information;

And further, that County Council commits to matching Township of Norwich funds to a maximum of \$498,000 funded from the County's Broadband Expansion Reserve, to support the Execulink project leveraged by funding under the Universal Broadband Fund.

## 8. REPORTS FROM DEPARTMENTS

### 8.1. COMMUNITY PLANNING

#### 8.1.1. CP 2022-98 - Phase 1 Official Plan Review – Updates to the County Agricultural Policies

##### RECOMMENDATIONS

1. That Oxford County Council direct Planning staff to consider any additional input received in response to the attached draft Amendment No. 269 to the County of Oxford Official Plan and bring back a final draft of the amendment, with any necessary revisions, for Council's consideration at a future meeting.
2. And further, that Report No. CP 2022-98 be circulated to the Area Municipalities for information.

\* See Item 5.3

#### 8.1.2. CP 2022-103 - Application for Official Plan Amendment - OP 21-20-2 – peopleCare Inc.

##### RECOMMENDATIONS

1. That Oxford County Council approve the application to amend the County Official Plan (File No. OP 21-20-2), submitted by peopleCare Inc., for lands legally described as Pt Lots 126, 127 & 128, Plan 307, Part 2, Reference Plan 41R1977, in the Township of East Zorra-Tavistock, to redesignate the subject lands from 'Low Density Residential' to 'Major Institutional';
2. And further, that Council approve the attached Amendment No. 270 to the County of Oxford Official Plan; and,
3. And further, that the necessary by-law to approve Amendment No. 270 be raised.

\* See Item 5.4

### 8.2. WOODINGFORD LODGE

- 8.2.1. WDFL 2022-01 - Long-Term Care Committee of Management Update: Q1 2022 (Presentation)

RECOMMENDATION

1. That Report No. WDFL 2022-01 titled “Long-Term Care Committee of Management Update: Q1 2022” be received for information.

Proposed Resolution:

Resolved that the recommendation contained in Report No. WDFL 2022-01, titled “Long-Term Care Committee of Management Update: Q1 2022”, be adopted.

8.3. PUBLIC WORKS

- 8.3.1. PW 2022-10 - 2021 Annual Waste Management Reports

RECOMMENDATION

1. That County Council receive Report No. PW 2022-10 entitled “2021 Annual Waste Management Reports” as information.

Proposed Resolution:

Resolved that the recommendation contained in Report No. PW 2022-10, titled “2021 Annual Waste Management Reports”, be adopted.

- 8.3.2. PW 2022-11 - 2021 Drinking Water Quality Management System Update

RECOMMENDATION

1. That County Council receive Report No. PW 2022-11 entitled “2021 Drinking Water Quality Management System Update.”

Proposed Resolution:

Resolved that the recommendation contained in Report No. PW 2022-11, titled “2021 Drinking Water Quality Management System Update”, be adopted.

- 8.3.3. PW 2022-12 - Contract Award – Victoria Street Reconstruction, Norwich

RECOMMENDATIONS

1. That County Council award a contract to the low bidder, Viewcon Construction Ltd., in the amount of \$1,327,053 (excluding HST) for the reconstruction of Victoria Street from Main Street (Oxford Road 18) to Brock Street in the Township of Norwich;
2. And further, that Council authorize the Chief Administrative Officer and Director of Public Works to sign all documents related hereto.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-12, titled “Contract Award – Victoria Street Reconstruction, Norwich”, be adopted.

- 8.3.4. PW 2022-13 - Contract Award – Oxford Road 54 (Huron Street) Phase 2 Reconstruction, City of Woodstock

## RECOMMENDATIONS

1. That Oxford County Council award a contract to the low bidder, Viewcon Construction Ltd, in the amount of \$2,297,953 (excluding HST) for the Phase 2 Reconstruction of Oxford Road 54 (Huron Street) from Ingersoll Avenue to Adelaide Street in the City of Woodstock;
2. And further, that County Council authorize the Chief Administrative Officer and Director of Public Works to sign all documents related hereto.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-13, titled "Contract Award – Oxford Road 54 (Huron Street) Phase 2 Reconstruction, City of Woodstock", be adopted.

## 8.3.5. PW 2022-14 - Contract Award – Janitorial Services

## RECOMMENDATIONS

1. That County Council award a contract to the low bidder, SBM Property Services Inc., in the amount of \$1,723,582 (excluding HST) for janitorial services in various Oxford County buildings for a three-year term;
2. And further, that Council authorize the Chief Administrative Officer and Director of Public Works to sign all documents related hereto.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-14, titled "Contract Award – Janitorial Services", be adopted.

## 8.3.6. PW 2022-15 - Low Carbon Economy Challenge Funding Application

## RECOMMENDATIONS

1. That Oxford County Council authorized staff to submit an application for grant funding that would reduce the County's funding share associated with the renewable energy project identified in Report No. PW 2022-15;
2. And further, that staff report back to County Council, prior to the execution of any agreement associated with the acceptance of such grant, and seek commitment for any remaining funds required to proceed with the unbudgeted capital undertakings.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-15, titled "Low Carbon Economy Challenge Funding Application", be adopted.

## 8.3.7. PW 2022-16 - Active Transportation Funding Application

## RECOMMENDATIONS

1. That Oxford County Council authorize staff to submit a funding application to Infrastructure Canada for active transportation eligible projects;
2. And further, that staff report back to County Council prior to the execution of

a transfer payment agreement and seek approval for any contribution funding required to proceed with proposed active transportation projects.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-16, titled “Active Transportation Funding Application”, be adopted.

- 8.3.8. PW 2022-17 - Request for Project Approval and Transfer of Funds - Oxford Road 59 (Vansittart Avenue) Left Turn Lanes Intersection Improvements, Woodstock

RECOMMENDATIONS

1. That Oxford County Council authorize staff to include the Oxford Road 59 (Vansittart Ave) Left Turn Lanes Intersection Improvements project as part of 2022 construction, and advance funding in Account 930059 of \$600,000 from 2024 to 2022, to assist with funding the planned construction works;
2. And further, that County Council authorize the transfer of \$750,000 from Account 930150 (Oxford Road 9 Urbanization Project) to Account 930059 (Oxford Road 59), to assist with funding the planned construction works;
3. And further, that County Council authorize a transfer of \$350,000 from the Roads Development Charge Reserve to Account 930059 to assist with funding the planned construction works.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-17, titled “Request for Project Approval and Transfer of Funds - Oxford Road 59 (Vansittart Avenue) Left Turn Lanes Intersection Improvements, Woodstock”, be adopted.

- 8.3.9. PW 2022-18 - 2018-2020 Transportation Network Service Delivery Review – Overview

RECOMMENDATIONS

1. That Oxford County Council receive Report No. PW 2022-18 entitled “2018-2020 Transportation Network Service Delivery Review - Overview”;
2. And further, that staff report back to County Council, with specific outcomes and recommendations from the independent Service Delivery Review pertaining to alternative organizational approaches which best optimize transportation network (roads and bridges) operational levels of service and cost efficiencies.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-18, titled “2018-2020 Transportation Network Service Delivery Review – Overview”, be adopted.

- 8.3.10. PW 2022-19 - 2018-2020 Water Distribution and Wastewater Collection Service Delivery Review – Overview

RECOMMENDATIONS

1. That Oxford County Council receive Report No. PW 2022-19 entitled “2018-

2020 Water Distribution and Wastewater Collection Service Delivery Review”;

2. And further, that staff report back to Council, with specific outcomes and recommendations from the independent Service Delivery Review pertaining to alternative organizational approaches which best manage water and wastewater system operational levels of service, cost and risk.

Proposed Resolution:

Resolved that the recommendations contained in Report No. PW 2022-19, titled “2018-2020 Water Distribution and Wastewater Collection Service Delivery Review – Overview”, be adopted.

#### 8.4. CORPORATE SERVICES

##### 8.4.1. CS 2022-11 - Court Security and Prisoner Transportation (CSPT) Program Agreement and CSPT Review Final Report

###### RECOMMENDATIONS

1. That County Council hereby authorizes the Director of Corporate Services to execute a Funding Agreement with the Ministry of the Solicitor General, under the Court Security and Prisoner Transportation Program, as outlined in Report No. CS 2022-11;
2. And further, that the “Review of the Court Security and Prisoner Transportation Program – Final Report” and “High-Level Summary of the Court Security and Prisoner Transportation Program Review” be circulated to the Local Court Security Advisory Committee at their 2022 annual meeting.

Proposed Resolution:

Resolved that the recommendations contained in Report No. CS 2022-11, titled “Court Security and Prisoner Transportation (CSPT) Program Agreement and CSPT Review Final Report”, be adopted.

#### 9. UNFINISHED BUSINESS

##### 9.1. Pending Items

#### 10. MOTIONS

##### 10.1. Councillor Mayberry

Whereas the long term economic viability of rural Oxford will increasingly be dependent on reliable and unrestricted internet connectivity to remain competitive in the global market;  
And whereas fibre optics is the only technology to provide a solution to the escalating demand for broadband capacity;

And whereas, despite the connectivity provided through the SWIFT program, and some potential funding support from upper levels of government, there will still be a need for significant investment by area municipalities;

And whereas the economic benefits from a strong local economy benefits the entire county;

And whereas the county has committed funds for broadband installations in the County;

Now therefore be it resolved that the county commit to partnering with the area municipalities for the installation of fibre optics to premises by providing funding on a ratio of one dollar of county funding for every two dollars of lower tier funding based on the net expenditure for fibre optic installations of the lower tier;

And further, that staff be directed to prepare a Community Broadband Capital Funding Policy on the basis of the foregoing for County Council's consideration.

**11. NOTICE OF MOTIONS**

**12. NEW BUSINESS/ENQUIRIES/COMMENTS**

**13. CLOSED SESSION**

**14. CONSIDERATION OF MATTERS ARISING FROM THE CLOSED SESSION**

**15. BY-LAWS**

15.1. By-law No. 6423-2022

Being a By-Law to adopt Amendment Number 270 to the County of Oxford Official Plan.

15.2. By-law No. 6425-2022

Being a By-law to confirm all actions and proceedings of the Council of the County of Oxford at the meeting at which this By-law is passed.

Proposed Resolutions:

Resolved that the following by-laws be now read a first and second time: 6423-2022 and 6425-2022.

Resolved that the following by-laws be now given a third and final reading: 6423-2022 and 6425-2022.

**16. ADJOURNMENT**



## OXFORD COUNTY COUNCIL MINUTES

**March 9, 2022**

**Council Present**

Warden Larry Martin  
Deputy Warden Sandra Talbot  
Alternate Councillor Dave Beres  
Alternate Councillor Connie Lauder  
Councillor Ted Comiskey  
Councillor David Mayberry  
Councillor Don McKay  
Councillor Mark Peterson  
Councillor Marcus Ryan  
Councillor Deborah Tait

**Council Absent**

Councillor Trevor Birtch  
Councillor Stephen Molnar

**Staff Participants**

M. Duben, Chief Administrative Officer  
B. Addley, Director of Paramedic Services  
L. Buchner, Director of Corporate Services  
M. Cowan, Manager of Information Services  
M. Dager, Director of Woodingford Lodge  
G. Hough, Director of Community Planning  
L. Lanthier, Acting Director of Human Services  
C. Senior, Clerk  
D. Simpson, Director of Public Works  
A. Smith, Director of Human Resources

**1. CALL TO ORDER**

Oxford County Council meets in regular session this ninth day of March, 2022, in the Council Chamber, County Administration Building, Woodstock at 9:30 a.m. with Warden Martin in the chair.

Following the roll call, Chief Administrative Officer Michael Duben introduces Kelly Black, who will be joining the County as the new Director of Human Services effective Monday, March 28, 2022.

**2. APPROVAL OF AGENDA**

RESOLUTION NO. 1

Moved By: Sandra Talbot  
Seconded By: Connie Lauder

Resolved that the agenda be approved as amended to include correspondence items from Travis & Linda Torkelson and Cory Cornish regarding Application for Draft Plan of Subdivision SB 21-03-3 - 1537688 Ontario Inc.

DISPOSITION: Motion Carried

**3. DISCLOSURES OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF**

3.1 Sandra Talbot – Correspondence Item 7.1  
Deputy Warden Sandra Talbot discloses a pecuniary interest related to agenda item 7.1 (SWIFT Monthly Project Update – January, 2022) on the Open meeting agenda of March 9, 2022 as an immediate family member is an approved contractor on the SWIFT project. She will not take part in consideration of or voting on items related to this agenda item.

**4. ADOPTION OF COUNCIL MINUTES OF PREVIOUS MEETING**

4.1 February 23, 2022

RESOLUTION NO. 2

Moved By: Sandra Talbot  
Seconded By: Connie Lauder

Resolved that the Council minutes of February 23, 2022 be adopted.

DISPOSITION: Motion Carried

**5. PUBLIC MEETINGS**

5.1 Resolution to go into a Public Meeting pursuant to the Planning Act

RESOLUTION NO. 3

Moved By: Connie Lauder  
Seconded By: Deborah Tait

Resolved that Council rise and go into a Public Meeting pursuant to the *Planning Act*, and that the Warden chair the Public Meeting.

DISPOSITION: Motion Carried at 9:34 a.m.

5.1.1 Application for Draft Plan of Subdivision SB 21-03-3 - 1537688 Ontario Inc.

To consider a draft plan approval for a residential plan of subdivision, proposing the creation of six new lots, being two lots for single detached dwellings and four lots for semi-detached dwellings (two units per lot), for a total of ten new residential dwelling units in the Village of Norwich. The submitted draft plan also proposes the creation of two blocks for the purposes of road widening dedications along Avery's Lane and Front Street, as well as a block for open space.

The Chair asks Gordon Hough, Director of Community Planning to present the application. G. Hough, through use of a map summarizes Report No. CP 2022-51 - Application for Draft Plan of Subdivision SB 21-03-3 - 1537688 Ontario Inc.

G. Hough indicates that the proposed residential plan of subdivision is located at the southeast corner of Avery's Lane and Front Street, lying south of Main Street West in the Village of Norwich. G. Hough indicates that the application proposes the creation of two lots for single detached dwellings and four lots for the creation of eight new semi-detached dwellings (two per lot), for a total of ten units.

G. Hough indicates that the subject lands were previously granted draft approval in 2010 and the associated zoning was established in 2013 by way of an Ontario Municipal Board decision. The 2010 draft approval has since lapsed and the applicant is now proposing to re-establish the previously approved draft plan of subdivision.

G. Hough indicates that although the southerly portion of the subject lands are affected by the Big Otter Creek flood plain, that staff are satisfied that the areas set out in the proposal are suitable for low-density development and that the Long Point Region Conservation Authority (LPRCA) has reviewed the geotechnical reports both in 2010 and with this current application. Additionally, G. Hough indicates that the video submitted by resident Linda Torkelson showing the amount of water accumulating on the proposed lands was forwarded to the LPRCA who indicated that based on their mapping and the nature of the flood flow in this area, the fill will not affect the flow of flooding in this area and that elevations for construction as previously established in the Township Zoning By-law are appropriate. In closing, G. Hough indicates that staff recommends approval of the proposal.

The Chair opens the meeting to comments and questions from members of Council. There are none.

David Aston, of MHBC Planning, Urban Design & Landscape Architecture joins the meeting via WebEx and expresses support for the application. The Chair opens the meeting to comments and questions from members of Council. There are none.

Linda Torkelson, a resident of the Village of Norwich joins the meeting via WebEx and speaks to the correspondence items she had submitted and which were posted on the County's website as well as to the video submitted to members of Council prior to the meeting. L. Torkelson indicates that in addition to the flooding concerns as expressed in her correspondence, she has some concerns with the proposed berm to be created as part of the application as she is aware of other residents who own property adjacent to another berm which has caused them numerous issues. L. Torkelson also expresses concern with the firetrucks potentially having difficulty maneuvering the area due to additional vehicles resulting from the new subdivision, potentially affecting their response time to emergency calls.

The Chair opens the meeting to comments and questions from members of Council. L. Torkelson responds to comments and questions from Councillor Ryan.

Liz Jackson, a resident, joins the meeting via telephone, indicating that she is satisfied with the project moving forward.

The Chair opens the meeting to comments and questions from members of Council. There are none.

#### 5.1.2 Application for Draft Plan of Subdivision Approval SB 21-09-7 - Oxnard Potters Gate Inc.

To consider applications for draft plan of subdivision approval and zone change to facilitate the development of 54 lots for single detached dwellings, six blocks for 25 street fronting townhouse dwellings, and a block for existing residential development, served by three new local streets in the Town of Tillsonburg.

The Chair asks Gordon Hough, Director of Community Planning to present the application. G. Hough introduces Eric Gilbert, Senior Planner, who summarizes Report No. CP 2022-92 - Application for Draft Plan of Subdivision Approval SB 21-09-7 - Oxnard Potters Gate Inc.

Eric Gilbert joins the meeting via WebEx and indicates that the proposed residential plan of subdivision is located on the southwest corner of the intersection of Potters Road and West Town Line, in the Town of Tillsonburg, comprising of approximately 5 hectares. E. Gilbert adds that the proposal is to facilitate the development of 54 lots for single detached

dwelling, 6 blocks for 25 street-fronting townhouse dwellings and a block for existing residential development, served by 3 new local streets.

E. Gilbert indicates that they received two letters of objection from adjacent residents, which were parking and density-related.

In closing, E. Gilbert indicates that staff are satisfied that the proposal is consistent with the relevant policies of the Provincial Policy Statement and maintains the intent and purpose of the Official Plan, and that Tillsonburg Town Council supported the application in principle at its meeting of February 22, 2022.

The Chair opens the meeting to comments and questions from members of Council. There are none.

Eldon Darbyson, G. Douglas Vallee Limited joins the meeting via WebEx and expresses his support for the application. The Chair opens the meeting to comments and questions from members of Council. There are none.

No members of the public registered to speak regarding this application.

#### 5.1.3 Application for Official Plan Amendment Southeast Woodstock Secondary Plan OP 20-05-8 - City of Woodstock

To consider an Official Plan Amendment to re-designate recently annexed lands from 'Agricultural Reserve' and 'Future Urban Growth' to 'Traditional Industrial', 'Business Park', 'Service Commercial', 'Environmental Protection' and 'Future Urban Growth' in the City of Woodstock.

The Chair asks Gordon Hough, Director of Community Planning to present the application. G. Hough introduces Andrea Hachler, Senior Planner, who summarizes Report No. CP 2022-99 - Application for Official Plan Amendment Southeast Woodstock Secondary Plan OP 20-05-8 - City of Woodstock.

Andrea Hachler joins the meeting via WebEx and indicates that the intent of the Official Plan Amendment is to re-designate recently annexed lands into the City of Woodstock to facilitate a broad range of primarily industrial and service commercial uses. The lands are located on the north side of Dundas Street, between Highway 401 and Blandford Road, on the south side of Dundas Street, between Oxford Road 4 and Highway 53 to Pattullo Avenue. Additional lands included in the proposed amendment are located on the southwest side of the City, south of Highway 401, between Mill Street and Norwich Avenue.

Andrea Hachler indicates that the County and City of Woodstock hired Engineering and Planning consultants to prepare a Municipal

Comprehensive Review, Natural Heritage Assessment and other studies for this application.

In closing, A. Hachler indicates that staff are satisfied that both proposals can be adopted and that Woodstock City Council recommended support of the amendment at their meeting of February 17, 2022.

Harold deHaan, City Engineer, City of Woodstock, joins the meeting via WebEx and expresses support for the application.

The Chair opens the meeting to comments and questions from members of Council. H. deHaan responds to comments and questions from Warden Martin and Councillor Mayberry.

No members of the public registered to speak regarding this application.

5.2 Resolution to adjourn the Public Meeting

RESOLUTION NO. 4

Moved By: Connie Lauder

Seconded By: Deborah Tait

Resolved that Council adjourn the Public Meeting and reconvene as Oxford County Council with the Warden in the chair.

DISPOSITION: Motion Carried at 10:18 a.m.

5.3 Consideration of Report No. CP 2022-51 - Application for Draft Plan of Subdivision SB 21-03-3 - 1537688 Ontario Inc.

RESOLUTION NO. 5

Moved By: Deborah Tait

Seconded By: Ted Comiskey

Resolved that the recommendation contained in Report No. CP 2022-51, titled "Application for Draft Plan of Subdivision SB 21-03-3 - 1537688 Ontario Inc.", be adopted.

DISPOSITION: Motion Carried

5.4 Consideration of Report No. CP 2022-92 - Application for Draft Plan of Subdivision Approval SB 21-09-7 - Oxnard Potters Gate Inc.

RESOLUTION NO. 6

Moved By: Deborah Tait

Seconded By: Ted Comiskey

Resolved that the recommendation contained in Report No. CP 2022-92, titled "Application for Draft Plan of Subdivision Approval SB 21-09-7 - Oxnard Potters Gate Inc.", be adopted.

DISPOSITION: Motion Carried

- 5.5 Consideration of Report No. CP 2022-99 - Application for Official Plan Amendment Southeast Woodstock Secondary Plan OP 20-05-8 - City of Woodstock

RESOLUTION NO. 7

Moved By: Ted Comiskey

Seconded By: Marcus Ryan

Resolved that the recommendations contained in Report No. CP 2022-99, titled "Application for Official Plan Amendment Southeast Woodstock Secondary Plan OP 20-05-8 - City of Woodstock", be adopted.

DISPOSITION: Motion Carried

**6. DELEGATIONS, PRESENTATIONS AND CONSIDERATION THEREOF**

- 6.1 South Central Ontario Region Economic Development Corporation (SCOR EDC)  
Cephas Panschow, Chair  
Re: Update on the Future of Shortline Rail project

Kim Earls, Executive Director of SCOR EDC joins the meeting via WebEx and introduces Cephas Panschow, Development Commissioner for the Town of Tillsonburg who proceed through a PowerPoint presentation which formed part of Council's electronic agenda. They speak of the progress of the shortline rail project made to date, the existing and new businesses which could be affected by the completed project as well as the potential economic impacts. The delegates request a letter of support as well as administrative financial support should the project be successful in receiving the requested funding. In closing, the delegates indicate that any financial contribution requests would be brought forward to Council during the 2023 budget process.

Warden Martin opens the meeting to comments and questions from members of Council. The delegates respond to questions and comments from Councillor McKay and Alternate Councillor Beres.

RESOLUTION NO. 8

Moved By: Ted Comiskey

Seconded By: Marcus Ryan

Resolved that the information contained in the presentation from the South Central Ontario Region Economic Development Corporation (SCOR EDC) be received as information.

DISPOSITION: See Action of Council following Resolution. No. 9

RESOLUTION NO. 9

Moved By: Marcus Ryan

Seconded By: Don McKay

Resolved that the information contained in the presentation from the South Central Ontario Region Economic Development Corporation (SCOR EDC) be received as information;

And further, that Public Works Staff prepare a report prior to providing a letter of support.

DISPOSITION: Motion Carried

6.2 Toronto Taiwanese Economic Cultural Office

Re: Short film to mark the 150th Anniversary of the arrival of Reverend George Leslie Mackay in Taiwan

A short film was shown to commemorate Oxford County Mackay Day on this, the 150th anniversary of Oxford County Reverend George Leslie Mackay's arrival in Tamsui Taiwan.

Following the video presentation, Warden Martin expresses his appreciation for the relationship which has been built over the years with the people of Taiwan and indicates that he looks forward to a continued relationship well into the future.

**7. CONSIDERATION OF CORRESPONDENCE**

7.1 Southwestern Integrated Fibre Technology (SWIFT)

February 22, 2022

Re: SWIFT Monthly Project Update - January, 2022

7.2 Associate Minister of Small Business and Red Tape Reduction

February 22, 2022

Re: Fewer Fees, Better Services Act

RESOLUTION NO. 10

Moved By: Don McKay

Seconded By: Mark Peterson



Resolved that Correspondence Items 7.1 and 7.2 inclusive on the Open meeting agenda of March 9, 2022 be received as information.

DISPOSITION: Motion Carried

## 8. REPORTS FROM DEPARTMENTS

### 8.1 COMMUNITY PLANNING

- 8.1.1 CP 2022-51 - Application for Draft Plan of Subdivision - SB 21-03-3 – 1537688 Ontario Inc.

#### RECOMMENDATION

1. That Oxford County Council grant draft approval to a proposed plan of subdivision, File No. SB 21-03-3, submitted by 1537688 Ontario Inc., comprised of lands described as Part of Lot 616, Plan 955 in the Village of Norwich, Township of Norwich, subject to the conditions attached as Attachment 4 to Report No. CP 2022-51 being met prior to final approval.

The Report was dealt with under Public Meetings.

- 8.1.2 CP 2022-92 - Application for Draft Plan of Subdivision Approval - SB 21-09-7 – Oxnard Potters Gate Inc.

#### RECOMMENDATION

1. That Oxford County Council grant draft approval to a proposed residential plan of subdivision, submitted by Oxnard Potters Gate Inc. (SB 21-09-7) prepared by G.D. Vallee Consulting Engineers, for lands described as Part Lot 24, Plan 1653, Parts 4, 5, & 6 of 41R8458, in the Town of Tillsonburg, subject to the conditions attached to this report as Schedule “A” being met prior to final approval.

The Report was dealt with under Public Meetings.

- 8.1.3 CP 2022-99 - Application for Official Plan Amendment - Southeast Woodstock Secondary Plan - OP 20-05-8 – City of Woodstock

#### RECOMMENDATIONS

1. That Oxford County Council adopt the South-East Woodstock Secondary Plan prepared by GSP and AECOM, and the Municipal Comprehensive Review prepared by GSP, dated December 2019, as recommended by the City of Woodstock;
2. And further, that Oxford County Council approve Application No. OP 20-05-8, initiated by the City of Woodstock, to amend the Official Plan with respect to the South-East Woodstock Study Area and the East

Woodstock Secondary Plan lands, to redesignate the subject lands to facilitate a broad range of primarily industrial and service commercial uses;

3. And further, that the necessary by-law to approve the required Official Plan amendment to implement the above be presented to County Council for enactment at the March 23, 2022 meeting.

The Report was dealt with under Public Meetings.

## 8.2 PARAMEDIC SERVICES

### 8.2.1 PS 2022-01 - Joint Municipal Paramedic Service Deployment Review Final Report (Consultant Presentation)

#### RECOMMENDATIONS

1. That Report No. PS 2022-01, titled “Joint Paramedic Service Deployment Review Final Report”, including the review authored by Performance Concepts Consulting (Attachment 1) be received;
2. And further, that Council directs staff to proceed with their municipal partners (Elgin, Perth) to create an ongoing Paramedic Services Sharing Working Group as per Recommendation 11 in Attachment 1 in order to further consider the service sharing opportunities identified through the review.

With the motion on the floor and prior to discussion, Ben Addley, Director of Paramedic Services introduces Todd MacDonald and John Prno of Performance Concepts Consulting who were engaged to review Paramedic Services through a Provincial Modernization Funding grant. T. MacDonald and J. Prno proceed through a PowerPoint presentation which formed part of Council’s electronic agenda.

Warden Martin opens the meeting to comments and questions from members of Council. Ben Addley, Michael Duben and the delegates respond to questions and comments from Councillors Mayberry, McKay, Peterson and Ryan.

Deputy Warden Talbot leaves the meeting at 11:15 a.m.

Councillor McKay leaves the Council Chamber at 11:20 a.m.  
He returns at 11:21 a.m.

Councillor Tait leaves the meeting at 11:38 a.m.

Councillor Comiskey leaves the Council Chamber at 11:40 a.m.  
He returns at 11:42 a.m.

RESOLUTION NO. 11

Moved By: Don McKay

Seconded By: Mark Peterson

Resolved that the recommendations contained in Report No. PS 2022-01, titled "Joint Municipal Paramedic Service Deployment Review Final Report", be adopted.

DISPOSITION: Motion Carried

8.3 CAO

8.3.1 CAO 2022-03 - Affordable Housing Funds 2022

RECOMMENDATIONS

1. That County Council authorize the allocation of up to \$1.2 million from the Affordable Housing Reserve to support the potential development of approximately 30 affordable housing units at 175 Springbank Avenue North, in the City Woodstock;
2. And further, that Council authorize the allocation of up to \$300,000 from the Affordable Housing Reserve to support the implementation of a secondary affordable unit program, for the purpose of providing grants in an amount of up to \$15,000 to eligible homeowners seeking to construct a secondary affordable housing unit on their property.

RESOLUTION NO. 12

Moved By: Mark Peterson

Seconded By: Dave Beres

Resolved that the recommendations contained in Report No. CAO 2022-03, titled "Affordable Housing Funds 2022", be adopted.

DISPOSITION: Motion Carried

8.4 PUBLIC WORKS

8.4.1 PW 2022-09 - 2021 Annual Wastewater System Performance

RECOMMENDATIONS

1. That County Council receive Report PW 2022-09 entitled "2021 Annual Wastewater System Performance," including the individual 2021 Annual Wastewater Treatment Plant Summary Reports;
2. And further, that County Council receive the 2021 Annual Biosolids (Non-Agricultural Source Material) Summary Report, including the

performance summary of the County's wastewater treatment plant biosolids processing, land application program and biosolids centralized storage facility.

RESOLUTION NO. 13

Moved By: Mark Peterson

Seconded By: Dave Beres

Resolved that the recommendations contained in Report No. PW 2022-09, titled "2021 Annual Wastewater System Performance", be adopted.

DISPOSITION: Motion Carried

8.5 HUMAN RESOURCES

8.5.1 HR 2022-01 - COVID-19 Workplace Vaccination Policy

RECOMMENDATIONS

1. That County Council authorize staff to amend the COVID-19 Workplace Vaccination Policy for non-healthcare staff effective April 11, 2022, by removing the requirement for unvaccinated employees and contractors to attend regular rapid antigen testing, subject to improving public health indicators and advice from Southwestern Public Health;
2. And further, that proof of vaccination is no longer required to attend County Council meetings effective April 13, 2022, subject to improving public health indicators.

RESOLUTION NO. 14

Moved By: Dave Beres

Seconded By: David Mayberry

Resolved that the recommendations contained in Report No. HR 2022-01, titled "COVID-19 Workplace Vaccination Policy", be adopted.

DISPOSITION: Motion Carried

8.6 CORPORATE SERVICES

8.6.1 CS 2022-09 - Oxford County Lowrie Crescent Sanitary Sewer Extension Project

RECOMMENDATION

1. That By-law No. 6419-2022, being a by-law to authorize the funding sources and mandatory connection for the Oxford County Lowrie

Crescent Sanitary Sewer Extension Project, be presented to Council for enactment.

RESOLUTON NO. 15

Moved By: Dave Beres

Seconded By: David Mayberry

Resolved that the recommendations contained in Report No. CS 2022-09, titled "Oxford County Lowrie Crescent Sanitary Sewer Extension Project", be adopted.

DISPOSITION: Motion Carried

8.6.2 CS 2022-10 - 2022 Tax Policy

RECOMMENDATIONS

1. That consideration of a 2022 tax policy by-law be given at the Council meeting scheduled for April 13, 2022, that establishes:
  - a. Tax Ratios;
  - b. Tax Rate Reductions for Prescribed Property Subclasses;
  - c. Tax Rates for Upper Tier Purposes;
2. And further, that Council hereby reaffirms tax policy previously established by By-law No. 5912-2017, being a by-law to provide a Financial Hardship Program;
3. And further, that Council hereby reaffirms tax policy previously established by By-law No. 5913-2017, being a by-law to establish a tax rebate program for the purpose of providing relief from taxes or amounts paid on account of taxes on eligible property occupied by eligible charities and similar organizations.

RESOLUTION NO. 16

Moved By: Marcus Ryan

Seconded By: Don McKay

Resolved that the recommendations contained in Report No. CS 2022-10, titled "2022 Tax Policy", be adopted.

DISPOSITION: Motion Carried

**9. UNFINISHED BUSINESS**

9.1 Pending Items

No discussion takes place regarding the Pending Items list.

## 10. MOTIONS

### 10.1 Councillor Ryan

#### RESOLUTION NO. 17

Moved By: Marcus Ryan  
Seconded By: Mark Peterson

Whereas Municipalities across this province collectively spend millions of dollars of taxpayer money and municipal resources developing Official Plans that meet current Provincial Planning Policy; and

Whereas an Official Plan is developed through months of public consultation to ensure, “that future planning and development will meet the specific needs of (our) community”; and

Whereas our Official Plan includes zoning provisions that encourage development of the “missing middle” or “gentle density” to meet the need for attainable housing in our community; and

Whereas our Official Plan is ultimately approved by the province; and

Whereas it is within the legislative purview of Municipal Council to approve Official Plan amendments or Zoning By-law changes that better the community or fit within the vision of the County of Oxford's Official Plan; and

Whereas it is also within the legislative purview of Municipal Council to deny Official Plan amendments or Zoning By-law changes that do not better the community or do not fit within the vision of the County of Oxford's Official Plan; and

Whereas municipal planning decisions may be appealed to the Ontario Land Tribunal (OLT; formerly the Ontario Municipal Board or “OMB”), an unelected, appointed body that is not accountable to the residents of Oxford; and

Whereas the OLT has the authority to make a final decision on planning matters based on a “best planning outcome” and not whether the proposed development is in compliance with municipal Official Plans and Provincial Planning Policy; and

Whereas all decisions—save planning decisions—made by Municipal Council are only subject to appeal by judicial review and such appeals are limited to questions of law and or process; and

Whereas Ontario is the only province in Canada that empowers a separate adjudicative tribunal to review and overrule local decisions applying provincially approved plans; and

Whereas towns and cities across this Province are repeatedly forced to spend millions of dollars defending Official Plans that have already been approved by the province in expensive, time consuming and ultimately futile OLT hearings; and

Whereas lengthy, costly OLT hearings act as a barrier to the development of attainable housing;

1. Now Therefore Be It Hereby Resolved That the County of Oxford requests the Government of Ontario to dissolve the OLT immediately thereby eliminating one of the most significant sources of red tape delaying the development of more attainable housing in Ontario; and
2. Be It Further Resolved That a copy of this Motion be sent to the Honourable Doug Ford, Premier of Ontario, the Minister of Municipal Affairs and Housing, the Leader of the Opposition, the Leaders of the Liberal and Green Party, all MPPs in the Province of Ontario; the Large Urban Mayors' Caucus of Ontario, the Small Urban GTHA Mayors and Regional Chairs of Ontario; and
3. Be It Further Resolved That a copy of this Motion be sent to the Association of Municipalities of Ontario (AMO) and all Ontario municipalities for their consideration.

DISPOSITION: Motion Not Carried

## 11. NOTICE OF MOTIONS

- 11.1 Councillor Mayberry will introduce the following Motion at the meeting of March 23, 2022:

Whereas the long term economic viability of rural Oxford will increasingly be dependent on reliable and unrestricted internet connectivity to remain competitive in the global market;

And whereas fibre optics is the only technology to provide a solution to the escalating demand for broadband capacity;

And whereas, despite the connectivity provided through the SWIFT program, and some potential funding support from upper levels of government, there will still be a need for significant investment by area municipalities;

And whereas the economic benefits from a strong local economy benefits the entire county;

And whereas the county has committed funds for broadband installations in the County;

Now therefore be it resolved that the county commit to partnering with the area municipalities for the installation of fibre optics to premises by providing funding on a ratio of one dollar of county funding for every two dollars of lower tier funding based on the net expenditure for fibre optic installations of the lower tier;

And further, that staff be directed to prepare a Community Broadband Capital Funding Policy on the basis of the foregoing for County Council's consideration.

## 12. NEW BUSINESS/ENQUIRIES/COMMENTS

### 12.1 Councillor Ryan

Re: Thames Valley District School Board (TVDSB) Rural Education Task Force Report

#### RESOLUTION NO. 18

Moved By: Marcus Ryan

Seconded By: Don McKay

Resolved that the Council of the County of Oxford endorses the draft Thames Valley District School Board's (TVDSB) Rural Education Task Force Report in principle as included on the Open meeting agenda of March 9, 2022;

And further, that this Resolution be circulated to the TVDSB Rural Education Task Force and Board Chair.

DISPOSITION: See Action of Council following Resolution. No. 19

#### RESOLUTION NO. 19

Moved By: David Mayberry

Seconded By: Ted Comiskey

Resolved that the Council of the County of Oxford endorses the Draft Thames Valley District School Board's (TVDSB) Rural Education Task Force Report in principle as included on the Open meeting agenda of March 9, 2022;

And further, that the Rural Education Task Force Report be completed and the final report be circulated to the municipal councils represented by the TVDSB;

And further, that this Resolution be circulated to the TVDSB Rural Education Task Force and Board Chair.

DISPOSITION: A Recorded Vote is requested by Councillor Ryan with the following results:

Those in Favour of the Motion	Those Opposed to the Motion
Warden Martin, Councillors Comiskey, Mayberry, McKay, Peterson, Ryan, Alternate Councillors Beres, Lauder	
Total 8	Total 0

DISPOSITION: Motion Carried



- 12.2 Notice of Study Commencement  
Re: 2024 Transportation Master Plan Municipal Class Environmental Assessment Study - Phase 1 & 2
- 12.3 Notice of Study Commencement  
Re: Oxford Road 19 Corridor Improvements Municipal Class Environmental Assessment Study, Township of Norwich
- 12.4 Notice of Study Commencement  
Re: 2024 Water and Wastewater Master Plan Municipal Class Environmental Assessment Study

RESOLUTON NO. 20

Moved By: David Mayberry  
Seconded By: Ted Comiskey

Resolved that the Public Works memos dated March 9, 2022 regarding the 2024 Transportation Master Plan, Oxford Road 19 Corridor Improvements and 2024 Water and Wastewater Master Plan Notices of Study Commencement be received as information.

DISPOSITION: Motion Carried

**13. CLOSED SESSION**

NIL

**14. CONSIDERATION OF MATTERS ARISING FROM THE CLOSED SESSION**

NIL

**15. BY-LAWS**

- 15.1 By-law No. 6419-2022  
Being a by-law to mandate connection to and impose the cost of the sanitary sewer system upon owners of lands within the designated area, referred to as the "Oxford County Lowrie Crescent Sanitary Sewer Extension Project"
- 15.2 By-law No. 6420-2022  
Being a By-Law to remove certain lands from Part Lot Control.
- 15.3 By-law No. 6421-2022  
Being a By-Law to amend By-law No. 6342-2021, being a By-law to remove certain lands from Part Lot Control.
- 15.4 By-law No. 6422-2022

Being a By-law to confirm all actions and proceedings of the Council of the County of Oxford at the meeting at which this By-law is passed.

RESOLUTION NO. 21

Moved By: David Mayberry

Seconded By: Ted Comiskey

Resolved that the following by-laws be now read a first and second time: 6419-2022 to 6422-2022 inclusive.

DISPOSITION: Motion Carried

RESOLUTION NO. 22

Moved By: David Mayberry

Seconded By: Ted Comiskey

Resolved that the following by-laws be now given a third and final reading: 6419-2022 to 6422-2022 inclusive.

DISPOSITION: Motion Carried

**16. ADJOURNMENT**

Council adjourns its proceedings at 12:34 p.m. until the next meeting scheduled for March 23, 2022 at 7:00 p.m.

Minutes adopted on \_\_\_\_\_ by Resolution No. \_\_\_\_\_.

\_\_\_\_\_  
WARDEN

\_\_\_\_\_  
CLERK

OXFORD COUNTY

# OFFICIAL PLAN REVIEW

## AGRICULTURAL POLICIES

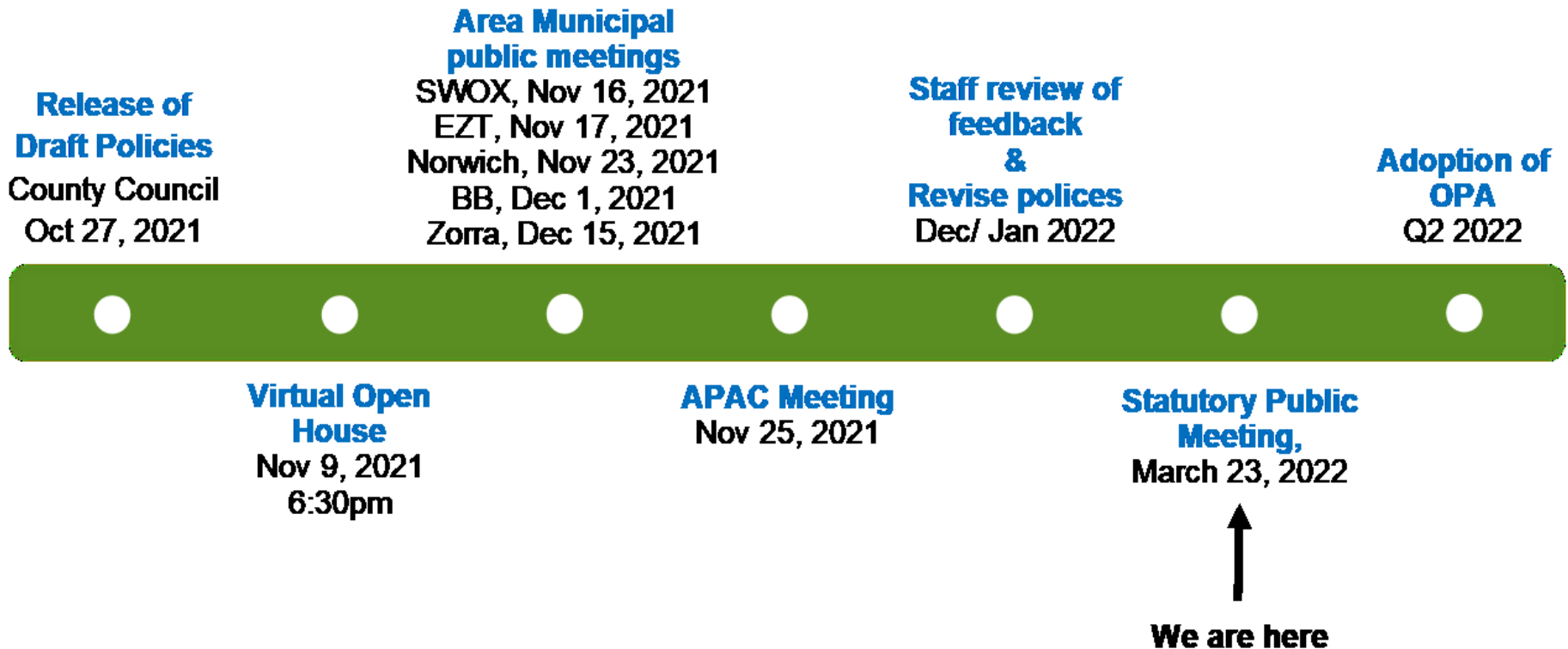
PUBLIC  
MEETING  
March 23, 2022



# Overview

- Process for updating the Official Plan
- Feedback on the draft policies
- Clarification based on feedback
- Revised policies
- Next steps

# Official Plan Update Process



# Progress on policy updates

- On Oct 27, 2021 County Council released draft agricultural policies for community input.
- An open house, 5 community public meetings and an online survey provided opportunities for public input.
- Feedback captured a broad range of perspectives, opinions, issues and interests, with input from across the County. The majority of respondents identified as being either rural residents or farmers.
- Planning staff have reviewed and considered all of the comments received to date and are taking a number of actions in response to that feedback, including some proposed revisions to the agricultural policies.

# Feedback Received

The feedback received is generally summarized as follows:

- Strong support for continuing to protect the County's remaining agricultural lands for long term agriculture and limiting the amount of farm land consumed by settlement expansions and other non-agricultural uses
- General support for maintaining the County's current minimum of 30 ha (75 acres) for farm parcel size when creating new agricultural lots;
- The need to clarify where/how the policies support "small business" in rural areas;
- Questions as to whether there other potential options to allow for a dwelling on undersized agricultural lot, while still ensuring the land is protected for agriculture;
- Clarification on growing of cannabis as an agricultural use and how processing and related compatibility issues (smells) could be addressed;
- Questions regarding changes to renewable energy, including some comments around permissions for small scale solar facilities on rural residential lots;
- A range of perspectives and comments on surplus farm dwelling severances and the creation of new rural residential lots;
- A range of support and interest in on-farm diversified uses and rural entrepreneurial uses; and
- Other comments and questions with respect to such matters as non-agricultural uses, planning processes and community growth.

# Feedback Received

Comments from specific stakeholders:

- Provincial feedback:
  - Technical comments around addition residential units and MDS
  - Specific concerns with inclusion of rural entrepreneurial use policies
- Feedback from Area Municipal consultation sessions:
  - General support for the proposed policy updates and, in particular, the additional flexibility for on-farm diversified uses, agriculture-related uses and rural entrepreneurial uses and the new policy approach for existing undersized agricultural lots.
  - Range of questions and comments with respect to agricultural uses and minimum lot size, existing undersized agricultural lots, surplus farm dwelling severances and various other policy areas.
- Oxford Chapter of the Ontario Federation of Agriculture (OCOFA)
  - Focused on the proposed changes to the existing undersized agricultural lot policies and related questions and concerns



# Feedback Received

- Rural Oxford Economic Development Corporation (ROEDC)
  - Questions regarding the possibility of identifying ‘rural lands’ in the County’s Official Plan;
  - Questions with respect to when and how a dwelling should be permitted on an existing undersized parcel and whether larger residential parcels are needed for rural entrepreneurial uses;
  - If there are ways to promote agri-business clusters as a means of attracting and locating agriculture-related businesses to appropriate locations outside of settlement areas, where it makes sense to do so; and
  - Are there potential opportunities to proactively plan for the development of additional non-agricultural uses in certain areas.
- Agriculture and Planning Advisory Committee (APAC)
  - Expressed support, in principle, for the draft agricultural policies
  - Requested that the County ensure that permitted development removes as little agricultural land from production as possible

# Clarifying Policies

Based on review of the feedback received, staff identified several areas where additional clarification and/or information would be beneficial, including:

- Existing undersized agricultural parcels
- Surplus farm dwelling severances
- Identification of 'rural lands' vs 'prime agricultural areas'
- Planning for growth and employment uses

# Existing Undersized Agricultural Lots

- The primary intent of the current policies is to protect the approx. 500 remaining vacant undersized agricultural lots (i.e. lots 16 ha or less in area) and associated agricultural lands from being consumed/occupied by non-agricultural uses.
- Additional analysis of existing vacant undersized agricultural lots was undertaken by Planning staff in response to comments
- Many of the remaining vacant lots currently appear to be cropped/farmed as part of a larger abutting farm operation (i.e. have merger potential)
- Proposing to revise the policies to provide a second option for the establishment of a dwelling, as follows:
  - Permit a dwelling on existing lots that are less than 1 ha (2.5 ac) in size, or that have less than 1 ha (2.5 ac) of land not covered by natural heritage features and areas.
  - Would be in addition to the option of establishing a dwelling on a small 0.4 ha (1 ac) portion of an existing lot in exchange for merging the remaining agricultural lands with an abutting agricultural lot;
  - Balances the desire for more flexibility for the establishment of a dwelling on such parcels with ensuring the agricultural land contained on such lots is protected for long term agriculture

# Surplus Farm Dwelling Severances

- Clarification provided in response to these three main questions that were raised:
  - Why must the dwelling to be severed have been constructed prior to 1995?
  - Why are abutting farm parcels required to be merged to facilitate a surplus farm dwelling severance, if the resulting farm parcel can later severed back into two parcels (if large enough)?
  - Why is the max. residential lot size only 1 acre in the existing undersized agricultural lot policies, but 2.5 acres in the surplus farm dwelling severance policies?

# Rural Lands and Employment Uses

- Response to the questions regarding the potential for identification of ‘rural lands’:
  - Provincial policy generally defines ‘rural lands’ as lands that are not within a settlement or ‘prime agricultural area’
  - Over 90% of the County’s agricultural land base is comprised of prime agricultural lands (Class 1-3 soils). The remaining 10% of lesser quality soils/lands is generally associated with natural heritage features (woodlands and wetlands) and/or natural hazard areas (natural hazards/flood prone areas).
  - Discussions with the Province have indicated that it is very unlikely that more detailed review or analysis would identify any areas in the County that would qualify as ‘rural lands’.
- Response to planning for employment uses:
  - Areas of existing ‘agri-business clusters’ and in appropriate locations along the 401 corridor were focus of comments
  - Depending on the nature of a proposal it would be subject to settlement area expansion requirements and/or non agricultural use requirements

# Responses to Feedback

In response to the feedback and questions received Planning staff are, or will be:

- Providing further information and clarification as to the proposed policy rationale and application;
- Following up with a number of key stakeholders (i.e. Province, ROEDC, OCFA, etc.) to further clarify and discuss the comments provided
- Proposing a number of revisions to the draft agricultural policies; and
- Developing easy to understand guidance materials to assist farmers and other rural property owners better understand the policies and process for establishing various permitted uses on their property.

# Revised Policies

A number of revisions to the draft policies are also being proposed in response to the feedback received, including:

- Minor revisions to the definition of “farm owner” and limiting the use of the term to only the surplus farm dwelling severance policies;
- Revisions to the existing undersized agricultural parcels policies to include additional permissions to allow dwellings on existing small undersized agricultural lots (2.5 acres or less in area), or those lots which have little tillable/agricultural land (2.5 acres or less);
- Clarifying the intent and objectives for home occupations, on-farm diversified uses and agriculture-related uses to better emphasize how they support economic development and small business opportunities;
- Provide additional flexibility to support the retention of ‘heritage barns’;
- Modifications to the renewable energy policies to permit small scale ground-mounted solar facilities on rural residential lots;
- A number of other minor updates including grammatical changes, corrections to numbering, italics and formatting have also been incorporated into the revised policies included in the official plan amendment

# Summary

Overall the revised policies:

- Ensure the County's agricultural policies remain current and compliant with applicable legislation, policies and guidelines and will continue to protect the County's agricultural area for long term agricultural use;
- Provide additional flexibility for the establishment of agriculture-related uses and secondary uses in the County's agricultural area, including on farm diversified uses, rural home occupations and rural entrepreneurial uses.
- Update policies for existing undersized agricultural lots, surplus farm dwelling severances and various other uses permitted in the agricultural area; and
- Improve the overall readability, clarity and effectiveness of the policies.



# Next steps

- Review and consider any further public and/or County Council feedback in response to the revised agricultural policies;
- Make any necessary updates and modifications to the policies and bring back to County Council for consideration/adoption – anticipated for Q2 2022
- Amendment must then be submitted to the Province for final approval, in accordance with Section 26 of the Planning Act.

# Woodstock - Oxford Rotary Pathways Community

Providing shelter year round



# Transitional Shelter Community - Vision and Mission -

**Vision:** No one experiencing homelessness in Oxford County.

**Mission:** To provide a warm, secure and private shelter in a Transitional Shelter Community for people experiencing homelessness, and to connect individuals with existing resources to improve their overall well being.

# Site - Movement Church

- Located Southwest corner of Property
- 12 cabins plus communal building
- Fenced area plus controlled access
- Security Cameras and lights, plus Onsite Security
- Access for EMS/Police/Fire



# Site layout

- 10'x10' units plus 6' porch
- 20'x 40' Portable Community Building:
  - Common room
  - Washrooms and Showers
  - Kitchenette
  - Laundry facilities
  - Secure office for social workers



# Cabin



- ▶ Cabins built by Premier Portable Buildings
- ▶ Inside finished by Volunteers
- ▶ 100 sqft plus 6' porch
- ▶ 2x6 floor (R20), walls and roof (R14) insulation
- ▶ Electric heat and lights
- ▶ Bed, mattress, pillow and linen provided
- ▶ Closet for clothing etc.
- ▶ Safe, suitable, and affordable
- ▶ Variety of colours

# Site Management Committee

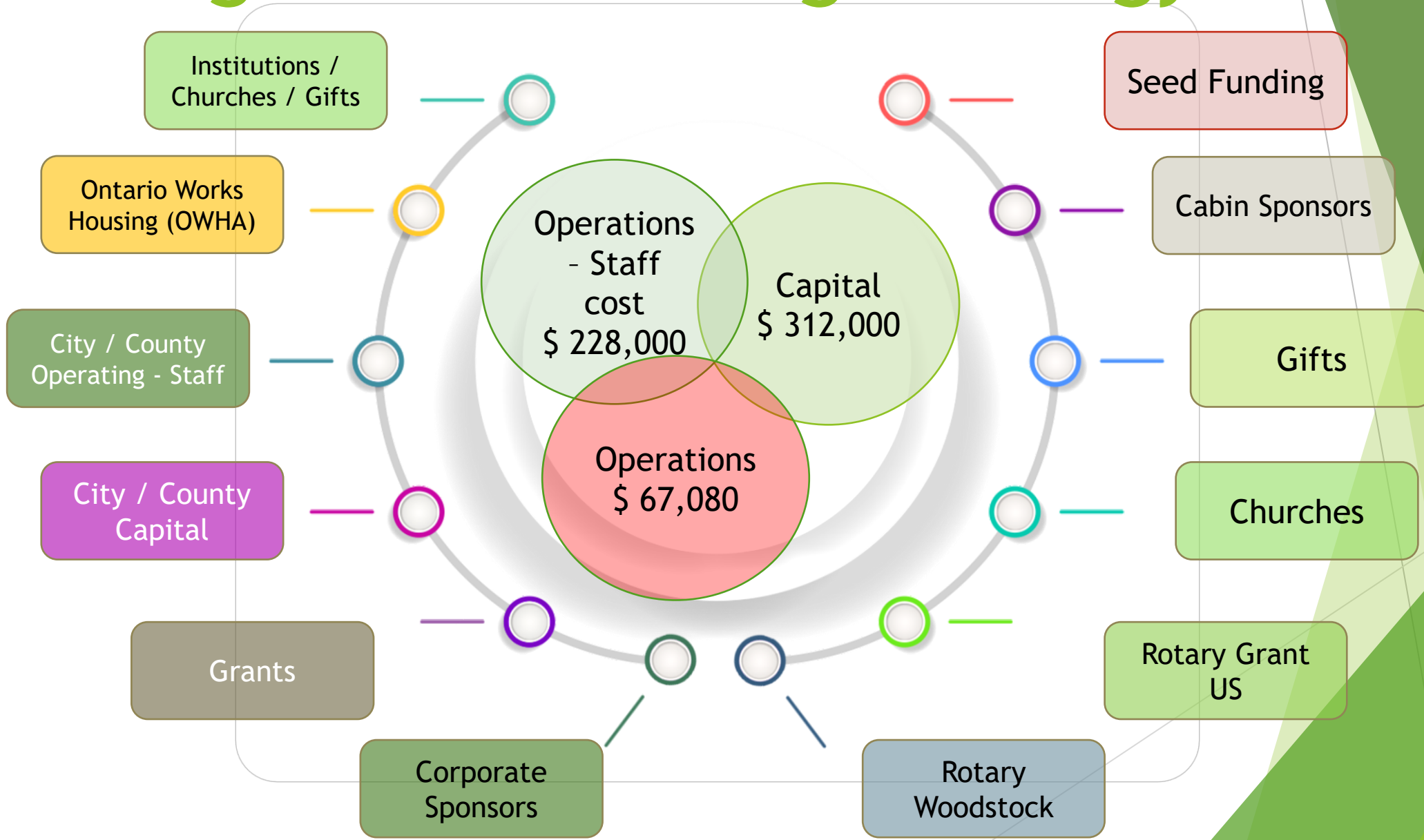
Woodstock-Oxford Rotary has been collaborating with Woodstock Police, CMHA, OCCHC, Indwell, Operation Sharing and the Salvation Army

- Participant Selection process
- Program Participant Agreement (see provided copy)
- OCCHC medical bus

We have made contact with a number of several service organizations and we will select long term management prior to accommodation. Services will include on-site security and social worker.



# Budget and Funding Strategy





# Funding Campaign

We are working with a local Marketing Company and media team on the Funding Campaign

- ▶ Install first unit on site (sponsored by private individual)
- ▶ Finish the inside (volunteers)
- ▶ Media team taking video's etc.
- ▶ Information letter to the neighbours
- ▶ Town hall meeting on site
- ▶ Fundraising starts
  - ▶ Sponsor a cabin and pick your colours



# Supporters & Mentors

## Health & Social

Oxford County Community Health Center  
 Canadian Mental Health Association  
 Indwell Homes  
 Ingamo Homes  
 Domestic Abuse Services Oxford  
 Woodstock Non-profit Housing Corp  
 United Way  
 Future Oxford  
 Zero Poverty  
 Ontario Works  
 Addiction Service

## Business

Woodstock BIA  
 Home Hardware  
 Great Northern Insulation  
 Sierra Construction  
 Bentum Family Homes  
 Maglin Industries  
 Earthbin  
 Century21  
 Arntjen Solar  
 Electrician?  
 Carpet One Norwich  
 Libro Credit Union

## Municipal

City of Woodstock  
 Planning, Building, Housing  
 Oxford County Human Services  
 Oxford Connections



## Community

Operation Sharing  
 Lions Club  
 Knights of Columbus  
 St. David's United Church  
 Maranatha  
 Movement Church  
 Church of the Epiphany  
 Woodstock Curling Club  
 Salvation Army  
 Emmanuel  
 YWCA St. Thomas  
 HeartFM  
 Cargill Care Community  
 PharmaSave  
 Habitat for Humanity Heartland

## Public Safety

Woodstock Police & Police Services  
 Ontario Provincial Police  
 Justice/Correctional  
 Fire & Emergency

# Advantage of Transitional Shelter Community

- ▶ Accessible 24/7/365
- ▶ A place someone can call home
- ▶ Private, safe and secure
- ▶ Place for belongings
- ▶ Sense of belonging/community
- ▶ Centralized location for Health Care and other services to be provided.

**- First step to improve overall well being -**

# Oxford County

Asking for Oxford County's support before we start our fund-raising campaign



March 3, 2022

To the Members of Oxford County Council,

The Social Planning Council Oxford is very grateful for your support of \$65,000 for the 2022 year to facilitate the initiatives of our organization in our community.

Our vision is that every resident in Oxford County experiences wellbeing and a sense of belonging, which we know, each of you strives for as well.

Although 2021 was a challenging year for our community, we have been able to move forward with working together to try to solve complex social issues as we know not one organization or person can do this alone. Social Planning Council Oxford will continue to facilitate these difficult conversations and strategic processes and will build upon the strengths in our community to collaboratively work toward positive change. We are excited for the opportunity to convene a large scale youth led initiative in 2022 called Communities Building Youth Futures which will aim to improve high school graduation rates in Oxford County. We look forward to sharing the results of this initiative as well as our other continued efforts in housing and poverty as the year progresses.

You are valued members of the Social Planning Council Oxford team and we feel that the success of our organization is in large part due to the support that we receive from our local government. We especially want to thank Don McKay for acting as the County representative on our board which has been invaluable.

Please feel free at anytime to connect with us for further clarification on our focus areas and initiatives by contacting our Executive Director, Stephanie Ellens-Clark at [stephanie.ellens-clark@spcoxford.ca](mailto:stephanie.ellens-clark@spcoxford.ca) or 226-228-0539.

With gratitude,

**Megan Neil**

Chair, Board of Directors  
Social Planning Council Oxford

***The Social Planning Council Oxford illuminates the realities of poverty and marginalization to shift understanding and inspire collaborative action for positive change***

**Ministry of Infrastructure**

Broadband Strategy Division

777 Bay Street, 4<sup>th</sup> Floor, Suite 425  
Toronto, Ontario M5G 2E5**Ministère de l'Infrastructure**

Division des stratégies pour l'accès à large bande

777, rue Bay, 4 étage, Suite 425  
Toronto (Ontario) M5G 2E5**Getting Ontario Connected Act, 2022**

I am pleased to reach out to you today, following the update that the Minister of Infrastructure, The Honourable Kinga Surma provided (March 7, 2022) to municipal heads of council.

The Government is committed to ensuring that all communities across Ontario have access to high-speed internet by committing nearly \$4 billion in funding-based opportunities for unserved and underserved communities. The *Building Broadband Faster Act* was enacted in April 2021 to help achieve this goal by the end of 2025. This legislation will help remove barriers or delays to broadband project construction and support a more streamlined approach to the deployment of high-speed internet infrastructure.

The Building Broadband Faster Act Guideline (Guideline) was then released in November 2021 to outline the standards for supporting broadband deployment. This was accompanied by a Statement of Intent that provided a roadmap for further legislative, regulatory, and policy tools to facilitate this work.

In line with the Statement of Intent, the Government of Ontario has introduced the *Getting Ontario Connected Act, 2022* which, if passed, would help achieve its high-speed internet goals by reducing construction delays and expediting collaboration among infrastructure owners.

The legislation, if passed, would amend the *Building Broadband Faster Act, 2021* (BBFA) to set required service standards to ensure municipalities provide timely responses to right-of-way permit requests. It would also require information and data sharing by municipalities, infrastructure owners and other stakeholders upon request in relation to designated broadband projects.

Infrastructure Ontario is concurrently developing an online platform called Broadband One Window that would provide municipalities and stakeholders with easy and secure access to datasets while helping to manage right of way access applications.

The legislation, if passed, would also amend the *Ontario Underground Infrastructure Notification System Act, 2012* to improve the process for locating underground infrastructure while enabling construction activities in the province to be completed faster and more efficiently, without compromising safety.

The government has worked with municipalities and other key stakeholders to communicate the impacts these measures would have in advancing broadband projects. To further support these efforts, I would appreciate your feedback on a proposal to be posted shortly on [Ontario's Regulatory Registry](#) related to these amendments, as well as a separate proposal for an administrative penalties framework under the BBFA, which will be developed in the coming months.

Thank you for your ongoing support and should you have any questions, please do not hesitate to contact the Ministry at [broadband@ontario.ca](mailto:broadband@ontario.ca).

Yours sincerely,

Jill Vienneau

Digitally signed by Jill Vienneau  
DN: cn=Jill Vienneau, o=Ministry of  
Infrastructure, ou=Broadband Strategy  
Division, email=jill.vienneau@ontario.ca, c=CA  
Date: 2022.03.07 15:39:30 -0500

Jill Vienneau  
Assistant Deputy Minister  
Broadband Strategy Division



## THE CORPORATION OF THE TOWNSHIP OF NORWICH

March 16, 2022

Oxford County Council  
 c/o Chloé Senior, Clerk  
 County of Oxford  
 21 Reeve Street, P. O. Box 1614  
 Woodstock, Ontario  
 N4S 7Y3

Dear Council,

### **Re: UBF Fund – Execulink Application Support and Funding**

In March 2021, the Township of Norwich was approached by Execulink for support for an application under the Universal Broadband Fund (UBF), including funding support if the application was successful. The UBF is a \$1.75 billion federal fund for high-speed Internet projects across the country, designed to fund broadband infrastructure projects that bring high-speed Internet at 50/10 Megabits per second (Mbps) to areas, with a focus on rural and remote communities. The Execulink application was to bring fibre internet service to what they identified as all eligible homes that are currently underserved in the Township (those homes/premises/ areas that do not have access to the Universal Broadband objective of 50/10Mbps). Execulink advises the project would provide 150.4 km of fibre installation, serving an estimated 655 premises.

After considering the information, Norwich Council adopted the following resolution:

That Report CAO 2021-02 – UBF Fund – Execulink Application Support and Funding be received,

And That the Township of Norwich formally support application by Execulink under the federal Universal Broadband Fund to expand broadband to underserved areas of Norwich as identified in this report, at a funding level of 70%.

And That Council provide preliminary support for financial contribution towards the proposed project in an amount of up to \$498,000, subject to successful application to the Universal Broadband Fund, matching contribution from Oxford County, and completion of any necessary agreements to the satisfaction of the Township.

Execulink subsequently proceeded with an application for UBF funding.



At this time, Execulink has approached Norwich and has advised that confirmation of the municipal contribution (of approximately \$940,000) is now required in order to proceed.

The Township has been placing funds in reserve for broadband projects, equal to 2% of its levy in each of 2019, 2020, and 2021. The reserve totals \$498,000 at the end of 2021. The 2022 Township budget continues with that 2% annual amount.

It is our understanding that the County has committed to matching amounts for SWIFT 2 or similar broadband projects where the local municipality has committed 2% of its levy for broadband. On that understanding, the Township of Norwich respectfully requests that County Council confirm that it will commit to matching Township funds, to a maximum of \$498,000, for the Execulink project under the Universal Broadband Fund.

Thank you for your consideration, and if you have any questions or require further clarification, please do not hesitate to contact me.

Yours truly,

Kyle Kruger  
CAO/Clerk

**To: Warden and Members of County Council**

**From: Director of Community Planning**

## Phase 1 Official Plan Review – Updates to the County Agricultural Policies

### RECOMMENDATIONS

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1. That Oxford County Council direct Planning staff to consider any additional input received in response to the attached draft Amendment No. 269 to the County of Oxford Official Plan and bring back a final draft of the amendment, with any necessary revisions, for Council's consideration at a future meeting.
2. And further, that Report No. CP 2022-98 be circulated to the Area Municipalities for information.

### REPORT HIGHLIGHTS

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- This report includes a draft official plan amendment to update the County's Agricultural policies as contained in Section 3.1 of the Official Plan, together with associated terms and definitions to be included within Section 1. The draft official plan amendment is included as Attachment 1.
- The policies in the draft amendment have been revised from the draft version included in report [CP 2021-337](#) (presented to Council in October 2021), based on feedback received through consultation on the draft. This report provides a summary of the feedback received and how that feedback has been addressed to date, including through proposed policy changes.
- All matters discussed, and submissions made with respect to the proposed draft official plan amendment at, or before, the public meeting will be further reviewed and considered by Planning staff, following which a proposed final draft of the amendment will be prepared for Council's consideration, and potential adoption, at a future meeting.

## Implementation Points

The review and update of the County's agricultural policies represents the first phase of the current Official Plan review process. The primary purpose of this review is to identify any updates to the policies that may be required to ensure they are consistent with relevant Provincial legislation, plans, policies, and guidelines, as required by the Planning Act, including changes made to the Provincial Policy Statement (PPS), 2020. However, revisions to improve overall intent, clarity, and implementation, and to better reflect local goals and objectives have also been incorporated into the draft amendment.

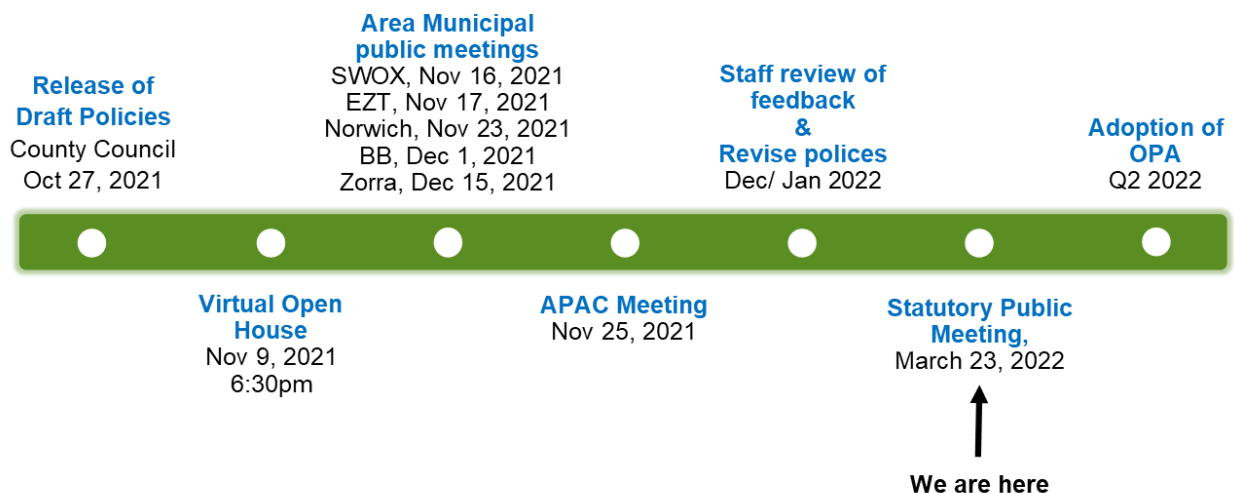
## Financial Impact

No immediate financial implications beyond this year's approved budget. Any additional funding that may be required for future phases will be considered as part of the annual budget process.

## Communications







Community engagement is an important component of the Official Plan review process, including for the review and update of the County's agricultural policies. A combination of an open house, public meetings and online participation options were provided and advertised as part of the consultation on the October 27, 2021 draft of the agricultural policies, as detailed in Report CP 2021-337. An overview of the process timing is shown in Figure 1. below.

**Figure 1. Timeline for Agricultural Policy Updates**



A summary of the feedback received is provided in the comment section of this report, with a similar summary also posted to Speak Up Oxford. The revised policies and the opportunity to participate in the public meeting have been advertised in local newspapers, advertised through social media and included on the [agricultural policy updates webpage](#) on Speak Up Oxford.

## Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
		3.ii. 3.iii.	4.i. 4.ii.		

## DISCUSSION

### Background

The Planning Act requires that municipalities review and revise their Official Plan policies to ensure they comply with any new and/or updated land use related legislation and regulations; have regard for matters of Provincial interest listed in the Planning Act; and are consistent with policy statements issued under Section 3(1) of the Act (e.g. Provincial Policy Statement, 2020), including any associated guideline documents.

The existing agricultural policies in the Official Plan are largely consistent with the 2020 Provincial Policy Statement (PPS), including placing a strong emphasis on ensuring the County's prime agricultural areas are protected for long-term agricultural use, preventing further land fragmentation and limiting the establishment of new non-agricultural uses.

The draft policies, as detailed in Report CP [2021-337](#), proposed changes to address a range of considerations including:

- The updated agricultural policies contained in the 2020 PPS and additional Provincial guidelines and requirements related to agricultural land use.
- Background research including: a review of official plans from other municipalities with similar land use contexts (e.g. prime agricultural areas with a mix of urban and rural settlements), with a focus on those currently under review or that have been recently reviewed and approved by the Province, relevant planning applications and related local and Ontario Municipal Board/Local Planning Appeal Tribunal decisions; review of various related studies, research reports, presentations and other materials;
- GIS analysis of spatial data and related information (e.g. land use, parcel sizes, zoning, environmental constraints etc.); and,
- Preliminary consultation with the Province, Township staff and Councils, Agriculture and Planning Advisory Committee (APAC) and Rural Oxford Economic Development Corporation (ROEDC).

The draft policies included changes which:

- Replaced the existing policies in Section 3.1 Agricultural Land Resource of the County Official Plan and added, deleted and/or updated a number of associated definitions and cross references to the policies of Section 3.1 located in other sections of the Plan.

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- Ensured the County's agricultural policies remain current and compliant with applicable legislation, policies and guidelines and will continue to protect the County's agricultural area for long term agricultural use;
- Provided additional flexibility for the establishment of agriculture-related uses and secondary uses in the County's agricultural area, including on farm diversified uses, rural home occupations and rural entrepreneurial uses. These proposed policies will create thousands of potential new business opportunity sites, while still protecting the County's agricultural area for long term agriculture.
- Updated policies for existing undersized agricultural lots, surplus farm dwelling severances and various other uses permitted in the agricultural area; and
- Improved the overall readability, clarity and effectiveness of the policies.

The rationale for, and details of the above noted amendments are also outlined in Report CP 2021-337, with additional details and information also available on the [agricultural policy updates webpage](#) on Speak Up Oxford. As such, the following sections of this report focus on the feedback received in response to the consultation on the above noted policies and further revisions to the policies now being proposed.

## Comments

This section provides an overview of the feedback received in response to the consultation on the proposed draft agricultural policies and how that feedback has been considered and/or addressed to date.

### Feedback Received on the Draft Policies

A range and diversity of input and opinions were received in response to the consultation on the draft policies, which included early engagement with the Townships and a number of other key stakeholders, various on-line engagement options and materials on Speak Up Oxford (e.g. on-line survey, factsheets, copies of policies and reports, videos etc.), an open house, and public engagement sessions held with each of the Township Councils.

Overall, there was strong support for continuing to protect the County's remaining agricultural lands for long term agriculture and limiting the amount of farm land consumed by settlement expansions and other non-agricultural uses. There was also general support for the proposed changes and updates to the agricultural policies, particularly with respect to the increased flexibility being provided for on-farm diversified uses, agriculture-related uses, rural entrepreneurial uses and surplus farm dwelling severances, as well as the revised policy direction for existing undersized agricultural lots. That said, there were also various questions and comments raised with respect to a number of policy areas, including but not limited to, agricultural uses and minimum lot size, development on existing undersized agricultural lots and surplus farm dwelling severances. The feedback ranged from those who were concerned that the County's policies needed to be further strengthened to protect the remaining agricultural areas to those who felt there should be more flexibility considered for development and lot creation for various uses.

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The following provides a general summary of the feedback received:

- General support for maintaining the County's current minimum 30 ha (75 acres) farm parcel size for the creation of new agricultural lots, recognizing that the minimum size typically requested by the Province is 40 ha. There were also a number of comments received with respect to both increasing and decreasing minimum farm parcel size;
- Support for the proposed approach to permit permanent dwellings for farm labour, and interest in providing opportunities to establish 'Additional Residential Units' on agricultural lots for other purposes (e.g. retirees, family support/caregivers etc.), as well as general support for keeping additional dwellings within the farm building cluster on farm properties;
- That it would be beneficial to clarify and build stronger connections in the policies to recognize where and how they support "small business" in the rural areas;
- Could additional options for undersized agricultural parcels be considered, including looking at potential flexibility to establish a dwelling on small undersized agricultural lots with limited opportunity for agriculture and on lots that are almost entirely covered by natural heritage features;
- Clarification on growing of cannabis as an agricultural use and how processing and related compatibility issues (odour, in particular) could be addressed, as well as for other emerging types of agriculture (i.e. vertical farming);
- Comments pertaining to rural entrepreneurial uses were largely supportive, with some comments focused on ensuring these uses remain at a scale that is compatible with a rural setting and suitable for individual services (well/septic) and on ensuring that these policies remain flexible enough to apply to a range of small business opportunities. This differed from the Provincial comments which expressed concern with including these policies in the Official Plan;
- Questions regarding changes to renewable energy, including some comments around permissions for small scale solar facilities on rural residential lots;
- A range of perspectives and comments on surplus farm dwelling severances and the creation of new rural residential lots;
- General support for directing non-agricultural uses/development to settlement areas and limiting the amount of agricultural land consumed by settlement expansions and other non-agricultural uses. Some questions regarding requirements for agricultural impact assessments were raised, including around implementation;
- Whether there is potential to identify 'rural lands' in the Official Plan and, if so, what process/steps may need to be undertaken to further pursue that option; and
- Questions with respect to whether the County can plan for further growth and development opportunities in areas of existing 'agribusiness clusters' and in appropriate locations along the 401 corridor.

The following provides a more specific overview of the comments provided by the Province and a number of other specific stakeholders. A more detailed summary of the feedback received is provided in Attachment 2.

### Provincial Comments

The Province provided their formal comments on the County's proposed draft policies on February 28, 2022. Given the extensive pre-consultation undertaken with the Province, their formal comments were relatively limited and focused primarily on a number of minor technical questions and concerns with respect to the proposed rural entrepreneurial use policies, and the need for the County to develop policies to address the establishment of Additional Residential Units (ARUs) in rural areas. The Province also requested that the County delete an existing policy that allows for a previously existing rural residential lot that has legally merged with an abutting parcel, but remains residentially zoned, to be re-established through a minor boundary adjustment process.

Planning staff subsequently met with Provincial staff to discuss their comments and any revisions to the draft policies that may be necessary to address those comments. Planning staff were able to address most of the technical questions and explain that the development of policies to address the establishment ARUs in the rural areas is being undertaken through a separate Official Plan amendment process. However, the Province continued to express their concern with respect to the proposed rural entrepreneurial use policies and, as such, further discussion will be required to address those concerns.

### Engagement with Indigenous Communities

County staff have initiated discussions and engagement with various indigenous communities identified as having a potential interest in Oxford. To date, feedback and interest appear to be largely focused on matters that are proposed to be considered in future phases of the Official Plan update, including:

- Protection, conservation and enhancement of natural features and areas;
- Improving and restoring water quality and quantity;
- Restoring natural systems and having stewardship and outreach opportunities to help support restoration;
- Protection and conservation of cultural heritage resources, including archeological resources and the development of an archeological master plan for the County
- Information sharing on what the County is doing with respect to climate change and what strategies are in place to support biodiversity protection.
- Inclusion of First Nations within the related programs, projects and processes associated with the above.

Questions have also been raised regarding matters beyond the scope of the County's Official Plan update including the development of a County land acknowledgement and a corporate engagement policy or protocol.

### Area Municipal Consultation

Early engagement was undertaken with all five Townships (and other area municipalities, where requested) as part of the policy development process. Community public meetings were subsequently held with each of the Township Councils to obtain further input and feedback on the draft agricultural policies.

There was general overall support for the draft policies and, in particular, the additional flexibility being provided for on-farm diversified uses, agriculture-related uses, and rural entrepreneurial uses and new policy approach for existing undersized agricultural lots. However, there were also a range of questions and comments with respect to agricultural uses and minimum lot size, development on existing undersized agricultural lots, surplus farm dwelling severances and various other policy areas.

### Agricultural and Planning Advisory Committee (APAC)

The County's APAC was consulted at a number of stages throughout the policy development process. The APAC reviewed the draft agricultural policies at their November 25, 2021 meeting and expressed their support, in principle, for the draft agricultural policies as contained in staff report CP 2021-337. Further, the Committee requested that Planning staff strive to ensure that any permitted development removes as little agricultural land from production as possible and that a resolution with respect to the preservation of farmland and working toward a goal of zero expansion for non-agricultural uses, that was put forward by one of the Committee members, be forwarded to County Council for consideration. The full text of this resolution is provided in Attachment 2.

### Rural Oxford Economic Development Corporation (ROEDC)

Comments received from ROEDC covered a range of topics and questions, including:

- The possibility of identifying 'rural lands' within the County's Official Plan;
- Existing undersized agricultural parcels, including when and how a dwelling should be permitted and whether larger residential parcels are needed to support rural entrepreneurial uses;
- If there are ways to promote agri-business clusters as a means of attracting and locating agriculture-related businesses to appropriate locations outside of the settlement areas, where it makes sense to do so; and
- Are there potential opportunities to proactively plan for the development of additional non-agricultural uses in appropriate locations in the rural area, including along the 401 corridor.

From a Planning staff perspective, the consultation process on the draft agricultural policies has provided an opportunity to develop a closer working relationship with ROEDC staff and an improved mutual understanding of both rural economic development and related land use planning considerations. Planning staff are committed to continuing to work together with ROEDC staff to identify and address various rural economic development opportunities and challenges, while also ensuring applicable land use planning requirements are considered and addressed. This is currently anticipated to involve, but not necessarily be limited to:



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- Regularly meeting with ROEDC staff to continue to discuss opportunities and considerations related to rural economic development and land use planning and improve shared understanding;
- Developing and maintaining an inventory of potential development and/or opportunity sites for agriculture-related uses, rural entrepreneurial uses and other employment uses permitted in the rural areas;
- Consulting with ROEDC as part of any municipality initiated secondary planning processes that may involve proposed expansions to rural settlements to accommodate employment growth; and
- Working together to develop easy to understand guidelines to assist those looking to establish a home occupation, residential entrepreneurial uses, or on-farm diversified use on their property.

#### Oxford Chapter of the Ontario Federation of Agriculture (OCOFA)

Comments received from the OCOFA focused primarily on the proposed changes to the existing undersized agricultural lot policies and related questions and concerns. Further information and clarification regarding the role and purpose of these policies was requested so that they could better understand the potential impacts and implications of the proposed changes. Planning staff have responded to some of these questions and comments through the further clarification provided in this report, but will also be following up with OCOFA to address any further questions.

#### Enbridge

Comments provided on behalf on Enbridge focused on the Infrastructure policies included in the Official Plan and how pipelines are not specifically recognised and mapped in the Official Plan at this time. This information will be taken under advisement for future updates to the Official Plan when infrastructure policy updates are being considered.

### Further Information and Policy Clarification

Based on the review and consideration of the feedback received to date, Planning staff have identified a number of key areas where additional information and/or clarification on the rationale for and/or implementation of the proposed policies appeared to be necessary and/or beneficial, as follows:

#### Undersized Agricultural Parcels

Various comments were received with respect to whether there is potential for additional opportunities to allow for dwellings to be established on existing vacant undersized agricultural parcels, while continuing to protecting such parcels for long term agriculture use. In response, Planning staff have undertaken a more detailed analysis of the existing undersized agricultural lot inventory and based on that review, are proposing some further revisions to the draft policies to provide additional flexibility in this regard. The following discussion provides additional background with respect to the proposed policy rationale and challenges regarding such parcels, together with an overview the proposed policy revisions.

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As noted in previous staff reports, the general intent of the policies for existing undersized agricultural lots (i.e. agriculturally zoned lots less than 16 ha in area) is to ensure that the approximately 10,900 ha (27,000 ac) of the County's total agricultural land base that is comprised of such lots continues to be preserved for productive agricultural use over the long term. The policies restricting the construction of a dwelling and/or other farm buildings on an existing vacant undersized agricultural lot have been in place for over 25 years and were developed through extensive public consultation, so persons owning or purchasing such a lot should be aware that the establishment of a dwelling or other farm buildings is not generally permitted.

Of the approximately 1,850 undersized agricultural lots in the County, approximately 1,350 contain an existing dwelling. These existing built undersized lots, together with the over 1,500 existing rural residential lots in the County, already provide a broad range of potential sites for the establishment of agricultural operations that may not necessarily require larger acreages to be viable (i.e. intensive greenhouse operations, organic farms, speciality crops, etc.).

Most of the 500 existing vacant undersized agricultural lots are currently utilized for crop production, often as part of a larger farm operation. Allowing for the construction of a dwelling on all of these lots could result in a significant direct loss of agricultural land (i.e. 500-1,000 ac) and even greater potential indirect loss of land for productive agriculture (i.e. if the entire lot was to be utilized simply for estate residential, hobby farming, or other non-agricultural purposes), and make these lots less likely to be retained or acquired for strictly agricultural use. Keeping in mind that each additional acre of farmland consumed for a dwelling could have accommodated 10 or more dwellings in a settlement area with full municipal services. As such, the primary focus of the policies is on protecting these lots and associated agricultural lands from being consumed for such uses.

For the above noted reasons, the draft policy updates propose to replace the current policies (including farm viability plan requirements) with updated development criteria (i.e. MDS, dwelling location with least impact on agriculture, servicing, access, etc.) that would allow for the establishment of a dwelling on a 0.4 ha (1 ac) portion of an existing vacant undersized agricultural lot, in exchange for legally merging the remaining agricultural lands with an abutting agricultural lot. The general intent of this proposed policy is to maximize the amount of agricultural land on undersized agricultural parcels that is protected and secured for productive long term agricultural use (i.e. minimizing the direct and indirect loss of land for productive agriculture), while creating larger, more flexible agricultural lots that can support a broader range of productive agricultural operations and allowing for some limited residential development.

Based on the more detailed analysis of the existing inventory of undersized agricultural lots undertaken by Planning staff, it appears that many of the vacant lots remaining in the inventory are currently being cropped/farmed as part of a larger abutting farm operation. Given these existing relationships, this proposed policy is expected to provide many potential new opportunities to establish a dwelling, while also protecting the remaining agricultural land for long term agricultural use.

To provide some additional flexibility for the establishment of a dwelling on such parcels, Planning staff are now proposing a second policy option to complement the above noted policy. The revised policy would allow for the establishment of a dwelling on existing, vacant agricultural parcels of 1 ha (2.5. acres) or less in size, or have 1 ha or less of tillable agricultural land (i.e. the rest of the lands are covered by significant natural features like woodlands and wetlands), subject to meeting

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various development criteria. The rationale for this approach is that these lots presently have limited potential for agriculture, so the establishment of a dwelling is less likely to have negative impacts on the potential use of such lots for productive agriculture over the long term. However, it will still be important that potential impacts on surrounding agricultural operations and any natural heritage features on the lots can be appropriately addressed. The additional policy approach is included in the draft official plan amendment in Attachment 1 and reflected in the policy comparison table in Attachment 3.

It is noted that, once a dwelling is permitted on an undersized agricultural lot, there are really no effective planning or other tools to ensure the remainder of the agriculture lands on the lot are used for and/or protected for productive agriculture. That said, it is the opinion of Planning staff, that the above noted policy options balance the desire for more flexibility for the establishment of a dwelling on such parcels with ensuring the agricultural lands contained on such lots is protected for long term agriculture.

#### Surplus Farm Dwelling Severances

A range of questions and comments were received with respect to the proposed surplus farm dwelling policies, including, but not limited to:

*i) Why must the dwelling to be severed have been constructed prior to 1995?*

1995 is the date that the current surplus farm dwelling severance policies were originally established in the County Official Plan. Therefore, persons constructing a new dwelling on a farm after that date, or purchasing a farm containing a dwelling constructed after that date, should have been aware that severance of that dwelling would not be permitted (i.e. no expectation of future severance). This ensures any new principal or additional farm dwellings are only being constructed with the understanding that they are accessory to, and must remain on, the farm parcel upon which they are being constructed (i.e. are not being constructed with the intent/expectation of future severance), so that new farm dwellings cannot simply continue to be built and declared surplus through successive farm consolidations over time (i.e. establishes a clear limit to the fragmentation of agricultural land and creation of non-farm rural residential uses that can result from these policies).

*ii) Why are abutting farm parcels required to be merged to facilitate a surplus farm dwelling severance, if the resulting farm parcel can later be severed back into two parcels (if large enough)?*

The merger requirement helps to ensure that agricultural parcels and areas maintain the flexibility to accommodate a range of agricultural operations over the long term by creating a larger, more flexible agricultural parcel that still contains and/or permits a dwelling, while also fulfilling the PPS requirement that new residential dwellings be prohibited on any remnant parcel of farmland created by a surplus farm dwelling severance (as there is no remnant agricultural parcel). Without the merger requirement, the agricultural lot would need to be re-zoned to prohibit a new dwelling, which would restrict the long term use and flexibility of that lot for agricultural uses that require a dwelling (e.g. intensive livestock operations), in order to facilitate the severance of a dwelling deemed surplus to the agricultural operation at one particular point in time (i.e. by current owner based on their current operation only).

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It is noted that some additional flexibility for the severance of surplus farm dwellings has been proposed in the draft policies by allowing for the severance of a second dwelling built prior to 1995 from a farm through a farm consolidation involving non-abutting farm parcels. Planning staff estimate that this would provide potential for as many as 500 additional surplus farm dwelling severances in the County (i.e. existing agricultural parcels that contain two or more dwellings constructed prior to 1995).

As the severance of a surplus farm dwelling creates a rural residential lot that is a new potential point of conflict for surrounding agricultural operations and creates substantial additional setback constraints for the location of future livestock facilities on the retained agricultural lot, the potential long term impacts of such severances on long term agriculture need to be carefully considered.

*iii) Why is the maximum residential lot size only 1 acre in the existing undersized agricultural lot policies, but 2.5 acres in the surplus farm dwelling severance policies?*

One acre (or 0.4 ha) generally provides sufficient flexibility for the establishment of a new rural residential dwelling and accessory structures, as well as associated private services (well and septic), driveway and outdoor amenity areas. It also reflects comments received from the APAC and others that the consumption of agricultural land for non-agricultural uses should be minimized to the greatest extent possible.

The 1 ha (2.5 acre) maximum lot size permitted for a surplus farm dwelling severance provides some additional flexibility to account for the fact that the location and configuration of existing dwellings and associated private services (i.e. well, septic) farms can often make it difficult to accommodate them on a smaller lot (i.e. often setback a considerable distance from the road with a long driveway). It also provides some flexibility to preserve 'heritage barns' as part of the residential lot, where they have been identified. That said, the policies also require that such lots must be the minimum size required to accommodate the dwelling and associated private services, and as such, most do not exceed 1-2 acres.

It is noted that the proposed policies that will allow for a larger lot area to be considered for the proposed rural residential lot where it is exclusively for the purpose of protecting natural heritage features and areas; is supported by appropriate studies; and there would be no greater loss of agricultural land.

### Identification of Rural Lands

There were several questions raised with respect to the potential for the County to identify areas with existing limitations for agriculture as 'rural lands' with a view to providing greater flexibility for rural development than is currently permitted in a 'prime agricultural area'.

The PPS generally defines 'prime agricultural areas' as areas where prime agricultural lands predominate. This includes areas of prime agricultural lands (Canada Land Inventory Class 1, 2, and 3 lands) and associated Canada Land Inventory Class 4 through 7 lands, and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture.

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According to the Canada Land Inventory (CLI), over 90% of the County's agricultural land base is comprised of prime agricultural lands (Class 1-3 soils). The remaining 10% of lesser quality soils/lands is generally associated with natural heritage features (woodlands and wetlands) and/or natural hazard areas (natural hazards/ flood prone areas). Such lands may be identified by the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) using guidelines developed by the Province, as amended from time to time, or through an alternative agricultural land evaluation system approved by the Province.

In light of the foregoing, all lands in the County that are located outside of a designated settlement are currently identified as being within a 'prime agricultural area', in accordance with the PPS definition. As the PPS defines 'rural lands' as lands which are located outside settlement areas and which are outside of a 'prime agricultural area', there are no 'rural lands' currently identified within the County. That said, Planning staff have been consultation with staff from OMAFRA to determine if there have been any recent, or proposed, changes with respect to the Provincial criteria for identifying 'prime agricultural areas', and in turn, 'rural lands'. OMAFRA staff have indicated that, given the uniformly high quality of Oxford County's agricultural land base, it is very unlikely that more detailed review or analysis would identify any areas in the County that would qualify as 'rural lands'. Rather, it is expected that it would simply re-confirm that the entirety of the County is a 'prime agricultural area'.

Given the seemingly limited potential for the identification of 'rural lands' in Oxford, and the time and resources that would be required to undertake further study in this regard, it is not a matter that is proposed to be further considered as part of this amendment. However, planning staff are continuing to work with OMAFRA to determine whether completing a more detailed analysis of the County's land base (e.g. through an alternative agricultural land evaluation system) could potentially assist in determining if there are any areas in the County that may qualify as 'rural lands'. Planning staff will keep County Council apprised of any future developments in that regard.

### Planning for Employment Uses

A number of comments were received with respect to whether there were any potential opportunities to proactively plan for additional growth and development in areas of existing 'agri-business clusters' and in appropriate locations along the 401 corridor.

As detailed in the above discussion on rural lands, all lands outside of a designated settlement area in the County are currently designated as a 'prime agricultural area'. The PPS policies direct that prime agricultural areas shall be protected for long-term agriculture uses and that the only permitted use in such areas are agricultural uses, agriculture-related uses (in accordance with the PPS definition and policies) and on-farm diversified uses. As such non-agricultural uses are generally to be directed to a designated settlement area, wherever possible, and Planning authorities may only permit limited non-agricultural uses (i.e. industrial, commercial or institutional) in prime agricultural areas where it has been clearly demonstrated that:

- there is an identified need within the planning horizon for additional land to accommodate the proposed use;
- alternative locations have been evaluated and there are no reasonable alternative locations which avoid prime agricultural areas (e.g. settlement areas) and, if not, are located on lower priority agricultural lands; and

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- that impacts on surrounding agricultural operations and lands are mitigated to the extent feasible and that a number of other policy criteria can be met (i.e. MDS, servicing etc).

Further, lands may only be removed from a 'prime agricultural area' through identification or expansion of a settlement area undertaken as part of a comprehensive review process that considers land need, alternative locations, efficient use of land and infrastructure, protection of environmental resources etc.

Given the requirement to comprehensively assess land need, alternative locations, efficient use of land and infrastructure, servicing, protection of natural resources etc. to consider settlement expansions and other non-agricultural uses in a prime agricultural area, the planning for such uses is generally only undertaken as part of a comprehensive review and update of a municipality's growth management policies. That said, in some limited cases, a specific use may be considered through a site specific amendment, where all of the PPS and Official Plan policies can be addressed.

In this regard, it is noted that a number of comprehensive review and secondary planning processes are currently underway to facilitate settlement expansions for employment purposes throughout the County, where the need was identified through the last County growth forecast and land need study completed in 2020. Further, the County is currently in the process of undertaking and/or updating a number of infrastructure master plans (i.e. transportation, water and wastewater) and will be initiating updates to the County growth forecasts and land needs study early 2023. Once these updated studies are completed, they will provide much of the information necessary to inform updates to the County's growth management policies, which are expected to be undertaken within the next few years as part of the development of a new Official Plan. Therefore, any additional employment land opportunities beyond existing settlement areas would be most appropriately reviewed and considered as part of that process.

In terms of existing 'agri-business clusters' it is noted that groupings of existing agri-business and/or non-agricultural uses/sites, depending on the location and specific planning context, may represent potential opportunity sites for new agriculture-related uses and, in some limited cases, non-agricultural uses, provided all the applicable PPS and Official Plan criteria could be addressed. Therefore, Planning staff will be following up with ROEDC staff to get a better understanding of this comment and to discuss where there may be further opportunities. That said, it should be understood that the policies for rural entrepreneurial uses, on-farm diversified uses and agriculture-related uses currently being proposed by Planning staff should provide the potential for thousands of new business opportunity sites in the rural area, while still protecting the County's agricultural areas for long term agriculture.

### Proposed Policy Changes and Other Responses to Feedback

Planning staff have reviewed and considered all of the input and comments received to date and have undertaken and/or are proposing, a range of actions in response to this feedback including, but not limited to:

- Providing further information and clarification as to the proposed policy rationale and application to address various questions received (i.e. through in person discussions at the various consultation sessions, phone conversations and emails, policy factsheets, further clarification provided above in this report etc.);

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- Following up with a number of key stakeholders (i.e. Province, ROEDC, OCFA, etc.) to further clarify and discuss the comments provided and, in the case of ROEDC, continuing to work together to address various rural economic development opportunities and challenges moving forward;
- Developing additional, easy to understand guidance materials to assist farmers and other rural property owners to better understand the policies and development process that must be followed to establish a home occupation, on-farm diversified use, agriculture-related use or rural entrepreneurial uses, and what is required as part of an agricultural impact assessment; and
- Proposing a number of revisions to the draft agricultural policies (as described below).

As with the previous draft policies, the general intent of the revised agricultural policies is to continue to protect the County's prime agricultural areas for long-term agricultural use, support viable and sustainable agriculture, and ensure the vitality of rural settlements, while also providing increased opportunities to establish rural and agriculture-related businesses and maintain rural populations, where appropriate. As such, the focus on the proposed policy revisions is to achieve an appropriate balance in this regard.

The proposed revisions are reflected in the draft Official Plan Amendment in Attachment 1 and summarized as follows:

- Minor revisions to the definition of "farm owner" and limiting the use of that term only to the surplus farm dwelling severance policies;
- Revisions to the existing undersized agricultural lot policies to include additional policy criteria to allow for the establishment of a dwelling on existing undersized agricultural lots that are 1 ha (2.5 ac) or less in area, or contain 1 ha (2.5 ac) or less of tillable/agricultural land (i.e. remaining land is covered by significant natural features), subject to meeting various development review criteria;
- Clarification of the intent and objectives for home occupations, on-farm diversified uses and agriculture-related uses to better emphasize how these uses support rural economic development and small business opportunities;
- Refinements to provide increased flexibility for the preservation of 'heritage barns' (i.e. protected pursuant to the Heritage Act) as part of a surplus farm dwelling severance; and
- Modifications to the renewable energy policies to permit small scale ground mounted solar facilities on rural residential lots outside of settlements with applicable development criteria.

Other minor updates including grammatical changes and corrections to numbering, italics and formatting have also been incorporated. A side by side comparison of the key changes, as noted above, is also included in Attachment 3.

## Next Steps

Planning staff will review and consider any further public and/or County Council feedback received in response to the proposed agricultural policies (as contained in the attached draft official plan amendment) and determine what, if any, further updates and modifications may be required before they are brought back for Council adoption. Staff currently anticipate bringing a final draft of the Official Plan Amendment and accompanying staff report back to County Council for consideration/adoption in Q2 of 2022.

Unlike other Official Plan amendments for which the County is the approval authority, the Province is the approval authority for any amendments undertaken as part of an Official Plan review process. As such, following adoption by County Council, the proposed agricultural policy amendments will be subject to Provincial approval. As part of their approval, the Province has the authority to impose any modifications to the County's adopted policies that it determines to be necessary to ensure they are consistent with Provincial legislation and policies.

## Conclusions

The purpose of this report is to present Council with the proposed draft official plan amendment for updating the agricultural policies, which incorporates revisions based on public feedback received in response to consultation on the draft policies, as contained in report [CP 2021-337](#).

The proposed revisions to the agricultural policies are intended to ensure they are consistent with current Provincial legislation, plans, policies, and guidelines, as required by the Planning Act, and also provide an opportunity to improve the overall intent, clarity and implementation of the policies and ensure they continue to reflect local planning goals and objectives. Revisions have been incorporated into the policies to reflect the feedback received to date.

Based on feedback received from the public meeting, additional modifications may be made to the policies prior to bring them back to County Council for adoption and submission of the amendment to the Province for approval.

## SIGNATURES

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### Report Author:

Original signed by \_\_\_\_\_  
 April Nix  
 Development Planner – Policy Focus

### Report Author:

Original signed by \_\_\_\_\_  
 Paul Michiels  
 Manager of Planning Policy



**Approved for submission:**

Original signed by \_\_\_\_\_  
Gordon K. Hough  
Acting Chief Administrative Officer

**ATTACHMENT**

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- Attachment 1 - Revised Policies - Official Plan Amendment 269
- Attachment 2 - Additional Detail on Feedback Received
- Attachment 3 - Comparison of proposed policies changes (from draft to revised)

Report No. CP 2022-98 – Attachment No. 1

AMENDMENT NUMBER 269  
TO THE COUNTY OF OXFORD OFFICIAL PLAN

The following Plan attached hereto as explanatory text, constitutes  
Amendment Number 269 to the County of Oxford Official Plan.

## 1.0 PURPOSE OF THE AMENDMENT

The purpose of the Amendment is primarily to update Section 3.1 *Agriculture Land Resource* of the Official Plan, with a new set of policies that will apply to the existing “Agriculture Reserve” designation, along with affiliated changes to section cross references and definitions to support and implement the agricultural policies. These changes comprehensively update the County’s agricultural land use policies and have been informed by extensive consultation with stakeholders, Provincial Ministries, and the public. This amendment seeks to ensure that the County’s prime agricultural area is protected for long term agriculture by avoiding further fragmentation of the land base, minimizing conflict between agricultural and non-agricultural uses; and supporting the needs of the agricultural community by permitting certain uses that are directly related to and supportive of agricultural uses in the area, where appropriate

Section 1.6, *Definitions*, will also be updated by this amendment to ensure the definitions for a number of terms referred to in the amended text of Section 3.1 appropriately reflect their intended meaning and/or are consistent with the definitions in the 2020 Provincial Policy Statement. Existing cross references to Section 3.1 in the rest of the Official Plan will also be updated to reflect changes in numbering.

## 2.0 LOCATION OF LANDS AFFECTED

This Amendment applies to all lands located within the corporate boundary of the County of Oxford.

## 3.0 BASIS FOR THE AMENDMENT

### **3.1 SUMMARY OF CHANGES TO THE PLAN**

Chapter 1 – Introduction, Section 1.6, *Definitions*, of the Official Plan is amended to ensure the definitions for various italicized terms in the amended text of Section 3.4.1 appropriately reflect their intended meaning and/or are consistent with the definitions in the 2020 Provincial Policy Statement. The amendments consist of a number of new and/or revised definitions and the deletion of an existing definition to ensure the italicised terms in the policies simply reference the corresponding definition in the 2020 Provincial Policy Statement.

Chapter 3 – Natural Resource Management Policies, Section 3.1, *Agricultural Land Resource*, of the Official Plan sets out the policies for the protection of the County’s agricultural lands for long term agricultural use. These policies also reflect the importance of agriculture and related uses, including on farm diversified uses and agriculture-related uses.

The key updates to the policies of this Section include:

- ensuring continued protection of the County’s prime agricultural areas for long-term agricultural use, while recognising changing crops, commodities, markets and technologies;

- Ensuring consistency with Provincial direction and, wherever possible, reflective of local goals and objectives;
- providing increased flexibility for the establishment of certain uses (e.g. value retaining facilities, on-farm diversified uses, agriculture-related uses ),and support for small business (e.g. home occupations, rural entrepreneurial uses) within the rural area;
- including provisions to ensure that uses are permitted at appropriate scales, are compatible with surrounding land uses, and are appropriately sited;
- incorporation of a number of new/updated terms to reflect current terms and definitions from the PPS, 2020; and,
- improving the readability and clarity of the policies and reducing repetition overall.

### **3.2 PUBLIC PARTICIPATION AND INPUT**

#### **SPECIAL MEETING OF COUNCIL TO COMMENCE OFFICIAL PLAN UPDATE**

Pursuant to the requirements under Section 26 of the Planning Act a ‘special public meeting of Council’ was held on October 13, 2021 to formally commence the review and update of the County’s Official Plan.

#### **PUBLIC ENGAGEMENT ON THE CONSULTATION DRAFT**

A draft of the agricultural policies was released with County Council on October 27, 2021. This draft was released for public review and input and was advertised in area newspapers and through social media and digital advertising. All materials were made available on the County’s website and included an online survey for feedback.

Pursuant to the requirements under Section 17(16) of the Planning Act, an open house was held virtually on November 9, 2021. A video recording was also released of the open house and posted to the [Official Plan update webpage](#) and the County’s YouTube page for public viewing, following the open house.

An additional series of public community meetings were held at a meeting of each of the five rural area municipal councils (South-West Oxford on November 16, 2021, East Zorra-Tavistock on November 17, 2021, Norwich on November 23, 2021, Blandford-Blenheim on December 1, 2021 and Zorra on December 15, 2021). These meetings were open to the public and used the various meeting formats (virtual, in person, hybrid, and teleconference) of each of the area municipalities, at the time the meetings were held, due to the ongoing COVID pandemic.

#### **STATUTORY PUBLIC MEETING**

A statutory public meeting was held on (TO BE UPDATED FOLLOWING PUBLIC MEETING), pursuant to the requirements of Section 17 of the Planning Act.

## 4.0 DETAILS OF THE AMENDMENT

4.1 That Chapter 1 – INTRODUCTION, Section 1.6, *Definitions*, as amended, is hereby amended by deleting the defined terms for “Alternative And/Or Renewable Energy Systems”, “Biomass Energy Systems”, “Renewable Energy System” and, “Solar energy System”

4.2 That Chapter 1 – INTRODUCTION, Section 1.6, *Definitions*, as amended, is hereby amended by deleting the defined term for “Farm Unit” and replacing it with the following:

### FARM UNIT

A *farm unit* means the composite of all lots operated as an agricultural operation, the principal farm residence, any accessory residences, *woodlands*, barns and other structures necessary to support *agricultural uses* and associated ancillary uses.

4.3 That Chapter 1 – INTRODUCTION, Section 1.6, *Definitions*, as amended, is hereby amended by adding defined terms for “Agriculture-Related Use”, “Farm-Related Tourism”, “Farm Owner”, “Farm Vacation Rental”, “Farm Winery”, “On Farm Diversified Use”, “Rural Entrepreneurial Use”, “Rural Home Industry”, “Rural Home Occupation”, “Value Added Agricultural Facility”, and “Value Retaining Facility”

### AGRICULTURE-RELATED USE

*Agriculture-related uses*: means those farm related commercial and farm related industrial uses, including *value retaining* and *value added agricultural facilities*, that are directly related to farm operations in the area and are required in close proximity to farm operations, support agriculture, and provide direct products and/or services to farm operations as a primary activity.

### FARM-RELATED TOURISM

*Farm-related tourism use* means small scale tourism uses that are secondary to the farm operation and are focused on promoting the enjoyment, education or activities directly related to the farm operation. These uses may include short term limited accommodation such a bed and breakfast or *farm vacation rental*.

**FARM OWNER**

*Farm owner* means an individual, partnership, or corporation which:

- i. Owns, is employed on, and manages an agricultural operation consisting of one or more agricultural lots;
- ii. Earns a majority of their income from farming (the scale of the agricultural operation should be capable of generating reasonable operating profit under "normal" economic conditions);
- iii. Spends a majority of their work day in the day-to-day operation of the farm on a full-time, year-round or extended seasonal basis;
- iv. Demonstrates a continuing commitment to the farm operation and long term farming, such as through sustainable farming practices, on-going farm maintenance and improvement (i.e. drainage, erosion control, soil improvement, fencing etc.), and direct investment in equipment, buildings, and crops; and
- v. must have a valid Farm Business Registration Number;

The principal operator together with their spouse, or where owners normally reside in the same household, may be considered as one individual owner, partner or member of a corporation.

**FARM VACATION RENTAL**

*Farm vacation rental* means a rental for the temporary, short-term accommodation of guests as a *farm-related tourism use*. This may include the rental of a farm dwelling or accessory unit.

**FARM WINERY**

A *farm winery* includes any farm based use which produces alcohol through fermentation or distillation, including wineries, cideries, breweries and distilleries

**ON-FARM DIVERSIFIED USE**

*On-farm diversified use* means uses that are small scale, secondary to the principal agricultural use of the property and are limited in area. Such uses include *rural home industries*, *farm-related tourism uses*, *value-added agricultural facilities*, *value-retaining facilities*, smaller scale *agriculture-related uses*, and the seasonal storage of boats, recreational vehicles or automobiles within an existing building.

**RURAL ENTREPRENEURIAL USE**

*Rural entrepreneurial use* means a small scale business or industry, which exceeds the permitted size and/or scale of a *rural home occupation* as set out in Section 3.1 but remains secondary to the rural residential use of the property and complies with the use, scale and design criteria for a *rural entrepreneurial use* as contained in this Plan.

**RURAL HOME  
INDUSTRY**

*Rural home industry* means a small-scale business or industry that is secondary to the agricultural or residential use on a property. Typical examples of such uses include:

- small equipment repair;
- small scale vet clinic;
- a workshop for a building contractor or, trade occupation, welder;
- a studio space for a woodworker, craftsman or artist; or
- other similar use.

**RURAL HOME  
OCCUPATION**

*Rural home occupation* means a small-scale occupation or business that is clearly secondary to the residential use on the lot. Typical examples of such uses include:

- a home office for a professional, agent or contractor;
- a personal service such as: hair styling, aesthetics or massage;
- a small scale catering operation;
- a home day care;
- a bed and breakfast establishment; or
- other similar use.

**VALUE ADDED  
AGRICULTURAL  
FACILITY**

*Value added agricultural facility* means uses typically located on a farm that process agricultural commodities into new forms that enhance their value and may include/ add off-farm inputs. Typical examples of such facilities include pressing apples and bottling cider, small scale winery, grain milling, cherry pitting and preserving, chopping and canning vegetables, grain roasting for livestock feed, and retail-oriented packaging.

**VALUE RETAINING  
FACILITY**

*Value retaining facility* means a use typically located on a farm that serves to maintain the quality of agricultural commodities produced on that farm (i.e., prevent spoilage) to ensure they remain saleable, or that provides a minimum amount of processing to make the agricultural commodities produced on that farm saleable. Typical examples of such facilities includes those that provide refrigeration, controlled-atmosphere storage, cleaning, grading, drying, sorting, evaporating maple sap into syrup, honey extraction, and simple (bulk) packaging.

4.4 That Chapter 3 – Natural and Cultural Resource Management Policies, Section 3.1 (including subsections 3.1.1 to 3.1.6) of the Official Plan entitled, ‘Agricultural Land Resource’ as amended, is hereby amended by deleting and replacing it with the following:

### **3.1 Agricultural Land Resource**

#### INTRODUCTION

Agriculture in Oxford County has maintained its position as an extensive user of land and an industry of significant importance to the local economy. Over 90 percent of agricultural land in the County is within Classes I, II and III agricultural land capability. In, 2016 87 percent of the total County land base was devoted to agricultural production and the agricultural industry was the fourth most important employer in the County. Further, there were over 1875 farms in the County reporting total annual gross farm receipts of over \$709 million, with a continued trend toward fewer, but larger and more intensive farming operations. Based on the total value of products sold, Oxford County farms were, on average, the third most productive in Ontario. Agriculture in Oxford is a key contributor to both the local and Provincial economies. Further, given the quality and extent of the agricultural land base, level of capital investment in agriculture and geographic location, the County will continue to be one of the most important agricultural areas in the Province. However it is also recognized that the agriculture industry in Oxford will need to continue to evolve and adapt in order to remain competitive and address ongoing challenges such as declining farm populations, fluctuating commodity prices, increasing competition, changing consumer preferences, and increasing environmental requirements and issues, including the impacts of a changing climate.

In order to ensure Oxford’s agricultural industry remains healthy and sustainable for the long term and maintains the flexibility to respond to these challenges, County Council and Area Councils are committed to protecting and preserving the *prime agricultural area* of the County for *agricultural uses* for the long term. This is to be accomplished by designating all lands that are located outside of *settlements* in Oxford County as a *prime agricultural area* and establishing clear local policy direction with respect to permitted uses and lot creation in such areas. In general, the County policies will support agriculture by recognizing the value of the agricultural land base for current and future food and fibre production, minimizing the potential for conflict and land competition from non-agricultural uses, and by providing clear guidance that the County’s *prime agricultural area* is to be preserved for *agriculture use*. The policies also support the promotion of local food and agri-business opportunities through the recognition of *agriculture-related* and *on-farm diversified uses*, as well as the promotion of the rural economy and tourism opportunities through the incorporation of *farm-related tourism uses*, *rural home occupations*,



and *rural entrepreneurial uses*. All of which contribute to the agricultural system within Oxford County.

### **3.1.1 Goal for Agricultural Policies**

County Council shall ensure that the County's *prime agricultural area* is preserved for food and fiber production by avoiding further fragmentation of the land base, minimizing conflict between *agricultural uses* and non-agricultural uses; and supporting the needs of the agricultural community by permitting land uses which are directly related to and supportive of agricultural uses in the area, where appropriate.

### **3.1.2 Strategic Approach**

In order to manage *development* in the *prime agricultural area* of the County in a manner that is supportive of a strong agriculture industry, it is the strategic aim of County Council and the Area Councils to:

DESIGNATE THE  
PRIME  
AGRICULTURAL  
AREA

Designate all lands in the County that are located outside of a *settlement*, as identified on Schedule C-3 and the Land Use Plan Schedules as a *prime agricultural area*.

PROTECT THE  
PRIME  
AGRICULTURAL  
AREA

Protect and preserve the County's *prime agricultural area* (i.e. not just the *prime agricultural lands*) for long-term *agricultural use*.

MINIMIZE  
CONFLICT WITH  
FARM OPERATIONS

Prevent situations of land use conflict in the *prime agricultural area* through careful management of non-agricultural uses, including rural residential, recreational, commercial, industrial, and aggregate resource extraction.

PROMOTE ALL  
TYPES, SIZES, AND  
INTENSITIES

In the *prime agricultural area*, all types, sizes and intensities of *agricultural uses* and normal farm practices shall be promoted and protected, where appropriate. However, any new and/or reconfigured agricultural lots shall remain sufficiently large to provide flexibility for future changes in the type, size and/or intensity of *agriculture uses*, limit land fragmentation, and minimize potential negative impacts on agriculture;

AGRICULTURE-  
RELATED USES

Allow for the establishment of *agricultural-related uses* that require a location in an agricultural area, are compatible with and do not hinder surrounding agricultural operations and do not undermine or conflict with the planned function of settlements, to provide opportunities to establish agricultural services that support or improve agriculture in the area.

ON-FARM  
DIVERSIFIED USES

Allow for the establishment of *on-farm diversified uses* that are limited in scale, compatible with and do not hinder surrounding *agricultural uses*, and do not undermine or conflict with the planned function of settlements, to provide opportunities for farmers to establish a *value added agricultural facility*, *farm-related tourism use* or other appropriate small business use on their farm to supplement their income from farming.

PROTECTION OF  
THE ENVIRONMENT

Ensure that land uses within the *prime agricultural area* conform with the applicable policies of Section 3.2, Environmental Resource Policies.

MONITORING

Monitor provincial, and national agricultural related legislation, regulations, policies, and guidelines in order to determine whether the land use policies affecting agriculture in this Official Plan are consistent with efforts at other levels of government to provide for a sustainable agriculture industry.

### **3.1.3 Land Use Designation and Mapping**

The agricultural policies apply to the policy area identified as Agricultural Reserve on all Land Use Plan Schedules.

AGRICULTURAL  
RESERVE AND  
PRIME  
AGRICULTURAL  
DESIGNATION

The Agricultural Reserve designation on the Land Use Schedules identifies the *rural area* of the County which is intended for long term *agricultural use*. The Agricultural Reserve designation, together with the other land use designations that apply to lands located outside of *settlements*, comprise the *prime agricultural area* of the County.

The policies of this Section may also be considered in the evaluation of *development* proposals in the following land use designations and overlays: Environmental Protection Area, Open Space, Future Urban Growth and Quarry Area.

*Agricultural uses* shall be the priority use within the Agricultural Reserve designation. *Agricultural-related uses* and secondary uses, including *on-farm diversified uses*, may also be permitted in accordance with the applicable policies of this Section. The development of non-*agricultural uses* shall not be permitted, except in the limited circumstances set out in this Plan.

SUBMISSION OF  
INFORMATION AS  
PART OF AN  
APPLICATION

Where additional information or studies are required for a proposed *development*, in accordance with the policies of this plan, this information will be prepared by qualified individuals and submitted in a form satisfactory to the County or Area Municipality as applicable.

Further, the County and/or Area Municipality may, depending on the scope and complexity of the application, require third party review of any information, materials or documentation required by the County and/or Area Municipality. The applicant will be responsible for the costs of the third party review as well as the costs associated with any additional review resulting from revisions to the original materials that may be required as a result of the third party review.

Submission of planning and technical studies as applicable is required, prior to consideration of the development application by the County or Area Municipality as applicable.

### **3.1.4 Agricultural Uses in the Agricultural Reserve Designation**

The policies in this Section apply to agricultural and other associated uses in the Agricultural Reserve designation in the County of Oxford. The policies for certain other land use designations and overlays, such as Quarry Area, Future Urban Growth, Open Space and Environmental Protection Area may also refer to these policies for direction on permitted agricultural uses.

#### **3.1.4.1 Permitted Uses**

The following land uses are permitted in the Agricultural Reserve designation as identified on the Land Use Plan Schedules in this Plan, subject to the policies of this Section.

AGRICULTURAL  
USES

The primary uses permitted in the Agricultural Reserve designation are *agricultural uses*.

All livestock and poultry farms will be subject to the policies of Section 3.1.4.2.1 pertaining to *Minimum Distance Separation Formula II* and nutrient management.

SECONDARY USES

Secondary uses that may be permitted on a farm in the Agricultural Reserve designation include: *rural home occupations* and *on-farm diversified uses* in accordance with the policies of Section 3.1.4.3

All secondary uses are subject to the specific policies for such uses as contained in this Plan.

**AGRICULTURE-RELATED USES**

*Agriculture-related uses* may be permitted in the Agricultural Reserve designation in accordance with the policies of Section 3.1.4.3 of this Plan.

**NON-AGRICULTURAL USES**

In order to protect and preserve the County's *prime agricultural area* for long-term *agricultural use*, non-agricultural uses will only be permitted in the limited circumstances set out in the policies of Section 3.1.5 and 3.1.7 of this Plan.

**RENEWABLE ENERGY FACILITIES**

*Renewable Energy Facilities*, may be permitted in the Agricultural Reserve in accordance with the policies of Section 3.1.5.4 of the Plan.

**INFRASTRUCTURE**

*Infrastructure* shall be permitted in the Agricultural Reserve in accordance with the policies of Section 3.1.5.5 of the Plan.

**INTERIM USES**

Sand and gravel, oil, gas and gypsum extraction and ancillary uses are permitted in the Agricultural Reserve as interim uses in accordance with the policies in Section 3.4, Resource Extraction Policies.

**NATURAL HERITAGE FEATURES AND/OR SYSTEMS**

*Natural heritage features and areas* and other *natural heritage system* components are located throughout the *prime agricultural area* of the County and form part of the *prime agricultural area*. Uses proposed within and adjacent to the various *natural features and areas* that comprise the *natural heritage system* shall be in accordance with the applicable policies of this Section and Section 3.2, Environmental Resource Policies.

**ALL USES**

In addition to the policies of this section, all permitted uses shall comply with any other applicable policies of this Plan, including, but not limited to, those in Section 3.2 Environmental Resource policies and Section 3.3 Cultural Resource Policies.

**3.1.4.2 Agricultural Uses****AGRICULTURAL USE**

All types, sizes and intensity of *agricultural uses* shall generally be permitted within the agricultural reserve designation in accordance with the following policies and the applicable agricultural zoning provisions in the applicable area municipal zoning by-law.

The following policies apply to the development of *agricultural uses* in the Agricultural Reserve designation

**VALUE RETAINING FACILITY**

An *agricultural use* may include *value retaining facilities* that exclusively serve that agricultural use.

Where *value retaining facilities* serve more than one farm, they shall only be permitted in accordance with the policies pertaining to *on-farm diversified uses* or *agriculture-related uses*.

CANNABIS	While the growing of cannabis is considered an <i>agricultural use</i> , related uses associated with production, such as, but not limited to: laboratories, processing, packaging, and shipping, may only be considered as <i>on-farm diversified uses</i> or <i>agriculture-related uses</i> and subject to the applicable policies for such uses, in addition to Provincial and Federal requirements.
ANAEROBIC DIGESTERS	Anaerobic digesters, as a <i>renewable energy facility</i> , may be permitted as an <i>agricultural use</i> in accordance with the requirements of 3.1.5.4
LIVESTOCK FARMING	<i>Agricultural uses</i> which include new or expanding livestock and poultry operations are permitted, subject to the requirements of 3.1.4.2.1
DWELLINGS	Residential uses, including accommodation for farm labour, may be permitted on an agricultural lot, as an accessory use, subject to the requirements of 3.1.4.2.2
AGRICULTURAL LOT SIZE	Agricultural lots shall be sufficiently large to facilitate sizes and configurations that provide for flexible and efficient <i>agricultural uses</i> over the long term. The minimum size of agricultural lots shall be 30 hectares (74.1 acres).
	<i>Development of existing</i> undersized agricultural lots (agricultural lots of less than 16 ha. (39.5 acres), including the establishment of a new residential use, is subject to the requirements of 3.1.4.2.3
	3.1.4.2.1 New or Expanding Livestock or Poultry Operations
LIVESTOCK AND POULTRY	The County of Oxford recognizes the importance of livestock and poultry operations for food production and the economy. In addition to the protection of agricultural lands and operations, the County also recognizes the importance of minimizing conflicts between livestock facilities and <i>non-agricultural uses</i> and protecting environmental resources, including water resources.
MDS AND NUTRIENT MANAGEMENT	New livestock or poultry housing facilities, anaerobic digesters and/or manure storages, and modifications for enlargement of an existing livestock or poultry housing facility or manure storage, shall generally comply with the <i>Minimum Distance Separation Formulae (MDS)</i> and the requirements of the Nutrient Management Act.
	Area Municipalities may enact Zoning and/or other municipal by-laws to ensure that new livestock or poultry operations, that are below the minimum size subject to the <i>MDS Formulae</i> and/or regulated by the Nutrient Management Act, are appropriately located and can adequately manage the manure they generate.

EXISTING  
LIVESTOCK FARMS

In the interests of proactive ground and surface water protection, existing livestock or poultry farms not currently subject to the Nutrient Management Act are encouraged to prepare a nutrient management plan and ensure that they have adequate and appropriately designed and located manure storage.

OTHER  
APPLICABLE  
POLICIES

Proposals to develop new or expanding livestock or poultry facilities shall also comply with all other applicable policies of this Plan, including: Section 3.2 Environmental Resource policies and Section 3.3 Cultural Resource Policies

#### 3.1.4.2.2 Residential Uses on Agricultural Lots

OBJECTIVES

The following objectives apply to proposals to establish one or more dwellings on an agricultural lot:

- To preserve and protect the *prime agricultural area* for viable agriculture and avoid or minimize potential impacts on agricultural operations
- To permit the *development* of dwellings on agricultural lots as an accessory use only where required to accommodate for full-time farm labour, when the size and nature of the agricultural operation requires additional employment, or in accordance with the policies for converted dwellings or *garden suites*.
- To ensure that new dwellings on agricultural lots are located to minimize potential impacts on *agricultural uses* and the loss of *prime agricultural land*.
- To ensure that new second or additional permanent dwellings are only permitted where they are required to accommodate full-time labour necessary for the day-to-day operation of the farm over the long term.
- To ensure that farm dwellings are not permitted to be severed from the *farm unit*, except through farm consolidation in accordance with the policies of Section 3.1.5.3

POLICIES

RESIDENCES ONLY  
ACCESSORY TO  
THE FARM

Within the County's *prime agricultural area*, residential uses on an agricultural lot will only be permitted where they are accessory to the agricultural operation.

Area Zoning By-Laws shall prohibit the establishment of accessory residential dwellings on agricultural lots with no frontage on a public road, that is maintained year-round at a reasonable level of construction.

Area Zoning By-laws will regulate the location of new accessory residential dwellings on agricultural lots to ensure new dwellings are located to minimize impacts on *agricultural uses* and the loss of *prime agricultural land*.

ADDITIONAL  
DWELLING

Additional dwelling units may be permitted on an agricultural lot in the form of temporary dwellings, such as mobile homes or modular dwellings, and permanent detached dwellings through a minor variance granted by the Area Committee of Adjustment, in accordance with the policies of this subsection.

A converted dwelling and/or *garden suite* may be permitted on an agricultural lot in the County's *prime agricultural area* in accordance with the policies of Sections 4.2.2.1 and 10.3.9, respectively.

SURPLUS  
RESIDENCE

On-farm dwellings are to be considered as part of the *agricultural use* and consent to sever any surplus farm dwellings will not be permitted by the Oxford County Land Division Committee, unless the proposal involves the severance of a dwelling that is rendered surplus as a result of a farm consolidation in accordance with the policies of Section 3.1.5.3

#### 3.1.4.2.2.1 Development Criteria for Residential uses on Agricultural Lots

CRITERIA FOR  
ADDITIONAL ON-  
FARM RESIDENCES

With the exception of a *garden suite* or converted dwelling, all applications for additional dwelling units shall satisfy the following criteria:

- the size and nature of the farm operation requires an additional dwelling unit to house farm labour needed for the day-to-day operation of the farm on a full-time year-round basis, or full-time seasonal basis over an extended growing season, and such labour needs to be located in close proximity to the farm operation;
- the size of the agricultural lot is in keeping with the policies of Section 3.1.4.2 of the Official Plan and complies with the provisions of the Zoning By-Law of the Area Municipality;

- the number of existing dwellings already located on the *farm unit* cannot adequately serve the labour needs of the agricultural operation;
- the principal dwelling on the lot is occupied by the farmer, or a retired farmer;
- the additional dwelling unit is demonstrated to be necessary for accommodating farm labor directly involved with the farming operation on a full-time, year-round or extended seasonal basis;
- the additional dwelling is located so as to:
  - i) be in close proximity to the principal farm dwelling;
  - ii) minimize the area of agricultural land used or occupied by the dwelling and associated outdoor amenity areas and *individual on-site sewage services*; and
  - iii) utilize lands with existing constraints for agriculture, where they exist.
- *Individual on-site water supply and sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed use, in accordance with the applicable policies of Sections 3.3, Water Quality and Quantity and 5.5., County Servicing Policy; and
- the location of the proposed additional farm dwelling shall comply with all other applicable policies including: Section 3.2, Environmental Resource Policies and Section 3.3., Cultural Resource Policies.



REQUIREMENTS  
FOR PERMANENT  
DWELLINGS

Additional dwellings shall generally be in the form of temporary dwellings. Permanent dwellings will only be considered where it has been demonstrated, to the satisfaction of the Area Council, that the following additional criteria have been addressed:

- the type, size and scale of the farm operation clearly justifies the continued need for an additional dwelling to house farm labour required on a full-time, year round or extended seasonal basis, over the long term;
- there are no other agricultural lots in the area that are part of the *farm unit* and would already permit the construction of a dwelling;
- the dwelling will be located in close proximity to the existing dwelling on the lot, so as to form a single site for on-farm residential uses that does not exceed 0.8 hectares (2 acres) in total area, including the area used for the dwellings and accessory residential buildings, driveways, outdoor amenity areas and *individual on-site sewage services*;
- the dwelling will use the existing driveway serving the principal farm dwelling for vehicular access to a public road, ;and
- the dwelling will satisfy the *MDS I* setback, or not further reduce an existing insufficient *MDS I* setback.

Where a minor variance to establish a second permanent dwelling is approved, it shall include conditions of approval to ensure the dwelling is located in accordance with the locational criteria of this Section.

REQUIREMENTS  
FOR TEMPORARY  
DWELLINGS

Where the proposed additional farm dwelling is intended to be a temporary dwelling such as a mobile dwelling unit or a modular dwelling unit, the conditions of approval shall require the applicant to enter into an agreement with the municipality to address issues such as installation, maintenance, removal, period of occupancy and other matters deemed appropriate to ensure the dwelling is and remains necessary to support the agricultural operation and is temporary in nature. The conditions of approval shall also ensure the dwelling is located in accordance with the location criteria of this section.

MINIMUM  
DISTANCE  
SEPARATION

Temporary dwellings must also satisfy the requirements of *MDS I* or not further reduce an existing insufficient *MDS I* setback.

### 3.1.4.2.3 Existing Under-Sized Agricultural Lots

#### INTENT AND OBJECTIVES

It is recognized that there are numerous existing smaller agricultural lots within the *prime agricultural area* of the County. It is the intent of this Plan that such lots continue to be utilized for *agricultural use* over the long term and do not simply become development sites for residential and other non-*agricultural uses*.

The following key objectives apply to existing undersized agricultural lots:

- To ensure that the primary function of existing undersized agricultural land parcels is for agricultural purposes.
- To encourage the consolidation of existing undersized agricultural lots with abutting agricultural lots and only permit the construction of a residential dwelling where the principal agricultural function of the undersized lot is not compromised.
- To ensure the manure generated by smaller livestock and/or poultry operations that are not regulated by the Nutrient Management Act is appropriately managed

#### POLICIES

##### PARCEL SIZE

The policies of this section shall apply to all existing agricultural lots that are smaller than 16 ha (39.5 ac) in area. These agricultural lots are referred to as “existing undersized agricultural lots” in this Plan.

Existing agricultural lots that are 16 ha (39.5 acres) or larger in area shall be subject to the general agricultural use policies of this Plan and the applicable provisions of the Area Municipal Zoning By-Law.

##### PERMITTED USES

Existing undersized agricultural lots may be used for a primary use permitted in Section 3.1.4.1, however the *development* of a residential dwelling and/or other buildings and structures shall not be permitted, except in accordance with the policies of 3.1.4.2.3.1

Notwithstanding the permitted uses above, existing undersized agricultural lots that are greater than 1 ha (2.47 acres) in area and contain an existing permanent residential dwelling, or have existing zoning that allows for a permanent residential dwelling, shall be identified through an appropriate agricultural zoning category in the Area Municipal Zoning By-law. Such zoning shall recognize the existing lot area and permit the primary agricultural uses in Section 3.1.4.1, as well as a dwelling and/or necessary farm buildings.

Where livestock or poultry facilities and/or manure storages may be proposed, including expansions to existing facilities. They shall also be subject to the requirements of Section 3.1.4.2.1.

### 3.1.4.2.3.1 Development of an Existing Undersized Agricultural Lot

#### DEVELOPMENT CRITERIA

The development of a residential dwelling on an existing undersized agricultural lot may only be permitted in accordance with one of the following:

#### LOTS WITH LESS THAN ONE HECTARE OF TILLABLE LAND

- Where an existing undersized agricultural lot is:
  - i) less than 1 ha (2.5 acres) in area; or
  - ii) is larger than 1 ha (2.5 acres), but contains less than 1 ha (2.5 acres) that is suitable for agriculture/tillable due to the remainder of the lot area being covered by existing *significant natural heritage features or areas* that have not been used for *agricultural use* in the past 10 years.

The Area Municipality may permit the establishment of a dwelling, and/or agricultural buildings and structures on such lot through a site specific amendment to the Area Municipal Zoning By-law, where it has been demonstrated that the lot contains a building envelope that satisfies the following criteria:

- i) Has frontage on, or direct vehicular access to, a public road, maintained year round, at a reasonable standard of construction;
  - ii) Is the minimum size required to accommodate the dwelling and associated outdoor amenity areas, driveway and *individual on-site water services* and *individual on-site sewage services* and shall not exceed 0.4 ha (1 ac);
  - iii) Is located so as to minimize the loss of tillable agricultural land and potential impacts on existing and future agricultural uses on surrounding lots (e.g. *MDS II* setback requirements) and to maximize the continued and/or potential future use of the lot for agricultural purposes (e.g. by locating on lands with existing constraints for agriculture, wherever possible, and not creating small or irregularly shaped areas for tillage and cropping);
  - iv) Will comply with *MDS I* requirements;
  - v) Where *development* or *site alteration* is to be located within or adjacent to *natural heritage features or areas*, it is supported by an Environmental Impact Study, in accordance with the requirements of Section 3.2; and
  - vi) Complies with all other applicable policies of this Plan, including: Section 3.2 Environmental Resource policies and Section 3.3 Cultural Resource Policies
- Site plan approval shall generally be required for such development. The site specific zoning provisions and, where required, site plan approval, shall incorporate any restrictions or

requirements that may be necessary to ensure the above noted policy criteria and any other development and site design related matters are addressed. The Area Municipality may also utilize any other tools or measures (i.e. conservation easements, development agreements etc.) deemed necessary or advisable to assist in implementing and ensuring continued compliance with the above noted policies.

LOT LINE  
ADJUSTMENTS

- A boundary adjustment proposal that will result in the addition of agricultural lands from the existing undersized agricultural lot to an abutting agricultural lot, provided that all of the following criteria are addressed to the satisfaction of the County:
  - i) The proposal will result in a substantial amount of tillable agricultural land being added to the agricultural lot that is to be enlarged. Further, the enlarged agricultural lot to be created by the boundary adjustment shall comply with the policies of Section 3.1.4.2.4 pertaining to agricultural lot additions.
  - ii) The lot to be retained shall be rezoned to allow for the development of a residential dwelling, and shall be sized and located so as to:
    - a) Have frontage on a public road, maintained year round, at a reasonable standard of construction;
    - b) Be the minimum size required to accommodate the dwelling and associated *individual on-site water services* and *individual on-site sewage services* and shall not exceed 0.4 ha (1 ac);
    - c) Satisfy *MDS I* requirements;
    - d) Preserve agricultural land by locating on lands with existing constraints for agriculture, wherever possible, and not create small or irregularly shaped areas for tillage and cropping; and
    - e) Minimize potential impacts on existing and future agricultural uses on surrounding lots (e.g. *MDS II* setback requirements), including the lot to be enlarged.
- Notwithstanding ii. above, a larger minimum size for the retained lot may be considered where:
  - i) It is solely for the protection and, wherever possible, enhancement of *natural heritage features or areas*, avoids and/or mitigates the impacts of development within such features and areas and does not result in their further fragmentation, and does not result in a greater loss of *prime agricultural land*, and

- ii) It is supported through an Environmental Impact Study in accordance with the requirements of Section 3.2, and,
- iii) Implementation of the recommendations of the Environmental Impact Study is to be achieved through the use of such measures as site specific zoning, site plan control, conservation easements, development agreements and any other implementation tools deemed necessary and/or appropriate to ensure the objective of protecting and/or enhancing significant natural heritage features and/or areas and protecting agricultural land for long term agriculture.

- *Individual on-site water services and/or sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed use and be in accordance with the applicable policies contained in Section 3.2.7.2, Water Quality and Quantity, and Section 5.5 County Servicing Policy.
- Development proposals for existing under-sized agricultural parcels shall also comply with all other applicable policies of this Plan, including: Section 3.2 Environmental Resource policies and Section 3.3 Cultural Resource Policies

#### 3.1.4.2.4 Creation of Agricultural Lots, Agricultural Lot Additions

##### OBJECTIVES

The following key objectives have been established for severances for agricultural purposes:

##### PARCEL SIZE

To provide for agricultural lot sizes and configurations that are suitable for the type of agricultural uses common to the area and ensure flexibility for farm operators to engage in differing types of viable agricultural operations now and in the future.

##### VIABILITY

To ensure that where agricultural lots are created, they are capable of sustaining a broad range of viable agricultural operations that are common to the area.

##### MINIMIZE FRAGMENTATION

To minimize farmland fragmentation and avoid the creation of irregularly shaped agricultural lots and tillable land areas.

##### COMPATIBILITY

To ensure that *MDS Formulae* are satisfied.

##### EVALUATION CRITERIA

To establish appropriate land use planning criteria for evaluating agricultural severance proposals.

**POLICIES**

The following policy criteria will be used to evaluate proposals to sever agricultural land for:

- agricultural lot additions and farm consolidations, where the land being severed is to be legally consolidated with an abutting existing agricultural lot, to form one lot under identical ownership: and
- the creation of new agricultural lots.

**AGRICULTURAL PURPOSES**

*Agricultural use* must be the intended use of the land being severed and/or the lot being enlarged, and the lot being retained, except in the case of a retained lot containing a dwelling rendered surplus as a result of farm consolidation in accordance with the policies of Section 3.1.5.3

**FLEXIBILITY**

The severed, retained and enlarged agricultural lots shall remain sufficiently large to provide the flexibility for existing and future agricultural operations on those lots to respond to changing market conditions and trends in agriculture, such as by:

- changing the commodity produced,
- increasing the scale of operation; and,
- diversifying and/or intensifying production of agricultural commodities .

**SUITABILITY**

The agricultural lot size and configuration shall be suitable for the types of agriculture common in the area as well as the type of *agriculture use* being proposed;

**FRAGMENTATION**

Agricultural severances should avoid further fragmentation of agricultural land;

**MINIMUM LOT SIZE**

In order to promote and sustain viable and flexible farming operations, limit land fragmentation and minimize potential negative impacts on agriculture, the minimum agricultural lot size shall be 30 hectares (74.1 acres).

**COMPATIBILITY**

Consents for farm severance or consolidation purposes must satisfy *MDS Formulae*.

**MINISTRY OF AGRICULTURE AND FOOD**

The Ministry of Agriculture, Food and Rural Affairs may be consulted to assist in the evaluation of the farm severance criteria.

SITE SPECIFIC  
CRITERIA

In considering the land use planning merits of the proposed consent, regard shall also be had for the following site specific criteria:

- the amount of tillable land in comparison to total lot size (i.e. lots should be substantially comprised of tillable agricultural land);
- the size and configuration of the proposed lots and tillable areas for cropping and/or livestock purposes; and,
- the presence of farm buildings or structures to support the proposed use.

SEVERANCE OF  
NATURAL  
HERITAGE  
FEATURES

*Woodlands* and other *natural heritage features and areas* should not be severed from an agricultural lot unless the *woodland* and/or other *natural heritage features or areas* are to be conveyed to the County of Oxford or another public authority or conservation land trust approved of by the County, for natural heritage conservation purposes. Consents for such purposes may be permitted, provided that no new buildable lot would be created, and any retained agricultural lot would comply with the applicable policies of 3.1.4.2

The proposed configuration of agricultural lots shall not result in further fragmentation of *natural heritage features or areas* and/or the broader *natural heritage system*. Compliance with this policy shall be determined by the County, in consultation with the Conservation Authority with jurisdiction and/or any other agencies or qualified professionals that the County may deem necessary.

OTHER  
APPLICABLE  
POLICIES

Proposals to sever an agricultural lot shall also comply with the policies in Section 3.2, Environmental Resource Policies, Section 3.3., Cultural Resource Policies, Section 3.4.2 Petroleum Resources, and Section 10.3.4, Consent (Severance)

#### 3.1.4.2.4.1 Consent Conditions

The Land Division Committee may impose reasonable and appropriate conditions on the granting of a consent to sever a lot for agricultural purposes in order to ensure the legitimacy of the agricultural component of the consent and achieve other planning objectives. Such conditions may include, but are not limited to, the following:

- the prohibition of residential structures on the proposed agricultural lot through a site specific zoning;
- Requiring site specific zoning to ensure that any residential dwelling and associated *individual on-site water services* and/or *individual on-site sewage services*, outdoor amenity areas and

driveways on the proposed agricultural lot will be situated and designed so as to:

- i) minimize the area of agricultural land used or occupied to the greatest extent possible, and shall not exceed 0.4 ha (1ac);
  - ii) be situated in close proximity to any farm buildings and utilize the same driveway;
  - iii) maximize the continued use of the lot for agricultural purposes by locating on lands with existing constraints for agriculture, where they exist, and not creating small or irregularly shaped areas for tillage and cropping; and
  - iv) minimize the impact on the continued agricultural use of the lot and on surrounding agricultural operations. (e.g. area restricted for future livestock housing facilities due to *Minimum Distance Separation Formula II* setback requirements).
- a condition for a severance agreement requiring the construction of proposed farm buildings or structures prior to the construction of any residential buildings;
  - The County shall consult with the Conservation Authority with jurisdiction and/or any other agencies or qualified professionals that the County may deem necessary, to identify opportunities and measures, on the lots to be severed, retained and/or enlarged, for restoring and/or enhancing the components of the *natural heritage system* and protecting and/or improving quality of *surface water features*. Such measures may include, but are not be limited to:
    - i) requiring fencing around *surface water features* to prevent livestock access;
    - ii) establishing buffer or filter strips adjacent to *surface water features* and drainage systems; and/or
    - iii) establishing appropriate setbacks for buildings, structures, wells or wastewater disposal facilities from lot lines, municipal and private wells, *natural heritage features and areas*, and *surface water features*.

NATURAL  
HERITAGE AND  
WATER QUALITY  
MEASURES

Where deemed reasonable and appropriate, the County may impose conditions on the granting of the consent to ensure such measures are implemented and maintained.

- the implementation of measures to assist in environmental protection, mitigation and enhancements including topsoil preservation, *natural heritage system* enhancement and water quality maintenance as set out in Sections 3.1.4.2.4 and 3.2, Environmental Resource Policies.



### 3.1.4.3 Secondary Uses and Agriculture-Related Uses

#### INTENT

Secondary uses, which are comprised of *on-farm diversified uses* and *rural home occupations*, together with *agriculture-related uses*, are intended to provide opportunities to strengthen and diversify the rural economy, by allowing for the establishment of various businesses and services that support or improve agriculture the area, supplement and diversify farm incomes, and/or provide home based employment opportunities for farmers and other rural residents.

Such uses must be compatible with and not hinder agricultural operations, be appropriate for rural services, and not undermine or conflict with the planned function of rural settlements and meet various other development criteria.

#### 3.1.4.3.1 Rural Home Occupations

#### OBJECTIVE

Rural Home Occupations are intended to provide opportunities for those living in the *rural area* to establish a small, home-based business as a secondary use in a portion of their dwelling and/or accessory residential structure.

#### DEVELOPMENT CRITERIA

Within the Agricultural Reserve designation, a portion of a residential dwelling or a structure accessory to a residential dwelling, may be used for the purpose of a *rural home occupation* provided that:

- such *rural home occupation* is small scale and clearly secondary to the residential use on the lot;
- The gross floor area of all structures, or portions thereof, used and/or occupied by the *rural home occupation* shall generally not exceed 40 m<sup>2</sup> (431 ft<sup>2</sup>), or 25% of the gross floor area of the dwelling, whichever is the lessor;
- the *rural home occupation* is carried on by one or more residents of the dwelling on the lot and up to one non-resident employee;
- the *rural home occupation* does not generate noise, odour, traffic, visual or other impacts that may have an adverse impact on adjacent properties.
- any associated goods, materials and/or equipment are stored within a fully enclosed building and there is no other visible evidence of the business activity other than a small sign; and

- where more than one dwelling exists on an agricultural lot, a *rural home occupation* may only occupy one dwelling or accessory residential structure on that lot.

## SERVICING

- Existing or proposed services including, *individual on-site water services, individual on-site sewage services* and/or road access are demonstrated to be adequate, or will be made adequate, to serve the proposed development to the satisfaction of the Area Municipality and/or County, as applicable.

## SUBJECT TO ZONING

The Zoning By-Law will permit *rural home occupations* within the implementing zone category and contain provisions necessary to address the above policy criteria, including restrictions on permitted uses, maximum floor area, open storage, number of employees, and sale of goods and materials, and to ensure other evidence of the business activities, such as parking and signage, is appropriately regulated.

Area Municipalities may choose to establish more restrictive use, size and scale requirements for *rural home occupations* than permitted by the policies of this Plan. Where stricter requirements have been established by the Area Municipality in the Zoning By-Law they shall take precedence over these policies.

## 3.1.4.3.2 On-Farm Diversified Uses

## OBJECTIVE

*On-farm diversified uses* are intended to provide reasonable opportunities for *farmers* to diversify their farming operation and/or supplement their income from farming, by allowing for certain small scale business activities to be established as a secondary use on their farm.

## ON-FARM DIVERSIFIED USES

*On-farm diversified uses* may be permitted on an agricultural lot in accordance with the policies of this sub section.

Limitations on the type, size, scale and area of *on-farm diversified uses* are established by the policies of this section are primarily to ensure that such uses:

- are clearly secondary to the principal agricultural operation on the lot and limited in area;
- are compatible with, and do not hinder, surrounding agricultural operations;
- protect *prime agricultural areas* for the long term;
- are appropriate for rural *infrastructure* and public services; and
- do not undermine, or conflict with, the planned function of *settlements*.

## PERMITTED USES

*On-farm diversified uses* shall include the following uses, provided they comply with all the applicable policies of this section:

- *A rural home industry;*
- *A value added agricultural facility* serving a number of local area farms;
- *A value retaining facility;*
- *A farm-related tourism use;*
- *A smaller scale agriculture-related use;*
- *A farm winery; or,*
- Ground-mounted solar facilities.

## USES NOT PERMITTED

For greater clarity, the following uses shall not be permitted as an *on-farm diversified use*;

- Retail uses, offices, medical/dental clinics and restaurants, except where explicitly permitted in this subsection;
- Residential uses or accommodation, except for limited, short-term accommodation including *a farm vacation rental* or bed and breakfast;
- Institutional uses
- Recreational uses and special event facilities,
- Large scale commercial and industrial uses
- Other uses that, in the opinion of the County and/or Area Municipality, may:
  - i) undermine or conflict with the planned function of rural *settlements*;
  - ii) attract large numbers of customers, employees or other people onto the farm;
  - iii) create compatibility or enforcement issues;
  - iv) have high water or wastewater needs and/or generate significant traffic; or not otherwise be consistent with Provincial policies and guidelines or applicable Official Plan policies and objectives.

## WHOLESALE AND/OR RETAILING

- Wholesaling or retailing shall not be permitted, except where:
  - i) It is clearly ancillary to a permitted *on-farm diversified use* and limited to a small proportion of the total gross floor area of the *on-farm diversified use*;
  - ii) The goods, wares or merchandise offered for sale are produced, processed or fabricated on the farm lot upon which the *on-farm diversified use* is located; or
  - iii) It is restricted to the sale of farm inputs (e.g. feed, seeds or fertilizer) primarily to farm operations in the area, or to the sale of farm produce grown in the area.

OFFICE AND  
RESTAURANT  
USES

- Business offices and/or small restaurants (e.g. café, tea room) may only be permitted, where they are clearly ancillary to a permitted *on-farm diversified use*.

Small scale office uses may also be permitted on an agricultural lot in accordance with the requirements for a *rural home occupation* in Section 3.1.4.3.1

DEVELOPMENT  
CRITERIA

*On-farm diversified uses* shall comply with the following criteria:

ZONE CHANGE  
FOR SPECIFIC USE

The establishment of an *on-farm diversified use* shall require a site specific amendment to the Area Municipal Zoning By-Law. The site specific zoning amendment shall identify the specific *on-farm diversified use* to be permitted and contain any provisions necessary to ensure the policy criteria of this section are addressed. Only proposals for a specific *on-farm diversified use* will be considered by Area Council.

Area Municipalities may choose to establish more restrictive use, size and scale requirements for *on-farm diversified uses* than permitted by the policies of this Plan, provided they do not conflict with said policies. Where stricter requirements are established by the Area Municipality in the Zoning By-Law they shall take precedence over these policies.

ROADSIDE  
PRODUCE STANDS

Small roadside farm produce stands, which exclusively sell produce grown on the agricultural lot on which they are located, may be permitted as an *on-farm diversified use*, as of right, so long as the use meets any other requirements of the Area Municipal zoning by-law.

SECONDARY TO  
THE FARM  
OPERATION

An *on-farm diversified use* will only be permitted on an agricultural lot that is being actively farmed and must be clearly secondary to the agricultural operation on the lot in terms of size, scale and importance.

In addition to compliance with the use, size and scale related policies of this section, it must be demonstrated that the owner of the farm will reside on the agricultural lot on which the *on-farm diversified use* is to be established.

*On-farm diversified uses* shall generally not be permitted on agricultural lots that are less than 16 ha (40 ac) in area.

CONCEPT PLAN  
AND SITE PLAN  
APPROVAL

To ensure that the land area to be used and/or occupied by the proposed *on-farm diversified use* is the minimum required to accommodate the use and that the other location, scale and compatibility criteria of this section will be appropriately addressed, all development proposals for an *on-farm diversified use* shall include a detailed description of the proposed use and be accompanied by a detailed site plan, which:

- i) shows the location of: all buildings and structures and related facilities; wells and septic beds; driveways, parking and loading areas; storage and display areas; landscaping and outdoor public areas; lot grading and drainage; and
- ii) includes any other information deemed necessary for the proper review of the proposal.

*On-farm diversified uses* shall generally be subject to site plan control to ensure compliance with the applicable policies of this section; that the use is appropriately located and restricted in area; and that any other site design related matters are addressed. Area Municipalities may also utilize business licensing or other measures to assist in regulating and monitoring such uses to ensure they continue to comply with these policies.

LOCATION

- The *on-farm diversified use* shall be undertaken as part of the agricultural operation, and, as such, any buildings, structures or facilities associated with the *on-farm diversified use* shall be located within and/or integrated with the principal main farm building cluster on the lot and use the existing driveway, unless it can be demonstrated that it is clearly not feasible and/or appropriate for the proposed use.

Where, in the opinion of Area Council, the need for an alternative location is justified, it must be further demonstrated, that the proposed location minimizes disruption to, and loss of, agricultural land and the potential for conflict with existing and/or future agricultural operations in the area, including on the subject property.

- In addition to the requirements for *on-farm diversified uses*, *farm vacation rentals* shall only be permitted where the use is located within the farm building cluster, or an existing dwelling, and shall not impact the enjoyment and privacy of neighboring properties.
- More than one *on-farm diversified use* may be permitted on a lot, however the cumulative gross floor area, land area and number of employees of all such uses on the lot shall not exceed the limitations as set out in this Section.

MORE THAN ONE  
ON-FARM  
DIVERSIFIED USE

LIMITATIONS ON  
LAND AREA

- The total land area used and/or occupied by an *on-farm diversified use* and related facilities (e.g. buildings, parking, landscaped areas, berms, outdoor storage, new driveways, *individual on-site sewage services*) shall:
  - i) be limited to the minimum area required for the proposed *on-farm diversified use*;
  - ii) not exceed 2% of the total lot area or 0.8 ha (2.0 ac), whichever is the lessor; and
  - iii) avoid locating on productive agricultural land to the greatest extent possible, with the first priority being re-use of agricultural buildings existing as of (DATE OF AMENDMENT).

LIMITATIONS ON  
BUILDING SIZE

- The maximum gross floor area of all buildings and/or structures used for the purposes of an *on-farm diversified use* or *agriculture-related use* shall be regulated through the provisions of the Area Municipal Zoning By-Law.

However, in no case shall the cumulative gross floor area of all buildings and/or structures, or portions thereof, used or occupied by an *on-farm diversified use* exceed 557 m<sup>2</sup> (6,000 ft<sup>2</sup>), except in accordance with the minor exception policies of this Section.

WINERIES,  
BREWERIES,  
CIDERIES AND  
DISTILLERIES

- In addition to the general requirements for an *on-farm diversified use*, a *farm winery* shall only be permitted where:
  - i) the *farm winery* uses crops (i.e. fruit/grains) grown on site to produce the majority of the wine/cider/beer/spirits, and all alcoholic commodities produced by the *farm winery* shall be processed, fermented, and bottled on site;
  - ii) an on-site tasting room and retail floor space shall not exceed the lesser of 75m<sup>2</sup> or 25 percent of the total winery floor area, provided that it does not conflict with any minimum floor area requirement for licensing approval;
  - iii) all provincial regulations, including licensing requirements of the Alcohol and Gaming Commission of Ontario, are met.

## EMPLOYEES

- The *on-farm diversified use* shall directly involve the farmer living on the same lot as the *on-farm diversified use* and may also involve any other permanent residents on the lot and up to two employees who do not reside on the lot. A limited number of additional seasonal employees may be permitted for a *farm-related tourism use*.

MINOR  
EXCEPTIONS TO  
SCALE OF USE

- Reasonable exceptions for *on-farm diversified uses* to the maximum gross floor area and/or number of employees may be considered on a site specific basis for a *value retaining facility*, *value-added facility*, and/or smaller *agriculture-related use*, where Area Council is satisfied that such use could not reasonably be located within a rural *settlement*. A minor exception to the maximum gross floor area cap may also be permitted for the seasonal storage of boats, recreational vehicles and/or automobiles in existing, as of (DATE OF THIS AMENDMENT), farm buildings or structures.

Minor exceptions to the total site area restrictions and locational criteria for *on-farm diversified uses* may be considered for temporary areas or facilities associated with short term seasonal activities that are part of a *farm-related tourism use* (e.g. corn maze) or onetime special event (e.g. ploughing match), provided such areas or facilities do not interfere with the primary farming activity (e.g. area used will continue to produce a harvestable crop) or negatively impact the ability of the lands to continue to be used for agriculture (e.g. no site alteration or soil compaction).

RESTRICTIONS ON  
SCALE AND  
EXPANSIONS

- Development proposals for new or expanding *on-farm diversified uses* which would exceed the number of employees, gross floor area or site area restrictions in this subsection will not be permitted, unless they comply with the *agriculture-related use* policies in Section 3.1.4.3.4
- Proposals that cannot comply with the policies of Section 3.1.4.3.4 for an *agriculture-related use* shall be directed to locate, or relocate, in a *settlement* or must comply with the applicable policies for non-agricultural uses in Section 3.1.5 and 3.1.7

OPEN STORAGE

- A limited amount of open storage may be permitted for an *on-farm diversified use* and/or *agriculture-related use*, provided that such storage is appropriately screened from public view, neighboring properties and residential dwellings on adjacent lots.

DESIGN OF  
BUILDINGS AND  
STRUCTURES

- All new buildings and/or structures used or occupied by the *on-farm diversified use* shall be designed and constructed so as to maintain the agricultural character of the property/area and be easily removed without negatively impacting the agricultural capability of the land, or easily converted to *agriculture use* should the *on-farm diversified use* on the lot cease (e.g. be moved to a *settlement* to facilitate the expansion).

## COMPATIBILITY

- *On-farm diversified uses* shall be compatible with, and not hinder, surrounding agricultural operations, or other nearby land uses.

The proposed use, scale and location of the *on-farm diversified use* shall be reviewed to ensure that potential compatibility issues with respect to traffic, noise, dust, odour, spraying and other agricultural activities and normal farm practices can be prevented or effectively mitigated. Further, an *on-farm diversified use* shall be appropriately designed, buffered and/or separated from nearby residential and other *sensitive land uses* to prevent, or acceptably mitigate, potential impacts and to minimize risk to public health and safety.

The *on-farm diversified use* shall be reviewed to ensure that all applicable provincial and municipal requirements regarding, emissions, noise, odour, nuisance, compatibility, water, and wastewater standards are addressed and that the proposal has received all applicable environmental approvals and addressed any public health and safety requirements.

The site specific zoning provisions and, where required, the site plan approval for the proposed *on-farm diversified use* incorporate any restrictions or requirements that may be necessary to implement this policy.

MINIMUM  
DISTANCE  
SEPARATION

- *On-farm diversified uses*, with the exception of a *value added agricultural facility* and/or *value retaining facility*, shall be located in conformity with *MDS I*. However, site specific exceptions may be considered where:
  - i) an existing insufficient *MDS I* setback will not be further reduced and the use is unlikely to create greater compatibility issues; or
  - ii) the Area Municipality is satisfied that the level of human occupancy and/or activity associated with the *on-farm diversified use* does not warrant full compliance with *MDS I*.
- The application of the *MDS I* setback to *on-farm diversified uses* will be identified through the provisions of the Area Municipal Zoning By-law, with any site specific exceptions identified through the implementing zoning by-law amendment.



## SERVICING

- Existing or proposed *individual on-site water services* and/or *individual on-site sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed *on-farm diversified use*, and shall be in accordance with the requirements of the County including the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.

*On-farm diversified uses* that would require *individual on-site sewage services* that have a design capacity in excess of 10,000 litres per day shall not generally be permitted. Site specific exceptions may be considered for *on-farm diversified uses* consisting exclusively of *value retaining facilities, value added agricultural facilities* and/or *agriculture-related uses*, where the County and Area Municipality are satisfied that:

- i) such use could not reasonably be located within a fully serviced *settlement*;
- ii) it has been demonstrated site conditions are suitable for the long-term provision of such services with no *negative impacts* to the satisfaction of the County; and,
- iii) all other requirements of the County, including the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy have been addressed.

*On-farm diversified uses* must also be appropriate for other rural *infrastructure* and public services.

## TRAFFIC AND ACCESS

- Vehicular access for an *on-farm diversified use* shall not create a traffic hazard due to proximity to bridges, railway crossings, curves or grades or any other potential traffic hazard.

*On-farm diversified uses* shall be located on a road capable of accommodating the access and the type and volume of traffic anticipated to be generated, to the satisfaction of the authority with jurisdiction over the road, and shall be in accordance with the applicable policies of Section 5.1 County Transportation Policy.

## RESTRICTIONS ON SEVERANCE

- The severance of an *on-farm diversified use* from the agricultural lot upon which it is located shall not be permitted.

## OTHER APPLICABLE POLICIES

- Proposals shall comply with all other applicable policies including: Section 3.2, Environmental Resource Policies, Section 3.3 Cultural Resource Policies and Section 3.4 Resource Extraction and for Human and Man Made Hazards.

## 3.1.4.3.3 Agricultural-Related Uses

**OBJECTIVES**

The following objectives apply to development proposals for *agriculture-related uses*:

*RELATED TO FARM OPERATIONS*

- To ensure that *agriculture-related uses* are directly related to farm operations in the area, require a location in close proximity to those farm operations, support agriculture and provide direct products and/or services to farm operations as their primary activity.

*MINIMIZE LOSS OF AGRICULTURAL LAND*

- To minimize the amount of agricultural land which is developed for *agriculture-related uses*.

*PROTECT EMPLOYMENT FUNCTION OF SETTLEMENTS*

- To ensure that new *agriculture-related uses* are directed to rural settlements wherever feasible to support the planned employment and/or service function of the settlements in the County.

*MINIMIZE LAND USE CONFLICT*

- To ensure that *agriculture-related uses* are compatible with and do not hinder surrounding agricultural operations and other nearby land uses.

**AGRICULTURE-RELATED USES**

*Agriculture-related uses*, may be permitted in the Agricultural Reserve designation, where the policies of this section can be satisfied. Smaller scale *agriculture-related uses* may also be permitted as an *on-farm diversified use*, in accordance with the policies of Section 3.1.4.3.2

*USES NOT PERMITTED*

For greater clarity, the following uses shall not be permitted as *agriculture-related uses*:

- Retail uses, offices and restaurants, except where explicitly permitted by the policies of this subsection;
- Residential uses or accommodation, with the exception of an existing accessory dwelling;
- Institutional uses;
- Recreational uses;
- Banquet halls and special event facilities;
- Mechanics shops, automobile and recreational vehicle dealerships, distilleries, trucking operations; wrecking yards, contractor's yards, landscaper business, well drillers, excavators, building suppliers and other general commercial and/or industrial uses; and
- Other uses that, in the opinion of the County and/or Area Municipality, may:
  - i) undermine or conflict with the planned function of *settlements*;
  - ii) attract large numbers of customers or others to the site;
  - iii) use significant amounts of water, produce significant amounts of effluent and/or generate significant amounts of traffic (e.g. large food processors); or

- iv) not otherwise be consistent with the Provincial policies or guidelines with respect to such uses.

WHOLESALE AND/OR RETAILING

- Wholesaling or retailing shall not be permitted, except where it is clearly ancillary to the primary *agriculture-related use* and is limited to a small proportion of the total gross floor area and:
  - i) The goods, wares or merchandise offered for sale are produced, processed, or fabricated on the lot as the primary function of the *agriculture-related use* (e.g., cheese, canned produce); or
  - ii) It is restricted to the sale of farm inputs (e.g., feed, seeds or fertilizer) primarily to farm operations in the area, or to the sale of farm produce grown in the area.

OFFICE AND RESTAURANT USES

Business offices and/or small restaurants (e.g. café, tea room) may only be permitted where they are clearly accessory and ancillary to the primary *agriculture-related use* on the lot.

DEVELOPMENT CRITERIA

*Agriculture-related uses* shall comply with the following criteria:

ZONE CHANGE FOR SPECIFIC USE

The establishment of an *agriculture-related use* shall require a site specific amendment to the Area Municipal Zoning By-Law. The site specific zoning amendment shall identify the specific *agriculture-related use* to be permitted and contain any provisions necessary to ensure the policy criteria of this section are addressed. Only proposals for a specific *agriculture-related use* will be considered by Area Council.

Area Municipalities may choose to establish more restrictive use, size and scale requirements for *agriculture-related uses* than permitted by the policies of this Plan, provided they do not conflict with said policies. Where stricter requirements are established by the Area Municipality in the Zoning By-Law they shall take precedence over these policies.

To ensure that the land area to be used and/or occupied by the proposed *agriculture-related* use is the minimum required to accommodate the use and that the other location, scale and compatibility criteria of this section will be appropriately addressed, all development proposals for an agriculture-related use shall include a detailed description of the proposed use and be accompanied by a detailed site plan, which

- i) shows the location of: all buildings and structures and related facilities; wells and septic beds; driveways, parking and loading areas; storage and display areas; landscaping and outdoor public areas; lot grading and drainage; and
- ii) any other information deemed necessary for the proper review of the proposal.

*Agriculture-related* uses shall, be subject to site plan control to ensure compliance with the applicable policies of this section; that the use is appropriately located and restricted in area; and that any other site design related matters are addressed. Area Municipalities may also utilize business licensing or other measures to assist in regulating and monitoring such uses to ensure they continue to comply with these policies.

## LOCATION

- *Agriculture-related* uses shall not undermine or conflict with the planned employment and/or service functions of settlements in the County. As such, the proponent will be required to demonstrate that the proposed *agriculture-related* use is clearly not suitable for and/or cannot reasonably be accommodated within a settlement before a location in the County's *prime agricultural area* will be considered.
- *Agriculture-related* uses which satisfy the above policy criteria shall be directed to the following locations, in this order of priority:
  - i) existing agribusiness, non-farm rural residential, commercial, industrial (except aggregate or quarry industrial) or institutional zoned lot(s);
  - ii) Existing undersized agricultural lots that are less than 2 ha (5 ac) in area and that contain a dwelling or are zoned to permit a dwelling. Such lots shall not exceed the minimum area required for the proposed *agriculture-related* use, unless any excess land is severed and legally merged with an abutting agricultural lot, under identical ownership; or
  - iii) a portion of an agricultural lot that is a minimum of 16ha (39.5 ac) in area, but only where it has been demonstrated that the proposed *agriculture-related* use is directly related, to the farm operation on that lot and requires a location in immediate proximity to that farm operation.

Proposals to develop an *agriculture-related use* shall generally be required to demonstrate, to the satisfaction of Area Council, that the higher priority locational option(s) have been considered and are clearly not suitable or feasible for the proposed use before a lower priority option will be considered.

USE ON A  
PORTION OF  
AGRICULTURAL  
PARCEL

- Where an *agriculture-related use* is to be developed on a portion of an agricultural lot, the following additional criteria shall also be satisfied:

- i) Any new buildings, structures or facilities for the *agriculture-related use* shall be located in close proximity to the dwelling and/or principal farm building complex on the property, unless it can be demonstrated that there are specific health, safety and/or other operational requirements that would preclude such a location.

- ii) Where the proposed *agriculture-related use* cannot be located in close proximity to the dwelling and/or principal farm building complex on the property, it shall be demonstrated that the proposed location, site layout and configuration, building design and associated services and facilities will:

- a) Minimize disruption to and loss of *prime agricultural lands* and potential compatibility issues with existing and future agricultural operations in the vicinity to the extent possible;

- b) Will not negatively impact the flexibility or suitability of the parcel to be used exclusively for agriculture in the future, should the *agriculture-related use* cease; and

- c) Will maximize the continued use of the lot for agricultural purposes by locating on lands with existing constraints for agriculture, where they exist, and not create small or irregularly shaped areas for tillage and cropping.

OPEN STORAGE

- A limited amount of open storage may be permitted for an *agriculture-related use*, provided that such storage is appropriately screened from public view, neighboring properties and residential dwellings on adjacent lots.

DESIGN OF  
BUILDINGS AND  
STRUCTURES

- All new buildings and/or structures used or occupied by the *agriculture-related use* shall be designed and constructed so as to maintain the agricultural character of the property/area and be easily removed without negatively impacting the agricultural capability of the land, or easily converted to *agriculture use* should the *agriculture-related use* on the lot cease (e.g. be moved to a *settlement* to facilitate the expansion.

## COMPATIBILITY

- *Agriculture-related uses* shall be compatible with, and not hinder, surrounding agricultural operations, or other nearby land uses.

The proposed use, scale and location of the *agriculture-related use* shall be reviewed to ensure that potential compatibility issues with respect to traffic, noise, dust, odour, spraying and other agricultural activities and normal farm practices can be prevented or effectively mitigated. Further, an *agriculture-related use* shall be appropriately designed, buffered and/or separated from nearby residential and other *sensitive land uses* to prevent, or acceptably mitigate, potential impacts and to minimize risk to public health and safety.

The *agriculture-related use* shall be reviewed to ensure that all applicable provincial and municipal requirements regarding, emissions, noise, odour, nuisance, compatibility, water, and wastewater standards are addressed and that the proposal has received all applicable environmental approvals and addressed any public health and safety requirements.

The site specific zoning provisions and, the site plan approval for the proposed *agriculture-related use* shall incorporate any restrictions or requirements that may be necessary to implement this policy.

MINIMUM  
DISTANCE  
SEPARATION

- *Agriculture-related uses* shall be located in conformity with *MDS I*. However, site specific exceptions may be considered where:
  - i) an existing insufficient *MDS I* setback will not be further reduced and the use is unlikely to create greater compatibility issues; or
  - ii) the Area Municipality is satisfied that the level of human occupancy and/or activity associated with the *agriculture-related use* does not warrant full compliance with *MDS I*.
- Enlargements to existing *agriculture-related uses* shall not further reduce an existing insufficient *MDS I* setback.
- The application of the *MDS I* setback to *agriculture-related uses* will be identified through the provisions of the Area Municipal Zoning By-law, with any site specific exceptions identified through the implementing zoning by-law amendment.

## SERVICING

- *Agriculture-related uses* which, in the opinion of the County, would use significant amounts of water or produce significant amounts of effluent, shall be directed to *settlements* serviced by *municipal water services* and *municipal sewage services*.

Existing or proposed *individual on-site water services* and/or *individual on-site sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed *agriculture-related use* and shall be in accordance with the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.

*Agriculture-related uses* that would require *individual on-site sewage services* that have a design capacity in excess of 10,000 liters per day shall not generally be permitted. Site specific exceptions may be considered where the County and Area Municipality are satisfied that:

- i) The only reasonable locational option for the *agriculture-related use* is in an area not served by *municipal sewage services*
- ii) It has been demonstrated site conditions are suitable for the long-term provision of such services with no *negative impacts* to the satisfaction of the County; and,
- iii) Shall be in accordance with the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.

*Agriculture-related uses* shall also be appropriate for other rural *infrastructure* and public services.

TRAFFIC AND  
ACCESS

- Vehicular access for an *agriculture-related use* shall not create a traffic hazard due to proximity to bridges, railway crossings, curves or grades or any other potential traffic hazard.

*Agriculture-related uses* shall be located on a road capable of accommodating the access and the type and volume of traffic anticipated to be generated, to the satisfaction of the authority with jurisdiction over the road, and shall be in accordance with the applicable policies of Section 5.1 County Transportation Policy.

RESTRICTIONS ON  
SEVERANCE

- The severance of an *agriculture-related use* shall only be permitted in accordance with the requirements of Section 3.1.4.3.4

OTHER  
APPLICABLE  
POLICIES

- proposals shall comply with all other applicable policies including: Section 3.2, Environmental Resource Policies, Section 3.3 Cultural Resource Policies and Section 3.4 Resource Extraction and for Human and Man Made Hazards.

#### 3.1.4.3.4 Creation of Agriculture-Related Lots

CREATION OF NEW  
AGRICULTURE-  
RELATED LOTS

An *agriculture-related use* developed on a portion of an agricultural lot shall not be severed from the agricultural lot upon which it is located. Notwithstanding this policy, Land Division Committee may consider the granting of consents to allow for the severance of an existing *agriculture-related use* established on a portion of an agricultural lot prior to January 14th, 2009, provided that it has been demonstrated the use was legally established and severance is necessary for the successful continuation of the use.

For *agriculture-related uses* located, or proposed to be located, on an existing non-agriculturally zoned lot, the Land Division Committee may consider the granting of consents to permit minor expansion of the parcel, or minor re-adjustment of property boundaries, to accommodate the immediate needs of a new or expanding *agriculture-related use*.

Severances for *agriculture-related uses* shall comply with all the applicable policies under section 3.1.4.3.3 and 3.1.4.3.4. Any retained agricultural lot resulting from a consent to sever for *agriculture-related use* purposes shall comply with the applicable policies of Section 3.1.4.2.4.

### **3.1.5 Non-Agricultural Uses in the Agricultural Reserve**

OBJECTIVES

The policies in this section apply to non-agricultural uses in the Agricultural Reserve land use designation in the County of Oxford. The following objectives apply to non-agricultural uses.

NO CONFLICT WITH  
AGRICULTURAL  
GOAL

The purpose of the policies is to permit new or expanded non-agricultural uses only where such uses do not conflict with the "Goal for Agricultural Policies" as set out in Section 3.1.1.1.

SECONDARY  
IMPORTANCE

To preserve and protect the *prime agricultural area* for long term viable *agricultural use* and avoid or minimize potential impacts on agricultural operations

DIRECT TO  
SETTLEMENTS

To direct non-agricultural uses to *settlements* wherever possible.

POLICIES

For the purposes of this Section, "Non-Agricultural Uses" include commercial, industrial, institutional, and recreational uses, residential uses, as well as *renewable energy facilities* and *alternative energy facilities* and *infrastructure*. These uses may only be permitted subject to the applicable policies of this plan including 3.1.4.1, 3.1.5 & 3.1.7.

GENERAL INTENT

It is the intent of this Plan that within the Agricultural Reserve designation, the use of *prime agricultural land* for agricultural, mineral, petroleum and environmental resources will be given a higher priority in land use decision making than its use for non-agricultural uses.



### 3.1.5.1 **Redevelopment of Non-Agricultural Uses for Agricultural Use**

#### DEVELOPMENT CRITERIA

Existing non-agricultural lots that:

- contain an existing dwelling;
- are located outside of a designated *settlement*;
- are greater than 1.0 ha (2.47 acres) in area; and
- are zoned for residential, commercial, industrial or institutional use.

may be rezoned to allow *agricultural uses* in accordance with the following policies:

#### PERMITTED USES

Where such existing parcels are proposed to be used for a primary *agricultural use* permitted in Section 3.1.4.1, the *development* of farm buildings or structures or the keeping of livestock or poultry may be permitted if they satisfy the following criteria:

#### SERVICING

Existing or proposed *individual on-site water supply* and *individual on-site sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed agricultural use and any accessory residential use to the satisfaction of the County, and shall be in accordance with the requirements of the County including the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.

#### NUTRIENT MANAGEMENT AND MINIMUM DISTANCE SEPARATION FORMULA II

Proposals to create new livestock or poultry farms will be evaluated to determine their compatibility with neighboring land uses. Proposals involving the construction of new farm buildings or structures shall comply with the policies of Section 3.1.4.2.1

#### SUITABILITY

The type of agricultural use proposed is compatible with the type of *agricultural uses* in the area and the agricultural lot size and configuration are suitable for the type of agricultural use proposed.

#### OTHER APPLICABLE POLICIES

Proposals shall also comply with all other applicable policies of this Plan, including: Section 3.2, Environmental Resource Policies, Section 3.3, Cultural Resource Policies and Section 10, Implementation Measures

### 3.1.5.2 **Rural Residential Uses**

#### POLICY INTENT

Non-farm rural residential *development* is considered to be incompatible with agriculture as it can create conflicts with farming activities and remove land from agriculture use. As such, this Plan will limit residential development to where it is the result of a farm consolidation in accordance within the requirements of this section. In keeping with the Goal for the Agricultural Policies, existing non-farm rural residential uses will be encouraged to re-develop for *agricultural uses* and *agriculture-related uses*, subject to the policies of 3.1.5.1.

CONVERTED  
DWELLINGS AND  
GARDEN SUITES

A converted dwelling or *garden suite* may be permitted on an existing rural residential lot, in accordance with the applicable policies in Section 4.2.2.1 and 10.3.9 respectively.

### 3.1.5.2.1 Secondary Uses on Rural Residential Lots

POLICY INTENT

Secondary uses may be permitted on existing rural residentially zoned lots where they are small scale business uses that are secondary to the residential use on the lot.

Such uses are intended to complement the planned employment and service function of designated rural *settlements*, by providing additional live-work opportunities for non-farmers in *rural areas*. However, such uses are not to detract from the residential character of the lot upon which they are located and shall be compatible with surrounding land uses.

PERMITTED USES

The following uses may be permitted on an existing residentially zoned lot located outside of a *settlement*:

- *rural home occupations* in accordance with the requirements of Section 3.1.4.3.1
- *rural entrepreneurial uses*

RURAL  
ENTREPRENEURIAL  
USE

The specific uses that may be permitted as a *rural entrepreneurial use* in each Area Municipality shall be set out in the Area Municipal Zoning By-law.

USES NOT  
PERMITTED

For greater clarity, the following uses shall not be permitted as a *rural entrepreneurial use*;

- retail uses, offices, medical/dental clinics and restaurants, except where explicitly permitted in this subsection;
- institutional uses;
- restaurants;
- residential uses or accommodation; and
- other uses that, in the opinion of the County and/or Area Municipality, may:
  - i) attract large numbers of customers or other people;
  - ii) generate significant traffic or not otherwise be appropriate for rural *infrastructure* or public services;
  - iii) create compatibility or enforcement issues;
  - iv) undermine or conflict with the planned function of rural settlements, except where explicitly permitted by the policies of this subsection; or
  - v) not otherwise be consistent with the applicable policies and objectives of this Plan.

WHOLESALING,  
RETAILING AND/OR  
OFFICE AND SALES  
USES

- Wholesaling, retail uses, offices shall only be permitted where such uses are accessory and ancillary to a permitted *rural entrepreneurial use*.

Any goods, wares and/or merchandise offered for sale shall be contained within a fully enclosed building, with the exception of a small outdoor display area for goods, wares or merchandise produced, processed or fabricated on the lot.

DEVELOPMENT  
CRITERIA

ZONE CHANGE  
FOR SPECIFIC USE

*Rural entrepreneurial uses* may be permitted subject to the following:

- The establishment of a *rural entrepreneurial use* shall require a site specific amendment to the Area Municipal Zoning By-Law. The site specific zoning amendment shall identify the specific *rural entrepreneurial use* proposed to be permitted and contain any provisions necessary to ensure the policy criteria of this section are addressed, including but not necessarily limited to:
  - i) the specific *rural entrepreneurial use* permitted and its location on the lot;
  - ii) restrictions on sale of goods or materials, maximum floor area and number of employees;
  - iii) parking and loading requirements; and
  - iv) appropriate restrictions on signage, outdoor storage and/or display and other evidence of the business activity.

Only proposals for a specific *rural entrepreneurial use* will be considered by the Area Council.

Area Municipalities may choose to establish more restrictive use, size and scale requirements for a *rural entrepreneurial use* than permitted by the policies of this Plan, provided they do not conflict with said policies. Where stricter requirements are established by the Area Municipality in the Zoning By-Law they shall take precedence over these policies.

SITE PLAN  
APPROVAL

- To ensure compliance with the above noted policies, all applications for a *rural entrepreneurial use* shall be accompanied by a detailed description of the proposed use and a detailed site plan showing: all buildings and structures; wells and septic systems; driveways, parking and loading areas; outdoor display areas; landscaping and buffering; and any other information deemed to be necessary for the proper review of the proposal by the Area Municipality.

*Rural entrepreneurial uses* shall be subject to site plan control to ensure that compatibility and site design related matters are appropriately addressed. Area Municipalities may also require other measures, such as business licensing, to assist in regulating and monitoring such uses to ensure they continue to comply with these policies.

LIMITATIONS ON  
SITE AREA,  
BUILDING SIZE AND  
CHARACTER

- A *rural entrepreneurial use* shall be small scale and not detract from the residential character of the property.

The maximum gross floor area of all buildings and/or structures permitted to be used for the purposes of a *rural entrepreneurial use* shall be regulated through the Area Municipal Zoning By-Law. However, the cumulative gross floor area of all buildings and structures, or portions thereof, used or occupied by a rural entrepreneurial use shall not exceed 280 m<sup>2</sup> (3,014 ft<sup>2</sup>) or 10% building coverage of the total lot area, whichever is less.

All new buildings and/or structures used or occupied by a *rural entrepreneurial use* shall be designed and constructed so as to maintain or complement the residential character of the property and be sited on the lot so as to be visually secondary to the residential use.

COMPATIBILITY  
AND SITE LAYOUT

- The *rural entrepreneurial use* and any associated structures and facilities shall be sufficiently separated from nearby residential uses and other *sensitive land uses* and appropriately designed and/or buffered to prevent or acceptably mitigate impacts on neighbouring properties from noise, odour, dust, vibration, traffic, lighting, visual intrusion and other potential off-site impacts and to minimize risk to public health and safety and meet all applicable provincial and municipal requirements and approvals. *Rural entrepreneurial uses* shall also be compatible with and not hinder surrounding *agricultural uses*.

- LOT SIZE*
- The lot shall be of sufficient size to accommodate the required *individual on-site water services and/or individual on-site sewage services*, parking and on-site loading requirements and vehicular movements and to ensure that any buildings, structures or facilities associated with the *rural entrepreneurial use* can be appropriately sited on the lot to ensure compliance with these compatibility policies.
- OPEN STORAGE*
- The storage of goods, materials and/or equipment shall only be permitted within a fully enclosed building, unless otherwise stated in the Area Municipal Zoning by-law.
- EMPLOYEES*
- One or more of the occupants of the dwelling on the lot must be directly involved in the operation of the *rural entrepreneurial use*. The rural entrepreneurial use may involve up to two additional employees who do not reside on the lot.
- SERVICING*
- *Rural entrepreneurial uses* that would require *individual on-site sewage services* that have a design capacity in excess of 10,000 litres per day shall not be permitted.
  - Existing or proposed *individual on-site water services and/or individual on-site sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed *rural entrepreneurial use* as well as the primary residential use on the lot, and shall be in accordance with the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.
- TRAFFIC AND ACCESS*
- The vehicular access for a *rural entrepreneurial use* shall not create a traffic hazard due to proximity to bridges, railway crossings, curves or grades or any other potential traffic hazard.
- Rural entrepreneurial uses* shall be in accordance with the requirements of the County including the applicable policies of Section 5.1 County Transportation Policy.
- New vehicle access to any County road shall not be permitted, unless an existing access is to be decommissioned to the satisfaction of the authority with jurisdiction over the road.
- RESTRICTIONS ON SEVERANCE*
- The severance of a *rural entrepreneurial use* from the residential lot upon which it is located is prohibited.

RESTRICTIONS ON  
EXPANSION

- New or expanding *rural entrepreneurial uses* that would exceed the size, scale or use limitations in this section shall not be permitted. Such uses shall be directed to locate or relocate in a *settlement* or must comply with the policies for non-agricultural uses in Section 3.1.7

OTHER  
APPLICABLE  
POLICIES

- Proposals shall comply with all other applicable policies of this Plan, including: Section 3.2, Environmental Resource Policies, Section 3.3, Cultural Resource Policies and Section 3.4.2 Petroleum Resources.

**3.1.5.3 Creation of Rural Residential Lots**NON-FARM RURAL  
RESIDENTIAL  
DEVELOPMENT

The policies of this subsection shall apply to the evaluation of non-farm rural residential *development* proposals in the following land use designations and overlays: Agricultural Reserve, Environmental Protection Area, Open Space, Future Urban Growth and Quarry Area.

Non-farm rural residential *development* shall be considered to include both the severed and retained lots in the case of consent and lands subject to rezoning for residential purposes in the case of zoning amendment applications. The enlarged agricultural lot that would result from proposed non-farm residential *development* through farm consolidation shall comply with the applicable policies of Section 3.1.4.2.

Notwithstanding the policies of Section 1.5, Interpretation, for the purposes of the application of the policies in Section 3.1.5.3, the numerical references and measurements are intended to be absolute.

DEVELOPMENT  
CRITERIA

Non-farm rural residential *development* outside of a *settlement* shall be prohibited, except in accordance with the following:

NATURE OF THE  
PROPOSAL

- The proposed non-farm rural residential *development* shall consist of one of the following:
  - i) a proposal to rezone an existing industrial (with the exception of aggregate or limestone industrial), commercial, or institutionally zoned lot to a residential use, provided such lot does not exceed 1 ha (2.5 ac) in area. Where such lot is larger than 1.0 hectare (2.5 acre) in area, consideration shall be given to rezoning for *agricultural use* in accordance with the policies of Section 3.1.5.1, or
  - ii) a proposal to create a lot for a *residence surplus to a farming operation* as a result of farm consolidation, provided that:
    - a) the proposal is to retain an existing permanent, habitable dwelling that was constructed prior to December 13, 1995,

where such dwelling is contained on an agricultural lot which is to be legally consolidated with an abutting agricultural lot, to form one larger agricultural lot under identical ownership,

or

b) the proposal is to retain an existing permanent, habitable dwelling where the *farm owner* owns multiple agricultural lots which may or may not abut, and providing:

- The lot containing the surplus dwelling proposed to be severed contains a minimum of 2 existing dwellings and all such dwellings were constructed prior to December 13, 1995; and,
- The resulting agricultural lot is owned by the *farm owner*; and,
- The resulting agricultural lot shall be rezoned to prohibit the future construction of a new residential dwelling of any type. In addition, an agreement for such prohibition of any new permanent residential dwellings shall also be registered on the property title of the remnant farm property. The Zoning By-law amendment and the agreement, as noted above, shall be implemented through conditions imposed by the County's Land Division Committee at the time that provisional consent approval is given to a consent application to sever a lot for a surplus farm dwelling.
- The resulting agricultural lot shall also comply with the applicable policies of Section 3.1.4.2.4.

ONLY DWELLING

- The proposal shall not result in the severance of the only dwelling accessory to an *agricultural use*.

Where a farm consolidation involves the merger of abutting lots as one larger lot under identical ownership, proposals to retain an existing dwelling through a farm consolidation, in accordance with the policies of this subsection, shall not result in the creation of an agricultural lot that does not contain a dwelling, except in the case where one of the agricultural lots to be consolidated is vacant, but the existing zoning would permit the construction of an accessory dwelling on that lot.

ONLY  
AGRICULTURAL  
LOTS

- The lands subject to the application must be zoned for *agricultural use*.

IN QUARRY OR  
LIMESTONE/SAND  
AND GRAVEL  
RESOURCE AREA

- The proposed rural residential lot shall not be located within the Quarry Area designation, or an area identified as a Limestone Resource or Sand and Gravel Resource Area on Appendix 2-1

IN FUTURE URBAN  
GROWTH AREAS

- The proposed residential lot shall not be located within a Future Urban Growth Area designation as identified on Schedule C-3, and referred to in Chapter 4.0, Growth Management Policies.

MAXIMUM LOT SIZE

- New or expanded non-farm rural residential lots shall be as small as is practical in order to preserve the County's agricultural land base. Severance proposals to create new or expanded lots for non-farm rural residential development will generally not exceed 0.8 hectares (2 acres). Proposals seeking to create parcels larger than this area limit will only be permitted where it can be demonstrated that the additional area is required to accommodate *individual on-site water services* and/or *individual on-site sewage services*, the lands have topographic limitations for *agricultural use*, or are physically separated from the remainder of the farm by significant *natural heritage features and areas* and/or watercourses, or to conserve cultural *heritage resources*. In no case shall a new or expanded non-farm rural residential lot exceed 1 hectare (2.5 acres) in area.
- Notwithstanding the above, a larger minimum size for the retained lot may be considered where:
  - i) it is solely for the protection and, wherever possible enhancement, of *natural heritage features or areas*, avoids and/or mitigates the impacts of development within such features and areas, and does not result in a greater loss of *prime agricultural land*, and,
  - ii) it is supported through an Environmental Impact Study in accordance with the requirements of Section 3.2, and,
  - iii) Implementation of the recommendations of the Environmental Impact Study is to be achieved through the use of such measures as site specific zoning, site plan control, conservation easements, development agreements and any other implementation tools deemed necessary and/or appropriate to ensure the objective of protecting and/or enhancing significant natural heritage features and/or areas and protecting agricultural land for long term agriculture.

SERVICING

- Existing or proposed *individual on-site water services* and/or *individual on-site sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed non-farm rural residential use, and shall be in accordance with the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.



MINIMUM  
DISTANCE  
SEPARATION  
FORMULA

- A Proposal for non-farm rural residential development shall satisfy the requirements of *MDS I* or not further reduce an existing insufficient setback.

Notwithstanding the above policy, in the case of a farm consolidation, a lot proposed to contain an existing surplus farm dwelling shall only be required to comply with the requirements of *MDS I* from a livestock and/or manure storage facility located on the severed lot.

ACCESS AND  
TRAFFIC SAFETY

- The proposed rural residential *development* shall have direct frontage on a permanent public road maintained year-round at a reasonable standard of construction.

The authority having jurisdiction over the road from which vehicular access is to be obtained shall be satisfied that there are no traffic safety concerns.

New vehicle access to any County road shall not be permitted, unless an existing access is to be decommissioned to the satisfaction of the authority with jurisdiction over the road, and shall be in accordance with the requirements of the County including the applicable policies of Section 5.1 County Transportation Policy.

HERITAGE

- To recognize and conserve *heritage resources* in the agricultural areas of the County in accordance with the policies in Section 3.3.2 of this Plan.

Proposals involving the creation or rezoning of a lot for non-farm residential purposes in accordance with the policies of this subsection will be encouraged where:

- i) such lot contains buildings or other *built heritage* resources that have been protected pursuant to the Ontario Heritage Act; and,
- ii) the proposed severance or rezoning will allow the County and/or Area Municipality to implement requirements or measures to ensure that such *heritage resources* will be *conserved*.

AGRICULTURAL  
SEVERANCE  
POLICIES

- Any enlarged agricultural lot that would result from a proposal for non-farm rural residential *development* through farm consolidation shall comply with the applicable policies of Section 3.1.4.2.4

AGRICULTURAL  
STRUCTURES

- The proposed non-farm rural residential lot may only contain a existing barn or other farm structures where they are suitable to be used as accessory structures to a residential use and have been formally converted such that they are no longer suitable for the housing of livestock or poultry or storage/handling of manure, and/or are protected pursuant to the Heritage Act.

Further, where a barn or other farm structure exists within the immediate vicinity of a non-farm rural residential lot to be created through a farm consolidation, the demolition or formal conversion of such structure shall be required, to ensure it cannot be used for the housing of livestock or poultry or storage/handling of manure in the future.

OTHER  
APPLICABLE  
POLICIES

- Proposals for non-farm rural residential *development* shall also comply with all other policies of this Plan, including: Section 3.2, Environmental Resource Policies, Section 3.3, Cultural Resource Policies and Section 3.4.2 Petroleum Resources.

CONDITIONS OF  
APPROVAL

- The County Land Division Committee or Area Councils may impose conditions of approval or may restrict land uses pertaining to a non-farm rural residential *development* proposal in accordance with the policies of this Plan to ensure that all necessary works or facilities required to achieve conformity are incorporated into the *development*.

### 3.1.5.4 Renewable Energy Facilities

#### RENEWABLE ENERGY FACILITIES

*Renewable energy facilities* and *alternative energy facilities* may be permitted within the Agricultural Reserve to support long term energy supply to accommodate current and projected needs.

#### DEVELOPMENT CRITERIA

*Renewable energy facilities* and *alternative energy facilities* are generally considered to be non-agricultural uses, except for:

- Class 1 anaerobic digesters shall be permitted as an *agricultural use*, subject to the requirements of Section 3.1.4.2.1. A Class 1 facility is in accordance with the Renewable Energy Approvals Regulation (359/09) under the Environmental Protection Act or any successor thereof.
- Ground mounted solar facilities on an agricultural lot shall only be permitted as an *on-farm diversified use*, and must meet all applicable requirements of sub sections 3.1.4.3.4
- Ground mounted solar facilities may be permitted on a lot zoned as rural residential where the facility does not generally exceed 10% of the lot coverage, to a maximum of 100 m<sup>2</sup> (1,076ft<sup>2</sup>)
- Roof and wall mounted solar facilities may be permitted on existing buildings and structures, subject to any zoning requirements from the Area Municipality.

All other *renewable energy facilities* and *alternative energy facilities* shall:

- Be subject to a rezoning and site plan control.

The Area Municipality may impose limits on the scale, height and location of any proposed *renewable energy facility* through the Area Municipal zoning by-law.

- Prepare an Agricultural Impact Assessment in accordance with section 3.1.6.3 to demonstrate that the proposed *development*:
  - i) is clearly secondary to the principal use on the lot and limited in area;
  - ii) is compatible with, and does not hinder, surrounding agricultural operations or other sensitive adjacent land uses;
  - iii) is located on lower priority agricultural lands and/or within close proximity to the farm building cluster;
  - iv) is appropriate for rural *infrastructure* and public services; and does not undermine, or conflict with, the planned function of *settlements*; and,
  - v) any potential impacts are identified and mitigated

All *renewable energy facilities* and *alternative energy facilities* shall also comply with all other applicable policies including: Section 3.2, Environmental Resource Policies, and Section 3.3 Cultural Resource Policies.

### **3.1.5.5      *Infrastructure and Public Works Yards***

#### **INFRASTRUCTURE**

*Infrastructure*, including public works yards, will be permitted in the Agricultural Reserve.

*Infrastructure* will make efforts to avoid, minimize and mitigate impacts in the *prime agricultural area*. Including the *prime agricultural lands* and *agricultural uses* in the area, to the extent feasible, and shall be in accordance with the requirements of Section 5.2 Public Services, Utilities, and Infrastructure.

### **3.1.5.6      *Existing Non-Agricultural Uses***

#### **NEW USES**

In order to maintain the agricultural land resource for *agricultural use* and to ensure that new non-agricultural uses not specifically addressed in Section 3.1.5, including commercial, industrial, institutional and recreational uses, develop on an appropriate level of services and are directed to settlements to support their planned service and/or employment functions, new non-agricultural uses will not be permitted within the Agricultural Reserve designation, except in accordance with the policies of Section 3.1.7.

#### **EXISTING USES**

Existing Non-Agricultural Uses include:

#### **COMMERICAL, INDUSTRIAL AND INSTITUTIONAL USES**

- Non-agricultural commercial, industrial, or institutional uses located in the County's *prime agricultural area* that are recognized by existing zoning as of DATE OF APPROVAL OF THIS AMENDMENT will be considered as permitted uses. Area Councils may permit minor expansion or minor change in use and the Land Division Committee may consider the granting of consents for these existing uses to permit the minor expansion of the use or readjustment of property boundaries subject to the policies of Section 3.1.5.6.1

RECREATIONAL  
USES

- Recreational uses located in the County's *prime agricultural area* that are recognized by existing zoning as of January 14, 2009, will be considered as existing uses. However, where an existing recreational use has ceased operation and the site is suitable for restoration to *agricultural use*, the Area Council shall consider rezoning the site back to agriculture as part of their next comprehensive Zoning By-Law update.

Minor changes in use to existing campgrounds or seasonal trailer parks may be considered in accordance with the existing use policies of this subsection. However, changes to allow for year-round occupancy or permanent residential uses will not be permitted.

With the exception of campgrounds and/or seasonal trailer parks, Area Councils may permit minor expansion or minor change in use and the Land Division Committee may consider the granting of consents to permit the minor expansion of the use or the minor adjustment of property boundaries (excluding lot creation) without amendment to this Plan, subject to the policies of Section 3.1.5.6.1

#### 3.1.5.6.1 Development criteria for minor expansion or minor change of an existing use

DEVELOPMENT  
CRITERIA

All applications for minor expansion or minor change of an existing use shall satisfy the following criteria:

NEED FOR  
EXPANSION

- The applicant has demonstrated that any proposed lot addition is required for the continued operation of the use and is limited to the minimum area required to accommodate the immediate needs of the use and required *individual on-site water services* and *individual on-site sewage services*. The proposed expansion area shall be located and configured so as to avoid, or mitigate to the extent feasible, impacts on surrounding agricultural lands and/or operations.

## SERVICING

- Existing or proposed *individual on-site water services* and/or *individual on-site sewage services* are demonstrated to be adequate or will be made adequate to serve the proposed development and shall be in accordance with the applicable policies of Sections 3.2.7.2, Water Quality and Quantity and 5.5, County Servicing Policy.

TRANSPORTATION,  
ACCESS, AND  
DRAINAGE

- Existing or proposed services including stormwater management and road access are demonstrated to be adequate or will be made adequate to serve the proposed *development* to the satisfaction of the Area Municipality and/or County as applicable and shall be in accordance with the requirements of the County including the applicable policies of Sections 3.2.7.2 Water Quality and Quantity and Section 5.1 County Transportation Policy.

COMPATIBILITY

- The proposed development shall be appropriately designed, buffered and/or separated from nearby residential and other *sensitive land uses* to prevent or mitigate adverse impacts from noise, odour, dust, vibration, traffic, lighting, visual intrusion and other potential off-site impacts and minimize risk to public health and safety.

Further, impacts from any proposed change in use or expansion on surrounding agricultural operations and lands shall be avoided, or mitigated to the extent feasible. Any proposed change in use shall be similar to, or more compatible with surrounding agricultural operations, than the existing use. Any proposed change in use or expansion shall comply with *MDS 1*, or not further reduce an existing insufficient *MDS 1* setback or increase the potential for odour complaints.

The site specific zoning provisions and site plan approval required for the proposed expansion or change in use shall incorporate any restrictions or requirements that may be necessary to implement this policy.

SITE PLAN

- Proposals shall be accompanied by a detailed site plan showing the location of buildings and structures; septic beds; areas for parking, storage and landscaping; lot grading and drainage, points of access; and any other information deemed to be relevant to review of the proposal.

Proposals shall be subject to site plan approval to address site design and land use compatibility related considerations.

OTHER  
APPLICABLE  
POLICIES

- Proposals shall comply with all other applicable policies of this Plan, including: Section 3.2, Environmental Resource Policies and Section 3.3, Cultural Resource Policies.

### **3.1.6 Consents for Legal or Technical Reasons**

**CONSENTS FOR  
LEGAL OR  
TECHNICAL  
REASONS**

Consents for severance involving *agricultural uses* and non-agricultural uses including rural residential lands may be considered for the following legal or technical reasons:

- to create or alter any private easement or right-of-way;
- to correct or confirm valid title for an agricultural lot which is held in distinct and separate ownership;
- to make minor adjustments to the boundaries between abutting lots to conform to existing patterns of exclusive use and occupancy or to rectify problems created by the encroachment of buildings, structures, private water supply or private sewage disposal facilities on abutting lots; or
- to permit the severance of non-farm rural residential zoned lands, where they will be legally consolidated with an abutting agricultural lot to form one lot under identical ownership and rezoned for agricultural purposes.

**NO NEW LOT**

Consents granted for the above purposes shall not result in the creation of a new lot. Notwithstanding this restriction, a consent to allow for the re-establishment of a previously existing rural residential lot may be considered, provided that said lot was previously held in distinct and separate ownership but has since legally merged with an adjacent parcel and remains residentially zoned in the Area Municipal Zoning By-Law.

Proposals which have the effect of adding agricultural land to an existing residentially zoned lot will satisfy the policies relating to maximum lot size in Section 3.1.5.3

### **3.1.7 Official Plan Amendments for Non-Agricultural Uses and Settlement Area Expansions**

#### OFFICIAL PLAN AMENDMENTS

Proposals to establish new non-agricultural uses in the *prime agricultural area* or expansion of a *settlement* will only be considered through an Official Plan Amendment in accordance with the following requirements. Such proposals shall prepare and submit planning and technical studies addressing these requirements.

#### **3.1.7.1 Settlement Area Expansions**

#### EXPANSION OF SETTLEMENTS

New or *Settlement area* expansions shall only be considered through a *comprehensive review*.

New or *settlement area* expansion proposals shall be consistent with the policies of Chapter 4, Growth Management Policies including the requirement to undertake secondary planning and servicing strategies in accordance with 4.2.2.4.1 and 4.2.2.6.1

#### REQUIREMENTS

##### JUSTIFICATION ANALYSIS

Compelling evidence is required in order to determine whether a proposed *settlement area* expansion is justified in accordance with the applicable policies of the Provincial Policy Statement and this Plan, including demonstration of how impacts on agriculture have been considered and addressed. As such, the following will be addressed as part of this process:

##### AGRICULTURAL IMPACT ASSESSMENT

- As part of the *comprehensive review* for a *settlement* expansion, the preparation of an Agricultural Impact Assessment shall be required and as detailed in Section 3.1.7.3.

##### OTHER APPLICABLE POLICIES

- The proposal shall comply all of the other policies found within this Plan, including: Section 3.2, Environmental Resource Policies, Section 3.3 Cultural Heritage Policies and Section 3.4, Resource Extraction Policies

#### **3.1.7.2 Non-Agricultural Uses**

#### PROHIBITED USES

New or expanded campgrounds or seasonal trailer parks are prohibited. However, Existing campgrounds and/or seasonal trailer parks may be recognized as permitted uses in the municipal zoning by-laws.

#### SCOPE OF PROPOSAL AND CONCEPT PLAN

For new non-agricultural uses, the proposal shall state the specific use and contain a detailed site plan showing the location of buildings and structures, *individual on-site water and/or sewage services*, areas for parking, storage and landscaping, lot grading and drainage, road access and any other information deemed to be relevant to the proposal.



## REQUIREMENTS

JUSTIFICATION  
ANALYSIS

Compelling evidence shall be provided to demonstrate, to the satisfaction of the County and the Area Municipality, that the proposed *non-agricultural use* cannot be located within a *settlement* and that the following considerations have been addressed:

- there is a demonstrated need within the planning period for additional land to be removed from agricultural production and re-designated, given the nature and capacity of undeveloped land use designations within nearby *settlements* or within other land use designations;
- the nature of the proposal and whether the use requires special locational requirements or physical features that are only available in the prime agricultural area;
- the amount of land proposed for the new *development* is the minimum required for the immediate needs of the proposed use;

## SERVICING

- The level of servicing planned or available for the proposed *development* is consistent with the servicing hierarchy established in Section 5.5.3 of this Plan for *municipal waste water services and/or municipal water supply facilities*. *Infrastructure and public services* which are planned or available are suitable for the proposed *development* over the long term and protect public health and safety.

## COMPATIBILITY

- The proposed use shall be compatible with and not hinder surrounding agricultural operations or other nearby land uses.

The proposed use, scale and location shall be reviewed to ensure that potential compatibility issues with respect to traffic, noise, dust, odour, spraying and other agricultural activities and normal farm practices can be prevented or effectively mitigated. Further, the proposed shall be appropriately designed, buffered and/or separated from nearby residential and other sensitive land uses to prevent or mitigate potential impacts from noise, odour, dust, vibration, traffic, lighting, visual intrusion, and other potential off-site impacts and minimize risk to public health and safety.

All applicable provincial and municipal requirements regarding, emissions, noise, odour, nuisance, compatibility, water, public health and safety and wastewater standards shall be addressed, including receipt of all applicable environmental approvals.

The site specific zoning provisions and site plan approval for the proposed *use* shall incorporate any restrictions or requirements that may be necessary to implement this policy.

TRAFFIC AND  
ACCESS

The proposed new use shall not create traffic hazards and the road infrastructure shall be capable of accommodating the new use or expansion, in accordance with the requirements of the authority with jurisdiction over the road(s), and shall be in accordance with the requirements of the County including the applicable policies of Section 5.1 County Transportation Policy.

MINERAL AND  
PETROLEUM  
RESOURCES

- The proposal will not conflict with the policies of Section 3.4, Resource Extraction Policies.

AGRICULTURAL  
IMPACT  
ASSESSMENT

- As part of the application for a new non-agricultural use, the preparation of an Agricultural Impact Assessment shall be required and as detailed in Section 3.1.7.3.

OTHER  
APPLICABLE  
POLICIES

- The proposal shall comply with all of the other policies found within this Plan, including: Section 3.2, Environmental Resource Policies, Section 3.3 Cultural Heritage Policies and Section 3.4, Resource Extraction

### 3.1.7.3 Agricultural Impact Assessment

AGRICULTURAL  
IMPACT  
ASSESSMENT

An Agricultural Impact Assessment is a study which:

- characterizes *agricultural uses* and the *prime agricultural area*;
- evaluates the potential impacts of non-agricultural development, including *settlement* area expansions, on surrounding *prime agricultural areas* and associated *agricultural uses*;
- identifies opportunities for the proposed *development* to avoid, minimize and mitigate impacts;
- may also provide for site rehabilitation or restoration for an *agricultural use* or to an *agricultural condition* where applicable, and;
- is prepared by a qualified individual, familiar with agricultural land use planning, soil science or agricultural engineering and has demonstrated experience in characterizing, evaluating and assessing agricultural impacts, relative to the application and location, being proposed.

## SCOPE OF STUDY

The scope of the Agricultural Impact Assessment (AIA) will be based on the proposed *settlement* expansion or non-agricultural use. A terms of reference may be required by the County, to confirm the scope and level of detail required for the AIA.

At minimum the AIA shall characterize the surrounding *prime agricultural area* including existing *agricultural uses* and evaluate the potential impacts of the proposed *development* on *agricultural uses* and the *prime agricultural area*, and shall demonstrate that:

- the lands do not comprise specialty crop areas;
  - there are no reasonable alternatives which avoid *prime agricultural areas*;
  - there are no reasonable alternatives on lands with lesser agricultural capability or on lands left less suitable for agriculture by existing or past *development*;
  - *MDS I* is satisfied;
  - Impacts from the new use or *settlement* expansion or non-agricultural uses on nearby agricultural operations and *prime agricultural lands* are avoided or mitigated to the extent feasible.
- POLICY IMPLICATIONS
- The proposal is acceptable regarding the ability to achieve the Goal for Agricultural Policies as set out in Section 3.1.1, the precedent to be established for other sites within the County and the ability to implement planned land uses in the vicinity.
- THIRD PARTY REVIEW
- Further, the County and/or Area Municipality may, depending on the scope and complexity of the application, require third party review of any information, materials or documentation required by the County and/or Area Municipality. The applicant will be responsible for the costs of the third party review as well as for the costs associated with any additional review resulting from revisions to any original materials that may be required as a result of the third party review.

### **3.1.8 Special Agricultural Policies**

The following site specific policies apply in addition to the relevant policies of Section 3.1. These policies provide more specific direction for the *development* of each site.

#### 3.1.8.1 Part Lot 28, Conc. 10 (East Nissouri) Township of Zorra

A 2 ha (5 ac.) parcel of land, forming part of Lot 28, Concession 10 (East Nissouri) in the Township of Zorra, located on the west side of County Road 119 between Road 92 and Road 96 be exempt from the *Minimum Distance Separation Formula I* requirements of Section 3.1.4.6 of the County Official Plan for the purpose of establishing a farm implement dealership on the subject property.

3.1.8.2 Part Lots 25 & 26, Conc. 2, (West Oxford)  
Township Of South-West Oxford

A 24.3 hectare (60 acre) parcel of land lying in part of Lots 25 and 26, Concession 2 (West Oxford) which is located south of Robinson Road, west of Wallace Line and north of Wilson Line in the Township of South-West Oxford may be used for a truck transport terminal.

Servicing

It is intended that *development* on the property shall take place on full municipal services (municipal *centralized water supply and waste water treatment systems*).

Performance Standards

The following performance standards shall govern the *development* of the subject property:

- the access points to the subject property shall be designed in a manner which will minimize the danger to vehicular traffic;
- *development* of the subject lands shall be subject to site plan control in accordance with the provisions of the Planning Act and shall deal with such matters, but not be restricted to, lighting, landscaping and fencing, disposal of storm water and location and surfacing of parking facilities. A storm water management plan shall be prepared by the proponent and be acceptable to the Upper Thames River Conservation Authority, the Ministry of Transportation and the Township of South-West Oxford;
- a wellhead protection plan for Well No. 11 of the Ingersoll Public Utility Commission outlining protection measures, construction techniques and on-going monitoring shall be prepared by the proponent and be acceptable to the County of Oxford and the Ingersoll Public Utility Commission;
- a waste water collection and treatment system employed by the truck washing facility shall be prepared by the proponent and be acceptable to the County of Oxford.

3.1.8.3 Lot 18, Concession 3 (East Oxford)  
Township Of Norwich

Notwithstanding the policies of Section 3.3.1.4, two parcels of land totaling 12.75 hectares (31.5 acres) situated in part of Lot 18, Concession 3 (East Oxford), Township of Norwich with frontage on the east side of Highway No. 59 may be used for aggregate and construction related processing, manufacturing and distribution in addition to uses permitted on the subject property by this Plan. Permitted activities include but are not limited to crushing, screening, washing, asphalt batching and concrete ready-mix and associated business office and maintenance activities.

3.1.8.4 Lot 11 And Part Lot 10, Conc. 11 (Blenheim)  
Township Of Blandford-Blenheim

A parcel of land consisting of Lot 11 and the northwest quadrant of Lot 10, Concession 11 (Blenheim), Township of Blandford-Blenheim, may be used for the following specific uses to accommodate the use of the lands by a religious order, or orders, that function as a single entity on said property. It is intended that the non-agricultural uses as well as the residential uses shall be located within the existing developed area of the *farm unit* which comprises approximately 5.6 hectares (13.8 acres) which fronts on Concession Road No. 12 and is located in the north half of Lot 11, Concession 11 (Blenheim). The *farm unit* shall generally be operated as a single entity by a religious order, or orders that reside on the lands. It is also intended that the policies of Section 3.2.8, shall apply, where applicable.

AMENDMENT No. 170

Land Use

A maximum of 20 dwelling units will be permitted. New dwelling units will be located in the existing developed area of the *farm unit* and will be of the modular home type. The modular dwellings shall be removed from the site at such time as the *farm unit* ceases to be operated as a single entity by a religious order, or orders.

AMENDMENT No. 170

In addition to those agricultural uses permitted on the subject property, additional farm related commercial and industrial services, school, nursery school, limited manufacturing and a business office, as specified in the site specific zoning by-law may be allowed. Manufacturing shall be limited to those uses permitted through the implementing Zoning By-Law and shall be of a dry industrial nature, characterized by minimal water requirements for their processing, cooling or equipment washing and which do not discharge large quantities of waste water.

AMENDMENT No. 170

### Servicing

Notwithstanding the policies of Section 5.5.3 to the contrary, *development* on the property shall take place on a private well and a private *communal waste water treatment* plant as approved by the County of Oxford and the Ministry of the Environment. The owner will enter into an appropriate agreement with the Township of Blandford-Blenheim which shall address the operation and maintenance of the private *communal waste water treatment* plant and the decommissioning and/or removal of the plant in the event that the religious order vacates the subject property.

AMENDMENT No. 170

### Performance Standards

The following performance standards shall govern the *development* of this special agricultural area:

AMENDMENT No. 170

- the residential dwellings and non-agricultural related uses along with agricultural related uses will be considered to be part of the *farm unit* and consent to sever such uses from the *farm unit* will not be permitted;

AMENDMENT No. 170

- adequate off-street vehicle parking areas shall be provided which will permit the parking of vehicles clear of any road allowance and permit adequate manoeuvring of vehicles within such parking areas;

AMENDMENT No. 170

- the access points to such parking areas shall be designed in a manner which will minimize the danger to vehicle and pedestrian traffic;

AMENDMENT No. 170

- open storage areas shall be effectively screened from adjacent land uses and from Concession Road 12;

AMENDMENT No. 170

- the residential dwellings and non-agricultural related uses shall be clearly secondary to the existing farm operation and shall not change the agricultural character of the *farm unit* nor create a public nuisance in particular regard to noise, traffic and/or parking;

AMENDMENT No. 170

- the residential uses and non-agricultural related uses shall be subject to a site plan control by-law pursuant to Section 41 of the Planning Act, R.S.O. 1990, as amended, requiring the entering into of an agreement between the Township and the owner ;

AMENDMENT No. 170

- the residential dwellings and non-agricultural related uses shall be limited to the existing developed area along Concession Road No. 12 to an area of approximately 5.6 hectares (13.8 acres);

AMENDMENT No. 170

AMENDMENT No. 170

- new residential dwellings shall be of a modular type which will be removed at such time as the farm unit ceases to be operated as a single entity by the religious order, or orders;

AMENDMENT No. 170

- it is intended that *development* shall be by a zoning by-law amendment restricting the uses on the property and keeping the lands within an agricultural zoning.

### 3.1.8.5 Part Lots 13, 14 & 15 Conc. 11 (Blenheim) Township Of Blandford-Blenheim

A 238.8 hectare (590 acre) parcel of land consisting of Part Lots 13, 14 and 15, Concession 11 (Blenheim) in the Township of Blandford-Blenheim, may be used for the following specific on-farm diversified uses to accommodate the Community Farm of the Brethren. It is intended that the non-agricultural uses as well as the residential uses shall be located within the existing developed area of the *farm unit*.

- A maximum of 20 dwelling units within one or more buildings will be permitted to accommodate members of the Community Farm of the Brethren.
- In addition to those agricultural uses already permitted on the subject property, additional on-farm diversified uses, including the manufacturing of down bedding and accessory retail outlet, an egg noodle processing plant, a construction business and a gear cutting business may be allowed in the site specific zoning by-law. The on-farm diversified uses shall be of a dry industrial nature, characterized by minimal water requirements for their processing, cooling or equipment washing and which do not discharge large quantities of waste water. Each on-farm diversified use shall directly involve the farm operators and resident on-farm family members and each use shall be limited to one additional full-time employee.
- The residential uses and non-agricultural related uses shall be subject to a site plan control by-law pursuant to Section 41 of the Planning Act, R.S.O. 1990, as amended, requiring the entering into of an agreement between the Township and the Community Farm.
- It is intended that *development* shall be by a zoning by-law amendment restricting the uses on the property and keeping the lands within an agricultural zoning.

AMENDMENT No. 38

### 3.1.8.6 Part Lot 19, Concession 3 (East Oxford) Township Of Norwich

A 28.3 hectare (70 acre) parcel of land consisting of Part Lot 19, Concession 3 (East Oxford), Township of Norwich, which is located immediately west of County Road 59 and consists of the non-developed lands between Pattullo Avenue and Old Stage Road, may be used for an active recreational use, specifically a golf course, within the area identified as a Sand and Gravel Resource Area in Appendix 2-1. All other criteria in the County of Oxford Official Plan to assess an application to permit an active recreational use shall be complied with. In addition, *development* of a golf course shall follow the environmental guidelines established by the Royal Canadian Golf Association.

4.5 That all other Chapters, Sections or Subsections of the Official Plan which include cross references to Section 3.1 (including subsections 3.1.1 to 3.1.6) entitled, 'Agricultural Land Resource' as amended, are hereby amended by deleting and replacing them with the revised cross reference and numbering as included within this amendment.

## 5.0 IMPLEMENTATION

This Official Plan Amendment shall be implemented in accordance with the implementation policies of the Official Plan.

## 6.0 INTERPRETATION

This Official Plan Amendment shall be interpreted in accordance with the interpretation policies of the Official Plan.

This amendment should be read in conjunction with the current Official Plan, as amended.



## **Additional Details on Feedback Received**

The draft agricultural policies were released on Oct 27, 2021 for public feedback and comment. Feedback and comments were requested to be submitted by Dec 17, 2021.

Feedback on the draft agricultural policies was received in a variety of formats including emails, phone calls, and online submissions through the survey posted on Speak Up Oxford, and as delegations at the various community meetings held with the rural area municipalities. The purpose of this attachment is to provide further detail on some of the feedback summarized in the report.

### **Responses to the On-Line Agricultural Policy Survey**

There were a total of 31 responses to agricultural policy survey posted on Speak Up Oxford. This survey posed a range of questions designed to obtain responses and feedback on key agricultural policy areas and approaches. The polling/ranking of the responses to the survey questions generally indicated that there was a range of perspectives and opinions on most agricultural policy areas (i.e. no particular consensus). These perspectives ranged from a desire to see more restrictive policies with respect to lot creation and development for various uses to protect agricultural land for long term agriculture, to a desire for more flexibility for lot creation and development for certain uses.

The detailed results from the polling/ranking of the survey responses is available on [Speak Up Oxford](#). The feedback provided in response to the open ended survey questions (i.e. individual thoughts, ideas and comments) is provided in [Table 1 - Summary of General Comments Received](#) included below.

### **Agriculture and Planning Advisory Committee (APAC)**

Following is the full text of the resolution with respect to the preservation of farmland and working toward a goal of zero expansion for non-agricultural uses, that the APAC requested be forwarded to County Council for consideration at their November 25<sup>th</sup>, 2021 meeting:

*“Whereas land is a precious resource that takes more than 12,000 years to create, and cannot be replaced, and whereas Oxford County is home to the best agricultural land in Canada, and whereas urban development continues to expand into previously agricultural zoned land in most communities in Oxford, be it resolved that Oxford County starts to preserve this farmland and work towards a goal of zero land use expansion for urban development”*

### **Stakeholder Correspondence**

The correspondence received from the [Ministry of Municipal Affairs and Housing \(MMAH\)](#), [Enbridge](#), [Rural Oxford Economic Development Corporation \(ROEDC\)](#) and the [Oxford Chapter of the Ontario Federation of Agriculture](#) is attached.

A response indicating no comments or concerns was also received from the Grand River Conservation Authority (GRCA).

### **Site Specific Changes**

24 individual letters were sent out to landowners to inform them directly of proposed changes, where a deletion of an existing site specific policy is proposed. These deletions represent instances where the purpose or intent of the policy has been fulfilled and as such removal of the policy has been proposed. Staff heard responses from about half of the property owners who were sent letters, which identified no concerns with the proposed changes. In one instance, based on additional discussion staff have agreed to maintain an existing policy in order to continue to recognize long established uses in the agricultural area. This policy has been reincorporated in to Section 3.1.8 in the revised policies included in the draft official plan amendment.

### **Other General Comments and Feedback**

The following table summarizes the other various comments received from public consultation (i.e. not from specific stakeholders) on the proposed policies:

**Table 1 – Summary of General Comments Received**

<b>Comment Received</b>
<b>Farmland Protection</b>
The County should do more to prevent the loss of agricultural land and conflicts from urban development and/or other non-agricultural uses (e.g. rural residential, commercial, industrial etc.)
The County should allow more opportunities for development of non-agricultural uses in agricultural areas (e.g. rural residential, commercial, industrial etc.)
Mainly the need is to protect the current farmland we have and not allow further development of our agricultural land. There are many areas that would be more suitable for further development that are unsuitable for agricultural purposes
Farm land needs to stop being expropriated for urban sprawl. Build up not out!!
Prime AG land to be protected from residential housing developments.
Protection of farm land, it should be top priority
A combination of doing more to prevent the loss of agricultural land and allow more opportunities for development of non-agricultural uses in agricultural areas (e.g. rural residential, commercial, industrial etc.). Plus protection and enhancement of natural areas especially those identified in the oxford natural heritage study Implement the recommendations of the ONHS especially when there is a change in land use
I would like to see more allowances for rural residential opportunities while maintaining a balanced approach to limit the amount of agricultural land loss.
Each development/business idea should be looked at on a case by case basis. For example, there are so many fantastic businesses in rural Oxford that take up very little to no ag land. These should be permitted. An example is Gunns Hill Cheese.
Prior to the pandemic and climate change, I would have answered "generally seem ok and provide a balanced approach." Now, however, we need a different approach. The pandemic has taught us how volatile food supply chains, which means we need to grow more food locally, and climate change has taught us how important it is to protect prime agricultural land and the environment. Rather than giving prime agriculture land over to residential homes, we need to expand farming operations, green spaces etc. Other parts of the province, where farming is not an option, need to take on more of the residential and industrial developments.
<b>Agricultural Uses</b>
So how do you manage smells and issues from cannabis growing if it's "agriculture"?

<b>Comment Received</b>
Is there a tool like an “MDS for cannabis” that could be used to address odor? Are there other options?
Is vertical farming an agricultural use or would it require a rezoning?
MDS application for second additional dwellings on farm lots - Is it applied on the same lot as a barn?
<b>Minimum farm parcel size</b>
Is this for building a house? If so it could be smaller If for retention of ag land increase to 40 unless grandfathered in
I think there should be some consideration for potentially smaller agricultural farm sizes. For some agricultural operations you do not need this large of a land base and the cost/acre in Oxford County can limit the ability to purchase the 75 acres plus have your farm operation. For example, I am a chicken farmer and can operate no problem on ~10 acres of land with a high demand for the manure coming out of the barn (so taking into account any environmental issues). Given the high cost of quota I cannot afford to purchase a 75 acre parcel + have the quota + build the barn. If I could purchase a smaller agricultural parcel I would have a lot higher chance of being able to grow the farm that way.
20ha should be the minimum
I think allowing smaller parcel sizes - 50 acres - is a better way to go. It will allow our growing agriculture cottage industry to keep growing. This is critically importance and is the appropriate direction we should be taking.
I think it should on a per case basis. If it's easier to sever a house, there should be more rural residential
I think if someone wants to sever a property for family or add a second dwelling they should be allowed as long as it is an acre
There should be some consideration for potentially smaller agricultural farm sizes. For some agricultural operations you do not need this large of a land base and the cost/acre in Oxford County can limit the ability to purchase the 75 acres plus have your farm operation.
<b>Undersized Agricultural Lots</b>
I would like to see some recognition of that there can be small, viable farm operations on less than 75 acres - e.g. market gardens, small fruit or orchard operation, small livestock or poultry. These operations to be viable would likely rely on direct marketing and/or value adding to the farm produce. I would like to see the potential for dwellings on undersized agricultural lots if most of lot will mostly remain as farm land.
Lots shouldn't be “siting empty” and should be allowed to have houses on them, need tax revenue
Should allow for houses on undersized lots to provide for hobby farming and ensure lands are farmed.
I own an undersized Ag lot and want to be allowed to build on it as a residential lot.
I would like to see flexibility for the natural heritage lots to be permitted dwellings
Permit dwellings, these are excellent development opportunities, and just require the fields have to stay farmed
Permitting homes on small agricultural parcels will let me sell family property for development. This would help my family make money from the sale of a residential lot. We would like to dwellings to be permitted, as estate lots are highly valued.
Policies should allow for the construction of a house and ensure that the remainder of the lands remain in agriculture
What about livestock on these lots? Should it be allowed if the lots are small?
<b>On Farm Diversified Uses and Agriculture Related Uses</b>
I think this is a great idea. Having a viable farming operation is even more challenging currently and I think allowing farmers alternative/ diversification opportunities is key to having family run farms.
It's time to start thinking outside the box...I'm thinking too flexible regarding residential expansion, but too restrictive re additional onsite home, business etc.
small business complimenting agricultural should be permitted
Value retaining rules are too restrictive- rules for other uses seem appropriate.

<b>Comment Received</b>
Is storing of boats, etc appropriate? Concerned about transport trucks, storing junk and garbage on site outside and inside.
Clarify what ag related businesses are
I would like to see these provide a broad range of opportunities – for all “agri business”
Additional information should be provided for small business uses on farms - they need to be encouraged
Would like to see processing for Agricultural commodities to be related to the farm specifically. Worried about too much other stuff being allowed and getting to big
Food to table type businesses should not be permitted
Do not allow Any business that would negatively affect the environment, I.e. chemicals leaching or spilling into the watershed, air pollution etc.
Farm markets should be permitted. Buy local products from local farmers. Always buy local when possible.
If the use is farm related, then it should not be allowed on a farm
It would be good to allow some OFDUs without requiring approvals, e.g. zoning amendments - especially at small scale levels. Home occupations that meet specific sizes thresholds could be permitted as of right. Value retaining uses shouldn't be OFDUs but should be treated like agricultural uses and should be permitted as of right.
Uses that need services that aren't available in ag areas shouldn't be permitted. For example, high water and sewage users should be permitted. This might mean that things like larger scale abattoirs shouldn't be permitted. We do need policies to encourage these uses in settlement areas.
Value retaining rules are too restrictive- rules for other uses seem appropriate.
Anything ag related should be allowed. Or within existing buildings
Anything that isn't AG in nature, or doesn't promote the farm and Farming shouldn't be allowed
anything not related to the farming, ie a mechanic's garage, but to allow a shop for produce/eggs, etc
Should not permit Agri tourism that is not Agriculture but is recreational for example "Goat Yoga"
Shoo/ storage for self employed should be permitted
These sites should not be options for industry that should go in town
Extra dwelling and small home based businesses should be permitted
larger more industrial types of operations with the potential to grow should not be allowed on farms
Flexibility is important to help bring employment to rural areas and to provide additional income to farmers. The type of uses should fit within a rural/farm community.
Would a wedding barn be allowed on a farm, these can have issues with compatibility with agriculture (e.g. manure, livestock, dust)?
Do the policies allow for fun farms as an OFDU? I would be concerned about compatibility of having a theme park in the ag area.
How much property would you have to have, in order to have a cidery on a farm? Could this be allowed on any parcel?
<b>Non Agricultural Uses</b>
More allowances for rural residential opportunities while maintaining a balanced approach to limit the amount of agricultural land loss.
I think trailer parks/camping should be allowed to be established. They can provide an affordable housing option for someone to start owning their own home (trailer parks) and for camping sites it allows for the land to be still be 'green space' and increase tourism to the area.
Large manufacturing should not be allowed. Smaller manufacturing yes on farms.
Expansion of small villages by developers who buy ag land for purely economic purposes. We need to protect Oxford County's agricultural land. It's the culture of Oxford County. We are the Dairy Capital!
401 development and growth areas – these should be allowed to happen where there are opportunities in the countryside and not just in the urban areas

<b>Comment Received</b>
Areas that have been impacted by other previous uses and/or impacted soils, these should be recognized and allowed to remove these areas from agriculture to allow other uses or types of development.
Casino's and gambling should not be permitted
trailer parks – permit year round on rolling lands or spent aggregate lands
Requirement to mitigate impacts on agricultural uses should be clearly born by the proposed non-ag use
Anything that generates significant traffic or requires municipal water or sewage service should not be permitted.
Please don't allow residential developments on Prime AG land in Oxford County.
Please, no more use of Prime AG land for residential housing developments. The only housing lacking in Ontario is social, affordable and retirement. We shouldn't give up farm land for more unaffordable housing.
no trailer parks, no additional subdivisions
Making sure the industrial is totally agricultural based, for non agricultural uses
More industrial, larger scale type uses should not be allowed
I support continuing to restrict the use of non-agricultural uses.
Renewable energy updates – how do these balance permissions and controlling large scale facilities? What about small solar on rural lots?
<b>Surplus Dwelling Severances – rural residential lot creation</b>
surplus farm dwellings, while may be okay for all owners in the first ownership, subsequent sales to non farm background residents have not helped livestock farmers and caused rifts in communities
Severing surplus farm dwellings helps keep people in our rural communities. Once severed, these surplus dwellings should have the potential to host home-based businesses to further strengthen rural communities.
Regarding severance of excess dwelling, if we have to join properties together, then down the road, instead of being able to sell that particular 100 acre parcel for retirement we would have to sell both properties and leave the farm. Or pay more to sever the lots again after the fact.
Could an only dwelling be severed under the proposed changes?
Why limit the creation of rural residential lots for farm severances where the residence has to be built prior to 1995?
Would lot swaps be permitted?
Should be able to just sever the house off and sell/merge the farmland to the neighboring farmer regardless of the age of the house.
Barns provide historical value within the rural landscape and should be permitted on surplus dwelling lots to support preservation efforts. We would like to see the mandated requirement to tear down old farm buildings when a surplus dwelling severance is occurring to change to support preservation of these structures as the historic value of these buildings has become more recognized over the years as there are fewer and fewer of these timber frame structures left.
Don't create new lots. This is not appropriate in an agricultural area.
Farm severance flexibility is needed, I would like to take the houses off of several of my agricultural lots, which are all rented out, and I own multiple farm properties. I don't want to tear them down, but I also don't want to be a landlord as rentals have more cons than pros.
I would like to see flexibility for surplus farm dwelling severances for non-abutting farms, as additional flexibility would avoid demolition of these dwellings and allow me to sever them from the agricultural lots.
Why require consolidations to merge and then allow them to then resplit – why not just permit them to take off the house from the start?
Will the parcel size have flexibility to accommodate function of these lots (i.e. where the house is located back from the roadway, or has natural heritage around it?) Can we take off accessory buildings with the house?
<b>Rural Entrepreneurial Uses (REUs)</b>

<b>Comment Received</b>
Could rural entrepreneurial uses be bigger than proposed? What are the implications? What is the difference between a secondary use vs. a non ag use in relation to these?
Small business in a rural setting needs to be encourage, be it commercial or retail or a combination of both.
Could a wedding barn be an REU at 2400 sq feet? On a 10 acre lot? Could they also have a festival barn by extension? What about lot coverage and other considerations?
As a County we need to be flexible. The expense of opening a new business in urban settings is huge compared to opening one on existing rural property.
<b>Other Comments</b>
Protection and enhancement of natural areas especially those identified in the oxford natural heritage study Implement the recommendations of the ONHS especially when there is a change in land use.
Hydrogeology, topography natural heritage features should be considered when allowing for development on agricultural lands
Protection of and enhancement of natural areas with appropriate setbacks
Definition of farm owner is too high of a test – and should be clear where it applies.
It would be nice if permanent secondary dwellings would be permitted in RE zoned areas, and setback requirements reviewed for the RE zoning so that property owners can actually update and maintain their properties
Need to address aging in place. People don't want to move out of their home. Many older people cannot afford to move because the cost of housing is so high. Where can they go? By allowing more than one generation to live on the family farm, adult children can monitor their aging parents and the older generation is not isolated and it keeps them safe.
We need more walking trails in Oxford which are maintained. This is important for the health of the residents. General health and wellbeing can be maintained and improved with physical activity.
Stop talking and asking opinions. Take action now. Remember, once farmland is gone, it is gone for ever.
If smaller acreage is part of a bigger farm then total acreage should be kept in mind when deciding things
The lot owners can't complain about ongoing farm operations e.g. spreading manure!
Please don't allow Prime AG land to be used for unaffordable residential housing. We need to keep the farm land.
Over development of the urban areas is straining both the infrastructure and the water resources...we do not have enough water to supply an increased urban area i.e. Woodstock without compromising the existing farm wells and the need for water for livestock...the county and city have given no thought to the impact outside of Woodstock, nor have the made plans or conserved water. Woodstock itself has taken down more bush and trees and not replaced them than the farm community
We need to evaluate all manufacturing coming to area...if the employees travel to here because we don't have enough labour, then what impact did we have on global warming
More flexibility will help strengthen our community and potentially build support and access to local produce and local food.
It is also important to maintain current forest and wetlands in Oxford.

**Ministry of  
Municipal Affairs  
and Housing**

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Western Ontario  
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659 Exeter Road  
London ON N6E 1L3  
Tel: 519 873-4020  
Toll Free: 1 800-265-4736  
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**Ministère des  
Affaires municipales  
et du Logement**

Bureau des services aux municipalités  
de l'Ouest de l'Ontario  
2<sup>e</sup> étage  
659 Exeter Road  
London ON N6E 1L3  
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Télé: 519 873-4018



February 28, 2022

April Nix, MCIP RPP  
Development Planner – Policy Focus  
Community Planning  
County of Oxford  
21 Reeve St  
Woodstock, ON  
N4S 7Y3  
[anix@oxfordcounty.ca](mailto:anix@oxfordcounty.ca)

**Re: Draft County of Oxford Official Plan Five Year Update (Agricultural Policies)  
Provincial One Window Comments  
MMAH File No: 32-OP-218766**

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Dear April Nix:

Thank you for providing the Ministry of Municipal Affairs and Housing an opportunity to review the Draft County of Oxford Official Plan Five Year Update (Agricultural Policies). This OPA is being undertaken as the first part of a phased amendment to a comprehensive update to the official plan. It is understood that the draft OPA is intended to bring the Oxford County Official Plan into compliance with changes to the *Planning Act* and to ensure consistency with the Provincial Policy Statement, 2020 (PPS).

This draft OPA proposes to update the agricultural policies and associated definitions in the Oxford County Official Plan. No mapping changes or modifications are contemplated as part of this update.

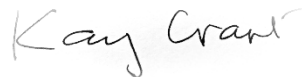
The draft OPA was circulated to the Ministry of Agriculture, Food and Rural Affairs (OMAFRA) through the One Window Planning Service. Please find enclosed a table that is a consolidation of One Window comments for your consideration.

We understand that the County is undertaking a phased approach to update the official plan and that in this draft OPA no mapping changes are being contemplated. Should the County decide to amend the boundary of the Agricultural Reserve designation, please recirculate to the Ministry of Municipal Affairs and Housing prior to adoption.

Lastly, if this has not already been done, we encourage the County to engage with Indigenous communities that may have an interest in this and other local land use planning matters. In this regard, we would like to take the opportunity to reiterate that a record of Indigenous engagement would be required as part of a complete application should the County adopt the amendment and it is forwarded to the ministry for consideration.

We trust that these comments are helpful to the County in its consideration of this official plan amendment. If you have any questions or concerns, please contact the undersigned.

Kind regards,



Kay Grant, Planner  
Municipal Services Office – West  
Ministry of Municipal Affairs and Housing  
Tel: 519-619-3227  
E-mail: [kay.grant@ontario.ca](mailto:kay.grant@ontario.ca)

C: Dana Kieffer, OMAFRA  
Paul Michiels, Oxford County  
Gordon Hough, Oxford County



Provincial One-Window Comment Table  
 Draft County of Oxford Official Plan Five Year Update: Agricultural Policies  
 MMAH File No: 32-OP-218766  
 Date: February 28, 2022

Revisions Suggested to Implement the Planning Act, Provincial Policy Statement, 2020 and Provincial Plans					
Item	OPA Policy Number	Comments/Concerns	Related Provincial Ministries	Reference to Planning Act, PPS or Provincial Plan Section or Policy	Proposed Revision
1	Sec. 1.6; Sec 3.1	<p>The PPS permits three uses in prime agricultural areas: agricultural uses, agriculture-related uses and on-farm diversified uses.</p> <p><i>OMAFRA's Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas (Publication 851)</i> provides additional detailed information on on-farm diversified uses.</p> <p>The "Rural Entrepreneurial Use" would be considered an on-farm diversified use. These uses are required to be secondary to the principal agricultural use of the property.</p>	OMAFRA	PPS 2.3.3.1	Suggest removing "Rural Entrepreneurial Use" as a permitted use in a prime agricultural area or amending the requirements to require the "Rural Entrepreneurial Use" to be secondary to the primary agricultural use.
2	Sec. 3.1.4.2.2	<p>The PPS requires new land uses in prime agricultural areas to comply with the minimum distance separation (MDS) formulae.</p> <p>The proposed additional dwelling should be required to comply with MDS I. The draft OPA does go onto to say that temporary dwellings are required to meet MDS I but does not require this for permanent dwellings</p>	OMAFRA	PPS 2.3.3.3 and 2.3.6.2	<p>It is suggested that this policy be revised to include the following two additional criteria to this section:</p> <p>a) The proposed dwelling must meet Minimum Distance Separation formulae, as amended.</p> <p>b) A proposed second or additional dwelling shall be required to be located in the existing farm building cluster and in close proximity to the existing dwelling.</p>
3	Sec. 3.1.4.2.2	It is not clear how the additional dwelling unit policies which are proposing to allow additional dwelling units on a temporary basis or through minor variance approval comply with the <i>Planning Act</i> and are consistent with the PPS.	MMAH	s.16(3) <i>Planning Act</i> , PPS 1.1.1(b)	It is suggested that s.16(3) of the <i>Planning Act</i> be reviewed to ensure that this policy complies with the <i>Act</i> . Ministry staff are available to further discuss this section, to ensure compliance with the <i>Planning Act</i> and consistency with section 1.1.1 (b) of the PPS.

Provincial One-Window Comment Table  
 Draft County of Oxford Official Plan Five Year Update: Agricultural Policies  
 MMAH File No: 32-OP-218766  
 Date: February 28, 2022

		The <i>Planning Act</i> requires municipal official plans to contain policies that authorize two residential units in a detached, semi-detached or row house and one residential unit in a building or structure ancillary to a detached, semi-detached or row house.			
4	Sec. 3.1.6	<p>The PPS permits lot creation in prime agricultural areas for the following: agricultural uses, agriculture-related uses, a residence surplus to a farming operation and infrastructure.</p> <p>The re-establishment of a lot that has previously merged on title is not consistent with the PPS lot creation policies for prime agricultural areas.</p>	OMAFRA	PPS 2.3.4	<p>Suggest revising the following policy to conform with Section 2.3.4 of the PPS as follows:</p> <p>Consents granted for the above purposes shall not result in the creation of a new lot. <del>Notwithstanding this restriction, a consent to allow for the re-establishment of a previously existing rural residential lot may be considered, provided that said lot was previously held in distinct and separate ownership but has since legally merged with an adjacent parcel and remains residentially zoned in the Area Municipal Zoning By Law.</del></p>



Enbridge  
10175 101 St NW  
Edmonton, Alberta T5J 0H3  
Canada

November 9, 2021

Community Planning  
County of Oxford  
21 Reeve Street  
Woodstock, ON N4S 7Y3

Sent via email to: [anix@oxfordcounty.ca](mailto:anix@oxfordcounty.ca)

**ATTN: April Nix, Development Planner**  
**RE: Official Plan Update Oxford – Agricultural Policies**  
**Your File #: N/A**  
**Our Reference #: ENB\_R211104-005ON**

Thank you for sending Enbridge notice of this project. B&A Planning Group is the land use planning consultant for Enbridge's Liquids Pipeline network across Canada. On behalf of Enbridge, we work with municipalities and stakeholders regarding planning and development in proximity to their pipeline infrastructure to ensure that it occurs in a safe and successful manner.

We request that this response package is provided in full to the landowner / applicant as it contains useful and important information, including certain requirements that must be followed, in respect of development in proximity of pipelines.

### **Description of Proposed Development**

We understand that this application is a notice that the County of Oxford is updating their Official Plan and the County is seeking feedback and input on the draft. The agricultural policies represent the first phase of the County's update to its Official Plan, and it applies to all lands within the County that are located outside of settlements and no mapping changes are being proposed as part of this amendment. As demonstrated in **Attachment 01 | Approximate Location of Pipeline Infrastructure** there is Enbridge liquid pipeline infrastructure located within the County of Oxford's municipal boundaries.

### **Assessment & Requirements**

The Official Plan was reviewed, and does not appear to contain any maps, statements or policies related to development in proximity of pipeline infrastructure. Therefore, Enbridge would like to recommend inclusion of the maps, statements and policies detailed in the recommendations below.



Enbridge  
10175 101 St NW  
Edmonton, Alberta T5J 0H3  
Canada

- 1) We recommend that Enbridge's pipelines (and any other pipelines) and facilities be indicated on one or more maps within the Official Plan.

Please see below the online map to help municipalities determine the locations of pipeline assessment areas within their municipal boundaries:

<https://bapg.maps.arcgis.com/apps/webappviewer/index.html?id=0d7c4e858a834415bc85014e6398e493>

- 2) As per Federal and Provincial Regulatory Requirements and Standards, pipeline operators are required to monitor all new development in the vicinity of their pipelines that results in an increase in population or employment. To ensure that all development within the pipeline assessment area is referred to Enbridge for review and comment, we recommend inclusion of the following policy:

"When an area structure plan, an outline plan, a concept plan, a subdivision application, or a development permit application is proposed that involves land within 200m of a pipeline. Administration shall refer the matter to the pipeline company for review and input."

- 3) To ensure that no unauthorized ground disturbance or pipeline crossings occur when development progresses, we recommend the following policy be included within the Loyalist Township Official Plan:

"All development within 30m or crossings of a pipeline shall require written consent from the pipeline company and is the responsibility of the applicant to obtain prior to development approval."

- 4) To support Enbridge's maintenance of the pipeline and limit the risk of mechanical damage we recommend the following policy inclusions:

"Permanent or temporary structures shall not be installed anywhere on the pipeline right-of-way and should be placed at an appropriate distance to give space for maintenance and access purposes."

## Future Development Requirements

Although the Official Plan: details a long-term future development vision, there are development requirements that will be mandatory at the subdivision and development stage that will be helpful to consider prior to application submission. Please review [Attachment 02 | Enbridge Development Requirements](#) for requirements for planning and development in proximity of pipelines. In addition, for more information about when written consent is required and how to submit an application, see [Attachment 03 | Enbridge Pipeline Crossing Guidelines](#). For additional resources on safe development in proximity of Enbridge's pipeline network please visit <https://www.enbridge.com/projects-and-infrastructure/public-awareness/brochures>.



Enbridge  
10175 101 St NW  
Edmonton, Alberta T5J 0H3  
Canada

Please continue to keep us informed about the outcome of the project and any future policy, land use, subdivision, and development activities in proximity to Enbridge's pipelines and facilities. Application referrals, project notifications and any questions regarding land use planning and development around pipelines should be sent to [notifications@Enbridge.com](mailto:notifications@Enbridge.com). Thanks again for providing us with the opportunity to provide comments on this project and we look forward to working with you in the future.

Sincerely,



**Joanna Ilunga**

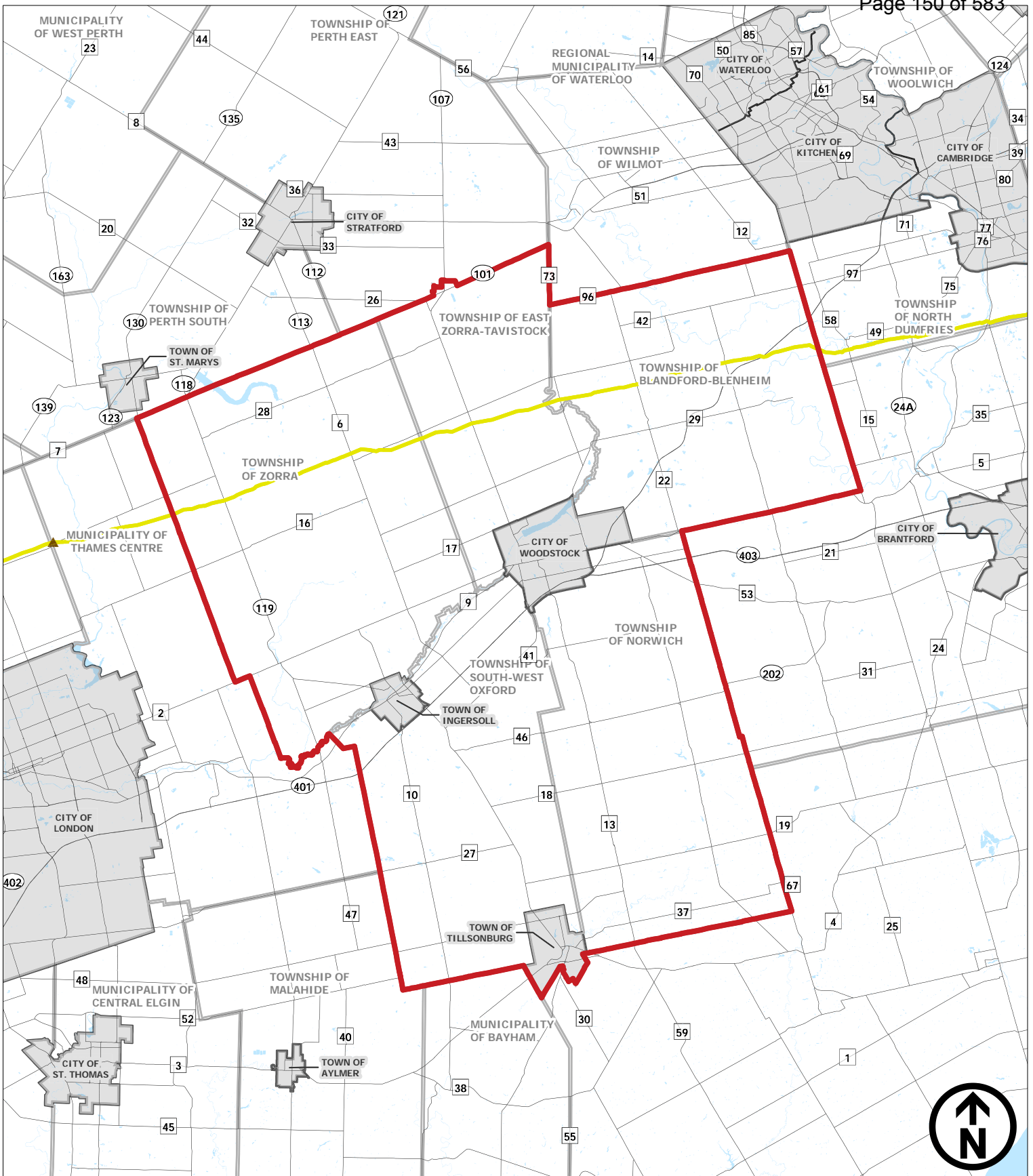
Community Planner | BA (Hons), MScPI  
403.692.5231 | [jilunga@bapg.ca](mailto:jilunga@bapg.ca)

B&A Planning Group | 600, 215 – 9 Avenue SW | Calgary, AB T2P 1K3 | [www.bapg.ca](http://www.bapg.ca)

**Attachment 01 | Approximate Location of Pipeline Infrastructure**

**Attachment 02 | Enbridge Development Requirements**

**Attachment 03 | Enbridge Pipeline Crossing Guidelines**



Geographic Coordinates: -80.7489, 43.1098  
 Coordinate System: NAD 1983 UTM Zone 17N  
 Date Saved: Nov 4, 2021  
 Map File: Referral\_Mapping.aprx

0 1 2 3 4 kilometres **1:400,000**



**Legend**

- Subject Site
- Municipality - Urban
- Municipality - Rural
- Waterbody
- Major Road
- Enbridge Pipeline
- Enbridge Facility

**Regional Context**

**Municipal Plan**  
 County of Oxford  
 Referral ID: **R211104-0050N**

November 2021



Geographic Coordinates: -80.7489, 43.1098  
 Coordinate System: NAD 1983 UTM Zone 17N  
 Date Saved: Nov 4, 2021  
 Map File: Referral\_Mapping.aprx

0 5,000 12,000 18,000 24,000 metres **1:600,000**



**Legend**

- Subject Site
- Enbridge Pipeline
- Facility Assessment Area (800m)
- Pipeline Assessment Area (220m)
- Prescribed Area (30m)
- Railway
- Aboriginal Reserve
- Municipality - Rural
- Municipality - Urban

**Local Context**

**Municipal Plan**  
 County of Oxford  
 Referral ID: **R211104-0050N**

November 2021

## Attachment 02 | Enbridge Development Requirements

### Definitions

- A **Right-of-Way (ROW)** is a strip of land where property rights have been acquired for pipeline systems by the pipeline company. It is a surveyed area of a specific width which grants legal rights of access to operate and maintain the infrastructure within it.
- The **Prescribed Area** is an area of 30 m (100 ft) perpendicularly on each side from the centreline of a pipeline. Excavation or ground disturbance within this zone requires written consent from the pipeline company pursuant to the Canadian Energy Regulator Pipeline Damage Prevention Regulations (Authorizations). Depending on the pipeline location and regulator this may also be known as a “controlled area” or “safety zone”.
- The **Pipeline Assessment Area** identifies lands on either side of a pipeline in which new development must be monitored by the pipeline operator. The requirement for and scope of this monitoring is governed by the Canada Energy Regulator (CER) and CSA Z662:19. Depending on the pipeline location, operator, and regulator this may also be known as the “notification zone”, “referral area” or “class location assessment area”.

### Locating the Pipeline | Click Before You Dig

Any person planning to construct a facility across, on, along or under a pipeline (including the right-of-way), conduct a ground disturbance activity within 30 metres of the centreline of a pipe, or operate a vehicle or mobile equipment across a right-of-way, must first request a locate service. To identify the precise alignment of the pipeline on the subject lands, Locate Requests can be made online, via mobile apps, or via phone (see table below),

The locate request must be made a minimum of three (3) business days in advance of the construction, ground disturbance, or vehicle or mobile equipment crossing. The One-Call Centre will notify Enbridge to send a representative to mark the facilities, explain the significance of the markings and provide you with a copy of the locate report. Enbridge requests a minimum of five (5) business days’ notice for any work involving explosives.

Canadian One-Call Centres			
Province	Phone	Website	Mobile App
British Columbia	1.800.474.6886	www.bc1c.ca	
Alberta	1.800.242.3447	www.albertaonecall.com	Dig Info AB
Saskatchewan	1.866.828.4888	www.sask1stcall.com	Sask1st Call
Manitoba	1.800.940.3447	www.clickbeforeyoudigmb.com	
Ontario	1.800.400.2255	www.on1call.com	
Quebec	1.800.663.9228	www.info-ex.com	Info-Excavation
Nova Scotia & New Brunswick	1.800.344.5463	www.info-ex.com	Info-Excavation
Northwest Territories	Contact pipeline and facility owner directly		
<a href="http://www.clickbeforeyoudig.com">www.clickbeforeyoudig.com</a>			



## **Right-of-way**

A right-of-way is a strip of land where property rights have been acquired for pipeline systems by the pipeline company. It is a surveyed area of a specific width which grants legal rights of access to operate and maintain the infrastructure within it:

- No permanent structures are permitted within the pipeline right-of-way area without Enbridge's prior written consent.
- Enbridge must have the ability to access Enbridge's pipeline right-of-way at all times for construction, maintenance, operation, inspection, patrol, repair, replacement and alteration of the pipeline(s). Therefore, the Enbridge pipeline right-of-way shall be maintained as green space, park belt or open space.
- No work shall take place on Enbridge's pipeline right-of-way without the presence of an Enbridge representative.
- Storage of materials and/or equipment, grading or placing fill on Enbridge's pipeline right-of-way is not permitted without prior written consent from Enbridge.

## **Written Consent**

Any proposed crossings of the pipeline right-of-way or ground disturbance within the Prescribed Area or pipeline right-of-way are subject to Enbridge's written consent in accordance with the Canadian Energy Regulator Act and regulations including the Canadian Energy Regulator Pipeline Damage Prevention Regulations as amended or replaced from time to time (or for pipelines contained within Alberta, the Pipeline Act (Alberta) and Pipeline Rules as amended or replaced from time to time).

The applicant will require Enbridge's written consent or a crossing agreement prior to undertaking the following activities:

- Constructing or installing a facility across, on, along or under an Enbridge pipeline right-of-way;
- Conducting any activity that would cause ground disturbance (excavation or digging) on an Enbridge's pipeline right-of-way or within 30m perpendicularly on each side from the centerline of Enbridge's pipe (the "Prescribed Area");
- The operation of a vehicle, mobile equipment or machinery across an Enbridge pipeline right-of-way; outside of the travelled portion of a highway or public road;
- Using any explosives within 300m of Enbridge's pipeline right-of-way.

For more information about when written consent is required and how to submit an application, please see [Attachment 03 | Enbridge Pipeline Crossing Guidelines](#).

## **Prescribed Area**

The Prescribed Area is an area of 30 m (approximately 100 ft) perpendicularly on each side from the centreline of a pipeline. Excavation or ground disturbance within this zone requires written consent from the pipeline company pursuant to the Canadian Energy Regulator Pipeline Damage Prevention Regulations (Authorizations). Depending on the pipeline location and regulator this may also be known as a "controlled area" or "safety zone".

For pipelines crossing provincial boundaries, Enbridge is regulated by the Canada Energy Regulator and is subject to the Canadian Energy Regulator Act and its regulations as amended or replaced from time to time.

- Section 335(1) of the Canadian Energy Regulator Act prohibits any person to construct a facility across, on, along or under a pipeline or engage in an activity that causes a ground disturbance within the Prescribed Area unless the construction or activity is authorized by the pipeline company.
- Section 335(2) of the Canadian Energy Regulator Act prohibits any person to operate a vehicle or mobile equipment across a pipeline unless the vehicle or equipment is operated within the travelled portion of a highway or public road or such operation is authorized under section 13(1) of the Canadian Energy Regulator Pipeline Damage Prevention Regulations (Authorizations).

For pipelines contained within Alberta, Enbridge is regulated by the Alberta Energy Regulator and is subject to the Pipeline Act and Pipeline Rules as amended or replaced from time to time.

- As per the Alberta Energy Regulator, any person who plans to engage in an activity that causes a ground disturbance within the pipeline right-of-way must obtain the written consent of the pipeline company.

### Crossings

- Written consent from Enbridge is required for all crossings of the pipeline.
- The written authorization request must include:
  - Drawings with cross sections of the proposed new road and road widening to verify the depth of cover from both sides of the road.
  - Drawings should include any new utilities that will cross the ROW.
- No vehicles or mobile equipment, including heavy machinery, will be permitted to cross Enbridge's pipeline right-of-way without the prior written consent of Enbridge. Please complete Enbridge's Equipment Specification and Data Sheet(s) to make an application for temporary equipment crossing including timeframe, type and weight of equipment per axle together with the name of the applicant, address, contact name and phone number/email.
- Where future development such as a roadway or a parking area is proposed over the pipeline right-of-way, Enbridge may be required to carry out pipeline inspection and recoating of the existing pipeline(s) prior to the start of the development. **The costs of Enbridge's design, inspection, recoating work and any other pipeline alteration as a result of the crossing will be borne by the Developer.**

### Ongoing Activities

- Written consent must be obtained from Enbridge for ongoing activities such as mowing or maintenance of the pipeline right-of-way on public lands.

## **Class Monitoring in the Pipeline Assessment Area**

As per Federal and Provincial Regulatory Requirements and Standards, pipeline operators are required to monitor all new development in the vicinity of their pipelines that results in an increase in population or employment. Therefore, please keep us informed of any additional development being proposed within the Pipeline Assessment Area indicated in **Attachment 01 | Approximate Location of Pipeline Infrastructure**.

- If a pipe replacement is necessary because of the proposed development, temporary workspace shall be granted to Enbridge on terms and conditions to be (or as) negotiated. This workspace will be adjacent to the existing pipeline right-of-way and may be up to a maximum of 15m wide on either or both sides. Grading or landscaping of the workspace is not permitted until the replacement has been completed.

## **Subdivisions**

- Lot lines are not to be incorporated over Enbridge's pipeline right-of-way. If lot lines are incorporated over Enbridge's pipeline right-of-way, the owner agrees, in writing to include the following warning clause in all offers of sale and purpose and/or lease:  
*"Future residents are advised that Enbridge owns and operates \_\_\_\_\_ pipeline(s) within an \_\_\_\_\_ m pipeline right-of-way on the property. As a result, there are conditions that apply to various activities over the pipeline right-of-way that must be approved by Enbridge."*
- All display plans in the lot/home sales office shall identify the Enbridge pipeline right-of-way-corridor within the proposed linear park block(s).

## **Structures and Setbacks**

Development setbacks from pipelines and rights-of-way are recommended in support of damage prevention and to allow both pipeline operators and developers buffer lands for operations and maintenance purposes.

- No permanent structures are permitted within the pipeline right-of-way area without Enbridge's prior written consent.

## **Other Development**

### **Wells / Septic Systems**

Wells or septic systems shall not be located on Enbridge's pipeline right-of-way. Construction of any septic system within 30m of the pipeline right-of-way requires prior written notification to Enbridge to ensure the septic bed will not adversely impact the integrity of the pipeline and pipeline right-of-way. Written consent from Enbridge must be received prior to the start of any work.

### **Aerial Power Lines**

Aerial power lines crossing the pipeline right-of-way require aerial warning devices installed and properly maintained. No poles, pylons, towers, guys, anchors or supporting structures of any kind are permitted on the pipeline right-of-way.

## **Pathways, Fencing & Landscaping**

### **Fencing Along ROW**

- For development along an Enbridge right-of-way, permanent fencing shall be erected and maintained by the Developer at the Developer's cost along the limits of Enbridge's pipeline right-of-way. The fence erected must meet Enbridge's and the governing municipality's specifications concerning type, location and height. Any excavations for fence posts on, or within 30m of the pipeline must be done by hand or hydrovac. There shall be no augers operated on the pipeline right-of-way. The Developer shall notify Enbridge three business (3) days prior to any excavation for fence posts located on or within 30m of the pipeline.
- Limits of the pipeline right-of-way parallel to the pipeline shall be delineated with permanent fencing to prevent gradual encroachment by adjacent landowners. Suitable barriers shall be installed at all road accesses to prevent unauthorized motor vehicles from entering Enbridge's pipeline right-of-way.
- Enbridge's written consent must be obtained and One Call notifications must be completed prior to any fence installations.

### **Landscaping**

No landscaping shall take place on Enbridge's pipeline right-of-way without Enbridge's prior written consent and where consent is granted such landscaping must be performed in accordance with Enbridge's Pipeline Crossing Guidelines, as follows:

- The landowner / developer shall ensure a 5m continuous access way in the pipeline right-of-way is provided for the Enbridge repair crews.

In order to maintain a clear view of the pipeline for the purposes of right-of-way monitoring, which is required by federal regulation, trees and shrubbery planted in proximity to the pipeline must meet the following criteria:

- Enbridge permits the following vegetation within the pipeline right-of-way: Flowerbeds, vegetable gardens, lawns and low shrubbery (under 1 m in height), and
- The mature growth height of vegetation does not exceed 1.5 m (5 ft) at maturity and must maintain a minimum distance of 3 m (10 ft) from the nearest pipeline.

### **Pathways / Trails**

No pathways shall be installed on Enbridge's pipeline right-of-way without Enbridge's prior written consent and where consent is granted pathways must be designed in accordance with Enbridge's requirements:

- A pathway crossing Enbridge's pipeline right-of-way shall be installed as close as possible to a ninety (90) degree angle to the Enbridge pipeline(s).
- The width of the pathway shall not exceed 3m.
- A parallel pathway within Enbridge pipeline right-of-way shall maintain a minimum 5m separation from the edge of the Enbridge pipeline(s).
- Enbridge's pipeline(s) must be positively identified at certain intervals as directed by Enbridge's representative for parallel installation.
- Enbridge shall install pipeline markers at all road, pathway and other crossings throughout the development area at Developer's cost.

### **Drainage and Erosion**

- The Developer shall ensure drainage is directed away from the pipeline right-of-way so that erosion will not adversely affect the depth of cover over the pipeline(s).
- Any large-scale excavation adjacent to the pipeline right-of-way, which is deeper than the bottom of the pipe, must maintain a slope of 3:1 away from the edge of the pipeline right-of-way.
- Depth of cover over Enbridge pipeline(s) shall not be compromised over the life of the Developer's facility due to rutting, erosion or other means.

### **Construction**

- During construction of the site, temporary fencing must be erected and maintained along the limits of the pipeline right-of-way by the Developer to prevent unauthorized access by heavy machinery. The fence erected must meet Enbridge's specifications concerning type, height and location. The Developer is responsible for ensuring proper maintenance of the temporary fencing for the duration of construction. The Developer is responsible for the cost of material, installation and removal.
- Original depth of cover over the pipeline(s) within Enbridge's pipeline right-of-way shall be restored after construction. This depth of cover over the pipeline(s) shall not be compromised over the life of the Developer's facility due to rutting, erosion or other means.
- In the event Enbridge's pipeline(s) suffer contact damage or other damage as a result of construction, work shall stop immediately and Enbridge to be immediately notified.

### **Liability**

In no event shall Enbridge be liable to the developer and/or landowner(s) for any losses, costs, proceedings, claims, actions, expenses or damages (collectively "Claims") the Developer and/or landowner(s) may suffer or incur as a result of or arising out of the presence of Enbridge pipeline(s) and/or operations on the pipeline right-of-way. The Developer and/or landowner(s) shall be responsible for all costs and expenses incurred to install, repair, replace, maintain or remove the Developer's and/or landowner(s) installations on or near the pipeline right-of-way and shall indemnify and save harmless Enbridge from all Claims brought against, suffered or incurred by Enbridge arising out of the activities of the Developer and/or landowner(s) in respect of the development or arising out of the presence, operation or removal of the Developer's and/or landowner(s) installations on or near Enbridge's pipeline right-of-way.

# Enbridge Pipeline Crossing Guidelines, Canada

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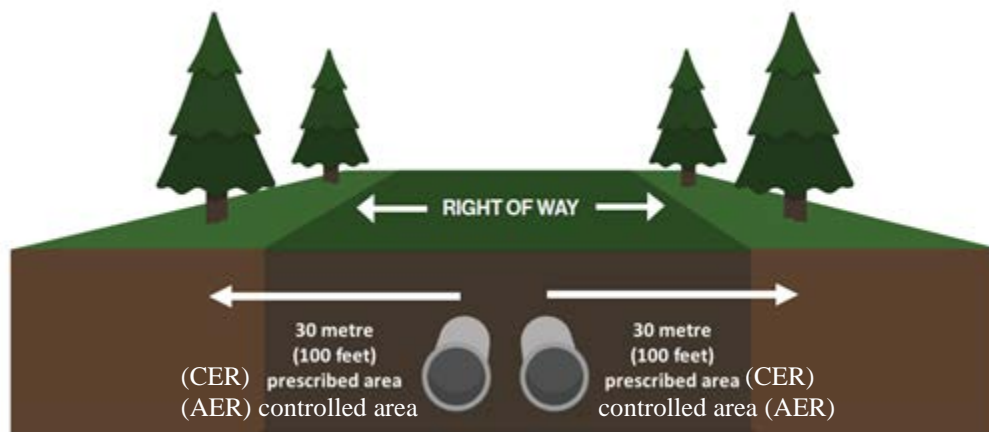
Application Guidance Details  
May 2020 v2.0

## Application Guidance Details

### 1. WHO REQUIRES CONSENT?

Consent is governed by the Canada Energy Regulator (CER) for interprovincial or international (federally regulated) pipelines and the Alberta Energy Regulatory (AER) for intra-provincial (provincially regulated) pipelines within the Province of Alberta. To ensure our pipelines and facilities operate safely written consent from Enbridge must be obtained in Canada before any of the following occur:

- ❖ Construction or installation of a new facility across, on, along or under Enbridge's pipeline and/or right-of-way;
- ❖ Ground disturbance activities in the prescribed area (CER) or controlled area (AER) which extends 30m from each side of the centerline of the pipeline;
- ❖ Operation or movement of vehicles, mobile equipment or machinery across Enbridge's right-of-way, outside of the travelled portion of a highway or public road;
- ❖ Using explosives within 300m of Enbridge's pipeline right-of-way;
- ❖ Use of the prescribed area or controlled area for storage or workspace purposes;
- ❖ Subdivision development across, on, along or over Enbridge's pipeline and/or right-of-way;
- ❖ Landowners wishing to install agricultural drainage tile across, on, along or under Enbridge's pipeline and/or right-of-way.



Activities that cause a ground disturbance include, but are not limited to, the following:

- |                           |   |
|---------------------------|---|
| ❖ digging                 | ❖ clearing and stump removal  |
| ❖ excavation              | ❖ subsoiling  |
| ❖ trenching               | ❖ blasting/using explosives   |
| ❖ ditching                | ❖ quarrying   |
| ❖ tunneling               | ❖ grinding and milling of asphalt/concrete  |
| ❖ boring/drilling/pushing | ❖ seismic exploration   |
| ❖ augering                | ❖ driving fence posts, bars, rods, pins, anchors or pilings   |
| ❖ topsoil stripping       | ❖ plowing to install underground infrastructure   |
| ❖ land levelling/grading  | ❖ crossing of buried pipelines or other underground infrastructure by heavy loads off the travelled portion of a public roadway |
| ❖ tree or shrub planting  | ❖ installing agricultural drainage tile   |

Under section 2 of the Canadian Energy Regulator Act, ground disturbance does not include:

- ❖ Cultivation to a depth of less than 45cm below the surface of the ground
- ❖ Any activity to a depth of less than 30cm and that does not result in reduction of the depth of earth cover over the pipeline less than that approved at time of construction

## 2. CROSSING A PIPELINE WITH AN AGRICULTURAL VEHICLE OR MOBILE EQUIPMENT

For pipelines regulated by the Canada Energy Regulator, the *Canadian Energy Regulator Pipeline Damage Prevention Regulations – Authorizations* provides that persons operating agricultural vehicles or mobile equipment across pipelines may do so in low-risk areas, under certain conditions:

- ❖ the loaded axle weight and tire pressures of the vehicle or mobile equipment are within the manufacturer's approved limits and operating guidelines; AND
- ❖ the point of crossing has not been the subject of a notification from the pipeline company that crossing at that location could impair the pipeline's safety or security.

This applies to vehicles or mobile equipment used for agricultural activities in the production of crops and the raising of animals and includes pasturing and cultivation activities such as tillage, plowing, disking and harrowing.

For pipelines regulated by the Alberta Energy Regulator, the *Pipeline Regulation (under the Pipeline Act)* provides that persons operating vehicles or equipment used for farming operations; or use of off-highway vehicles [as defined in section 117(a)(iii) to (viii) of the Traffic Safety Act] or use of private passenger vehicles (as defined in section 1(1)(jj) of the Traffic Safety Act) less than  $\frac{3}{4}$  ton may temporarily cross over an AER regulated pipeline without further approval from Enbridge.

However, if neither of the above requirements can be met then an application must be submitted to Enbridge for further review and processing.

## 3. HOW TO APPLY FOR ENBRIDGE CONSENT

The applicant must submit a written request, either by completing the Application Form (attached) or a letter with equivalent information, together with the applicable drawing(s) to the respective Enbridge crossings department as set out in the *Contact Us* section of this document.

The drawing(s) must be prepared in accordance with the minimum standards as set out in the *Drawing Requirements* section of this document.

Enbridge's Equipment Specification and Data Sheet (attached) must also be completed for any vehicle/ mobile equipment crossing applications.

For federally regulated pipelines, the applicant may petition the Commission for approval of construction activity if:

- ❖ the applicant cannot comply with the terms and conditions as set out in the company's written consent;
- ❖ the applicant feels the terms and conditions in the company's written consent are excessive; or
- ❖ If the company refused to grant approval to the applicant for reasons of pipeline integrity, public safety or company policy.

An application can be filed with the Commission by writing to:

**Secretary of the Commission**  
**Canada Energy Regulator**  
**Suite 210, 517 – 10<sup>th</sup> Ave SW**  
**Calgary AB T2R 0A8**  
**Phone: 1-877-288-8803**  
**Online: [www.cer-rec.gc.ca](http://www.cer-rec.gc.ca)**

Applications may be filed with the Commission by mail, courier or facsimile by calling the toll-free number at 1-877-288-8803. Applications can also be uploaded through the CER's Applications and Filings Portal on the CER website at Home / Applications and Filings / Submit Applications and Regulatory Documents / File under the CER Act / OPR: CER Act – Guide C (<http://www.cer-rec.gc.ca/pplctnflng/sbmt/nbpr-eng.html>).



#### 4. DRAWING REQUIREMENTS

The following represents the minimum information that is required to be shown on the drawing(s) in order for Enbridge to review your application. Dimensions must be shown on the drawing(s) and may be done in either imperial or metric units (if metric, then to one decimal point).

NOTE: incomplete drawings and/or an incomplete application will be rejected back to the applicant.

##### (a) Permanent Installations

All proposed permanent installation drawings MUST contain the following items:

1. Plan Number, including any revision number and the respective date;
2. North Arrow;
3. Scale;
4. Legend;
5. Location indicator including: legal land description, PIN, GPS coordinates;
6. Plan view of whole quarter section or affected area including:
  - ❖ Lot lines, road limits
  - ❖ Proposed facilities (including curbs, footing, guard rails, guy wires, poles, fences, etc.) with tie dimensions to lot survey line preferably along pipeline and/or right-of-way boundary
  - ❖ Location of cathodic test lead terminals (if applicable);
7. Cross section view and/or profile view including:
  - ❖ For surface structures, show profile along pipeline(s) with highest elevation
  - ❖ For underground facilities show profile along facility
  - ❖ Property lines, pipeline(s) and depth of cover
  - ❖ All underground facilities must maintain an even elevation across the entire width of right-of-way except for gravity type facilities or those facilities installed by HDD;
  - ❖ Drill path plan for HDD installations
  - ❖ Unsupported span (m) of Enbridge pipeline for open cut installations
8. Crossing Angle;
9. Crossing location circled in red;
10. Identify all affected Enbridge facilities, right-of-way(s) and pipeline markers;
11. Method of Installation (MOI) (*\*Refer to Interpretation/Definitions section*);
12. Minimum Clearance (*\*Refer to Interpretation/Definitions section*);
13. Facility specifications:
  - ❖ PIPE/CABLE: pipe diameter, pipe material, product conveyed, cable size, if cable is within a conduit, conduit material, cable voltage; unsupported span (meters) of existing pipeline if MOI is open cut;
  - ❖ ROAD: width of road, cover at ditch, cover at center of road, surface material, road type/use; design loading calculation; indicate if any Government or Provincial setback requirements
  - ❖ OVERHEAD POWER: pole number(s), location of pole/guy wire/anchors/etc., method of installation of pole/guy wire/anchors/etc., horizontal clearance to pipe from proposed pole/guy wire/anchors/etc., vertical clearance to ground/grade, voltage, type of power (AC/DC), AC mitigation plan may be required;
  - ❖ PIPE RACK: height of pipe rack, pile location(s), pile clearance to Grantor's facility, pile installation method; alternate access route provided for rural locations
  - ❖ DRAINAGE TILE: location of tiles and incremental cost analysis.
14. Complete the Equipment Specification and Data Sheet, when required.

**(b) Temporary Activities**

All temporary drawings MUST contain the following:

1. Plan Number, including any revision number and the respective date;
2. North Arrow;
3. Scale;
4. Legend;
5. Location indicator including: legal land description, PIN, GPS coordinates;
6. Plan view of whole quarter section or affected area;
7. Temporary activities location circled in red;
8. Identify all affected Enbridge facilities, right of way(s) and/or PLA/easement ownership;
9. Facility specifications:
  - ❖ **WORKSPACE:** location, measurement of workspace, purpose;
  - ❖ **ACCESS OF ROW:** location, kilometer usage of ROW, width of access; egress/ingress points, complete the Equipment Specification and Data Sheet (attached);
  - ❖ **EQUIPMENT CROSSING:** complete the Equipment Specification and Data Sheet (attached);
  - ❖ **ROAD USE:** indicate road(s) to be utilized, km usage, reason required, frequency of use; complete the Equipment Specification and Data Sheet (attached);
  - ❖ **GEOPHYSICAL:** project/prospect name, number of reading units/lines, type of source, CER approval required (Y/N).

**5. INTERPRETATION / DEFINITIONS**

For crossing application purposes, Enbridge defines the following as:

**Grantee** means the applicant or the facility owner; a company, a person, a municipality or government body, etc.

**Method of Installation** means OPEN CUT or HDB or HDD; all defined as follows:

*OPEN CUT*

Enbridge defines open cut as trench methodology wherein access is gained to the required level underground for the proposed installation, maintenance or inspection of a pipe, conduit or cable. The excavated trench is then backfilled and the surface restored.

*HORIZONTAL DIRECTIONAL BORE (HDB)*

Enbridge defines horizontal directional bore as meeting ALL of the following:

- (a) The designed horizontal distance of the crossing shall be less than or equal to 150m (500ft) in length; AND
- (b) The depth of the pipeline installation shall be limited to 8m (25ft) to the centre (cross-section) of the pilot hole and measured to the corresponding surface location; AND
- (c) Straight alignment in the horizontal plane; AND
- (d) Pilot bit is steerable and trackable.

*HORIZONTAL DIRECTIONAL DRILL (HDD)*

Enbridge defines horizontal directional drill as an *HDB* that DOES NOT meet all of the criteria for an *HDB*. An *HDD* will satisfy some but not all of: a, b and c above and will satisfy d.

**Minimum Clearance** means the required distance between the existing Enbridge facility and the proposed facility based on the selected *Method of Installation*.

Minimum clearance required for installation ABOVE Enbridge facility by OPEN CUT is 0.3m
Minimum clearance required for installation BELOW Enbridge facility by OPEN CUT is 0.6m
Minimum clearance required for installation BELOW Enbridge facility by HDB is 1.0m
Minimum clearance required for installation BELOW Enbridge facility by HDD is 3.0m
Minimum clearance required for road installation from bottom of ditch to top of Enbridge facility is 0.9m and from centerline of road to top of Enbridge facility is 1.2m
Minimum clearance required for railway installation from bottom of ditch to top of Enbridge <i>uncased</i> facility is 1.83m and from centerline of rail bed to top of Enbridge <i>uncased</i> facility is 3.05m
Minimum clearance required for railway installation from bottom of ditch to top of Enbridge <i>cased</i> facility is 0.91m and from centerline of rail bed to top of Enbridge <i>cased</i> facility is 1.68m

## 6. WRITTEN CONSENT

After applying for written consent, Enbridge will review the proposed installation and/or temporary activities application in order to ensure that the proposed work will not pose a risk to existing Enbridge facilities, as well as, to ensure that any access required to existing facilities for maintenance or in an emergency situation will not be impeded.

Some applications may require further engineering assessment which will require additional time to review the proposed installation and/or temporary activities prior to Enbridge issuing consent. All efforts will be made to provide an agreement within an appropriate timeframe, however, please ensure that your application request is submitted with ample lead time.

## 7. CONTACT US

To obtain written consent from Enbridge, please contact the respective office as set out below:

REGION	CONTACT INFORMATION
<b>LIQUIDS PIPELINES - WESTERN CANADA</b> (Alberta, Saskatchewan, Manitoba and Norman Wells)	Lands & ROW 330, 10180 – 101 Street Edmonton AB T5J 3S4  Email: <a href="mailto:crossingrequests@enbridge.com">crossingrequests@enbridge.com</a> Phone: 780-378-2228
<b>LIQUIDS PIPELINES - EASTERN CANADA</b> (Ontario and Quebec)	Lands & ROW 1 <sup>st</sup> Floor, 1086 Modeland Road, Bldg 1050 Sarnia ON N7S 6L2  Email: <a href="mailto:est.reg.crossing@enbridge.com">est.reg.crossing@enbridge.com</a> Phone: 1-800-668-2951
<b>GAS PIPELINES / STORAGE - BRITISH COLUMBIA</b>	Lands & ROW 200, 425 – 1 Street SW Calgary AB T2P 3L8  Email: <a href="mailto:crossings@enbridge.com">crossings@enbridge.com</a> Phone: 587-747-6538

<b>GAS STORAGE - ONTARIO</b>	3501 Tecumseh Road Mooretown ON N0N 1M0  Email: <a href="mailto:chris.pincombe@enbridge.com">chris.pincombe@enbridge.com</a> Phone: 519-862-6092
<b>GAS PIPELINE - ALLIANCE</b>	Lands & ROW 600, 605 – 5 Ave SW Calgary AB T2P 3H5  Email: <a href="mailto:crossings@alliancepipeline.com">crossings@alliancepipeline.com</a> Phone: 403-266-4464

For more information on Enbridge Gas Distribution please click the link: <https://www.enbridgegas.com/gas-safety/pipeline-safety.aspx>

## 8. ONE CALL CENTRES

Before putting a shovel in the ground, whether it is in your backyard or a commercial jobsite, please do a locate request to safely identify any buried utility lines at [www.clickbeforeyoudig.com](http://www.clickbeforeyoudig.com).

Your local one call centre can also be reached by phone as shown below:

<b>CALL OR CLICK BEFORE YOU DIG!!</b> Contact your respective one-call centre	
<b>British Columbia</b> <a href="https://www.bconecall.bc.ca/">https://www.bconecall.bc.ca/</a> 1-800-474-6886	<b>Alberta</b> <a href="http://albertaonecall.com">http://albertaonecall.com</a> 1-800-242-3447
<b>Saskatchewan</b> <a href="http://www.sask1stcall.com">www.sask1stcall.com</a> 1-866-828-4888	<b>Manitoba</b> <a href="http://www.clickbeforeyoudigmb.com/">http://www.clickbeforeyoudigmb.com/</a> 1-800-940-3447
<b>Ontario</b> <a href="http://www.on1call.com">www.on1call.com</a> 1-800-400-2255	<b>Quebec</b> <a href="http://www.info-ex.com">www.info-ex.com</a> 1-800-663-9228
<b>Northwest Territories</b> 1-867-587-7000 Or contact the pipeline company directly	

## 9. REGULATORS

In Canada, Enbridge has pipelines that are regulated by both the federal government and provincial governments. For more information on any of the regulators please visit their respective website.

**Canada Energy Regulator: [www.cer-rec.gc.ca](http://www.cer-rec.gc.ca)**

**Alberta Energy Regulator: [www.aer.ca](http://www.aer.ca)**

## 10. DEVELOPMENT ON OR NEAR THE RIGHT-OF-WAY

Enbridge should be consulted early in the design phase with regards to proposed subdivisions, roads and utilities, and municipal landscaping.

*Subdivisions* – Enbridge highly recommends that our right-of-way be used as a passive green space or as part of a linear park system. Permanent structures on the right-of-way are not permissible.

*Roads and Utilities* – Roads may be permitted to cross and/or run parallel to the right-of-way but no portion of a road allowance can be located on the right-of-way (apart from approved road crossings). Enbridge will review the location of utilities which are often proposed within the road allowance.

*Landscaping* – Projects such as pedestrian pathways may be permitted as long as they do not impede Enbridge's access along its right-of-way for operational and/or maintenance activities. Enbridge's written consent will specify the permitted landscaping requirements.

## 11. DAMAGE PREVENTION

Enbridge's underground facilities must be positively identified, to Enbridge's satisfaction, prior to the start of any proposed construction activities.

Enbridge's representative(s) have the authority to stop work at any time due to safety, environmental or operational concerns and/or unforeseen circumstances or emergency situations.

**\*\*IMMEDIATELY NOTIFY ENBRIDGE IF YOU COME INTO CONTACT WITH THE PIPE! \*\***

As a small scratch or dent in the pipeline's coating can impact long term safety of the pipeline and must be assessed by Enbridge.

Please note that obstacles or un-approved above ground installations located on an Enbridge right-of-way, such as sheds, trailers, boats and pools can interfere with Enbridge's access of their right-of-way. Permanent structures on the right-of-way are NOT permissible.

Enbridge must be contacted before conducting any blasting activities within 300m of the pipeline right-of-way so that Enbridge can review the proposed plans in order to see if there might be potential impacts to its facilities. Blasting activities related to prospecting for mines and minerals within 40m of a federally regulated pipeline right-of-way requires permission from the Canada Energy Regulator.

## 12. EMERGENCY SITUATIONS

In an emergency situation please provide as much notice, as is practicable, to Enbridge prior to commencement of any construction, excavation, installation or temporary crossing of existing pipelines and/or right-of-ways in order to access the emergency site.

Enbridge classifies an emergency situation as:

- ❖ A risk to human life;
- ❖ Required emergency repairs of public services; or
- ❖ To contain an environmental emergency.

In an emergency situation please call: **1-877-420-8800** (toll free) and/or contact your local One Call provider at the numbers listed in section 8.

**DISCLAIMER: THESE GUIDELINES ARE INTENDED TO PROVIDE USEFUL CROSSING APPLICATION GUIDANCE INFORMATION TO THE APPLICANT. SUBMISSION OF AN APPLICATION MEETING THE REQUIREMENTS AS SET OUT HEREIN DOES NOT CONSTITUTE WRITTEN CONSENT FROM ENBRIDGE. ALL APPLICATIONS WILL BE REVIEWED BY ENBRIDGE TO DETERMINE WHETHER THE APPLICATION WILL BE APPROVED.**

**THIRD PARTY CROSSING APPLICATION FORM****APPLICANT INFORMATION**

Grantee\* Full Legal Name for Agreement:

Regulator:

Other:

Grantee Address for Service:

Grantor/Enbridge Entity

Application by Broker/Land Consultant

Yes  No 

Broker/Land Consultant Name:

Contact Person Name:

Contact Person Phone Number:

File Number:

Broker/Land Consultant Address:

**CROSSING INFORMATION**

Expected construction start and end date(s):

Permanent Installation Temporary Activities Crossing Drainage Tile Pole/Pile Installation Other Workspace Equipment Crossing Access of ROW Geophysical Road Use Proximity Other 

Location indicator including affected legal land description(s), PIN and GPS Coordinates (Latitude and Longitude Decimal Degree):

Grantor's Affected Disposition(s) (Alberta) (i.e. PLA # or License # or Line #):

Grantee's Field Contact Information:

Name:

Phone:

Email:

## THIRD PARTY CROSSING APPLICATION FORM

### Details of Grantee’s Proposed Permanent Installation and/or Purpose of Temporary Activities

**Method of Installation\*** *(For permanent installations)*

Open Cut  HDB  HDD

**Drawing(s) Attached**

Yes  No

**Drawing Requirements Met \***

Yes  No

**Equipment Specification and Data Sheet Attached \***

Yes  No  N/A

**Notes/Additional Information:**

**SUBMIT TO:**

<p><b>LIQUIDS PIPELINES WESTERN CANADA</b> (Alberta, Saskatchewan, Manitoba and Norman Wells)</p>	<p><b>LIQUIDS PIPELINES EASTERN CANADA</b> (Ontario and Quebec)</p>
<p><b>Department: Lands &amp; ROW</b></p>	<p><b>Department: Lands &amp; ROW</b></p>
<p><b>Address:</b> 330, 10180 – 101 Street Edmonton AB T5J 3S4</p>	<p><b>Address:</b> 1<sup>st</sup> Floor, 1086 Modeland Road, Bldg 1050 Sarnia ON N7S 6L2</p>
<p><b>Email:</b> <a href="mailto:crossingrequests@enbridge.com">crossingrequests@enbridge.com</a></p>	<p><b>Email:</b> <a href="mailto:est.reg.crossing@enbridge.com">est.reg.crossing@enbridge.com</a></p>



## Equipment Specification and Data Sheet(s)

In order to properly conduct an analysis on the requested crossing the following general information and appropriate data sheets are required to be completed.

### Steps:

1. Complete the *Applicant – Information and Details* document for each crossing application
2. Add and complete the *Data Sheet – Equipment or Vehicle with Tires* for EACH piece of equipment
3. Add and complete the *Data Sheet – Equipment with Tracks* for EACH piece of equipment
4. Return fully completed general information and data sheets and any other pertinent information

### Applicant Information

Applicant Name:	
Applicant Contact Person Name:	
Email:	
Phone Number:	
Applicant Reference/File Number:	

### Details

Description and Purpose of Crossing:				
Location Indicator (legal land description, PIN, etc.)				
GPS Coordinates:(Latitude and Longitude Decimal Degree)				
Duration:	Temporary		Permanent	
Start Date:			End Date:	
Equipment or Vehicle with Tires:	Yes	No	Datasheet:	
Equipment with Tracks:	Yes	No	Datasheet:	



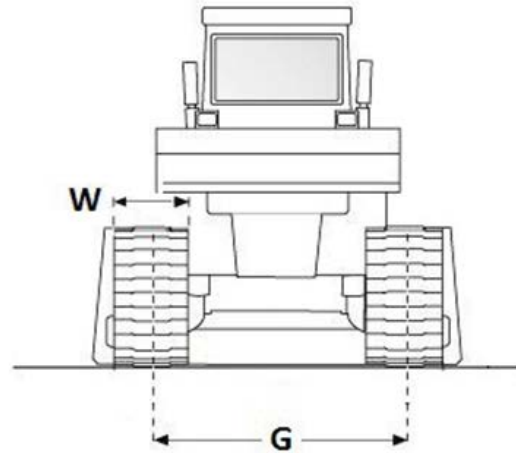
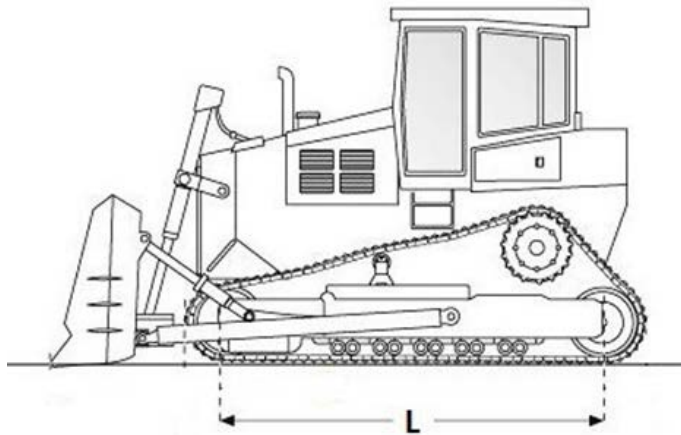
# Data Sheet – Equipment with Tracks

Complete this data sheet for each piece of equipment with tracks.

## Equipment with Tracks

### INDICATE UNITS

Manufacturer:			
Model:			
Equipment Description:			
Fully Loaded Gross Vehicle Weight:			
	Track Shoe Width (refer to <b>W</b> below)	Track Length on Ground (refer to <b>L</b> below)	Track Gauge (on center) (refer to <b>G</b> below)
Units			
Track			



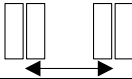
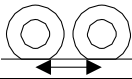


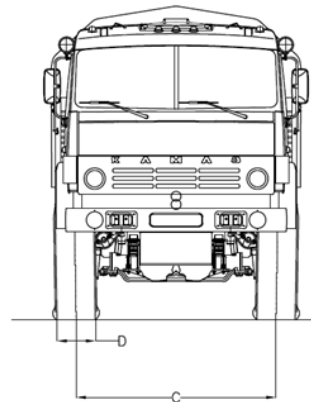
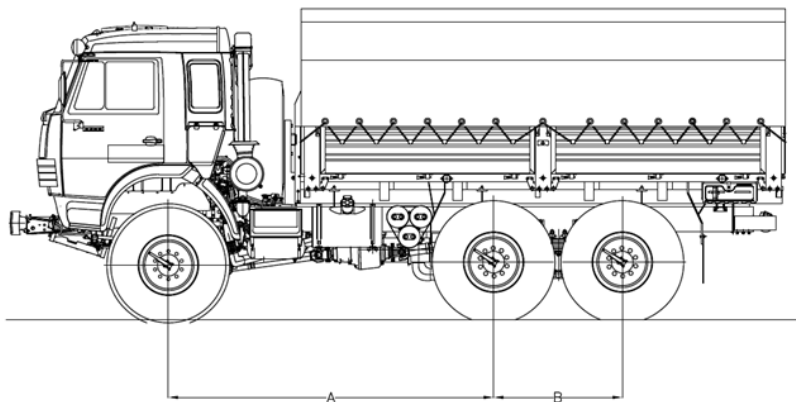
# Data Sheet – Equipment or Vehicle with Tires

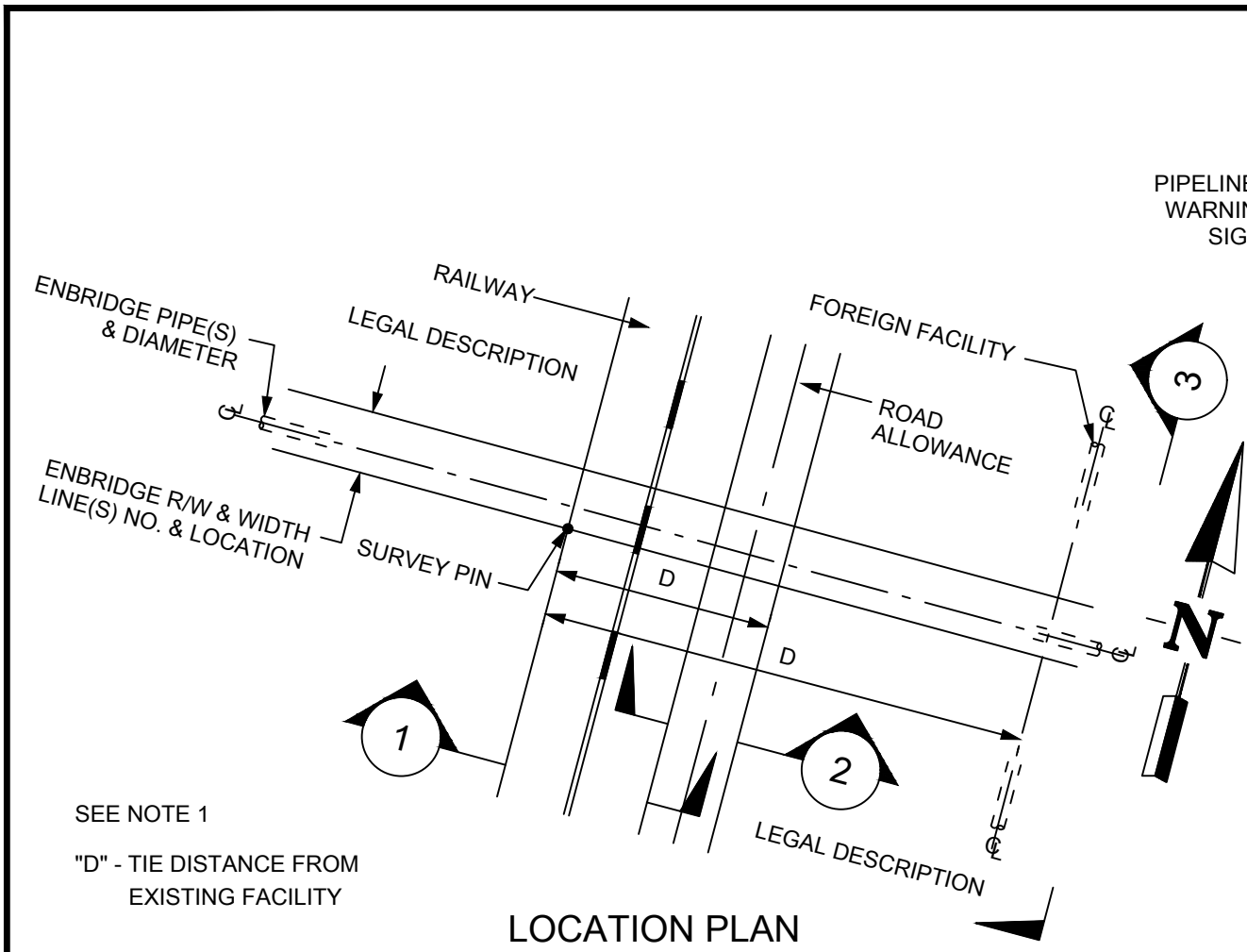
Complete this data sheet for **EACH** piece of equipment or vehicle with tires.  
**EXCLUSION:** pick up trucks of one ton or less

## Equipment or Vehicle with Tires

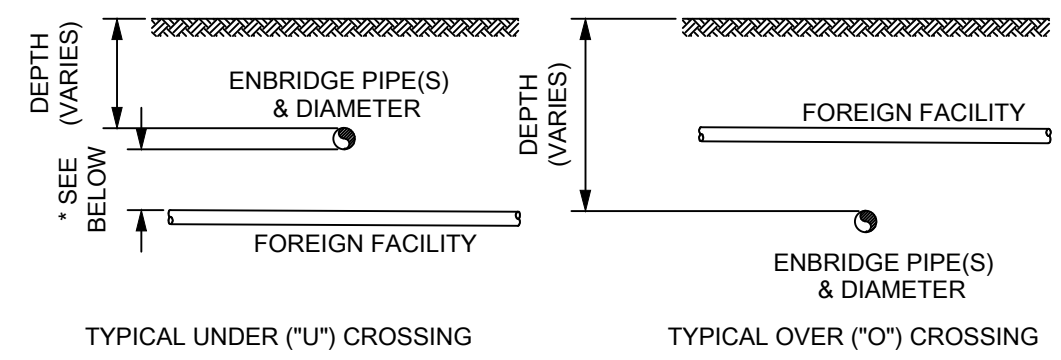
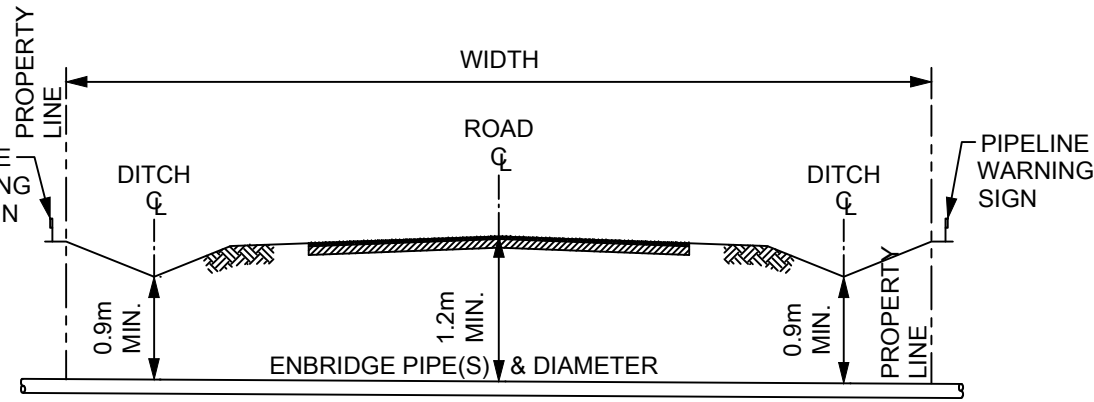
**INDICATE UNITS**

Manufacturer:						
Model:						
Equipment Description:						
Fully Loaded Gross Vehicle Weight:						
Road legal without overweight permit?		Yes			No	
Axle	Maximum Loaded Weight PER Axle	Number of Tires PER Axle	Tire Width (refer to D below)	Tire Pressure	Distance between Tire Set Centerlines (refer to C below)	Centerline Distance to Previous Axle (refer to A below) (refer to B below)
						
Units						
Steering						
2 <sup>nd</sup>						
3 <sup>rd</sup>						
4 <sup>th</sup>						
5 <sup>th</sup>						
6 <sup>th</sup>						
7 <sup>th</sup>						



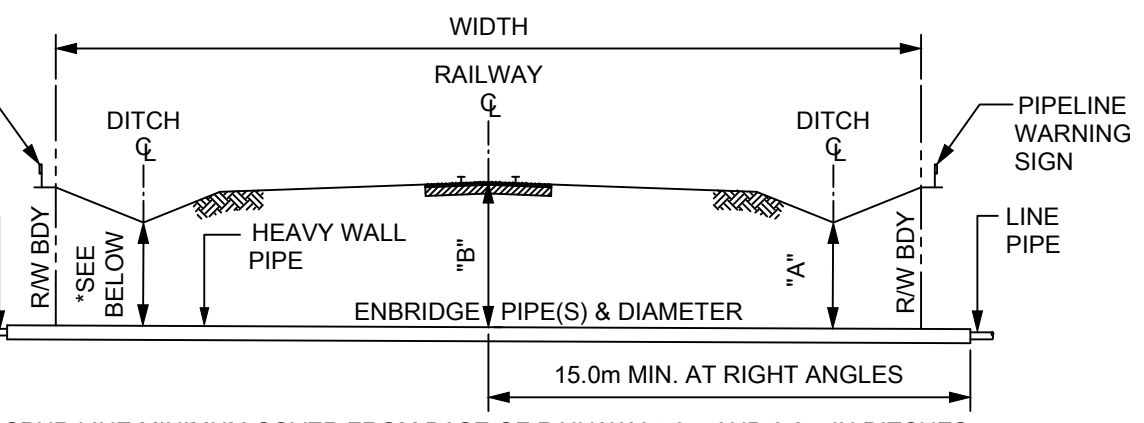


SEE NOTE 1  
"D" - TIE DISTANCE FROM EXISTING FACILITY



**3 TYPICAL FACILITY CROSSING**  
N.T.S.

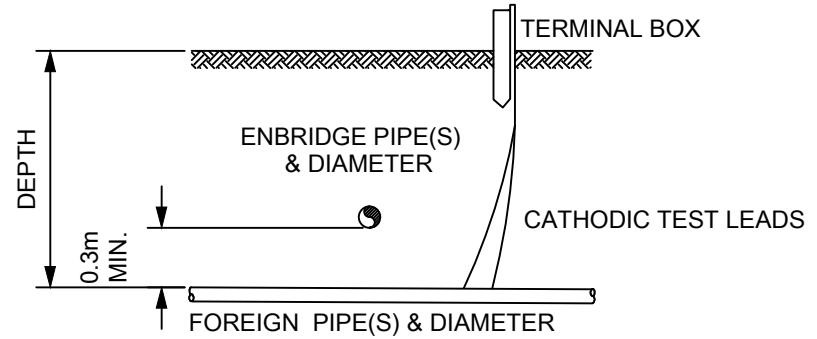
**\* MINIMUM CLEARANCE:**  
 -0.3m IF OPEN CUT ABOVE ENBRIDGE PIPES  
 -0.6m IF OPEN CUT BELOW ENBRIDGE PIPELINES  
 -1.0m IF HDB UNDER ENBRIDGE PIPELINES  
 -3.0m IF HDD UNDER ENBRIDGE PIPELINES



NOTE: ON SPUR LINE MINIMUM COVER FROM BASE OF RAILWAY 1.3m AND 0.8m IN DITCHES.

**\* MINIMUM CLEARANCE:**

	"A"	"B"
CASED	0.91m	1.68m
UNCASED	1.83m	3.05m



**NOTE:**  
 1. ENBRIDGE PIPELINES OPERATE UNDER HIGH PRESSURE THEREFORE ENBRIDGE REPRESENTATIVE(S) MUST BE PRESENT DURING CONSTRUCTION.  
 2. THIS DRAWING IS FOR REFERENCE ONLY. ACTUAL SITE DETAILS OR REQUIREMENTS MAY VARY.

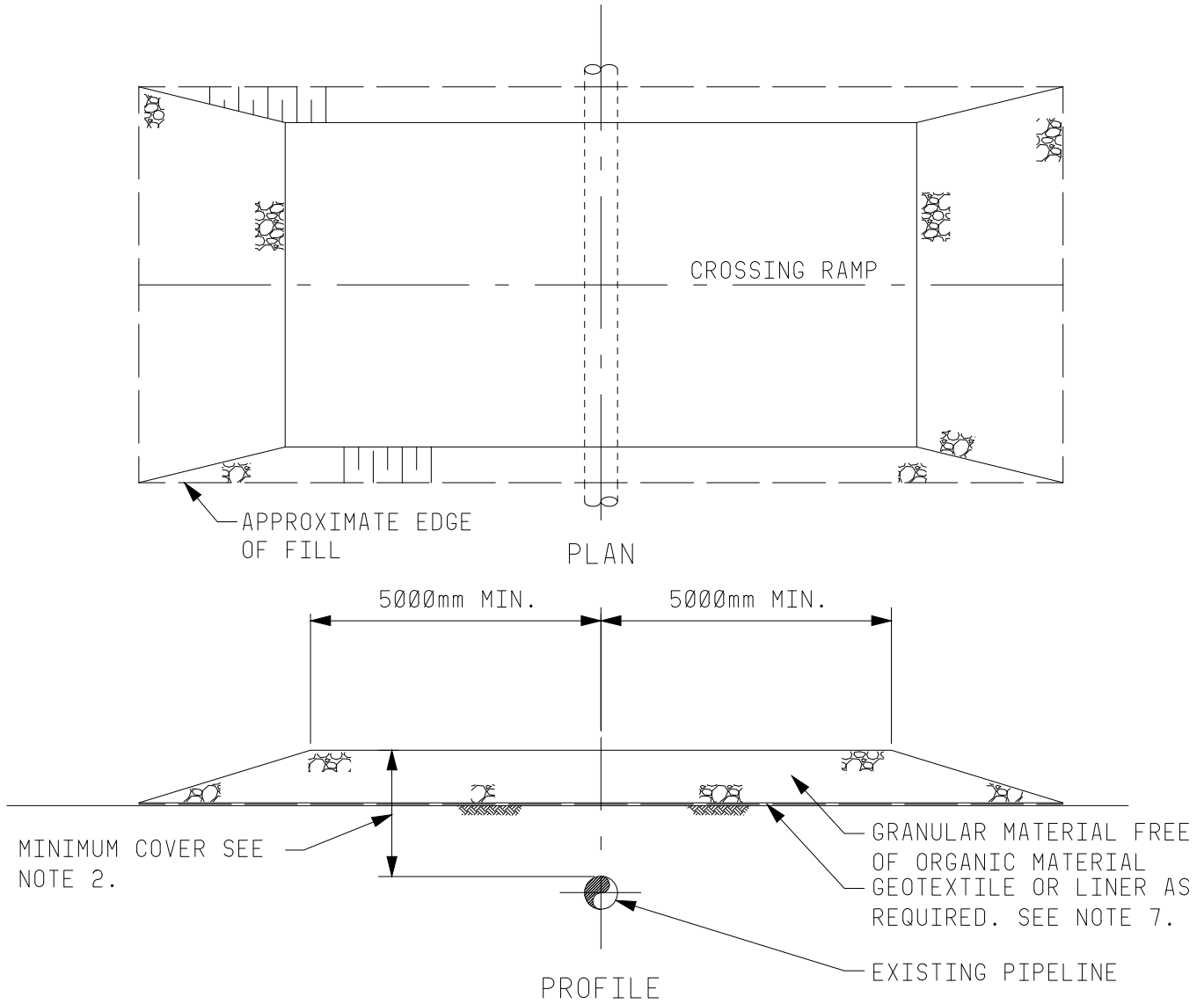
REFERENCE DRAWINGS				
3	AS BUILT INTERNATL DRAFTING IDR434	02 AUG 18	BLB	ENB
2	REDRAWN FROM C-1.02-5052-0-0 & REVISED AS PER STANDARDS UPDATE	08 APR 13	DRD/TD	DRD/TD
1	REVISED AS PER OPERATIONS INFORMATION	05 MAY 10		
REV NO	REVISION DESCRIPTION	DATE	CHK	APPR

**ENBRIDGE**

TYPICAL CROSSING DETAILS FOR THIRD PARTY APPLICANTS CROSSING ENBRIDGE PIPELINES CANADA

BY: ME	CHK: EH	ENG: HCFROST	ENB APPR: GAFAULDER
DATE: 30 AUG 88	SCALE: NTS	STATUS: AS BUILT	
DWG NO: B-1.02-5052-0	REV NO: 3		

\\LONLEBRIDGE.COM\COMMON\ENBRIDGE\ENGINEERING\DRAWING\PORT\CADD\USERS\VA.RICHARD\1207 - CADD\DR - INTERNAL DRAFTING REQUESTS\2018 12 04 - IDR 3853A-1.8-42872-0.dwg - 4/29/2019 10:05:36 AM, PARICHANM, - PLOT



**NOTES:**

1. ON COMPLETION OF CONSTRUCTION, CONTRACTOR SHALL REMOVE COMPLETE RAMP AND RESTORE AREA TO ORIGINAL CONDITION.
2. MINIMUM COVER SHALL BE AS SPECIFIED IN THE CROSSING AGREEMENT.
3. LENGTH OF RAMP TO VARY IN ACCORDANCE WITH CROSSING ANGLE.
4. RAMP WIDTH SHALL BE MINIMIZED AS MUCH AS POSSIBLE, AND SHALL NOT ENCROACH BOUNDARIES SET IN THE CROSSING AGREEMENT.
5. RAMP SIDE SLOPE SHALL NOT BE STEEPER THAN 1V:4H.
6. RAMP SHALL BE COMPACTED, AND HAVE A CROSS FALL TO ENSURE THAT WATER WILL NOT POND ON THE RAMP CAUSING EXCESSIVE RUTTING.
7. A GEOTEXTILE OR LINER BARRIER TO BE INSTALLED AT THE DISCRETION OF THE ENBRIDGE FIELD REPRESENTATIVE.
8. REFER TO DRAWING A-1.8-43105 FOR FRENCH VERSION.  
REFERE AU DESSIN A-1.8-43105 POUR VERSION FRANCAISE.

2

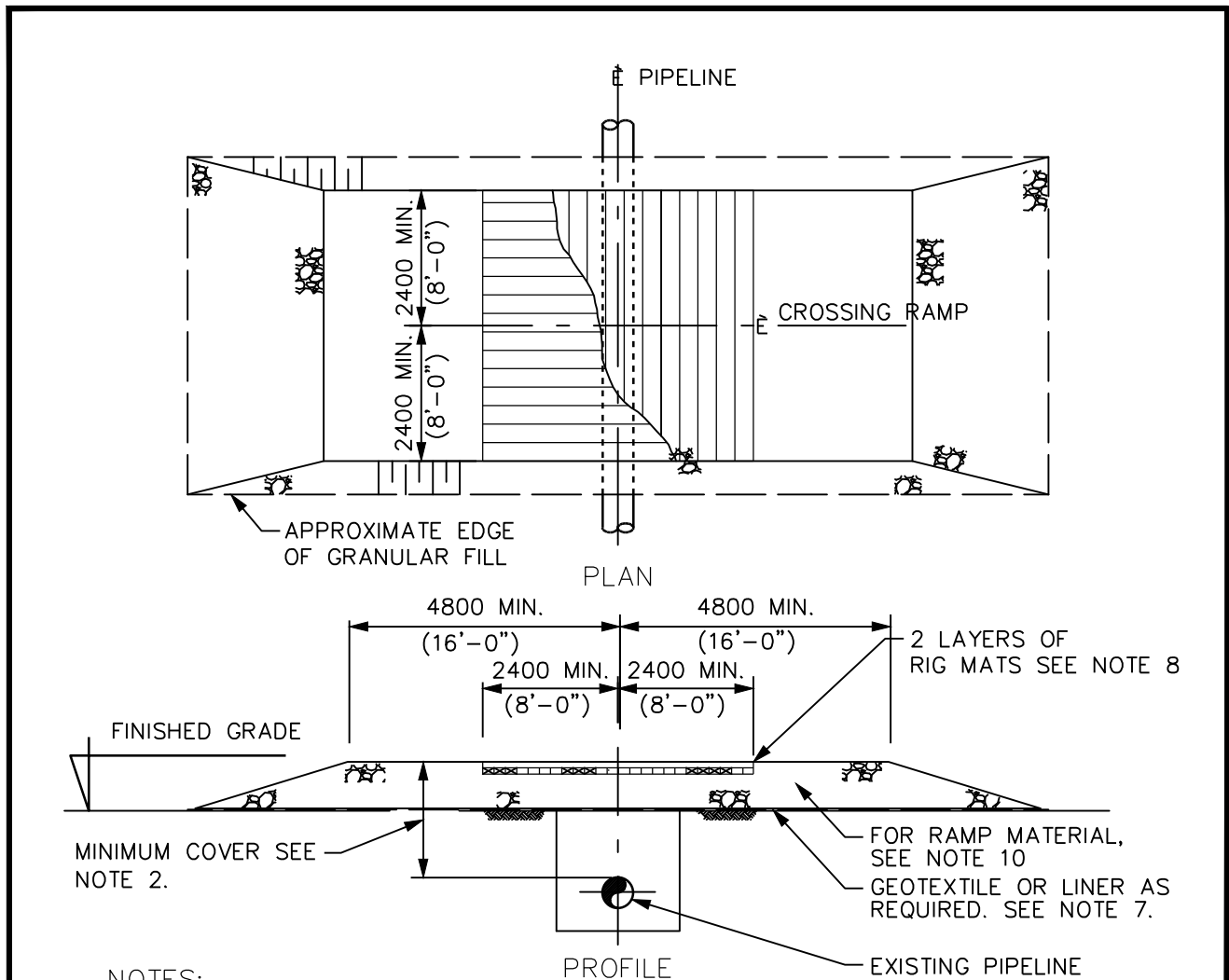
A-1.8-43105-0 TYPICAL DESIGN DETAIL  
REFERENCE DRAWINGS

2	FRENCH TRANSLATION REFERENCE AS PER IDR 583	2019 JAN 11 MM	BLB	ENB
1	AS BUILT INTERNAL DRAFTING ID 304	20 MAR 18 BLB	GB	ENBRIDGE
REV. NO.	REVISION DESCRIPTION	DATE BY	CHK	APPR.

COPYRIGHT © THIS DRAWING IS THE PROPERTY OF ENBRIDGE AND SHALL NOT BE REPRODUCED EITHER IN WHOLE OR IN PART WITHOUT PRIOR WRITTEN CONSENT OF ENBRIDGE.

TYPICAL DESIGN DETAIL  
TYPICAL TEMPORARY CROSSING RAMP  
WITH EARTH

BY: GB	CHK: GG	ENG.:	ENB APPR:
DATE: 14 FEB 18	SCALE: NTS	STATUS: AS BUILT	
DWG. NO.:	A-1.8-42872-0	REV. NO.:	
			2



NOTES:

1. ON COMPLETION OF CONSTRUCTION, CONTRACTOR SHALL REMOVE COMPLETE RAMP AND RESTORE AREA TO ORIGINAL CONDITION.
2. MINIMUM COVER SHALL BE AS SPECIFIED IN THE CROSSING AGREEMENT.
3. LENGTH OF RAMP TO VARY IN ACCORDANCE WITH CROSSING ANGLE.
4. RAMP WIDTH SHALL BE MINIMIZED AS MUCH AS POSSIBLE, AND SHALL NOT ENCR OACH BOUNDARIES SET IN THE CROSSING AGREEMENT.
5. RAMP SIDE SLOPE SHALL NOT BE STEEPER THAN 1V:4H.
6. RAMP SHALL BE COMPACTED, AND HAVE A CROSS FALL TO ENSURE THAT WATER WILL NOT POND ON THE RAMP CAUSING EXCESSIVE RUTTING.
7. A GEOTEXTILE OR LINER BARRIER TO BE INSTALLED DURING SPRING, SUMMER AND FALL SEASONS.
8. RIG MATS SHALL BE STAGGERED OR PLACED IN A PERPENDICULAR ORIENTATION FROM THE PREVIOUS LAYER SO THAT THE EDGES DO NOT LINE UP
9. ALL DIMENSIONS ARE IN mm UNLESS OTHERWISE NOTED
10. SNOW OR ICE CAN BE USED AT THE DISCRETION OF THE ENBRIDGE FIELD REPRESENTATIVE.
11. REFER TO DRAWING A-1.8-43106 FOR FRENCH VERSION. REFERE AU DESSIN A-1.8-43106 POUR VERSION FRANCAISE.

A-1.8-43106-0		TYPICAL DESIGN DETAIL			
REFERENCE DRAWINGS					
3	AS BUILT DR. IDR 743	20 JUN 19	MF	AE	ENB
2	FRENCH TRANSLATION REFERENCE AS PER IDR 583	11 JAN 19	MM	BLB	ENB
1	AS BUILT INTERNAL DRAFTING ID 304	20 MAR 18	BLB	GB	ENBRIDGE
REV. NO.	REVISION DESCRIPTION	DATE	BY	CHK	APPR.
COPYRIGHT © THIS DRAWING IS THE PROPERTY OF ENBRIDGE AND SHALL NOT BE REPRODUCED EITHER IN WHOLE OR IN PART WITHOUT PRIOR WRITTEN CONSENT OF ENBRIDGE.					
<b>ENBRIDGE</b>					
TYPICAL DESIGN DETAIL TYPICAL TEMPORARY CROSSING RAMP WITH RIG MATS					
BY: GB	CHK: GG	ENG.:	ENB APPR:		
DATE: 14 FEB 18	SCALE: NTS	STATUS: AS BUILT			
DWG. NO.:	A-1.8-42873-0				REV. NO.:
					3

December 2, 2021

Attention: Oxford County Policy Planners

Rural Oxford Economic Development has reviewed the proposed Official Plan- Agricultural Policies and would like to begin by noting that we support 95% of the document and are aligned in protecting and preserving Oxford County's farm land.

Below are some questions we'd like addressed prior to the finalization of the Agricultural Policy Review as well as some "next steps" comments for future discussion:

Both the Provincial Policy Statement (PPS) and OMAFRA's Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas (Publication 851) outline a clear distinction between prime agricultural areas, rural areas, and "rural lands", with permitted uses on "rural lands" being identified as more permissive than in "prime agricultural areas".

We understand that 87% of Oxford County's foot print is designated prime agriculture and mainly fall within Canada Land Inventory Classes (CLI) 1 & 2, which are the best conditions for farming.

### **Currently, there are no "rural lands" in Oxford County.**

1. Is there an up-to-date mapping system of the prime agricultural areas and their CLI Classes in Oxford County? Of particular interest, would be knowing where Oxford County's lower priority agricultural lands are (ex. Below CLI Classes 1- 3).
2. Could a "rural lands" designation replace the need for a settlement area boundary adjustment, maintain alignment with the PPS and support rural economic development on strategically located undersized (10-20 acres), underutilized A2 parcels near existing rural clusters or settlement areas?
3. What is the process Oxford County and/or the lower-tier municipalities have to undertake to designate "rural lands" outside of its settlement areas?
4. What are the pros and cons of this designation?

In summary, we would like to promote further discussions with the province regarding "rural lands" in Oxford County. We believe there are opportunities to capitalize on in this regard.

**Address**

274620 27th Line  
Ingersoll, ON N5C 3J6

**Phone**

226-289-2437

**Email**

Director@ruraloxford.ca

**Website**

www.ruraloxford.ca

## Existing Undersized Agricultural Parcels

Regarding the proposed change to add rural residential development by permitting a dwelling on a small (ex. one acre) portion of a vacant undersized (< 39.5 acres) agricultural lot where the remainder of the agricultural land on the lot will be added to an abutting agricultural parcel to form one larger agricultural lot:

1. What is the cap on “small” portion of a vacant undersized agricultural lot?  
The example provided is one acre - What would be required to deem 2-5 acres as a “small” portion on a lot?
2. If this proposed change is approved, does selling the remaining land to an abutting neighbour become a condition before proceeding with the rural residential build? If yes, then in order to build a rural residence on a “small” lot, what happens if an offer to buy/sell cannot be negotiated with the abutting neighbour?
3. Can you please explain the thought process behind mandating a land owner to sell off their land in order to build a rural home? Are there any other options to consider that allows for a new rural dwelling while ensuring/enforcing the remainder of the undersized lot is used for farming and stays productive lands?
4. What if the land owner wants to incorporate some type of farming (whether commercial or not) into their lifestyle? Could policy allow for a rural residential home to be built on a “small” lot with the condition that the remaining farm land will be productive, whether that means sold to the abutting neighbour, farmed by the owner, or rented out to a nearby farmer?
5. Do one-acre lots provide rural residential land owners sufficient capacity/ opportunity for rural entrepreneurial uses or home occupations compared to the current two-acre rural surplus dwelling lots that can be created through merging multiple farms?

We would like to see the opportunity to maximize the use and value of existing undersized parcels, not strictly consolidate them as the draft suggests.

Additionally, we'd like to note that we do see value and appreciate the proposed removal of the Farm Viability Study requirement as the current process is quite vague. It lacks definition and does not provide proponents with clear expectations on what information to provide as they prepare a business case for their new small farm business venture.

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**Phone**

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## Agricultural Related Uses

Several agri-business clusters have taken shape along Rural Oxford's main roads over the years. We would like to see planning provisions that support growth and enable expansion of these agri-business clusters so we can attract and locate agriculture-related businesses outside of the settlement areas, where it makes sense to do so.

We understand that each agri-business cluster and agriculture related business will have its own unique challenges and opportunities that will need to be addressed with planning on a case-by-case basis, outside of this Agriculture Policy Review process.

Is there an opportunity to talk to the province, about a rural settlement's employment growth needs and form a plan to meet those land needs through agriculture-related businesses just outside of our settlement area boundaries? A benefit to pointing employment growth toward the settlement, but not necessarily within current boundaries, is that communities can attract agriculture-related businesses who do not yet require full services but who may benefit when community servicing capacity allows.

## Non-Agricultural Uses

We understand that in order to protect and preserve the County's prime agricultural area for long-term agricultural use, new or expansions of non-agricultural uses will only be permitted in very limited circumstances.

We also know that Oxford County is strategically located along the 401 corridor with a desirable proximity to many local and international markets and that local planners and councils have no say if or when a Ministerial Zoning Order is to be issued. So, as a means to proactively plan and protect local growth, we'd like to continue the conversation for rural development along the 401 corridor at specific interchanges before other governments and/or external stakeholders create a plan and override local level policy and decision-making.

There are a number of parcels at 401 interchanges that are zoned A2 but many of these parcels are undersized, underutilized, lower quality fields fragmented into irregular shapes and have the potential to be lower priority lands.

We would like to see planning provisions that allow rural townships the opportunity to develop along the 401 corridor at specific interchanges whether that can occur through a strategic designation of rural areas as "rural lands" to allow for additional flexibility per the PPS or whether it needs to occur through a guided Official Plan Amendment (OPA) as a settlement area creation/expansion process.

### Address

274620 27th Line  
Ingersoll, ON N5C 3J6

### Phone

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### Email

[Director@ruraloxford.ca](mailto:Director@ruraloxford.ca)

### Website

[www.ruraloxford.ca](http://www.ruraloxford.ca)



# Rural Oxford

Economic Development

PEOPLE • PROXIMITY • PROSPERITY

## Rural Entrepreneurial Uses

We are particularly pleased with the permitted uses and additional flexibility for local rural development within the Rural Entrepreneurial Use on rural residential lots.

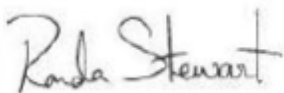
The proposed secondary uses for rural residential lots in addition to the existing “as of right” uses permitted for home occupations provide greater flexibility for non-farm, live-work opportunities outside of the settlement areas.

These types of permissions may prove to be very beneficial for rural residents. Not to mention, implementing a Rural Entrepreneurial Use zoning process could help townships identify rural businesses for commercial taxation purposes.

## Additional Questions

1. Can Agricultural Impact Assessments (AIA) be prepared and submitted by the applicant or do they need to be prepared by external planners?
2. How will development process changes be articulated and communicated to entrepreneurs, land owners and developers?
3. How will the proposed changes minimize process inefficiency and lengthy planning review/approval times for the land owner while still maintaining the appropriate safe guards to preserve and protect our agricultural areas?
4. How can Rural Oxford Economic Development and Planning better work together to facilitate a positive client experience for people and businesses looking to navigate the development planning process?

Thank you for the effort your team has put into this Official Plan - Agriculture Policy Review and for taking the time to review and respond to this feedback.



Ronda Stewart  
Economic Development Director  
On behalf of Staff and the Board of Directors

**Address**

274620 27th Line  
Ingersoll, ON N5C 3J6

**Phone**

226-289-2437

**Email**

Director@ruraloxford.ca

**Website**

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January 10, 2022

Gord Hough  
Director of Community Planning  
County of Oxford

Good afternoon Mr. Hough,

On behalf of the Oxford County Federation of Agriculture, we wish to give comments in regards to the County of Oxford Official Plan agricultural policy review.

OCFA would like to provide input on the proposed official plan in relation to agricultural land. To quote the Ontario Federation of Agriculture, "Agriculture is Southern Ontario's principle resource-based land use. Protecting Ontario's prime agricultural areas for their long-term agricultural use is a key provincial policy objective, noted not only in the Planning Act [section 2.(b)], but also in the Provincial Policy Statement. Retaining our finite and shrinking agricultural lands for the production of food, fibre and fuel is critical, and supportive of Ontario's family farm businesses, farm input supply businesses and food processing businesses." With respect to Section 3.1.4.3 'Existing Undersized Agricultural Lots', OCFA does not agree with the proposed policy change, as we feel more clarity of information is needed before an official decision can be made from our organization. There are many factors to consider which would affect many in the community of Oxford County. Without careful consideration, we feel there would be several detrimental effects for several sectors. While we understand the value of creating space for farm business workers in the rural agricultural sector in order to prevent urban sprawl, we feel that agricultural land owners with undersized land parcels should not be forced to sell their remaining land to the neighbouring farm, as proposed in the new policy. In addition to this, the neighbouring farm business may be unable or may not wish to purchase the land. If this situation were to arise, we feel there has not been consideration to an alternative, and all factors need to be considered carefully. It should be recognized that homes on agricultural land need to be maintained as such and that this will affect Minimum Distance Separation regulations; consequently, this could inhibit a neighbouring farming operation from potential future expansion.

We work hard to act in the best interest of our federation membership and remaining true to our grassroots leadership. OCFA thanks you for your consideration of this matter, and we request to be notified of any opportunities to provide input or receive staff reports or additional information about this proposal.

Sincerely,

Dirk Boogerd  
Oxford County Federation of Agriculture  
President

## Report No. CP 2022-98 – Attachment No. 3

The summary below includes key changes made in response to comments received on the draft policies released on Oct 27, 2021. The table shows a side by side comparison of the draft text and shows the revised text. Deletions are shown in ~~strike-through~~ and added text is shown in **bold**.

<b>Draft Policy Wording (Oct 27, 2021)</b>	<b>Revised Policy Wording (March 23, 2022)</b>
<p><i>Farm owner</i> means an individual, partnership, or corporation which:</p> <ul style="list-style-type: none"> <li>i) Owns, is employed on, and manages an agricultural operation consisting of one or more agricultural lots;</li> <li>ii) Earns a majority of their income from farming (the scale of the agricultural operation should be capable of generating reasonable operating profit under "normal" economic conditions);</li> <li>iii) Spends a majority of their working time in the day-to-day operation of the farm on a full-time, year-round or extended seasonal basis;</li> <li>iv) Demonstrates a continuing commitment to the farm operation and long term farming, such as through sustainable farming practices, on-going farm maintenance and improvement (i.e. drainage, erosion control, soil improvement, fencing etc.), and direct investment in equipment, buildings, and crops; and</li> <li>v) must have a valid Farm Business Registration Number;</li> </ul> <p>The principal operator together with their spouse, or where owners normally reside in the same household, may be considered as one individual owner, partner or member of a corporation.</p>	<p><i>Farm owner</i> means an individual, partnership, or corporation which:</p> <ul style="list-style-type: none"> <li>i) Owns, is employed on, and manages an agricultural operation consisting of one or more agricultural lots;</li> <li>ii) Earns a majority of their income from farming (the scale of the agricultural operation should be capable of generating reasonable operating profit under "normal" economic conditions);</li> <li>iii) Spends a majority of their <del>working time</del> <b>work day</b> in the day-to-day operation of the farm on a full-time, year-round or extended seasonal basis;</li> <li>iv) Demonstrates a continuing commitment to the farm operation and long term farming, such as through sustainable farming practices, on-going farm maintenance and improvement (i.e. drainage, erosion control, soil improvement, fencing etc.), and direct investment in equipment, buildings, and crops; and</li> <li>v) must have a valid Farm Business Registration Number;</li> </ul> <p>The principal operator together with their spouse, or where owners normally reside in the same household, may be considered as one individual owner, partner or member of a corporation.</p>
<p>3.1.4.2.3.1 Development of a Residential Dwelling on an Existing Undersized Agricultural Lot</p> <p>The development of a residential dwelling on an existing undersized agricultural lot may only be permitted through a boundary adjustment proposal that will result in the addition of agricultural lands from the existing undersized agricultural lot to an abutting agricultural lot, provided that all of the following criteria are addressed to the satisfaction of the County:</p> <ul style="list-style-type: none"> <li>• The lot to be retained and rezoned to allow for the development of a residential dwelling shall be sized and located so as to: <ul style="list-style-type: none"> <li>i) Have frontage on a public road, maintained year round, at a reasonable standard of construction;</li> </ul> </li> </ul>	<p>3.1.4.2.3.1 Development of an Existing Undersized Agricultural Lot</p> <p>The development of a residential dwelling on an existing undersized agricultural lot may only be permitted <del>through a boundary adjustment proposal that will result in the addition of agricultural lands from the existing undersized agricultural lot to an abutting agricultural lot,</del> provided that all of the following criteria are addressed to the satisfaction of the County: <b>in accordance with one of the following:</b></p> <ul style="list-style-type: none"> <li>• <del>The lot to be retained and rezoned to allow for the development of a residential dwelling shall be sized and located so as to:</del> <ul style="list-style-type: none"> <li>vi) <del>Have frontage on a public road, maintained year round, at a reasonable standard of construction;</del></li> </ul> </li> </ul>

<ul style="list-style-type: none"> <li>ii) Be the minimum size required to accommodate the dwelling and individual on-site water services and individual on-site sewage services and shall not exceed 0.4 ha (1 ac);</li> <li>iii) Satisfy <i>MDS I</i> requirements;</li> <li>iv) Preserve agricultural land by locating on lands with existing constraints for agriculture, wherever possible, and not create small or irregularly shaped areas for tillage and cropping; and</li> <li>v) Minimize potential impacts on existing and future agricultural uses on surrounding lots (e.g. <i>MDS II</i> setback requirements), including the lot to be enlarged.</li> </ul>	<ul style="list-style-type: none"> <li><del>vii) Be the minimum size required to accommodate the dwelling and individual on-site water services and individual on-site sewage services and shall not exceed 0.4 ha (1 ac);</del></li> <li><del>viii) Satisfy <i>MDS I</i> requirements;</del></li> <li><del>ix) Preserve agricultural land by locating on lands with existing constraints for agriculture, wherever possible, and not create small or irregularly shaped areas for tillage and cropping; and</del></li> </ul> <p><del>Minimize potential impacts on existing and future agricultural uses on surrounding lots (e.g. <i>MDS II</i> setback requirements), including the lot to be enlarged.</del></p> <ul style="list-style-type: none"> <li>• <b>Where an existing undersized agricultural lot is:</b> <ul style="list-style-type: none"> <li>i) less than 1 ha (2.5 acres) in area; or</li> <li>ii) is larger than 1 ha (2.5 acres), but contains less than 1 ha (2.5 acres) that is suitable for agriculture/tillable due to the remainder of the lot area being covered by existing significant natural heritage features or areas that have not been used for agricultural use in the past 10 years.</li> </ul> </li> </ul> <p><b>The Area Municipality may permit the establishment of a dwelling, and/or agricultural buildings and structures on such lot through a site specific amendment to the Area Municipal Zoning By-law, where it has been demonstrated that the lot contains a building envelope that satisfies the following criteria:</b></p> <ul style="list-style-type: none"> <li>i) <b>Has frontage on, or direct vehicular access to, a public road, maintained year round, at a reasonable standard of construction;</b></li> <li>ii) <b>Is the minimum size required to accommodate the dwelling and associated outdoor amenity areas, driveway and individual on-site water services and individual on-site sewage services and shall not exceed 0.4 ha (1 ac);</b></li> </ul>
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	<ul style="list-style-type: none"> <li>iii) Is located so as to minimize the loss of tillable agricultural land and potential impacts on existing and future agricultural uses on surrounding lots (e.g. MDS II setback requirements) and to maximize the continued and/or potential future use of the lot for agricultural purposes (e.g. by locating on lands with existing constraints for agriculture, wherever possible, and not creating small or irregularly shaped areas for tillage and cropping);</li> <li>iv) Will comply with MDS I requirements;</li> <li>v) Where development or site alteration is to be located within or adjacent to natural heritage features or areas, it is supported by an Environmental Impact Study, in accordance with the requirements of Section 3.2; and</li> <li>vi) Complies with all other applicable policies of this Plan, including: Section 3.2 Environmental Resource policies and Section 3.3 Cultural Resource Policies.</li> <li>• Site plan approval shall generally be required for such development. The site specific zoning provisions and, where required, site plan approval, shall incorporate any restrictions or requirements that may be necessary to ensure the above noted policy criteria and any other development and site design related matters are addressed. The Area Municipality may also utilize any other tools or measures (i.e. conservation easements, development agreements etc.) deemed necessary or advisable to assist in implementing and ensuring continued compliance with the above noted policies.</li> </ul>
	<ul style="list-style-type: none"> <li>• A boundary adjustment proposal that will result in the addition of agricultural lands from the existing undersized agricultural lot to an abutting agricultural lot, provided that all of the following criteria are addressed to the satisfaction of the County: <ul style="list-style-type: none"> <li>i) The proposal will result in a substantial amount of tillable agricultural land being added to the agricultural lot that is to be enlarged. Further, the enlarged agricultural lot to be created by the boundary adjustment shall comply with the policies of Section 3.1.4.2.4 pertaining to agricultural lot additions.</li> </ul> </li> </ul>

- ii) **The lot to be retained shall be rezoned to allow for the development of a residential dwelling, and shall be sized and located so as to:**
  - a) **Have frontage on a public road, maintained year round, at a reasonable standard of construction;**
  - b) **Be the minimum size required to accommodate the dwelling and associated *individual on-site water services* and *individual on-site sewage services* and shall not exceed 0.4 ha (1 ac);**
  - c) **Satisfy *MDS I* requirements;**
  - d) **Preserve agricultural land by locating on lands with existing constraints for agriculture, wherever possible, and not create small or irregularly shaped areas for tillage and cropping; and**
  - e) **Minimize potential impacts on existing and future agricultural uses on surrounding lots (e.g. *MDS II* setback requirements), including the lot to be enlarged.**
- **Notwithstanding ii. above, a larger minimum size for the retained lot may be considered where:**
  - i) **It is solely for the protection and, wherever possible, enhancement of *natural heritage features or areas*, avoids and/or mitigates the impacts of development within such features and areas and does not result in their further fragmentation, and does not result in a greater loss of *prime agricultural land*, and**
  - ii) **It is supported through an Environmental Impact Study in accordance with the requirements of Section 3.2, and,**
  - iii) **Implementation of the recommendations of the Environmental Impact Study is to be achieved through the use of such measures as site specific zoning, site plan control, conservation easements, development agreements and any other implementation tools deemed necessary and/or appropriate to ensure the objective of protecting and/or enhancing significant natural heritage features and/or areas and protecting agricultural land for long term agriculture.**

	<ul style="list-style-type: none"> <li>• <i>Individual on-site water services and/or sewage services</i> are demonstrated to be adequate or will be made adequate to serve the proposed use and be in accordance with the applicable policies contained in Section 3.2.7.2, Water Quality and Quantity, and Section 5.5 County Servicing Policy.</li> <li>• Development proposals for existing under-sized agricultural parcels shall also comply with all other applicable policies of this Plan, including: Section 3.2 Environmental Resource policies and Section 3.3 Cultural Resource Policies</li> </ul>
<p>3.1.4.3 Secondary Uses</p>	<p><b>3.1.4.3 Secondary Uses and Agriculture-Related Uses</b>  <i>INTENT</i>  <b>Secondary uses, which are comprised of <i>on-farm diversified uses</i> and <i>rural home occupations</i>, together with <i>agriculture-related uses</i>, are intended to provide opportunities to strengthen and diversify the rural economy, by allowing for the establishment of various businesses and services that support or improve agriculture the area, supplement and diversify farm incomes, and/or provide home based employment opportunities for farmers and other rural residents.</b></p> <p><b>Such uses must be compatible with and not hinder agricultural operations, be appropriate for rural services, and not undermine or conflict with the planned function of rural settlements and meet various other development criteria.</b></p>
<p>3.1.4.3.1 Rural Home Occupations</p>	<p>3.1.4.3.1 Rural Home Occupations  <i>OBJECTIVE</i>  <b>Rural Home Occupations are intended to provide opportunities for those living in the <i>rural area</i> to establish a small, home-based business as a secondary use in a portion of their dwelling and/or accessory residential structure.</b></p>
<p><b>3.1.5.3 Creation of Rural Residential Lots</b>  <i>AGRICULTURAL STRUCTURES</i>          The proposed non-farm rural residential lot shall not contain any barns or other farm structures unless they are suitable to be used as accessory structures to a residential use. Further, where a barn or other farm structure exists within the immediate vicinity of a non-farm rural residential lot to be created through a farm consolidation, the Land Division</p>	<p><b>3.1.5.3 Creation of Rural Residential Lots</b>  <i>AGRICULTURAL STRUCTURES</i>          The proposed non-farm rural residential lot <del>shall not contain any barns or other farm structures unless they are suitable to be used as accessory structures to a residential use</del> <b>may only</b> <del>a existing barn or other farm structures where they are suitable to be used as accessory structures to a residential use and have been formally converted such that they are no longer suitable for the housing of livestock</del></p>



<p>Committee shall generally require the demolition or formal conversion of such structure to ensure it cannot be used for the housing of livestock or poultry or storage/handling of manure in the future.</p>	<p><b>or poultry or storage/handling of manure, and/or are protected pursuant to the Heritage Act.</b></p> <p>Further, where a barn or other farm structure exists within the immediate vicinity of a non-farm rural residential lot to be created through a farm consolidation, <del>the Land Division Committee shall generally require</del> the demolition or formal conversion of such structure <b>shall be required</b>, to ensure it cannot be used for the housing of livestock or poultry or storage/handling of manure in the future.</p>
<p>Renewable Energy – addition of solar on RR lots</p>	<p><b>3.1.5.4 Renewable Energy Facilities</b> DEVELOPMENT CRITERIA</p> <p><i>Renewable energy facilities and alternative energy facilities</i> are generally considered to be non-agricultural uses, except for:</p> <ul style="list-style-type: none"> <li>• Class 1 anaerobic digesters shall be permitted as an <i>agricultural use</i>, subject to the requirements of Section 3.1.4.2.1. A Class 1 facility is in accordance with the Renewable Energy Approvals Regulation (359/09) under the Environmental Protection Act or any successor thereof.</li> <li>• Ground mounted solar facilities on an agricultural lot shall only be permitted as an <i>on-farm diversified use</i>, and must meet all applicable requirements of sub sections 3.1.4.3.4</li> <li>• <b>Ground mounted solar facilities may be permitted on a lot zoned as rural residential where the facility does not generally exceed 10% of the lot coverage, to a maximum of 100 m2 (1,076ft2)</b></li> <li>• Roof and wall mounted solar facilities may be permitted on existing buildings and structures, subject to any zoning requirements from the Area Municipality.</li> </ul>

**To: Warden and Members of County Council**

**From: Director of Community Planning**

## **Application for Official Plan Amendment OP 21-20-2 – peopleCare Inc.**

### **RECOMMENDATIONS**

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1. That Oxford County Council approve the application to amend the County Official Plan (File No. OP 21-20-2), submitted by peopleCare Inc., for lands legally described as Pt Lots 126, 127 & 128, Plan 307, Part 2, Reference Plan 41R1977, in the Township of East Zorra-Tavistock, to redesignate the subject lands from 'Low Density Residential' to 'Major Institutional';
2. And further, that Council approve the attached Amendment No. 270 to the County of Oxford Official Plan; and,
3. And further, that the necessary by-law to approve Amendment No. 270 be raised.

### **REPORT HIGHLIGHTS**

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- The proposed Official Plan Amendment (OPA) will redesignate the subject lands from 'Low Density Residential' to 'Major Institutional.'
- The proposed OPA is required in order to facilitate a proposed 128-bed long-term care facility.
- Planning Staff are recommending support of the OPA as the application is consistent with the Provincial Policy Statement and supports the strategic initiatives and objectives of the County Official Plan.

### **Implementation Points**

The application will be implemented in accordance with the relevant strategic initiatives, objectives and policies contained in the Official Plan.

### **Financial Impact**







The approval of this application will have no financial impact beyond what has been approved in the current year's budget.

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**Council Date: March 23, 2022**

## Communications

Notice of Public Meeting was provided to neighbouring property owners for both the Township Council Public Meeting and the County Council Public Meeting in accordance with the requirements of the Planning Act on January 27, 2022. The Township Council held a Public Meeting on February 16, 2022. No correspondence was received from the public and no members of the public attended the Township Council Public Meeting, and no correspondence has been received in advance of the County Public Meeting.

## Strategic Plan (2020-2022)

					
<i>WORKS WELL TOGETHER</i>	<i>WELL CONNECTED</i>	<i>SHAPES THE FUTURE</i>	<i>INFORMS &amp; ENGAGES</i>	<i>PERFORMS &amp; DELIVERS</i>	<i>POSITIVE IMPACT</i>
		3.ii. & 3.iii			

## DISCUSSION

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### Background

**Owner:** peopleCare Inc.  
735 Bridge Street West, Waterloo, ON, N2V 2H1

**Applicant:** GSP Group Inc.  
201-72 Victoria Street South, Kitchener, ON, N2G 4Y9

### Location:

The subject lands are legally described as Part Lots 126, 127 & 128, Plan 307, Part 2, Reference Plan 41R-1977. The lands are located on the east side of William Street South, between Hope Street West and Woodstock Street South, and are municipally known as 28 Williams Street South, Tavistock.

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**Council Date: March 23, 2022**

### County of Oxford Official Plan:

#### Existing:

Schedule "C-3"	County of Oxford Settlement Strategy Plan	Serviced Village
Schedule "E-1"	Township of East Zorra-Tavistock Land Use Plan	Settlement
Schedule "E-2"	Village of Tavistock Land Use Plan	Low Density Residential

#### Proposed:

Schedule "E-2"	Village of Tavistock Land Use Plan	Major Institutional
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### Township of East Zorra-Tavistock By-law 2003-18:

Existing Zoning: 'Development Zone (D)'

Proposed Zoning: 'Institutional Zone (I)'

### Proposal:

For Council's information, Consent Application B21-42-2 was approved by the Land Division Committee at their July 8, 2021 meeting. The application proposed to sever and convey 0.8 ha (2 ac) from 165 Hope Street West to 28 Williams Street South (the existing peopleCare facility). Following the conveyance, the newly enlarged lot is approximately 1.65 ha (4.1 ac).

The Official Plan and Zone Change applications propose to re-designate the 0.8 ha (2 ac) parcel of land that was conveyed by Consent Application B21-42-2 from 'Low Density Residential' to 'Major Institutional' and rezone the lands from 'Development Zone (D)' to 'Institutional Zone (I)'. The purpose of these applications is to facilitate the construction of a 128-bed long-term care facility.

Surrounding land uses include single detached dwellings to the north and south. The existing peopleCare facility is located to the east of the subject lands, as is a place of worship (the Grace United Church) and cemetery.

### Comments

#### 2020 Provincial Policy Statement (PPS)

Section 1.1.1 states that healthy, liveable and safe communities are sustained by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term, and cost-effective development patterns and standards to minimize land consumption and servicing costs.

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Section 1.1.3.2 directs that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Furthermore, land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land, resources, existing infrastructure and public service facilities. A range of uses and opportunities for intensification and redevelopment should also be promoted where it can be accommodated in settlement areas.

Section 1.3.1 states that planning authorities shall promote economic development and competitiveness by providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs.

### Official Plan

The subject lands are located within the Village of Tavistock, which is a 'Serviced Village' according to the Settlement Strategy Plan for the County of Oxford. The subject lands are also located within the 'Low Density Residential' designation according to the Village of Tavistock Land Use Plan.

The application proposes to re-designate the subject lands from 'Low Density Residential' to 'Major Institutional.' Institutional land uses are considered to be supportive and complementary to settlement uses. Proposed institutional uses are classified into two categories; 'Major Institutional' or 'Minor Institutional.' Long-term care facilities are only permitted on lands designated as 'Major Institutional.' Other permitted uses within the 'Major Institutional' designation include clinics, retirement homes, funeral homes, community centres/areas, cemeteries, and civic buildings.

As per Section 6.5.1 of the Official Plan, when considering applications to designate or rezone land for 'Major Institutional' uses the following criteria should be considered:

- The compatibility of the proposed development with surrounding land uses having regard to the proposed height, setbacks, parking requirements and location, site coverage, the bulk, scale and layout of buildings, and the ability to implement planned future land uses in the area;
- The potential impact of traffic from the proposed use on the public road system and surrounding land uses and any necessary functional transportation improvements required to support the use;
- The development shall be serviced by a centralized water supply facility which will be adequate for resident use and fire protection according to the County Public Works Department and local fire fighting authorities; and
- The development shall be serviced with a centralized waste water treatment facility.

According to Section 6.5.1.1 of the Official Plan, all major institutional proposals will be subject to Site Plan Control (SPC), the purpose of which is to evaluate a number of design criteria, including matters related to building location, parking, access, lighting, pedestrian movement and storm water management.

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### Township of East Zorra-Tavistock Zoning By-Law

The applicant has applied to rezone the subject lands from 'Development Zone (D)' to 'Institutional Zone (I)' to facilitate the proposed development of a long-term care facility containing 128 beds. A long-term care facility is a permitted use within the 'I' zone.

The 'I' zone requires a lot area of 2,000 m<sup>2</sup> (21,528.5 ft<sup>2</sup>) for non-residential uses and a minimum frontage of 30 m (98.4 ft) and parking must be provided at a rate of 1 space for every three beds for a long-term care facility.

### Agency Comments

The County Public Works Department indicated the following:

1. May require a private hydrant, which will be confirmed through Site Plan.
2. New water and wastewater services should be assessed through Site Plan. County Standard is one set of services per property. Existing service laterals may not have adequate capacity for additional flow.
3. It is confirmed that there is sufficient fire flow.

The Township's Chief Building Official indicated that the development will be subject to Site Plan Control.

Canada Post commented that mail delivery would be via a single address counter-drop.

The Township's Fire Chief, the Township's Public Works Manager, and Southwestern Public Health have indicated they have no concerns with the proposal.

### Township of East Zorra-Tavistock Council

Township of East Zorra-Tavistock Council recommended support of the proposed Official Plan amendment, and approved the proposed Zoning By-law amendment 'in principle' at their regular meeting of February 16, 2022.

### Planning Analysis

Planning staff are of the opinion that the proposal is generally consistent with the relevant policies of the Provincial Policy Statement (PPS). It is the intent of the PPS to direct growth towards the designated settlements and to ensure that a mix and range of uses such as residential, commercial, and institutional uses are available within the settlements. Encouraging the range of uses within designated settlements ensures efficient use of existing infrastructure and public services. Further, the proposed development will occur on municipal water and wastewater services, which is in keeping with the policy direction of the PPS.

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The proposal to re-designate the lands from 'Low Density Residential' to 'Major Institutional,' will permit a long-term care facility to be developed on the lands. The easterly portion of the property currently includes an existing long-term care facility, which helps to ensure compatibility between the proposed and existing uses. While it is noted that there are single detached dwellings abutting the subject lands, the proposed use of the property for long-term care purposes will generally function as a residential development. The proposed facility offers a full-time living situation for residents who may require medical attention or everyday living assistance. Staff are of the opinion that the proposal would function similarly to that of a medium density residential low-rise apartment building and in this regard, would be compatible with the abutting residential neighborhoods to the north and the south.

Access to the subject lands will be via William Street South, however, the lands are situated in close proximity to Woodstock Street South, a major thoroughfare in the Village of Tavistock. The subject lands are also located within walking distance (less than 500 m) of lands designated 'Village Core' and containing a number of local businesses and amenities that would be available to residents, visitors, and employees of the facility.

In terms of traffic concerns, both the Township's Public Works Department and Oxford County's Public Works Department have indicated no concerns from a traffic standpoint. Additionally, there are no concerns from Oxford County's Public Works Department in terms of servicing capacity within the Village.

## Conclusions

In light of the foregoing, Planning staff are satisfied that the proposed development is consistent with the policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan. As such, staff are satisfied that the application for Official Plan amendment can be given favourable consideration.

## SIGNATURES

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### Report Author:

Original Signed By \_\_\_\_\_

Dustin Robson, MCIP, RPP  
 Development Planner

### Departmental Approval:

Original Signed By \_\_\_\_\_

Gordon K. Hough, RPP  
 Director of Community Planning

**Report No: CP 2022-103**  
**COMMUNITY PLANNING**  
**Council Date: March 23, 2022**

**Approved for submission:**

Original Signed By \_\_\_\_\_  
Michael Duben, B.A., LL.B.  
Chief Administrative Officer

**ATTACHMENTS**

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- Attachment No. 1:** Plate 1 – Existing Zoning & Location Map
- Attachment No. 2:** Plate 2 – Existing Zoning & Aerial Map
- Attachment No. 3:** Plate 3 – Official Plan Designation Map
- Attachment No. 4:** Plate 4 – Applicant’s Sketch
- Attachment No. 5:** OPA 270

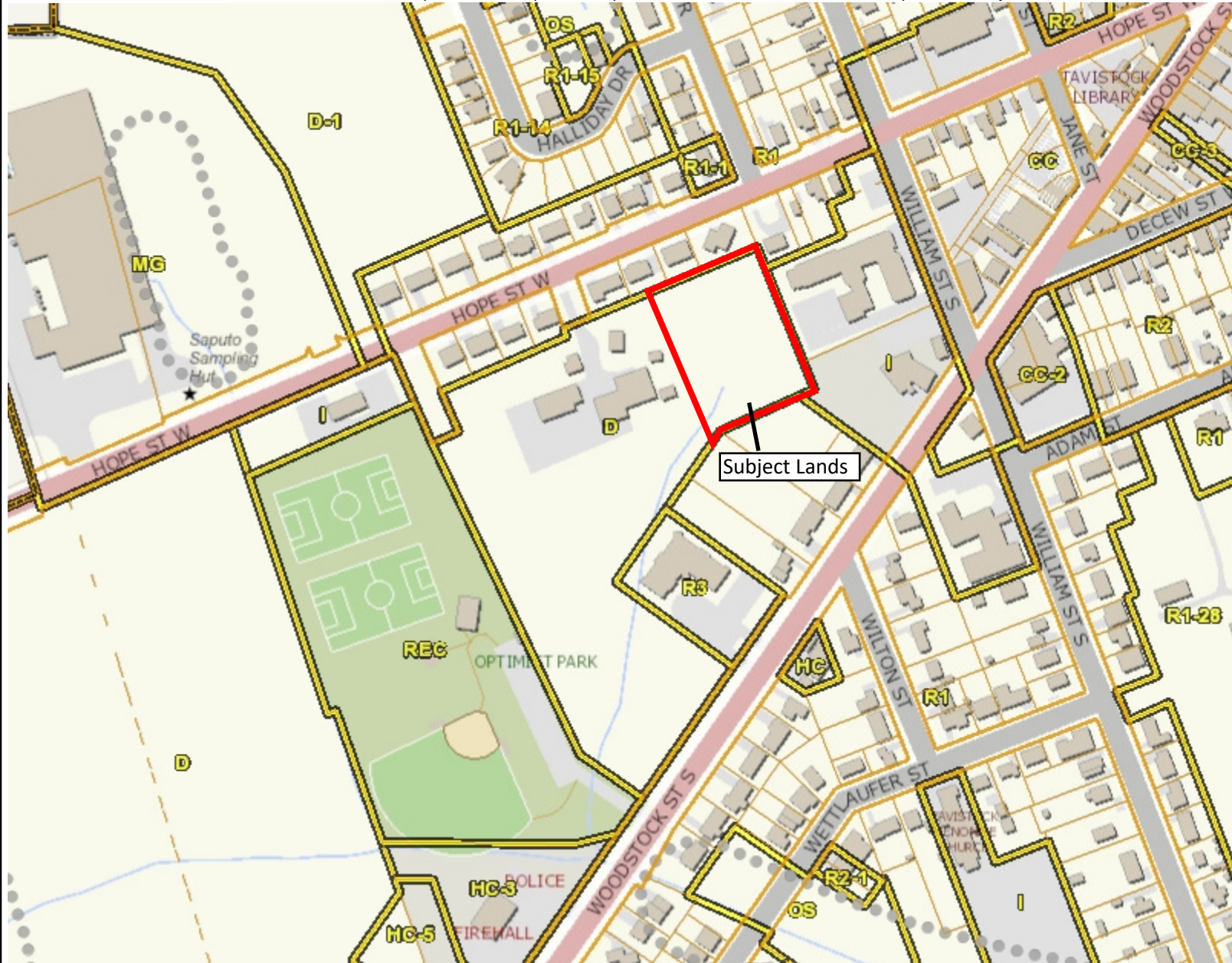




# Plate 1: Existing Zoning & Location Map

File Nos: OP21-20-2 & ZN2-21-14 - Canada Farm Distributors Ltd.

Part Lots 126-128, Plan 307, Part 2, Reference Plan 41R1977, Township of East Zorra-Tavistock - 28 Williams Street S.



### Legend

- Parcel Lines
  - Property Boundary
  - Assessment Boundary
  - Unit
  - Road
  - Municipal Boundary
- Zoning Floodlines
  - Regulation Limit
    - 100 Year Flood Line
    - 30 Metre Setback
    - Conservation Authority Regulation Limit
    - Regulatory Flood And Fill Lines
- Land Use Zoning (Displays 1:16000 to 1:500)

### Notes



0 102 205 Meters

NAD\_1983\_UTM\_Zone\_17N



This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

May 26, 2021



### Plate 2: Existing Zoning & Aerial Map

File Nos: OP21-20-2 & ZN2-21-14 - Canada Farm Distributors Ltd.

Part Lots 126-128, Plan 307, Part 2, Reference Plan 41R1977, Township of East Zorra-Tavistock - 28 Williams Street S.



#### Legend

- Parcel Lines**
  - Property Boundary
  - Assessment Boundary
  - Unit
  - Road
  - Municipal Boundary
- Zoning Floodlines**
- Regulation Limit**
  - ◆ 100 Year Flood Line
  - ▲ 30 Metre Setback
  - Conservation Authority Regulation Limit
  - Regulatory Flood And Fill Lines
- Land Use Zoning (Displays 1:16000 to 1:500)

#### Notes



0 102 205 Meters

NAD\_1983\_UTM\_Zone\_17N



This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

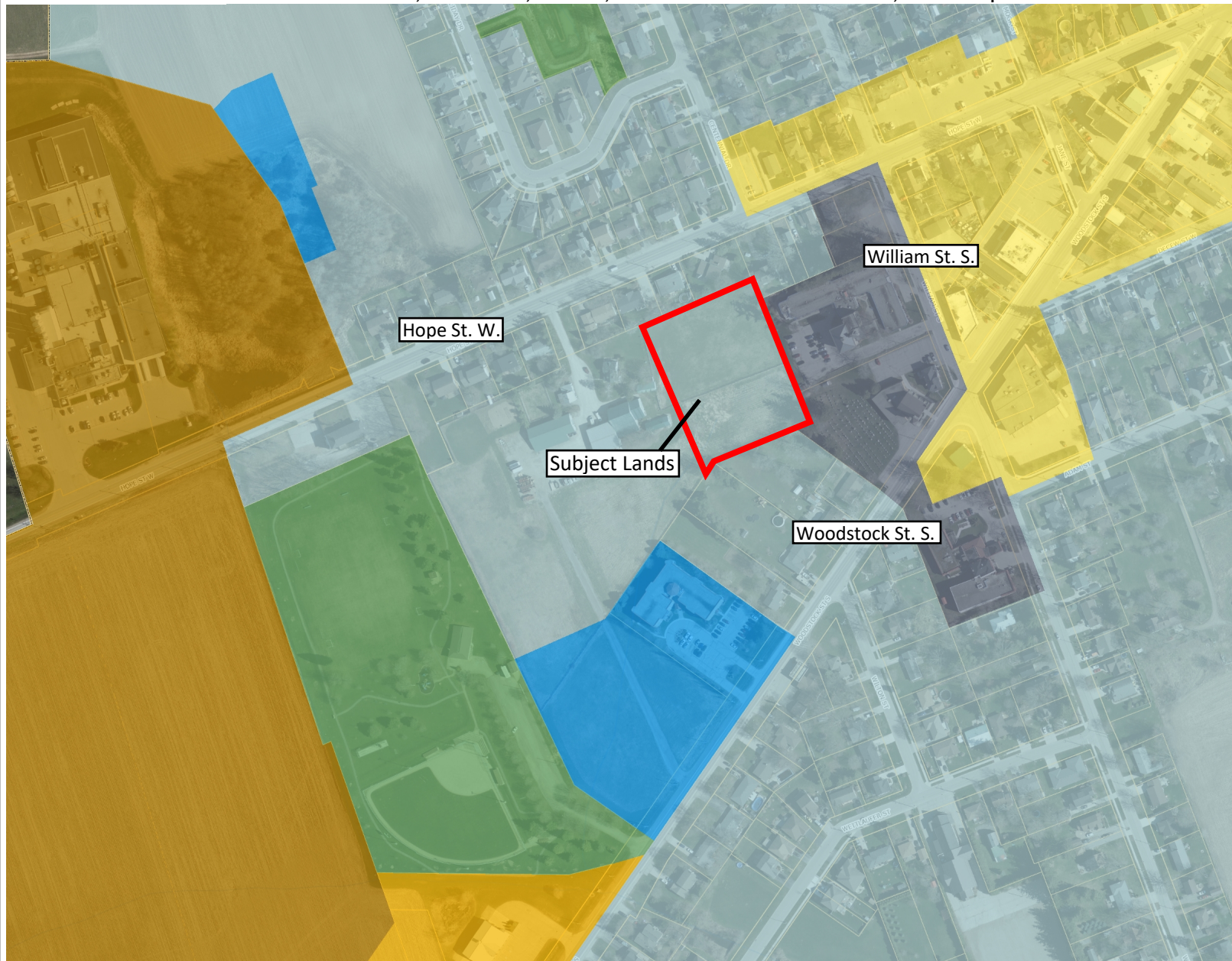
May 26, 2021



# Plate 3: Official Plan Designation Map

File Nos: OP21-20-2 & ZN2-21-14 - Canada Farm Distributors Ltd.

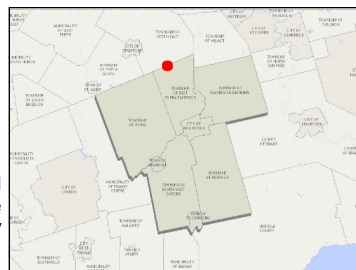
Part Lots 126-128, Plan 307, Part 2, Reference Plan 41R1977, Township of East Zorra-Tavistock - 28 Williams Street S.



## Legend

- Land Use Designation
- Village Core
  - Service Commercial
  - Low Density Residential
  - Medium Density Residential
  - Industrial
  - Major Institutional
  - Future Urban Growth
  - Open Space
  - Environmental Protection

## Notes



0 102 205 Meters

NAD\_1983\_UTM\_Zone\_17N

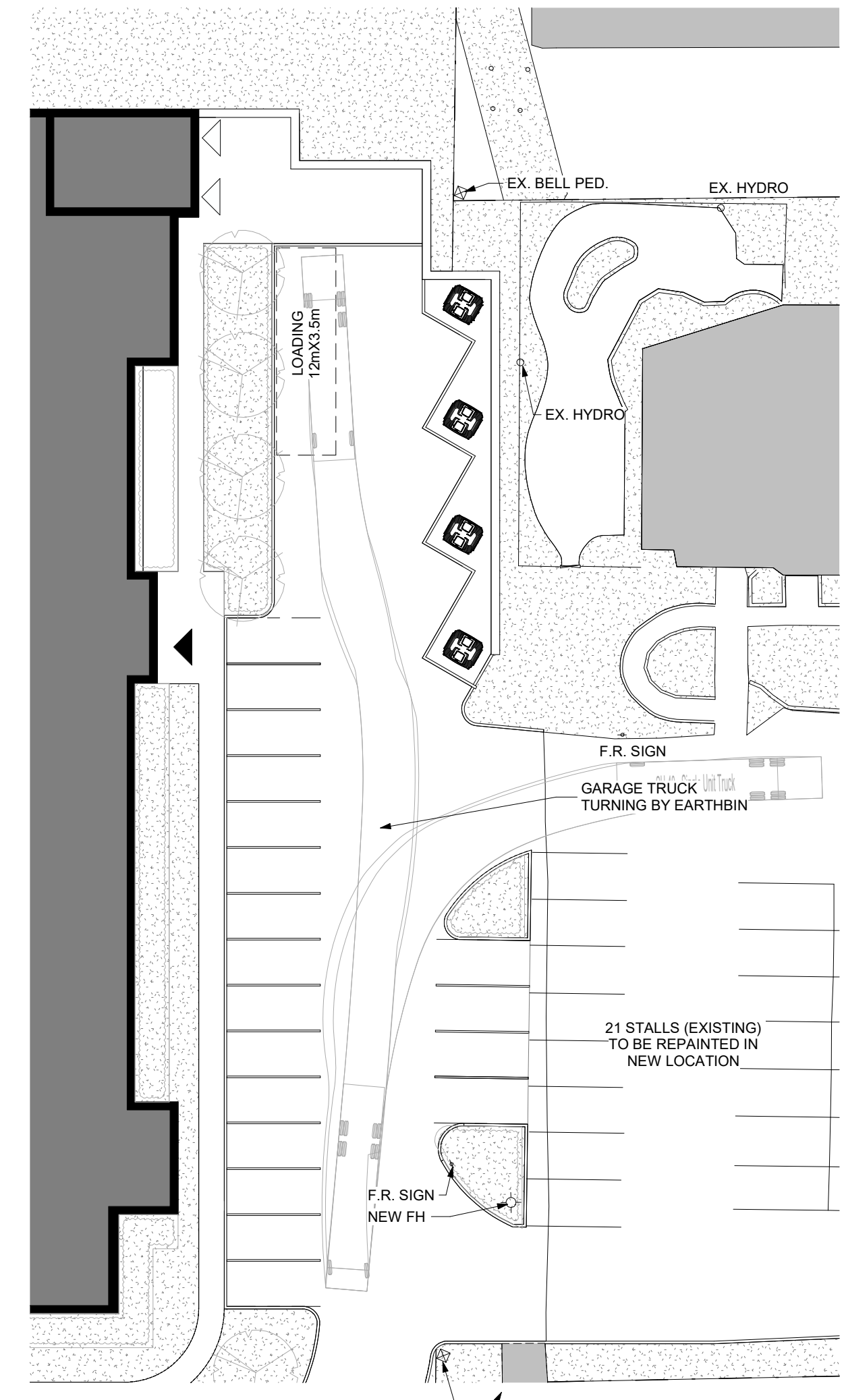


This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

February 4, 2022

# Report No. CP 2022-103 - Attachmetn No. 4

Plate 4: Applicant's Sketch  
File Nos: OP21-20-2 & ZN2-21-14 - Canada Farm Distributors Ltd.  
Part Lots 126-128, Plan 307, Part 2, Reference Plan 41R1977, Township of East Zorra-Tavistock,  
28 Williams Street S.



2 ENLARGED PLAN - LOADING AREA TRUCK MOVEMENT  
1:300

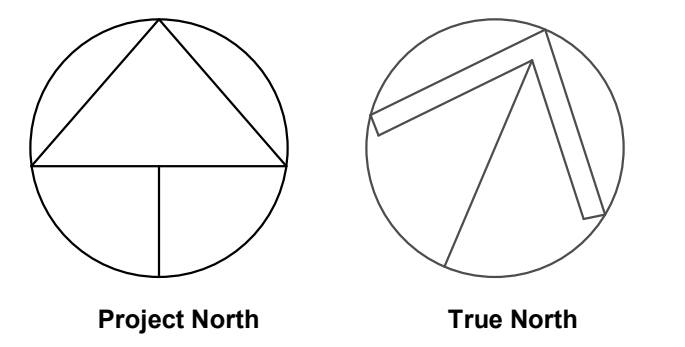
SITE DATA		
28 William Street, Tavistock, ON		
DATA	REQUIRED	PROVIDED
ZONING		ZONING - TBD
LOT AREA (m <sup>2</sup> )	XX (m <sup>2</sup> )	16671.0m <sup>2</sup>
FRONT YARD (m)	XX (m)	115.4m
INTERIOR SIDE YARD (m)	XX (m)	10m, 24.5m
REAR YARD (m)	XX (m)	10m

LANDSCAPING DATA		
DATA	REQUIRED	PROVIDED
LANDSCAPE AREA (percentage)	XX (%)	42.2(%)
LANDSCAPE AREA (m <sup>2</sup> )	XX (m <sup>2</sup> )	7,042.40 m <sup>2</sup>

BUILDING DATA		
DATA	REQUIRED	PROVIDED
TOTAL DENSITY (# of beds)	XX (beds)	128 beds
BUILDING AREA (m <sup>2</sup> )	XX (m <sup>2</sup> )	2,943.82 m <sup>2</sup>
GROSS FLOOR AREA (m <sup>2</sup> )	XX (m <sup>2</sup> )	5,818.89 m <sup>2</sup>
UNDERGROUND AREA (m <sup>2</sup> )	XX (m <sup>2</sup> )	1,650.52 m <sup>2</sup>
NUMBER OF STOREYS	XX	2
BUILDING HEIGHT (m)	XX (m) MAX.	14.1 (m)
INDOOR AMENITY AREA (m <sup>2</sup> ) (activity and lounge spaces)	XX (m <sup>2</sup> )	451.61 m <sup>2</sup>

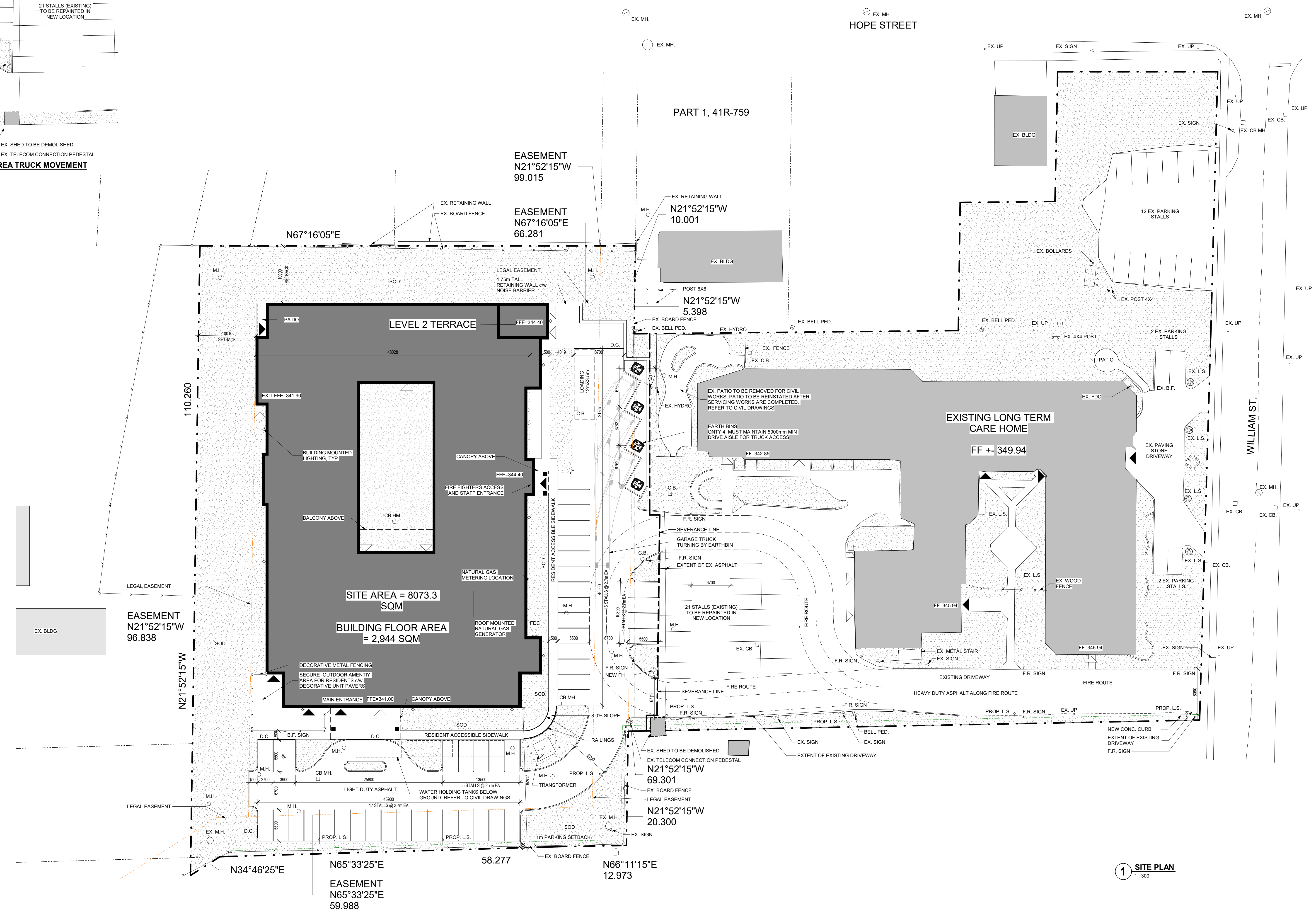
VEHICLE PARKING DATA		
DATA - PROPOSED HOME	REQUIRED	PROVIDED
RESIDENTIAL PARKING (1 PER 3 BEDS)	128 beds/3 = 43	43
BARRIER FREE PARKING (1 SPACE OUT OF THE FIRST 10 SPACES, 1 SPACE OUT OF EACH ADDITIONAL 100 SPACES)	1	1
TOTAL	43	43
DATA - EXISTING HOME	REQUIRED	PROVIDED
RESIDENTIAL PARKING (1 PER 3 BEDS)	100 beds/3 = 34	16 EX + 21 NEW
BARRIER FREE PARKING (1 SPACE OUT OF THE FIRST 10 SPACES, 1 SPACE OUT OF EACH ADDITIONAL 100 SPACES)	1	1
TOTAL	34	37
TOTAL EXIST. & PROPOSED PARKING	77	80

\* PERPENDICULAR STALLS = 2.7m X 5.5m  
 PARALLEL STALLS = 2.7m X 6.5m  
 B.F. STALL SINGLE = 3.9m X 5.5m, 1.5 AISLE  
 B.F. STALL DOUBLE = 2.4m X 5.5m + 1.5 AISLE  
 DRIVE AISLE REQUIRED 6.7m  
 DRIVE AISLE WITH PARALLEL PARKING TWO WAY 6.0m  
 LOADING SPACE 8.0m X 3.5m



### GENERAL NOTES

- DO NOT SCALE DRAWINGS. WRITTEN DIMENSIONS SHALL HAVE PRECEDENCE OVER SCALED DIMENSIONS.
- ALL WORK SHALL COMPLY WITH THE 2012 ONTARIO BUILDING CODE AND AMENDMENTS.
- CONTRACTORS MUST CHECK AND VERIFY ALL DIMENSIONS AND SPECIFICATIONS AND REPORT ANY DISCREPANCIES TO THE ARCHITECT BEFORE PROCEEDING WITH THE WORK.
- ALL CONTRACTORS AND SUB-CONTRACTORS SHALL HAVE A SET OF APPROVED CONSTRUCTION DOCUMENTS ON SITE AT ALL TIMES.
- ALL DOCUMENTS REMAIN THE PROPERTY OF THE ARCHITECT. UNAUTHORIZED USE, MODIFICATION, AND/OR REPRODUCTION OF THESE DOCUMENTS IS PROHIBITED WITHOUT WRITTEN PERMISSION. THE CONTRACT DOCUMENTS WERE PREPARED BY THE CONSULTANT FOR THE ACCOUNT OF THE OWNER.
- THE MATERIAL CONTAINED HEREIN REFLECTS THE CONSULTANTS BEST JUDGEMENT IN LIGHT OF THE INFORMATION AVAILABLE TO HIM AT THE TIME OF PREPARATION. ANY USE WHICH A THIRD PARTY MAKES OF THE CONTRACT DOCUMENTS, OR ANY RELIANCE ON OR DECISIONS TO BE MADE BASED ON THEM ARE THE RESPONSIBILITY OF SUCH THIRD PARTIES.
- THE CONSULTANT ACCEPTS NO RESPONSIBILITY FOR DAMAGES, IF ANY, SUFFERED BY ANY THIRD PARTY AS A RESULT OF DECISIONS MADE OR ACTIONS BASED ON THE CONTRACT DOCUMENTS.



SITE LEGEND	
	WALTER FEDY - SANITARY LINE
	EXIT
	EMERGENCY EXIT
	U.P. = UTILITY POLE
	L.S. = LIGHT STANDARD
	FENCE
	D.C. = DROP CURB

No.	Date	Revision
7	2022-02-08	SFA COORDINATION
6	2022-01-26	ISSUED FOR MINISTRY SUBMISSION
5	2021-09-27	ISSUED FOR MINISTRY SUBMISSION
4	2021-09-09	ISSUED FOR CLIENT REVIEW
3	2021-09-01	ISSUED FOR CONSULTANT USE
2	2021-08-26	PRESENTED AT MEETING
1	2021-06-25	ISSUED FOR REVIEW

Project No: 21061  
 Project Date: 2021-06-03  
 Drawn by: TKM  
 Checked by: TJS  
 Plot Date / Time: 2022-02-09 2:08:44 PM

## TAVISTOCK - 28 WILLIAM ST SITE PLAN

Drawing Scale: As Indicated

ISSUED FOR SUBMISSION

Drawing No: A1.1

Do not scale drawings. Contractors must check and verify all dimensions and specifications to the architect's drawings provided with the work. All documents remain the property of the architect. Unauthorised use, modification, and/or reproduction of these documents is prohibited without written permission. The Contract Documents were prepared by the Consultant for the account of the Owner. The material contained herein reflects the Consultant's best judgement in light of the information available to him at the time of preparation. Any use which a third party makes of the Contract Documents, or any reliance on or decisions to be made based on them are the responsibility of such third parties. The Consultant accepts no responsibility for damages, if any, suffered by any third party as a result of decisions made or actions based on the Contract Documents. C:\Users\awendland\Documents\21061\_PeopleCare\_Tavistock\_28 William St\_2022-01-26\_Site\_aveendland@barnarchitects.ca.rvt

AMENDMENT NUMBER 270  
TO THE COUNTY OF OXFORD OFFICIAL PLAN

The following text and schedules attached hereto,  
constitutes Amendment Number 270 to the County of Oxford Official Plan.

COUNTY OF OXFORD

BY-LAW NO. 6423-2022

**BEING** a By-Law to adopt Amendment Number 270 to the County of Oxford Official Plan.

**WHEREAS**, amendment Number 270 to the County of Oxford Official Plan has been recommended by resolution of the Council of the Township of East Zorra-Tavistock and the County of Oxford has held a public hearing and has recommended the Amendment for adoption;

**NOW THEREFORE**, the County of Oxford pursuant to the provision of the Planning Act, R.S.O. 1990, as amended, enacts as follows:

1. That Amendment Number 270 to the County of Oxford Official Plan, being the attached schedules, is hereby adopted.
2. This By-Law shall come into force and take effect on the day of the final passing thereof.

READ a first and second time this 23<sup>rd</sup> day of March, 2022.

READ a third time and finally passed this 23<sup>rd</sup> day of March, 2022.

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LARRY G. MARTIN                      WARDEN

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CHLOÉ SENIOR                      CLERK

## 1.0 PURPOSE OF THE AMENDMENT

The purpose of the amendment is to designate certain lands within the Township of East Zorra-Tavistock as 'Major Institutional' to facilitate the construction of a 128-bed long-term care facility.

## 2.0 LOCATION OF LANDS AFFECTED

This amendment applies to lands described as Part Lots 126, 127 & 128, Plan 307, Part 2, Reference Plan 41R1977, Township of East Zorra-Tavistock. The lands are located on the west side of William Street South, between Hope Street West and Woodstock Street South. The lot is municipally known as 28 William Street South.

## 3.0 BASIS FOR THE AMENDMENT

The subject amendment has been initiated to designate a portion of the subject lands to 'Major Institutional' to facilitate the development of a 128-bed long-term care facility. The subject lands comprise approximately 1.65 ha (4.1 acres) of which approximately 0.8 ha (2 ac) will be redesignated to 'Major Institutional.'

It is the opinion of Council that the proposed amendment is consistent with the relevant policies of the Provincial Policy Statement (PPS) as the proposed development will assist in achieving an appropriate range and mix of uses to meet the long-term needs of the County and Township, and the proposal represents the appropriate redevelopment of an existing underutilized site in a designated settlement area that will make efficient use of existing infrastructure and public services. Further, the proposed development will occur on municipal water and waste water services, which is in keeping with the policy direction of the PPS.

Further, the subject application is considered to support the strategic initiatives and objectives of the Official Plan with respect to the policies for Major Institutional designated areas within the Rural Settlements. The Major Institutional designation is intended to support long-term care facilities. The proposed 128-bed facility is considered to be a compatible form of development with the surrounding area as the proposed site plan appears to provide adequate setbacks from existing development, allowing for opportunities for screening and/or buffering so as to not negatively impact the normal use and enjoyment of neighbouring properties.

In light of the foregoing, Council is satisfied that the proposal is consistent with the policies of the PPS and is in-keeping with the strategic initiatives and objectives of the County Official Plan.

## 4.0 DETAILS OF THE AMENDMENT

That Schedule 'E-2' – Village of Tavistock Land Use Plan, is hereby amended by re-designating those lands identified as "ITEM 1" on Schedule "A" attached hereto, from 'Low Density Residential' to 'Major Institutional'.

5.0 IMPLEMENTATION

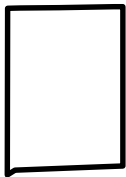
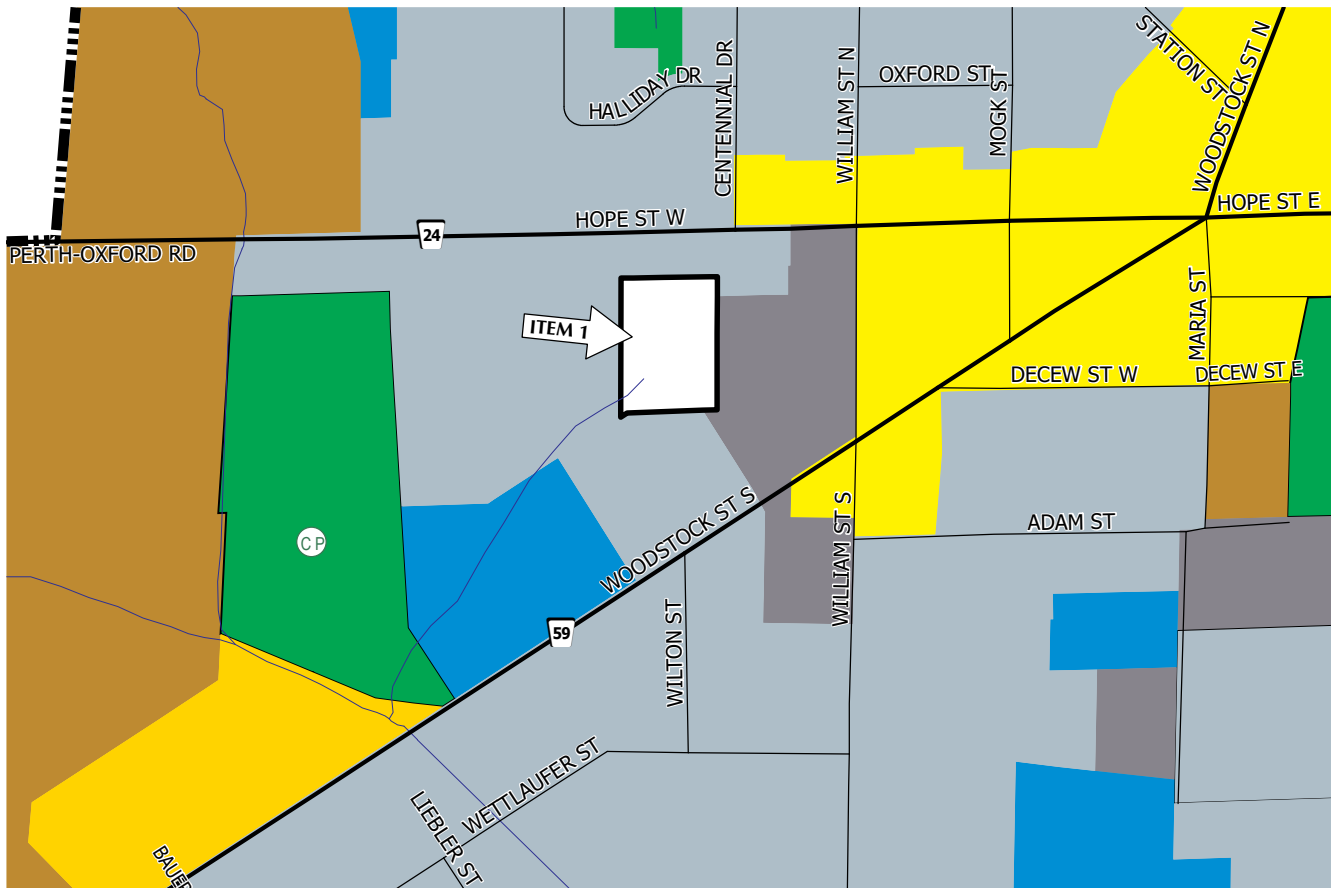
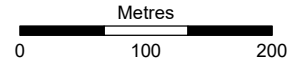
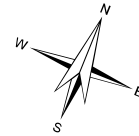
This Official Plan Amendment shall be implemented in accordance with the implementation policy of the Official Plan.

6.0 INTERPRETATION

This Official Plan Amendment shall be interpreted in accordance with the interpretation policy of the Official Plan.











SCHEDULE "A"  
 AMENDMENT No. 270  
 TO THE  
**COUNTY OF OXFORD  
 OFFICIAL PLAN**  
 SCHEDULE "E-2"  
**VILLAGE OF TAVISTOCK  
 LAND USE PLAN**



**- AREA OF THIS AMENDMENT**

ITEM 1 - CHANGE FROM LOW DENSITY RESIDENTIAL  
 TO MAJOR INSTITUTIONAL

**LAND USE PLAN  
 LEGEND**

-  VILLAGE CORE
-  SERVICE COMMERCIAL
-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  INDUSTRIAL
-  MAJOR INSTITUTIONAL
-  OPEN SPACE
-  COMMUNITY PARK

**To: Long-Term Care Committee of Management**

**From: Director of Woodingford Lodge**

## Long-Term Care Committee of Management Update: Q1 2022

### RECOMMENDATION

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1. That Report No. WDFL 2022-01 titled “Long-Term Care Committee of Management Update: Q1 2022” be received for information.

### REPORT HIGHLIGHTS

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- This inaugural Committee of Management report provides an introduction to the Committee’s purpose and highlights a broad range of current information for the Committee’s awareness.
- The Q1 2022 update focuses on the current state of Long-Term Care (LTC) in Ontario, highlighting aspects that are relevant to Woodingford Lodge.
- Woodingford Lodge has done an exceptional job at preventing and containing COVID-19 for the entire duration of the pandemic.
- On-going challenges include COVID-19, staffing, and rising food costs.
- Emerging opportunities include accreditation, a partnership with Woodstock Hospital, a Provincially-funded review of nutritional services, performance measurement, and a funding opportunity for new beds in Oxford.

### Implementation Points

Staff will continue to address the challenges and opportunities outlined in this report and provide quarterly updates to Committee of Management to enable on-going dialogue about the present, and future, of long-term care in Oxford.

### Financial Impact

There are no financial implications to receiving of this report.

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**WOODINGFORD LODGE**  
**Council Date: March 23, 2022**

## Communications







As the inaugural report to the Committee, staff have taken the approach of a ‘work in progress’, recognizing we will continue to refine the content and format of the communication, working toward an approach that will best balance legislative requirements, Committee interests, and staff needs.

Maintaining day-to-day operations while simultaneously managing COVID-19 prevention and control has made it difficult for staff to realize a comprehensive communications reach. Moving forward as we streamline the process and develop a critical path for regular reporting to Committee, it is staff’s intention to consult more broadly (where applicable) with other key partners such as our Resident and Family Councils. This report will be shared with them following the Q1 2022 Committee meeting.

Any Ministry-set communication and/or reporting requirements will be submitted to the Ministry as directed. Time sensitive information will be provided through Council correspondence or by special reports as deemed necessary given the timing of regular Committee reports.

Individual initiatives outlined in this report require varying levels of communication; staff are active members of many local, regional, provincial, and national committees, organizations, and networks. Most notably regarding governance and leadership, staff are active with AdvantAge Ontario – an organization representing the interests of not-for-profit and municipal long-term care homes.

## Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
1.ii.		3.i. 3.iii.		5.i. 5.ii.	6.i.

## DISCUSSION

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### Background

#### Why have a Committee of Management?

Ontario’s Long-Term Care Homes Act, 2007 (the Act), which came into force July 1, 2010, requires that the Council of a municipality establishing and maintaining a municipal home must appoint a Committee of Management to oversee the management of the home.

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The Act states that:

*“132 (1) The council of a municipality establishing and maintaining a municipal home or the councils of the municipalities establishing and maintaining a joint home shall appoint from among the members of the council or councils, as the case may be, a committee of management for the municipal home or joint home. 2007, c. 8, s. 132 (1).”*

Further to The Act, Ontario Regulation 79/10 states that:

*“284. A committee of management appointed under section 132 of the Act shall,*  
*a) in the case of a municipal home, be composed of not fewer than three members; and*  
*b) in the case of a joint home, be composed of not fewer than two members of the council of each of the municipalities maintaining and operating the joint home. O. Reg. 79/10, s. 284.”*

As such, on April 28, 2021, County Council received Report No. WDFL 2021-01, titled “Long-Term Care Homes Committee of Management” and adopted a Terms of Reference for a Committee of Management for Woodingford Lodge (Attachment 1), and that the Council of the County of Oxford be designated as the Committee of Management for Woodingford Lodge.

## Comments

### Current State: Long-Term Care 2022

#### Provincial Snapshot: Legislation

There are three key pieces of legislation specific to long-term care in Ontario:

- Long-Term Care Act, 2007
- Regulation 79/10
- Residents’ Bill of Rights

Of note for the purpose of this report is the current government’s introduction of the “Providing More Care, Protecting Seniors, and Building More Beds Act, 2021” which contains three schedules:

- Schedule 1: Fixing Long-Term Care Act, 2021
- Schedule 2: Amendments to other acts resulting from the enactment of the new Act
- Schedule 3: Amendments to the Retirement Homes Act, 2010

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The first phase of regulations, introduced on October 28, 2021 under Schedule 1 - "Fixing Long-Term Care Act", proposes to provide for the following:

- Increased direct hours of care to an average of four hours per day from PSWs, RNs, RPNs by March 31, 2025, and 36 minutes per day from allied health care professionals by March 31, 2023;
- Mandatory quality improvement initiative; and
- Increased enforcement:
  - New powers for the Director and the Minister to suspend a licence and to appoint a supervisor;
  - Administrative penalties not to exceed \$250,000;
  - Inspectors may obtain a warrant if there are reasonable grounds to believe an offence has been, or is being, committed;
  - Maximum fines doubled (up to \$200,000 for 1<sup>st</sup> offence/\$400,000 for 2<sup>nd</sup>); and,
  - Reduced penalties for non-profit, municipal, and First Nation homes.

### **Provincial Investments**

The Province has invested a considerable amount to address the recommendations from the Public Inquiry into Long-Term Care Homes as well as on-going needs for managing the pandemic, including:

- \$4.9B (staffing 4 hours of care)
  - ~\$3.8M annual increase for Oxford by 2025 (provided incrementally each year)
- \$373M (temp wage enhancement PSWs)
  - On March 15, the Province announced it will be introducing legislation in late March 2021 to make the hourly wage increase permanent
- \$100M (education and training)
- COVID-19 prevention and containment
  - ~\$3.25M for Oxford (2020-2022)

### **Federal Platform Commitments**

The Federal government made a \$9B, 5-year commitment toward long-term care to:

- Raise wages for Personal Support Workers (PSWs)
- Train up to 50,000 new PSWs
- Improve the quality and availability of long-term care home beds (\$3B)
- Safe Long-Term Care Fund to support the development of national long-term care standards, including immediate funding for infection prevention and control measures (\$1B)
- Develop a Safe Long-Term Care Act to ensure that standards of care are upheld across the country

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## Woodingford Lodge: Celebrating Success

### Managing COVID

- Woodingford Lodge staff consistently maintained a safe environment for residents, families, staff, and visitors through constantly changing Ministry Directives, science-based recommendations, and best practice guidelines.
- Dr. Barry Roth, Medical Director, for Woodingford Lodge homes, was named Global News “Hometown Hero” in February 2021, showcasing the value of his dedication to providing sound medical advice for our Senior Leadership Team. See video here: <https://globalnews.ca/video/7614275/the-ontario-doctor-going-above-and-beyond-for-his-patients-during-the-covid-19-pandemic>

### Organizational Alignment

- To streamline the reporting structure and align certain processes / teams to increase efficiency, changes were made to the Woodingford Lodge organizational chart with a net zero impact on the budget.
- Key changes include the creation of a Support Services Team to oversee Housekeeping, Laundry and Nutritional Services; Behavioural Supports and Transitional Services; Customer Services and Logistics; Resident Programs and Staff Education; and Scheduling.

### Staff Funding Increase

- In December 2020, the Ministry of Long-Term Care released “[A better place to live, a better place to work: Ontario’s long-term care staffing plan](#)” (Staffing Plan) with commitments to improve Ontario’s long-term care (LTC) sector by increasing staffing levels.
- In October 2021, the Ministry released funding details to enable the hiring of more staff to increase direct hours of care provided to residents.
  - Oxford County will receive ~\$3.8M by 2025 to fund RNs, RPNs, PSWs, and Allied Health Professionals (AHPs).
  - Details were provided to County Council in Report No. CS 2021-56, Attachment 3, during the 2022 budget process (New Initiative – Long-Term Care Staffing Supplement Funding NI 2022-14).
  - Recruitment and implementation are ongoing, with many of the enhancements already in place.

### Pharmacogenetics

- Selected as one of only two LTC homes in Ontario to test this innovative diagnostic tool, Woodingford has partnered with CareRx (pharmacy services contract) and Inagene Diagnostics Inc. to trial the use of pharmacogenetics with up to 50 Woodingford residents.
- Pharmacogenetics is the combination of pharmacology and genetics, and is used to understand how an individual is likely to respond to medications based on their unique

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genetic profile. Pharmacogenetics (PGx) testing enables a personalized treatment approach by predicting which drugs and doses will work best for an individual, based on the specific genetic variants they carry that impact individual responses to drugs.

### Med Safety “Champion Home”

- Woodingford Lodge -Ingersoll location, was selected by the Institute for Safe Medication Practices (ISMP) Canada as one of 10 homes in Ontario to improve medication safety and help address recommendations from Justice Gillese’s Long-Term Care Homes Public Inquiry report released in 2019. This initiative is funded by the Ministry of Long-Term Care and is designed to improve medication safety by providing support (tools, education and coaching) to homes.
- The objectives of the initiative are to:
  - Improve transitions between hospitals and long-term care homes to reduce the risk of medication errors in handoffs of care;
  - Increase resident and family engagement in the medication use process; and,
  - Reduce the number of medication errors causing harm.
- As a Champion Home, Woodingford will test, refine, implement, and evaluate improvement strategies so that insight and learning can be shared throughout the province.

### Quality Assurance

#### Ministry Inspections: Q4 2021

Location	Reason	Duration	Outcome	Follow Up
Ingersoll	Complaint	2 days	0 non-compliances	n/a
Tillsonburg	Proactive Compliance	8 days	2 compliance orders	All issues addressed
Woodstock	Complaint	8 days	0 non-compliances	n/a
	Critical Incidents		3 compliance orders	All issues addressed MLTC follow up 02/08/22

#### Case Mix Index: 2019 / 2020

Case Mix Index (CMI) is a measurement used by the Province as an input to determine Nursing and Personal Care funding allotments. This includes direct care staffing as well as nursing and medical equipment and supplies.

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This factor is applied to other funding inputs, such as bed count, per-diem rate and the number of resident assessed days, to determine final funding allotment. The intent of the CMI is to account for the acuity level of care of individual residents, as well as home-level acuity. The two key components are:

- Resource utilization groups (combines similar residents based on their medical conditions, activities of daily living, etc.)
- Weighting (compares the relative resource needs in each group)

Regular assessments are conducted by Woodingford staff of individual residents and then calculated to determine grouping, home-level CMI, etc.

The following table provides the CMI ratings assessed in 2019/2020. A weighting score of 1.0 is considered the 'gold standard'.

Location	CMI 2019/2020
Ingersoll	0.9727
Tillsonburg	0.9438
Woodstock	0.9528

In theory, the higher the CMI, the higher the needs of an individual and / or home, and therefore the higher amount of funding allotted. However, two things must be kept in mind

1. The CMI lags two years behind funding adjustments. Funding received today is based on our CMI score and case load from two years ago – which has the potential to be significantly different, with a disconnect between funding and current resource needs of the home.
2. CMI-adjusted funding is subject to a capped pool of funding shared by all homes in the province. Therefore, the financial value of a particular CMI score is relative to all other CMI scores in the province. It is not an absolute, dollar-per-point funding score.

### Long-Term Care Service Accountability Agreement

Long-Term Care Home Licensees are required to enter into an agreement with Ontario Health to operate their respective home(s).

### Declaration of Compliance: 2021

Included in our Agreement with Ontario Health is an annual Declaration of Compliance, confirming our compliance with provisions of the *Local Health System Integration Act, 2006* (January 1 – March 31, 2021) and the *Connecting Care Act, 2019* (April 1 – December 31, 2021).



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This Report to Committee of Management confirms that Woodingford Lodge homes are in compliance as required and, therefore will submit a Declaration of Compliance signed by the Chief Administrative Officer on behalf of Committee.

**Long-Term Care Home Service Accountability Agreement: 2022/2023 (L-SAA)**

Each year Ontario Health gives notice and advises the County of Oxford as to whether the Province intends to extend the L-SAA for another (Provincial) fiscal year.

This Report to Committee of Management confirms the extension of our Accountability Agreement until March 31, 2023, signed by the Chief Administrative Officer and Warden on behalf of Committee.

### On-Going Challenges

**COVID-19 Prevention and Containment: beyond March 31, 2022**

Woodingford staff have continually 'rose to the occasion' throughout the pandemic, adapting to changing Provincial Directives, comforting residents' in their reduced access to family and social activities, and frequent – at times daily – surveillance testing. The length of time we have been working under restrictions (more than two years) has also played a role. Staff, while continuing to maintain a high-level quality of care, are feeling the effects of this 'long haul'.

As the Province eases restrictions, and the majority of Ontario begins to re-unite with elements of a lifestyle we were once used to, long-term care homes are experiencing increased pressure to prevent and contain COVID. It is critical to ensure we keep everyone safe, through proven prevention and containment practices such as active screening, surveillance testing, personal protective equipment (masks, etc.), and proper hand hygiene.

While the Ministry of Long-Term Care (LTC) has provided a Directive to guide these practices, they have not committed to funding the increased costs associated with prevention and containment beyond March 31, 2022.

Staff contacted the Ministry of LTC directly on March 11 to request an extension to the timeframe which current funding can be spent. The response received from the Ministry is that the funding must be spent by March 31, 2022. Nevertheless, staff remain active with partners such as AdvantAge to advocate for extended funding. Should the Province not announce additional funding, staff will provide an update to Council on how to best adhere to the Directive in the absence of funding.

**Staffing: Extraordinary Demand**

The announcement of the Province's investment in additional funding for staff (to reach a provincial average of 4-hours of direct care per day per resident) has created increased demand for trained professionals province-wide, outweighing current supply. While it is a very welcomed increase to our funding allotment, it will take time for supply to catch up to the current demand, let alone future demand.

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Other elements contributing to demand / supply challenge include:

- Enforcement aspects of the *Fixing Long-Term Care Act, 2021* shine a light on the importance of dedicated resources for internal quality control and assurance. These resources are not currently funded within existing funding policies and have historically been rolled into the duties of staff in direct care-related roles. However, with the increased complexity of resident care; the constantly evolving technology landscape; and, heightened enforcement, the need for dedicated resources is imperative.
- While the sector has made great strides under the philosophy of resident-centered care, the next step in the evolution of long-term care is to move beyond the current medical model of care, and balance the emotional, cultural, and spiritual needs of residents, through implementation of emotion-focused models of care. There is a gap in care, whereby physical needs are met but a corresponding emphasis on emotional needs is not considered in government funding or priorities.
- Further to the emergence of emotion-focused models of care is the extension of ongoing interaction with caregivers and families to enhance the resident experience. Similar to quality control and assurance tasks, relationships with caregivers and families are often assigned ad hoc, as an add-on to a team member's existing duties, which takes time away from providing direct care.

These challenges are common among our counterparts; we continue to work through our networks to advocate for additional Provincial supports so that we can implement and sustain solutions to these challenges.

### **Food: Rising Costs**

External factors at the provincial, national and global level beyond our control continue to put pressure on balancing the quantity of food we provide with the quality of food our residents deserve. Staff continually monitor expenditures and will be taking a close look at first quarter spending to determine *actual* impacts, and forecast potential impacts to the current fiscal year. Staff are working with vendors to stay apprised of market conditions and price volatility.

## Emerging Opportunities

### **Accreditation**

Woodingford Lodge has an impressive track record of providing high quality care and we have a responsibility to maintain the high-quality care residents have come to expect. This requires not only a commitment to reviewing and improving services and upgrading our facilities as needed, but also commitment to fostering and maintaining a culture of continuous improvement.

This is demonstrated through an accreditation process that:

- Improves patient outcomes and mitigates risks
- Identifies strengths and gaps in programs and processes
- Promotes communication and staff empowerment across teams
- Fosters a culture of quality and safety

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Many of our municipal counterparts are accredited, including Brant County, Greater Sudbury, Haldimand County, Hastings County, Kingston, Lanark County, Niagara Region, Ottawa, Simcoe, Thunder Bay, Timmins, and Toronto.

Staff will be kicking off the ~18 month journey this month.

Accredited status will unlock access to annual funding (Quality Attainment Premium Funding) from the Province to maintain our status.

### **Behavioural Beds (partnership with Woodstock Hospital)**

As part of our on-going commitment to community partnerships, staff are in the process of discussing implementation details with Woodstock Hospital on how Woodingford Lodge can host behavioural beds for hospital patients who do not live in a long-term care home but would benefit from being cared for in our environment.

As leaders in providing behavioural supports for our residents, we are equipped to provide enhanced support in ways that the Hospital is not able. Discussions with the Hospital are on-going this month.

### **Collective Bargaining**

Woodingford staff are working with Human Resources to negotiate an agreement with Unifor Local 636, which provides representation for our Unionized staff. The current agreement expired December 31, 2021.

### **Nutritional Services Review**

In February, staff received confirmation that our application to the Municipal Modernization Fund – Intake 3 was approved, providing funding for a review of nutritional services provided to our residents, as outlined in Report No. CS 2021-38 presented to Council on October 13, 2021.

The review will utilize external consulting support to perform a critical review of service delivery for nutritional and dietary services performed by the County at Woodingford Lodge -Woodstock and its contracted service providers for the Ingersoll and Tillsonburg homes. The review will examine the effectiveness of existing delivery models in terms of level of service and financial performance. It will further identify any alternative approaches that would provide for consistent levels of service at all three locations, improved levels of service, higher resident satisfaction, cost savings, and partnerships.

The final report is required by the Province with specific actionable recommendations for cost savings and efficiencies by January 31, 2023.

Staff will be initiating the project this month with the goal of having recommendations available for the 2023 budget process.

### **Inventory and Logistics Review**

The inventory and logistics process was reviewed in 2021 with the goal of identifying opportunities to reduce waste, streamline inventory, reduce time-on-task, eliminate hoarding, implement quality control measures, and provide process / role clarity.

**Report No: WDFL 2022-01**  
**WOODINGFORD LODGE**  
**Council Date: March 23, 2022**

Due to a change in staff resources and allocating resources to manage the unexpected Omicron variant, the review was put on hold and is expected to resume in Q2 of 2022.

**Living Classroom (partnership with Conestoga College)**

Woodingford Lodge is partnering with Conestoga College to provide a 'living classroom' for Personal Support Workers and Internationally-Educated Nursing students. Conestoga approached us to help scale their Ontario Sites for their Integrated Training and Experiential (ONSITE) learning program. The program addresses the challenge of staffing resources by facilitating remote education and training that can act as both an immediate and long-term solution.

Woodingford Lodge has a well-established relationship with Conestoga College that includes successful collaboration with our home over the years and provided opportunities for students to start their career with us.

To date, our commitment is limited to a letter of support for Conestoga's funding application to Employment and Social Development Canada. Should Conestoga be successful in securing funding, we are prepared to provide space for ONSITE activities at no cost and support up to 10-12 student field placements at Woodingford Lodge. Implementation could be as early as September, however, we await the results of Conestoga's funding application.

**Quality, Performance Measurement, and Continuous Improvement**

Staff are working to build upon current quality, performance measurement, and continuous improvement activities. There already exists a variety of legislated quality requirements directly related to resident care and the medical aspects of providing care. Throughout 2022, most notably via the accreditation process, staff will be developing a broader program of continuous improvement and performance measurement to include organizational effectiveness elements. Staff have been consulting through peer networks to see how others bring medical / care quality programs together with organizational quality programs, marrying health quality improvement with organization improvement methods (such as Lean thinking). Staff see this as a key 'backbone' element of the content and format of future Committee of Management meetings.

**Skin and Wound Care Mobile Application**

Working with our care planning and management software vendor, the functionality to chart, document, and monitor skin and wound care on a mobile device within a resident's care plan was recently implemented. The innovative hardware / software solution enables a mobile device to connect with diagnostic hardware placed on the skin surface near a wound to determine physical characteristics of a wound, both on and below the skin's surface. Entirely secure inside our system, it allows our medical team to see, diagnose, and collaborate with other team members by providing access to real-time insights at any stage of a resident's journey.

**New Beds Application**

Ontario has committed to creating 30,000 new long-term care beds by 2028 and redeveloping older beds to meet modern design standards. Eligible parties have been invited to apply for

**Report No: WDFL 2022-01**  
**WOODINGFORD LODGE**  
**Council Date: March 23, 2022**

capital development funding to build and / or redevelop long-term care beds. Eligible applicants include existing non-profit, for profit, and municipal long-term care home operators.

Staff have undertaken some minor preliminary work to determine the need for additional beds in Oxford, and conclude that the current supply of long-term care beds (private and municipal) does not meet current or future demand.

Recent announcements confirm that the Ministry has awarded 160 new beds to peopleCare Communities, to be built in Tillsonburg (January 2022 announcement), and 28 new beds to be built in Tavistock (November 2021 announcement), adding to the overall total of approximately 700 beds in Oxford.

Woodingford Lodge, as a municipally-owned and operated long-term care home, remains a popular home of choice for those seeking a bed, with a daily occupancy rate of greater than 98% and a multi-year wait list. Survey responses from the County's 2022 Budget Survey show an appetite for investing in additional beds, with support for municipally-owned / operated homes.

Staff are preparing a report for a Council meeting in April with more details regarding the new beds funding opportunity.

## **Conclusions**

Committee of Management provides an opportunity for Woodingford Lodge staff to provide timely, informative updates, including legislative changes, to County Council as the newly created Committee of Management, while meeting legislated requirements. Staff will continue to refine the format and content of these regular updates to balance legislative requirements, Committee interests, and staff needs.

## **SIGNATURES**

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### **Report Author:**

Original signed by

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Dennis Guy  
Manager of Support Services

**Report No: WDFL 2022-01  
WOODINGFORD LODGE  
Council Date: March 23, 2022**

**Departmental Approval:**

Original signed by

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Mark Dager  
Director of Long-Term Care

**Approved for submission:**

Original signed by

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Gordon Hough on behalf of Michael Duben, B.A., LL.B.  
Acting Chief Administrative Officer

**ATTACHMENTS**

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Attachment 1: Long-Term Care Committee of Management Terms of Reference  
Attachment 2: Long-Term Care Committee of Management Update: Q1 2022 Presentation



## Terms of Reference

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### **BACKGROUND**

The Committee of Management is responsible for governance oversight and to act as the Committee of Management under the Long-Term Care Homes Act, 2007 (LTCHA) and regulations there under, and as may be delegated by Council and defined in these terms of reference.

From the Long-Term Care Homes Act, 2007:

*“Committee of management, appointment*

*132 (1) The council of a municipality establishing and maintaining a municipal home or the councils of the municipalities establishing and maintaining a joint home shall appoint from among the members of the council or councils, as the case may be, a committee of management for the municipal home or joint home. 2007, c. 8, s. 132 (1).”*

From Ontario Regulation 79/10

*Composition of committees of management*

*284. A committee of management appointed under section 132 of the Act shall,*

- a) in the case of a municipal home, be composed of not fewer than three members; and*
- b) in the case of a joint home, be composed of not fewer than two members of the council of each of the municipalities maintaining and operating the joint home. O. Reg. 79/10, s. 284.*

### **PURPOSE/MANDATE**

The Committee of Management considers the needs of residents, family members, employees, volunteers, and the community. It also considers recommendations for annual Business Plan and budget approvals for Council. The Committee of Management fulfills legislated governance responsibilities. Staff will design, develop, monitor, and evaluate service delivery so that the Committee may make recommendations pertaining to:

- Legislative compliance;
- Financial performance;
- Program and service delivery evaluation;
- Advice and recommendations from the Residents' and Family Councils; and,
- Alignment to the County's Strategic Plan.

## Terms of Reference

With assistance from staff, every member of the Committee of Management shall:

- Become informed about long-term care in Ontario;
- Exercise the care, diligence, and skill that a reasonably prudent person would exercise in comparable circumstances; and,
- Take such measures as necessary to ensure that the County and Woodingford Lodge manages and operates three (3) Woodingford Lodge facilities (Ingersoll, Tillsonburg, Woodstock) in compliance with all requirements under the LTCHA.

In fulfilling its duties, the Committee of Management may wish to:

- Receive reports from the Director of Woodingford Lodge, or other persons with respect to the administration of Woodingford Lodge and the fulfillment of the duties and obligations under the Long-Term Care Homes Act, 2007; and,
- Provide opportunities for attendance, reports, and presentations from family members, residents, volunteers, and community members.

### **COMPOSITION**

The Committee of Management will be comprised of all County Council members.

The term of office for members of the Committee of Management shall coincide with the term of office for the members of County Council.

### **RULES OF PROCEDURE**

A Chair and Vice-Chair are elected annually by the Committee members at the first meeting of the year. A member's term of the Chair ends at the first meeting of the Committee of Management in the following year. The Chair may be re-elected but may not serve as chair for more than four years in a row.

The Committee of Management will meet at least four times a year.

A quorum is more than 50% of the membership of the Committee.

The Committee is guided by Oxford County's Procedural By-law, Council's Code of Conduct, Provincial Acts and regulations, and other Oxford County Policies as applicable.

### **COMMITTEE SUPPORT**

The County Clerk will provide administrative support to the Committee of Management, ensuring that the Terms of Reference, Agendas, and other related information are posted on the County's website as required. The appropriate County staff will carry out any duties required to implement the Committee of Management's decisions.



# WOODINGFORD LODGE

## Long-Term Care Committee of Management Update: Q1 2022

Oxford County Council | March 9, 2022

# Updates

Q1: 2022

Background

Current State: LTC 2022

Celebrating Success

Quality Assurance

On-going Challenges

Pursuing Opportunities



# Why Committee of Management?

## Regulation 79/10, s284

Provincial legislation requires that the Council of a municipality establishing and maintaining a municipal long-term care home must appoint a Committee of Management to provide governance oversight of the management of the home

# WDFL 2021-01

## Long-Term Care Homes Committee of Management



Report No: WDFL 2021-01  
WOODINGFORD LODGE  
Council Date: April 28, 2021

To: Warden and Members of County Council

From: Director of Woodingford Lodge

### Long-Term Care Homes Committee of Management

#### RECOMMENDATIONS

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1. That the Terms of Reference for a Committee of Management for Woodingford Lodge as attached to Report No. WDFL 2021-01 be approved;
2. And further, that the **Council of the County of Oxford be designated as the Committee of Management for Woodingford Lodge** to fulfill the requirement under Subsection 132 (1) of the Long-Term Care Homes Act, 2007.

Report No. WDFL 2021-21  
Attachment No. 1



Committee of Management  
for Woodingford Lodge  
April 2021

### Terms of Reference

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#### BACKGROUND

The Committee of Management is responsible for governance oversight and to act as the Committee of Management under the Long-Term Care Homes Act, 2007 (LTCHA) and regulations there under, and as may be delegated by Council and defined in these terms of reference.

## Purpose / Mandate

### Make recommendations pertaining to:

- Legislative compliance
- Financial performance
- Program and service delivery
- Advice and recommendations from the Residents' and Family Councils
- Alignment to the County's Strategic Plan

## Composition

All County Council members  
Term coincides with County  
Council term of office

## Rules of Procedure

Chair and Vice-Chair elected annually

Aim to meet quarterly

Quorum is more than 50%

Guided by Oxford County's Procedural By-law, Council's Code of Conduct, Provincial Acts and regulations, and other Oxford County Policies as applicable



# Committee Support

## Staff will:

- Design, develop, monitor, and evaluate service delivery so that CoM members remain informed
- Provide administrative support
- Follow-up on CoM meeting items as they arise



# Current State

## Long-Term Care 2022

## Legislation

### Long-Term Care Act, 2007

- Fixing Long-Term Care Act, 2021

### Regulation 79/10

### Residents' Bill of Rights

## Fixing LTC Act, 2021

First phase of  
regulation  
development

(ORR closed Feb 17, 2022)

Increased direct hours of care

Mandatory quality  
improvement initiative

Increased enforcement

## Provincial Investments

**\$4.9B** (staffing 4 hours of care)

- ~\$3.8M for Oxford

**\$373M** (temp wage enhancement PSWs)

**\$100M** (education and training)

**COVID-19 prevention and containment**

- ~1.8M for Oxford

# Federal Platform Commitments

**\$9B over five years**

- Wages, training for PSWs
- Quality and availability of beds
- National standards for LTC
- Safe LTC Act

# Woodingford Lodge

Celebrating Success

## Managing COVID

- Dr. Roth named Global News [“Hometown Hero”](#)

Organizational Alignment

Staffing funding

# Celebrating Success

Woodingford Lodge

Pharmacogenetics

”Champion Home” for  
medication safety



# Quality Assurance

## Ministry Inspections

- Four (4) in Q4 2021
  - All three sites
- All issues have been addressed

## Case Mix Index (CMI)

- Ingersoll: 0.9727
- Tillsonburg: 0.9438
- Woodstock: 0.9528

# Quality Assurance

## Service Agreement with Ontario Health

- Declaration of Compliance: 2021
- Service Agreement: 2022/23



# On-going Challenges

## On-going Challenges

COVID-19: prevention and  
containment beyond March 31,  
2022

Staffing: extraordinary demand

Food: rising costs



# Pursuing Opportunities

## 2022 Initiatives

Accreditation

Behavioural Beds (partnership  
with Woodstock Hospital)

Collective Bargaining

Nutritional Services Review

Inventory and Logistics  
Review

## 2022 Initiatives

Living Classroom (partnership  
with Conestoga College)

Quality, Performance  
Measurement, and Continuous  
Improvement

Skin and Wound Mobile  
Application

New Beds Application

# Questions?



**To: Warden and Members of County Council**

**From: Director of Public Works**

## 2021 Annual Waste Management Reports

### RECOMMENDATION

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1. That County Council receive Report No. PW 2022-10 entitled “2021 Annual Waste Management Reports” as information.

### REPORT HIGHLIGHTS

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- This report summarizes the annual performance of Oxford County’s waste management facilities and programs in 2021.
- Oxford County’s waste management facilities and programs provided effective services in 2021 and operated in general compliance with all applicable legislation.
- Based on the County’s current waste diversion activities, the County achieved an overall landfill waste diversion rate (of residential and ICI waste material handled by Oxford County) of approximately 43% in 2021 and has an estimated remaining landfill service life of approximately 29 to 34 years.
- 2021 waste diversion achievements include the collection of 18,800 tonnes of leaf, brush and yard waste material, 8,570 tonnes of residential curbside Blue Box material, 11 tonnes of recycled bulky expanded polystyrene (Styrofoam) material and 5 tonnes of film plastic material. Of note, the County-wide recycling collection tonnage per household (157 kg/hh) increased 7% over 2020 while the amount of waste material landfilled decreased by 19%.
- Curbside garbage audit undertaken in 2021 showed that 60% of residential garbage by weight consists of organic material (avoidable/unavoidable food waste, tissue and paper towels, pet waste, and leaf and yard waste) and 10% by weight consists of recyclable (Blue Box) material.

### Implementation Points

The “2021 Annual Waste Management Reports” will be submitted to the Ministry of Environment, Conservation and Parks (MECP) in accordance with regulatory requirements and also posted on the County’s website for public access.

**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Financial Impact







There are no financial impacts as a result of this report. Any required actions that will result in expenditures have been accounted for in the 2022 Operating or Capital Budget for Waste Management.

## Communications

The 2021 Waste Management Annual Reports will be available for public viewing on the County's website on March 24, 2022, at [www.oxfordcounty.ca/wasteline](http://www.oxfordcounty.ca/wasteline). This Council report will also be circulated to Area Municipalities and Zero Waste Oxford.

The County communicates the performance of key Public Works systems (Water, Wastewater, and Waste Management) annually to the public through an annual social media campaign after the last performance report has been submitted to Council.

## Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
		3.iii.	4.ii.	5.ii.	

## DISCUSSION

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### Background

In accordance with regulatory requirements, the 2021 Annual Waste Management Reports, prepared for submission to the MECP, provide performance data on Oxford County's waste management facilities, operations, and programs. The regulatory reporting requirements are conditions outlined in the facilities' Environmental Compliance Approvals (ECA), Certificates of Approval (C of A), or as identified by government legislation for the particular waste management programs. The pertinent regulatory requirement is referenced in each Annual Waste Management Report.

**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

The annual reports generally include items such as:

- Received and/or processed material;
- Mapping of waste management facilities;
- Facility equipment and staffing;
- Summary of operational activities and services;
- Operational changes from previous years;
- Compliance issues and corrective actions taken;
- Complaints received and corrective actions taken;
- Monitoring data and analysis; and
- Required actions to ensure environmental compliance.

In addition to regulatory reporting requirements, staff provides County Council with annual Blue Box performance monitoring results for all County-funded Blue Box Programs as per Municipal Datacall Best Practices (BP).

In 2021, a curbside waste (black bag) audit was undertaken to characterize residential waste generated from the County's curbside collection program and disposed as landfill material. The composition of the residential garbage stream is presented in this report and the detailed audit results will be further utilized to inform the organics resource recovery technologies (ORRT) feasibility study identified in the 2022 Business Plan and Budget.

## **Comments**

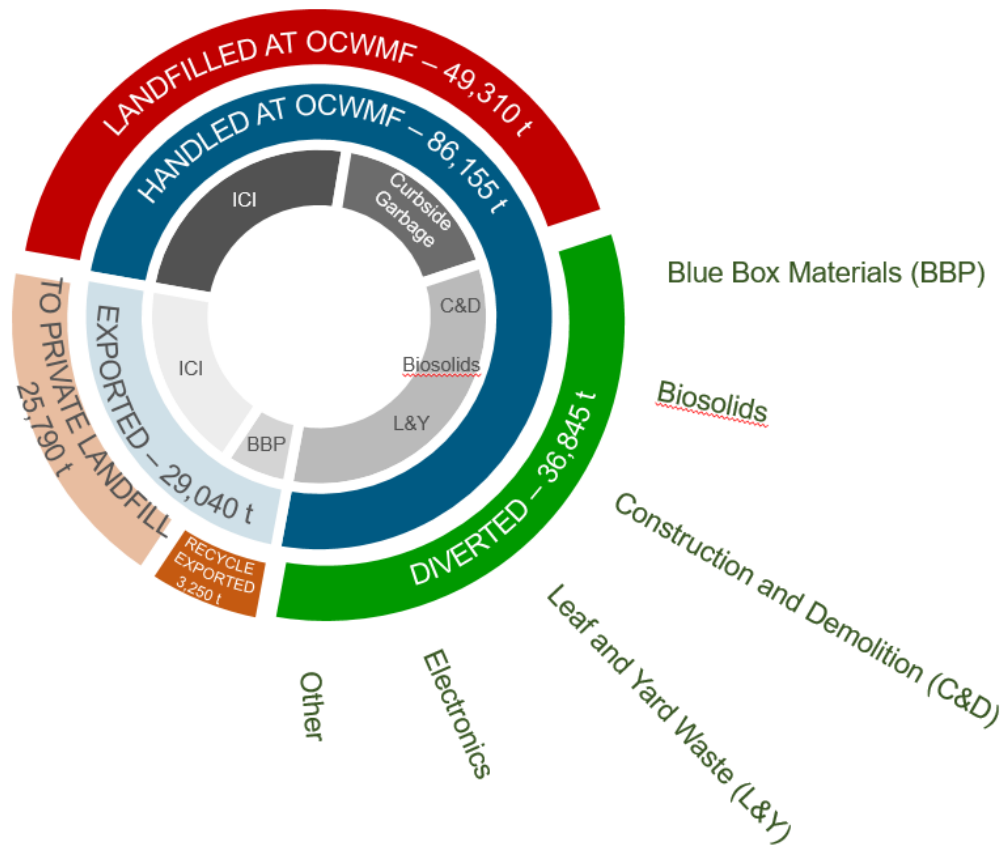
### **Summary of County-Wide Waste Generation**

Approximately 115,100 tonnes of waste (a decrease of 7,500 tonnes over 2020) was generated in Oxford County in 2021. Of the total amount of waste generated, 86,100 tonnes (a decrease of 10,500 tonnes over 2020) was processed at the Oxford County Waste Management Facility (OCWMF). The decrease in 2021 waste is attributed to 2020 quantities being higher than normal as a result of COVID impacts and special one-time projects (i.e. Tavistock Lagoon biosolids disposal).

About 29,000 tonnes of waste was exported out-of-County (without direct handling at the OCWMF). This includes an estimated 25,800 tonnes of waste from the Industrial, Institutional, and Commercial (IC&I) sector, disposed of by private haulers, and 3,200 tonnes of Blue Box material from the City of Woodstock's curbside collection program exported directly to an out-of-County processing facility.

The waste quantity generated by the IC&I sector and exported out-of-County is calculated based on the results of the County's 2017 curbside waste audit with annual increases applied. Overall, approximately 25% of the total waste generated is being exported out of County.

A summary of County-wide waste generation in 2021 is depicted in Figure 1.



*Note: Difference in tonnage due to rounding*

Figure 1: 2021 County-wide Waste Generation

### 2021 Annual Waste Management Reports

The annual reports are listed and linked below, followed by a summary section for each.

- [Oxford County Waste Management Facility, Salford 2021 Operations, and Monitoring Report](#)
- [2021 Annual Report Landfill Gas Collection and Flaring System, Oxford County Waste Management Facility](#)
- [Holbrook Landfill 2021 Water Monitoring Report](#)
- [Closed Landfill Sites Due Diligence Monitoring Report](#)
- [Oxford County Permanent Household Hazardous Waste Depot Annual Report 2021](#)
- [Oxford County 2021 Leaf and Yard Waste System Annual Report](#)
- [Oxford County 2021 Year-End Blue Box Waste Management System Annual Report](#)

**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

*Oxford County Waste Management Facility, Salford – 2021 Operations and Monitoring Report*

- Approximately 86,100 tonnes of waste was handled at the site with approximately 36,800 tonnes being diverted and recovered as material resources. Overall resource recovery material brought to the OCWMF in 2021 increased by 3% and landfilled material decreased by 19%.
- The total trips by all vehicles using the facility averaged about 3,457 per month in 2021, a decrease of 5% from 2020.
- The film plastic drop-off program generated 5 tonnes of material in 2021 compared to 1 tonne collected in the program's inaugural year (2020). An additional drop off depot was opened in September 2021 by the Township of South-West Oxford at the Beachville Firehall.
- The bulky Expanded Polystyrene (Styrofoam) drop-off program generated 11 tonnes of recycled packaging material for reuse in product manufacturing, representing a 120% increase over 2020 tonnages.
- The remaining landfill site service life in 2021 is calculated to be approximately 29 to 34 years based on the current landfilling rate and waste diversion rate (approximately 43%).
- Two odour complaints were received in 2021 from nearby residents. The first complaint was a result of operational activities and was immediately resolved. The second complaint was determined to be from other sources unrelated to waste management operational activities.
- There were no influences of leachate in the groundwater at the site boundaries.
- In March 2021, leachate impacts were identified in onsite stormwater retention ponds as a result of leachate seepage from the landfill area. The occurrence was immediately reported to the MECP and did not result in any adverse environmental impacts from offsite stormwater discharge. Remedial measures were undertaken to repair the leachate seepage and impacted stormwater was pumped to the leachate collection system.
- Private well monitoring showed no landfill influence.

*2021 Annual Report Landfill Gas Collection and Flaring System (LGCFS), Oxford County Waste Management Facility*

- The LGCFS, located at the OCWMF, operated as intended in 2021 and successfully controlled emissions.
- The flare ran at an average of 120 cubic feet of gas volume per minute in 2021, reflecting no change from 2020.
- The average methane concentration by volume was 42% in 2021, which remained unchanged from 2020.
- Current volumes and concentrations of methane gas continue to remain low.

*Holbrook Landfill (Closed) 2021 Water Monitoring Report*

- The site has been closed since 1986.
- There was no clear indication of leachate influence in the deeper groundwater system at the property boundaries in 2021.
- No methane was detected in 2021.
- Private well monitoring showed no landfill influence.

**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

*Closed Landfill Sites Monitoring Program*

- With the recently completed inventories of Oxford's closed landfill sites, monitoring programs were established at the Lakeside, Embro and Thamesford closed landfill sites in 2021 as per best practices.
- Landfill gas, surface water, groundwater, and private well monitoring results indicated no negative landfill influence at these sites.
- In 2022, similar monitoring programs will be undertaken at the Blandford-Blenheim and Norwich closed landfill sites.

*Oxford County Permanent Household Hazardous Waste (HHW) Depot Annual Report 2021*

- The depot was open 306 days, an increase of 20% from 2020.
- The depot serviced approximately 5,300 vehicles, an 11% decrease over 2020.
- The depot received approximately 148 tonnes of HHW, a decrease of 20% over 2020.
- No operational complaints, concerns, or adverse impacts on the environment were observed.
- The City of Woodstock's Enviro Depot was open 144 days in 2021; the HHW Depot serviced 5,854 vehicles (compared to 2,258 vehicles in 2020) and collected 88 tonnes of HHW (increase of 16% from 2020).

*Oxford County 2021 Brush, Leaf, and Yard Waste System Annual Report*

The Brush, Leaf, and Yard Waste program consists of 11 drop-off depots operated by the Area Municipalities, with contracted services for centralized hauling of the collected material to the County's Compost Facility for processing. These depots are free to County residents and have operating hours that vary from municipality to municipality. The County funded all program costs in 2021 and generated the following results:

- Over 18,800 tonnes of material was received representing a 6% decrease over 2020 and approximately 9,500 tonnes of finished compost was sold to the end market in 2021.
- A total of 462 composters and 318 green cones were sold to residents, an increase of 18% over 2020.
- Home composters and green cones are sold throughout the County at a subsidized rate of \$10 and \$54 each, respectively.

Oxford County continues to undertake backyard composting program education and outreach to help reduce the number of organics currently black bagged/landfilled.

*Oxford County 2021 Year-End Blue Box Waste Management System Annual Report*

- Oxford County Waste Management provided curbside collection to all eight Area Municipalities in Oxford County. Curbside collection was performed by contracted services for six of the Area Municipalities and by Area Municipal staff in the City of Woodstock and the Township of South-West Oxford under contract with the County.

**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

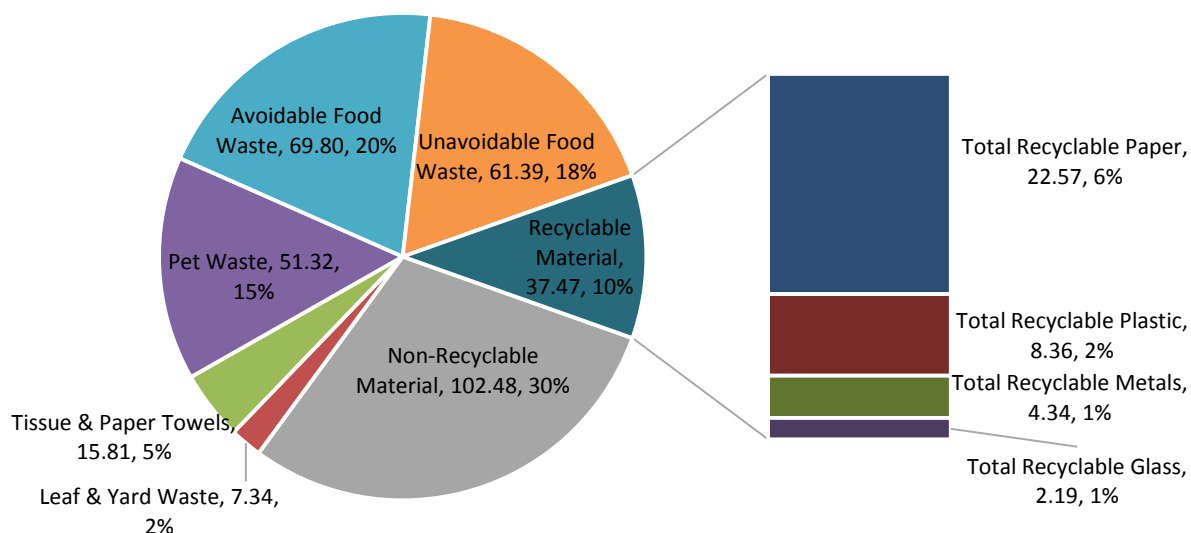
- Collection of garbage and recycling is offered to all households, including some multi-residential and commercial properties, provided they meet program requirements.
- Collection of Blue Box material is currently single stream weekly in the County collection area and two-stream bi-weekly in the City of Woodstock. The Township of South-West Oxford continues on a six-business day collection of garbage and single-stream recycling. Alternative residential drop-off depot locations for Blue Box material are located at 955 James Street, Woodstock and the OCWMF (384060 Salford Road).
- The residential diversion rate (from curbside, depots, brush, leaf and yard waste depots, Waste Management Facility) is estimated to be 57% and will be confirmed when the 2021 Datacall is verified in November 2022. The residential diversion rate has plateaued in recent years ranging between 57-59%.
- 8,570 tonnes of residential curbside Blue Box material was collected (6% increase from 2020). Following the removal of contaminated material (residual waste) during processing, approximately 7,800 tonnes of processed material was sent to recycling end markets.
- The contamination rate of the 2021 County/SWOX recycling program is estimated at 10% based on an internal audit conducted by the County's recycling processor and is competitive to other comparative municipal single-stream recycling programs. The contamination rate for the two-stream recycling program in Woodstock was estimated at 12% based on tonnage data provided by the City's recycling processing contractor.
- The recycling collection tonnage per household (hh) for 2021 was 157 kg/hh for the entire County, representing a 7% increase over 2020.

### Advancing to Zero Waste

A feasibility study of organics resource recovery technologies (ORRT) is included in the 2022 Oxford County Business Plan and Budget with the objective of identifying a preferred alternative for potential implementation of a County-wide organic waste diversion program. In support of this undertaking, a curbside residential garbage (black bag) audit was completed in 2021 by AET Group Inc.

The black bag audit was completed in Spring 2021, and consisted of 240 single-family households from 24 sampling areas (rural/urban) throughout the County over a two week period. The County-wide residential garbage composition determined through the waste characterization audit is shown in Figure 2 below, and is derived from an estimated quantity of 346 kg/hh/year.

**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**



**Figure 2: 2021 Garbage Waste Stream Composition**

The key findings of the single family residential garbage stream composition include the following:

- Average curbside garbage stream generation (rural/urban combined) is 6.63 kilograms/household/week (kg/hh/wk).
- Average rural curbside garbage stream generation is 3.32 kg/hh/wk.
- Average urban/village curbside garbage stream generation is 7.63 kg/hh/wk.
- Organics makes up almost 60% of the garbage stream by weight consisting of avoidable/unavoidable food waste, tissue and paper towels, pet waste, and leaf and yard waste.
- Recyclables (Blue Box material) makes up 10% of the garbage stream by weight.

The 2021 black bag audit provides a substantial update to the original 2017 baseline audit (Report No. [PW 2017-42](#)) that was completed in support of the County's Zero Waste Plan and waste resource recovery activities. The 2021 audit provides a detailed breakdown of specific material types found in residential garbage set outs and will be utilized in the ORRT feasibility study to determine the viability of a potential County-wide organic waste diversion program. The audit results will also be used to enhance public promotion on current waste diversion programs with greater focus on specific materials found in the residential garbage stream.



**Report No: PW 2022-10**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Conclusions

The 2021 Annual Waste Management Reports demonstrate that Oxford County's waste management programs and facilities continue to perform well and are in compliance with regulatory requirements.

Implementation of a County-wide organics diversion program will provide an opportunity for resource recovery and would have an immediate impact on reducing waste quantities to further extend the life of the County's landfill area.

## SIGNATURES

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### Report Author:

Original signed by

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Pamela Antonio, M.P.A, B.E.S  
Supervisor of Waste Management

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

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Gordon Hough on behalf of Michael Duben, B.A., LL.B.  
Acting Chief Administrative Officer

**To: Warden and Members of County Council**

**From: Director of Public Works**

## 2021 Drinking Water Quality Management System Update

### RECOMMENDATION

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1. That County Council receive Report No. PW 2022-11 entitled “2021 Drinking Water Quality Management System Update.”

### REPORT HIGHLIGHTS

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- The purpose of this report is to provide an annual summary outlining the main processes and work performed by Oxford County’s Water Services Division in 2021 to support its drinking water Quality Management Systems (QMS).
- As required by provincial legislation, this report also provides County Council, as Owner of the municipal drinking water systems in Oxford County, with an annual summary of the water QMS Management Review (2021) which evaluated the continuing suitability, adequacy and effectiveness of the QMS for all three of the County’s water system Operating Authorities (Oxford County, City of Woodstock and Town of Tillsonburg) against the provincial Drinking Water Quality Management Standard (DWQMS).
- All three Operating Authorities maintained full accreditation as their respective water QMS were determined to successfully meet the DWQMS requirements following third-party external audits in 2021. The maintenance of the respective drinking water QMS accreditation serves to satisfy a condition within the County’s Municipal Drinking Water Licences.

### Implementation Points

Operating Authority staff will continue to implement Operational Plan water QMS policies to meet the requirements of the DWQMS (V2.0, February 2017) and to comply with the requirements of subsection 16(2) of the *Safe Drinking Water Act, 2002*.

The County’s Drinking Water Quality Management System Coordinator is responsible for communicating the Annual Management Review action items to those accountable, ensuring implementation of changes to water QMS documentation and following up with each Operating Authority. All three Operating Authorities will continue to implement the corrective actions identified through the risk assessment process, Annual Management Review, emergency response testing, and internal and external audits to facilitate continual improvement of processes and programs.

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## Financial Impact

The total County water QMS 2021 operating budget included expenses of \$125,000 in 2021 related to the development and ongoing maintenance of the water QMS for all municipal residential drinking water systems in the County which included each Operating Authority. This also included expenses related to the external auditors of the water QMS (approximately \$18,500).







Any required water QMS actions that will result in expenditures have been accounted for in the 2022 Operating or Capital Budget of the respective municipal drinking water systems.

## Communications

Report No. PW 2022-11 and Report No. [PW 2022-05](#) (2021 Drinking Water System Performance), which was presented to County Council on February 23, 2022, serve to meet the DWQMS requirements of reporting the results of the water QMS Annual Management Review to the drinking water system Owner representatives (Oxford County Council/Chief Administrative Officer (CAO)).

The Annual Management Review process ensures that all levels of the organization (Owner, Top Management and Operating Authorities) are kept informed and aware of the water QMS as it relates to the performance of each municipal drinking water system. As an outcome of the Annual Management Review, Top Management provide recommendations for continuous improvement of the water QMS for all three Operating Authorities.

## Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
1.ii.			4.ii.	5.ii.	

## DISCUSSION

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### Background

The *Safe Drinking Water Act, 2002* mandates the development, implementation, and accreditation of a QMS as a condition of issuance of a Municipal Drinking Water Licence. The water QMS contains elements of both the ISO 9001 standard with respect to management systems and the hazard analysis and critical control points (HACCP) standard with respect to product safety. The water QMS also incorporates the HACCP approach to risk assessment and reflects the multi-barrier approach for municipal drinking water system safety.

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As noted, the Municipal Drinking Water Licensing Program implemented by the Ministry of the Environment, Conservation and Parks (MECP) requires all municipal drinking water systems to be operated by accredited Operating Authorities. In order to become accredited, each Operating Authority must establish and maintain a QMS. Minimum requirements for the QMS are specified in the DWQMS (V2.0, February 2017). Operating Authorities are accredited by a third party Accreditation Body against the requirements of this Standard.

Oxford County has three separate accredited Operating Authorities as shown below:

Operating Authority	Responsibility
Oxford County Public Works	Water treatment, supply, pumping and storage in all systems. Distribution in all systems except Woodstock and Tillsonburg.
City of Woodstock	Partial water distribution in the City of Woodstock (no storage or pumping) as per current contract service agreement.
Town of Tillsonburg	Partial water distribution in the Town of Tillsonburg (no storage or pumping) as per current contract service agreement.

The County's water QMS is documented in the Operating Authority's water system Operational Plans, in accordance with the 21 best practice elements of the DWQMS. Accreditation of the Operating Authorities also requires that the Operational Plans be endorsed by the water system Owner representatives (Oxford County Council and CAO). County Council last endorsed the Operational Plans for each Operating Authority in September 2020 (refer to [PW 2020-41](#)).

The Operational Plans reflect a fully implemented water QMS with a focus on continual improvement and are made available to the public upon request. Each Operating Authority must maintain accreditation and have their Operational Plans accepted on a five-year cycle by the MECP as part of the Municipal Drinking Water Licence renewal process.

### Drinking Water QMS Roles and Responsibilities

The *Safe Drinking Water Act, 2002* requires that proper authorities are established to ensure that municipal drinking water systems have qualified oversight, management support, identified ownership and financial resources. For the County's 17 licenced drinking water systems, the key organizational roles involved with the respective water system's QMS is as follows:

#### *System Owner:*

- Oxford County, represented by County Council/CAO

#### *Operating Authorities:*

- Oxford County Public Works
- Town of Tillsonburg
- City of Woodstock

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*Top Management:*

- Director of Public Works (Oxford County)
- Manager of Water and Wastewater Services (Oxford County)
- Director of Operations and Development (Town of Tillsonburg)
- Manager of Engineering (Town of Tillsonburg)
- Manager of Public Works (Town of Tillsonburg)
- Water/Wastewater Supervisor (Town of Tillsonburg)
- Director of Public Works (City of Woodstock)
- City Engineer (City of Woodstock)
- Deputy City Engineer (City of Woodstock)

*Water QMS Representatives:*

- Drinking Water Quality Management System Coordinator (Oxford County)
- Manager of Water and Wastewater Services (Coordinator designate)
- Supervisor of Water and Wastewater Technical Services (Coordinator designate)

The responsibilities and authorities of Top Management and water QMS staff is detailed in the County's Operational Plans as endorsed within Report No. PW 2020-41.

### Standard of Care

The Statutory Standard of Care provisions of the *Safe Drinking Water Act, 2002* make individuals with oversight responsibilities for municipal drinking water systems legally responsible for decisions made regarding the system. The water QMS designates the roles and responsibilities of various positions within each Operating Authority.

The intent of this Standard of Care is to ensure that Owner representatives (County Council and CAO) and various levels of decision makers of the municipal drinking water systems are acting diligently and making informed decisions when required. These decisions can affect the quality and safety of the municipal drinking water provided to all customers.

Decision making authority over the County's drinking water systems includes, but is not limited to, members of municipal Council. All persons who oversee the Operating Authority or exercise decision-making authority must:

- Exercise the level of care, diligence and skill that a reasonably prudent person would be expected to exercise in a similar situation; and
- Act honestly, competently and with integrity, with a view of ensuring the protection and safety of the users of the municipal drinking water system.

Some of the ways members of Council can provide diligent oversight under the Standard of Care requirements is to have awareness of governing drinking water legislation and regulations, County's Operational Plans and the drinking water annual reporting.

Of note, the annual Drinking Water System Performance Report (Report No. PW 2022-05) and the Drinking Water Quality Management System Update (Report No. PW 2022-11) are the primary method in which Senior Management and County Council demonstrate due diligence in providing oversight of the County's municipal drinking water systems and meeting their Standard of Care legal requirement.

## Comments

### Water QMS Management Review

Under legislation, the DWQMS requires that a Management Review meeting be held annually by each Operating Authority to review the drinking water QMS performance and identify necessary actions to ensure continual improvement and compliance with the regulations. The Annual Management Reviews for all three Operating Authorities were conducted in February 2022.

The DWQMS lists 16 specific information items that must be part of the Annual Management Review including, but not limited to, incidents of regulatory non-compliance, incidents of adverse drinking water tests, raw water supply and drinking water quality trends, operational performance and results of the infrastructure review. These items were reviewed and reported in Report No. PW 2022-05, which was received by County Council on February 23, 2022, and documents the performance of each of the County's 17 municipal drinking water systems.

Additionally, the following QMS items were reviewed during the Annual Management Review:

- Discussion and follow up on action items from previous management reviews as well as any new items identified since the last review;
- Operational considerations and challenges as part of operational performance;
- Effectiveness of the risk assessment process and deviations from critical control points and responses;
- Results of internal and external audits;
- Results of emergency response testing and training;
- Changes that could affect the QMS;
- Resources needed to maintain the QMS;
- Customer feedback; and,
- Suggestions brought forward by Operating Authority operations staff.

As noted in the following sections, key discussion points, findings and action items from the Annual Management Review of the water QMS are key outcomes of this review process.

### Ongoing Management Review Action Items

The following action items continue to be addressed by Operating Authority staff:

- The County Operating Authority will continue to work with a local business to discuss operational solutions regarding the impacts of pressure fluctuations in the Tavistock drinking water system.
- The County, as Owner, expects that contracted Woodstock and Tillsonburg service providers will provide complete and detailed annual water system level of service and key performance indicator metrics in a timely manner.
- The Tillsonburg Operating Authority will do a business case needs and cost analysis of the potential fleet purchase of a hydro vac truck. Business cases will be prepared and reviewed with County staff in advance of the 2023 Capital Budget submission. This item was deferred from the previous 2020 Management Review meeting.

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- The Woodstock Operating Authority will continue to investigate a solution for the electronic entry of customer service field data (with consideration of a work order management system that can be ultimately implemented) and provide information to County staff in advance of 2023 County Budget submission. This item was deferred from the previous 2020 Management Review meeting.

### Operational Considerations and Challenges

The water QMS is continually improving and integration with regular operational practices is routine. Operational considerations and challenges were reviewed with the following action items to be addressed:

- The County will coordinate with Tillsonburg and Woodstock Operating Authorities to ensure preventative maintenance work orders and information is integrated with the County Asset Management Plan (AMP), CityWide financial system, and the County's digital asset work order management system (Cartegraph) and asset registry (GIS). The County has offered to provide Tillsonburg and Woodstock Operating Authorities with access to Cartegraph in this regard.
- The Woodstock Operating Authority will need to document and report on annual water quality related customer inquiries and/or received complaints.
- The importance of consistent compliance with, and application of, the County Fees and Charges By-Law No. 4889-2007 has been discussed with Woodstock and Tillsonburg Operating Authorities.

### Water QMS Risk Assessment

The water QMS Risk Assessment Process ensures all potential hazards, associated hazards or hazardous events associated with drinking water quality are properly identified, ranked and assessed. Assessment results provide Operating Authorities with guidance to identify critical events, control measures, critical control points and procedures to adequately manage risk while safeguarding the municipal drinking water quality and performance. The Risk Assessment Process is required every 36 months for each of the County's drinking water systems, with complementary risk assessment reviews to be completed at 12 and 24 months between the assessments to verify the currency of the information and the validity of the assumptions used in the risk assessment.

A full Risk Assessment for the water QMS was completed in 2020 and was re-validated during the 2021 review. During the 2021 Risk Assessment review, each Operating Authority confirmed that any previously identified high-scoring risks had been mitigated through completed capital projects, operational adjustments or through continual improvement initiatives. As well, the risk ranking threshold for determination of critical events was slightly lowered (from a score of 9 to 8) in order to provide a lower response tolerance to risk. Risks associated with the drinking water system critical control points (which represent critical process steps) are well controlled with existing preventive measures and monitoring/response procedures.

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During the 2021 review, the following water QMS Risk Assessment updates were undertaken and appended to the appropriate Operating Authorities Operational Plans:

- Installation of a new catalytic media filtration process (Dereham Centre) to reduce naturally occurring arsenic (and iron) levels in the raw water supply;
- Modifications to Embro water treatment system components, including changes to the filtration and filter media;
- Commissioning of the Graydon Water Treatment Facility in Mount Elgin;
- Enhancements to raw water sampling to allow for improved water quality trending and analysis; and
- Ongoing consideration of enhanced water treatment options for various raw water parameters (i.e. Strontium, Iron, Manganese, Arsenic).

### Internal and External Audit Findings

All three Operating Authorities must undergo annual internal auditing and third-party (external) auditing of their water QMS in order to achieve and maintain accreditation to the DWQMS. The audits are conducted to assess the conformance of the Operating Authority's individual Operational Plans and associated QMS processes/procedures against the DWQMS (V2, Feb. 2017), under the *Safe Drinking Water Act, 2002*. The three Operating Authorities work together due to the interdependence between each municipality and share a County resource in the form of a Drinking Water Quality Management System Coordinator.

#### *i) 2021 External Audits*

External Audits are a systematic and documented verification process that involves objectively obtaining and evaluating documents, records and processes to determine whether the Operating Authority's water QMS conforms to DWQMS requirements. All 21 elements of the DWQMS are included in the scope of these water QMS audits.

External audits are conducted once every calendar year for each Operating Authority and involve either onsite re-accreditation audits (every third year) or off-site desktop audits of QMS documents and records (intervening years). For 2021, conducted third-party external verification audits (SAI Global Limited) of each Operating Authority were conducted as shown in the table below.

Operating Authority	System Audit (off-site)	Re-accreditation Audit (on-site)
Oxford County Public Works	September 6-7, 2021	September 29 – October 1, 2021 (virtual, including virtual facility tours)*
City of Woodstock	August 16, 2021	September 14, 2021 (on-site)
Town of Tillsonburg	August 17, 2021	September 15, 2021 (on-site)

\* held virtually due to County vaccination policy



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All three Operating Authorities maintained full accreditation as their respective water QMS were determined to have successfully met the DWQMS requirements following third-party external audits in 2021. This water QMS accreditation served to satisfy a condition within the County's Municipal Drinking Water Licence. The external third-party auditor findings for each of the three Operating Authorities were minor in nature as listed below:

- One minor non-conformance affecting the County Operating Authority was identified concerning measurement and recording equipment calibration and maintenance. Corrective actions were completed to prevent another occurrence and the non-conformance was promptly resolved within the auditor's required timeline.
- Four opportunities for improvement (OFIs) were noted, mainly related to clarification of procedures and record keeping for both the Tillsonburg and the County Operating Authorities.
- Five OFIs were noted, also mainly related to further clarification of procedures and record keeping for the Woodstock Operating Authority.

All OFIs are being addressed through the water QMS Continual Improvement Process.

*ii) 2021 Internal Audits*

Internal audits are conducted at least once every calendar year for each Operating Authority as required by the DWQMS. In December 2021, internal water QMS audits against the DWQMS were conducted for all three Operating Authorities. Through the audit process, internal auditors assess conformance of the respective water QMS with Ontario's DWQMS requirements. All internal auditors have completed applicable training led by a qualified and competent trainer.

Internal Audits may be scheduled as complete system audits or broken out into process audits or audits of specific DWQMS elements over several months, such that each element is audited and an audit cycle is completed once every 36 months for each Operating Authority. The processes/programs chosen for auditing in 2021 included the review of historical valve maintenance procedures and Top Management commitment/involvement in maintaining the water QMS. One process or program may cover multiple elements of the DWQMS. Site audits were also conducted at eight different water treatment facilities.

The internal auditor findings for each of the three Operating Authorities were minor in nature as listed below:

- There were no non-conformance findings for the three Operating Authorities.
- One OFI was noted related to formal documentation of an operational procedure for valve maintenance and record keeping for both the Tillsonburg and Woodstock Operating Authorities.
- Three OFIs were noted, mainly related to clarification of procedures and record keeping for the County Operating Authority.

The findings were positive overall and OFIs are being addressed through the water QMS Continual Improvement Process.

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## 2021 Emergency Response Plan Testing

Annual testing of the Emergency Response Plan can take the form of training sessions, mock incident or the response to an actual emergency. In the last case, an incident debrief is recommended to point out opportunities for improvement.

For each of the Operating Authorities, Emergency Response Plan training was conducted in September 2021. No OFIs were recommended as a result of this training review.

## Customer Feedback

The County and Town of Tillsonburg Operational staff responded to 61 and 25 customer water complaints respectively. Based on the review of the complaints that were documented in the work order management systems, there were no concerning patterns in the customer complaints for these Operating Authorities.

Woodstock Operational staff responded to 394 customer water complaints but does not maintain electronic documentation of the same for review. The Operating Authority has been requested to investigate a solution for the electronic entry of customer service field data (with consideration of a work order management system that can be ultimately implemented) in order to evaluate and trend any concerning patterns within the water system.

## Drinking Water QMS Changes/Resources

There were no significant changes to the Operational Plans for each Operating Authority since last reported to County Council in September 2020 (refer to Report No. PW 2020-41). Operational Plans will be presented to County Council in 2023, as the County's water QMS requires that endorsement of the QMS shall be updated within six months after the election of a new County Council and/or if the Operating Authority for the municipal drinking water system changes. This is done to ensure that all members of the County Council are informed about the municipal drinking water systems and their oversight responsibilities.

No additional resources were identified by Top Management of the three Operating Authorities as being necessary to maintain the water QMS at this time.

**Report No: PW 2022-11**  
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**Council Date: March 23, 2022**

## Conclusions

The results of the Annual Management Reviews of the County's water QMS demonstrate continued compliance with drinking water regulations and the County's commitment to continual improvement in the provision of safe, reliable and sustainable supply of municipal drinking water for its residents and businesses.

All three Operating Authorities maintained full accreditation as their respective water QMS were determined to have successfully met the DWQMS requirements following third-party external audits in 2021. This water QMS accreditation served to satisfy a condition within the County's Municipal Drinking Water Licence.

## SIGNATURES

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### Report Author:

Original signed by

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Jessica Happel, A.Sc.T.  
Drinking Water QMS Coordinator

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

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Michael Duben, B.A., LL.B.  
Chief Administrative Officer

**To: Warden and Members of County Council**

**From: Director of Public Works**

## Contract Award – Victoria Street Reconstruction, Norwich

### RECOMMENDATIONS

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1. That County Council award a contract to the low bidder, Viewcon Construction Ltd., in the amount of \$1,327,053 (excluding HST) for the reconstruction of Victoria Street from Main Street (Oxford Road 18) to Brock Street in the Township of Norwich;
2. And further, that Council authorize the Chief Administrative Officer and Director of Public Works to sign all documents related hereto.

### REPORT HIGHLIGHTS

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- The purpose of this report is to obtain County Council approval to award the above-noted project to Viewcon Construction Ltd., in accordance with the County Purchasing Policy.
- This is a collaborative project between Oxford County and Township of Norwich. Proposed capital improvements include roadway reconstruction/urbanization, sanitary sewer repairs, storm sewer installation and watermain replacement to ensure that critical municipal infrastructure is kept in a state of good repair.
- The proposed capital improvements have been harmonized into one integrated project in order to minimize the extent of road travel disruption to the community and maximize cost efficiencies via project bundling.
- Construction is anticipated to begin in June 2022 and be completed by September 2022.

### Implementation Points

Upon Council approval, a contract will be executed with the low bidder, Viewcon Construction Ltd., prior to proceeding with the work.

Victoria Street will be closed from Main Street to Brock Street during construction in order to accommodate the planned works; however, access for local residents and emergency services will be maintained as required.

A temporary potable water system will be installed as required to maintain safe and clean drinking water service to residents during the replacement of the existing system.

**Report No: PW 2022-12**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Financial Impact

The approved 2022 budget for this project is \$1,550,000 to fund all proposed capital infrastructure improvements. The construction costs and funding sources for this project are summarized in Table 1 below. The contract low bid amount received is within the approved 2022 budget amount.

*Table 1: Funding Summary for Victoria Street Reconstruction*

<b>2022 Budget Summary Account / Description</b>	<b>Available 2022 Budget</b>	<b>Bid Amount (excluding HST)</b>
<b>950450 – Norwich Sanitary Replacements</b> (Approved budget: \$1,000,000) (Less other projects: \$100,000)	\$900,000	\$821,116
<b>960400 – Township Water Distribution Replacements</b> (Approved budget: \$950,000) (Less other projects: \$300,000)	650,000	505,937
<b>Subtotal</b>	<b>\$1,550,000</b>	<b>\$1,327,053</b>
<b>Estimated Contract Administration; Inspection &amp; Materials Testing</b>		<b>\$97,868</b>
<b>Non-Refundable HST (1.76%)</b>		<b>\$25,079</b>
<b>TOTAL ESTIMATED CONSTRUCTION EXPENDITURES</b>		<b>\$1,450,000</b>

Based on the low bid pricing, an estimated \$820,000 is cost recoverable from the Township of Norwich for construction costs of Township assets (proposed storm sewer system and roadwork) and a portion of project engineering and contract administration/inspection services being provided by Oxford County Public Works, budgeted under capital job 950450. A budget of \$820,000 for this project is included in the Township of Norwich's 2022 Capital Plan.

## Communications

The communication strategy for this construction project will be similar to other County projects. The Contractor's project manager and the County's project manager will form an open channel of communication and will include other members of the project team as needed. These communications will commence upon approval of this report and will continue for the duration of the project.

This is a collaborative joint venture project between Oxford County and Township of Norwich; therefore, scope of work and planned schedule were mutually established, and further communication is planned prior to and throughout construction.







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A Notice of Construction letter will be delivered to nearby property owners, along with posting of construction signage at the project location in advance to alert the general public. In consultation with the Township, County Public Works will arrange a pre-construction meeting for residents prior to construction. The Notice of Construction will also be posted to the Oxford County website. It is not expected that there are any businesses that will be impacted by this project.

Regulatory authorities and emergency services will receive advanced notice of road closures through *Municipal511* notifications circulated by Public Works. Road updates are also posted to the County’s social media channels.

Staff will continue to work with affected stakeholders during the execution of this project as required to ensure the appropriate level of communication and outreach is maintained, and further ensuring all parties involved are updated on project status and outcomes as needed.

**Strategic Plan (2020-2022)**

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
1.i.	2.i.	3.iii.		5.ii.	

**DISCUSSION**

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**Background**

Victoria Street is a local road located in the north-east quadrant of the community of Norwich. The Township of Norwich’s 2017 *Road Needs Study* identified the road section of Victoria Street, from Main Street to North Court Street, as deficient (having a low condition rating) and in need of full depth reconstruction. Accordingly, reconstruction/urbanization of this road section is proposed, which generally includes the following scope of work:

- Full replacement of the pavement structure (approximately 400 m road length) in accordance with Township standards;
- Improved drainage features including curb and gutter and storm sewer replacement;
- Sidewalk installation/replacement to promote active transportation and provide pedestrian system continuity;
- Coordinated replacement of the existing water distribution system (including approximately 440 m of watermain) and select repairs to the wastewater collection system (Oxford County infrastructure);
- Paving; and
- Surface restorations including driveway aprons and sodding of boulevards.

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The existing aged water distribution system on Victoria Street between North Court Street and Brock Street (including approximately 180 m of watermain) will also be replaced as part of this project. Upon completion, this street block will be resurfaced with asphalt, and all areas disturbed from water system works will be restored as required.

A map identifying the project site location (approximately 600 m of total road length) is included as Attachment 1 to this report.

The project has been planned and designed in collaboration with Township of Norwich staff.

## Comments

Prior to tender, Public Works advertised for the pre-qualification of General Contractors. Seventeen Contractors expressed interest, and a total of 13 Contractors were pre-qualified. The evaluation of submissions was based on a number of factors including Contractors' previous project experience with similar projects of scope and size, overall management team background and experience managing projects of this scale.

As this project has the possible risks that would be associated with any construction project of this scale and scope, the successful Contractor is also required to secure construction bonds and insurance to mitigate risks related to the exposure of financial loss.

After the prequalification process, County staff solicited bids from the eligible pre-qualified Contractors and the project was tendered through a competitive bidding process. County staff received the following five bids at tender close on Wednesday, February 23, 2022.

**Table 2: Summary of Bid Submissions**

<b>Contractor</b>	<b>Bid Amount (HST Excluded)</b>
<b>1. Viewcon Construction Ltd.</b>	<b>\$1,327,053</b>
2. Oxford Civil Group Inc.	\$1,378,572
3. Beech Infrastructure Group Ltd.	\$1,396,128
4. Euro Ex Construction	\$1,492,121
5. Sierra Infrastructure Inc.	\$1,618,355

Staff have reviewed the submissions and confirmed that the low bid received from Viewcon Construction Ltd., in the amount of \$1,327,053 (excluding HST), represents good value for the work.

Should the contract not be awarded and the work does not proceed, the condition of the County's and the Township's affected assets will continue to deteriorate.

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**Council Date: March 23, 2022**

## Conclusions

Review of the competitive bid submissions confirms that it is appropriate to award the proposed road reconstruction works on Victoria Street to the low bidder, Viewcon Construction Ltd. of Woodstock, Ontario.

## SIGNATURES

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### Report Author:

Original signed by

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Jesse Keith, P.Eng.  
Project Engineer

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

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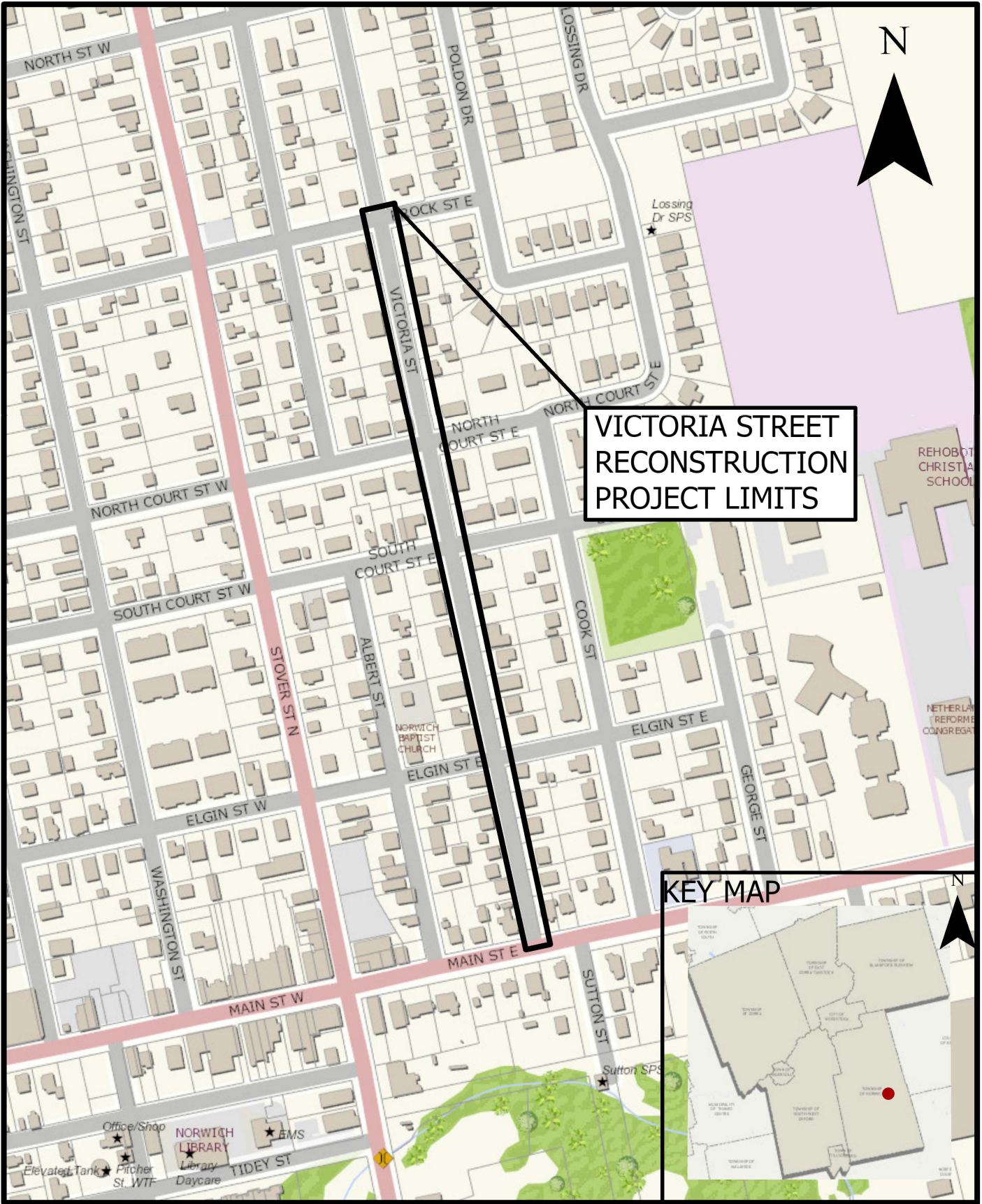
Michael Duben, B.A., LL.B.  
Chief Administrative Officer

## ATTACHMENT

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Attachment 1 - Project Location Map, March, 2022





**To: Warden and Members of County Council**

**From: Director of Public Works**

## **Contract Award – Oxford Road 54 (Huron Street) Phase 2 Reconstruction, City of Woodstock**

### **RECOMMENDATIONS**

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- 1. That Oxford County Council award a contract to the low bidder, Viewcon Construction Ltd, in the amount of \$2,297,953 (excluding HST) for the Phase 2 Reconstruction of Oxford Road 54 (Huron Street) from Ingersoll Avenue to Adelaide Street in the City of Woodstock;**
- 2. And further, that County Council authorize the Chief Administrative Officer and Director of Public Works to sign all documents related hereto.**

### **REPORT HIGHLIGHTS**

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- The purpose of this report is to obtain County Council approval to award the above-noted project to Viewcon Construction Ltd., in accordance with the County Purchasing Policy.
- The Huron Street Phase 2 Reconstruction project involves continuing the reconstruction of Huron Street south of Ingersoll Ave. to Adelaide St. As part of Phase 1, this area has already been converted to a three-lane configuration to improve overall traffic and safety operations for all road users, including drivers, cyclists and pedestrians.
- The proposed capital improvements include roadway, storm sewer, sanitary sewer and watermain upgrades to provide sustainable infrastructure and have been harmonized into one integrated project in order to minimize the extent of road travel disruption to the community and maximize cost efficiencies via project bundling.
- The project is anticipated to begin in April 2022 and be completed by October 2022.

### **Implementation Points**

Upon Council approval, a contract will be executed with the low bidder, Viewcon Construction Ltd., prior to proceeding with the work.

Huron Street will be closed from Ingersoll Avenue to just south of Adelaide Street during construction in order to accommodate the planned works. A planned detour via Dundas Street, Wellington Street and Ingersoll Avenue will be utilized to manage traffic and also afford continued access for emergency response vehicles.

**Report No: PW 2022-13**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Financial Impact

This work was planned for in the 2022 Business Plan and Budget, and the low bid amount is within budget. The construction costs and funding sources for this project are summarized in Table 1 below.

*Table 1: Funding Summary for Oxford Road 54 (Huron Street) Reconstruction*

2022 Budget Summary Account / Description	Available 2022 Budget	Bid Amount (excluding HST)
<b>930054 – Oxford Road 54</b> (Approved budget: \$2,000,000)	\$2,000,000	\$1,283,519
<b>930198 – Urban Storm Sewer</b> (Approved budget: \$900,000) (Less other projects: \$650,000)	250,000	252,795
<b>960153 – Woodstock Water Linear County Road Projects</b> (Approved budget: \$725,000) (Less other projects: \$75,000)	650,000	423,004
<b>950174 – Woodstock Wastewater Linear County Road Projects</b> (Approved budget: \$510,000) (Less other projects: \$10,000)	500,000	338,635
<b>Subtotal</b>	<b>\$3,400,000</b>	<b>\$2,297,953</b>
<b>Estimated Contract Administration; Inspection &amp; Materials Testing</b>		<b>150,000</b>
<b>Non-Refundable HST (1.76%)</b>		<b>43,084</b>
<b>TOTAL ESTIMATED CONSTRUCTION EXPENDITURES</b>		<b>\$2,491,037</b>

It should be noted that the proposed Oxford Road 9 (King Street – Ingersoll) Road Reconstruction Project (930198 Urban Storm Sewer Budget of \$650,000) will not proceed this year as originally planned in the 2022 Capital Budget and Business Plan and is on hold until planning and servicing studies are complete for adjacent development. The surplus funds from account 930198 Urban Storm Sewer (\$650,000) will be put towards this project's budget.

## Communications

The communications strategy for this project will be similar to other County construction projects. The Contractor's project manager and the County's project manager will form an open channel of communication and will include other members of the project team as needed. These communications will commence upon approval of this report and will continue for the duration of the project.

**Report No: PW 2022-13  
PUBLIC WORKS  
Council Date: March 23, 2022**

Oxford County staff has communicated with City of Woodstock staff with respect to the scope of work and planned schedule, and further communication is planned prior to and throughout construction. Additionally, County Public Works staff and City of Woodstock Engineering and Operations staff meet on a quarterly basis to discuss capital projects, operational and development-related issues, and the Huron Street reconstruction project has been discussed at these meetings. Furthermore, as part of the County’s detailed design process, the City has actively participated in each design review meeting.







A Notice of Construction letter will be delivered to nearby property owners and business owners, along with posting of construction signage at the project location in advance to alert the general public. Engineering Services will arrange a pre-construction meeting for businesses and residents prior to construction. Access to businesses and commercial properties will be maintained during construction, and any interruptions will be communicated in advance. As construction begins, residents and businesses will be informed about road closures and progress through the Oxford County construction projects web page, *Speak Up, Oxford!* and through social media. If needed, expanded advertising may also be considered.

Regulatory authorities and emergency services will receive advanced notice through Oxford County road closure notifications. Road updates are also posted to the County’s social media channels.

Oxford Road 54 (Huron Street) has been selected to receive a portion of the available Canada Community-Building Fund. As part of the requirements of this type of funding, mandatory communication activities and promotion are required to help the public recognize the importance of infrastructure funding and its impact to their community; this includes the installation of project-appropriate information signs at project sites, additional advertisement on the County website and social media campaigns.

Staff will continue to work with key internal stakeholders (County Management staff, Transportation staff, Waste Management staff, and Water/Wastewater staff) and external stakeholders during the execution of this project as required to ensure the appropriate level of communication and outreach is maintained, and further ensuring all parties involved are updated on project status and outcomes as needed.

**Strategic Plan (2020-2022)**

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
	2.i.	3.iii.			

## **DISCUSSION**

---

### **Background**

Oxford Road 54 (Huron Street) is an urban arterial road located within the City of Woodstock. Huron Street serves as a transit route for the City of Woodstock's bus transit system. This 1.4 km-long section of roadway is an integral part of the north-south connection to the downtown core of Woodstock, and is an important commuter route for residents in north central Woodstock. It experiences an annual average daily traffic (AADT) volume of about 11,000.

Infrastructure renewal of the Huron Street corridor began in 2021 with Phase 1 (Devonshire to Ingersoll Avenue), with Phase 2 (Ingersoll Avenue to Adelaide Street) scheduled for construction in 2022, and Phase 3 (Adelaide Street to Dundas Street and Wilson Avenue – [Oxford Road 59] from Dundas Street to the CPR rail crossing) planned for design in 2022 and construction in 2023.

Huron Street Phase 2 Reconstruction consists of the 0.4 km portion of roadway from Ingersoll Avenue / Hughson Street to Adelaide Street. The existing 4-lane roadway cross section with curb faced sidewalk on both sides was converted to a 3-lane cross section with a two-way left turn lane by replacing the lane markings during Phase 1 construction. The County is pursuing this 'Road Diet' initiative to improve overall traffic efficiency, reduce accidents and increase safety for all modes of transportation.

A map identifying the project site location is included as Attachment 1 to this report.

The scope of work generally includes:

- Replacement of storm sewer appurtenances and catch basin leads;
- Replacement of approximately 428 metres of sanitary sewer and appurtenances;
- Replacement of approximately 435 metres of watermain and appurtenances;
- Full depth pavement structure replacement of 400 metres of arterial roadway;
- Dedicated on-road bike lanes;
- Curb and gutter and sidewalk replacement;
- Grading and restoration;
- Paving and line painting; and
- Utility relocations and coordination.

Proposed sidewalks have been planned and designed in collaboration with the City of Woodstock Engineering staff. There will be no impact to existing on-street parking.

### **Comments**

A prequalification process was completed ahead of the tendering stage of this project. Eighteen contractors expressed interest and 14 were pre-qualified. The evaluation of submissions was based on a number of factors including Contractors' previous project experience with similar projects of scope and size, overall management team background and experience managing projects of this scale.

**Report No: PW 2022-13**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

As this project has the possible risks that would be associated with any construction project of this scale and scope, the successful Contractor is also required to secure construction bonds and insurance to mitigate risks related to the exposure of financial loss.

After the prequalification process was completed and the Contractors that were eligible to move forward were selected, the project was tendered through a competitive bidding process. County staff received the following bids at tender close on Thursday, February 18, 2022.

**Table 2: Summary of Bid Submissions**

<b>Contractor</b>	<b>Bid Amount (HST Excluded)</b>
<b>1. Viewcon Construction Ltd.</b>	<b>\$2,297,953</b>
2. Oxford Civil Group Inc.	\$2,669,465
3. Elgin Construction	\$2,881,213
4. Sierra Infrastructure Inc.	\$3,006,673
5. Network Sewer and Watermain Ltd	\$3,017,817

Staff have reviewed the submissions and confirmed that the low bid received from Viewcon Construction Ltd., in the amount of \$2,297,953 (excluding HST) represents good value for the work. Viewcon Construction Ltd. also completed Phase 1 of the Oxford Road 54 (Huron Street) road reconstruction and is familiar with the road design and the County's contract specifications.

Should the contract not be awarded and the work does not proceed, the condition of the County's affected assets will continue to deteriorate.

**Report No: PW 2022-13  
PUBLIC WORKS  
Council Date: March 23, 2022**

## **Conclusions**

Review of the competitive bid submissions confirms that it is appropriate to award the proposed Reconstruction on Oxford Road 54 to the low bidder, Viewcon Construction Ltd. of Woodstock, Ontario.

## **SIGNATURES**

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### **Report Author:**

Original signed by:

---

Daniel Koppert, C.E.T., PMP  
Project Engineer/Technologist

### **Departmental Approval:**

Original signed by:

---

David Simpson, P.Eng., PMP  
Director of Public Works

### **Approved for submission:**

Original signed by:

---

Michael Duben, B.A., LL.B.  
Chief Administrative Officer

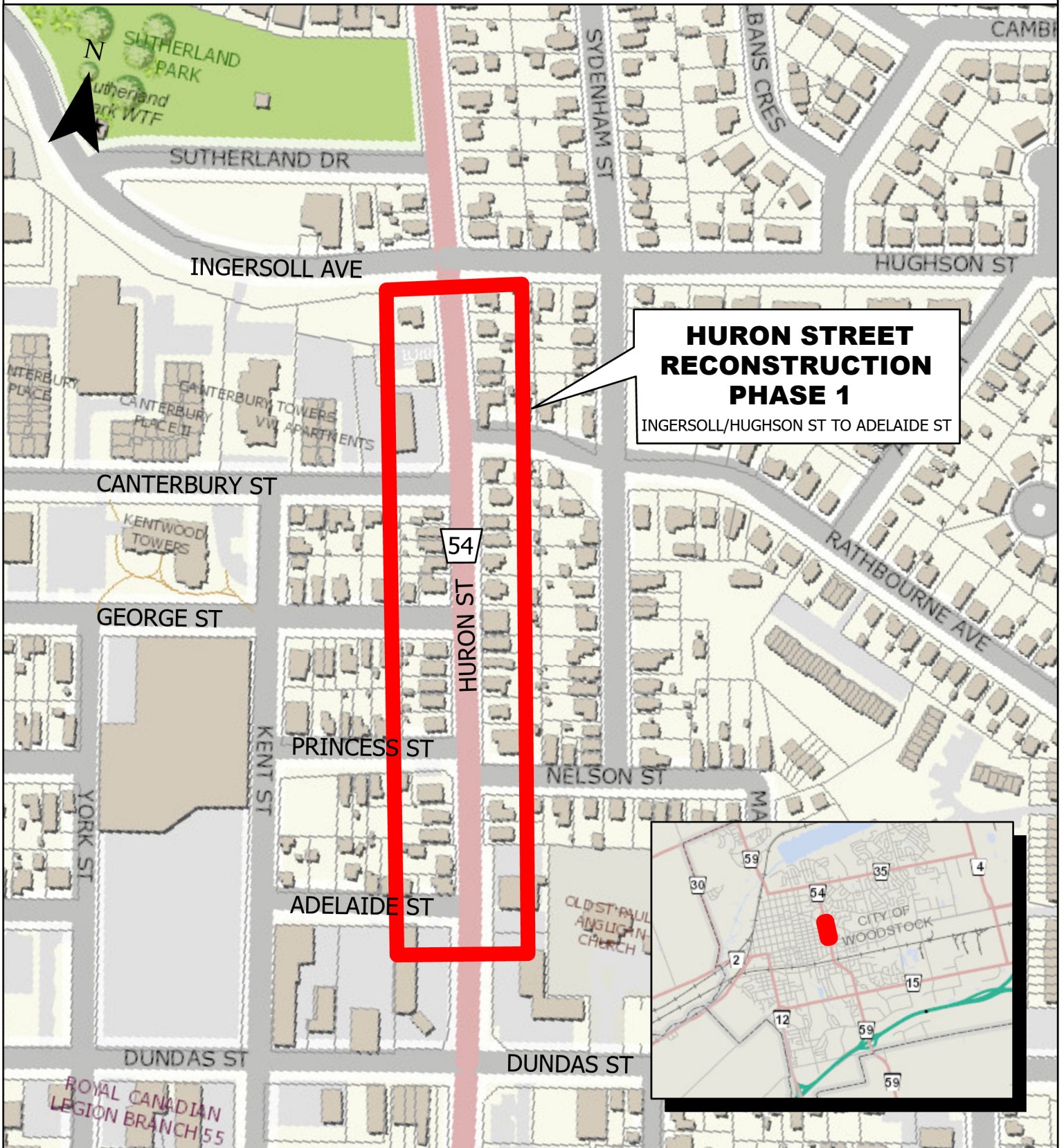
## **ATTACHMENT**

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Attachment 1: Project Limits, February 28, 2022

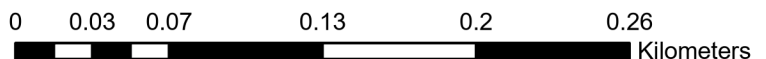
# Oxford Road 54 (Huron St) Reconstruction Phase 2 - Woodstock

REPORT NO. PW 2022-13  
ATTACHMENT 1



## LEGEND

 Project Area     limits\_polygon





**To: Warden and Members of County Council**

**From: Director of Public Works**

## Contract Award – Janitorial Services

### RECOMMENDATIONS

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1. That County Council award a contract to the low bidder, **SBM Property Services Inc.**, in the amount of **\$1,723,582 (excluding HST)** for janitorial services in various Oxford County buildings for a three-year term;
2. And further, that Council authorize the **Chief Administrative Officer and Director of Public Works** to sign all documents related hereto.

### REPORT HIGHLIGHTS

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- This report seeks County Council approval to enter into a three-year janitorial services contract with SBM Property Services Inc. from May 2022 to April 2025.
- The County prequalified seven companies to bid on the Janitorial Services contract and received four tender submissions, from which the compliant low-bid company was selected for award in accordance with the County's Purchasing Policy.
- Janitorial Services provided by this contract cover approximately 270,000 sq. ft. of space in 50 facilities owned or leased by the County.

### Implementation Points

Upon Council approval, a contract will be executed with the low bidder, SBM Property Services Inc. for a term between May, 2022 and April, 2025.

Staff will facilitate a seamless transition between the current Janitorial Service provider and SBM Property Services Inc. to ensure no disruption in service occurs.

**Report No: PW 2022-14**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Financial Impact

The facility locations covered in this janitorial service tender are funded from various sources and are outlined in Table 1 below. The costs reflected in this low-bid submission result in an overall positive variance from the approved 2022 budget; however, locations funded through the general levy and water reserves are anticipated to be in a deficit position.

It is anticipated that operational savings are likely within the general levy and water systems to offset the deficit. Forecasted savings will be identified through the 2023 Business Plan and Budget process. The expenditures for 2023, 2024 and 2025 (January to April) related to this contract will be included in the respective budgets. In addition, the EarlyON Child and Family Centre located in Woodstock is a new facility that is budgeted in the contract scope effective spring 2022, with the majority of janitorial costs being covered by provincial funding as outlined below.

**Table 1: Janitorial Services Contract Funding Sources**







<b>Funding Source</b>	<b>2022 Approved Budget</b>	<b>Floor Mat Contract Expenditures</b>	<b>Jan to April Estimated Expenditures</b>	<b>May to Dec Estimated Expenditures*</b>	<b>Budget Variance</b>
Facilities Reserve	\$255,560	\$8,490	\$69,020	\$127,120	\$50,930
Water Reserves	13,120	1,030	3,430	11,860	(3,200)
Wastewater Reserves	15,930	-	4,490	8,160	3,280
General Levy	187,400	18,410	45,080	181,020	(57,110)
Library Levy	79,230	1,710	16,560	49,820	11,140
Provincial Funding	7,610	-	-	6,620	990
<b>TOTAL</b>	<b>\$558,850</b>	<b>\$29,640</b>	<b>\$138,580</b>	<b>\$384,600</b>	<b>\$6,030</b>

\* Based on the SBM pricing for this contract award

## Communications

As an operational matter, communication will take place between the vendor and Facilities staff to ensure smooth implementation of the contract. Any changes to internal processes that may affect staff will be considered as part of internal communication.

**Strategic Plan (2020-2022)**

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
1.i.i.				5.ii.	

**DISCUSSION**

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**Background**

Janitorial services are provided to ensure a level of building hygiene that promotes an environment of cleanliness and safety for the public, visitors and staff. The current contract expires on April 30, 2022, so it is important that the County proceed with awarding a new contract.

Through the Janitorial Service contract, services are provided to 50 County-owned or leased facilities and cover approximately 270,000 sq. ft. These buildings include administrative, judicial, multi-unit social housing, patrol yards, paramedic services and libraries.

**Comments**

Pre-qualification for janitorial services was completed ahead of the tendering stage of this procurement. Ten contractors expressed interest and seven were pre-qualified. The evaluation of submissions was based on a number of factors including the number of square feet currently under contract, number of buildings currently serviced, supervisor to staff ratio and number of years in business.

Janitorial service contracts have historically been for a term of three years. This approach has allowed the County to take full advantage of the economies of scale created by providing multi-year terms and a consolidation of all County facilities that require this service. This new contract will be effective from May 1, 2022 to April 30, 2025.

**Report No: PW 2022-14**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

The tender closed on February 28, 2022 with the following bids received:

**Table 2: Summary of Bid Submissions**

<b>Contractor</b>	<b>Tender Amount (Excl. HST)</b>
<b>1. SBM Property Services Inc.</b>	<b>\$1,723,582</b>
2. SQM Janitorial Services Inc.	\$1,877,258
3. Kleenway Building Maintenance Services Inc.	\$1,948,853
4. Green Maples Environmental Inc.	\$1,964,066

Staff have reviewed the submissions and confirmed that the low bid received from SBM Property Services Inc., in the amount of \$1,723,582 (excluding HST), represents good value for the work. Although this bid was 26% higher than the previous low bid in 2019, costs have escalated over the past three years (as compounded by a series of global events affecting labour and material costs) and an additional facility (EarlyON Child and Family Centre) has been included in the service contract. Provisions within this contract also afford the flexibility to adjust service levels (i.e. cleaning activities, frequency, hours) as appropriate.

During the previous Janitorial contract, services had to be modified in response to the COVID-19 pandemic. As a result of the public health improvements seen recently, most County facilities that instituted enhanced cleaning service on a regular basis have returned to normal cleaning levels. The Oxford County Administration Building is currently the only site that has additional cleaning service resulting from COVID-19 and this fee is charged to a COVID recovery account, and is not related to the annual budget. Assuming this additional service is still required at the start of the new contract, associated fees will continue to be charged to the recovery account until they are no longer deemed necessary.

Should the contract not be awarded and janitorial services cease at County facilities, the condition and sanitary condition of the County's owned and leased spaces would deteriorate.

**Report No: PW 2022-14**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Conclusions

Review of the competitive bid submissions confirms that it is appropriate to award the proposed Janitorial Services contract to the low bidder, SBM Property Services Inc.

## SIGNATURES

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### Report Author:

Original signed by

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Mark Stegmann  
Supervisor of Facilities

### Departmental Approval:

Original signed by

---

David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

---

Michael Duben, B.A., LL.B.  
Chief Administrative Officer

**To: Warden and Members of County Council**

**From: Director of Public Works**

## Low Carbon Economy Challenge Funding Application

### RECOMMENDATIONS

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1. That Oxford County Council authorized staff to submit an application for grant funding that would reduce the County's funding share associated with the renewable energy project identified in Report No. PW 2022-15;
2. And further, that staff report back to County Council, prior to the execution of any agreement associated with the acceptance of such grant, and seek commitment for any remaining funds required to proceed with the unbudgeted capital undertakings.

### REPORT HIGHLIGHTS

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- On January 27, 2022, the Minister of Environment and Climate Change announced a new funding intake for the *Low Carbon Economy Challenge*.
- Through the ongoing development of the County's *Long Term Renewable Energy Plan*, one project has been identified that would be eligible for this grant funding, the ground source heat pump system at Woodingford Lodge Woodstock, and a successful application would assist in offsetting future capital costs.
- The funding application deadline is March 25, 2022, and approved projects must be completed by March 2025.

### Implementation Points

Upon approval of this report, Facilities staff will work with Finance to complete and submit an application for the grant funding.

### Financial Impact

The funding requirements and potential grant funding for a ground source heat pump system at Woodingford Lodge Woodstock are outlined in Table 1 below.

**Report No: PW 2022-15**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

Table 1 – Funding Summary

Budget Summary Description	Estimated Capital Cost
Engineering	\$170,000
Materials & Equipment	4,800,000
Labour	740,000
Permits & Fees	5,000
Commissioning	85,000
<b>Total Project Budget</b>	<b>\$5,800,000</b>
Maximum Eligible Funding % for Municipalities	40%
Maximum Eligible Project Funding	\$2,320,000
Potential County Funding Commitment (to be approved at a later date)	\$3,480,000







A formal funding request will be presented to County Council in the future, pending the outcome of this funding application.

## Communications

In the event that this funding application is successful, staff will report back to County Council outlining the approved funding, and also seek commitment for the component to be funded by the County. This report will be complete prior to accepting any grant funding. Any approved funding will be identified in future Annual Budget and Business Plans as applicable.

Upon approval and implementation, Oxford County would communicate this project in the context of its ongoing commitment to 100% Renewable Energy (RE) and also update relevant community partners, including Future Oxford. The County will follow all communication requirements set out by the Minister of Environment and Climate Change as part of the funding agreement.

## Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
		3.iii.			

## DISCUSSION

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### Background

On June 27, 2018, County Council adopted the *100% Renewable Energy Plan*, which lays out a strategic approach to achieving the goal of 100% Renewable Energy by 2050. As part of this plan, the County organization has a large role to play, both as a contributor and as a leader. In order to create an organized approach to progress the County's renewable energy portfolio, Public Works staff began investigation work in 2020 to create a *Long Term Renewable Energy Plan* (LTREP), with the goal of increasing the renewable portfolio as well as reducing greenhouse gas emissions. The LTREP will be presented to County Council in Q2 2022.

### Comments

On January 27, 2022, the Minister of Environment and Climate Change announced the launch of a new intake under the "Champions" stream of the *Low Carbon Economy Challenge*. This new intake will support projects across Canada that reduce greenhouse gas emissions and generate clean growth. As part of the program, municipalities are eligible to receive up to a maximum of 40% of eligible project expenditures to a maximum of \$25 million per project. In order to be eligible, a project must be valued at a minimum of \$2.5 million for the 40% cost share to equate to the minimum grant value of \$1 million.

Despite the LTREP not yet being finalized, of the projects that have been identified, only one would meet the eligibility requirements of this grant opportunity. The project entails the installation of a ground source heat pump (geothermal system) at the Woodingford Lodge facility in Woodstock. Attachment 1 outlines the initial project investigation and identifies potential project outcomes including:

- 60% reduction in building GHG emissions (830 Tonne CO<sub>2</sub>e per year to approximately 330 Tonne CO<sub>2</sub>e per year per reduction in natural gas consumption).
- Annual utility savings of ~\$32,000/year over the system's useful service life of 50 years.

While this project has a large capital requirement, this grant announcement represents an opportunity to leverage federal funding to progress a project that will be a significant contributor to the goal of reducing the County's GHG emissions as part of the LTREP and the larger 100% RE Plan.

Without searching for and taking advantage of creative funding opportunities such as this, the ability for the County to fund a project of this magnitude on its own may not be feasible. This type of funding opportunity is critical for the County to progress these large impactful projects, while demonstrating leadership in taking significant steps towards the goals of the 100% RE Plan.

The application submission deadline is March 25, 2022, and projects must be completed no later than March 2025. It is anticipated that this project will take approximately 17-24 months depending on the contracting strategy, which is achievable within the funding timeline.



**Report No: PW 2022-15**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Conclusions

Staff recommend taking advantage of this funding opportunity and completing an application. Based on a positive application response, staff will report back to County Council with the application outcomes and request authorization to proceed with executing funding agreement documentation and seek commitment for the remaining funding.

## SIGNATURES

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### Report Author:

Original signed by

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Mike Amy, FMP, SFP  
Supervisor of Facilities

### Departmental Approval:

Original signed by

---

David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

---

Michael Duben, B.A., LL.B.  
Chief Administrative Officer

## ATTACHMENT

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Attachment 1: Renewable Energy Preliminary Engineering Study, 300 Juliana Drive,  
November 10, 2021

Prepared for:

**OXFORD COUNTY**  
21 Reeve Street  
Woodstock, ON  
N4S 7YE

Prepared by:

**J.L. RICHARDS & ASSOCIATES LIMITED**  
107-450 Speedvale Ave West  
Guelph, ON N1H 7Y6

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Fax: 519-763-9261

Oxford County  
**RENEWABLE ENERGY**  
**PRELIMINARY ENGINEERING STUDY**  
**300 Juliana Drive, Woodstock, ON**  
**Rev 1**



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Renewable Energy Preliminary Engineering Study  
300 Juliana Drive, Woodstock, ON

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Appendix 1 – Well Records  
Appendix 2 – GSHP Data Sheet

## 1.0 INTRODUCTION

This report contains the results of a preliminary engineering study for the deployment of four 140-ton ground-source heat pumps to provide 100% of the building's space heating and cooling supply. This ground source heat pump will replace the existing natural gas boilers. The purpose of this report, along with similar reports for other Oxford County properties, is to enable Oxford County personnel to prioritize possible future investments in renewable energy on County-owned properties. These studies were based on current costs and commentary is provided on existing regulations. An economic analysis of the selected renewable energy technology can be found in section 10.0. A preceding screening study is available for more details on other renewable energy technology considered.

This study was conducted by reviewing existing facility drawings and building condition assessments, provided by Oxford County, by conducting a site visit of the property, by contacting local equipment suppliers and by interviewing personnel with understanding of the building operations. The site visit was conducted on August 26<sup>th</sup>, 2021.

The Woodstock Woodingford Lodge is a two storey long term care facility constructed over a period of four years commencing in 2003 and opening in June 2007.

Figure 1 is a satellite image of the property, showing approximate property boundaries (light blue) as well as the proposed location of the renewable energy system.

**Figure 1 - Satellite image of property, showing location of renewable energy system.**



## 2.0 RECOMMENDED RENEWABLE ENERGY SYSTEMS

Geothermal heat pumps provide both heating and cooling at high efficiency (more correctly, high Coefficient of Performance or COP) from electricity. The ground heat exchanger (GHX) can be either open - or closed loop, with closed-loop currently more common in Canada. Construction of the GHX component is a significant capital cost but has an expected useful life in the range of 50 years. Closed loop systems can be constructed in almost any subsurface conditions, while open loop – generally lower cost, where they are feasible – require a highly productive aquifer.

For closed loop geothermal systems, the balance between heating and cooling loads must be considered. Since Ground Source Heat Pump (GSHP) systems withdraw heat from the ground in winter, and then send heat into the ground during summer, a strong imbalance can lead to gradually shifting ground temperatures over a few years, impairing operation of the system. Balance is not an issue in some soil conditions, nor is it an issue for open loop systems.

### 2.1 Closed Loop System

Figure 2 displays the approximate bore field area (in red: 11,000 m<sup>2</sup>) required for a closed loop ground heat exchanger.

Figure 2 – Proposed ground heat exchanger bore field area.



### 2.2 Open Loop System

An open loop system is dependent on the aquifer characteristics and the well yields. The government of Ontario has collected the well record data from 1899 to present. As prescribed by Regulation 903, the well information is submitted by the well contractors and this provides a dataset that is stored and

made publicly available in the Water Well Information System (WWIS). The data contains the geology, material properties and groundwater information, which is important in geotechnical and groundwater site assessments. The closest well records that are available within the property boundary for this site. The information obtained from two of these well records are reported in Table 1.

**Table 1. Available well record data from Water Well Information System**

Well ID	Depth (m)	Distance to the site (m)	Materials	Water depth (m)	Flow (GPM)	Drawdown (m)
4702621	48.5	10	Clay, gravel, stones	21	50	4.5

These well records are not deep enough to provide reliable information for the potential of an open-loop ground source heat pump system. Additional investigation is recommended to determine if an open-loop system is feasible at this location. The analysis conducted for this study is based on a closed loop system.

### 3.0 HISTORICAL ENERGY CONSUMPTION

#### 3.1 Monthly Energy Consumption

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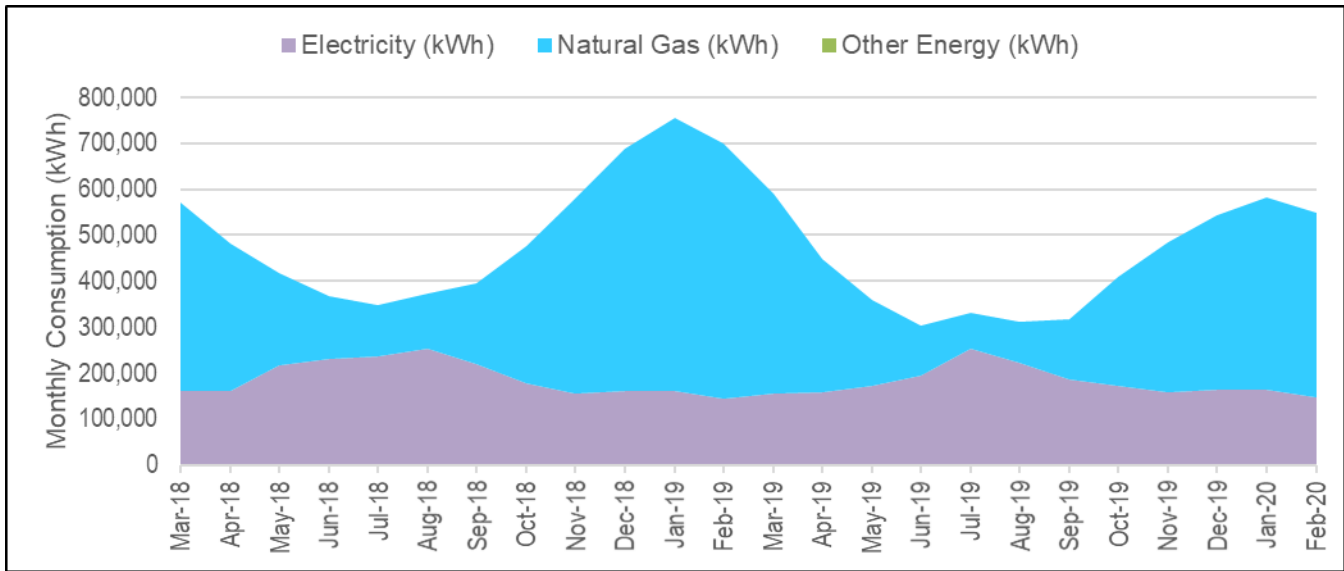
Table 2 lists the recent historical energy consumption, derived from utility records. Figure 3 shows this same data in graphical form.

**Table 2 – Historical monthly energy consumption**

<b>Month</b>	<b>Electricity (kWh)</b>	<b>Natural Gas (kWh)</b>	<b>Other Energy (kWh)</b>	<b>Total Energy Consumption (kWh)</b>	<b>EUI (kWh/m<sup>2</sup>)</b>
Mar-18	161,000	410,200	0	571,200	89
Apr-18	160,600	322,320	0	482,920	75
May-18	217,700	200,710	0	418,410	65
Jun-18	230,300	137,310	0	367,610	57
Jul-18	235,100	112,540	0	347,640	54
Aug-18	253,700	119,620	0	373,320	58
Sep-18	220,600	173,890	0	394,490	62
Oct-18	177,200	299,890	0	477,090	74
Nov-18	154,800	424,420	0	579,220	90
Dec-18	161,800	525,260	0	687,060	107
Jan-19	160,700	594,110	0	754,810	118
Feb-19	145,200	555,140	0	700,340	109
Mar-19	156,100	435,110	0	591,210	92
Apr-19	159,400	289,410	0	448,810	70
May-19	173,300	184,600	0	357,900	56
Jun-19	194,700	108,220	0	302,920	47
Jul-19	252,100	78,940	0	331,040	52
Aug-19	222,100	89,910	0	312,010	49
Sep-19	186,300	131,320	0	317,620	50
Oct-19	172,400	236,770	0	409,170	64
Nov-19	156,700	327,920	0	484,620	76
Dec-19	162,900	378,980	0	541,880	85
Jan-20	162,700	419,870	0	582,570	91
Feb-20	148,200	401,140	0	549,340	86
<b>Year 1 Total</b>	<b>2,278,700</b>	<b>3,875,410</b>	<b>0</b>	<b>6,154,110</b>	<b>958</b>
<b>Year 2 Total</b>	<b>2,146,900</b>	<b>3,082,190</b>	<b>0</b>	<b>5,229,090</b>	<b>818</b>



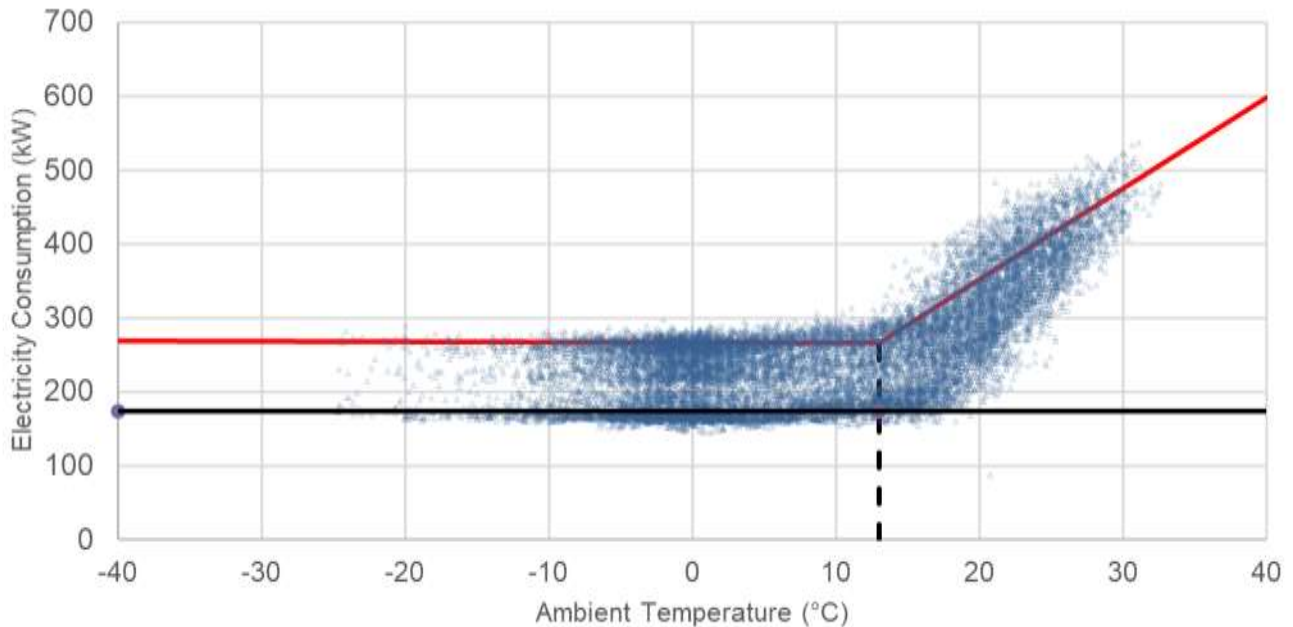
**Figure 3 - Historical monthly energy consumption**



### 3.2 Hourly Energy Consumption

Figure 4 is a plot of the hourly electricity consumption versus temperature, over approximately two years. The information revealed by this plot includes the values listed in Table 4 and Table 5, which follows the figure.

**Figure 4 - Hourly electricity consumption versus ambient temperature**



In Figure 4 the dashed vertical black line indicates the building equilibrium temperature (BET); for the purpose of this study, the BET is the ambient temperature at which the building requires neither heating nor cooling. The two solid red lines in Figure 4 indicate the increase in the rate of electricity consumption for space heating (left) and space cooling (right). Steeper slopes indicate a greater dependence on

electricity to provide heating and cooling. (Note that this means larger buildings will have steeper slopes than smaller, similar buildings.) Although, as can be seen from the figure, hourly loads do show scatter above and below the red “average” lines, and this scatter would increase even more if the plot showed 15-minute or 5-minute data, rather than hourly.

**Table 3 - Energy consumption by fuel type**

Value	Units	Description
418,300	m <sup>3</sup> /yrs.	Annual natural gas consumption
3,480	MWh/yr	Annual natural gas load <sup>(1)</sup>
2,210	MWh/yr	Annual electricity consumption
0	MWh/yr	Annual fuel consumption (other than NG and electricity)
5,690	MWh/yr	Total annual building energy consumption
1) Gas "load" is energy content of gas consumed times 80% (or equipment efficiency, if known).		

**Table 4 - Energy analysis results by end-use**

Value	Units	Description
1,320	MWh/yr	Annual domestic hot water
2,160	MWh/yr	Annual gas consumption for space heating
10	MWh/yr	Annual electricity consumption for space heating
301	MWh/yr	Annual electricity consumption for space cooling
1,520	MWh/yr	Annual electricity consumed for base load
380	MWh/yr	Annual electricity consumed for variable loads, excluding HVAC
320	MWh/yr	Annual electricity generation from PV power system
2,170	MWh/yr	Annual space heating load (all fuels)
100%	%	Percent of annual space heating load met by gas
0%	%	Percent of annual space heating load met by electricity
0%	%	Percent of annual space heating load met by other fuel
170	kW	Base electricity consumption level
600	kW	Peak electrical load <sup>(1)</sup>
2,040	kW	Peak gas load <sup>(2)</sup>
1) Peak electrical load is higher of estimated consumption at +40°C or -40°C; for buildings with little temperature dependence, it is simply a high measured value.		
2) Peak gas load is estimated gas load at -40°C ambient temperature.		

**Table 5 - Summary of energy intensity values**

Value	Units	Description
888	kWh/m <sup>2</sup>	Total EUI of building
543	kWh/m <sup>2</sup>	Natural gas EUI
345	kWh/m <sup>2</sup>	Electricity EUI
318	W/m <sup>2</sup>	Peak natural gas load per floor space
94	W/m <sup>2</sup>	Peak electrical load per floor space
14	°C	Building equilibrium temperature <sup>(1)</sup>
0.12	kW/°C	Heating load increase with decreasing ambient temperature
12.3	kW/°C	Cooling load increase with increasing ambient temperature
0.019	W/°C·m <sup>2</sup>	Heating load increase with decreasing ambient temperature, per square meter of floor space
1.9	W/°C·m <sup>2</sup>	Cooling load increase with increasing ambient temperature, per square meter of floor space
1) BET is the ambient temperature at which the building needs neither heating nor cooling, when fully occupied (e.g. weekdays, during working hours). Undefined for some buildings.		

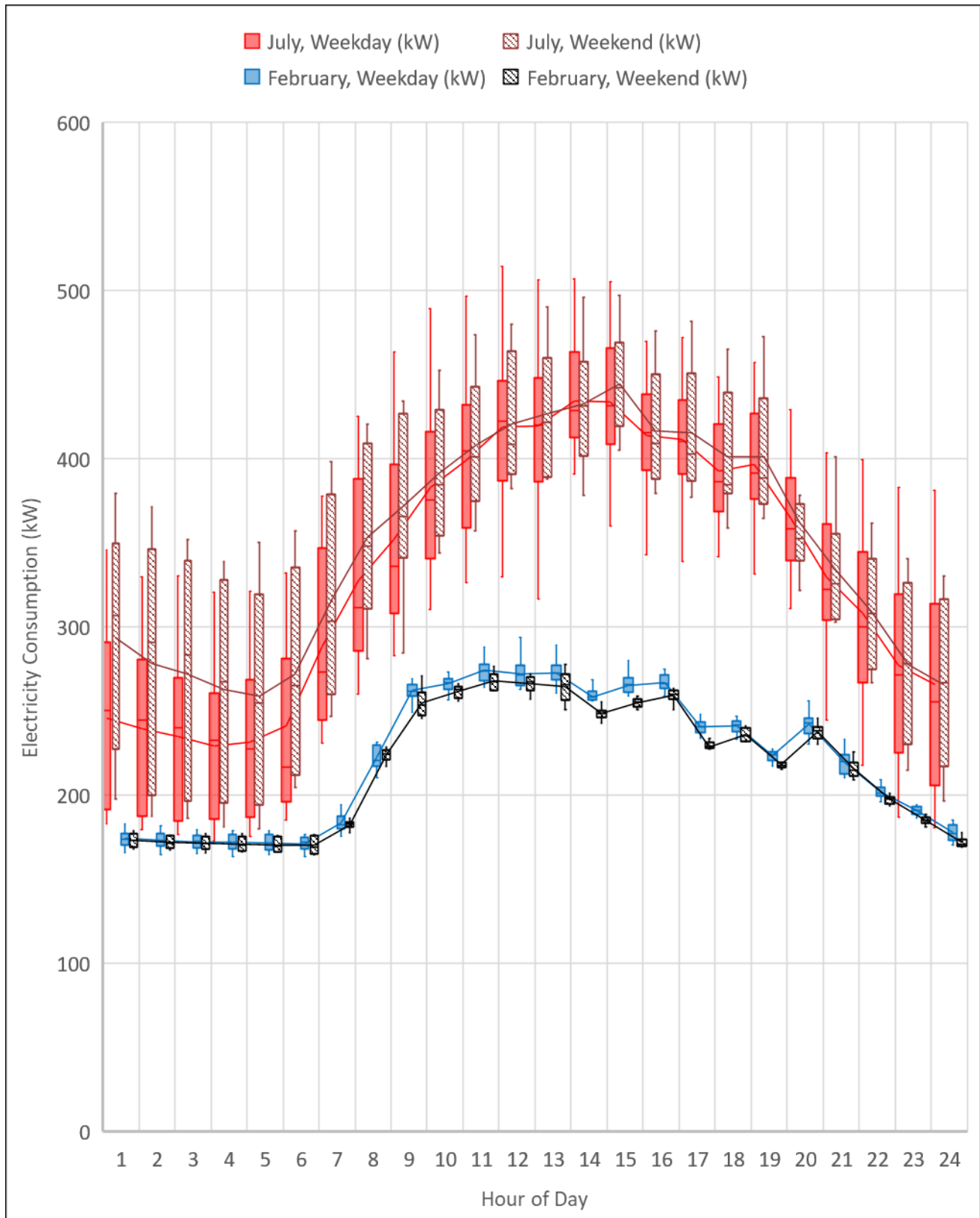
Figure 5 shows the hourly electricity consumption pattern throughout the day in July 2019 and February 2020, separated into weekdays and weekends (hence 4 plots total). Each individual plot is a concatenation of all days of the type, for the month. The plots are box and whisker types, with the boxes indicating the middle half of all hourly values, the whiskers extending to the extreme high and low values for that hour, and the horizontal line inside the box showing the median value for that hour.

### 3.3 Renewable Energy System Impact on Energy Consumption

With the replacement of the existing natural gas boilers with GSHPs the winter-time natural gas consumption (Figure 3) will be replaced with an increased winter-time electricity consumption. Due to the higher efficiency of GSHP, this increase in electricity consumption will be significantly less than the total natural gas energy amount replaced. The summertime electricity consumption is expected to decrease as the GSHP has a higher COP than the current cooling tower.

This replacement will cause a stronger dependence between electricity consumption and decreasing ambient temperatures increasing the slope for the heating load displayed on Figure 4. The peak electrical load is expected to remain in the winter months. As well, the daily load profile for February (Figure 5) is expected to substantially increase for all hours of the day.

**Figure 5 - Electricity consumption, July 2019 and February 2020, weekdays and weekends**



## 4.0 CONSTRAINTS

Shifting this building's entire heating source from natural gas to electricity represents a significant increase in the building's electrical load. This increase may be beyond the existing capacity of the incoming electrical service, this could require the main service panel and interface transformer to be upgraded to accommodate the heat pumps.

Oxford County depends on groundwater for its drinking water. Geothermal wells are a potential concern as they may serve as conduits for the potential transfer of contaminants from the surface down to aquifers or for the water between aquifers within the ground. Open-loop systems can have an effect on the available water quantity. Closed-loop systems can affect the potential quality of source water in the event the heat transfer fluid is released into the environment.

Under the *Clean Water Act* geothermal wells are not a prescribed threat. If they were to be added preliminary analysis suggest that it would only be a significant threat for ethanol and propylene glycol heat transfer fluids in large volumes in a vulnerable area with a score of 10. The proposed bore field is within a wellhead protection area and has a vulnerability score of 2. As well it is within the highly vulnerable aquifer area and the significant groundwater recharge area for Thames – Sydenham & Region which could cause restrictions on drilling in the area.

## 5.0 PROJECT SCHEDULE

Table 6 displays a typical project schedule for the deployment of a closed-loop GSHP retrofit. These timelines are typical and may be extended to meet the requirements of Oxford County's procurement process.

**Table 6 - Typical project schedule**

No.	Task	Month of Project																
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Feasibility Study Tendering	■	■															
2	Feasibility Study			■	■													
3	EPC Tendering					■	■	■										
4	Detailed Design							■	■	■	■	■	■	■				
5	Procurement								■	■	■	■	■	■	■			
6	Construction														■	■	■	■
7	Commissioning																	■

Test wells are typically drilled as part of the feasibility study to determine if an open-loop system is possible. Test well drilling is typically completed during the usual construction season (spring to fall). Ideally construction would be completed in late summer or early fall when the heating and cooling loads of the building are at it's lowest. This requires that construction starts during the spring or early summer. It is most economical to schedule this retrofit when the existing natural gas boilers are scheduled to be replaced as part of their normal lifecycle.

Below is a list of action items that are required before the project can proceed but are beyond the scope of this project:

1. A detailed thermal energy model of the building to confirm the heat pump size proposed in this report.

2. A geothermal feasibility study of the site to determine the potential for the ground heat exchanger loop. This study may include drilling of test wells to assess the possibility of an open-loop system.
3. A review of the existing electrical service to determine if the incoming service needs to be upgraded and any other existing electrical equipment.

All of these actions should be completed as part of the feasibility study phase and serve as the next feasibility check point for this project.

## 6.0 RENEWABLE EQUIPMENT AND INTEGRATION

### 6.1 Renewable Equipment

---

The proposed system would consist of four 140-ton GSHPs. These units would replace the existing gas boilers. Specification sheets for an example 140-ton water source heat pump from AERMEC is provided in Appendix 2.

The borehole field for a closed-loop GSHP system of this size would require 221 boreholes space 25' apart drilled to a depth of 500'. Figure 2 display the approximate size of this borehole field and Figure 6 shows the potential location.

**Figure 6 - Potential location for borehole field.**



### 6.2 Integration with Existing Building or Site

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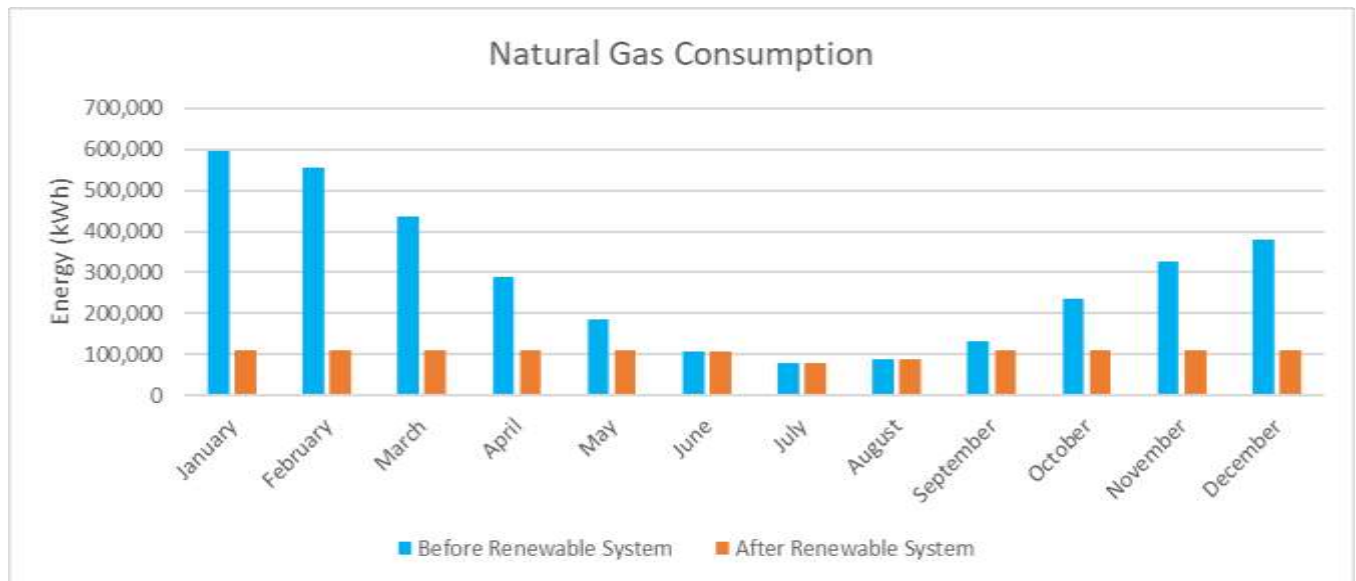
The ground source heat pumps would replace the existing natural gas boilers in the mechanical room. The output of the ground source heat pumps would feed the existing perimeter hydronic heating system to provide heating. This hydronic heating system currently uses water heated to between 50°C to 60°C, and typical GSHP can provide hot water up to 55°C. The existing roof-top units would be retrofitted with a new fan coil to heat and cool fresh air to the building.

To minimize disruption to the occupants of the building, the replacement of the boilers should be conducted during the fall before the boilers are relied on for heating the building.

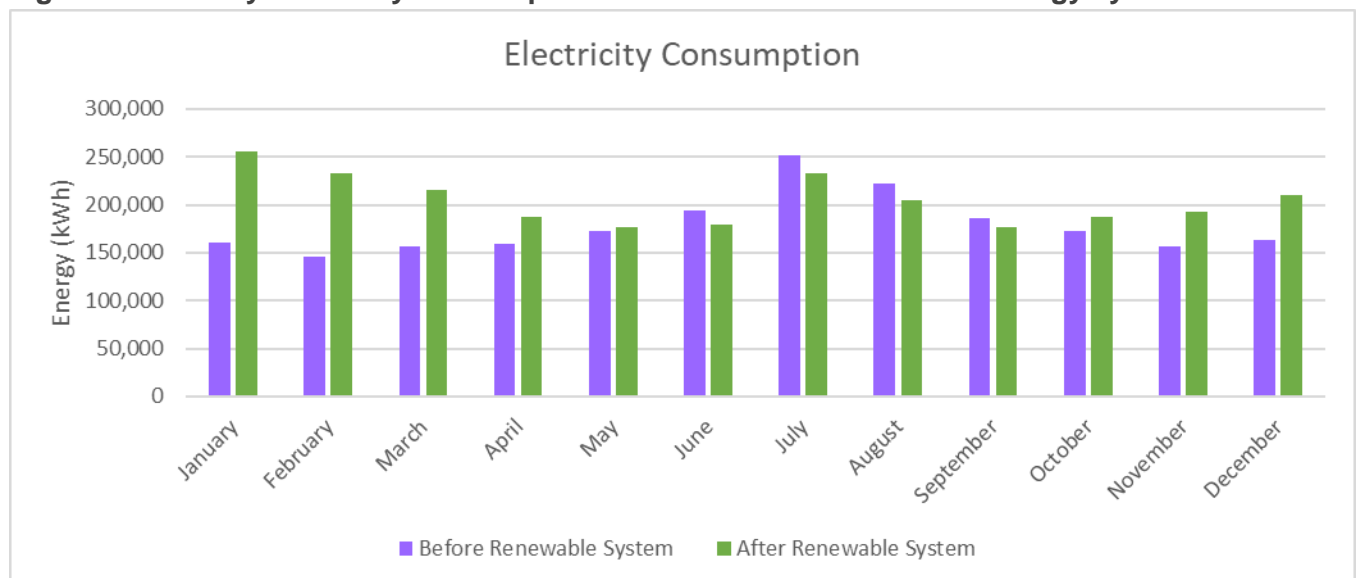
## 7.0 ENERGY PERFORMANCE ESTIMATES

For this evaluation, the ground source heat pump system capacity was chosen to meet 100% of the estimated peak space heating load. The peak heating load (**Table 4**) was estimated from the monthly gas consumption, our understanding of the building, and our experience with detailed energy modeling of numerous buildings. Based on this, we assumed the peak heating load by applying a factor of 3 to the average heating load during January. The average summertime gas load was subtracted from the January load to account for the gas consumption by the gas commercial dryers and cooking equipment. This subtracted gas load accounts for the remaining natural gas load after the GSHP system replaces the natural gas boilers. Again, higher peak loads of shorter duration could be experienced.

**Figure 7 - Monthly natural gas consumption before and after renewable energy system.**



**Figure 8 - Monthly electricity consumption before and after renewable energy system.**



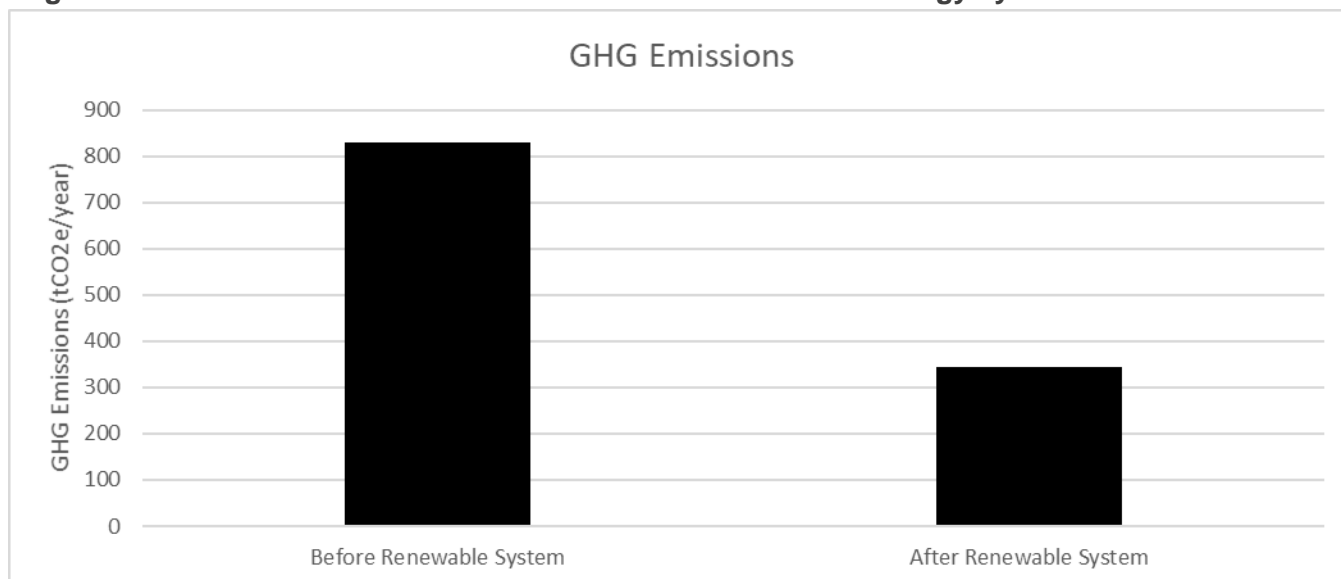
**Table 7 - Monthly energy consumption by fuel type before and after renewable energy system.**

Month	Before Renewable System		After Renewable System	
	Electricity (kWh)	Natural Gas (kWh)	Electricity (kWh)	Natural Gas (kWh)
January	160,700	594,110	255,649	110,380
February	145,200	555,140	232,700	110,380
March	156,100	435,110	216,075	110,380
April	159,400	289,410	186,740	110,380
May	173,300	184,600	176,263	110,380
June	194,700	108,220	179,499	108,220
July	252,100	78,940	232,418	78,940
August	222,100	89,910	204,760	89,910
September	186,300	131,320	176,409	110,380
October	172,400	236,770	187,027	110,380
November	156,700	327,920	192,808	110,380
December	162,900	378,980	209,871	110,380
<b>Year Total</b>	<b>2,141,900</b>	<b>3,410,430</b>	<b>2,450,220</b>	<b>1,270,490</b>

The installation of a GSHP will result in an increase of electricity consumption especially during the winter months, a decrease of electricity during the summer months and a significant decrease of natural gas consumption during the heating season.

Switching to GSHP will result in an 60% reduction in GHG emissions for this building. This outdoes Oxford's County 2040 target of 46.9% GHG emissions reduction.

For these studies we have used \$0.139/kWh as the costs for electricity. This rate reflects the upper tier rate for non-residential customers set by the Ontario Energy Board effective May 1, 2020.

**Figure 9 - Annual GHG emissions before and after renewable energy system.**



This rate assumes delivery demand-based customers where their delivery charges are calculated based on their monthly peak demand. This study did not consider what effect these technologies could have on monthly peak demand.

For natural gas we have used \$0.22/m<sup>3</sup> (\$0.027/kWh) as the cost. This rate reflects the Union Gas Rate M2 – Union South set for April 2020. This rate assumes that any change in natural gas consumption will be an incremental effect is the 13,000 m<sup>3</sup> to 20,000 m<sup>3</sup> deliver class. This rate does not consider the additional savings such as eliminating the fixed monthly charge that could be realized by completely removing natural gas service at a site. As well, this rate is based on the current price of natural gas, while it is difficult to predict what this rate will be in the future, we do know that the federal carbon tax portion will increase. This rate includes the 2020 federal carbon charge on natural gas of \$0.059/m<sup>3</sup>, this is expected to increase to \$0.098/m<sup>3</sup> by 2022. Further consideration of technologies that reduce natural gas consumption should escalate this rate to include the federal carbon tax forecasted for when the project is implemented.

Based on the energy pricing assumptions discussed above there is estimated to be a decrease in annual utility costs of \$32,000.

## 8.0 CAPITAL COST ESTIMATE

Table 8 – Capital cost estimate

Item	Estimated Capital Cost
Engineering	\$170,000
Materials & Equipment	\$4,800,000
Labour	\$740,000
Permits & Fees	\$5,000
Commissioning	\$85,000
<b>TOTAL</b>	<b>\$5,800,000</b>

The materials & equipment line includes the costs for four 140-ton water-to-water heat pump based on pricing provided by a local distributor of HVAC equipment, drilling and materials for the borehole field, and an assumed cost for new hydronic piping to the heat pumps. Labour includes installation of the heat pump, new piping, removal of the existing boilers and any required electrical and controls integration. Labour and commissioning values are based on estimates from RSMeans 2021. Permits & fees are based on costs for similar projects in Southwestern Ontario. Any potential upgrades to the electrical service are not included in the cost estimate.

## 9.0 OPERATIONAL COST ESTIMATE AND REQUIREMENTS

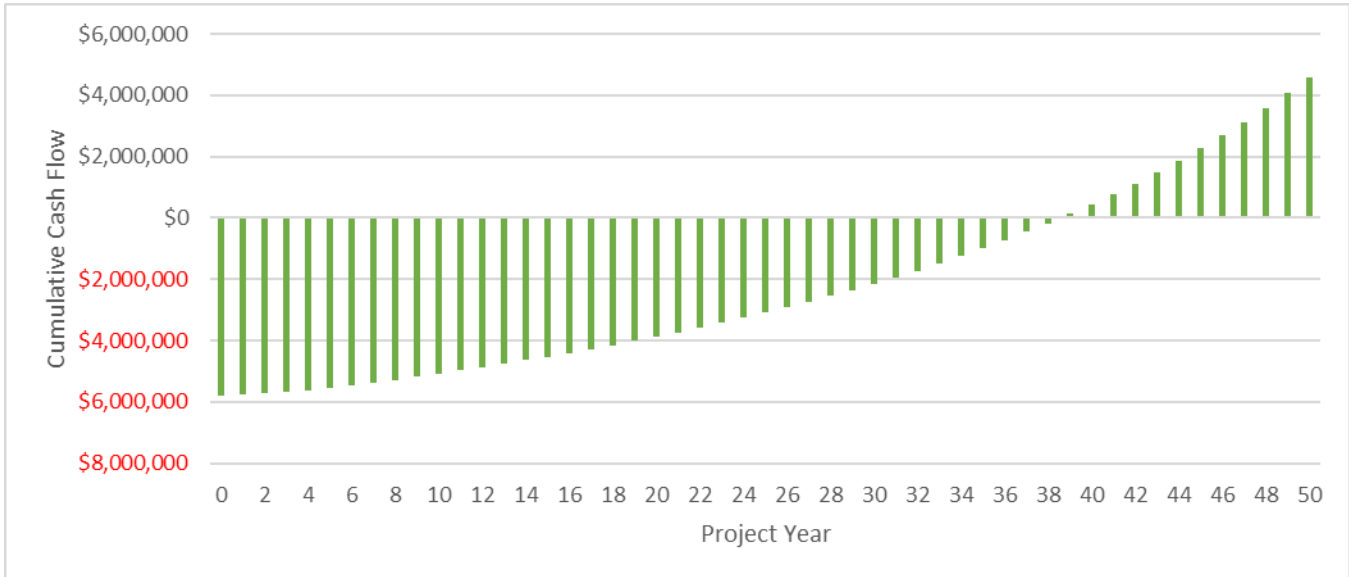
The maintenance requirements for GSHP are similar to the maintenance requirements for natural gas boilers. As a result, no increase or decrease in maintenance costs are expected.

Switching to GSHP will increase the facilities peak electrical load which may increase the delivery charges for this site's electricity bill. Quantifying the impact of ASHP on the peak electrical load is outside the scope of this study, but this can be determined from a future energy model of the building.

## 10.0 ECONOMIC ANALYSIS

A life cycle cost analysis was conducted using the estimate capital costs, maintenance costs, and utility bill savings presented above. A 50-year system life, 2% O&M escalation rate, 3% electricity price escalation rate and a 5% discount rate were assumed. Figure 10 displays the cumulative cash flow for each year of the expected system life.

**Figure 10 - Cumulative cash flows result for life cycle cost analysis.**



The system is expected to breakeven by project year 39 out of a 50-year system life. The return on investment is calculated as 79%<sup>1</sup>. The estimated lifetime cost per GHG emission reductions is \$170 per tonne CO<sub>2</sub>e per year<sup>2</sup>.

Note that this analysis was completed using the natural gas and electricity rates at the time of this report, and the assumed escalation in carbon pricing. This analysis should be repeated in the future if electricity prices decrease, natural gas prices increase, or the carbon tax increases and/or certainty on the carbon tax amount after 2030 is known. The most economical time to install this system is when the existing heating and cooling equipment has reached their end of life and must be replaced. Under these circumstances only the cost premium of a GSHP system over standard natural gas boilers needs to be considered against the change in utility costs. This can result in a lower costs per GHG savings when compared to replacing a heating system during the middle of it’s expected service life.

## 11.0 SUMMARY

A GSHP system is the proposed renewable energy system for the Woodstock Woodingford Lodge located at 300 Juliana Drive in Woodstock. The existing natural gas boilers would be replaced by a GSHP which would provide hot water to the existing hydronic perimeter heating loop and chilled water to new cooling coils on the rooftop units. This is a project that is expected to take 17 months to complete and should be timed with construction occurring during the fall to minimize disruption to the occupants.

<sup>1</sup>  $ROI = \frac{\text{Lifetime Utility Bill Savings} - (\text{Upfront Capital Costs} + \text{Lifetime O\&M Costs})}{(\text{Upfront Capital Costs} + \text{Lifetime O\&M Costs})}$

<sup>2</sup> This is increased from -\$281 from the screening report due to the increased installation costs.

The next step for this project is to proceed to the feasibility phase to complete a thermal energy model of the building to confirm the proposed equipment sizes and then conduct a geothermal feasibility study to determine if an open loop system is a possibility or the required size of borehole field for a closed loop system.

This replacement could result in substantial decrease in natural gas consumption on site and an increase in electricity consumption particularly during the heating season. The reduction natural gas on site would result in an 60% reduction in GHG emissions. The savings from natural gas reduction outweighs the increase in electricity costs resulting in a decrease annual utility costs of \$32,000. This results in a 79% return on investment and lifetime cost per GHG emission reductions of \$170 per tonne CO<sub>2e</sub> per year. If utility rates (including carbon tax) change in the future this economic analysis should be repeated.

## 12.0 LIMITATIONS

This report has been prepared for the exclusive use of Oxford County, for the stated purpose, for the named facility. Its discussions and conclusions are summary in nature and cannot be properly used, interpreted, or extended to other purposes without a detailed understanding and discussions with the client as to its mandated purpose, scope, and limitations. This report was prepared for the sole benefit and use of Oxford County and may not be used or relied on by any other party without the express written consent of J.L. Richards & Associates Limited.

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### J.L. RICHARDS & ASSOCIATES LIMITED

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Enclosure:

Appendix 1 – Well Records

Appendix 2 – GSHP Data Sheet

**To: Warden and Members of County Council**

**From: Director of Public Works**

## Active Transportation Funding Application

### RECOMMENDATIONS

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1. That Oxford County Council authorize staff to submit a funding application to Infrastructure Canada for active transportation eligible projects;
2. And further, that staff report back to County Council prior to the execution of a transfer payment agreement and seek approval for any contribution funding required to proceed with proposed active transportation projects.

### REPORT HIGHLIGHTS

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- The purpose of this report is to seek County Council authorization to submit a funding application to Infrastructure Canada for proposed active transportation projects through the Active Transportation (AT) Fund.
- Through the development of the 2021 Oxford County Cycling Master Plan (CMP) which is currently being finalized, proposed cycling infrastructure projects would be eligible for funding and a successful funding application would assist in offsetting future capital costs.
- Controlled pedestrian crossings (PXOs) are also identified as eligible projects under the AT Fund and will be included in the funding application for PXO projects included in the County's 2022 Business Plan and Budget.
- The funding application deadline is March 31, 2022, and approved projects must be completed by March 2026.

### Implementation Points

Upon approval of the recommendations contained in this report, staff will work with Finance to complete and submit an application for grant/capital funding.







## Financial Impact

A formal funding request will be presented to County Council in the future, pending the outcome of this funding application.

## Communications

In the event that this funding application is successful, staff will report back to County Council to seek approval for the municipal contribution to be funded by the County and authorization to execute the transfer payment agreement (TPA) with Infrastructure Canada.

## Strategic Plan (2020-2022)

					
<i>WORKS WELL TOGETHER</i>	<i>WELL CONNECTED</i>	<i>SHAPES THE FUTURE</i>	<i>INFORMS &amp; ENGAGES</i>	<i>PERFORMS &amp; DELIVERS</i>	<i>POSITIVE IMPACT</i>
1.ii.	2.i.	3.iii.			

## DISCUSSION

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### Background

Infrastructure Canada launched a call for applications on January 27, 2022 for eligible projects under the Active Transportation (AT) Fund for new projects that develop and improve community active transportation networks. The objective of the AT Fund is to increase the volume, usage, and quality of active transportation that promotes the shift away from motorized vehicles and improves safety for all road users.

The Oxford County CMP is currently being finalized and the draft report will be presented to County Council in Q2 2022 for approval. The CMP will serve as a 20 year plan for the implementation of cycling infrastructure on the County road network with the objective of providing AT connectivity between urban/settlement areas and neighbouring municipalities; local cycling/trail networks; tourist destinations; and, employment areas (commuter cycling).

Separated bike lanes on County roads have been considered through the development of the CMP as the preferred option for cycling infrastructure from an economic and safety perspective. Separated bike lanes on rural County roads would typically include a 2 – 2.5 metre (m) wide paved shoulder which includes a 0.5 - 1.0 m wide separation/buffer from the travel lane and a minimum 1.5 m wide bi-directional bike lane. The buffer area would be delineated with pavement markings and/or include rumble strips to provide a degree of separation for cyclists without negatively affecting winter maintenance operations and the movement of agricultural equipment.

**Report No: PW 2022-16**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

In addition to proposed cycling infrastructure, controlled pedestrian crossings (PXOs) are also identified as eligible projects under the AT Fund. PXO installations are planned as part of the 2022 Business Plan and Budget in Tavistock, Woodstock and Hickson and will be included in the AT Fund application to offset approved capital budget.

## Comments

There are two funding streams available through the AT Fund. Under the Grant Program funding stream, municipalities are eligible to receive up to a maximum of \$50,000 for planning and design and up to 60% (maximum eligibility up to \$50 million) funding for capital projects under the Contribution Program funding stream.

The funding application will include planning/design and implementation for separated cycling facilities as well as implementation of PXOs that are currently identified under the 2022 capital work plan.

Cycling infrastructure projects will include approximately 120 lane kms of separated bike lanes at an estimated total capital cost of \$22 million. This is based on the primary cycling network identified through the development of the draft CMP and what staff feel can be reasonably delivered by the specified implementation deadline of March 2026. Further project details will be presented to County Council through approval of the draft CMP and execution of a potential TPA with Infrastructure Canada.

PXO implementation projects that are currently in the design phase and planned for 2022 construction at the following three locations will also be included in the funding application at an estimated cost of \$200,000.

- Woodstock Street North/Oxford Road 59 and Jacob Street – Tavistock
- Devonshire Ave/Oxford Road 35 and Brompton Ave. – Woodstock
- Loveys Street/Oxford Road 8 (at School Crossing) - Hickson

**Report No: PW 2022-16**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Conclusions

This funding opportunity could significantly offset capital cost contribution for proposed AT projects and staff is seeking Council's support, in principle, in order to take advantage of available program funding.

Staff will report back to Council with the application outcomes as well as the draft CMP to request authorization to proceed with executing the TPA and municipal capital contribution requirements.

## SIGNATURES

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### Report Author:

Original signed by

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Frank Gross, C. Tech  
Manager of Transportation and Waste Management Services

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

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Michael Duben, B.A., LL.B.  
Chief Administrative Officer

**To: Warden and Members of County Council**

**From: Director of Public Works**

## Request for Project Approval and Transfer of Funds - Oxford Road 59 (Vansittart Avenue) Left Turn Lanes Intersection Improvements, Woodstock

### RECOMMENDATIONS

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1. That Oxford County Council authorize staff to include the Oxford Road 59 (Vansittart Ave) Left Turn Lanes Intersection Improvements project as part of 2022 construction, and advance funding in Account 930059 of \$600,000 from 2024 to 2022, to assist with funding the planned construction works;
2. And further, that County Council authorize the transfer of \$750,000 from Account 930150 (Oxford Road 9 Urbanization Project) to Account 930059 (Oxford Road 59), to assist with funding the planned construction works;
3. And further, that County Council authorize a transfer of \$350,000 from the Roads Development Charge Reserve to Account 930059 to assist with funding the planned construction works.

### REPORT HIGHLIGHTS

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- The purpose of this report is to obtain County Council approval to advance the Oxford Road 59 (Vansittart Avenue) Left Turn Lanes Intersection Improvements project from 2024 to 2022, in response to the rapid pace of development, with concomitant funding, in accordance with the County Purchasing Policy.
- The Oxford Road 59 left turn lane intersection improvements will serve to address traffic delays and vehicular movement inefficiencies within this arterial road corridor that have resulted from significant development growth in this area of Woodstock.
- Capital funding can be made available for this project to proceed in 2022 by reallocating funding in the Roads Development Charge Reserve and from the approved Oxford Road 9 Urbanization project that has been put on hold (awaiting planning processes and servicing studies).
- Detailed design for Oxford Road 59 is 95% complete and the project is expected to be ready for tender in March, 2022. Construction is planned to begin in June 2022 and be completed by October 2022.



**Report No: PW 2022-17**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Implementation Points

Upon Council approval, Public Works will prepare and issue bid documents on *Bids&Tenders* to obtain pricing for the proposed work. Following the review of submissions, staff will then prepare a report to Council seeking authorization to award a contract to proceed with the planned construction work.

For this road corridor project, communication with the City of Woodstock has commenced and further communication is planned prior to and during construction. Prior to the start of construction, a construction advisory notice will be issued to businesses and residences adjacent to the project area, providing open lines of communication to allow residents to discuss construction details with the project team.

The roadway will remain open during construction to mitigate the anticipated traffic congestion, ensuring businesses remain open while providing continued access for emergency response vehicles.

## Financial Impact

The Oxford Road 59 (Vansittart Avenue) Intersection Improvements project is 100% eligible for Roads Development Charges funding. This project was not included in the Capital Budget for construction in 2022; however \$600,000 was allocated in the Business Plan and Budget for 2024.

Now that the detailed design is 95% complete and the scope of work is more clearly defined, a detailed cost estimate completed by the consulting engineer (CJDL Consulting Engineers) for the project has estimated the construction cost to be \$1,500,000. It is further anticipated that approximately \$200,000 will be required for non-refundable HST, contract administration, quality assurance and staff time.

Funding for the project can be provided from Roads Development Charges as outlined in the table below.

**Table 1: Oxford Road 59 Intersection Improvements Financials**

<b>Funding Source</b>	<b>Budget</b>
Transfer of the Roads Development Charge Reserve fund portion from account 930150 Urbanization to account 930059 Oxford Road 59 – 2022 Capital Budget	\$750,000
Advancement of future years' commitment – Long Term Capital (2024) to 2022 Capital Budget	600,000
Additional financing from the Roads Development Charge Reserve	350,000
<b>Total:</b>	<b>\$1,700,000</b>







**Communications**

Upon authorization of the aforementioned funding request(s); County staff will advertise the bidding opportunity in accordance with the County of Oxford Purchasing Policy. Bids will be submitted through the County’s electronic bidding system.

Staff will continue to work with key internal stakeholders (County Management staff, Transportation staff, Waste Management staff and Water/Wastewater staff) and external stakeholders, including the City of Woodstock and Woodstock residents, during the planning and implementation stages of this project as required to ensure the appropriate level of communication and outreach is maintained, and further ensuring all parties involved are updated on project status and outcomes as needed. This could include, but is not limited to, notices to residents affected by construction, web updates, news releases and social media.

Road closures and detours are not anticipated to be required on Oxford Road 59, but lane reduction and flagged traffic are expected. Side street access may be interrupted periodically during curb and paving work. Access to businesses and commercial properties will be maintained during construction, and any interruptions will be communicated in advance. As construction begins, residents and businesses will be informed about road closures and progress through the Oxford County construction projects web page, *Speak Up, Oxford!* and through social media. If needed, expanded advertising may also be considered.

**Strategic Plan (2020-2022)**

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
	2.i.	3.iii.			

**DISCUSSION**

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**Background**

Woodstock has experienced significant development growth in the area north of the Pittock Reservoir. The increased traffic generated by these developments is causing traffic delays and vehicular movement inefficiencies along the Oxford Road 59 (Vansittart Avenue) arterial road corridor.

To address these concerns, intersection improvements were identified for the following intersections:

- Vansittart Avenue and Fairway Road/Fredrick Street,
- Vansittart Avenue and Pittock Park Road, and
- Vansittart Avenue and Ridgewood Boulevard.

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**Council Date: March 23, 2022**

The project is the continuation of the Lakeview Drive Intersection Improvement project completed in 2018. The planned intersection improvements include widening the roadway for the creation of left-turn lanes. This will allow uninterrupted through-traffic flow while improving safety for left-turn movements along the corridor. The addition of bike lanes and accessible sidewalks will meet the objectives of the *Accessibility for Ontarians with Disabilities Act (AODA)* and Oxford County's *Trails Master Plan* while increasing safety for all modes of transportation. The scope of work generally includes the following:

- Excavation and roadway widening for left-turn lanes and dedicated bike lanes;
- Asphalt removal and replacement for 590 metres of arterial roadway;
- Curb and gutter and sidewalk replacement;
- Drainage improvements and ditch re-grading;
- Street light relocations.

Detailed design is 95% complete and the project is expected to be ready for tender in March 2022, pending Council's approval of this report.

## Comments

While the Oxford Road 59 (Vansittart Ave) Left Turn Lanes Intersection Improvements project was originally planned for 2024 in the County's Long Term Capital Plan, the pace of development in Woodstock has triggered the planned need for road corridor intersection upgrades sooner than anticipated in 2022.

Other nearby construction projects that are planned or are underway in the City of Woodstock include the Oxford Road 4 and Oxford Road 17 Watermain project (construction in 2022), and the Vansittart Avenue Bridge Rehabilitation (Bridge #59755) over Pittock and the rail lines (design in 2022 and scheduled for construction in 2023). Simultaneous construction on both the bridge and intersection projects is not recommended due to the close proximity between the projects on the same roadway corridor. Therefore, traffic control and site access conflicts can be avoided by completing the intersection work in 2022.

The Oxford Road 9 (King Street West) Urbanization project in Ingersoll has been put on hold until planning processes and servicing studies are complete for servicing adjacent development lands that came forward after the 2022 budget process was completed. Funds previously allocated for this project in the 2022 Capital Budget are now available for use.

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## Conclusions

It is recommended that Council approve the above-noted funding allocation in order to advance the Oxford Road 59 (Vansittart Avenue) Intersection Improvements project to expedite upgrades to the road corridor that are required for continued safe and effective people and goods movement in Woodstock.

## SIGNATURES

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### Report Author:

Original signed by

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Daniel Koppert, C.E.T., PMP  
Project Engineer/Technologist

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

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Michael Duben, B.A., LL.B.  
Chief Administrative Officer

## ATTACHMENT

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Attachment 1: Project Limits, March 1, 2022

# Oxford Road 59 (Vansittart Ave) Intersection Improvements - Woodstock

REPORT NO. PW 2022-17  
ATTACHMENT 1



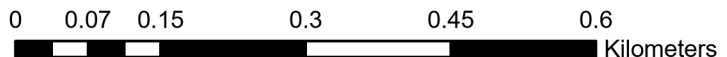
VANSITTART AVE AND FAIRWAY/FREDERICK INTERSECTION

VANSITTART AVE AND RIDGEWOOD DR INTERSECTION

VANSITTART AVE AND PITTOCK PARK ROAD INTERSECTION

## LEGEND

 Project Area  limits\_polygon



**To: Warden and Members of County Council**

**From: Director of Public Works**

## 2018-2020 Transportation Network Service Delivery Review – Overview

### RECOMMENDATIONS

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1. That Oxford County Council receive Report No. PW 2022-18 entitled “2018-2020 Transportation Network Service Delivery Review - Overview”;
2. And further, that staff report back to County Council, with specific outcomes and recommendations from the independent Service Delivery Review pertaining to alternative organizational approaches which best optimize transportation network (roads and bridges) operational levels of service and cost efficiencies.

### REPORT HIGHLIGHTS

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- The purpose of this information report is to provide Oxford County Council with a high level overview of the scope and findings of the joint Transportation Network (Roads and Bridges) Operations and Maintenance Service Delivery Review (SDR) project.
- The joint SDR project was one of six initiatives that was approved for provincial funding (June 30, 2021) under the 2021 Review Stream Modernization Project category.
- The joint SDR project was facilitated and completed by an independent study consultant (KPMG LLP) over approximately six months through extended information sharing and collaboration with staff from Oxford County and member municipalities.
- The final SDR report provides a comprehensive review of the ‘current state’ transportation network service delivery model and a comparative analysis of three alternative service delivery models (centralized, localized, full asset download), together with potential enhancements to the current state service delivery model.
- Council deliberations regarding the preferred service delivery approach are planned for the May 11, 2022 meeting.

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## **Implementation Points**

In accordance with the Municipal Modernization Funding (MMF) Transfer Payment Agreement (TPA) with the Ministry of Municipal Affairs and Housing (MMAH), the final Transportation Network SDR Report (attached to this report) was posted on the County's website for public access on March 18, 2022 (i.e. when Report No. PW 2022-18 was released as part of the March 23, 2022 Oxford County Council meeting agenda). The final SDR report and project abstract will also be submitted to MMAH on March 23, 2022.

Staff will report to County Council on May 11, 2022 in regard to the specific SDR recommendations/outcomes and preferred service delivery approach, at which time it is anticipated that final deliberations will occur regarding the preferred service delivery approach.

## **Financial Impact**

The joint Transportation Network SDR Stream project was awarded up to \$125,000 under a TPA with the MMAH. A competitive Request for Proposal (RFP) process to retain a qualified consultant for the review resulted in an award at a cost of \$138,680 (excluding non-refundable HST) with 100% funding from the County's first allocation of the Municipal Modernization Fund.

As the bid award was \$16,121 higher than the TPA funding approved (including non-refundable HST), savings from the Waste Management Scale Software modernization project were reallocated to this project to offset the budget shortfall.

Final instalment of the Province's financial commitment was subject to the County submission of the final SDR report, along with supporting invoices, to the Province in March 2022.

## **Communications**

Throughout the duration of the joint SDR, the independent study consultant (KPMG LLP) actively engaged staff from Oxford County and the member municipalities to review and analyze existing transportation network (roads and bridges) operations and maintenance practices/processes, organizational structures, levels of service/performance outputs, risk, historical financial performance, etc., consistent with the RFP scope (refer to Attachment 1) that was approved by all parties prior to its July, 2021 release to the vendor market.

Through various joint and individual workshops, data and information sharing, staff team interviews and regular staff correspondence (email, phone), a number of comprehensive technical memorandums (TMs) were drafted, reviewed by staff teams and finalized over the course of the joint SDR study between September 2021 and March 2022. The TMs then formed a substantive part of the draft SDR report.

The draft SDR report was presented to all representative Oxford County and Area Municipal staff, including respective CAOs, at a dedicated workshop on March 7, 2022. Any remaining comments and feedback received pertaining to the draft SDR report were considered prior to its finalization on March 17, 2022. As previously noted under the Implementation Section of this report, the final SDR report was made available to the public on March 18, 2022 through the release of this Council report, which was included in the March 23, 2022 Oxford County Council meeting agenda.







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During the March 7, 2022 workshop noted above, there was discussion with respect to consultant SDR delegations to Area Municipal Councils. It was agreed that respective CAOs would give this further consideration, and if deemed necessary, request a delegation.

Through Report No. PW 2022-18, the final SDR (refer to Attachment 2) is provided as information to Oxford County Council. Report No. PW 2022-18 will be subsequently circulated to all Area Municipal Councils for information on March 24, 2022.

As a follow-up, KPMG LLP (KPMG) is scheduled to formally present the SDR Report to Oxford County Council at their regular meeting to be held on May 11, 2022. Staff will also provide a report at that meeting seeking Council's endorsement of a preferred transportation network operations and maintenance service delivery approach.

### Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
		3.iii.		5.ii.	

## DISCUSSION

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### Background

In June, 2020, the findings of a Service Delivery Review undertaken by Watson & Associates Economists (Ltd.), Dillon Consulting Ltd., and Monteith Brown Planning Consultants were made available to Oxford County and the member municipalities. One area noted pertained to further review of potential delivery of summer and winter road operations and maintenance services by Area Municipalities on all County roads within their lower tier boundaries. Collective municipal interest was additionally received through the subsequent Joint Service Delivery Review carried out by StrategyCorp. Accordingly, staff pursued funding through the province's MMF to further review service delivery in this area.

As noted in Report No. [CS 2021-14](#) and [CS 2022-03](#), the Provincial Government announced a second intake of the Municipal Modernization Fund to help municipalities modernize service delivery and reduce future costs by investing in projects such as service delivery reviews, development of shared services agreements, and capital. The investment was intended to support small and rural municipalities' efforts to be more efficient and reduce expenditure growth in the long term.

The joint Transportation Network (Roads and Bridges) Operations and Maintenance SDR Project was one of six initiatives that was approved for provincial funding (June 30, 2021) under the 2021 Review Stream Modernization Project category. In this regard, Oxford County collaborated with the member municipalities to undertake and participate in a joint service delivery review.



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The scope of the RFP assignment (refer to Attachment 1) was collectively reviewed prior to release to the vendor market on July 22, 2021. Unfortunately, only one submission was formally received from the vendor market (8 plan takers), largely due to reported inability to deliver the proposed SDR RFP scope within the short project timelines as prescribed by the province (project completion by November 30, 2021). Given the single submission was deemed to be a compliant bid, which exceeded the minimum threshold for RFP technical proposal requirements, staff consulted with all Area Municipal CAOs to gauge support to proceed with the award based on the single bid. All respective CAO's indicated support for this approach and staff proceeded to award the RFP assignment to KPMG on September 8, 2021.

In parallel, staff liaised with MMAH to seek a longer project timeline and received provincial notification (August 24, 2021) that the provincial project completion deadline was revised to January 31, 2022. A second extension of the project completion deadline to March 23, 2022 was also later provided by MMAH.

## Comments

Under the *Municipal Act, 2001*, the County of Oxford holds non-exclusive municipal authority over "Highways, including parking and traffic on highways" where both upper and lower tier municipalities have the power to pass by-laws under this sphere. Accordingly, the *Municipal Act* also affords the County with the ability to delegate its powers and duties pertaining to the same through agreements with Area Municipalities on behalf of the County.

## Current State Transportation Network Operations and Maintenance Service Delivery Model

In the current state service delivery model, Oxford County (road authority) owns all of the transportation network assets within its regional (arterial) road right-of-ways. Oxford County also operates and maintains all of these same system assets, with the exception of regional roads and bridge assets that are located within the urban limits of Woodstock, Ingersoll and Tillsonburg. As such, there are four road operators of the regional (arterial) road network.

In these cases, Woodstock, Ingersoll and Tillsonburg operate and maintain the arterial transportation network (roads and bridges) on behalf of Oxford County, under urban road maintenance service contract agreements that were established in approximately 1999, when many of the provincial highways were downloaded to regional municipalities, including Oxford.

The most recent service contract agreements were last updated in 2010 (City of Woodstock) and 2008 (Town of Ingersoll, Town of Tillsonburg) for the provision of winter control, pavement marking, road signage and bridge/culvert, roadside and asphalt/shoulder maintenance activities. Though technically expired, these agreements have continued to remain in effect given neither party has terminated their respective agreement.

**Report No: PW 2022-18**  
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**Council Date: March 23, 2022**

### Transportation Network Operations and Maintenance SDR Overview

As noted in Attachment 1, the recent SDR RFP assignment completed by KPMG served to comprehensively undertake a critical review of service delivery for transportation network services performed by the County and its contracted service providers (Woodstock, Ingersoll, Tillsonburg) between 2018 and 2020, by examining the effectiveness of existing service delivery models in terms of level of service and financial performance, governance, risk/compliance, sustainability, etc. and to identify alternative organizational approaches to optimize levels of service and cost savings.

The current state service delivery model was comparatively assessed with three alternative models as follows:

- **Model A: Centralized Service Model** where Oxford County (road authority and single operator) owns, operates and maintains all of its transportation network system assets;
- **Model B: Localized Service Model** where all eight Area Municipalities operate and maintain the arterial transportation network (roads and bridges) within their jurisdictions, under service contract to Oxford County. In this scenario, the County would remain as the road authority and continue to perform all transportation system planning and management functions (excluding operations and maintenance); and
- **Model C: Full Asset Download Service Model** where all eight Area Municipalities own, operate and maintain the arterial transportation network (roads and bridges) within their jurisdictions (8 municipal arterial road authorities, 8 municipal arterial road operators). This model involves transfer of the road authority responsibilities and sale of County roads, bridges and stormwater assets to each of the respective Area Municipalities.

As well, **enhancements to the current state service delivery model** were also assessed and quantified to the degree possible. Enhancements to the current state service delivery model include, but are not limited to, potential updates to the County's current urban road maintenance service contract funding arrangements with Woodstock, Ingersoll and Tillsonburg, where cost efficiency considerations employ a fixed price cost model for potential contracted summer maintenance activities (based on a lane km basis) and allocation of contracted winter maintenance costs between Area Municipal and County roads based on a lane km that incorporates weight to reflect effort required for road classification and associated regulatory requirements (Minimum Maintenance Standards).

In addition to the above alternative considerations, some of the respective urban Area Municipalities expressed an interest in a hybrid version of *Model C* where the County downloads its arterial transportation network to the three urban Area Municipalities (only). However, this request was not supported by the majority of the eight Area Municipalities and was not carried forward or modelled.

The findings and outcomes of the final Transportation Network SDR report will be further discussed during upcoming delegate presentations by KPMG to Oxford County Council (May 11, 2022). Staff will also provide a report at that meeting seeking County Council's endorsement of a preferred transportation network operations and maintenance service delivery approach.

**Report No: PW 2022-18**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Conclusions

The joint County of Oxford and member municipal SDR project was made possible through the Province's Municipal Modernization Fund.

The final report delivered to MMAH, Oxford County Council and the member municipalities is in-keeping with the Provincial Government's intent to assist municipalities in reviewing service delivery with a view to finding means to enhance services and reduce future costs for tax payers. In its current form, the independent final SDR report as attached offers several implementation opportunities for Council consideration which can achieve this objective.

## SIGNATURES

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### Report Author:

Original signed by

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Frank Gross, C. Tech  
Manager of Transportation and Waste Management Services

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

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Gordon Hough on behalf of Michael Duben, B.A., LL.B.  
Acting Chief Administrative Officer

## ATTACHMENTS

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Attachment 1: Transportation Network SDR RFP  
Attachment 2: Final Transportation Network SDR Report (KPMG)

## REQUEST FOR PROPOSAL

Report No. PW 2022-18  
Attachment 1

### Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review

## Introduction

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### 1. Purpose

The County of Oxford (County) is seeking proposal submissions for the provision of consulting engineering services to conduct a review of regional transportation network (roads & bridges) operations & maintenance service delivery in the County (including contracted services), as described in this Request for Proposal (RFP). The service delivery review and associated evaluation process is intended to systematically determine the most appropriate and cost effective way to operate and maintain the County's regional transportation network (roads & bridges), while maintaining or improving service levels.

### 2. Background

Located in the heart of south-western Ontario, Oxford County has a population of approximately 119,000 residents. Oxford is "growing stronger together" through demonstrated partnerships with residents, businesses, and the eight area municipalities, comprising Blandford-Blenheim, East Zorra-Tavistock, Ingersoll, Norwich, South-West Oxford, Tillsonburg, Woodstock, and Zorra. One of Ontario's foremost farming communities, Oxford's location at the crossroads of Highways 401 and 403 has contributed to the development of a significant commercial and industrial sector.

The County owns a transportation network, which includes, but is not limited to, approximately 1288 lane kilometres of paved roads, 94 bridges (> 3m span), 60 culverts (> 3m span), 5562 regulatory and warning signs, 39 signalized intersections, 7 controlled pedestrian crossings (excludes signalized intersections), 54 illuminated rural intersections (excludes signalized intersections), 11 electronic speed feedback signs, 2 roundabouts, on-road bike lanes, off-road multi-use trails, etc. The County road network also encompasses 26 grade level railway crossings (approaches) and storm water infrastructure (ditches, culverts, sewers, municipal drains) within the municipal right-of-way.

Under the Municipal Act, 2001, the County of Oxford holds non-exclusive municipal authority over "Highways, including parking and traffic on highways" where both upper and lower tier municipalities have the power to pass by-laws under this sphere. Accordingly, the Municipal Act also affords the County with the ability to delegate its powers and duties pertaining to the same through agreements with Area Municipalities on behalf of the County.

Currently, the County operates and maintains all aspects of the regional transportation network with the exception of urban arterial road operation and maintenance services (i.e. road patrol, winter control, pavement marking, road signage and bridge/culvert, roadside & asphalt/shoulder maintenance activities) which are being performed by Woodstock, Ingersoll and Tillsonburg (within their urban centres) through service contracts on behalf of Oxford County.

In response to the 2019 Regional Government Review, municipalities were recommended to carry out local service reviews to identify and implement opportunities to modernize service delivery in a more efficient and cost effective manner. Accordingly, a high level joint service delivery review was undertaken for Oxford County and its eight Area Municipalities in 2019 by Watson & Associates Economists, Dillon Consulting Ltd. and Monteith Brown Planning Consultants to seek potential efficiencies and modernization opportunities. The findings of this review were further assessed by all respective Chief Administrative Officers in early 2021 through a facilitated workshop led by John Matheson / Michael Fenn and associated recommendations and highlights were publicly presented by the same at Oxford County Council on February 10, 2021.

Some findings were positioned from the 2019 review and the subsequent facilitated workshop. One notable area pertained to further review of potential delivery of summer and winter road operations and maintenance services by Area Municipalities on all County roads within their lower tier boundaries.

Accordingly, the County sought to undertake further review and has received funding from the second intake of the provincial MMAH Municipal Modernization Program to carry out additional review of road operations and maintenance service delivery as per the detailed scope provided within this RFP. In this regard, different transportation network management and operating models are available for municipal comparison.

The following background reports will be made available to aid proponents in the preparation of their proposal:

- Oxford Joint Service Delivery Review – CAO Update (May 25, 2020) and Service Delivery Review – Oxford County Municipalities (April 30, 2020);
- Joint Service Delivery Review Workshop Report (February 10, 2021); and
- Report No. CS 2021-14 - Municipal Modernization Program Funding Proposals – Intake 2 (March 14, 2021).

## **Scope of Work**

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The successful Consultant will undertake the project as set out in this RFP in order to examine the effectiveness of existing transportation network system (roads and bridges) operation and maintenance service delivery models (in-house, service contracts, etc.) in terms of level of service and financial performance (including full lifecycle cost benefit analysis) and identify potential alternative organizational approaches to derive cost savings and maintain/improve levels of service.

The scope of work shall encompass, but not be limited to, the following tasks:

### **TASK 1: CURRENT SERVICE DELIVERY OVERVIEW**

- 1.1** Overview of existing transportation network assets, operational facilities, fleet & equipment, work order management systems, service offerings, etc.
- 1.2** Document applicable required levels of service metrics and best management practices (i.e. Minimum Maintenance Standards (MMS) for Municipal Highways, Highway Traffic

Act, Ontario Traffic Manual, Transportation Association of Canada Guidelines, etc.) for the operations and maintenance of the County's transportation network (roads & bridges);

- 1.3 Review of current state organizational structure and staffing/certifications (County & respective contracted service providers) which provides for summer and winter maintenance and operations (including road patrol) of the County transportation network (roads and bridges); and
- 1.4 Document and consider current/future issues and trends that will affect transportation network system operational resourcing (i.e. growth, asset management; operator training, regulatory compliance, etc.).

## **TASK 2: COMPARATIVE SERVICE DELIVERY ANALYSIS \***

- 2.1 Derive comparative alternative organizational structure models (up to 3 options) to deliver summer and winter operation and maintenance services that could be utilized to maintain County owned road and bridge assets in a state of good repair, along with accommodation requirements/options to each proposed structure;
- 2.2 Develop comparative efficiency metrics (County & respective contracted service providers and other representative municipal benchmarking), including, but not limited to staffing relative to system size/road class, financial performance (i.e. total operating cost per lane km, winter operating cost per lane km; bridge/culvert operating cost per m<sup>2</sup> of surface area, etc.), and annual service outputs (i.e. preventative maintenance, reactive maintenance, system asset condition assessment and monitoring, percentage of winter events where the response met or exceeded locally determined municipal service levels for road maintenance; etc.);
- 2.3 Provide full lifecycle cost benefit analysis of existing and comparative alternative organizational approaches (up to 3 options), which considers organizational structure staffing levels, fleet/facility/equipment/property asset requirements, stranded assets, financial performance (direct, indirect, tangible costs), etc.;
- 2.4 Amongst the various service delivery models, assess any additional opportunities/efficiencies for 3<sup>rd</sup> party contracted services for specific work tasks, including, but not limited to, line painting, asphalt patching/padding, road shouldering, ditch cleaning, tree trimming/brush removal, traffic signal/street light maintenance, etc. and/or potential system-wide service bundling (in-house and/or contracted service provider) of the same where such activities continue to be undertaken individually by the County or Area municipality service providers; and
- 2.5 Confirm County and Area Municipality service providers participation in / utilization of the joint purchasing group made available through Elgin, Middlesex, Oxford (including its Area Municipalities) and Perth Counties (EMOP) for common procurement items like culverts, road salt, fuel, line paint/glass beads, fleet rentals, etc. and summarize/quantify cost efficiency opportunities in cases where individual municipalities may not always participate in joint EMOP procurement.

Further, identify/quantify cost efficiency opportunities related to joint tenders including, but not limited to, gravel, road signs, sand, chemicals (i.e. brine, anti-icing), tree maintenance,

storm sewer CCTV, etc., in cases where individual municipalities may not always participate in joint tendering of the same.

**\* NOTE:** Financial performance for the years 2018 to 2020 are to be assessed by the successful Consultant through detailed review of municipal Financial Information Reporting, annual operating budgets, financial analyst interviews, etc.

Annual service level outputs for the years 2018 to 2020 are to be assessed.

### **TASK 3: REVIEW OF SERVICE CONTRACT FUNDING MODEL**

**3.1** Undertake an independent critical review of current service contract funding arrangement (County and contracted Area Municipality service providers in urban centres) and assess cost efficiency considerations including, but not limited to, the employment of a fixed price cost model for potential contracted summer maintenance activities (based on a lane/km basis) and allocation of contracted winter maintenance costs between Area Municipality and County roads based on a lane km that incorporates weighting to reflect effort required for road functional service (i.e. arterial vs. collector vs. local roads) and classification as defined by MMS.

The requirements outlined within this RFP represent a minimum expectation for the deliverables of this project. However, it remains the responsibility of the Proponent to propose and undertake a work plan that includes all necessary tasks and level of effort to deliver the technical and project management services. Should additional services be proposed, the County reserves the right to assign value or not to those additional services in the evaluation of submitted Proposals.

## **Deliverables**

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### **Project Team Meetings / Video-Conferencing (8)**

### **Area Municipality Meetings / Video-Conferencing (10) – Ingersoll, Tillsonburg, Woodstock**

### **Earned Value Reporting Summaries (Monthly)**

#### **Technical Memorandum No. 1** (November, 2021)

– Overview of existing transportation network system assets (roads, bridges), documentation of system technical levels of service, current state organizational structure and staffing/certifications, current service offerings and current/future issues and trends impacting system operations.

#### **Technical Memorandum No. 2** (December, 2021)

– Identify alternative service delivery models (up to 3 options) to existing organizational structure, develop comparative efficiency metrics, undertake comparative analysis of existing and alternative organizational service delivery models including full lifecycle costing (assets, staffing) and assess any additional opportunities/efficiencies for joint tendering, joint procurement, 3<sup>rd</sup> party contracted services/bundling, etc.

#### **Technical Memorandum No. 3** (January, 2022)

– Critical review of existing service contract funding model (County roads in urban centres) and assessment of cost efficiency considerations using alternative cost funding models.

**Draft Service Delivery Review Report** (January, 2022)

– Draft Executive Summary, draft comparative service delivery recommendations, draft implementation scatterplot (ease of implementation and expected benefits), and draft compilation of Technical Memorandums No. 1-3, including appendices.

**Final Service Delivery Review Report** (January, 2022)

– Executive Summary, comparative service delivery recommendations, implementation scatterplot (ease of implementation and expected benefits), compilation of Technical Memorandums No. 1-3, including appendices.

**Council Presentations (up to 5)** (February, 2022)

## Reporting and Communication

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The successful Consultant will report to the County's Project Manager and any other representatives as assigned by Oxford County.

Written approval will be required from the Project Manager prior to the successful Consultant altering any tasks or deliverables. The County Project Manager will be responsible for overseeing the day to day operations of the project on behalf of the County. The County Project Manager will work with the successful Consultant to ensure that all requirements and deadlines are met.

## Proposal Requirements at Submission

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The submitted proposal should include the items listed below. It is critical to note that if any of the following items cannot be provided in the proposal package, the Proponent (Bidder) shall inform the County Project Manager in writing and obtain advance approval for omission prior to submission, otherwise the submission will be considered incomplete, and may be disqualified.

The Proponent (Bidder) submission on the Electronic Bidding System shall require the upload of a **technical proposal** in “.pdf format”. The following information is required in the proponent's **technical proposal** submission:

- Identification of all project team members by area of expertise responsibility and role in the project including a brief relevant biography for each;
- Identification of any sub-Consultants who would be included on the Project Team, their roles, and experience relevant to this assignment;
- A detailed description of the Proponent's work plan approach to meeting the scope of the work, including a proposed schedule for carrying out each component (Gantt Chart Schedule). Specific tasks should be clearly identified;
- A detailed description of the Quality Assurance (QA)/ Quality Control (QC) mechanism in place exhibiting the Proponent commitments to quality including QA/QC procedures used in the preparation of all deliverables submitted to the County for data analyses, comparator metrics, technical memoranda, reports, etc. The QA/QC system in place will be an important consideration in the selection process;



- A description of the Proponent invoicing policies and procedures, for example monthly billing, staff hours, project expenses, and cost break-down by task including total budget, current invoice amount, previous invoiced amount, total invoiced to date, remaining budget, percent spent, and percent complete; and
- A work breakdown structure and work plan in the **technical proposal** detailing staff man-hours spent per task (excluding fees).

The **technical proposal** should not exceed **10 single sided pages in length**, excluding curriculum vitae, project references, work breakdown structure and Gantt chart schedule.

The Electronic Bidding System (under Schedule of Prices) shall also require that the Proponent (Bidder) input the Subtotal amount (**financial proposal**) for each of the subtasks identified in the Scope of Work sections 1 - 3. The following information is required in the proponent's **financial proposal** submission:

- A detailed cost estimate for each component of the project, including the number of hours required to complete each of the tasks and subtasks by each member of the consulting team and the hourly rates; and
- Total Task Costs shall be detailed in a spreadsheet similar to the work breakdown structure used in the technical proposal.

There is no guarantee to the quantity of work and extra work rates identified in the work breakdown structure and Gantt chart schedule that will be undertaken at hourly rates. Oxford County reserves the right to reduce the scope of work without penalty. Oxford County will be responsible for managing the scope of the project throughout the undertaking. Any out of scope work will need to be approved by the County's Project Manager.

## RFP Evaluation Criteria

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### 1. Evaluation Process

Each proposal will be evaluated by the County on the basis of the information provided by the Proponent in its proposal. Each proposal will be reviewed to assess compliance with the requirements set out in this RFP. Evaluation results will be the property of the County.

The County may request clarification to ascertain a Proponent's understanding of the proposal for the purpose of the evaluation process. The County may adjust the evaluation score or ranking of proposals as an outcome of the clarifications. The County reserves the right to limit clarification to any number of Proponents as determined by the County regardless of the number of the Proponents the submitted proposals.

Each submission will be evaluated in two stages. 'Stage One' will consist of evaluating the **technical proposal**. Technical proposals will need to achieve the minimum score of 70 to advance to 'Stage Two'. Technical proposals which do not meet the minimum score required will be deemed non-compliant and will not be given any further consideration and the Schedule of Prices will remain unopened on the Electronic Bidding System.

In ‘Stage Two’, the Consulting fees (**financial proposal**) for the Proponent(s) will be opened (for only those which achieved the minimum technical score threshold from ‘Stage One’) and reviewed on the Electronic Bidding System in accordance with the process indicated the following section – Submission Weighting.

Upon completion of review of both the technical and financial proposals, Oxford County will select the successful Consultant based on the highest total scoring (best overall value to the County).

## 2. Submission Weighting

Proposal submissions will be assessed, scored and awarded, based on the evaluation criteria, but not limited to, the following:

<b>Category</b>	<b>Available Points</b>
<b>Technical Proposal – Stage One Evaluation Criteria</b>	
1. Project Manager qualifications and Corporate experience on directly related projects.	15
2. Experience and qualifications of key team members, technical and support staff on directly related projects.	10
3. Understanding of project goals, implementation strategy, methodology and approach.	25
4. Proposed Work Plan, Schedule and Level of Effort	20
5. Valued Added Services	10
<b>Financial Proposal – Stage Two Evaluation Criteria</b>	
1. Cost Effectiveness	20
<b>TOTAL AVAILABLE POINTS</b>	<b>100</b>

### Technical Proposal – Stage One

#### 1. Project Manager Qualifications and Corporate Experience on directly related projects (15 Points)

Provide the qualifications and experience of the Project Manager and outline your relevant corporate experience.

Detail three (3) projects completed by your firm (preferably over the past five years) of comparable and relevant scope and complexity.

For each project description, provide the name of the client, contact information, name of the project, date and duration, methodology employed, similarities to the scope of this project, and dollar value of the contract. Also, identify whether or not projects were completed on time and within budget, and if not, provide an explanation.

The County will only consider three (3) project examples. If more than three project examples are provided, only the first three will be considered.

Project Manager Experience	9 Points
Project No. 1	2 Points
Project No. 2	2 Points
Project No. 3	2 Points

References may be contacted at the discretion of the County.

**2. Experience and Qualifications of the Key Team Members (10 Points)**

Provide the qualifications and experience of the Key Team Members, Sub-Consultants and other staff. Key Team members should provide recent experience with projects of similar scope.

List all team members by proposed role or responsibility and the name of staff, years of experience, and list of relevant projects in a table format. Ensure all relevant disciplines are documented.

Key Team Members	5 Points
Sub-Consultants	5 Points *

\* If no Sub-Consultants listed, Key Team Members will be allocated up to 10 Points.

**3. Understanding of Project Goals, Implementation Strategy, Methodology, and approach (25 Points)**

Describe your understanding of the assignment, including overall scope and objectives, noting any specific issues that may require extraordinary attention.

Describe the approach and methodology to be followed in completing all aspects of the assignment in order to achieve the stated project objectives. The Approach section of the technical proposal shall outline the Proponent’s strategies, assumptions, and ideas for completing this assignment and obtaining the necessary approvals as well as, details on how your corporate Quality Assurance and Quality Control will be implemented specifically for this project to ensure that Schedule, Cost and Quality objectives of the assignment are met.

The Proponent should also identify key success/risk factors for the projects and how they will be managed.

4. Proposed Work Plan, Schedule, and Level of Effort (20 Points)

Provide a work plan and schedule, including a work breakdown structure and Gantt schedule of the major tasks, specific milestones and the level of effort of the individual team members to allow for a complete understanding as to how and by whom the work is to be carried out in order to successfully deliver the project. The level of effort presented in the technical proposal must be expressed in man-hours.

Work Plan/Breakdown Structure and Gantt Schedule	10 Points
Level of Effort is Appropriate	10 Points

Although the ‘person day allocations’ are often included within the sealed financial proposal, the County requires that a copy, **without financial details** such as per hour rates, be included in your technical proposal, so that the level of effort can be clearly determined and may be evaluated at this stage.

5. Value Added Services (10 Points)

Describe your organizational ability to provide innovative and efficient value-added services in your work plan to deliver the base requirements of the RFP. The Proponent should explain the respective value of such strategic services and the expected results of their application.

**Financial Proposal – Stage Two**

The Proposal with the lowest price will be given 20 points. The points assigned for the price component of the other proposals will be calculated using the following formula:  $\text{Lowest price} \div \text{submitted price} \times 20 \text{ points}$ .

**Agreement**

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The successful Consultant will be required to enter into a formal Agreement with Oxford County for the project (M.E.A./C.E.O. Client/Consultant Agreement for Municipal Works). Upon award, the successful Consultant will submit a draft of the current version of MEA/CEO agreement for the County’s review. The County reserves the right to negotiate the terms and conditions of the Agreement.

**a) Basis of Payment**

Agreement should reflect “Upset Cost Limit”.

**b) Insurance**

Refer to Section 17.1 of the County’s Purchasing Policy for general liability, auto, and professional liability and errors & omissions insurance requirements - to be complied with by the successful Consultant.

## Proponent Enquiries during the RFP Submission Period

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If a Proponent (Bidder) needs to address any discrepancies, errors and/or omissions in the Bid Document, or if they are in doubt as to any part thereof they shall submit questions in writing through [[oxfordcounty.bidsandtenders.ca](http://oxfordcounty.bidsandtenders.ca)] using the “Submit Question” feature associated with the Bid Opportunity.

Questions are to be submitted online and not through e-mail. Questions will be accepted up to and until closing of the bid. However; questions asked within seventy-two (72) hours of bid closing may go unanswered. If a question asked within seventy-two (72) hours of bid closing will have major ramifications on all bidders, at the discretion of Oxford County, an addendum may be issued to clarify which could result in changes to the bid; including changes to the closing date up to cancellation of the bid opportunity.

## Submission Date

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Oxford County shall **only** accept and receive Electronic submissions through the [[oxfordcounty.bidsandtenders.ca](http://oxfordcounty.bidsandtenders.ca)], hereafter called the “**BIDDING SYSTEM**”.

HARD-COPY SUBMISSIONS SHALL **NOT** BE ACCEPTED.

Submissions shall be received by the Bidding System, until **2:00 p.m. (local time), on Wednesday August 18, 2021**. Late Bids shall **NOT** be accepted by the Bidding System.

All Proponents (Bidders) shall have a Bidding System Vendor account and be registered as a Plan Taker for this Bid opportunity, which will enable the Bidder to download the Bid Call Document, to receive Addenda/Addendum e-mail notifications, download Addendums and to submit their bid electronically through the Bidding System.

Bidders are cautioned that the timing of their Submission is based on when the Bid is **RECEIVED** by the Bidding System, **not** when a Bid is submitted by a Bidder, as Bid transmission can be delayed due to file transfer size, transmission speed, etc.

For the above reasons, Oxford County recommends that Bidders allow sufficient time to upload their Bid Submission and attachment(s) (if applicable) and to resolve any issues that may arise. The closing time and date shall be determined by the Bidding System’s web clock.

***The consulting assignment awarded is anticipated by August 25, 2021 with project commencement shortly thereafter.***



# OXFORD COUNTY

## Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review

Final Report

March 17, 2022



# Disclaimer

This report has been prepared by KPMG LLP (“KPMG”) for Oxford County (“Client”) and its Area Municipalities pursuant to the terms of our Agreement with the Client. KPMG neither warrants nor represents that the information contained in this report is accurate, complete, sufficient or appropriate for use by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client, and KPMG hereby expressly disclaims any and all responsibility or liability to any person or entity other than Client in connection with their use of this report.

This report is based on information and documentation that was made available to KPMG at the date of this report. KPMG has not audited nor otherwise attempted to independently verify the information provided unless otherwise indicated. Should additional information be provided to KPMG after the issuance of this charter, KPMG reserves the right (but will be under no obligation) to review this information and adjust its comments accordingly.

Pursuant to the terms of our engagement, it is understood and agreed that all decisions in connection with the implementation of advice and recommendations as provided by KPMG during the course of this engagement shall be the responsibility of, and made by, Oxford County and its Area Municipalities. KPMG has not and will not perform management functions or make management decisions for Oxford County or its Area Municipalities.

This report may include or make reference to future oriented financial information. Readers are cautioned that since these financial projections are based on assumptions regarding future events, actual results will vary from the information presented even if the hypotheses occur, and the variations may be material.

Comments in this report are not intended, nor should they be interpreted, to be legal advice or opinion.

KPMG has no present or contemplated interest in Oxford County and its Area Municipalities nor are we an insider or associate of Oxford County and its Area Municipalities. Accordingly, we believe we are independent of Oxford County and its Area Municipalities, and are acting objectively.

# Table of Contents

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# Project Overview

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



# Project Overview

## Introduction

This final report was prepared to present observations and evidence to form a potential case for change supporting operational improvements to Oxford County (“the County”) and its Area Municipalities. Observations are derived from operational analysis, interviews with County and Area Municipality staff, and comparison relative to leading practice for other similarly focused organizations. In addition to the content of this report, the Final Report includes an analysis of three (3) alternative service delivery options for transportation services.

## Setting the Stage

The County of Oxford is located in the heart of Southwestern Ontario in the centre of Perth County (North), Region of Waterloo (North-East), Brant County (East), Norfolk County (South-East), Elgin County (South-West), and Middlesex County (West). The County is made up of eight (8) Area Municipalities:

- Township of Blandford-Blenheim;
- Township of East Zorra – Tavistock;
- Town of Ingersoll;
- Township of Norwich;
- Township of South-West Oxford;
- Town of Tillsonburg;
- City of Woodstock; and
- Township of Zorra

Over the next decade, increased residential and employment growth is anticipated across the County. Currently, the County and its Area Municipality’s strive to meet expected levels of service given their current resource structure; however, the anticipated growth may strain the resources. As such, the County and its Area Municipalities are looking for opportunities for maintaining the regional transportation network in the most appropriate and cost-effective way while maintaining or improving service levels both currently and in the future.

# Project Overview

## Project Objectives

- Project objectives clarified the expectations between the consultant and the client.

## Project Objectives – *How will we define success?*

KPMG was engaged by Oxford County (“the County”) and its Area Municipalities to assist in a comprehensive review of the regional transportation network (roads & bridges) operations and maintenance conducted by Oxford County and its contracted service providers (Ingersoll, Woodstock, Tillsonburg) on the County road network (arterial road network). The ultimate objective of this review was to determine the most appropriate and cost-effective way of operating and maintaining the regional transportation network in the County while maintaining or improving service levels.

The service delivery review:

- Examined the operational effectiveness of the existing transportation network system;
- Reviewed the operational effectiveness of maintenance service delivery models (e.g., in-house, service contracts, etc.);
- Reviewed transportation levels of services and historical financial performance;
- Identified potential alternative organizational approaches for delivering transportation services, and;
- Identified opportunities for cost savings while maintaining or improving levels of service.

Due to data limitations discovered during the project, the following was considered out of scope:

- Conduct a full lifecycle cost benefit analysis.

# Project Overview

## **Project Drivers – *What problem are we trying to solve?***

- Reviewed the current regional transportation network system assets, level of service, service offerings, organizational structure, and current/future issues and trends impacting transportation operations.
- Identified opportunities to implement alternative service delivery models that will result in cost savings while maintaining or improving levels of service.

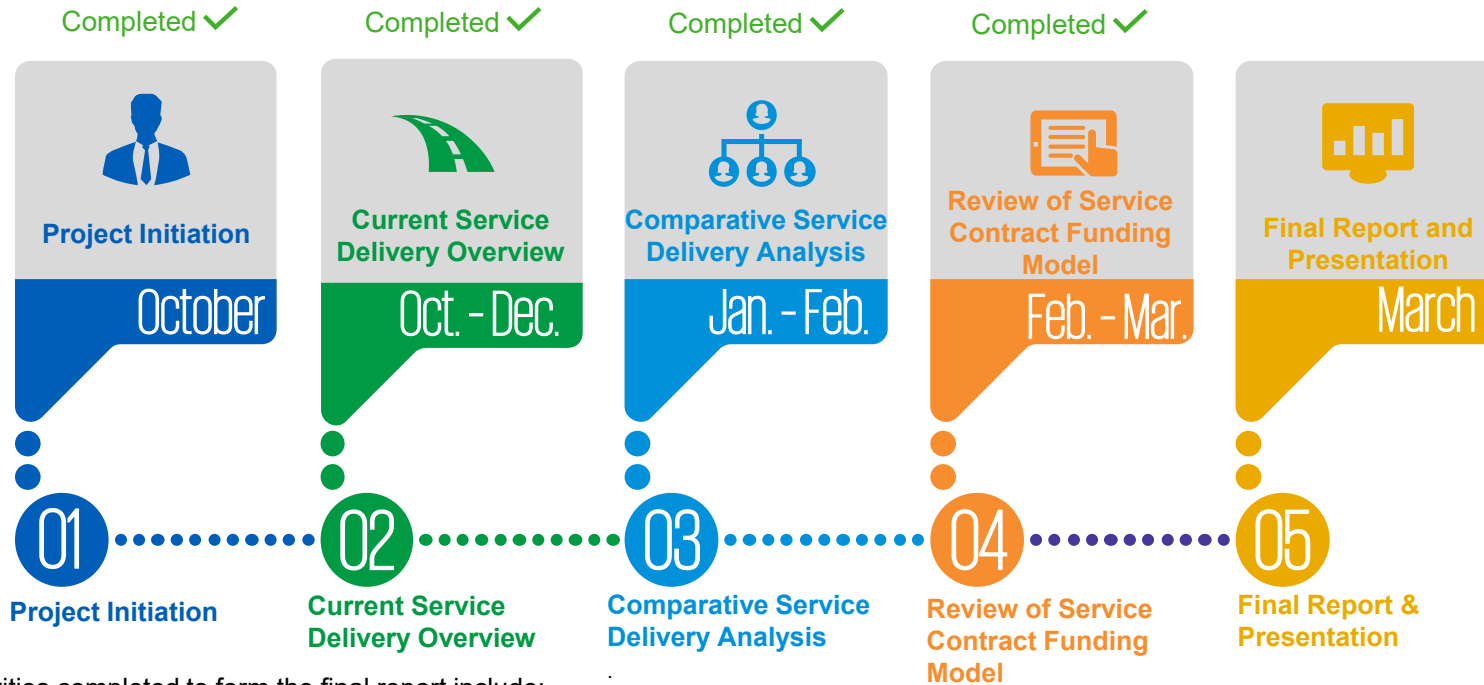
## **Project Principles – *What is Important to Us?***

- The knowledge and expertise of County and Area Municipality staff was fully engaged and built upon, to arrive at recommended actions through a transparent, participative and inclusive process facilitated by KPMG.
- The aim was to, wherever possible, transfer knowledge and necessary “tools” to staff to enable them to better develop their own solutions to operational and process issues and challenges over time.
- The framework and approach was based on leading practices from municipal or other levels of government experience and/or private sector.

# Introduction and Context

## Work Plan and Progress Report

This engagement commenced in October 2021 and was completed when the draft final report was presented to management March 7, 2022. The diagram below depicts the key phases as outlined in the Project Charter



The activities completed to form the final report include:

- Current state assessment of the County's transportation services
- Current state transportation services financial analysis for County and its Area Municipalities
- SWOT analysis on a status quo+ and three alternative service delivery models
- Financial analysis and human capital analysis on three alternative service delivery models
- Analysis on current contracted service model
- Develop of opportunities and recommendations to improve service delivery.



# County Overview

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



# County of Oxford Transportation Services



## Oxford County Transportations Services

The County's Public Works Division is responsible for the supervision, maintenance, and the day-to-day administration of the County's road network, facilities owned or leased by the County, waste management, and water and wastewater facilities. The scope of this project focuses on transportation services.

The County's Public Works activities are carried out through four (4) patrol shops: the Drumbo Patrol Shop, the Highland Patrol Shop, Springford Patrol Shop, and the Woodstock Patrol Shop. The County performs both summer and winter activities out of all Patrol Shops while certain County-wide activities are performed specifically out of one shop (e.g., all County-wide catch basin cleaning and urban street sweeping is performed out of the Drumbo Patrol Shop). Approximately 30 full-time employees and 73 pieces of equipment (i.e., trucks, snow plows, mowers, etc.) are distributed across the County's four (4) Patrol Shops.

Currently, the operation and maintenance of County roads located in urban areas is outsourced to the urban Area Municipalities of Woodstock, Ingersoll and Tillsonburg. All other operations and maintenance activities on the County road network is conducted by Oxford County.

Source – Map of Oxford County, Oxford County Library, *Local History*

# Boundary & Maintenance Agreements



Oxford County Transportation Network

## Boundary & Maintenance Agreements

There currently exist a number of County-municipal and County-County maintenance agreements that deal with road maintenance activities on a wide variety of boundary roads.

Agreements reviewed include the following:

- Woodstock – Oxford (dated 2010)
- Tillsburg – Oxford (dated 2008)
- Ingersoll – Oxford (dated 2008)
- Wilmot – Oxford (dated 2013)
- Oxford – Middlesex (dated 2014)
- Oxford – Elgin (undated)
- Oxford – Norfolk (undated)
- Oxford – Waterloo (dated 2020)
- Oxford – Perth (dated 2008)

Broadly speaking, the existing agreements focus on the **owning-party paying for the following costs of the performing party:**

- **Generally Included:** all minor repairs, such as wind or storm damage, washouts to shoulders, banks, undermining of a curb requiring a local replacement, bridge washing, shoulder maintenance
- **Generally Excluded:** scheduled reconstruction or scheduled replacement work, where surfaces and facilities need to be resurfaced or replaced as a part of a planned upgrading of infrastructure, planned traffic signal maintenance, bridge maintenance, culvert work, gravel work, catch basins, storm sewers, shouldering and ditching.

## Urban Maintenance Agreements

The standard ratio to be used in cost allocation urban road maintenance agreements (e.g., Woodstock, Tillsburg, Ingersoll) is as follows:




$$\text{Ratio} = \frac{\text{Paved Kilometers County}}{(\text{Paved Kilometers City} + \text{Paved Kilometers County})} * 1.22$$

Kilometers are in centerline, with the factor of 1.22 representing the ~22% increased road width of urban versus County roads.



# Urbans vs. Rural Area Municipalities

Given the size of the County's transportation network, there are County roads within both urban and rural areas. The below outlines core differences between these Area Municipalities and how it impacts service delivery:

Urbans			Rurals	
	On average, urban areas such as Woodstock will have a denser population with settlements being closer together.			On average, rural areas such as Zorra will have less dense populations in comparison to urban areas as settlements are further apart.
	The dense populations of these urban areas means that the roadways within the areas are, on average, travelled more and experience more traffic.			The lower population density of rural areas has created an environment where the daily traffic on roadways is less than in urban areas.
	The increased traffic raises resident's expectations of the quality of roads. This increased level of expectation amongst residents can lead to urban municipalities going above and beyond the minimum standards to when servicing its roadways.			As there is less traffic in rural areas than urban areas, residents have lower expectations regarding the level of service performed on them. Rural municipalities are still providing at least the minimum standards, they may still be providing a lower level of service compared to urban areas.

## County Overview

## County of Oxford Transportation Services

To gain and understanding of the relative size of each Area Municipality, KPMG reviewed key statistics including total population, number of households, total area (sq.m), total lane KM, and number of staff within the Public Works department. The below summarizes the current state for each Area Municipality:

	Population <sup>1</sup>	Households <sup>1</sup>	Area Sq KM <sup>1</sup>	Total Municipal Lane KM (paved and unpaved) <sup>2</sup>	Total County Lane KM within Municipal Boundary
<b>Oxford County</b>	121,781	49,455	2,040	N/A	1,288
<b>Urban Municipalities</b>					
<b>Woodstock</b>	46,705	19,528	49	486	61 <sup>3</sup>
<b>Tillsonburg</b>	18,615	8,494	22	236	16 <sup>4</sup>
<b>Ingersoll</b>	13,693	5,627	13	151	26
<b>Rural Municipalities</b>					
<b>Norwich</b>	11,151	3,892	431	721	312
<b>Zorra</b>	8,628	3,284	529	1,019	278
<b>South-West Oxford</b>	7,583	2,708	371	616	188
<b>Blandford-Blenheim</b>	7,565	2,857	382	667	208
<b>East Zorra - Tavistock</b>	7,399	3,055	242	435	164

1 – 2021 Census data

2 – Total lane KM includes both paved and unpaved lane KMs FIR schedule 80D.

3 – Total County Lane KM maintained by Woodstock excluding Oxford Road 30,17 and 4.

4 – Total County Lane KM maintained by Tillsonburg excluding Oxford Road 20..

# Factors impacting Service Delivery

Although challenges were not specifically raised during our conversations, KPMG identified the following factors that are impacting municipal and County level transportation network operations across Southern Ontario.

These factors could apply differently across different jurisdictions, but they do force governments to look at the efficiencies of their operations to ensure they can continue to provide the expected levels of service.

Sustained growth may cause strain on service delivery

As more responsibilities are brought in-house, greater strain on resources

Lack of proactive measures could cause issues with road patrolling



Increasing impact of climate events on both reactive service and the accelerated degradation of transportation assets

Resource availability, impacting both governments and contractors.

Asset management backlog that puts pressure on maintenance budgets.



# Current State Review

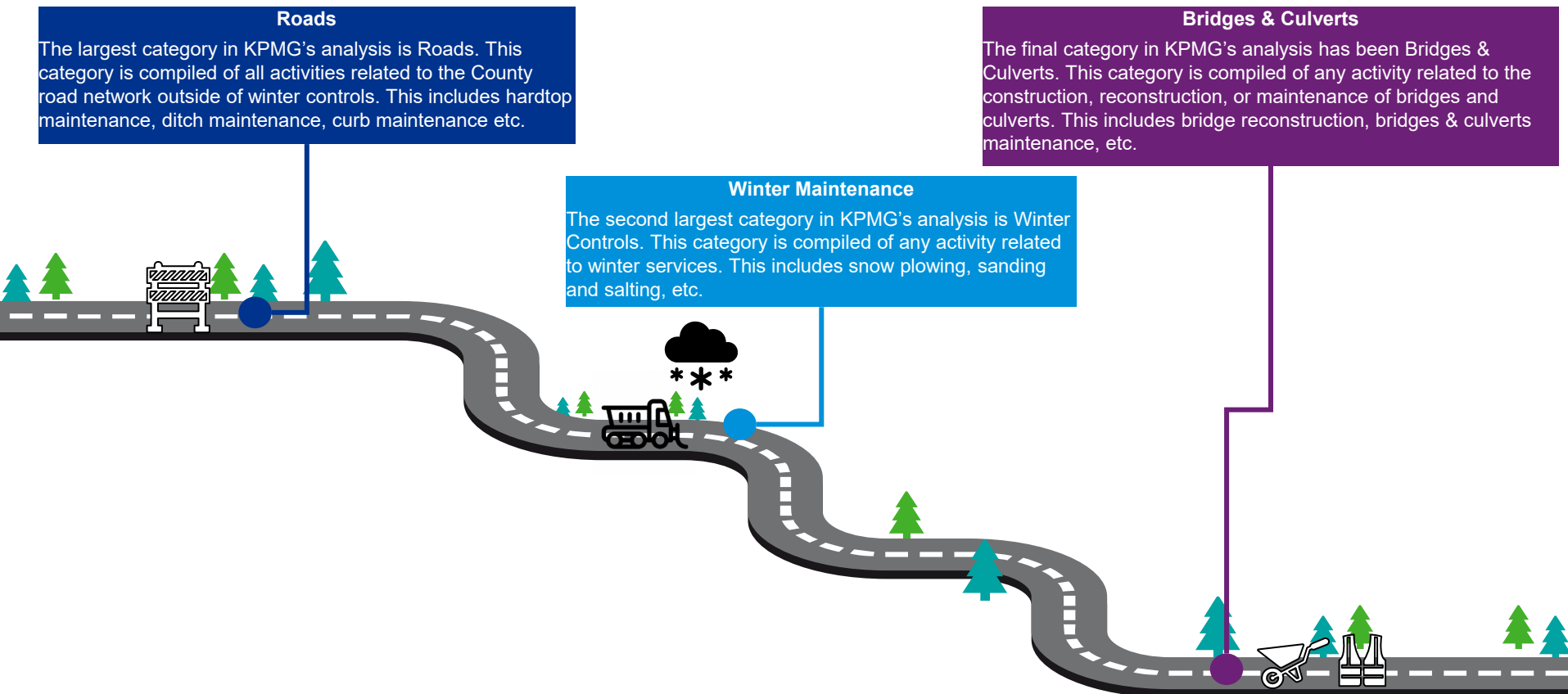
**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



## Current State Review

# Transportation Services

Throughout this project KPMG focused on all Public Works activities performed by Oxford County and its Area Municipalities on the County road network. To create a more standardized analysis, KPMG organized each activity into the following service categories: roads, winter control, and bridges & culverts, focusing on activities performed on the County road network. Each category contains various activities as outlined below:



Current State Review

# Service Delivery - Roads

For each activity within the service category, KPMG analyzed financial data to gain an understanding of the current service delivery method (i.e., in-house, partially contracted, full outsourced). The table below summarizes the core activities that may be performed on the County road network and the current service delivery method for each Area Municipality:

**Legend**

- In-house
- Partially Contracted Service
- Fully Contracted Service

Roads <sup>1</sup>									
	Curb Maint.	Ditch Maint.	Guiderail Maint.	Hardtop Maint.	Pavement Markings	Railway Crossing Maint.	ROW Maint.	Road Closures	Road Patrol
Oxford County	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	In-house	Fully Contracted Service	Partially Contracted Service	In-house	In-house
Woodstock	Partially Contracted Service	In-house	In-house	Partially Contracted Service	Fully Contracted Service	Fully Contracted Service	Partially Contracted Service	In-house	In-house
Tillsonburg	Fully Contracted Service	Fully Contracted Service	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Fully Contracted Service	Partially Contracted Service	In-house	In-house
Ingersoll	In-house	In-house	Partially Contracted Service	In-house	Partially Contracted Service	Fully Contracted Service	In-house	In-house	In-house
Norwich	Partially Contracted Service	In-house	Partially Contracted Service	In-house	Fully Contracted Service	Fully Contracted Service	Partially Contracted Service	In-house	In-house
Zorra	Fully Contracted Service	In-house	Partially Contracted Service	Partially Contracted Service	Fully Contracted Service	Fully Contracted Service	In-house	In-house	In-house
SWOX	Fully Contracted Service	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Fully Contracted Service	Fully Contracted Service	Partially Contracted Service	In-house	In-house
BB	Fully Contracted Service	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Fully Contracted Service	Fully Contracted Service	Partially Contracted Service	In-house	In-house
EZT	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Partially Contracted Service	Fully Contracted Service	Partially Contracted Service	In-house	In-house

1 – Financial data received from each Area Municipality



# Current State Review Service Delivery - Roads

For each activity within the service category, KPMG analyzed financial data to gain an understanding of the current service delivery method (i.e., in-house, partially contracted, full outsourced). The table below summarizes the core activities that may be performed on the County road network and the current service delivery method for each Area Municipality:

**Legend**

- In-house
- Partially Contracted Service
- Fully Contracted Service

Road Network <sup>1</sup>								
	Roadside Maintenance	Safety Equipment	Shoulder Maintenance	Sign Maintenance	Street Lighting	Street Sweeping	Traffic Signal	Washout Repair
Oxford County	Partially Contracted Service	In-house	Partially Contracted Service	In-house	Fully Contracted Service	In-house	Fully Contracted Service	Partially Contracted Service
Woodstock	In-house	In-house	In-house	In-house	In-house	In-house	Fully Contracted Service	In-house
Tillsonburg	In-house	In-house	In-house	In-house	Fully Contracted Service	In-house	Fully Contracted Service	In-house
Ingersoll	In-house	In-house	In-house	In-house	Fully Contracted Service	In-house	Fully Contracted Service	Partially Contracted Service
Norwich	In-house	In-house	In-house	In-house	Fully Contracted Service	Fully Contracted Service		In-house
Zorra	Partially Contracted Service	In-house	In-house	In-house	Fully Contracted Service	Fully Contracted Service	Fully Contracted Service	In-house
SWOX	Partially Contracted Service	Partially Contracted Service	In-house	In-house	Fully Contracted Service	Partially Contracted Service		In-house
BB	Partially Contracted Service	Partially Contracted Service	In-house	Partially Contracted Service	In-house	Partially Contracted Service		In-house
EZT								

1 – Financial data received from each Area Municipality

Current State Review

# Service Delivery - Winter Maintenance

For each activity within the service category, KPMG analyzed financial data to gain an understanding of the current service delivery method (i.e., in-house, partially contracted, full outsourced). The table below summarizes the core activities that may be performed on the County road network and the current service delivery method for each Area Municipality:

**Legend**

- In-house
- Partially Contracted Service
- Fully Contracted Service

Winter Maintenance <sup>1</sup>						
	Ice Blading	Other Winter Activities	Sanding & Salting	Snow Fencing	Snow Plowing	Winter Patrol
Oxford County		In-house	In-house	In-house	Partially Contracted Service	In-house
Woodstock	Fully Contracted Service	Partially Contracted Service	In-house	In-house	Partially Contracted Service	In-house
Tillsonburg		Partially Contracted Service	Partially Contracted Service		In-house	In-house
Ingersoll		Partially Contracted Service	In-house	In-house	Partially Contracted Service	In-house
Norwich	In-house	In-house	In-house		In-house	In-house
Zorra	In-house	In-house	In-house	In-house	In-house	In-house
SWOX	In-house		Partially Contracted Service		In-house	In-house
BB	In-house	In-house	In-house	In-house	In-house	In-house
EZT		In-house	In-house	In-house	Partially Contracted Service	In-house

1 – Financial data received from each Area Municipality



Current State Review

# Service Delivery - Bridges & Culverts

For each activity within the service category, KPMG analyzed financial data to gain an understanding of the current service delivery method (i.e., in-house, partially contracted, full outsourced). The table below summarizes the core activities that may be performed on the County road network and the current service delivery method for each Area Municipality:

**Legend**

- In-house
- Partially Contracted Service
- Fully Contracted Service

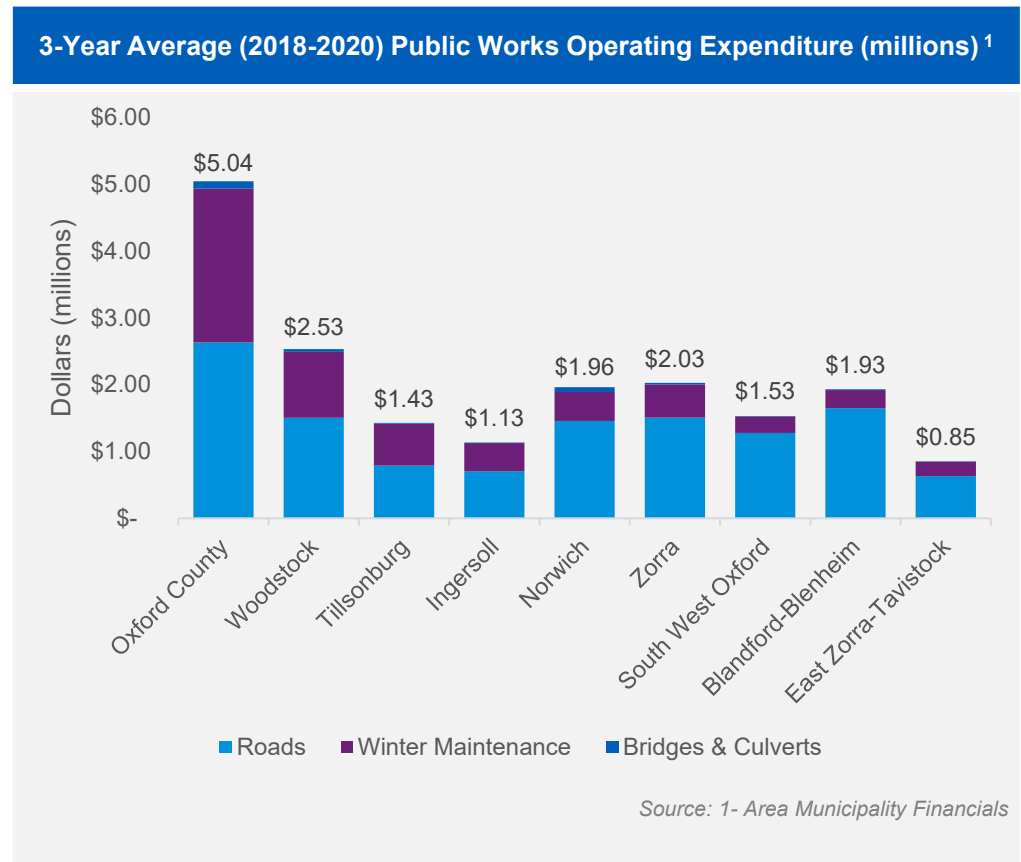
Bridges & Culverts <sup>1</sup>			
	Bridge Reconstruction	Bridges & Culverts Maintenance	Entrance Culverts
Oxford County	Fully Contracted Service	Partially Contracted Service	Partially Contracted Service
Woodstock	Fully Contracted Service	Partially Contracted Service	Partially Contracted Service
Tillsonburg	Fully Contracted Service	Partially Contracted Service	In-house
Ingersoll	Fully Contracted Service	In-house	Fully Contracted Service
Norwich	Fully Contracted Service	In-house	In-house
Zorra	Fully Contracted Service	In-house	In-house
SWOX	Fully Contracted Service	Partially Contracted Service	In-house
BB	Fully Contracted Service	Partially Contracted Service	In-house
EZT	Fully Contracted Service	Partially Contracted Service	

1 – Financial data received from each Area Municipality

# Current State Financial Analysis

To gain an understanding of the recent operating expenditures on the regional transportation network by Oxford County and its Area Municipalities, KPMG reviewed the 3-year (2018-2020) operating expenditures actuals for the County and its Area Municipalities. KPMG organized the expenditures of the County and its Area Municipalities into three (3) distinct categories; Roads, Winter Maintenance, and Bridges and Culverts. The three-year total spend average for the County and its Area Municipalities on roads was \$12.16 million, on winter maintenance spend was \$5.99 million and on bridges and culverts spend was \$286 thousand. The below summarizes the average spend broken down by Area Municipality:

3-Year Average Total Actuals (millions) <sup>1</sup>			
	Roads	Winter Maintenance	Bridges & Culverts
Oxford County	\$2.63	\$2.30	\$0.11
Woodstock	\$1.51	\$0.98	\$0.04
Tillsonburg	\$0.79	\$0.63	\$0.01
Ingersoll	\$0.71	\$0.42	\$0.01
Norwich	\$1.46	\$0.43	\$0.07
Zorra	\$1.51	\$0.50	\$0.02
South-West Oxford	\$1.28	\$0.25	\$0.01
Blandford-Blenheim	\$1.65	\$0.27	\$0.01
East Zorra-Tavistock	\$0.63	\$0.21	\$0.01

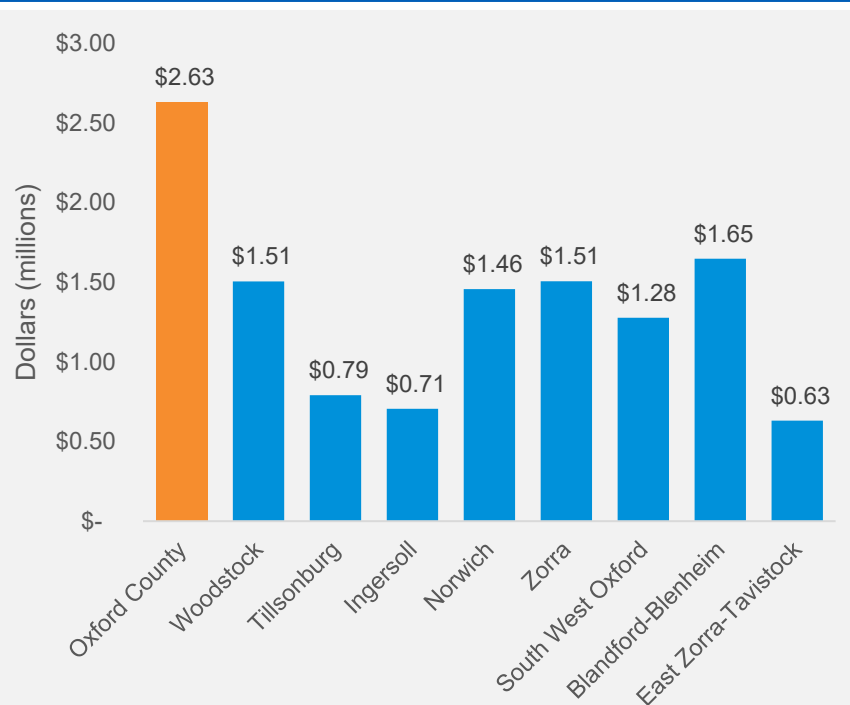


## Current State Review

## Current State Financial Analysis - Roads

To gain an understanding of the recent operating expenditures on the regional transportation network by the County and its Area Municipalities, KPMG reviewed the 3-year (2018-2020) operating expenditures actuals for County and its Area Municipalities. KPMG organized the expenditures of the County and its Area Municipalities into three (3) distinct categories; Roads, Winter Maintenance, and Bridges and Culverts. KPMG then sorted the Roads activities into four categories; Salaries, Wages, and Benefits, Materials, Equipment, and Contracted Services. The below summarizes the average Roads spend broken down by Area Municipality:

3-Year Average Total Actuals - Roads (millions) <sup>1</sup>					
	Salaries, Wages, and Benefits	Materials	Equipment	Contracted Service	
Oxford County	\$ 1.03	\$ 0.78	\$ -	\$ 0.82	
Woodstock	\$ 0.60	\$ 0.16	\$ 0.37	\$ 0.38	
Tillsonburg	\$ 0.22	\$ 0.20	\$ 0.18	\$ 0.20	
Ingersoll	\$ 0.32	\$ 0.25	\$ 0.13	\$ -	
Norwich	\$ 0.63	\$ 0.48	\$ -	\$ 0.34	
Zorra	\$ 0.35	\$ -	\$ 0.40	\$ 0.76	
South-West Oxford	\$ 0.35	\$ 0.62	\$ 0.12	\$ 0.19	
Blandford-Blenheim	\$ 0.68	\$ -	\$ 0.69	\$ 0.28	
East Zorra-Tavistock	\$ 0.10	\$ 0.03	\$ 0.12	\$ 0.38	

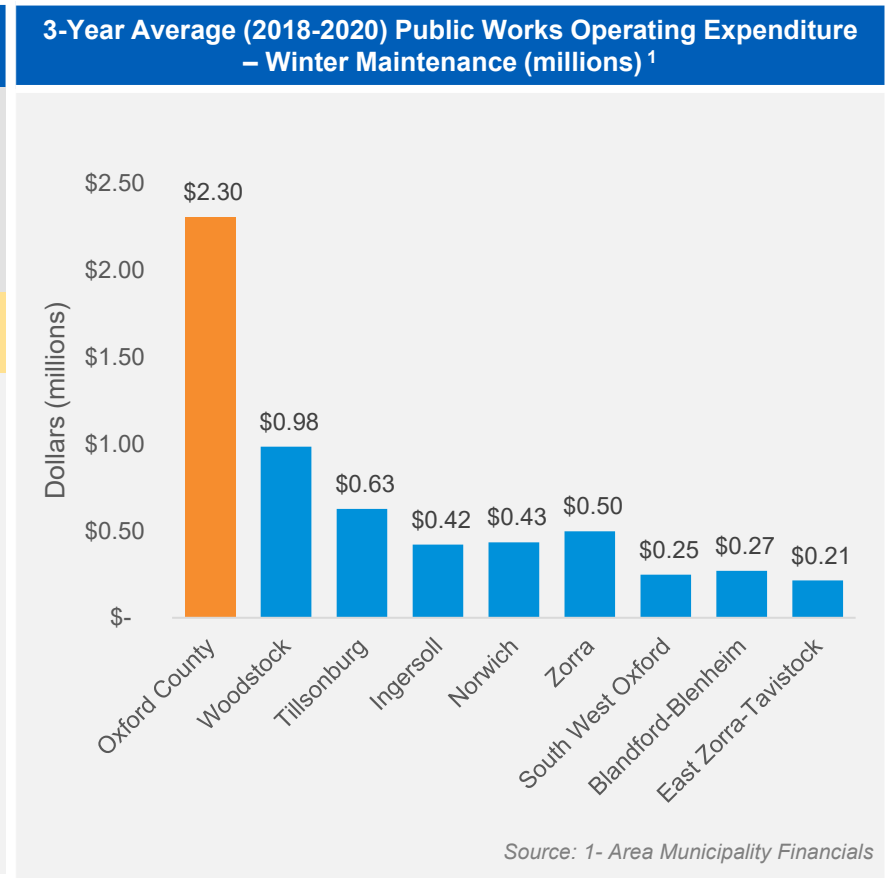
3-Year Average (2018-2020) Public Works Operating Expenditure - Roads (millions)<sup>1</sup>

Source: 1- Area Municipality Financials

# Current State Financial Analysis – Winter Maintenance

To gain an understanding of the recent operating expenditures on the regional transportation network by the County and its Area Municipalities, KPMG reviewed the 3-year (2018-2020) operating expenditures actuals for County and its Area Municipalities. KPMG organized the expenditures of the County and its Area Municipalities into three (3) distinct categories; Roads, Winter Maintenance, and Bridges and Culverts. KPMG then sorted the Winter Maintenance activities into four categories; Salaries, Wages, and Benefits, Materials, Equipment, and Contracted Services. The below summarizes the average Winter Maintenance spend broken down by Area Municipality:

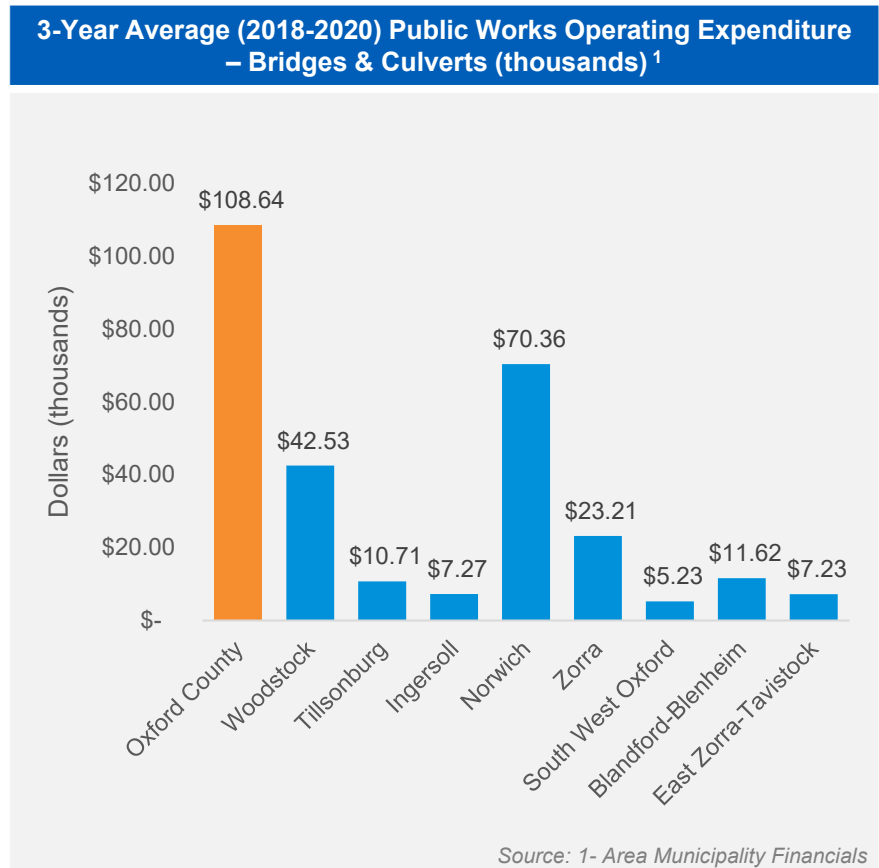
3-Year Average Total Actuals – Winter Maintenance (millions) <sup>1</sup>						
	Salaries, Wages, and Benefits	Materials	Equipment	Contracted Service		
Oxford County	\$ 0.41	\$ 1.20	\$ -	\$ 0.69		
Woodstock	\$ 0.32	\$ 0.29	\$ 0.35	\$ 0.03		
Tillsonburg	\$ 0.23	\$ 0.13	\$ 0.26	\$ 0.01		
Ingersoll	\$ 0.13	\$ 0.14	\$ 0.12	\$ 0.03		
Norwich	\$ 0.23	\$ 0.14	\$ -	\$ 0.06		
Zorra	\$ 0.21	\$ -	\$ 0.05	\$ 0.24		
South-West Oxford	\$ 0.11	\$ 0.06	\$ 0.06	\$ 0.02		
Blandford-Blenheim	\$ 0.13	\$ -	\$ 0.14	\$ -		
East Zorra-Tavistock	\$ 0.06	\$ 0.04	\$ 0.09	\$ 0.02		



# Current State Financial Analysis – Bridges & Culverts

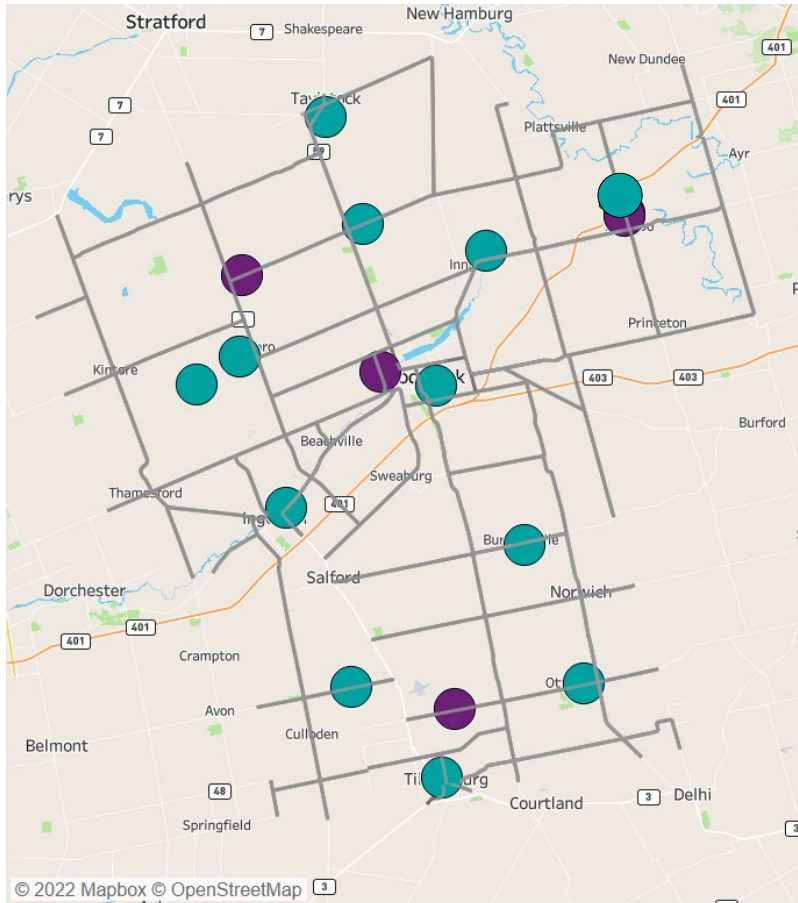
To gain an understanding of the recent operating expenditures on the regional transportation network by the County and its Area Municipalities, KPMG reviewed the 3-year (2018-2020) operating expenditures actuals for County and its Area Municipalities. KPMG organized the expenditures of the County and its Area Municipalities into three (3) distinct categories; Roads, Winter Maintenance, and Bridges and Culverts. KPMG then sorted the Bridges & Culverts activities into four categories; Salaries, Wages, and Benefits, Materials, Equipment, and Contracted Services. The below summarizes the average Bridges & Culverts spend broken down by Area Municipality:

3-Year Average Total Actuals – Bridges & Culverts (thousands) <sup>1</sup>					
	Salaries, Wages, and Benefits	Materials	Equipment	Contracted Service	
Oxford County	\$ 42.39	\$ 26.78	\$ -	\$ 39.46	
Woodstock	\$ 19.16	\$ 1.38	\$ 18.34	\$ 3.66	
Tillsonburg	\$ 2.07	\$ 0.08	\$ 3.47	\$ 5.10	
Ingersoll	\$ 5.60	\$ -	\$ 1.67	\$ -	
Norwich	\$ 30.26	\$ 23.47	\$ -	\$ 16.63	
Zorra	\$ 9.37	\$ -	\$ 8.28	\$ 5.56	
South-West Oxford	\$ -	\$ -	\$ -	\$ 5.23	
Blandford-Blenheim	\$ -	\$ -	\$ 11.62	\$ -	
East Zorra-Tavistock	\$ 3.38	\$ 0.77	\$ 2.60	\$ 0.48	



# Current State Review Facilities & Equipment

To gain an understanding of the number of Public Works patrol yards and equipment available within the County and its Area Municipalities, KPMG reviewed the asset inventory and facility assessment for each Area Municipality. In total, there are 16 patrol yards and over 173 pieces of major equipment deployed to maintain the regional transportation network. The below summarizes the facilities and major pieces of equipment owned by the County and its Area Municipalities:



Facilities & Equipment						
	Facilities	Major Equipment				
	Patrol Yards	Pick-up Truck	Snow Plows	Grader	Loader	Float Trailer
Oxford County	4	12	19 <sup>1</sup>	3	3	4
Woodstock	1	15	8	0	5 <sup>2</sup>	0
Tillsonburg	1	6	6	1	2	4
Ingersoll	1	0	6	1	1	0
Norwich	2	4	8	2	2	2
Zorra	2	4	7	6	3	0
South-West Oxford	1	3	5	2	2	1
Blandford-Blenheim	2	2	5	3	2	0
East Zorra - Tavistock	2	3	3	3	1	0
<b>Total</b>	<b>16</b>	<b>50</b>	<b>67</b>	<b>21</b>	<b>21</b>	<b>14</b>

1- County's snow plow total includes 17 active plows with 2 spares.

2-Woodstock maintains 3 loaders with front plows that used for winter maintenance

## Current State Review

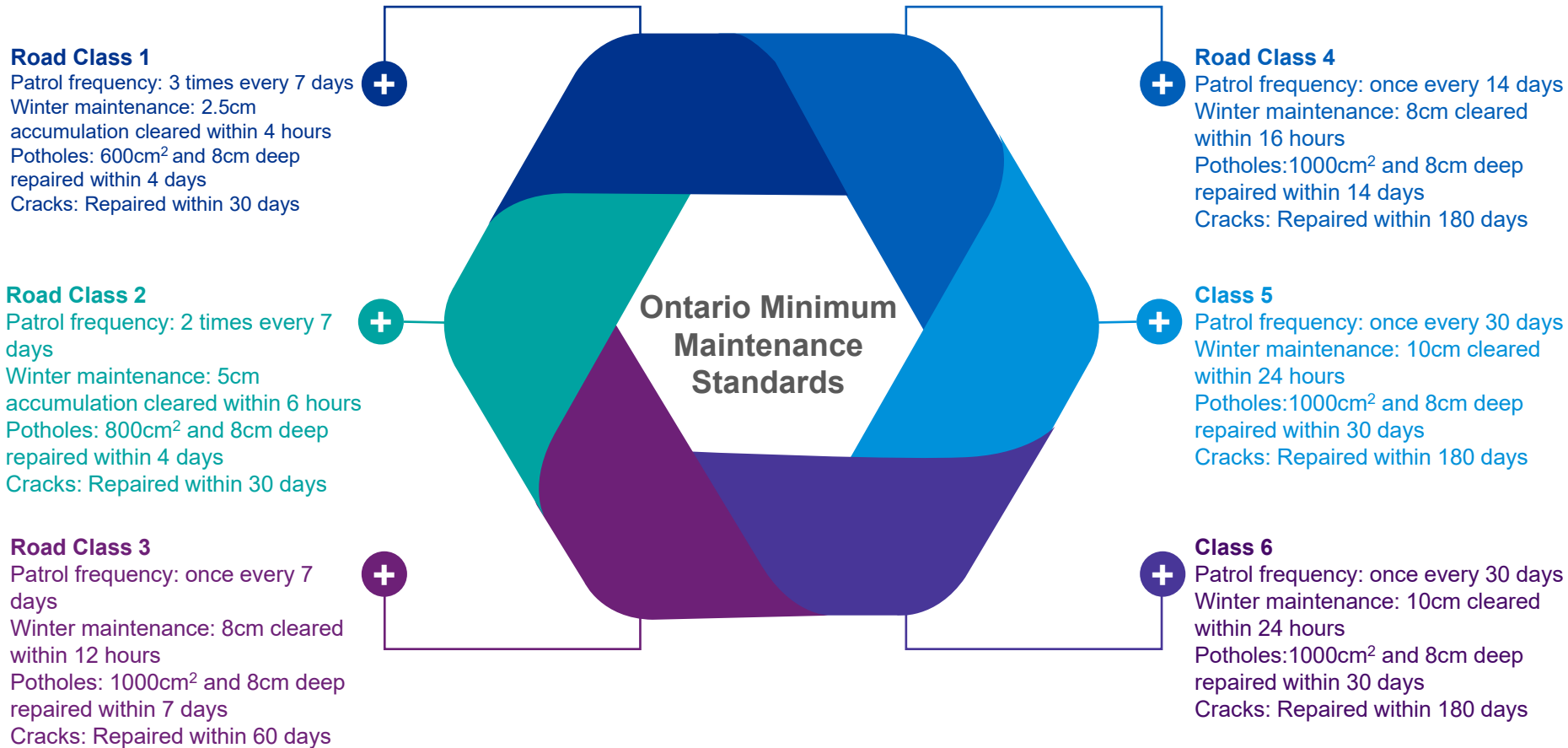
# Staffing

To gain an understanding of the staffing compliment of the County and its Area Municipalities, KPMG requested organizational charts from the County and its Area Municipalities. KPMG then aggregated these charts into the three (3) main job categories (management, forepersons, and operators). The chart below summarizes the staffing compliments for the County and its Area Municipalities:

Public Works Staffing				
	Management	Forepersons	Operators	
			Full-time	Seasonal
<b>Oxford County</b>	5	4	22	8
<b>Woodstock</b>	3	3	44	4
<b>Tillsonburg</b>	2	1	8	3
<b>Ingersoll</b>	2	1	10	0
<b>Norwich</b>	2	0	10	0
<b>Zorra</b>	1	2	13	2
<b>South-West Oxford</b>	1	2	8	0
<b>Blandford-Blenheim</b>	2	0	5	3
<b>East Zorra-Tavistock</b>	1	1	7	2
<b>Total</b>	<b>19</b>	<b>14</b>	<b>131</b>	<b>19</b>

# Current State Review Level of Service

The Ontario Minimum Maintenance Standards for Municipal Highways (MMS) outlines the minimum standards for roads maintenance for all municipalities. The MMS classifies roadways based on average daily traffic and speed limits. The minimum requirements for each road are based on its classification, with class 1 roads requiring the highest level of service. The below summarizes each road classification and the MMS service requirement for common County road services:





Current State Review

# Level of Service by Road Classification

KPMG worked with the County and its Area Municipalities to determine the total County road KM maintained by each MMS classification. The MMS road classification will impact the level and cost of service in each municipality. As such, each municipality will maintain its roads to different maintenance standards.

Total County Road KM by Road Classification								
	Efficiency Metrics		Total County Road KM by Classification <sup>1</sup>					
	Roads Cost per Lane KM	Winter Maintenance Cost per Lane KM	LoS 1	LoS 2	LoS 3	LoS 4	LoS 5	LoS 6
Oxford County	\$ 2,221	\$ 1,944	Road Class 1 (Highway 401) maintained by the Province	264KM (21%)	785KM (64%)	156KM (13%)	28KM (2%)	
Woodstock	\$ 2,754	\$ 2,026		9KM (15%)	43KM (73%)	7KM (12%)		
Tillsonburg	\$ 3,139	\$ 2,655		2KM (12%)	3KM (18%)	6KM (38%)	5KM (32%)	
Ingersoll	\$ 3,986	\$ 2,787			6KM (22%)	21KM (78%)		

<sup>1</sup> Road Classification data sourced from County GIS data.

- Approximately 85% of roads maintained by the County are class 2 or class 3. By comparison, the urban municipalities are mostly maintaining class 3 and class 4 County roads. Only Woodstock and Tillsonburg maintain a portion of class 2 County roads (15% and 12% of County road network maintained).
- The roads cost per lane KM efficiency metric will not vary significantly based on road classification. Summer activities can be proactively scheduled based on service level requirements and costs will not increase for activities performed (e.g., cost to fix a pothole on a class 3 road vs. class 4 road will not vary significantly).
- However, due to the reactivity of winter maintenance activities, costs will vary based on road classification. As such, KPMG approximated the average cost of winter maintenance activities for each level of service.

## Current State Review

## Level of Service by Road Classification

Using the MMS service standards for winter maintenance (see slide 27), KPMG analyzed the County's weighted average cost per road class. The cost to perform summer activities will not vary significantly (due to the ability to proactively schedule summer maintenance), however the reactive nature of winter maintenance results in a relatively higher cost for each class of road. To show this comparison, we analyzed the total lane KM that would be maintained over a 24 hour snow event period.

Weight Average Cost of Winter Maintenance by Road Classification						
	Service Multiplier (a)	County Road KM <sup>1</sup> (b)	Total KM Maintained in a 24 hour period (a*b)	Average cost of Winter Maintenance (d)	Service Level Cost per KM (d/c)	Weighted Average Cost per Classification (d*a)
LoS 2	Snow cleared every 6 hours (4 times in a 24 hour period) 4x	264KM	1,056	\$2,303,528	\$797.62/KM	\$3,190/KM
LoS 3	Snow cleared every 12 hours (2 times in a 24 hour period) 2x	785KM	1,570			\$1,595/KM
LoS 4	Snow cleared every 16 hours (1.5 times in a 24 hour period) 1.5x	156KM	234			\$1,196/KM
LoS 5	Snow cleared every 24 hours (1 time in a 24 hour period) 1x	28KM	28			\$797/KM
<b>Totals</b>		<b>1,233</b>	<b>2,888 (c)</b>			

- Over a 24 hour snow event period, the County maintains a total of 2,888KM of road. The majority of maintenance is performed on class 2 or class 3 roads.
- Using the 3-average winter maintenance expenditures, the average cost to deliver winter maintenance for each road class is \$797.62/KM.
- The service level cost per KM is then multiplied by the service multiplier to identify the weighted average cost per classification.

<sup>1</sup> Road Classification data sourced from County GIS data.



# Future Opportunities

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



# Future Opportunities

## Opportunity Development

### Our Approach to Developing and Analyzing the Opportunities

KPMG identified seven (7) future state opportunities based upon results from the current state analysis and discussions with the County and its Area Municipalities:

1. Determine preferred future state between an enhanced status quo and three analysed alternatives.
2. Conduct a review of the public works patrol yards
3. Consider joint procurement opportunities for core transportation services
4. Implement additional KPIs to measure the effectiveness of transportation service delivery
5.
  - a) Utilize level of service metrics in urban maintenance agreements
  - b) Enhance the maturity of activity based costing
6. Utilize GPS technology to more effectively monitor transportation service activities
7. Re-evaluate the organizational structure for transportation services

KPMG performed qualitative and quantitative analysis for each opportunity (where applicable) in order to provide recommendations. Additionally, four (4) alternative service delivery models were considered for opportunity #1 including:

- 1a. Status Quo+
- 1b. Centralized Service Delivery
- 1c. Localized Service Delivery
- 1d. Full Asset Download

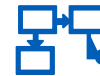
Each opportunity is aligned to KPMG's Target Operating Model as seen to the right.

### Target Operating Model



#### Service Delivery Model

- Explore alternative service delivery models
- Conduct a review of the public works patrol yards



#### Processes

- Consider joint procurement opportunities for core transportation services
- Implement additional KPIs to measure the effectiveness of transportation service delivery



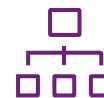
#### Data & Analytics

- Utilize level of service metrics in urban maintenance agreements
- Enhance the maturity of activity based costing



#### Equipment & Technology

- Utilize GPS technology to more effectively monitor transportation service activities



#### People

- Re-evaluate the organizational structure for transportation services



# Opportunity #1: Explore Alternative Service Delivery Models

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



# Alternative Delivery Structures

## Option Description

- Based on the current state understanding of County operations, KPMG developed a status quo+ scenario and three alternative delivery structures for consideration.
- Each structure was analyzed to determine the impact on operating expenditures and human capital.

### Status Quo+

Maintain the current operations between the County and three (3) Area Municipalities, with enhancements to maintenance agreements



### Option 01

#### Centralized Service Delivery

The County would assume full control of all operation and maintenance activities for its assets



### Option 02

#### Localized Service Delivery

The County maintains road authority role, with operations and maintenance performed by each area municipality.



### Option 03

#### Full Asset Download

The County transfers its road authority role and downloads all road network assets, network planning and O&M responsibilities



## Future Opportunities

# Current State (Base Case)

The current state financials were used to assess each alternative service delivery model. Throughout the analysis, the current state financials are referred to as the “base case”. The base case is summarized below:

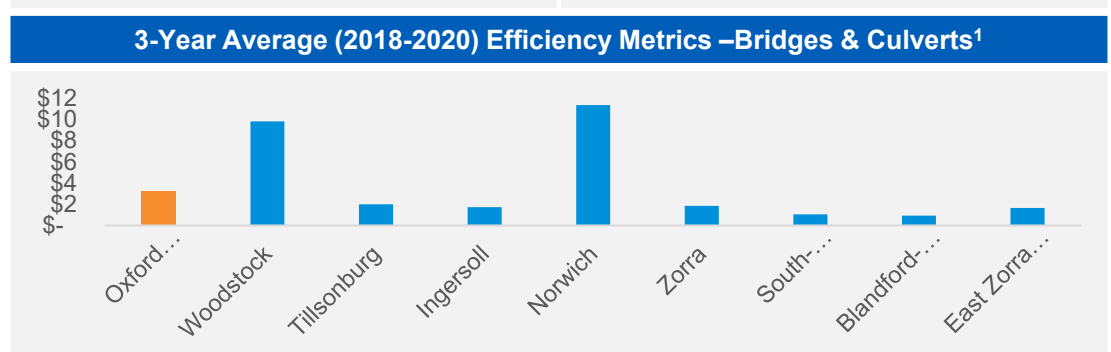
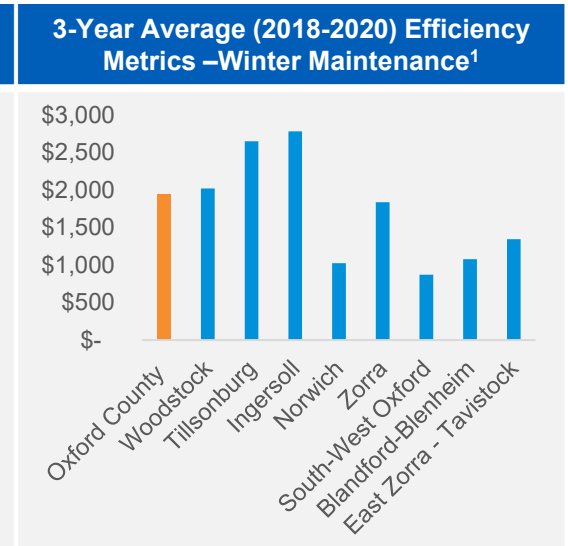
	3 Year Historical Operating Expenditure								
	Operating Expenditures				Revenues				Net Operating Expenditures
	Current State Opex - Roads	Current State Opex - Winter Maintenance	Current State Opex - Bridges	Total Public Works Operating Spend	Maintenance Revenue - Roads	Maintenance Revenue - Winter Control	Maintenance Revenue - Bridges	Total Maintenance Revenue	
<b>Oxford County</b>	\$ 2,631,798	\$ 2,303,528	\$ 108,638	\$ 5,043,965					\$ 5,043,965
<b>Woodstock</b>	\$ 1,506,189	\$ 984,513	\$ 42,533	\$ 2,533,234	\$ (134,074)	\$ (133,944)	\$ (5,787)	\$ (273,805)	\$ 2,383,000
<b>Tillsonburg</b>	\$ 790,936	\$ 626,619	\$ 10,709	\$ 1,428,264	\$ (25,638)	\$ (41,518)	\$ (830)	\$ (67,985)	\$ 1,402,761
<b>Ingersoll</b>	\$ 705,482	\$ 420,773	\$ 7,274	\$ 1,133,529	\$ (83,216)	\$ (75,406)	\$ (1,304)	\$ (159,926)	\$ 1,046,054
<b>Norwich</b>	\$ 1,457,586	\$ 434,244	\$ 70,365	\$ 1,962,195					\$ 2,268,116
<b>Zorra</b>	\$ 1,507,184	\$ 497,055	\$ 23,213	\$ 2,027,451					\$ 3,406,318
<b>South-West Oxford</b>	\$ 1,277,480	\$ 248,149	\$ 5,227	\$ 1,530,856					\$ 1,820,946
<b>Blandford-Blenheim</b>	\$ 1,648,798	\$ 270,368	\$ 11,624	\$ 1,930,790					\$ 2,381,765
<b>East Zorra - Tavistock</b>	\$ 631,778	\$ 214,370	\$ 7,233	\$ 853,381					\$ 1,253,809
<b>Total</b>	\$ 12,157,231	\$ 5,999,619	\$ 286,817	\$ 18,443,667	\$ (242,928)	\$ (250,869)	\$ (7,920)	\$ (501,716)	\$ 21,006,734

Current State Review

# Transportation Services Efficiency Metrics

Based on the base case financials, KPMG derived efficiency metrics including roads expense per lane KM, winter expense per lane KM and bridge and culvert expense per sq.m of bridges. When compared to its Area Municipalities, Oxford County is cost competitive on a per KM basis. The efficiency metrics were used to determine operational impact for each of the alternative service delivery models. The below summarizes the efficiency metrics for Oxford County and its Area Municipalities:

3-Year Average Efficiency Metrics <sup>1</sup>			
	Roads Expense per Lane KM	Winter Expense per Lane KM	Bridge Expense per SqM Bridges
Oxford County	\$ 2,221	\$ 1,944	\$ 3
Woodstock	\$ 2,754	\$ 2,026	\$ 10
Tillsonburg	\$ 3,139	\$ 2,655	\$ 2
Ingersoll	\$ 3,986	\$ 2,787	\$ 2
Norwich	\$ 2,022	\$ 1,027	\$ 11
Zorra	\$ 1,479	\$ 1,841	\$ 2
South-West Oxford	\$ 2,074	\$ 874	\$ 1
Blandford-Blenheim	\$ 2,472	\$ 1,081	\$ 1
East Zorra-Tavistock	\$ 1,385	\$ 1,348	\$ 2



Source: 1- Area Municipality Financials





# Status Quo+

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Draft Final Report**



# Status Quo+

## The Opportunity

Maintain the current operations between the County and three (3) Area Municipalities, with enhancements to maintenance agreements.

### Description

- County Roads: 1 authority (Oxford), 4 operators (Oxford, Tillsonburg, Ingersoll, Woodstock)
- Municipal Roads: 8 authorities, 8 operators
- Urban agreements would be revised for existing services.
- Boundary agreements are formalized across the County with lower tiers.
- Cost calculation is refined in an attempt to normalize the unit operating costs across the Region (required more granular cost tracking).
- This would include isolating costs of activities performed on County road assets to confirm LoS.
- Would require GPS for snow plowing equipment.



\* Map of the County Road Network (Arterial Roads)

Status Quo+  
■ Oxford County  
■ Urban Municipalities

Road Authority	<b>Oxford County</b>
Lane KM maintained by County	<b>1,185 KM</b>
Lane KM maintained by area municipalities	<b>103 KM</b>
Overall Cost Increase (Savings) to the County	<b>\$ -283,943 (-5.63%)</b>
Global Cost Increase (Savings) across the County and Area Municipalities	<b>\$ -269,008 (-1.28%)</b>

As part of the alternative structure analysis, KPMG completed a SWOT analysis to assess the strengths, opportunities, weaknesses and threats of the status quo+ option:

### Strengths

- The County remains the overall road authority for its road network.
- Maintenance agreements between the County and three (3) Area Municipalities (Woodstock, Tillsonburg, Ingersoll) are formalized.
- There is no impact on County or area municipality staffing.
- County realizes savings due to changes to the urban maintenance ratio.

### Opportunities

- This option may drive increased maturity in activity planning, costing and tracking by the three (3) Area Municipalities.
- There is an opportunity to implement additional efficiency, performance and financial metrics to gain a better understanding of service levels delivered on County roads.
- There is an opportunity to use cost savings on roads activities towards increasing service levels in other areas (e.g., bridges).

### Weaknesses

- Cost to maintain the County road network are not fixed for each urban municipality.
- Inconsistent service level standards on County Roads may exist.
- Time commitment required to implement solutions to obtain detailed activity data for maintenance activities and tracking of service levels.

### Threats

- Public reaction as a result of revenue reductions due to adjusted urban maintenance ratios.
- Area Municipalities may require an increase to their tax base to make up for the decrease in revenue from the County
- Area Municipalities may face additional costs for the procurement and acquisition of technology to better manage and track service levels.

### Assumptions

- Oxford County is paying for a level of service above its minimum road class requirements to the urban municipalities for operation and maintenance activities completed on County roads by using the maintenance ratio.
- The cost per road KM efficiency metric is largely driven by service levels (e.g., higher cost per KM assumes higher service level).

# Status Quo+ - Financial Impact

To review the impact of adjusting the urban maintenance ratio, KPMG analyzed the scenario operating expenditures against the current state (base case) operating expenditures.

	Base Case Total Spend (a)	Total Scenario Operating Expenditures (d)	County Maintenance Transfer (e)	Joint Procurement Savings (f)	Total Scenario Spend (d+e+f=g)	\$ Variance to Base Case (h)	% Variance to Base Case
Oxford County	\$ 5,043,965	\$ 4,542,229	\$ 371,296	\$(153,503)	\$4,760,022	(\$283,943)	-5.63%
Woodstock	\$ 2,383,000	\$ 2,656,804	\$ (250,796)	\$(27,782)	\$2,378,226	(\$4,774)	-0.20%
Tillsonburg	\$ 1,402,761	\$ 1,470,746	\$ (57,086)	\$(12,644)	\$1,401,016	(\$1,745)	-0.12%
Ingersoll	\$ 1,046,054	\$ 1,205,979	\$ (63,394)	\$(3,268)	\$1,139,317	\$93,263	8.92%
Norwich	\$ 2,268,116	\$ 2,268,115		\$(19,256)	\$2,248,859	(\$19,257)	-0.85%
Zorra	\$ 3,406,318	\$ 3,406,318		\$(33,793)	\$3,372,525	(\$33,793)	-0.99%
South-West Oxford	\$ 1,820,946	\$ 1,820,946		\$(11,546)	\$1,809,400	(\$11,546)	-0.63%
Blandford-Blenheim	\$ 2,381,765	\$ 2,381,764		N/A	\$2,381,764	-	0.00%
East Zorra - Tavistock	\$ 1,253,809	\$ 1,253,809		\$(7,212)	\$1,246,597	(\$7,212)	-0.58%

The assumptions underpinning the analysis above are detailed on slide 40 that follows.

# Financial Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Financial Impact</b>	
Base Case Total Spend (a)	<i>Base Case Total Spend</i> is the current state spend referred to on slide 34. This figure is a three-year historical average spend for roads, winter maintenance and bridges & culverts.
Total Scenario Operating Expenditures (d)	In the Status Quo+ Scenario, <i>Total Scenario Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
County Maintenance Transfer (e)	Cost paid by the County to the Area Municipalities for maintenance activities performed on County roads per the maintenance agreements. To calculate the County maintenance transfer for each Area Municipality we have used the following assumptions: <ul style="list-style-type: none"> <li>• For urban municipalities, any costs above the County's cost of service are a result of the urban's providing a higher level of service. As such, these costs will be incurred by the urban municipality.</li> <li>• For rural municipalities, any downloaded County roads will be maintained up to the County's level of service using the County's efficiency metric as a baseline.</li> </ul>
Joint Procurement Savings (f)	Estimated savings through joint procurement. Estimated savings of 10% based on assumption of economies of scale for current contracted services. See opportunity #3 for full analysis.
Total Scenario Spend (d+e+f=g)	Difference between <i>Total Scenario Operating Expenditures (d)</i> and scenario savings (e+f). The Status Quo+ option assumes no change to staffing or equipment requirements.
\$ Variance to Base Case (h)	Difference between <i>Total Scenario Spend (g)</i> and <i>Base Case Total Spend (a)</i>

# Status Quo+ Key Takeaways

The key takeaways from the status quo+ scenario analysis are summarized below:

## Financial Summary



- The scenario results in a decrease of approximately 5.63% to the County's net annual operating expenditures (~\$283,943 savings).
- County's cost portion of urban maintenance is decreased as a result of normalized urban maintenance sharing agreements.
- Ingersoll realized an increase of \$93,263 to annual operating expenditures resulting from a decrease in revenue sharing from the County.
- Scenario has no financial impact on transportation operations and maintenance in rural municipalities.



# Option 1: Centralized Service Delivery

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



# Option #1: Centralized Service Delivery

## Description

- County Roads: 1 authority (Oxford), 1 operator (Oxford)
- Municipal Roads: 8 authorities, 8 operators
- County assumes full control of all activities performed on its assets.
- Each authority accountable and responsible for their own asset base.
- No changes to County vs. municipal burden on tax base

## The Opportunity

Under the centralized service delivery option, the County would assume full control of all operation and maintenance activities for its assets.



Centralized Option  
■ Oxford County

\* Map of the County Road Network (Arterial Roads)

Road Authority	Oxford County
Lane KM maintained by County	1,288 KM
Lane KM maintained by area municipalities	0 KM
Overall Cost Increase (Savings) to the County	<b>\$-393,536 (-7.8%)</b>
Global Cost Increase (Savings) across the County and Area Municipalities	<b>\$-328,979 (-1.6%)</b>



# Option #1: Centralized Service Delivery

As part of the alternative structure analysis, KPMG completed a SWOT analysis to assess the strengths, opportunities, weaknesses and threats of the centralized service delivery option:

## Strengths

- Oxford County gains full control of the level of service provided on its road network assets.
- Elimination of maintenance agreements, billing and annual budgeting with the Area Municipalities gains efficiency.
- Economies of scale realized through more efficient service delivery.
- County maintains road authority responsibility.
- No impact to existing County unionized staffing compliment
- Each of the nine (9) Municipalities are responsible for their own assets and any associated road liabilities.

## Opportunities

- Ability to achieve a consistent level of service across the entire regional transportation network.
- Opportunity to realize an efficiency factor resulting from non-segregated service provision responsibility.
- Streamlining of service bundling and procurement.
- Increased assessment revenue tied to Area Municipality growth will serve to offset loss of County revenue to the same

## Weaknesses

- County may be required to increase service levels on urban county roads.
- Potential minor impact to staffing at each of the three (3) urban Area Municipalities.
- Winter route studies may be required to ensure additional County roads have been effectively mapped within existing routes.

## Threats

- Collective bargaining agreements may impact the ability to transfer staff to another municipality (if required).
- Three (3) urban Area Municipalities may require an increase to their tax base to make up for the decrease in revenue from the County.
- Negative public reaction from residents who have become accustomed to higher levels of service performed locally on County roads that are currently operated under contract by the three (3) Area Municipalities.

## Assumptions

- The centralized O&M service amalgamation brings economies of scale resulting in an efficiency factor for the County. KPMG has estimated the efficiency factor to be 5%.
- Oxford County continues to receive municipal recoveries for work completed on municipal roads.

# Option #1: Centralized Service Delivery - Financial Impact

To review the impact of uploading all County road network assets to Oxford County, KPMG analyzed the scenario operating expenditures against the current state (base case) operating expenditures.

	Base Case Total Spend (a)	Scenario Base Operating Expenditures (b)	Scenario Equipment Costs (c)	Total Scenario Operating Expenditures (b+c=d)	County Maintenance Transfer (e)	Joint Procurement Savings (f) <sup>1</sup>	Total Scenario Spend (d+e+f=g)*	\$ Variance to Base Case (h)	% Variance to Base Case
<b>Oxford County</b>	\$ 5,043,965	\$ 5,472,943	\$ 111,950	\$ 5,584,893	\$ (501,716)	\$(153,503)	<b>\$ 4,650,429</b>	\$ (393,536)	-7.8%
<b>Woodstock</b>	\$ 2,383,000	\$ 2,365,268	\$ -	\$ 2,365,268		\$(27,782)	<b>\$ 2,455,749</b>	\$ 72,749	3.1%
<b>Tillsonburg</b>	\$ 1,402,761	\$ 1,378,046	\$ -	\$ 1,378,046		\$(12,644)	<b>\$ 1,434,304</b>	\$ 31,543	2.2%
<b>Ingersoll</b>	\$ 1,046,054	\$ 1,029,899	\$ -	\$ 1,029,899		\$(3,268)	<b>\$ 1,078,126</b>	\$ 32,072	3.1%
<b>Norwich</b>	\$ 2,268,116	\$ 2,268,116	\$ -	\$ 2,268,116		\$(19,256)	<b>\$ 2,248,860</b>	\$ (19,256)	-0.8%
<b>Zorra</b>	\$ 3,406,318	\$ 3,406,318	\$ -	\$ 3,406,318		\$(33,793)	<b>\$ 3,372,525</b>	\$ (33,793)	-1.0%
<b>South-West Oxford</b>	\$ 1,820,946	\$ 1,820,946	\$ -	\$ 1,820,946		\$(11,546)	<b>\$ 1,809,400</b>	\$ (11,546)	-0.6%
<b>Blandford-Blenheim</b>	\$ 2,381,765	\$ 2,381,765	\$ -	\$ 2,381,765		N/A	<b>\$ 2,381,765</b>	\$ -	0.0%
<b>East Zorra - Tavistock</b>	\$ 1,253,809	\$ 1,253,809	\$ -	\$ 1,253,809		\$(7,212)	<b>\$ 1,246,597</b>	\$ (7,212)	-0.6%

For the assumptions that underpin the analysis in this table please see slide 48.

# Option #1: Centralized Service Delivery – Staffing Impact

The upload of County roads from Woodstock, Tillsonburg and Ingersoll to the County’s operations and maintenance portfolio may impact staffing complements. To determine the staffing impact for each scenario, KPMG analyzed the County’s current staffing model used to achieve their current service levels. This ratio was considered the baseline standard for service delivery and used to assess surplus (or deficits) in FTEs across the area municipalities based on County road allocation within each scenario.

	Scenario Based Human Capital (a)			Scenario Variance to County Standard (a-County Standard=b)			Net FTE Impact (Surplus/- Deficit) (b*scenario road maintained/100)		
	Management Staff per 100 Lane KM	Forepersons per 100 Lane KM	Operators per 100 Lane KM	Management Staff per 100 Lane KM	Forepersons per 100 Lane KM	Operators per 100 Lane KM	Management Staff	Forepersons	Operators
Oxford County	0.39	0.31	2.33	-0.03	-0.03	-0.20	-0.43	-0.35	-2.61
Woodstock	0.62	1.03	8.02	0.20	0.69	5.49	0.26	0.21	1.54
Tillsonburg	0.85	0.42	3.81	0.43	0.09	1.28	0.07	0.05	0.41
Ingersoll	1.32	1.32	5.96	0.90	0.99	3.43	0.11	0.09	0.66
Norwich	0.14	0.28	1.11	-0.28	-0.06	-1.42	0.00	0.00	0.00
Zorra	0.10	0.20	0.98	-0.32	-0.14	-1.55	0.00	0.00	0.00
South-West Oxford	0.16	0.32	0.97	-0.26	-0.01	-1.56	0.00	0.00	0.00
Blandford-Blenheim	0.15	0.15	1.05	-0.27	-0.19	-1.48	0.00	0.00	0.00
East Zorra - Tavistock	0.22	0.44	1.10	-0.20	0.10	-1.44	0.00	0.00	0.00

For the assumptions that underpin the analysis in this table please see slide 49.

# Option #1: Centralized Service Delivery - Equipment Impact

Major equipment impact (e.g., plow trucks and pick-up trucks) was also considered as part of the alternative options analysis. Based on the allocation of County roads under the scenario, KPMG determine the number of additional equipment required to maintain roads at the current level of service. Equipment cost was then included as part of the total scenario operating expenditures.

## Plow Truck\*



**Initial Cost:** \$350,000

**Average Useful Life:** 10 years

**Annual Cost:** \$35,000

\*Assumes a tandem axle dump truck with plow

## Pick-up Truck\*



**Initial Cost:** \$65,000

**Average Useful Life:** 4 years

**Annual Cost:** \$16,250

\*Assumes a ½ tonne crew cab pick-up truck

### Scenario Equipment Impact

	Scenario Base Operating Expenditures (b)	Equipment Impact			
		Total Plows Required	Total Trucks Required	Initial Estimated Capital Cost of Equipment	Scenario Equipment Costs (c)
Oxford County	\$ 5,472,943	2	1	\$ 765,000	\$ 111,950
Woodstock	\$ 2,365,268	0	0	\$ -	\$ -
Tillsonburg	\$ 1,378,046	0	0	\$ -	\$ -
Ingersoll	\$ 1,029,899	0	0	\$ -	\$ -
Norwich	\$ 2,268,116	0	0	\$ -	\$ -
Zorra	\$ 3,406,318	0	0	\$ -	\$ -
South-West Oxford	\$ 1,820,946	0	0	\$ -	\$ -
Blandford-Blenheim	\$ 2,381,765	0	0	\$ -	\$ -
East Zorra - Tavistock	\$ 1,253,809	0	0	\$ -	\$ -

For the assumptions that underpin the analysis in this table please see slide 50.

# Financial Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Financial Impact</b>	
Base Case Total Spend (a)	<i>Base Case Total Spend</i> is the current state spend referred to on slide 34. This figure is a three-year historical average spend for roads, winter maintenance and bridges & culverts.
Scenario Base Operating Expenditures (b)	<i>Scenario Base Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
Scenario Equipment Costs (c)	Estimated annualized cost of additional major equipment required based on the service delivery option. For the purposes of our analysis, only snow plows and pickup trucks were included. The analysis focused on highlight utilized equipment that performs the majority of road maintenance activities. It therefore does not include small equipment or lower-utilized specialized equipment. Please see slide 50 for further details on inclusions/exclusions for equipment and asset costs.
Total Scenario Operating Expenditures (b+c=d)	Aggregation of <i>Scenario Base Operating Expenditures (b)</i> plus <i>Scenario Equipment Costs (c)</i> .
County Maintenance Transfer (e)	Cost paid by the County to the Area Municipalities for maintenance activities performed on County roads per the maintenance agreements. To calculate the County maintenance transfer for each Area Municipality we have used the following assumptions: <ul style="list-style-type: none"> <li>For urban municipalities, any costs above the County's cost of service are a result of the urban's providing a higher level of service. As such, these costs will be incurred by the urban municipality.</li> <li>For rural municipalities, any downloaded County roads will be maintained up to the County's level of service using the County's efficiency metric as a baseline.</li> </ul>
Joint Procurement Savings (f)	Estimated savings through joint procurement. Estimated savings of 10% based on assumption of economies of scale for current contracted services. See opportunity #3 for full analysis.
Total Scenario Spend (d+e+f=g)	Difference between <i>Total Scenario Operating Expenditures (d)</i> and scenario savings (e+f). <i>Total Scenario Spend</i> includes the application of an efficiency factor of 5% for urban municipalities and 2% for rural municipalities. The efficiency factor reflects operational efficiencies that may be gained as a result of centralizing or localizing service delivery. The efficiency factor is also applied inversely to reflect potential service disruptions resulting from change in asset ownership.
\$ Variance to Base Case (h)	Difference <i>between Total Scenario Spend (g)</i> and <i>Base Case Total Spend (a)</i> .

# Staffing Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Staffing Impact</b>	
Scenario Based Human Capital <b>(a)</b>	Based on the total lane KMs maintained under the scenario, KPMG calculated each municipality's total management, forepersons, and operators per 100 lane KMs. Current state staffing for each municipality is identified on slide 26.
Scenario Variance to the County Standard <b>(a-County Standard=b)</b>	<p>The County Standard is defined as the County's current staffing model used to achieve their service levels. The County standard was considered the baseline standard for service delivery and used to assess surplus (or deficits) in FTEs for each scenario.</p> <p>The scenario variance is the difference between the scenario based human capital and the County standard for each position.</p>
Net FTE Impact <b>(b*scenario road maintained/100)</b>	Surplus (or deficit) in FTEs based on road allocation within each scenario. The staffing impact calculation does not consider the unique service level expectations in the urban municipalities. As a result, there may be a perceived FTE surplus in the urban municipalities.

# Equipment Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Equipment Impact</b>	
Scenario Base Operating Expenditures <b>(b)</b>	<i>Scenario Base Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
Total Plows Required	Total number of additional plow trucks required to maintain roads allocated within the scenario. Assumption that one additional snow plow is required for every 71.5KM of County Road added to the municipalities service portfolio.
Total Trucks Required	Total number of additional pick-up trucks required to maintain roads allocated within the scenario. Assumption that one pick-up truck is required for each additional foreperson.
Initial Estimated Capital Cost of Equipment	Initial cost to purchase the additional pieces of major equipment. Purchase cost for the plow truck and pick-up is estimated at \$350,000 and \$65,000, respectfully.
Scenario Equipment Costs <b>(c)</b>	Annual cost of depreciation and O&M on additional equipment.  The incremental cost of facilities required to house any additional equipment was not included in the analysis, as from our experience municipalities can have different approaches to the storage of equipment (e.g. in heated garage bays vs. outside). Should a scenario be considered that requires additional equipment, this would have to be an analysis complete by each affected municipality (see Opportunity #2).  Due to data limitations, the cost savings attributed to the County or a municipality requiring less equipment has not been incorporated into the analysis. In some instances, the reduction of service may not result in a reduced need of equipment, as it could be used to perform other activities or to increase the spare ratio of equipment. This applies to costs of operating the equipment and to potentially selling equipment.  Similarly, the cost savings that could be linked to reduced facility space to support equipment have not been included, as our analysis did not include the detailed space utilization of any municipality.

# Option #1: Centralized Service Delivery – Key Takeaways

The key takeaways from the centralized service delivery scenario analysis are summarized below:



## Financial Summary

- The County adds 103KM of urban County roads to its operations. The County’s additional expense is offset by the decrease in urban maintenance revenue paid to the urban municipalities.
- The County does not pay the urban maintenance ratio to urban municipalities. As a result, net urban transportation operating expenditures increase.
- The County realizes an efficiency factor of 5% due to economies of scale.
- The scenario does not impact rural municipalities.



## Staffing Summary

- The additional County lane KM allocated to the County under the centralized service delivery option would require an additional 0.43 FTE for management staff, 0.35 FTE for Forepersons and 2.61 FTE for Operators to maintain the County’s current service level standards. This assumes that the County’s current staff is at capacity and unable to take on the additional workload.
- Each urban municipality would have a staff surplus in all positions that may be reallocated to the County.



## Equipment Summary

- The upload of County road assets to the County’s operations and maintenance portfolio may require the addition of two snow plows and one pick-up to the County’s existing fleet.
- The annualized cost of the additional equipment is estimated at \$111,950.
- Additional facility space requirements and costs were not considered as part of this analysis.





# Option 2: Localized Service Delivery

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



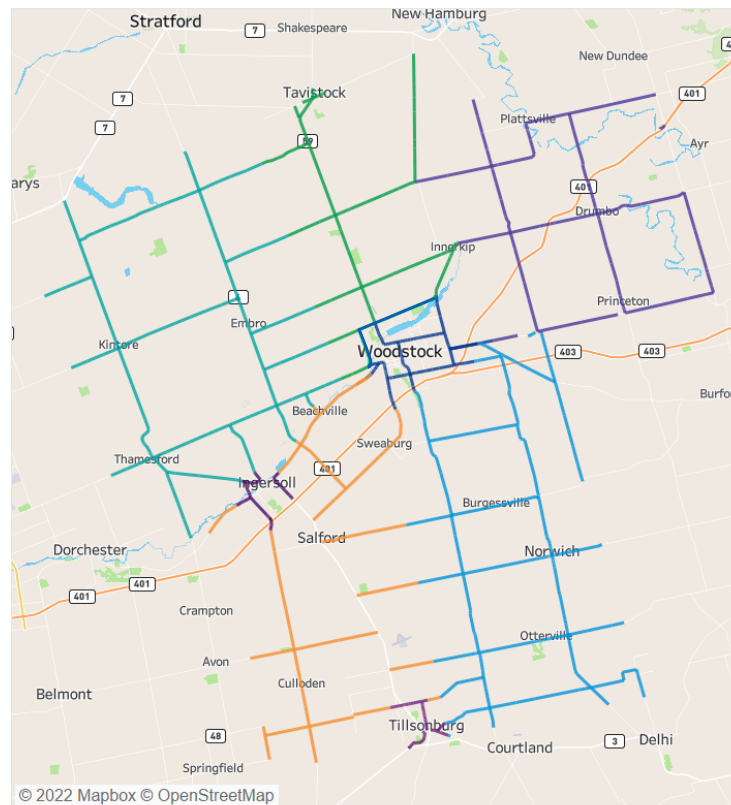
# Option #2: Localized Service Delivery

## Description

- County: 1 authority (Oxford), 8 operators
- Municipal: 8 authorities, 8 operators
- Each municipality contracted by County for O&M of County roads within their boundaries.
- 'Status Quo+' agreement principles applied to both urban and rural municipal agreements.
- County retains authority role and associated transportation network activities (transportation planning, traffic mgmt., corridor mgmt., road safety, traffic calming, ROW storm water management, capital planning & asset management, etc.)
- No changes to County vs. municipal burden on tax base.

## The Opportunity

Under the localized service delivery option, the County maintains road authority role, with operations and maintenance contracted out to each area municipality. For Urban municipalities (Woodstock, Tillsonburg, Ingersoll), the localized service delivery option has the same impact noted in Status Quo+. For rural municipalities, the localized service delivery option assumes they will taken on delivery of service on County roads and be reimbursed per a maintenance agreement with the County.



- Localized Service Delivery
- Blandford-Blenheim
  - East Zorra-Tavistock
  - Ingersoll
  - Norwich
  - South-West Oxford
  - Tilsonburg
  - Woodstock
  - Zorra

\* Map only displaying County road network

Road Authority	Oxford County
Lane KM maintained by County	0 KM
Lane KM maintained by area municipalities	1,288 KM
Overall Cost Increase (Savings) to the County	\$-412,499 -8.2%
Global Cost Increase (Savings) across the County and Area Municipalities	\$751,390 3.6%

# Option #2: Localized Service Delivery

As part of the alternative structure analysis, KPMG completed a SWOT analysis to assess the strengths, opportunities, weaknesses and threats of the localized service delivery option:

## Strengths

- Oxford County maintains road authority role and asset ownership.
- Boundary and maintenance agreements with Area Municipalities are formalized.
- No change to the burdens on municipal tax bases.
- Rural municipalities will be reimbursed by the County for the additional assets they will be maintaining through maintenance agreements.

## Opportunities

- Municipalities may achieve efficiencies through the assumption of all transportation service delivery within their jurisdiction.
- There is an opportunity to implement additional efficiency, performance and financial metrics to gain a better understanding of service levels delivered on County roads.

## Weaknesses

- May require the reallocation (or reduction) of County staff.
- Potential implications on current collective bargaining agreements due to staff reallocation.
- Potential for inconsistent levels of service of County roads due to multiple Area Municipality operators.

## Threats

- Rural municipalities may require additional staff and equipment.
- Collective bargaining agreements may impact the ability to transfer staff to another municipality.
- Indemnification for O&M liability now transfers to all Area Municipalities (previously just the three (3) urban municipalities).
- Further study may be required to determine the impact (if any) on the County and Area Municipality tax assessment.

## Assumptions

- Rural municipalities will be required to maintain an increased level of service on County roads to manager higher class roads in accordance with MMS (County minimum LoS is consistent with MMS) when compared to the LoS they maintain on the rest of their municipal road network.

# Option #2: Localized Service Delivery - Financial Impact

To review the impact of transitioning all County road operation and maintenance activities to each Area Municipality, KPMG analyzed the scenario operating expenditures against the current state (base case) operating expenditures.

	Base Case Total Spend (a)	Scenario Base Operating Expenditures (b)	Scenario Equipment Costs (c)	Total Scenario Operating Expenditures (b+c=d)	County Maintenance Transfer (e)	Joint Procurement Savings (f)	Total Scenario Spend (d+e+f=g)	\$ Variance to Base Case (h)	% Variance to Base Case
Oxford County	\$ 5,043,965	\$ 108,638	\$ -	\$ 108,638	\$ 4,676,330	\$(153,503)	\$ 4,631,466	\$ (412,499)	-8.2%
Woodstock	\$ 2,383,000	\$ 2,656,804	\$ -	\$ 2,656,804	\$ (250,796)	\$(27,782)	\$ 2,378,226	\$ (4,773)	-0.2%
Tillsonburg	\$ 1,402,761	\$ 1,470,747	\$ -	\$ 1,470,747	\$ (57,086)	\$(12,644)	\$ 1,401,017	\$ (1,745)	-0.1%
Ingersoll	\$ 1,046,054	\$ 1,205,980	\$ -	\$ 1,205,980	\$ (63,394)	\$(3,268)	\$ 1,139,318	\$ 93,264	8.9%
Norwich	\$ 2,268,116	\$ 3,567,544	\$ 270,400	\$ 3,837,944	\$ (1,146,525)	\$(19,256)	\$ 2,595,404	\$ 265,646	14.4%
Zorra	\$ 3,406,318	\$ 4,564,142	\$ 204,950	\$ 4,769,092	\$ (1,055,593)	\$(33,793)	\$ 3,584,324	\$ 130,280	5.2%
South-West Oxford	\$ 1,820,946	\$ 2,603,935	\$ 158,450	\$ 2,762,385	\$ (665,152)	\$(11,546)	\$ 2,030,439	\$ 173,037	11.5%
Blandford-Blenheim	\$ 2,381,765	\$ 3,300,265	\$ 158,450	\$ 3,458,715	\$ (818,217)	N/A	\$ 2,571,323	\$ 153,103	8.0%
East Zorra - Tavistock	\$ 1,253,809	\$ 1,936,842	\$ 158,450	\$ 2,095,292	\$ (619,568)	\$(7,212)	\$ 1,426,606	\$ 136,341	13.8%

For the assumptions that underpin the analysis in this table please see slide 58.

# Option #2: Localized Service Delivery - Staffing Impact

The download of County roads to its Area Municipalities' operations and maintenance portfolios may impact staffing complements. To determine the staffing impact for each scenario, KPMG analyzed the County's current staffing model used to achieve their current service levels. This ratio was considered the baseline standard for service delivery and used to assess surplus (or deficits) in FTEs across the area municipalities based on County road allocation within each scenario.


	Scenario Based Human Capital (a)			Scenario Variance to County Standard (a-County Standard=b)			Net FTE Impact (Surplus/- Deficit) (b*scenario road maintained/100)		
	Management Staff per 100 Lane KM	Forepersons per 100 Lane KM	Operator 100 Lane KM	Management Staff per 100 Lane KM	Forepersons per 100 Lane KM	Operators per 100 Lane KM	Management Staff	Forepersons	Operators
Oxford County	N/A	N/A	N/A	N/A	N/A	N/A	1.10	4.00	25.3
Woodstock	0.55	0.91	7.13	0.13	0.58	4.60	0.00	0.00	0.00
Tillsonburg	0.79	0.40	3.57	0.37	0.06	1.04	0.00	0.00	0.00
Ingersoll	1.13	1.13	5.08	0.71	0.79	2.55	0.00	0.00	0.00
Norwich	0.10	0.19	0.77	-0.33	-0.14	-1.76	-1.32	-1.05	-7.90
Zorra	0.08	0.15	0.77	-0.34	-0.18	-1.76	-1.17	-0.94	-7.04
South-West Oxford	0.12	0.25	0.75	-0.30	-0.09	-1.79	-0.79	-0.63	-4.76
Blandford-Blenheim	0.11	0.11	0.80	-0.31	-0.22	-1.73	-0.88	-0.70	-5.27
East Zorra - Tavistock	0.16	0.32	0.81	-0.26	-0.01	-1.73	-0.69	-0.55	-4.15

For the assumptions that underpin the analysis in this table please see slide 59.

# Option #2: Localized Service Delivery - Equipment Impact

Major equipment impact (e.g., plow trucks and pick-up trucks) was also considered as part of the alternative options analysis. Based on the allocation of County roads under the scenario, KPMG determine the number of additional equipment required to maintain roads at the current level of service. Equipment cost was then included as part of the total scenario operating expenditures.


**Plow Truck\***



**Initial Cost:** \$350,000  
**Average Useful Life:** 10 years  
**Annual Cost:** \$35,000

\*Assumes a tandem axel dump truck with plow

**Pick-up Truck\***



**Initial Cost:** \$65,000  
**Average Useful Life:** 4 years  
**Annual Cost:** \$16,250

\*Assumes a ½ tonne crew cab pick-up truck

Scenario Equipment Impact					
	Scenario Base Operating Expenditures (b)	Equipment Impact			
		Total Plows Required <sup>1</sup>	Total Trucks Required <sup>2</sup>	Initial Estimated Capital Cost of Equipment	Scenario Equipment Costs (c)
Oxford County	\$ 108,638	0	0	\$ -	\$ -
Woodstock	\$ 2,656,804	0	0	\$ -	\$ -
Tillsonburg	\$ 1,470,747	0	0	\$ -	\$ -
Ingersoll	\$ 1,205,980	0	0	\$ -	\$ -
Norwich	\$ 3,567,544	5	2	\$ 1,880,000	\$ 270,400
Zorra	\$ 4,564,142	4	1	\$ 1,465,000	\$ 204,950
South-West Oxford	\$ 2,603,935	3	1	\$ 1,115,000	\$ 158,450
Blandford-Blenheim	\$ 3,300,265	3	1	\$ 1,115,000	\$ 158,450
East Zorra - Tavistock	\$ 1,936,842	3	1	\$ 1,115,000	\$ 158,450

For the assumptions that underpin the analysis in this table please see slide 60.

# Financial Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Financial Impact</b>	
Base Case Total Spend (a)	<i>Base Case Total Spend</i> is the current state spend referred to on slide 34. This figure is a three-year historical average spend for roads, winter maintenance and bridges & culverts.
Scenario Base Operating Expenditures (b)	<i>Scenario Base Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
Scenario Equipment Costs (c)	Estimated annualized cost of additional major equipment required based on the service delivery option. For the purposes of our analysis, only snow plows and pickup trucks were included. The analysis focused on highlight utilized equipment that performs the majority of road maintenance activities. It therefore does not include small equipment or lower-utilized specialized equipment. Please see slide 50 for further details on inclusions/exclusions for equipment and asset costs.
Total Scenario Operating Expenditures (b+c=d)	Aggregation of <i>Scenario Base Operating Expenditures (b)</i> plus <i>Scenario Equipment Costs (c)</i> . Operating expenditures related to bridges & culverts were not allocated to each Area Municipality as GIS data tying bridges to a municipal boundary was not available. However, total operating expenditures for bridges only represents 0.5% of the total transportation spend and will not have a significant impact on this analysis.
County Maintenance Transfer (e)	Cost paid by the County to the Area Municipalities for maintenance activities performed on County roads per the maintenance agreements. To calculate the County maintenance transfer for each Area Municipality we have used the following assumptions: <ul style="list-style-type: none"> <li>• For urban municipalities, any costs above the County's cost of service are a result of the urban's providing a higher level of service. As such, these costs will be incurred by the urban municipality.</li> <li>• For rural municipalities, any downloaded County roads will be maintained up to the County's level of service using the County's efficiency metric as a baseline.</li> </ul> Finally, the County Maintenance Transfer calculation is net of municipal recoveries. In the current state, municipal recoveries are paid by the rural municipalities to the County for roads activities performed on the municipal road network.
Joint Procurement Savings (f)	Estimated savings through joint procurement. Estimated savings of 10% based on assumption of economies of scale for current contracted services. See opportunity #3 for full analysis.
Total Scenario Spend (d+e+f=g)	Difference between <i>Total Scenario Operating Expenditures (d)</i> and scenario savings (e+f). <i>Total Scenario Spend</i> includes the application of an efficiency factor of 5% for urban municipalities and 2% for rural municipalities. The efficiency factor reflects operational efficiencies that may be gained as a result of centralizing or localizing service delivery. The efficiency factor is also applied inversely to reflect potential service disruptions resulting from change in asset ownership.
\$ Variance to Base Case (h)	Difference <i>between Total Scenario Spend (g) and Base Case Total Spend (a)</i>

# Staffing Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Staffing Impact</b>	
Scenario Based Human Capital <b>(a)</b>	Based on the total lane KMs maintained under the scenario, KPMG calculated each municipality's total management, forepersons, and operators per 100 lane KMs. Current state staffing for each municipality is identified on slide 26.
Scenario Variance to the County Standard <b>(a-County Standard=b)</b>	<p>The County Standard is defined as the County's current staffing model used to achieve their service levels. The County standard was considered the baseline standard for service delivery and used to assess surplus (or deficits) in FTEs for each scenario.</p> <p>The scenario variance is the difference between the scenario based human capital and the County standard for each position.</p>
Net FTE Impact <b>(b*scenario road maintained/100)</b>	Surplus (or deficit) in FTEs based on road allocation within each scenario. The staffing impact calculation does not consider the unique service level expectations in the urban municipalities. As a result, there may be a perceived FTE surplus in the urban municipalities. In the rural municipalities, this calculation can be used to analyze the additional staff resources required to maintain the uploaded County roads to the County's service level requirements.



# Equipment Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Equipment Impact</b>	
Scenario Base Operating Expenditures <b>(b)</b>	<i>Scenario Base Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
Total Plows Required	Total number of additional plow trucks required to maintain roads allocated within the scenario. Assumption that one additional snow plow is required for every 71.5KM of County Road added to the municipalities service portfolio.
Total Trucks Required	Total number of additional pick-up trucks required to maintain roads allocated within the scenario. Assumption that one pick-up truck is required for each additional foreperson.
Initial Estimated Capital Cost of Equipment	Initial cost to purchase the additional pieces of major equipment. Purchase cost for the plow truck and pick-up is estimated at \$350,000 and \$65,000, respectfully.
Scenario Equipment Costs <b>(c)</b>	Annual cost of depreciation and O&M on additional equipment.  The incremental cost of facilities required to house any additional equipment was not included in the analysis, as from our experience municipalities can have different approaches to the storage of equipment (e.g. in heated garage bays vs. outside). Should a scenario be considered that requires additional equipment, this would have to be an analysis complete by each affected municipality (see Opportunity #2).  Due to data limitations, the cost savings attributed to the County or a municipality requiring less equipment has not been incorporated into the analysis. In some instances, the reduction of service may not result in a reduced need of equipment, as it could be used to perform other activities or to increase the spare ratio of equipment. This applies to costs of operating the equipment and to potentially selling equipment.  Similarly, the cost savings that could be linked to reduced facility space to support equipment have not been included, as our analysis did not include the detailed space utilization of any municipality.

# Option #2: Localized Service Delivery - Key Takeaways

The key takeaways from the localized service delivery scenario analysis are summarized below:



## Financial Summary

- The County's net operating expenditures decrease by approximately 8.2% as a result of downloading the operation and maintenance of the County road network to the rural municipalities.
- Municipalities realize a increase in operating expenditures resulting additional operations and maintenance activities.
- Rural municipalities may incur larger gross operating expenditures resulting from increased service level expectations.
- Rural municipalities realize an efficiency factor of 2%.



## Staffing Summary

- Given the County lane KMs allocated to the rural municipalities in this scenario, each rural municipality would require additional resources at all levels to achieve the current County standard.
- Under the localized service delivery model, the County's FTE surplus may be allocated to the rural municipalities to close FTE deficits if collective agreements permit such potential reallocation.
- The County maintains the overall road authority. This role accounts for approximately 78% of management time across five transportation and seven engineering positions.



## Equipment Summary

- The download of County road assets the Area Municipality operations and maintenance portfolio may require the addition of seventeen snow plows and six pick-ups distributed across the rural municipalities (based on County road distribution).
- The annualized cost of the additional equipment is estimated at a total of \$950,700.
- Additional facility space requirements and costs were not considered as part of this analysis.



# Option 3: Full Asset Download

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



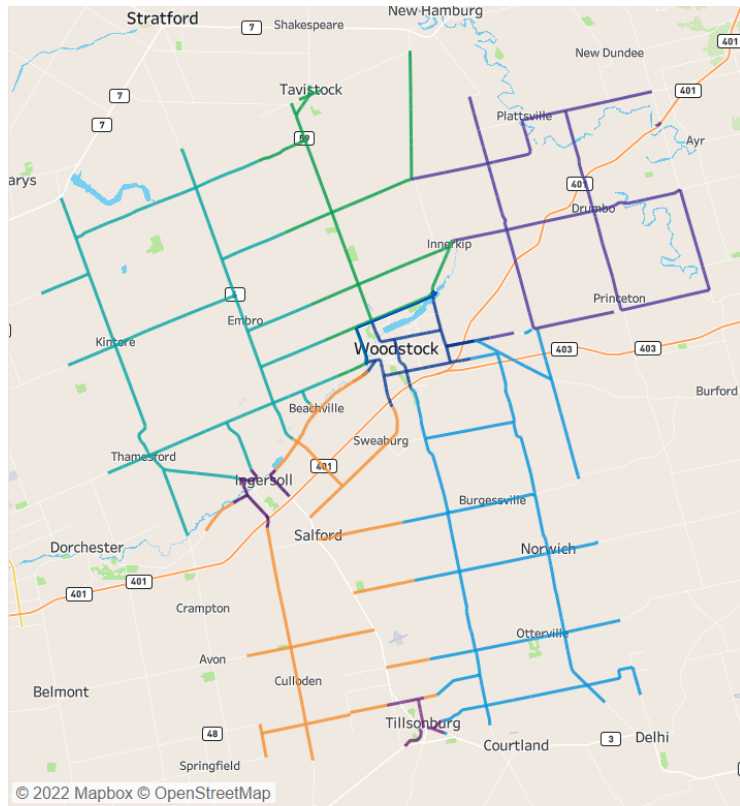
# Option #3: Full Asset Download

## Description

- County roads: 8 authorities, 8 operators
- Municipal roads: 8 authorities, 8 operators
- County downloads asset ownership/responsibility within municipal boundaries
- Municipalities take on County staff under successor stipulations in collective agreements
- County relinquishes authority role and associate transportation network activities to municipalities.
- Sale of assets shifts burden to municipal tax base.
- Transfer of full asset liability and asset management funding responsibilities.

## The Opportunity

Under the full asset download service delivery option, the County transfers its road authority role and downloads all road network assets, network planning and O&M responsibilities



- Localized Service Delivery
- Blandford-Blenheim
  - East Zorra-Tavistock
  - Ingersoll
  - Norwich
  - South-West Oxford
  - Tilsburg
  - Woodstock
  - Zorra

\* Map only displaying County road network

Road Authority	Each Area Municipality
Lane KM maintained by County	<b>0 KM</b>
Lane KM maintained by area municipalities	<b>1,288 KM</b>
Overall Cost Increase (Savings) to the County	<b>-\$4,449,794 -89.2%</b>
Global Cost Increase (Savings) across the County and Area Municipalities	<b>\$1,340,425 6.4%</b>



# Option #3: Full Asset Download

As part of the alternative structure analysis, KPMG completed a SWOT analysis to assess the strengths, opportunities, weaknesses and threats of the full asset download delivery option:

## Strengths

- Elimination of County transportation costs.
- Elimination of maintenance agreements.
- Integration of all stormwater management activities by Area Municipalities

## Opportunities

- Each Area Municipality may achieve efficiencies through the assumption of all service delivery within their jurisdiction.
- Successor rights support the reallocation of County staff to the Area Municipalities.

## Weaknesses

- Significant consideration should be given to the sale of transportation assets from the County to its Area Municipalities.
- The reallocation of staff may have union and collective bargaining implications that may impact the feasibility of the option.
- Organizational structure assessments and role assessments may be required due to the inheritance of the road authority role.
- Potential for inconsistent levels of service of County roads due to multiple Area Municipality operators.

## Threats

- Further study may be required to determine the impact (if any) on the County and Area Municipality tax assessment.
- Negative public reaction due to loss of revenue from County maintenance agreements.
- Negative public reaction due to potential of inconsistent service levels on County roads.
- Area Municipalities assume full road and storm water asset liability and sustainable funding responsibilities.

## Assumptions

- Rural municipalities will require an increased level of service to align with MMS for higher class roads transferred from the County.
- Financial implications of reorganization due to added road authority role has not been considered (i.e. sale and transfer of County road and storm water assets).
- Current asset condition and reserve funds available for capital projects have not been considered as part of the financial analysis.

# Option #3: Full Asset Download - Financial Impact

To review the impact of downloading all County road network assets to each Area Municipality, KPMG analyzed the scenario operating expenditures against the current state (base case) operating expenditures.

	Base Case Total Spend (a)	Scenario Base Operating Expenditures (b)	Scenario Equipment Costs (c)	Total Scenario Operating Expenditures (b+c=d)	County Maintenance Transfer (e)	Joint Procurement Savings (f)	Total Scenario Spend (d+e+f=g)	\$ Variance to Base Case (h)	% Variance to Base Case
Oxford County	\$ 5,043,965	\$ 108,638	\$ -	\$ 108,638	\$ 589,036	\$(153,503)	<b>\$544,171</b>	(\$4,499,794)	-89.2%
Woodstock	\$ 2,383,000	\$ 2,656,804	\$ -	\$ 2,656,804	\$ -	\$(27,782)	<b>\$2,629,022</b>	\$246,022	10.3%
Tillsonburg	\$ 1,402,761	\$ 1,470,747	\$ -	\$ 1,470,747	\$ -	\$(12,644)	<b>\$1,458,103</b>	\$55,342	3.9%
Ingersoll	\$ 1,046,054	\$ 1,205,980	\$ -	\$ 1,205,980	\$ -	\$(3,268)	<b>\$1,202,712</b>	\$156,658	15.0%
Norwich	\$ 2,268,116	\$ 3,567,544	\$ 270,400	\$ 3,837,944	\$ -	\$(19,256)	<b>\$ 3,741,929</b>	\$1,412,171	65.0%
Zorra	\$ 3,406,318	\$ 4,564,142	\$ 204,950	\$ 4,769,092	\$ -	\$(33,793)	<b>\$ 4,639,917</b>	\$1,185,873	36.2%
South-West Oxford	\$ 1,820,946	\$ 2,603,935	\$ 158,450	\$ 2,762,385	\$ -	\$(11,546)	<b>\$ 2,695,591</b>	\$838,189	48.0%
Blandford-Blenheim	\$ 2,381,765	\$ 3,300,265	\$ 158,450	\$ 3,458,715	\$ -	N/A	<b>\$ 3,389,541</b>	\$971,320	42.3%
East Zorra - Tavistock	\$ 1,253,809	\$ 1,936,842	\$ 158,450	\$ 2,095,292	\$ -	\$(7,212)	<b>\$ 2,046,174</b>	\$ 755,909	63.2%

For the assumptions that underpin the analysis in this table please see slide 68.

# Option #3: Full Asset Download - Staffing Impact

The full download (or sale) of County road assets to its Area Municipalities' operations and maintenance portfolios may impact staffing complements. To determine the staffing impact for each scenario, KPMG analyzed the County's current staffing model used to achieve their current service levels. This ratio was considered the baseline standard for service delivery and used to assess surplus (or deficits) in FTEs across the area municipalities based on County road allocation within each scenario.

	Scenario Based Human Capital (a)			Scenario Variance to County Standard (a-County Standard=b)			Net FTE Impact (Surplus/- Deficit) (b*scenario road maintained/100) <sup>1</sup>		
	Management Staff per 100 Lane KM	Forepersons per 100 Lane KM	Operator 100 Lane KM	Management Staff per 100 Lane KM	Forepersons per 100 Lane KM	Operators per 100 Lane KM	Management Staff	Forepersons	Operators
Oxford County	N/A	N/A	N/A	N/A	N/A	N/A	5.00	4.00	25.3
Woodstock	0.55	0.91	7.13	0.13	0.58	4.60	0.15	0.00	0.00
Tillsonburg	0.79	0.40	3.57	0.37	0.06	1.04	0.21	0.00	0.00
Ingersoll	1.13	1.13	5.08	0.71	0.79	2.55	0.28	0.00	0.00
Norwich	0.10	0.19	0.77	-0.33	-0.14	-1.76	-1.32	-1.05	-6.85
Zorra	0.08	0.15	0.77	-0.34	-0.18	-1.76	-1.17	-0.94	-6.10
South-West Oxford	0.12	0.25	0.75	-0.30	-0.09	-1.79	-0.79	-0.63	-4.12
Blandford-Blenheim	0.11	0.11	0.80	-0.31	-0.22	-1.73	-0.88	-0.70	-4.56
East Zorra - Tavistock	0.16	0.32	0.81	-0.26	-0.01	-1.73	-0.69	-0.55	-3.60

For the assumptions that underpin the analysis in this table please see slide 69.

# Option #3: Full Asset Download- Equipment Impact

Major equipment impact (e.g., plow trucks and pick-up trucks) was also considered as part of the alternative options analysis. Based on the allocation of County roads under the scenario, KPMG determine the number of additional equipment required to maintain roads at the current level of service. Equipment cost was then included as part of the total scenario operating expenditures.

## Plow Truck\*



**Initial Cost:** \$350,000

**Average Useful Life:** 10 years

**Annual Cost:** \$35,000

\*Assumes a tandem axle dump truck with plow

## Pick-up Truck\*



**Initial Cost:** \$65,000

**Average Useful Life:** 4 years

**Annual Cost:** \$16,250

\*Assumes a ½ tonne crew cab pick-up truck

### Scenario Equipment Impact

	Scenario Base Operating Expenditures (b)	Equipment Impact			
		Total Plows Required <sup>1</sup>	Total Trucks Required <sup>2</sup>	Initial Estimated Capital Cost of Equipment	Scenario Equipment Costs (c)
Oxford County	\$ 108,638	0	0	\$ -	\$ -
Woodstock	\$ 2,656,804	0	0	\$ -	\$ -
Tillsonburg	\$ 1,470,747	0	0	\$ -	\$ -
Ingersoll	\$ 1,205,980	0	0	\$ -	\$ -
Norwich	\$ 3,740,044	5	2	\$ 1,880,000	\$ 270,400
Zorra	\$ 4,720,392	4	1	\$ 1,465,000	\$ 204,950
South-West Oxford	\$ 2,725,185	3	1	\$ 1,115,000	\$ 158,450
Blandford-Blenheim	\$ 3,421,515	3	1	\$ 1,115,000	\$ 158,450
East Zorra - Tavistock	\$ 2,058,092	3	1	\$ 1,115,000	\$ 158,450

For the assumptions that underpin the analysis in this table please see slide 70.



# Financial Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Financial Impact</b>	
Base Case Total Spend (a)	<i>Base Case Total Spend</i> is the current state spend referred to on slide 34. This figure is a three-year historical average spend for roads, winter maintenance and bridges & culverts.
Scenario Base Operating Expenditures (b)	<i>Scenario Base Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
Scenario Equipment Costs (c)	Estimated annualized cost of additional major equipment required based on the service delivery option. For the purposes of our analysis, only snow plows and pickup trucks were included. The analysis focused on highlight utilized equipment that performs the majority of road maintenance activities. It therefore does not include small equipment or lower-utilized specialized equipment. Please see slide 50 for further details on inclusions/exclusions for equipment and asset costs.
Total Scenario Operating Expenditures (b+c=d)	Aggregation of <i>Scenario Base Operating Expenditures (b)</i> plus <i>Scenario Equipment Costs (c)</i> . Operating expenditures related to bridges & culverts were not allocated to each Area Municipality as GIS data tying bridges to a municipal boundary was not available. However, total operating expenditures for bridges only represents 0.5% of the total transportation spend and will not have a significant impact on this analysis.
County Maintenance Transfer (e)	Cost paid by the County to the Area Municipalities for maintenance activities performed on County roads per the maintenance agreements. To calculate the County maintenance transfer for each Area Municipality we have used the following assumptions: <ul style="list-style-type: none"> <li>For urban municipalities, any costs above the County's cost of service are a result of the urban's providing a higher level of service. As such, these costs will be incurred by the urban municipality.</li> <li>For rural municipalities, any downloaded County roads will be maintained up to the County's level of service using the County's efficiency metric as a baseline.</li> </ul> Finally, the County Maintenance Transfer calculation is net of municipal recoveries. In the current state, municipal recoveries are paid by the rural municipalities to the County for roads activities performed on the municipal road network.
Joint Procurement Savings (f)	Estimated savings through joint procurement. Estimated savings of 10% based on assumption of economies of scale for current contracted services. See opportunity #3 for full analysis.
Total Scenario Spend (d+e+f=g)	Difference between <i>Total Scenario Operating Expenditures (d)</i> and scenario savings (e+f). <i>Total Scenario Spend</i> includes the application of an efficiency factor of 5% for urban municipalities and 2% for rural municipalities. The efficiency factor reflects operational efficiencies that may be gained as a result of centralizing or localizing service delivery. The efficiency factor is also applied inversely to reflect potential service disruptions resulting from change in asset ownership.
\$ Variance to Base Case (h)	Difference <i>between Total Scenario Spend (g) and Base Case Total Spend (a)</i>

# Staffing Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Staffing Impact</b>	
Scenario Based Human Capital <b>(a)</b>	Based on the total lane KMs maintained under the scenario, KPMG calculated each municipality’s total management, forepersons, and operators per 100 lane KMs. Current state staffing for each municipality is identified on slide 26.
Scenario Variance to the County Standard <b>(a-County Standard=b)</b>	<p>The County Standard is defined as the County’s current staffing model used to achieve their service levels. The County standard was considered the baseline standard for service delivery and used to assess surplus (or deficits) in FTEs for each scenario.</p> <p>The scenario variance is the difference between the scenario based human capital and the County standard for each position.</p>
Net FTE Impact <b>(b*scenario road maintained/100)</b>	Surplus (or deficit) in FTEs based on road allocation within each scenario. The staffing impact calculation does not consider the unique service level expectations in the urban municipalities. As a result, there may be a perceived FTE surplus in the urban municipalities.

# Equipment Impact - Assumptions

Each alternative service delivery option was analyzed to determine the financial impact, staffing impact and equipment impact of each option. Each scenario contains summary tables to highlight the results of the analysis. The following guide outlines the calculations derived within each table:

Column Name	Definition
<b>Equipment Impact</b>	
Scenario Base Operating Expenditures <b>(b)</b>	<i>Scenario Base Operating Expenditures</i> are derived by multiplying the current state efficiency metric (see slide 35) by the total road KM maintained under the service delivery option. For example, under the centralized service delivery option, the County's scenario spend on roads is calculated by multiplying the roads maintained (1,288) by the efficiency metric (\$2,220).
Total Plows Required	Total number of additional plow trucks required to maintain roads allocated within the scenario. Assumption that one additional snow plow is required for every 71.5KM of County Road added to the municipalities service portfolio.
Total Trucks Required	Total number of additional pick-up trucks required to maintain roads allocated within the scenario. Assumption that one pick-up truck is required for each additional foreperson.
Initial Estimated Capital Cost of Equipment	Initial cost to purchase the additional pieces of major equipment. Purchase cost for the plow truck and pick-up is estimated at \$350,000 and \$65,000, respectfully.
Scenario Equipment Costs <b>(c)</b>	Annual cost of depreciation and O&M on additional equipment.  The incremental cost of facilities required to house any additional equipment was not included in the analysis, as from our experience municipalities can have different approaches to the storage of equipment (e.g. in heated garage bays vs. outside). Should a scenario be considered that requires additional equipment, this would have to be an analysis complete by each affected municipality (see Opportunity #2).  Due to data limitations, the cost savings attributed to the County or a municipality requiring less equipment has not been incorporated into the analysis. In some instances, the reduction of service may not result in a reduced need of equipment, as it could be used to perform other activities or to increase the spare ratio of equipment. This applies to costs of operating the equipment and to potentially selling equipment.  Similarly, the cost savings that could be linked to reduced facility space to support equipment have not been included, as our analysis did not include the detailed space utilization of any municipality.

# Option #3: Full Asset Download- Key Takeaways

The key takeaways from the full asset download scenario analysis are summarized below:



## Financial Summary

- The County downloads all County road and storm water assets to the Area Municipalities.
- Area Municipality operating expenditures increase as a result of additional roads and the loss of County maintenance cost sharing.
- Each Area Municipality becomes the road authority. The cost of additional staff resources to inherit road authority activities has not been considered.
- Rural Area Municipality operating expenditures to increase as a result of increase service level MMS requirements for higher class roads.



## Staffing Summary

- Given the County lane KMs allocated to the rural municipalities in this scenario, each rural municipality would require additional resources, equipment and facilities at all levels to achieve the current County standard that aligns with MMS requirements.
- Under the full asset download model, the County's FTE surplus could be allocated to the rural municipalities to close FTE deficits.
- The County transfers road authority to the Area Municipalities. This role accounts for approximately 78% of management time across five transportation and seven engineering positions. Each Area Municipality will have to assess their current organizational structure and staff capacity to ensure a successful transition.



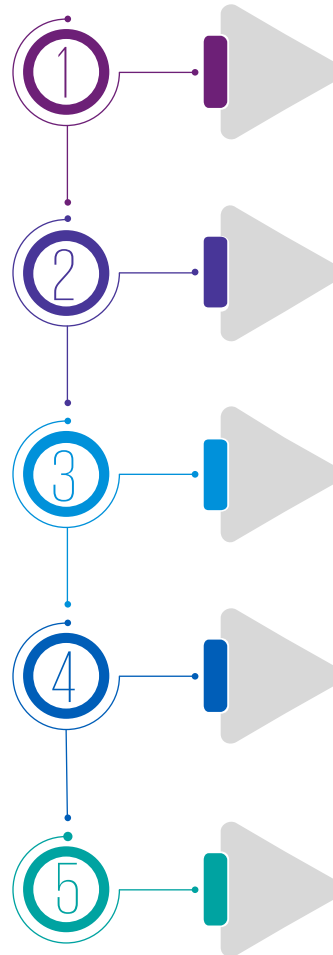
## Equipment Summary

- The full download of County road assets the Area Municipality operations and maintenance portfolio may require the addition of seventeen snow plows and six pick-ups distributed across the rural municipalities (based on County road distribution).
- The annualized cost of the additional equipment is estimated at a total of \$950,700.
- Additional facility space requirements and costs were not considered as part of this analysis.

# Option #3: Full Asset Download

## Additional Option Considerations

- In addition to the quantitative analysis for the full asset download option, KPMG identified a number of qualitative factors that may impact the effectiveness of the option.



### Asset Condition Assessments

In order to implement the full asset download option, condition assessments would need to be completed on each of the County's transportation network assets.

### Labour Laws

As part of the full asset download option, staff may be reallocated to the Area Municipalities. However, the reallocation of staff may have union and collective bargaining implications that may impact the feasibility of the option.

### Municipal Taxes

Further study may be required to determine the impact (if any) on the County and Area Municipality tax assessment.

### Municipal Reserves

The County would need to transfer funds held in reserve for future capital projects related to transportation network assets.

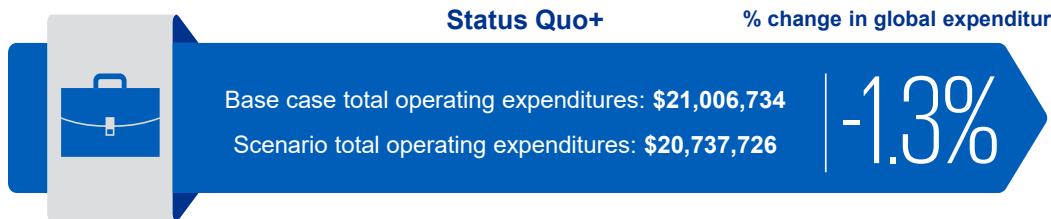
### Sale of Transportation Assets

Significant consideration should be given to the sale of transportation assets from the County to its Area Municipalities. This is a complex undertaking that may increase expenditures noted in the financial impact. This could include the transfer of reserves and would involve Area Municipalities taking on associated liability

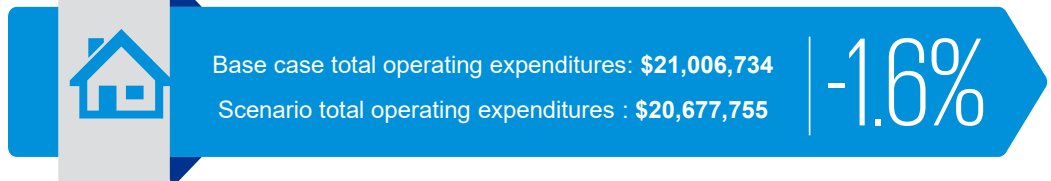
# Summary of Alternative Service Delivery Options

## Overall assessment

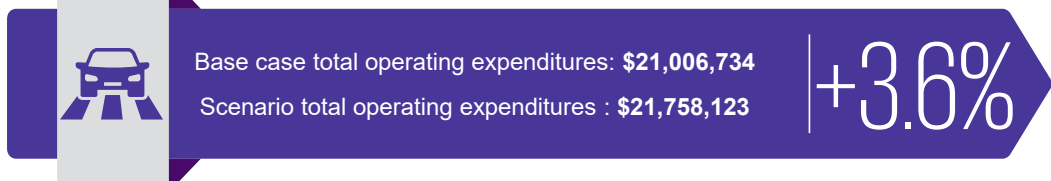
The quantitative results of the alternative service delivery analysis are summarized below. If the objective of transitioning the transportation service delivery model is to lower the cost to the County, the full asset download would achieve this objective. However, this option involves a number of other conditions (i.e., sale of assets, impact on municipal taxes, labour considerations) that have not been fully analyzed and may reduce or eliminate the cost benefit to the County. If the objective is to lower the cost to the taxpayers, the centralized service delivery model would achieve this objective. In the short-term, the status quo+ option outlines an opportunity to modify existing urban maintenance agreements to reflect the level of service required by the County with minimal impact to operations.



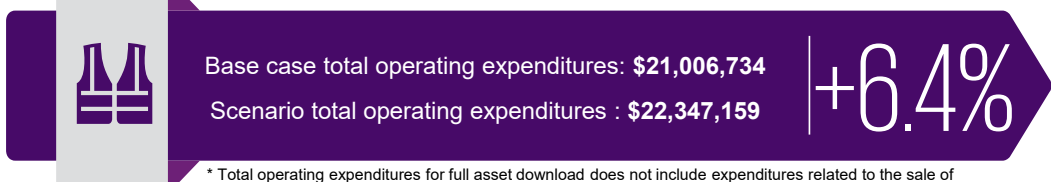
### Option #1: Centralized Service Delivery



### Option #2: Localized Service Delivery



### Option #3: Full Asset Download\*



\* Total operating expenditures for full asset download does not include expenditures related to the sale of assets or other conditions noted on slide 61

**Status Quo +**

The County would only pay for operations and maintenance activities up to the expected level of service. Any costs above the expected level of service would be incurred by the Area Municipality. This scenario would result in annual savings of approximately \$283,943 for the County and have minimal impact on current operations.

**Alternative Options**

- Based on the analysis of the centralized, localized and full asset download options, the centralized service delivery model presents the lowest overall cost to both the County and its Area Municipalities.
- Through the centralization of transportation service delivery, the County's average operating spend would decrease to \$4,650,429 from \$5,043,965 (or 7.8%) per year, with minimal disruption to current operations.
- When analysing based on lowest cost for the County, the full asset download option will save the County an average of \$4,499,794 (or 89.2%) per year as all road network assets would be transitioned to the Area Municipalities. However, this option would require more study into asset condition, labour laws, and municipal taxes to understand the full impact of transitioning the County's assets.



# Opportunity #2: Conduct a Review of Public Works Patrol Yards

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**Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review**  
**Final Report**



## Future Opportunities

# Conduct a Review of Public Works Patrol Yards

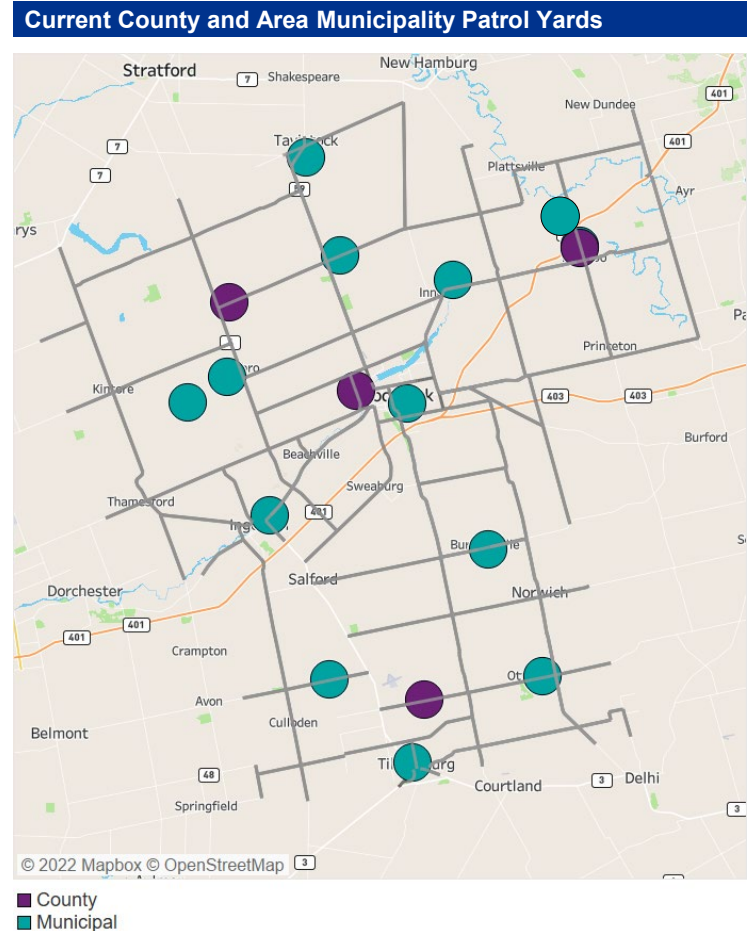
The County currently delivers transportation services from four patrol yards in **Drumbo, Highland, Springfield, and Woodstock**. In addition, each Area Municipality delivers services from various patrol yards within their municipal boundary. In total, there are **16 patrol yards** throughout the County that may require consolidation as a result of the County's future state service delivery model.

Regardless of the future state transportation services service delivery model, the County should consider conducting a patrol yard analysis to optimize Public Works facility space across the County. The study would help to ensure a thorough understanding of the lifecycle of each patrol yard, current space and identify opportunities for co-investment with its Area Municipalities where the replacement cycles align.

Facilities assessments of each yard would become vital if assets are transferred to the County's Area Municipalities as part of the *localized* or *full asset download* service delivery model. In addition, a facilities review can have the following impacts on operations:

- Improved service delivery result from more optimal locations
- Better supervision, collaboration and coordination of activities
- Optimize available storage space by taking advantage of existing property

Other municipalities, like as Wellington County, have adjoining or shared facilities with one or more of their Area Municipalities. We are increasingly seeing this raised as an issue, particularly when area municipalities see growth that outpaces the capabilities of site constrained existing facilities.







# Opportunity #3: Consider joint procurement opportunities









**Oxford County**  
**Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review**  
**Final Report**



## Future Opportunities

# Key Contracted Services

To gain an understanding of the core activities that are outsourced by the County and its Area Municipalities, KPMG analyzed service listings and financial activity data received from each Area Municipality. KPMG also analyzed the contracted services agreements. The chart below summarizes the core activities that are outsourced by the County and its Area Municipalities:

Contracted Services		
Activity		Description
	Snow Plowing	Due to how some Area Municipalities grouped their costs, the snow plowing activity contains additional activities. It contains some costs for sanding / salting, snow removal, roadway winter maintenance, parking lot and sidewalk plowing, and snow removal.
	Hard Top Maintenance	To make smaller costs more comparable, KPMG grouped a variety of costs into hard top maintenance. These costs include asphalt patching, cold mix, hot mix paving, crack sealing, street maintenance, base repair. KPMG also grouped other costs into hard top maintenance such as sweeping and line painting if they were already grouped into one line item.
	Right of Way Maintenance	To make smaller costs more comparable, KPMG grouped a variety of costs into right of way maintenance. These costs include brush, tree trimming / removal / planting, mowing, weed spraying / control, leaf removal, litter pick-up, street tree maintenance.
	Railway Crossing Maintenance	This activity includes any work related to the maintenance of railway crossing such as inspections and maintenance.
	Ditch Maintenance	This activity includes any work related to the maintenance of ditches such as ditching and culvert / bridge inspections.
	Bridges & Culverts Maintenance	This activity includes any work related to the maintenance of bridges and culverts such as culvert / bridge inspections, dust control, culvert construction / maintenance.
	Pavement Markings	This activity includes any work related to pavement markings such as line locates, portable pavement markings, and line painting.
	Curb Maintenance	This activity includes any work related to curb maintenance such as curb / gutter maintenance and curb repairs.

## Future Opportunities

# Cost of Contracted Services

Based on the financial data, KPMG identified the total cost for each contracted service as well as the % of the service that is contracted by each Area Municipality.

	Total Contracted Spend	Total Activity Spend	% Contracted
<b>Snow Plowing</b>			
Oxford County	\$ 746,163	\$ 1,092,390	68.3%
Woodstock	\$ 28,683	\$ 984,513	2.9%
Tillsonburg	\$ 11,437	\$ 535,996	2.1%
Ingersoll	\$ 32,683	\$ 420,773	7.8%
Norwich	\$ 54,360	\$ 151,731	35.8%
Zorra	\$ 237,089	\$ 446,521	53.1%
South-West Oxford	\$ 744	\$ 105,817	0.7%
East Zorra-Tavistock	\$ 22,133	\$ 200,733	11.0%
<b>Hard Top Maintenance</b>			
Oxford County	\$ 326,890	\$ 557,254	58.7%
Woodstock	\$ 43,370	\$ 429,490	10.1%
Tillsonburg	\$ 53,903	\$ 108,124	49.9%
Norwich	\$ 42,822	\$ 350,159	12.2%
Zorra	\$ 95,266	\$ 213,185	44.7%
South-West Oxford	\$ 24,672	\$ 46,506	53.1%
East Zorra-Tavistock	\$ 11,536	\$ 22,025	52.4%
<b>Railway Crossing Maintenance</b>			
Oxford County	\$ 158,908	\$ 159,596	99.6%
Woodstock	\$ 27,109	\$ 27,109	100.0%
South-West Oxford	\$ 4,298	\$ 4,303	99.9%

## Future Opportunities

# Cost of Contracted Services

Based on the financial data, KPMG identified the total cost for each contracted service as well as the % of the service that is contracted by each Area Municipality.

	Total Contracted Spend	Total Activity Spend	% Contracted
<b>Bridges &amp; Culverts Maintenance</b>			
Oxford County	\$ 29,118	\$ 55,763	52.2%
Woodstock	\$ 3,657	\$ 42,533	8.6%
Tillsonburg	\$ 5,101	\$ 10,709	47.6%
Norwich	\$ 16,634	\$ 70,365	23.6%
Zorra	\$ 5,564	\$ 14,935	37.3%
South-West Oxford	\$ 5,227	\$ 5,227	100.0%
East Zorra-Tavistock	\$ 483	\$ 7,233	6.7%
<b>Right of Way Maintenance</b>			
Oxford County	\$ 182,016	\$ 338,094	53.8%
Woodstock	\$ 156,767	\$ 505,559	31.0%
Tillsonburg	\$ 25,461	\$ 158,315	16.1%
Norwich	\$ 76,821	\$ 159,008	48.3%
South-West Oxford	\$ 48,381	\$ 93,546	51.7%
East Zorra-Tavistock	\$ 32,440	\$ 95,579	33.9%
<b>Ditch Maintenance</b>			
Oxford County	\$ 91,039	\$ 212,580	42.8%
Tillsonburg	\$ 649	\$ 2,053	31.6%
Norwich	\$ 1,926	\$ 27,697	7.0%
South-West Oxford	\$ 11,242	\$ 46,540	24.2%
East Zorra-Tavistock	\$ 5,530	\$ 25,712	21.5%

## Future Opportunities

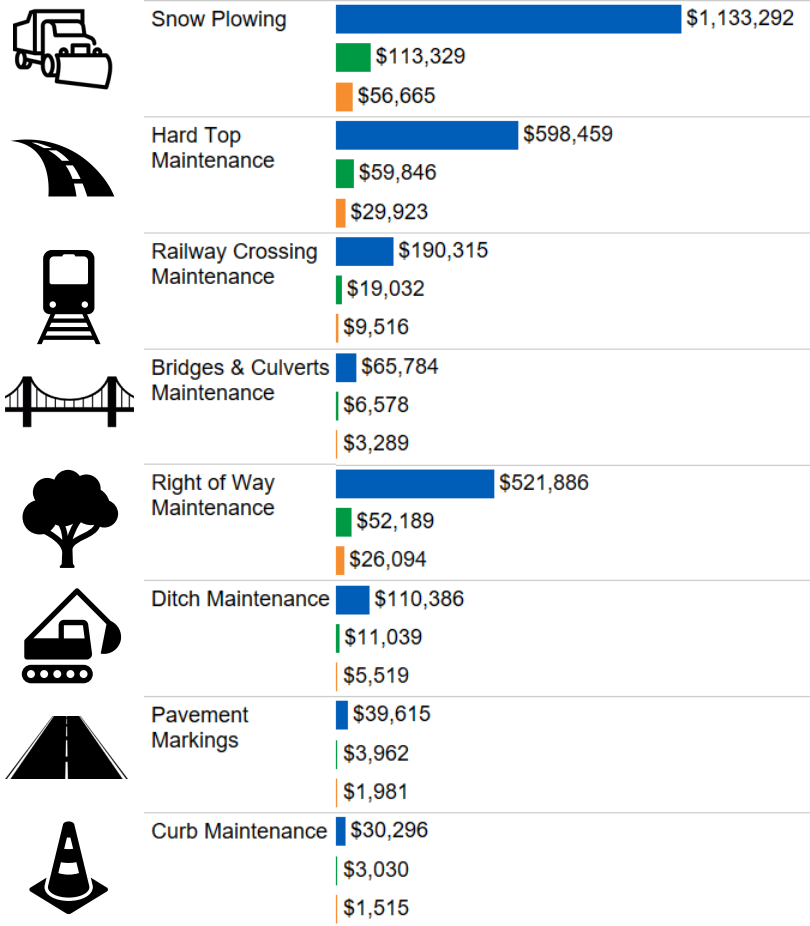
# Cost of Contracted Services

Based on the financial data, KPMG identified the total cost for each contracted service as well as the % of the service that is contracted by each Area Municipality.

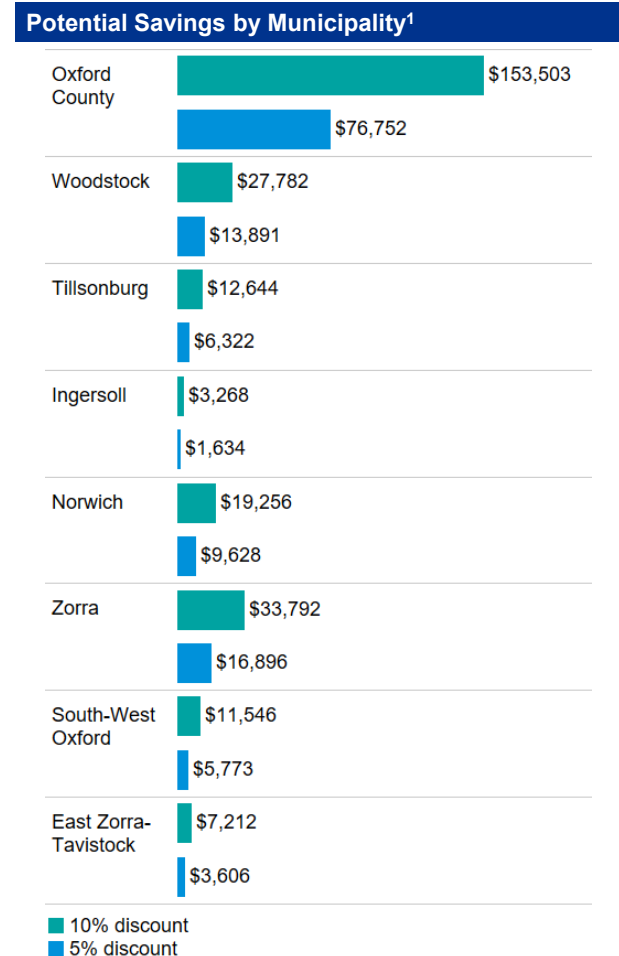
	Total Contracted Spend	Total Activity Spend	% Contracted
<b>Pavement Markings</b>			
Woodstock	\$ 16,602	\$ 16,602	100.0%
Tillsonburg	\$ 2,120	\$ 33,044	6.4%
South-West Oxford	\$ 20,893	\$ 20,893	100.0%
<b>Curb Maintenance</b>			
Oxford County	\$ 897	\$ 1,775	50.5%
Woodstock	\$ 1,628	\$ 6,706	24.3%
Tillsonburg	\$ 27,771	\$ 29,439	94.3%

# Future Opportunities Joint Procurement Savings

Based on industry experience, outsourced service providers may extend a discount of 5-10% for large service contracts. As noted in the previous slides, joint procurement saving will not affect the County and its Area Municipalities equally as each Area Municipality outsources various portions of each activity.



■ Total Contracted Spend  
 ■ 10% discount  
 ■ 5% discount



<sup>1</sup> KPMG did not have access to detailed outsource contracts to complete a detailed contracted activity analysis. This comparison should be complete before any joint procurement opportunities are explored.



# Opportunity #4: Implement Additional KPIs

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



## Future Opportunities KPI Framework

The use and regular review of performance measures are critical to the success of any organization or complex process. During the review it was noted that the County tracks a number of efficiency metrics including cost per road KM, cost per winter lane KM, and cost for bridges and culverts, however additional metrics can be used to improve performance measurement.

The County should build upon the performance measurement framework to improve the management and evaluation of transportation services. The framework should be grounded in leading practice and analysis of past performance. It should include:

- The identification of end-to-end and department-specific key performance indicators KPIs, including efficiency and effectiveness measures;
- KPI collection procedures;
- KPI reporting procedures, including the identification of appropriate KPIs for each major stakeholder group and how they will be shared (e.g., a high-level monthly dashboard with strategic KPIs for senior-level staff and a weekly report with operational measures for managers); and,
- A process for reviewing the effectiveness of KPIs.

Example indicators are included below. These KPIs are based on KPMG leading practice. This is an illustrative list and not meant to be exhaustive.

In addition, dashboard reporting can be leveraged to more effectively monitor the service performance of the County and its Area Municipalities. A sample dashboard has been included on the following page.

Category	KPI
Roads	<ul style="list-style-type: none"> <li>• Percent of County road network in excellent, good, or fair condition</li> <li>• Share of urban County road network with poor ride quality</li> <li>• Share of rural County road network with poor ride quality</li> <li>• Frequency of achieving minimum maintenance standards on the County road network</li> </ul>
Winter Maintenance	<ul style="list-style-type: none"> <li>• Annual total salt and sand use above the recommended usage</li> <li>• Frequency of achieving bare lanes within service level target after a winter event</li> </ul>
Bridges & Culverts	<ul style="list-style-type: none"> <li>• Share of bridges in poor condition as a percentage of total Sq.M</li> </ul>



# Future Opportunities KPI Framework

## Activity Analysis

### Filters & Legends

Select a Year:

All

Select a Municipality:

All

Select Expense Type:

- Capital Contribution
- Contracted Service
- Equipment
- Materials
- Operating Equipment & ..
- Revenues
- Salary, Wages and Benef..

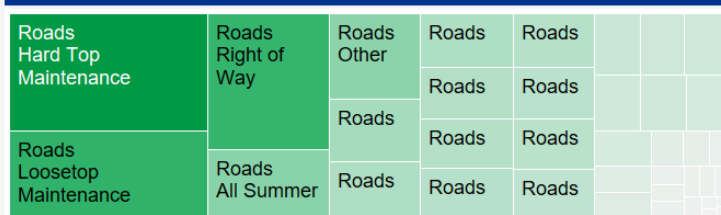
Toggle for Activity Type:

- County
- Municipal

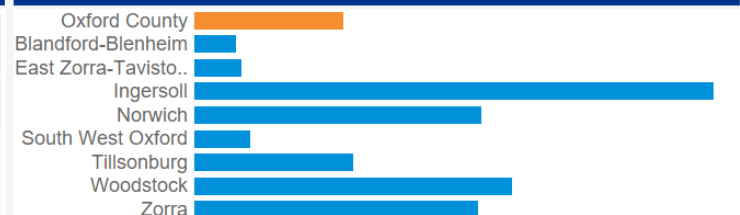
Toggle for Financial Category

- Capital Expenditures
- Operating Expenditures

### Total OpEx per Roads Activity



### Hard Top Maintenance Expense per Lane KM



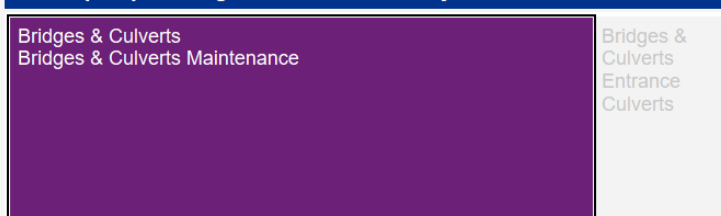
### Total OpEx per Winter Maintenance Activity



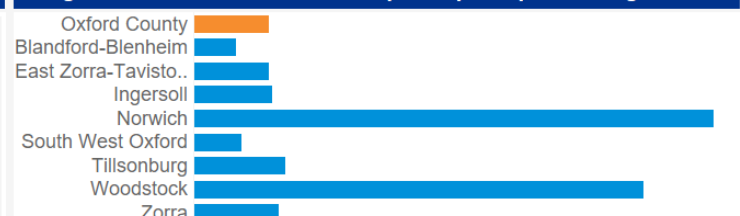
### Snow Plowing Expense per Winter Lane KM



### Total OpEx per Bridges & Culverts Activity



### Bridges & Culverts Maintenance Expense per Sq.M of Bridges



Note: The visualization above is dashboard view of the outputs derived from County and Area Municipality financial data. Financial data include actuals for 2018-2020.



# Opportunity #5: Service Level Metrics

**Oxford County**  
**Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review**  
**Final Report**



## Future Opportunities

# Service Level Metrics

During the current state analysis, it was noted that each Area Municipality is at a different maturity for level of service planning and costing. This is at least partially a result of a reactive approach to transportation data collection and management and creates challenges in quantifying the level of service provided on the County road network.

### Interim State

In the short term, the County can utilize service level efficiency metrics for winter maintenance (see slide 29) as a baseline to update urban maintenance agreements. These efficiency metrics provide a more accurate measurement of the cost of service delivery based on road classification and would more closely align to the service level expected by the County. Any updates to the urban maintenance agreements should be subject to negotiation based on data provided by the Area Municipalities.

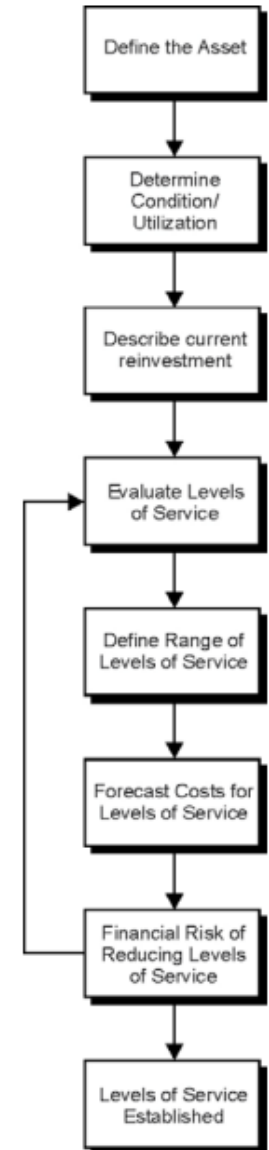
### Target State

All parties should develop a level of service for all transportation-related activities, according to the process shown at right, which comes from the National Research Council and Federation of Canadian Municipalities' *Developing Levels of Service* best practices guide ([link](#)).

Forecasting the cost of the levels of service can be achieved through the identification of the following metrics for its core transportation assets:

- Service levels
- Equipment required to achieve service levels
- Manpower required to achieve service levels

It should be noted that the Municipal Asset Management Planning Regulation outlines a phased approach to developing a detailed asset management plan. As such, the information noted above is not fully required until phase 4 of the plan. The deadline for phase 4 is currently noted as July 1, 2025.





# Opportunity #6: Utilize GPS Technology

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



## Future Opportunities

# GPS Technology

During the current state analysis, it was noted that the County and its Area Municipalities are not fully utilizing GPS technology to gain full visibility into transportation services and operations.

GPS technology provides a more effective way to monitor and track road assets, fuel costs, asset maintenance, asset utilization, and materials utilization. In addition, GPS technology can help to ensure that all transportation assets (i.e., roads, bridges, etc.) are adequately serviced as per service level standards through real-time data capture. The successful implementation of GPS and other innovative technology can also reduce the need for transportation activities, such as road patrol, creating capacity for transportation staff.



### Sample Case Studies

1. In 2020, the City of Hamilton initiated its Smart Cities Project with an objective to demonstrate the potential of automated data capture and reporting. The City partnered with a technology firm to implement GPS and other technology on the City's fleet and static assets. As a result, the City was able to derive 850 process automation, cost efficiency and level of service observations from 23,036 data points.
2. In 2019, the City of Guelph initiated its AI-enabled pavement condition assessment project. The objective of the project was to address road preventative maintenance issues. With the assistance of a technology partner, the City was able to implement technology on its existing fleet to increase the collection and frequency of data concerning road conditions.



Source: lidarmag.com, Autodesk.com, vgis.io, sse-llc.com, smartcitiesworld.net



# Opportunity #7: Re-evaluate Organizational Structure

**Oxford County  
Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review  
Final Report**



## Future Opportunities

# Re-Evaluate the Organizational Structure for Transportation Services

As part of the alternative service delivery model options analysis, there may be human capital requirements to ensure efficient delivery of transportation services operation and maintenance activities. To determine the human capital requirements for each scenario, KPMG analyzed the County's current staffing model utilized to achieve their desired service levels. While this provides insight into potential FTE requirements for each scenario, further study on organizational structure, roles & responsibilities and capacity may be required.

Re-evaluate the organizational structure and resourcing model for Transportation Services to support the future state service delivery model. This may include:





# High-Level Implementation Plan

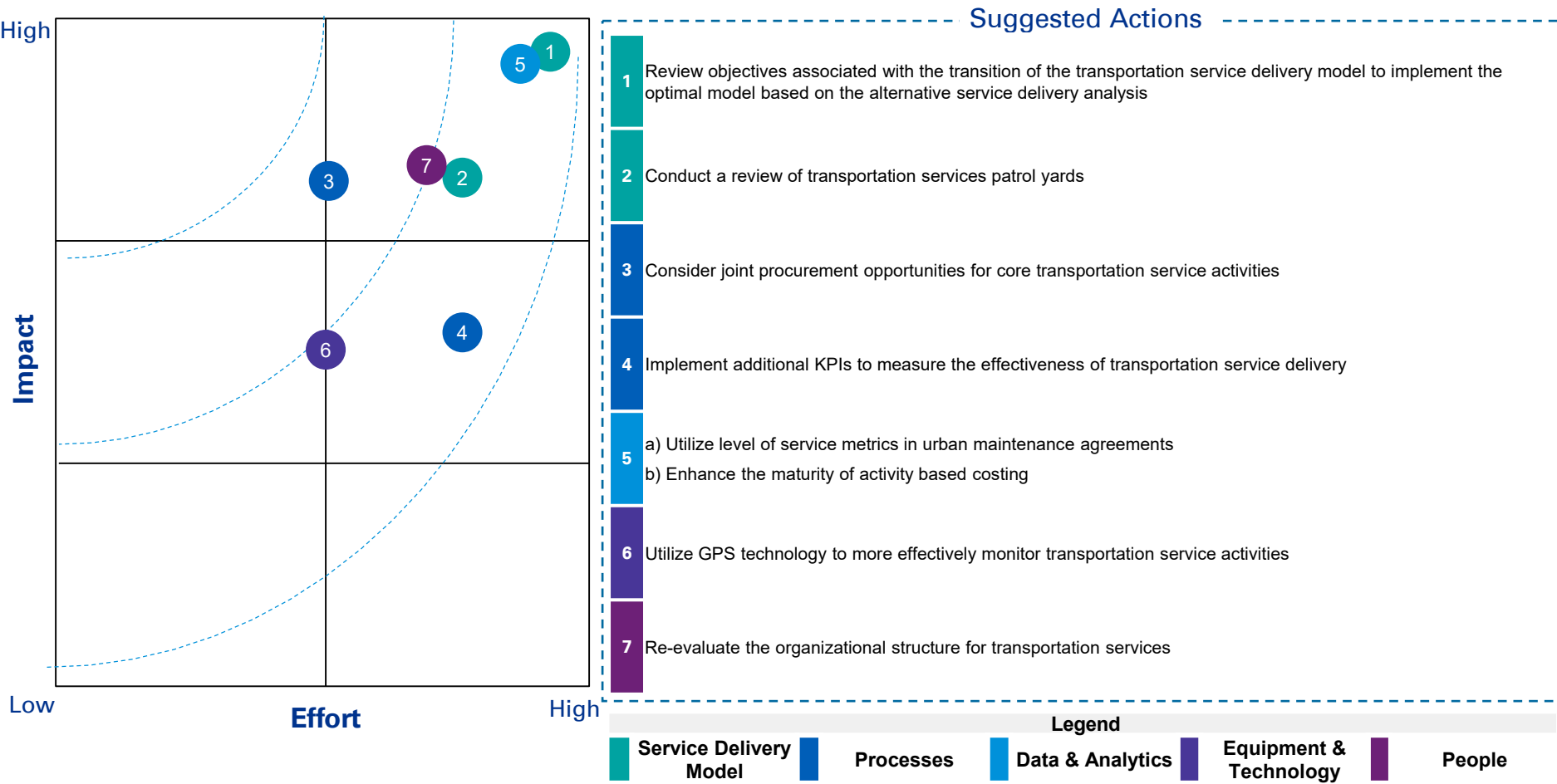
**Oxford County**  
**Transportation Network (Roads & Bridges) Operations & Maintenance Service Delivery Review**  
**Final Report**





# Prioritization of Suggested Recommendations

Suggested recommendations have been mapped for **impact vs effort** to help prioritize activities. The order that recommendations should be implemented would be top left quadrant (low effort, high impact) to bottom left quadrant (low effort, low impact) and top right quadrant (high effort, high impact) down to bottom right quadrant (high effort, low impact). Those in the bottom right quadrant would be considered to be optional as a result of the potential effort required versus the potential benefit derived.



## High-Level Implementation Plan

# Conclusion

KPMG was engaged by Oxford County (“the County”) and its Area Municipalities to assist in a comprehensive review of the regional transportation network (roads & bridges) operations and maintenance conducted by Oxford County and its contracted service providers (Ingersoll, Woodstock, Tillsonburg). The ultimate objective of this review was to determine the most appropriate and cost-effective way of operating and maintaining the regional transportation network in the County while maintaining or improving service levels.

The following was noted during the review.

1. Based upon the development and review of transportation services efficiency metrics, the County is cost competitive compared to its Area Municipalities. The County’s three year average roads expense per lane KM (\$2,220.93) and winter expense per lane KM (\$1,943.91) are the lowest among its current contracted urban service providers (Ingersoll, Woodstock, Tillsonburg).
2. Each Area Municipality is at a different maturity **for level of service planning and costing**. This is at least partially a result of a reactive approach to transportation data collection and management. As such, it is difficult to quantify the current level of service for transportation activities. The County should consider service level efficiency metrics as a baseline for urban maintenance agreements.
3. The operating, staffing and equipment impact of a status quo+ and three alternative service delivery models (centralized, localized and full asset download) was assessed. In the short-term, the status quo+ option outlines an opportunity to modify existing urban maintenance agreements to reflect the level of service required by the County. In the long-term, the County, in collaboration with its Area Municipalities, should determine the appropriateness of progressing to the implementation of an alternative service delivery model based on overall objectives (i.e., overall cost to the County vs. overall cost to the taxpayers)
4. The County and its Area Municipalities are spending an average of \$2.7M on contracted services annually. Common outsourced services include snow plowing, hardtop maintenance, right of way maintenance, railway crossing maintenance, ditch maintenance, bridge and culvert maintenance, pavement markings and curb maintenance. Leveraging joint procurement for these services can result in savings of 5-10% or \$77,000-\$154,000 annually.





[kpmg.ca](https://kpmg.ca)



The information contained herein is of a general nature and is not intended to address the circumstances of any particular individual or entity. Although we endeavour to provide accurate and timely information, there can be no guarantee that such information is accurate as of the date it is received or that it will continue to be accurate in the future. No one should act on such information without appropriate professional advice after a thorough examination of the particular situation.

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**To: Warden and Members of County Council**

**From: Director of Public Works**

## 2018-2020 Water Distribution and Wastewater Collection Service Delivery Review – Overview

### RECOMMENDATIONS

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1. That Oxford County Council receive Report No. PW 2022-19 entitled “2018-2020 Water Distribution and Wastewater Collection Service Delivery Review”;
2. And further, that staff report back to Council, with specific outcomes and recommendations from the independent Service Delivery Review pertaining to alternative organizational approaches which best manage water and wastewater system operational levels of service, cost and risk.

### REPORT HIGHLIGHTS

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- The purpose of this information report is to provide Oxford County Council with a high level overview of the scope and findings of the joint Water Distribution and Wastewater Collection Operations and Maintenance Service Delivery Review (SDR) project.
- The joint SDR project was one of six initiatives that was approved for provincial funding (June 30, 2021) under the 2021 Review Stream Modernization Project category.
- The joint SDR project was facilitated and completed by an independent study consultant (GM BluePlan Engineering Ltd.) over approximately six months through extended information sharing and collaboration with staff from Oxford County, Town of Tillsonburg and City of Woodstock.
- The final SDR report provides a comprehensive review of the ‘current state’ water distribution and wastewater collection service delivery model and a comparative analysis of three alternative service delivery models (centralized, localized, external contract), along with potential enhancements to the current state service delivery model (status quo+).
- County Council deliberations regarding the preferred service delivery approach are planned for the April 27, 2022 meeting.

**Report No: PW 2022-19**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Implementation Points

In accordance with the Municipal Modernization Funding (MMF) Transfer Payment Agreement (TPA) with the Ministry of Municipal Affairs and Housing (MMAH), the final Water Distribution and Wastewater Collection SDR Report (attached to this report) was posted on the County's website for the public's access on March 18, 2022 (coinciding with the release of this Council report, which is included in the March 23, 2022 Oxford County Council meeting agenda). The final SDR report and project abstract will also be submitted to MMAH on March 23, 2022.

Staff will report to County Council on April 27, 2022 in regard to the specific SDR recommendations/outcomes and preferred service delivery approach, at which time it is anticipated that final deliberations will occur regarding the preferred service delivery approach.

## Financial Impact

The joint Water and Wastewater SDR Stream project was awarded up to \$100,000 under a TPA with MMAH. A competitive Request for Proposal (RFP) process to retain a qualified consultant for the review resulted in an award at a cost of \$99,960 (excluding non-refundable HST).

Final instalment of the Province's financial commitment was subject to the County submission of the final SDR report, along with supporting invoices, to the Province in March, 2022.

## Communications

Throughout the duration of the joint SDR, the independent study consultant (GM BluePlan Ltd.) actively engaged staff from Oxford County, the Town of Tillsonburg and the City of Woodstock to review and analyze existing water distribution and wastewater collection system operations and maintenance practices/processes, organizational structures, levels of service/annual outputs, risk, historical financial performance, etc., consistent with the RFP scope (refer to Attachment 1) that was approved by all three parties prior to its September 2021 release to the vendor market.

Through various joint and individual workshops, data and information sharing, staff team interviews and regular staff correspondence (email, phone), a number of comprehensive technical memorandums (TMs) were drafted, reviewed by staff teams and finalized over the course of the joint SDR study between October, 2021 and March 2022. The TMs were shared with all staff and served to substantively inform the draft SDR report.







The draft SDR report was presented to all representative Oxford County, Tillsonburg and Woodstock staff, including respective CAOs, at a dedicated workshop on March 7, 2022. Any remaining comments and feedback received pertaining to the draft SDR report were considered prior to its finalization on March 17, 2022. As previously noted under the Implementation Section of this report, the final SDR report became available to the public on March 18, 2022 through the release of Oxford County Council Agenda bundle for the March 23, 2022 meeting.

**Report No: PW 2022-19**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

Through Report No. PW 2022-19, the final SDR (refer to Attachment 2) is provided as information for Oxford County Council on March 23, 2022. Report No. PW 2022-19 will be subsequently circulated to Tillsonburg and Woodstock Council Clerks as correspondence information on March 24, 2022.

GM BluePlan Ltd. is scheduled to formally present the SDR Report to Tillsonburg Council on March 28, 2022, Woodstock Council on April 7, 2022 and Oxford County Council on April 27, 2022. Staff will also provide a report at the April 27, 2022 meeting seeking Council's endorsement of a preferred water distribution and wastewater collection system operations and maintenance service delivery approach.

### Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
		3.iii.		5.ii.	

## DISCUSSION

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### Background

As noted in Report No. [CS 2021-14](#) and [CS 2022-03](#), the Provincial Government announced a second intake of the Municipal Modernization Fund to help municipalities modernize service delivery and reduce future costs by investing in projects such as service delivery reviews, development of shared services agreements, and capital. The investment was intended to support small and rural municipalities' efforts to be more efficient and reduce expenditure growth in the long term.

The joint Water Distribution and Wastewater Collection SDR Project was one of six initiatives that was approved for provincial funding (June 30, 2021) under the 2021 Review Stream Modernization Project category. In this regard, Oxford County collaborated with the Town of Tillsonburg and City of Woodstock to undertake and participate in a joint service delivery review.

The scope of the RFP assignment (refer to Attachment 1) was collectively reviewed by staff from the County, City of Woodstock and Town of Tillsonburg prior to release to the vendor market on July 15, 2021. Unfortunately, no submissions were received from the vendor market (13 plan takers) largely due to reported inability to deliver the proposed SDR RFP scope within the short project timelines as prescribed by the province (project completion by November 30, 2021).

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Staff subsequently liaised with MMAH to seek a longer project timeline and received provincial notification (August 24, 2021) that the provincial project completion deadline was revised to January 31, 2022. Staff re-released the SDR RFP on September 1, 2021 from which five plan takers reviewed the assignment. Two formal vendor bids were received on September 28, 2021. Following joint evaluation of the two bids by the participating municipalities, the SDR project was awarded to GM BluePlan Ltd. (September 30, 2021) as they were collectively determined to have the necessary skills and expertise to fully deliver the expected scope of the assignment. A second extension of the project completion deadline to March 23, 2022 was also later provided by MMAH.

## Comments

Under the *Municipal Act, 2001*, the County of Oxford holds exclusive municipal authority and responsibility for all water and wastewater services, including water distribution and wastewater collection as per Section 11(11). Previously, under the County of Oxford Act, all powers of Area Municipalities to exercise any authority for the water distribution or wastewater collection were also removed; however, the County was entitled under the *Municipal Act* to consider entering into agreements with any person, area municipality or local board for such services.

### Current State Water and Wastewater Operations and Maintenance Service Delivery Model

In the current state service delivery model, Oxford County owns all of the water distribution and wastewater collection system assets. Oxford County also operates and maintains all of these same system assets, with the exception of most of its water distribution and wastewater collection system assets that are located within the urban limits of Woodstock and Tillsonburg. In these cases, Woodstock and Tillsonburg operate and maintain the water distribution and wastewater collection systems on behalf of Oxford County, under service contract agreements that were established in approximately 1999 and have been historically renewed over time.

The most recent service contract agreements were updated in 2006 (City of Woodstock) and 2012 (Town of Tillsonburg). Though technically expired and outdated, these agreements have continued to remain in effect given neither party has terminated their respective agreement. The effectiveness of service delivery under these agreements has not been historically reviewed in any meaningful level of detail or alternative approaches for the same. As well, operational responsibilities for water and wastewater systems have evolved considerably since 1999, along with ongoing changes in provincial regulatory compliance and asset management legislation.

### Water and Wastewater Operations and Maintenance SDR Overview

As noted in Attachment 1, the recent SDR RFP assignment completed by GM BluePlan Ltd. served to comprehensively undertake a critical review of service delivery for **water distribution and wastewater collection services** performed by the County and its contracted service providers (Woodstock, Tillsonburg) between 2018 and 2020, examine the effectiveness of existing service delivery models in terms of level of service and financial performance, governance, compliance, sustainability, etc. and to identify alternative organizational approaches to optimize levels of service, risk and cost savings. A financial model was developed by GM BluePlan Ltd. and utilized as part of this overall analysis.

**Report No: PW 2022-19**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

The current state service delivery model was comparatively assessed with three alternative models as follows:

- **Model A: Centralized Service Model** where Oxford County owns, operates and maintains all of its water distribution and wastewater collection system assets;
- **Model B: Localized Service Model** where Tillsonburg and Woodstock owns, operates and maintains most of the water distribution and wastewater collection system assets within its urban limits. Involves transfer and sale of County water and wastewater system assets (excluding water and wastewater treatment plant, water supply and water pumping/storage assets) to Tillsonburg and Woodstock; and
- **Model C: Contract Service Model** where Oxford County contracts out the operation and maintenance of the water distribution and wastewater collection system assets that it owns (excluding water and wastewater treatment plant, water supply and water pumping/storage assets) to an external operating agency/contractor.

As well, **enhancements to the current state service delivery model** were also assessed and quantified to the extent possible.

In addition to the above alternative considerations, one of the respective Area Municipalities expressed an interest in acquiring treatment assets in addition to the *Model B* distribution and collection assets; however, this request was not received from both Area Municipalities. Given the many key challenges and public health risks associated with a decentralized treatment model as noted in the final SDR report, it was concluded that decentralizing treatment into individually owned or operated systems would be a complex process of disentanglement that may not offer tangible benefits that outweigh the risks. As such, the transfer of water and wastewater treatment assets and responsibilities to the Area Municipalities was not carried forward or modelled.

The findings and outcomes of the final water and wastewater SDR report will be further discussed during upcoming delegate presentations by GM BluePlan Ltd. to Tillsonburg Council on March 28, 2022, Woodstock Council on April 7, 2022 and Oxford County Council on April 27, 2022. Staff will also provide a report at the April 27, 2022 meeting seeking County Council's endorsement of a preferred water distribution and wastewater collection system operations and maintenance service delivery approach.



**Report No: PW 2022-19**  
**PUBLIC WORKS**  
**Council Date: March 23, 2022**

## Conclusions

The joint County of Oxford, Town of Tillsonburg and City of Woodstock Water and Wastewater SDR project was made possible through the Province's Municipal Modernization Fund.

The final report delivered to MMAH, Oxford County Council and the above noted Area Municipalities is in-keeping with the Provincial Government's intent to assist municipalities in reviewing service delivery with a view to finding a means to enhance services and reduce future costs for rate payers. In its current form, the independent final SDR report, as attached, offers several implementation opportunities for Council's consideration.

## SIGNATURES

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### Report Author:

Original signed by

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Don Ford, BA, CMM III, C.Tech.  
Manager of Water and Wastewater Services

### Departmental Approval:

Original signed by

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David Simpson, P.Eng., PMP  
Director of Public Works

### Approved for submission:

Original signed by

---

Gordon Hough on behalf of Michael Duben, B.A., LL.B.  
Acting Chief Administrative Officer

## ATTACHMENTS

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Attachment 1: Water and Wastewater SDR RFP  
Attachment 2: Final SDR Report (GM BluePlan Ltd.)

# Request for Proposals (RFP) Water and Wastewater Service Delivery Review

## REQUEST FOR PROPOSAL

### Water and Wastewater Service Delivery Review

Report No. PW 2022-19  
Attachment No. 1

## Introduction

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### 1. Purpose

The County of Oxford (County) is seeking proposal submissions for the provision of consulting engineering services to conduct a review of water and wastewater service delivery in the County (including contracted services), as described in this Request for Proposal (RFP). The service delivery review and associated evaluation process is intended to systematically determine the most appropriate and cost effective way to provide municipal water distribution and wastewater collection services, while maintaining or improving service levels.

### 2. Background

Located in the heart of south-western Ontario, Oxford County has a population of approximately 119,000 residents. Oxford is “growing stronger together” through demonstrated partnerships with residents, businesses, and the eight area municipalities, comprising Blandford-Blenheim, East Zorra-Tavistock, Ingersoll, Norwich, South-West Oxford, Tillsonburg, Woodstock, and Zorra. One of Ontario’s foremost farming communities, Oxford’s location at the crossroads of Highways 401 and 403 has contributed to the development of a significant commercial and industrial sector.

The County owns 17 municipal drinking water systems and 11 municipal wastewater systems which includes, but is not limited to, approximately 735 km of distribution watermains, 17 water treatment plants, 42 water reservoirs/storage towers, 6 water booster stations, 61 active groundwater wells, 600 km of sewers & forcemains, 36 sewage pumping stations; 9 wastewater treatment plants, SCADA systems, biosolids management facility, etc.

The County holds exclusive municipal authority and responsibility for all water and wastewater system services, including water distribution and wastewater collection, as per Section 11(11) of the *Municipal Act, 2001*. Currently, the County operates and maintains all aspects of their municipal water and wastewater systems with the exception of water distribution and wastewater collection services in Woodstock and Tillsonburg which are being performed by their respective operating authorities (within their urban centres) through service contracts on behalf of Oxford County.

In response to the 2019 Regional Government Review, municipalities were recommended to carry out local service reviews to identify and implement opportunities to modernize service delivery in a more efficient and cost effective manner. Accordingly, a high level joint service delivery review was undertaken for Oxford County and its eight Area Municipalities in 2019 by Watson & Associates Economists, Dillon Consulting Ltd. and Monteith Brown Planning Consultants to seek potential efficiencies and modernization opportunities. The findings of this review were further assessed by all respective Chief Administrative Officers in early 2020 through a facilitated workshop led by John Matheson / Michael Fenn and associated

# Request for Proposals (RFP) Water and Wastewater Service Delivery Review

recommendations and highlights were publicly presented by the same at Oxford County Council on February 10, 2021.

While some findings were positioned from the 2019 review and the subsequent facilitated workshop; limited detail was provided within the review of water and wastewater service delivery and associated recommendations were somewhat limited.

Accordingly, the County sought to undertake further review and has received funding from the second intake of the provincial MMAH Municipal Modernization Program to carry out additional review of water and wastewater service delivery as per the detailed scope provided within this RFP. In this regard, many different water and wastewater system management and operating models are available for municipal comparison.

The following background reports will be made available to aid proponents in the preparation of their proposal:

- Oxford Joint Service Delivery Review – CAO Update (May 25, 2020) and Service Delivery Review – Oxford County Municipalities (April 30, 2020);
- Joint Service Delivery Review Workshop Report (February 10, 2021); and
- Report No. CS 2021-14 - Municipal Modernization Program Funding Proposals – Intake 2 (March 14, 2021).

## Scope of Work

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The successful Consultant will undertake the project as set out in this RFP in order to examine the effectiveness of existing water distribution and wastewater collection service delivery models (in-house, existing service contracts, other 3<sup>rd</sup> party service providers etc.) in terms of level of service and financial performance (including full lifecycle cost benefit analysis) and identify potential alternative organizational approaches to derive cost savings and maintain/improve levels of service.

The scope of work shall encompass, but not be limited to, the following tasks:

### **TASK 1: CURRENT SERVICE DELIVERY OVERVIEW**

- 1.1** Overview of existing water distribution and wastewater collection system assets, operational facilities, fleet & equipment, work order management systems, service offerings, etc.
- 1.2** Document applicable required levels of service metrics and best management practices (i.e. critical valve turning, non-critical valve turning, hydrant flushing, hydrant testing, sewer CCTV, sewer flushing, manhole inspections, etc.) etc.) for the operations and maintenance of the County's water distribution system and wastewater collection system;
- 1.3** Review of current state organizational structure and staffing/certifications (County & respective contracted service providers) which provides for water distribution and wastewater collection services; and

# Request for Proposals (RFP) Water and Wastewater Service Delivery Review

- 1.4 Document and consider current/future issues and trends that will affect water distribution and wastewater collection systems operational resourcing (i.e. growth, asset management; operator training, regulatory compliance, etc.).

## **TASK 2: COMPARATIVE SERVICE DELIVERY ANALYSIS \***

- 2.1 Derive comparative alternative organizational structure models (up to 3 options) to deliver water distribution and wastewater collection services that could be utilized to maintain County owned watermain and sewer assets in a state of good repair, along with accommodation requirements/options to each proposed structure;
- 2.2 Develop comparative efficiency metrics (County & respective contracted service providers and other representative municipal benchmarking), including but not limited to staffing relative to system sizes (i.e. # operators per 100 km of watermain; # operators per 100 km of sewer), financial performance (i.e. operating cost per km of watermain, operating cost per km of sewer; etc.), and annual service outputs (i.e. preventative maintenance, reactive maintenance, system asset condition assessment and monitoring, etc.);
- 2.3 Provide full lifecycle cost benefit analysis of existing and comparative alternative organizational approaches (up to 3 options), which considers organizational structure staffing levels, fleet/facility/equipment/property asset requirements, stranded assets, financial performance (direct, indirect, tangible costs), etc., and
- 2.4 Amongst the various service delivery models, assess any additional opportunities/efficiencies for 3<sup>rd</sup> party contracted services for specific work tasks, including, but not limited to, system flushing, CCTV, locates, backflow preventer inspections, etc. and/or potential system-wide service bundling (in-house and/or contracted service provider) of the same.

**\* NOTE:** Financial performance for the years 2018 to 2020 are to be assessed by the successful Consultant through detailed review of municipal Financial Information Reporting, annual operating budgets, financial analyst interviews, etc.

Annual service level outputs for the years 2018 to 2020 are to be assessed.

The requirements outlined within this RFP represent a minimum expectation for the deliverables of this project. However, it remains the responsibility of the Proponent to propose and undertake a work plan that includes all necessary tasks and level of effort to deliver the technical and project management services. Should additional services be proposed, the County reserves the right to assign value or not to those additional services in the evaluation of submitted Proposals.

## Deliverables

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### **Project Team Meetings / Video-Conferencing (8)**

### **Area Municipality Meetings / Video-Conferencing (6) – Tillsonburg and Woodstock**

### **Earned Value Reporting Summaries (Monthly)**

#### **Technical Memorandum No. 1** (September, 2021)

– Overview of existing water distribution and wastewater collection system assets, documentation of system technical levels of service, current state organizational structure and staffing /licensing including overall responsible operator and operator in charge emergency on-call structure, current service offerings and current/future issues and trends impacting system operations.

#### **Technical Memorandum No. 2** (October, 2021)

– Identify alternative service delivery models (up to 3 options) to existing organizational structure consistent with regulatory requirements for water and wastewater operations, develop comparative efficiency metrics, undertake comparative analysis of existing and alternative organizational service delivery models including full lifecycle costing (assets, staffing) and assess any additional opportunities/efficiencies for 3<sup>rd</sup> party contracted services/bundling.

#### **Draft Service Delivery Review Report** (October, 2021)

– Draft Executive Summary, draft comparative service delivery recommendations, draft implementation scatterplot (ease of implementation and expected benefits), and draft compilation of Technical Memorandums No. 1-2, including appendices.

#### **Final Service Delivery Review Report** (October, 2021)

– Executive Summary, comparative service delivery recommendations, implementation scatterplot (ease of implementation and expected benefits), compilation of Technical Memorandums No. 1-2, including appendices

### **Council Presentations (up to 4)** (October, 2021)

## Reporting and Communication

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The successful Consultant will report to the County's Project Manager and any other representatives as assigned by Oxford County.

Written approval will be required from the Project Manager prior to the successful Consultant altering any tasks or deliverables. The County Project Manager will be responsible for overseeing the day to day operations of the project on behalf of the County. The County Project Manager will work with the successful Consultant to ensure that all requirements and deadlines are met.

## Proposal Requirements at Submission

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The submitted proposal should include the items listed below. It is critical to note that if any of the following items cannot be provided in the proposal package, the Proponent (Bidder) shall inform the County Project Manager in writing and obtain advance approval for omission prior to submission, otherwise the submission will be considered incomplete, and may be disqualified.

The Proponent (Bidder) submission on the Electronic Bidding System shall require the upload of a **technical proposal** in “.pdf format”. The following information is required in the proponent’s **technical proposal** submission:

- Identification of all project team members by area of expertise responsibility and role in the project including a brief relevant biography for each;
- Identification of any sub-Consultants who would be included on the Project Team, their roles, and experience relevant to this assignment;
- A detailed description of the Proponent’s work plan approach to meeting the scope of the work, including a proposed schedule for carrying out each component (Gantt Chart Schedule). Specific tasks should be clearly identified;
- A detailed description of the Quality Assurance (QA)/ Quality Control (QC) mechanism in place exhibiting the Proponent commitments to quality including QA/QC procedures used in the preparation of all deliverables submitted to the County for data analyses, comparator metrics, technical memoranda, reports, etc. The QA/QC system in place will be an important consideration in the selection process;
- A description of the Proponent invoicing policies and procedures, for example monthly billing, staff hours, project expenses, and cost break-down by task including total budget, current invoice amount, previous invoiced amount, total invoiced to date, remaining budget, percent spent, and percent complete; and.
- A work breakdown structure and work plan in the **technical proposal** detailing staff man-hours spent per task (excluding fees); and

**The *technical proposal* should not exceed 10 single sided pages in length**, excluding curriculum vitae, project references, work breakdown structure and Gantt chart schedule.

The Electronic Bidding System (under Schedule of Prices) shall also require that the Proponent (Bidder) input the Subtotal amount (**financial proposal**) for each of the subtasks identified in the Scope of Work sections 1 - 2. The following information is required in the proponent’s **financial proposal** submission:

- A detailed cost estimate for each component of the project, including the number of hours required to complete each of the tasks and subtasks by each member of the consulting team and the hourly rates; and
- Total Task Costs shall be detailed in a spreadsheet similar to the work breakdown structure used in the technical proposal.

# Request for Proposals (RFP)

## Water and Wastewater Service Delivery Review

There is no guarantee to the quantity of work and extra work rates identified in the work breakdown structure and Gantt chart schedule that will be undertaken at hourly rates. Oxford County reserves the right to reduce the scope of work without penalty. Oxford County will be responsible for managing the scope of the project throughout the undertaking. Any out of scope work will need to be approved by the County's Project Manager.

### RFP Evaluation Criteria

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#### 1. Evaluation Process

Each proposal will be evaluated by the County on the basis of the information provided by the Proponent in its proposal. Each proposal will be reviewed to assess compliance with the requirements set out in this RFP. Evaluation results will be the property of the County.

The County may request clarification to ascertain a Proponent's understanding of the proposal for the purpose of the evaluation process. The County may adjust the evaluation score or ranking of proposals as an outcome of the clarifications. The County reserves the right to limit clarification to any number of Proponents as determined by the County regardless of the number of the Proponents the submitted proposals.

Each submission will be evaluated in two stages. 'Stage One' will consist of evaluating the **technical proposal**. Technical proposals will need to achieve the minimum score of 70 to advance to 'Stage Two'. Technical proposals which do not meet the minimum score required will be deemed non-compliant and will not be given any further consideration and the Schedule of Prices will remain unopened on the Electronic Bidding System.

In 'Stage Two', the Consulting fees (**financial proposal**) for the Proponent(s) will be opened (for only those which achieved the minimum technical score threshold from 'Stage One') and reviewed on the Electronic Bidding System in accordance with the process indicated the following section – Submission Weighting.

Upon completion of review of both the technical and financial proposals, Oxford County will select the successful Consultant based on the highest total scoring (best overall value to the County).

#### 2. Submission Weighting

Proposal submissions will be assessed, scored and awarded, based on the evaluation criteria, but not limited to, the following:

# Request for Proposals (RFP)

## Water and Wastewater Service Delivery Review

<b>Category</b>	<b>Available Points</b>
<b>Technical Proposal – Stage One Evaluation Criteria</b>	
1. Project Manager qualifications and Corporate experience on directly related projects.	15
2. Experience and qualifications of key team members, technical and support staff on directly related projects.	10
3. Understanding of project goals, implementation strategy, methodology and approach.	25
4. Proposed Work Plan, Schedule and Level of Effort	20
5. Valued Added Services	10
<b>Financial Proposal – Stage Two Evaluation Criteria</b>	
1. Cost Effectiveness	20
<b>TOTAL AVAILABLE POINTS</b>	<b>100</b>

### Technical Proposal – Stage One

#### 1. Project Manager Qualifications and Corporate Experience on directly related projects (15 Points)

Provide the qualifications and experience of the Project Manager and outline your relevant corporate experience.

Detail three projects completed by your firm (preferably over the past five years) of comparable and relevant scope and complexity.

For each project description provide the name of the client, contact information, name of the project, date and duration, methodology employed, similarities to the scope of this project, and dollar value of the contract. Also, identify whether or not projects were completed on time and within budget, and if not, provide an explanation.

The County will only consider three project examples. If more than three project examples are provided, only the first three will be considered.

Project Manager Experience	9 Points
Project No. 1	2 Points
Project No. 2	2 Points
Project No. 3	2 Points

References may be contacted at the discretion of the County.



# Request for Proposals (RFP)

## Water and Wastewater Service Delivery Review

### 2. Experience and Qualifications of the Key Team Members (10 Points)

Provide the qualifications and experience of the Key Team Members, Sub-Consultants and other staff. Key Team members should provide recent experience with projects of similar scope.

List all team members by proposed role or responsibility and the name of staff, years of experience, and list of relevant projects in a table format. Ensure all relevant disciplines are documented.

Key Team Members	5 Points
Sub-Consultants	5 Points *

\* If no Sub-Consultants listed, Key Team Members will be allocated up to 10 Points.

### 3. Understanding of Project Goals, Implementation Strategy, Methodology, and approach (25 Points)

Describe your understanding of the assignment, including overall scope and objectives, noting any specific issues that may require extraordinary attention.

Describe the approach and methodology to be followed in completing all aspects of the assignment in order to achieve the stated project objectives. The Approach section of the technical proposal shall outline the Proponent’s strategies, assumptions, and ideas for completing this assignment and obtaining the necessary approvals as well as, details on how your corporate Quality Assurance and Quality Control will be implemented specifically for this project to ensure that Schedule, Cost and Quality objectives of the assignment are met.

The Proponent should also identify key success/risk factors for the projects and how they will be managed.

### 4. Proposed Work Plan, Schedule, and Level of Effort (20 Points)

Provide a work plan and schedule, including a work breakdown structure and Gantt schedule of the major tasks, specific milestones and the level of effort of the individual team members to allow for a complete understanding as to how and by whom the work is to be carried out in order to successfully deliver the project. The level of effort presented in the technical proposal must be expressed in man-hours.

Work Plan/Breakdown Structure and Gantt Schedule	10 Points
Level of Effort is Appropriate	10 Points

Although the ‘person day allocations’ are often included within the sealed financial proposal, the County requires that a copy, **without financial details** such as per hour rates, be included in your technical proposal, so that the level of effort can be clearly determined and may be evaluated at this stage.

# Request for Proposals (RFP) Water and Wastewater Service Delivery Review

## 5. Value Added Services (10 Points)

Describe your organizational ability to provide innovative and efficient value-added services in your work plan to deliver the base requirements of the RFP. The Proponent should explain the respective value of such strategic services and the expected results of their application.

### Financial Proposal – Stage Two

The Proposal with the lowest price will be given 20 points. The points assigned for the price component of the other proposals will be calculated using the following formula:  $\text{Lowest price} \div \text{submitted price} \times 20 \text{ points}$ .

## Agreement

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The successful Consultant will be required to enter into a formal Agreement with Oxford County for the project (M.E.A./C.E.O. Client/Consultant Agreement for Municipal Works). Upon award, the successful Consultant will submit a draft of the current version of MEA/CEO agreement for the County's review. The County reserves the right to negotiate the terms and conditions of the Agreement.

### a) Basis of Payment

Agreement should reflect "Upset Cost Limit"

### b) Insurance

Refer to Section 17.1 of the County's Purchasing Policy (Appendix A) for general liability, auto, and professional liability and errors & omissions insurance requirements - to be complied with by the successful Consultant.

## Proponent Enquiries during the RFP Submission Period

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If a Proponent (Bidder) needs to address any discrepancies, errors and/or omissions in the Bid Document, or if they are in doubt as to any part thereof they shall submit questions in writing through [[oxfordcounty.bidsandtenders.ca](http://oxfordcounty.bidsandtenders.ca)] using the "Submit Question" feature associated with the Bid Opportunity.

Questions are to be submitted online and not through e-mail. Questions will be accepted up to and until closing of the bid. However; questions asked within seventy-two (72) hours of bid closing may go unanswered. If a question asked within seventy-two (72) hours of bid closing will have major ramifications on all bidders, at the discretion of Oxford County, an addendum may be issued to clarify which could result in changes to the bid; including changes to the closing date up to cancellation of the bid opportunity.

# Request for Proposals (RFP) Water and Wastewater Service Delivery Review

## Submission Date

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Oxford County shall **only** accept and receive Electronic submissions through the [\[oxfordcounty.bidsandtenders.ca\]](http://oxfordcounty.bidsandtenders.ca), hereafter called the “**BIDDING SYSTEM**”.

HARD-COPY SUBMISSIONS SHALL **NOT** BE ACCEPTED.

Submissions shall be received by the Bidding System, until **2:00 p.m. (local time), on Wednesday, August 18, 2021**. Late Bids shall **NOT** be accepted by the Bidding System.

All Proponents (Bidders) shall have a Bidding System Vendor account and be registered as a Plan Taker for this Bid opportunity, which will enable the Bidder to download the Bid Call Document, to receive Addenda/Addendum e-mail notifications, download Addendums and to submit their bid electronically through the Bidding System.

Bidders are cautioned that the timing of their Submission is based on when the Bid is **RECEIVED** by the Bidding System, **not** when a Bid is submitted by a Bidder, as Bid transmission can be delayed due to file transfer size, transmission speed, etc.

For the above reasons, Oxford County recommends that Bidders allow sufficient time to upload their Bid Submission and attachment(s) (if applicable) and to resolve any issues that may arise. The closing time and date shall be determined by the Bidding System’s web clock.

***The consulting assignment awarded is anticipated by August 25, 2021 with project commencement shortly thereafter.***



# Joint Water and Wastewater Service Delivery Review Report

March 16 2022

**GM BluePlan Engineering Limited**  
Stoney Creek, Ontario [gmblueplan.ca](http://gmblueplan.ca)





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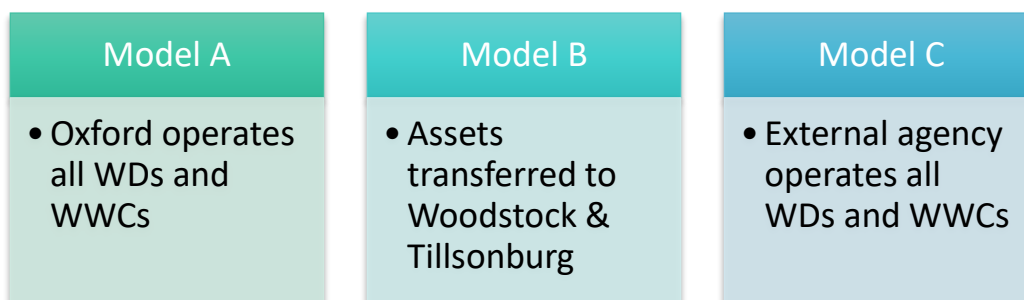
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## 1. Executive Summary

The County of Oxford operates all of the municipal water distribution (WD) and wastewater collection (WWC) systems within the eight Area Municipalities, except for two systems where the City of Woodstock and the Town of Tillsonburg perform these services under contract to Oxford County and are engaged as Operating Authorities. The County, City of Woodstock and Town of Tillsonburg engaged GM BluePlan to conduct a joint Service Delivery Review to examine the viabilities and effectiveness of water distribution and wastewater collection service delivery models.

Current state was assessed, to fully understand a baseline and explore challenges, costs and benefits experienced with the current service delivery mode. Several alternate models were considered (shown below), and these models were explored and compared based on a variety of criteria. This process was carried out in consultation with staff from Oxford, Tillsonburg and Woodstock, and through analysis of data from 2018-2020.



Model A involves the County of Oxford assuming full Operating Authority responsibility for the WDs and WWCs in Tillsonburg and Woodstock and continuing as WD and WWC Operating Authority for all of the other Area Municipalities. Model A offers the most advantages and least number of disadvantages and risks to the County and its citizens. It is recommended that Model A be further pursued as the preferred model to deliver water distribution and wastewater collection services in Oxford County. Model A is identified as the option with the greatest ease of implementation and benefits, and the lowest overall risk related to legislative requirements, operations, and other considerations.

Model A is the only model that offered annual savings, rather than estimated increases in costs, and also is estimated to require relatively minor one-time capital costs. Beyond financial benefits, other considerations for Model A contribute to this recommendation, including consistent customer experience, service levels across the Area Municipalities. Established and proven systems and resources can be utilized, and as Owner and Operating Authority for other WDs and WWCs, Oxford is already carrying out the core responsibilities required with the transition. This allows for benefits from economies of scale and substantive annual operating savings.



Model B (transitioning ownership and operation of WD and WWC assets to Tillsonburg and Woodstock) and Model C (operation by external agency/contractor) have specific strengths and benefits which are discussed in this document. However, the increased costs, administrative challenges, and operational learning curves outweigh these benefits.

Regardless of which model is chosen, the best practices included in this report, identified as Status Quo Plus, should be explored in the next steps of implementation.

**Under Model A as recommended, the service delivery expenditures reviewed that are identified as potential cost savings is \$1,035,976 (or 18.25% of the total current service delivery expenditures).**



## 2. Background

The County of Oxford (the County), City of Woodstock and Town of Tillsonburg engaged GM BluePlan to conduct a joint Service Delivery Review (the Review) that examines the viabilities and effectiveness of water distribution (WD) and wastewater collection (WWC) service delivery models.

All of the municipal water and wastewater treatment assets within the eight Area Municipalities are both owned and operated by the County. The water distribution and wastewater collection systems are also owned by the County, and the County operates all of the WDs and WWCs<sup>1</sup> except for those in Woodstock and Tillsonburg. The City of Woodstock and the Town of Tillsonburg perform these services under contract to the County and are engaged as Operating Authorities for the respective Woodstock and Tillsonburg WDs and WWCs; the local municipalities perform operational responsibilities on these systems under the authority of the *Safe Drinking Water Act (2002)*, similar to a contractor to the County. The most recent Operating Authority service contract agreements between the County and Woodstock/Tillsonburg were last updated in 2006 (City of Woodstock) and 2012 (Town of Tillsonburg). Though technically expired and outdated, these agreements have continued to remain in effect given neither party has terminated their respective agreement.

The purpose of this assignment was to review this current operational model in more detail, assessing the people, processes, technology, and expenditures involved in service delivery, to identify potential opportunities for improvement that would optimize the service delivery model and modernize operations. The provision of water and wastewater services is viewed in most jurisdictions as a service that is fundamentally tied to the life and future well being of the community and is seen quite differently than other utilities such as power, gas and telecommunications. Hence, special considerations of a range of criteria are included in this fulsome evaluation.

Service Areas being reviewed include WD and WWC performed by three Operating Authorities: the County, the Town of Tillsonburg (Tillsonburg), and the City of Woodstock (Woodstock). The key categories of service tasks for both water and wastewater include:

- Billing,
- Customer service,
- Engineering,
- Operation, maintenance and monitoring,
- Planning,
- Policy/legal, and

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- <sup>1</sup> WD systems: Beachville, Bright, Brownsville, Dereham, Drumbo-Princeton, Embro, Hickson, Ingersoll, Innerkip, Lakeside, Mt. Elgin, Oxford South, Plattsville, Tavistock, and Thamesford  
 - WWC systems: Drumbo, Embro, Ingersoll, Innerkip, Mount Elgin, Norwich, Plattsville, Tavistock, Thamesford



- General compliance/conformance tasks such as budgeting, drinking water Quality Management System (QMS), and backflow enforcement.

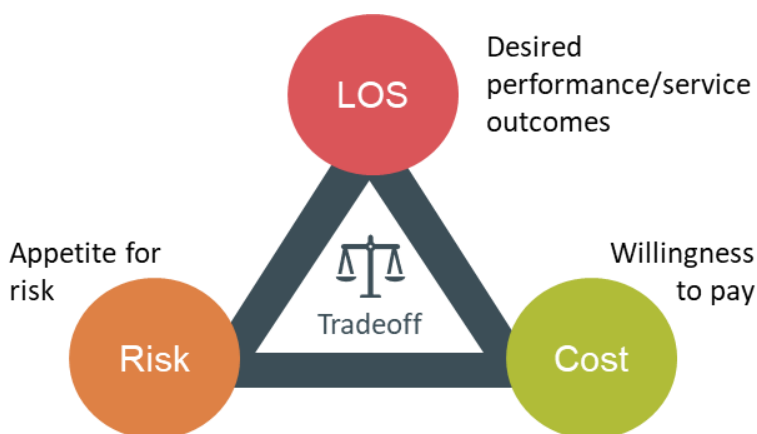
## 2.1 Cost, Level of Service and Risk

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Ontario municipalities delivering water and wastewater services are challenged by complex legislation and fiscal constraints, increasing customers/expectations, and aging infrastructure. To address these challenges while maintaining service levels and financial targets, owners and operating authorities strive to balance three intrinsically connected elements: service levels, cost and risk.

The tension between these elements typically results in impacts and trade-offs. For example, by allowing one element to decline or conversely by enhancing another, an organization can be pushed off balance and away from the optimum center point. A municipality may elevate its levels of service beyond what the organization can afford - the cost of service provision may be reaching beyond what the community is willing to pay. When the tension between level of service and cost is not balanced, it exposes the organization to sustainability risks.

*Figure 1 Balance of Risk - Level of Service - Cost*



The County is seeking to establish this balance between service levels, cost and risk by defining current state, exploring alternate models for water and wastewater service delivery, and identifying efficiencies that may work towards an optimum balance.

## 2.2 Objective

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The overall purpose of assignment is to systematically determine the most appropriate and cost effective way to provide municipal water distribution and wastewater collection services, while optimizing service levels. Optimizing service levels, cost and risk while maintaining safe, reliable and sustainable services are the common goals of all of the municipalities involved.

## 2.3 Methodology

To begin, a stakeholder group was established to collect data, consult on current practices and communicate model options. These stakeholders included representation from the Town of Tillsonburg, City of Woodstock and County of Oxford.

A common industry framework<sup>2</sup>, illustrated in the diagram below, was used to view water and wastewater service provision. The framework is designed to help water and wastewater utility managers make informed decisions and practical, systematic changes to achieve excellence in utility performance in the face of everyday challenges and long-term needs of the utility and the community it serves.

The following are the core elements of the Effective Utility Management Model:

- Product Quality
- Customer Satisfaction
- Employee and Leadership Development
- Operational Optimization
- Financial Viability
- Infrastructure Strategy and Performance
- Enterprise Resiliency
- Community Sustainability
- Water Resource Sustainability
- Stakeholder Understanding and Support

*Figure 2 Effective Utility Management Model*



The GM BluePlan team carried out the following steps to complete this assignment:

- Consultation / Data Review & Analysis (2018-2020) / Interviews / Workshops phase;
- Current state review;
- Models definition and evaluations – introduction of status quo plus;
- Financial modelling;
- Implementation scatterplot; and
- Final recommendation.

<sup>2</sup> <https://www.nacwa.org/docs/default-source/resources---public/eum-primer-final-1-24-17.pdf?sfvrsn=6>

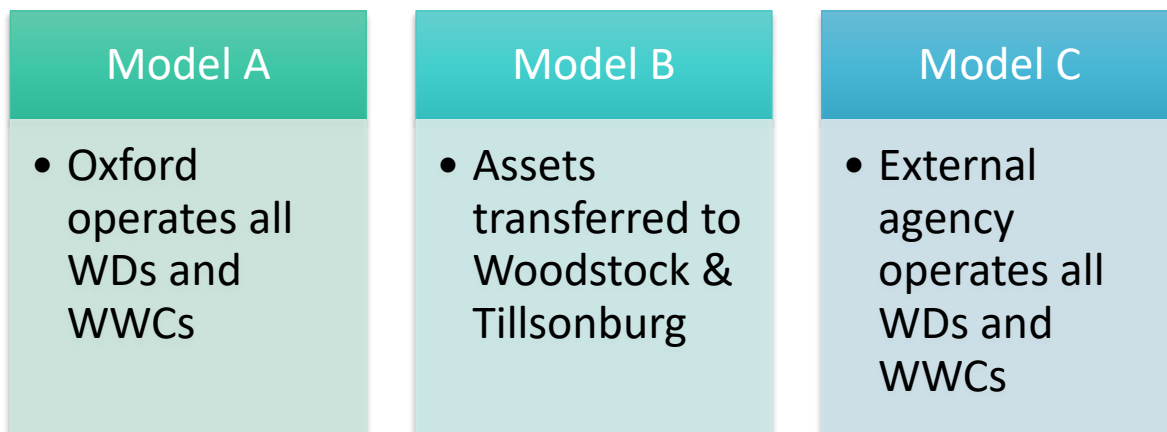


The model evaluations involved a fulsome review of:

- Legislation;
- Service levels;
- Governance and organizational structure;
- Planning and sustainability;
- Customer relations;
- Pros and cons;
- Risks; and
- Financials – including revenues, expenditures, reserves and capital forecasts, and cost of service comparisons.

### Models

Three comparator model options were agreed upon by stakeholders for evaluation. Oxford currently operates and maintains all water and wastewater treatment service, and treatment assets and responsibilities are not included in this evaluation.



One of the local municipalities expressed an interest in also acquiring treatment assets along with distribution and collection, however the County identified some key challenges with this suggestion. Several key challenges with a decentralized treatment model exist, and continued minimization of public health risks is paramount. The County has found efficiencies and has reduced public health risk by providing heavily regulated water treatment and wastewater treatment operations through a centralized model. It was concluded that decentralizing treatment into individually owned or operated systems would be a complex process of disentanglement that would most likely not offer tangible benefits that outweigh the risks.



### **Model A – Oxford Operating Authority of All WD and WWC Systems**

In this model, Oxford assumes Operating Authority full responsibility as the Operating Authority for the operation and management of its WD and WWC systems in Tillsonburg and Woodstock. The County continues to own all of its assets in this regard.

- Contractual agreements with the Town Tillsonburg and City of Woodstock are not renewed.
- All water & wastewater responsibilities are assumed by Oxford.
- Oxford would continue to bill customers.

### **Model B - Local Ownership & Operation of WD and WWC Systems**

In this model, the Town and City assume ownership of respective WD and WWC assets, and full Owner and Operating Authority responsibilities for the WD and WWC services. The transferred assets are shown in Table 1.

*Table 1 Model B - Assets to Transfer in Ownership and Responsibility*

	<b>Asset Type</b>	<b>Quantity</b>	<b>Units</b>
<b>Woodstock</b>	<b>Water Distribution</b>		
	<i>Local watermains and transmission main, all diameters</i>	275	km
	<b>Wastewater Collection</b>		
	<i>Gravity Sewers including trunk sewers</i>	242.6	km
	Force mains	3.4	km
	Sewage Pumping Station	4	#
	Grinder pumps	18	#
	Embro SPS	1	#
	Innerkip SPS	1	#
	Embro Force main	14774	m
	Innerkip Force main	7658	m
Odour Control Facilities	2	#	
<b>Tillsonburg</b>	<b>Water Distribution</b>		
	<i>Local watermains and transmission main, all diameters</i>	155	km
	<b>Wastewater Collection</b>		
	<i>Gravity Sewers including trunk sewers</i>	115.7	km
	Force mains	2.3	km
	Sewage Pumping Stations	3	#

*Assets currently operated by the Town or City are noted in italics.*



- Contractual agreements between County and the Town Tillsonburg and City of Woodstock are not renewed.
- Legal transition of assets and related permits/licenses from Oxford to respective municipalities.
- Transition of all ownership and operating authority responsibilities occurs.
- The Town and City distribute water via County treatment and transmission mains to homes and businesses, collect wastewater and return it to Oxford via trunk mains for treatment.
- Drinking water and wastewater treatment services are purchased at a wholesale rate from Oxford.
- Oxford continues to operate water trunk feeder mains, water booster pumping stations and water storage/tower facilities, managed through SCADA. Sewage forcemains, odour control facilities, sewage pumping stations, etc., become operational responsibility of the Town and City.
- Oxford revenues for the Town and City's portion of treatment and reserves are supplied through the wholesale rate.
- Water billing and revenue are managed solely by the Town and City.
- Water and Wastewater Treatment continues to be provided by Oxford staff.

The process for transferring the assets and related legal implications was not within the scope of this project. A detailed assessment of the larger financial and legal implications such as asset valuation, reserve transfers and the cost of borrowing, would be required for further evaluation or implementation of this model.

### ***Model C – Contract WD and WWC of All Systems to External Operating Agency***

Oxford to contract out all WD & WWC service management, excluding water treatment and wastewater treatment and operations to an external operating agency or contractor. Within the model, the scope of the assets to be operated by an external agency would include all distribution and collection linear and vertical assets for all local municipalities.

- Contractual agreements with the Town Tillsonburg and City of Woodstock are ceased.
- An RFP or Tendering process is developed.
- Operating authority responsibilities of all of the municipal water distribution and wastewater collection systems is transferred to the external agency/contractor under an operating agreement (required under the *Safe Drinking Water Act*).
- Water and Wastewater Treatment continues to be provided by Oxford staff.
- Feeder mains and water/wastewater treatment facilities would not be included.
- All assets continue to be owned by Oxford.

## **2.4 General Assumptions**

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The success and effectiveness of any of the service delivery models is subject to several external uncertainties. These uncertainties are realistic and pose pressures on assets, operations and personnel coverage, but since they are applicable across all models, have not been factored into the evaluations.



- New and changing legislation, such as changing requirements for water distribution, wastewater collection, quality management, or asset management;
- Climate change impacts (e.g. flooding, infrastructure condition and demand);
- Hyper-inflation affecting purchased goods, services, fuel and energy costs;
- Impacts of pandemic; and
- Shortage in qualified / licensed staff.

In the financial considerations for Model B, it should be noted that an extensive evaluation process will be required to set the valuation of assets that are to be transferred from Oxford to Woodstock and Tillsonburg, and to define the methodology and cost of that asset transfer. Under the PSAB Tangible Capital Assets, these assets are identified within Oxford's ownership and a methodology will need to be agreed upon for how these assets are transferred. This could be a considerable financial issue for all parties.

### 3. Current State

Legislated requirements in municipal water and wastewater services is complex and extensive. As such, the model evaluations had to take into consideration the risks, efficiencies and complexities that are involved with each model, and the potential effects on maintaining compliance. Legislative considerations included the *Municipal Act (2001)*, *Safe Drinking Water Act (2002)*, and its numerous regulations, with particular focus on the Municipal Drinking Water Licensing Program, the *Drinking Water Quality Management Standard (2017, v.2.0)*, the *Ontario Water Resources Act (1990)*, and the *Infrastructure for Jobs and Prosperity Act (2015)*, amongst others. Current municipal by-laws, policies and contracts were also reviewed and considered, including agreements with neighbouring municipalities, by-laws, collective agreements, Asset Management Policy, QMS Policies and Strategic Plans, amongst others.

#### 3.1 Responsibilities

Under the Safe Drinking Water Act, Owners and Operating Authorities both are prescribed duties to:

- Maintain compliance
- Maintain assets in a fit state of repair, and
- Operate systems with trained persons. The County of Oxford has Owner and Operating Authority responsibilities for water distribution and wastewater collection in Beachville, Bright, Brownsville, Dereham, Drumbo-Princeton, Embro, Hickson, Ingersoll, Innerkip, Lakeside, Mt. Elgin, Oxford South, Plattsville, Tavistock, and Thamesford.
- In Tillsonburg and Woodstock WDs and WWCs, operating responsibilities are shared between Oxford, the Town of Tillsonburg and the City of Woodstock.

The general list of key responsibilities is provided.



The core water distribution and wastewater collection responsibilities include:

### General

- By-law Enforcement
- Capital & Operating Budget
- Climate Change Adaptation
- Drinking Water Quality Management
- Emergency Management
- Energy Demand Management
- Health & Safety Management
- New Service Inspections
- Source Water Protection
- Water Backflow Enforcement
- Water Efficiency and Conservation Program
- WW Biosolids Land Application

### Operation, Maintenance & Monitoring

- Break Response & Repair
- Hydrant Flow Test
- Hydrant Flushing & Inspection
- Locates
- Maintenance of Drain Valves/Air Release Valves/Pressure Reducing Valves
- Meter Installation/Repair/Maintenance
- O&M of Water Local Main
- O&M of Water Transmission Main
- O&M of WW Forcemain (including swabbing)
- O&M of WW Local & Trunk Sewer
- O&M of WW SPSs, Odour Control Facilities
- Quality Sampling & Testing
- SCADA
- Sewer Flow Monitoring
- Sewer Flushing & CCTV
- Water Backflow Testing
- Water Valve Cycling
- WW Effluent Quality Management
- WW Grinder Pump Inspection & Maintenance
- WW Maintenance Hole Inspection
- WW Septic Tank Inspection

### Engineering

- Capital Delivery Support
- Cast Iron Water Main Replacement Program
- Development Application Review
- GIS Maintenance
- Hydraulic Modelling
- System Optimization & Process Engineering
- W/WW Hydraulic Modelling
- WW Inflow & Infiltration Studies

### Policy & Legal

- ICI Abatement agreements
- Policy and By-law Setting
- Water Agreements – Norfolk
- WW Agreement - East Zorra-Tavistock

### Planning

- Asset Management
- Business Continuity Planning
- Condition Assessments
- Long-term Budget Forecasting
- Master Planning & Class EAs
- Rate Studies
- Secondary Plan / Functional Servicing Reporting
- Water Financial Plan

### Billing

- Billing and Payments
- Billing Inquiries
- Billing Provider Contract Management
- Meter Reads
- Water Shutoffs

### Customer Communications

- Customer Outreach & Communication
- Customer Service

### 3.2 Levels of Service

Overall, the level of service aim for Oxford and the local municipalities is to provide **safe, reliable** and **sustainable** drinking water & wastewater services to consumers within Oxford County. The levels of service are parameters that describe the extent and quality of services that the municipality provides to its citizens.

It is challenging to align service level objectives between multiple municipalities, as methodologies, data collection methods and data interpretation varies. Each municipality is currently providing water and wastewater distribution and collection services at different service levels.

*Table 2 Levels of Service<sup>3</sup>, Targets and Comparison, 2020*

Commitment	Target Indicator (annual)	Current Performance (2020)		
		Oxford	Tillsonburg	Woodstock
Safe	Zero Ministry non-compliances, orders	Green	Green	Green
	Zero DWQMS external non-conformances	Green	Green	Green
	Zero precautionary boil water advisories	Green	Green	Green
	Zero adverse water quality incidents	Green	Orange	Green
Reliable	100% of critical valves cycled	Green	Orange	Green
	25% of non-critical valves cycled	Green	Orange	Plus
	Hydrants regularly flushed (number of flushes)	Green	Green	Green
	20% of all hydrants flow tested <sup>4</sup>	Plus	Red	Red
	7% of sewers inspected with CCTV	Orange	Red	Green
	20% of sewers flushed (not including flushing for CCTV)	Orange	Plus	Orange
	20% of maintenance holes inspected	Plus	Orange	Plus
Sustainable	Financial metrics – to be discussed in Section 3.3	-	-	-

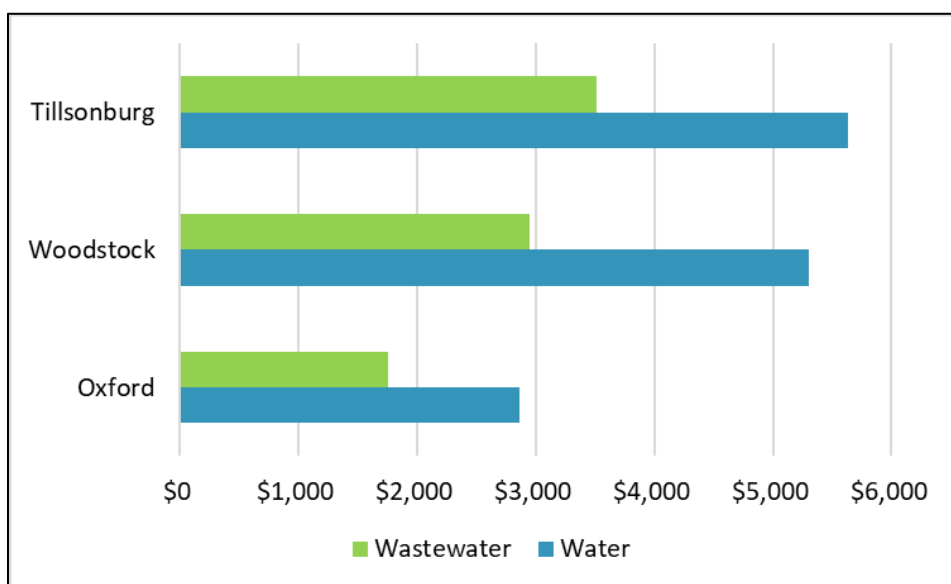
- <sup>3</sup> **Green** indicates current performance meets the target level. These target levels are considered to optimize and balance operational awareness, asset life, reliability and operational cost.
- **Orange** indicates current performance is 50-100% of the target, or at least one advisory/adverse occurred. Deviations from these targets may reduce operational awareness, asset life, or reliability, or increase public health risk.
- **Red** indicates less than 50% of the target is met. Operating at this level may significantly affect operational awareness, asset life, or reliability.
- 'Plus' indicates operational activities exceeded the target. Operating above targets may provide increased asset benefit, but also result in increased operational costs to complete.
- <sup>4</sup> Based on data and staff feedback



### 3.3 Metrics and Costs

As part of the current state analysis, GM BluePlan looked at some comparators metrics which are often used in benchmarking exercises to assess effectiveness and/or efficiency of operations. The comparison of actual operating costs/km of water distribution and wastewater collection main is shown below.

*Figure 3 Water & Wastewater Operating Cost / km, 2020 (actuals)*



The following table describes the number of operators and the costs per km of watermain and wastewater main by municipality. There are a total of 24.5 operators currently operating all of the distribution and collection systems. Oxford has a lower cost per km of main than Woodstock and Tillsonburg.

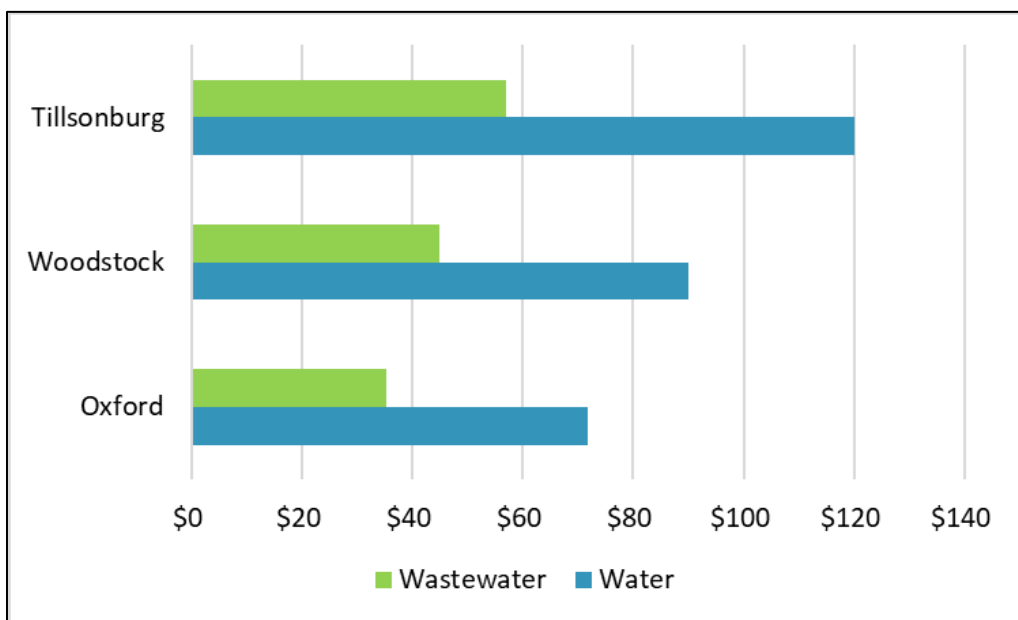


Table 3 Operators and Cost per km of Watermain and Wastewater Main Combined, 2020

Water Distribution & Wastewater Collection Combined							
	Total km	# Operators	km / Operator	Actuals \$	Budget \$	Actuals \$/KM	Budget \$/KM
Oxford	549	9	61.00	\$1,301,842	\$1,564,031	<b>\$2,371</b>	<b>\$2,849</b>
Woodstock	521	11.5	45.30	\$2,182,819	\$2,518,175	<b>\$4,190</b>	<b>\$4,833</b>
Tillsonburg	273	4	68.25	\$1,286,953	\$1,313,100	<b>\$4,714</b>	<b>\$4,810</b>
<b>Total</b>	<b>1343</b>	<b>24.5</b>	<b>54.82</b>	<b>\$4,771,614</b>	<b>\$5,395,306</b>	<b>\$3,553</b>	<b>\$4,017</b>

The figure below shows the cost of water and wastewater operations and maintenance indexed to the number of customer accounts (indicated by number of metered water services).

Figure 4 Water & Wastewater Operating Cost per Customer Account (Metered Water Services), 2020





The table below shows the combined cost of water and wastewater indexed to the total number of customer accounts (metered water services). Similar to the cost per km above, Oxford exhibits the lowest cost per customer account.

*Table 4 Water and Wastewater Combined Operating Cost Per Customer Account, 2020*

Water Distribution & Wastewater Collection			
Total Water Services		2020 Actuals \$/service	2020 Budget \$/service
Oxford	12159	\$107	\$129
Woodstock	16192	\$135	\$156
Tillsonburg	7261	\$177	\$181



## 4. Comparison of Models

With current state established, GMBP proceeded to evaluate three alternate service delivery models to deliver water distribution and wastewater collection services for the County of Oxford. The three most viable models were discussed and selected in consultation with the stakeholder group. The models, related assets, responsibilities and current service levels are provided in this report.

Through consultation workshops, data review and analysis, and comparative municipal benchmarking, each model was evaluated, in comparison to current state or 'status quo'.

- Levels of service were defined and compared.
- Strengths, weaknesses, external opportunities and external threats were discussed and defined.
- Organizational Considerations, Financial Considerations were evaluated in detail.
- Risks were explored in the categories of operational, staffing, compliance, environmental, technological, financial, reputational / customer and Infrastructure risks.

Using the analysis listed above, a qualitative summary of pros and cons was developed and the highlights of that analysis are summarized in the following sections.

### 4.1 Model A – Oxford Model

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This model is estimated to demonstrate a wide range of benefits to Oxford and the citizens of the County. The model allows for the alignment of accountability and responsibility and the control of treatment, distribution and collection services within one singular entity; customer service, billing, operations, planning, engineering and policy-setting are managed solely from one organization across the County, which allows for better coordination amongst the divisions within the County. This singular operational hub and drinking water quality management system as owner and operating authority allows for processes currently performed in triplicate to reduce to one, and allows for consistent levels of service and efficiencies to be found in economies of scale.

These benefits extend to staffing in terms of work process efficiency, coverage of duties in case of absence, OIC and ORO coverage. The span of control for the supervisory and management staff are more in line with comparator municipalities. Staff in Oxford already have experience operating water distribution and wastewater collection systems and these new assumed responsibilities align with those skillsets, thus reducing the need for additional training or licensing.

Drinking Water Quality Management is a rigorous system requiring staff resources to administer and maintain its conformance to the legislated standard. Oxford currently administers the drinking water QMS requirements on behalf of the operating authorities, such as preparation and updates of the Operational Plan and procedures. As stated above, this is currently being carried out in triplicate and can be much more efficient and effective as one owner and one operator.



Oxford has well established processes for operations, maintenance, planning, billing, engineering, budgeting, climate change adaptation and mitigation, water conservation and energy demand management would all apply directly to the additional assets being operated.

Existing County systems and technology well equip the County to take on the additional Operating Authority responsibilities, while increasing seamless access to data.

The transition, however, would not be without some challenges. Oxford staff are less familiar with the Tillsonburg and Woodstock underground linear infrastructure and customers than the current operating authorities, which would require time to learn the details of the systems. In addition:

- The additional geographical scope of coverage lengthens travel/response time for current Oxford operators (assuming an alternative geographical staff reallocation is not afforded).
- Coordination of capital WD and WWC projects within local municipal roads will still require coordination and communication, as is the current practice.
- A detailed transition plan for successful transfer of Operating Authority duties and data will be required.
- Minor administrative licensing change would be required as Oxford would become Operating Authority for the two systems.

## 4.2 Model B – Local Municipalities Model

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This two-tier model is in place in other Ontario municipalities such as Region of Niagara and Region of Waterloo. The main strength of the model stems from the local municipality owning and operating the local infrastructure at service levels and rates based on direct and local community preferences. Existing local municipal staff know their citizens and community.

Certain processes such as billing, budgeting, asset management, and capital delivery may be further streamlined with one owner and operating authority. However, work will still require coordination with the County, such as development review and planning, water and wastewater SCADA systems, capital planning (linear infrastructure within County Roads), and some bylaws.

With this model, the local municipalities will have the authority to set and manage the billing rates for customers directly based on budgeting and capital forecasting within their full authorities. However, the water distribution and wastewater collection costs make up a small portion of the overall costs and they would be required to purchase wholesale water and wastewater treatment services from the County and given the differences in operating costs at each municipality, it is likely that Woodstock and Tillsonburg would have different rates set to meet their needs. If costs rise, the local municipalities will need to raise rates or take on additional debt. This is currently the responsibility of the County as the owner.

Numerous other challenges arise from this model, not due to the service model itself, but the cost and risks of transitioning into this model and taking on new ownership responsibilities.



The most one-time ‘administrative’ challenges exist with this model. The one-time administration tasks due to the transfer of assets, such as asset valuation, legal agreements, provincial licensing and permits will require staff, legal and consulting resources. The transition to a two-tier model, and resulting contractual agreements, will require the County to conduct a rate study to establish wholesale water and wastewater rates for the local municipalities, accounting for treatment costs and reserves.

New or expanded technology may be required for the new responsibilities for billing, document management and system optimization. This would require one-time purchasing costs, training, and staffing resources.

One-time capital costs for transition are estimated at \$575,000 to \$825,000, and may include the following initiatives:

- \$100,000 - \$150,000 - Transition Implementation Plan
- \$200,000 - \$300,000 – Asset Transfer Study - Asset Valuation / Reserve / Debt Considerations for Transfer
- \$100,000 - \$200,000 Legal Costs
- \$100,000 - Initial Wholesale / Retail Rate Study
- \$75,000 – Revised Asset Management Plan
- Meter Reading Software (Itron Temetra)
- SCADA

As stated above, the cost of transferred assets and associated cost of borrowing to cover one-time capital or to cover transferred assets is not included and depending on the methodology agreed to by the parties, could potentially be a significant impact.

Operating the WDs and WWCs is currently a familiar responsibility of both Tillsonburg and Woodstock, however this model requires operation of forcemains, transmission watermains, sewage pumping stations and odour control facilities, all of which would be new to Tillsonburg and Woodstock.

There is a need to increase staff capacity and skillsets within both Tillsonburg and Woodstock, to absorb the new responsibilities related to now owning and operating licensed systems, including new vertical assets not operated before by staff. This transition requires additional skilled staff, training, and additional demand on current staff. The additional roles and skillsets are, in a sense, triplicated with this model, although it is acknowledged that the authority and control over budgets will allow for resources to align with rates.

Economies of scale and consistent service levels can be experienced when one group or role manages the same tasks for multiple municipalities, and inversely, some redundancies or loss of efficiencies arise when several smaller groups are carrying out the same tasks in smaller areas. There was some expectation that the additional duties, other than water/wastewater operators, could be partially absorbed by current staff, however, they may not possess the necessary skillsets and expertise to absorb new and additional program responsibilities, such as drinking water QMS, billing administration, hydraulic modelling, SCADA systems, backflow prevention, inflow/infiltration studies,



etc. in addition, it was noted at several workshop discussions that Woodstock and Tillsonburg staff are operating at full capacity.

### 4.3 Model C – External Agency/Contractor Model

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The strength of this model is the ability to harness the experience, expertise and breadth of a larger agency or contractor to carry out operating authority responsibilities that are its core business all day every day. Contracting to an external agency allows for both the County and the local municipalities to transfer some of the risk and responsibility of operating water and wastewater distribution and collection to a third party, while tightly managing and controlling the work done and service levels achieved.

There are several weaknesses with this model. The first being the contractor's staff will be completely unfamiliar with the Tillsonburg, Woodstock and Oxford underground linear infrastructure and customers than the current operating authorities are dealing with, which would require time to learn the details of the systems.

There will need to be a comprehensive operating contract developed and an elaborate RFP or tendering process. Once that is completed there will need to be an extensive transition plan developed, which would be the most complex of all of the models. This entire process is expected to take 18 to 24 months, at a minimum, to accomplish and through the financial modelling there does not seem to be the financial incentive that corresponds with the level of effort.

Most contracting entities are profit motivated and decision on the wellbeing of the assets could be affected due to the divergence of interests. As well, any changes in legislation will allow the contractor to claim extras and there are numerous pieces of legislation that are rumoured to be coming on the wastewater side of the business.

Lastly, this model will be the most disruptive to existing staff in the County and Area Municipalities. Once the contractor has been hired, most frontline staff experience and knowledge will be lost and this creates a situation where the municipality could be married to the contract model in perpetuity with no ability to regain the staff or knowledge in the future, should they want to someday revert back to an in-house model.

### 4.4 Financial Comparisons

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In addition to the qualitative analysis above, a financial model was developed for each scenario to come up with an estimated operating cost of operations and maintenance. This was then used as a comparator to the status quo.

Throughout the consultation and data review (2018-2020), it became evident that a financial estimate for a fourth service model should be considered, Status Quo Plus. Based on scope restrictions, this model was not evaluated through earlier sections of this report, but financial comparisons have been included. The model involves no changes to the current service delivery method but assumes some



efficiency improvements are implemented based on service levels and desired synergies as well as the addition of new staff that have been requested by Tillsonburg and Oxford.

The results of the financial modelling are listed below.

*Table 5 Summary of Overall Annual WD and WWC Opex for Each Model*

Status Quo (baseline)	\$	5,673,185
Model A	\$	4,666,059
Model B	\$	6,161,004
Model C	\$	6,524,163
Status Quo - Plus	\$	5,702,035

Compared to Status Quo, Model A equates to an estimated **annual savings of \$1,007,126, or 18% reduction in the operating cost.** Operational surplus could be applied to reserves to assist with the impending infrastructure deficits. Based on County municipal staffing projections only (not including GM BluePlan staffing recommendations), the resulting overall Model A cost would be \$4,396,059.

Compared to Status Quo, Model B equates to an estimated **annual increase of \$487,819 This increase equates to an approximate 9% increase in total operating costs.** The increases are generally related to increased staffing required for ownership and operation of the linear and vertical infrastructure. Based on local municipal staffing projections only, (not including GM BluePlan staffing recommendations), the resulting overall Model B cost would be \$5,611,004.

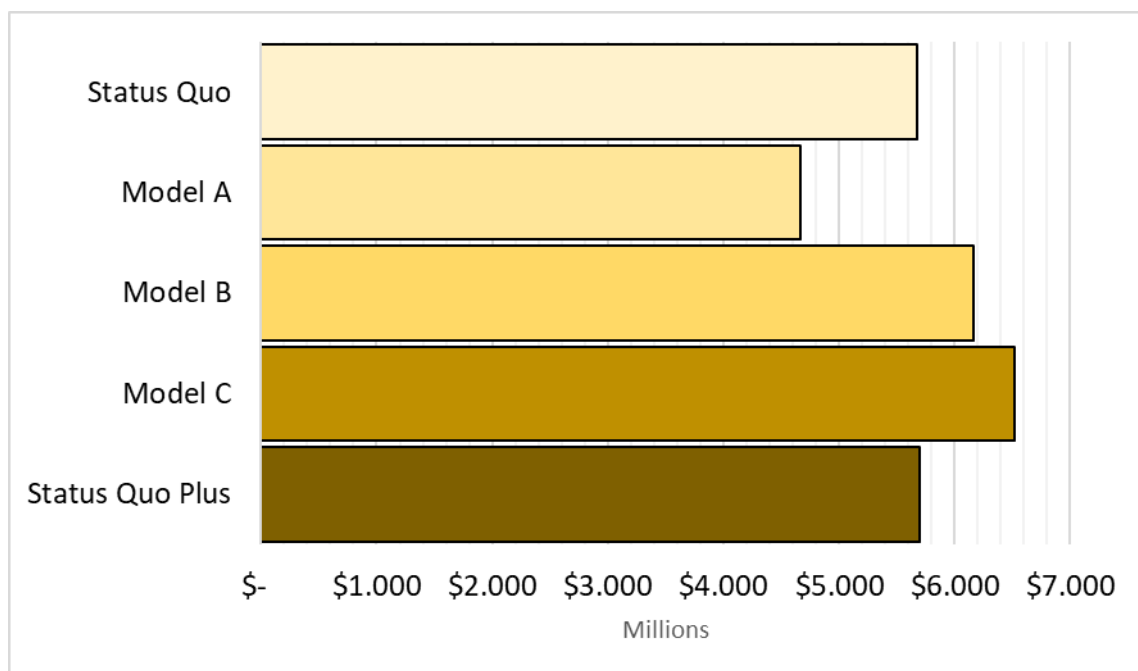
Compared to Status Quo, Model C equates to an estimated **annual increase of \$850,978. This increase equates to an approximate 10% increase in total operating costs,** which has the potential to result in increased customer water rates. The increases are generally related to the change inherent to service delivery by an external contractor.

Compared to Status Quo, the Status Quo Plus Model equates to an estimated that savings of approximately \$326,847 may be realized from bundling of goods/contracted services, reallocation of operational labour hours to align with industry standards, regular application of the County's fees and charges by-law, and administering a user-pay backflow prevention program. This is offset by an additional staffing cost of \$355,698 to address new service levels standards. In total, **the estimated net annual increase is \$28,850.**

These totals are also shown on the following chart. It should be noted that the models were developed using 2020 budgeted values and have not been inflated to current dollars but are relative.



*Figure 5 Comparisons of Overall Annual WD & WWC Operating Expenditures*



Further breakdown of the expenditures by cost category and municipality, for each model, is provided in Appendix A and Appendix B.

Financial estimates of the three original service delivery models indicate that Model A is estimated to have lower overall operating costs to operate and maintain all of the WDs and WWCs within the County, including vertical and linear distribution and collection infrastructure. This could result in an increase contribution to reserves of approximately \$1 million, without increasing water and wastewater rates.



## 5. Industry Best Practices

One of the deliverables for this assignment was to analyze the current state and identify any best practices that could be implemented regardless of the decision on which model was selected.

The following is a high-level summary of the identified initiatives. It should be noted that these best practices would most likely require further work by the parties to explore their viability and identify a path towards implementation.

### 5.1 Backflow as a User Fee

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Backflow of water from industrial users' systems into the drinking water system is a real and serious threat to the safety of the drinking water. The County has identified this as a priority in its annual Management Reviews as part of its drinking water QMS. The County is in the process of developing a Backflow Prevention By-law to address the risk.

Currently, Woodstock has a process in place where backflow devices have been installed, maintained and inspected within the industrial sector within its borders. The City has approximately one dedicated FTE and approximately \$100 K budgeted for this activity. Authority for this activity is lacking as Oxford has not yet passed a by-law laying out the responsibilities and costs for this program. Tillsonburg and the rest of the communities in Oxford do not have a formal program yet for backflow prevention devices.

The best practices throughout almost all municipalities across Ontario, is to have a by-law passed that passes the responsibility for installation, maintenance and annual inspection of these device to the industrial sector customer (user pay model). This removes the cost burden of this activity from the residential homeowner who is not posing a threat to the drinking water and places that onus, cost and responsibility to the industrial customer that is connected to the system and is the entity that has introduced the threat to the system.

GMBP recommends that the County finalize its Backflow Prevention By-law and introduce a user pay system that is self funding to address the issue of possible cross contamination from industrial and commercial customers.

### 5.2 Standard Service Levels

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As stated above, Woodstock and Tillsonburg are acting as the Operating Authority for the WD and WWC systems for Oxford, who owns the assets. Woodstock and Tillsonburg are both performing this service under contracts with the County, which have not been updated in the last decade and are technically expired. Each entity is providing different standard levels of service with respect to operations and maintenance of the assets.

Over the recent years and prior to this assignment, the parties were meeting to discuss updating those contracts and in those discussion the concept of standardized operating parameters was brought



forward. Although those discussion were halted during this exercise a table of service standards was brought forward.

GMBP has reviewed the table of service industry standards and agrees that these are best practices as identified by AWWA and WEF and we recommend that which ever model is pursued that these service levels should be adopted throughout all of Oxford County. This would create consistency across the County and the resources that are currently being used exceeding those standards could be shifted to areas of the system where those standards are not being met.

### 5.3 Joint Procurement

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Throughout the course of the year there are inherent peaks and valleys that arise with respect to the operations and maintenance of the water distribution and wastewater collection systems. Most municipalities, including Woodstock, Tillsonburg and Oxford set their staffing levels to meet the base amount of work and they utilize contracted service to supplement either a skill set that they do not currently employ or to address the peak workload that is occurring at a given time.

In addition to contracted services, each municipality individually purchases materials that are required to operate and maintain the systems, with the exception of fuel procurement (EMOP). Over all three municipalities, there is approximately \$1.7 million budgeted for contracted services and materials and supplies. That is almost 30% of the total cost to operate and maintain all of the systems in Oxford.

GMBP recommends that a procurement group or committee be established amongst all three municipalities that consists of purchasing professionals, management staff and operations staff to look for ways to jointly procure additional services and materials. It is estimated that 5 to 10% of this cost could be avoided through economies of scale as well as a reduction in administrative time to tender and manage these contracts.

The total value of purchased goods and services in Status Quo is \$1,575,594, which can lend to significant opportunity for savings. The following table summarizes some goods that are currently jointly procured or bundled, which may relate to water and wastewater activities. The three municipalities perform standalone procurement for goods and services that are common across water and wastewater, where potential for joint procurement savings exist. Some adhoc informal sharing of purchased items currently occurs between the groups as needed.



*Table 6 Joint Procurement and Bundling Status for Oxford/Tillsonburg/Woodstock*

Service	Currently Jointly Procured or Bundled Tenders?	Opportunity for Potential Savings?	Comments
<b>W &amp; WW Goods</b>			
Fuel	Yes		EMOP joint purchasing group
Fleet/Equipment rentals		Yes	All individual procurement currently. Mini-excavator, welding equipment & light duty fleet rentals
Water meters	Yes		Iconix Waterworks (County pricing), includes Tillsonburg and Woodstock
Meter transmitter	Yes		Itron transmitters are supplied by Wolesley Canada (County pricing)
Meter software (Oxford only)			Itron Temetra – water reading software package, including handheld radios and equipment for contracted meter reading
Piping, valving & appurtenances		Yes	All individual procurement currently
Gravel / Stone		Yes	All individual procurement currently
Asphalt			All individual procurement currently
<b>W &amp; WW Services</b>			
Watermain Break		Yes	
Watermain Swabbing		Yes	
Locates		Yes	If external provision is considered
Fleet Maintenance		Yes	Small repairs in house
Hydrant Flow Testing		Yes	
Meter Installations		Yes	
CCTV		Yes	
Sewer Flushing		Yes	Main sewer lines
MH Inspections/ Repairs		Yes	Small repairs in house
Sewer/ Forcemain Repair		Yes	Excavation/trucking on larger excavations and lining/sport repairs contracted out



## 5.4 Collapsing Water and Wastewater Reserves

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Oxford currently has numerous reserves set up to address future capital expenditures. There are currently 11 reserves set up for wastewater (one for each local municipality) and 4 reserves set up for water (one each for Tillsonburg, Woodstock and Ingersoll and a fourth for the remainder of the local systems).

Transfers in or out of each of these reserves originates from the surplus/deficit between the revenues and expenditures of a particular municipality. The issue that is arising is the fact that many of these reserves are experiencing peaks and valleys at different times throughout the 10-year horizon and creating pressures on the reserve itself.

GMBP recommends that the County consider collapsing these reserves into one water reserve and one wastewater reserve which would offer more flexibility to the County to allocate funds to the required capital project and smoothing out the peaks and valleys somewhat. There would also be a reduced effort in accounting to manage these 15 reserves. It is understood that this is a much more complex decision that has been identified here and that it would require Finance to explore further.

## 5.5 Capital Coordination in the ROW

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Regardless of the model that is chosen, there will be assets in the ROW that will require replacement and rehabilitation and coordination of these capital works is critical to ensure that each municipality understands what the priorities are of their partner municipalities. Depending on the model decided upon, there will be situations where the local municipality will be doing work on a County Road, or the County will be doing work on the local road.

GMBP recommends that a formal coordination committee be set up that includes, finance staff, management staff, engineering staff and planning staff to review the annual capital requirements and look for opportunities to better coordinate the work within the ROW. The group would also look for opportunities to shift projects into the future or backwards to gain alignment with their municipal partners and future growth projects.

## 5.6 Inflow and Infiltration

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Like many municipalities across province, Oxford experiences substantive costs related to wastewater pumping and treatment of extraneous flows which are present due to high I&I into the WWC systems. Although certain rates of I&I are expected and incorporated in the design of all municipal wastewater infrastructure, industry best practice is to focus on reducing or minimizing I&I into the WWC systems to reduce the cost of pumping and treating extraneous flows and to increase existing capacities. Types of I&I reduction projects include removing cross-connections from storm sewers and catchbasins, sewer lining or replacement, maintenance hole lining and disconnection of downspouts and weeping tile drains, for example.



## 5.7 Cost Recovery

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Costs related to specific services and growth can often be incurred without corresponding revenues (through fees and charges) to offset. Initiatives should be considered to ensure services not offered to the general public are covered through a suitable user fee, specifically items around growth. It is important that all municipalities apply the County's Fees and Charges By-law consistently to ensure that growth pays for growth and that these costs are not indirectly passed on to the rate payer.

An example of a cost recovery initiative that may be further considered is below.

### **Non-Revenue and Unaccounted Water Usage**

Water that is treated and distributed but not billed is considered non-revenue water and can contribute to financial losses when not offset by rate revenues. Also, water usage that is unaccounted for, such as meter error, leaks or theft, can relate to significant financial costs. Several recovery considerations are discussed below related to non-revenue and unaccounted water.

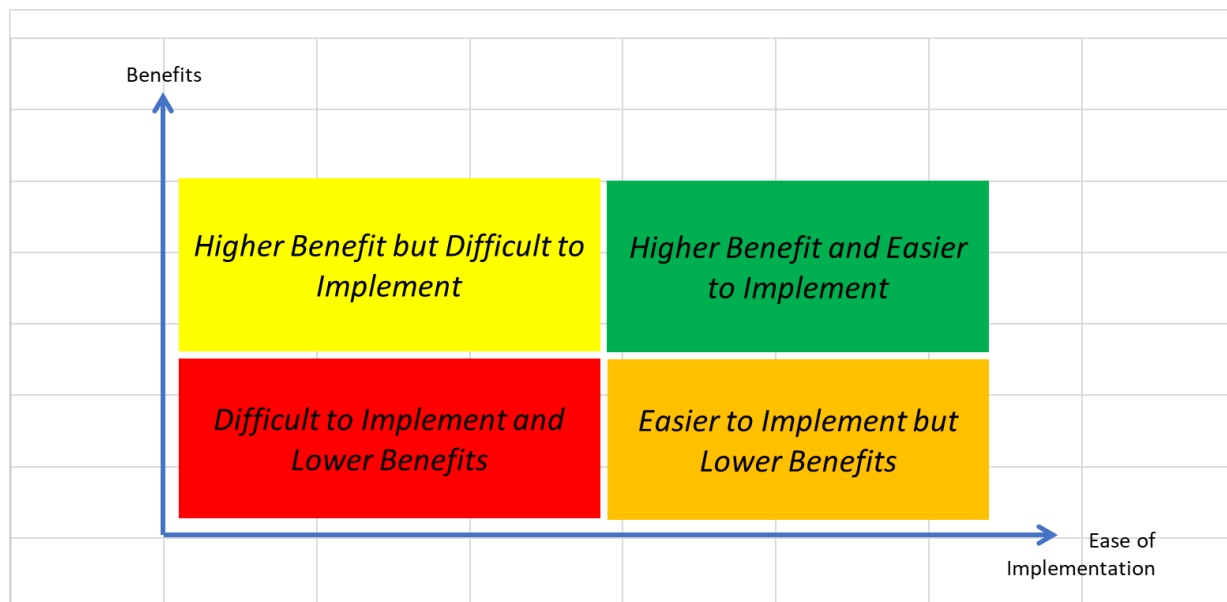
- There may be opportunity to increase accountability for non-revenue water use within the County. Internal services use water for municipal processes, which may be unaccounted for in billing. Water is often used through hydrants for fire services training exercises, flushing irrigation lines, hydrant/main flushing, and this usage may not be fully captured through accounting processes.
- Capital construction (municipal) and watermain commissioning also require water which may not be consistently metered.
- Accounting for water use for through metered hydrant connections or flow estimations allows for improved internal cost recovery.
- With a quantified assessment of non-revenue water, unaccounted water can be further explored. Unaccounted water may arise through meter error or bypasses, unaccounted usage, or theft, for example. Estimates of losses from watermain breaks or known leaks should also be tracked and included. A study on the amount of unaccounted water and its costs will further indicate the most suited recovery initiatives.

## 6. Ease of Implementation

As requested in the RFP, an implementation scatterplot was prepared, showing the proposed ease of implementation and benefits for each model. The scatterplot visually plots the comparatives for each model, based on the information from consultation, data review, and technical memos.

The purpose of plotting the ease of implementation and benefits for each model is to show the most viable options compared to those with less benefits or implementation ease. The figure below shows how this placement is portrayed, with models in the top right quadrant likely to demonstrate the easiest transition with the most benefits.

*Figure 6 Example Plot Showing Preference of Quadrants*



- Those models that land in the green area show high benefit and are expected to be easier to implement. These are high priority 'quick wins' and are recommended.
- Models with scores in the yellow area offer high benefits but are challenging to implement, which can be considered from recommendation, but would require a robust implementation strategy.
- Models with scores in the orange area offer easy implementation but fewer benefits, and are generally lower priority or not recommended.
- Finally, models with scores in the red area offer lower benefits and are difficult to implement, and are generally not recommended.

To plot the scores for each model, the ease of implementation and expected benefits were quantified using the table below, based on ease and benefits to the County of Oxford and its citizens. Higher scores indicate the more favourable options based on the noted criteria.



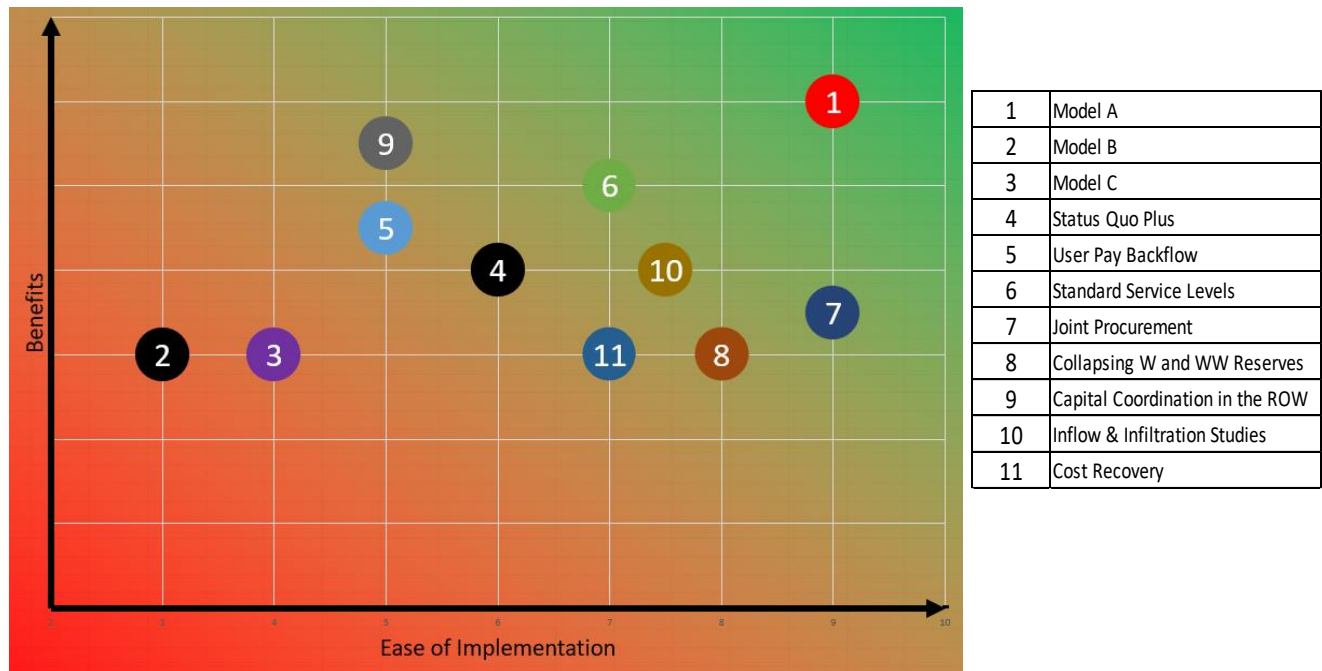
*Table 7 Ease of Implementation and Benefits Scoring*

Score	Highly Positive / Advantageous	Moderately Positive	Somewhat Positive / Neutral
	3	2	1
<b>Ease of Implementation</b>			
Ease of implementation / change	Relatively simple, smaller process or procedural changes, less formalities or legal requirements	Moderate changes, changes require consultation with some stakeholders	Difficult, changes required across the organization, formal planning required, require consultation with many stakeholders
Time to implement	Prompt, swift change within one to two quarters	Moderate timing, within one year	Extended timing, at least one or more years
Costs to implement	Low operating and/or capital costs to implement, no debt incurred	Moderate costs to implement, some debt incurred	Higher costs to implement, likely that significant debt may be incurred or long-term costs
<b>Benefits</b>			
Cost Savings	Substantial, repeatable cost savings expected	Moderate cost savings expected	Minor/No cost savings expected
Customer Experience	Customers will experience enhanced service or improved value for money	Customers may experience service improvements or more value for money	Customers likely will not experience improvements
Service Levels	Service levels will be improved and aligned across all municipalities	Service levels may be improved in some municipalities	No service levels improvements are expected



Based on the analysis and consultation, each model was evaluated and scored using the above framework, resulting in the plot shown below.

*Figure 7 Ease of Implementation and Benefits for Various Models and Best Practices*



The chart above shows the implementation of Model A (item 1) as the highest scoring initiative, demonstrating substantial benefits and relatively simple, timely and low cost implementation. Model B (item 2) and Model C (item 3) both demonstrate fewer benefits with more difficulty to implement and higher costs.

Items 5 to 11 are the Best Practices identified in section 5 of this report and fall in various areas of benefit and ease of implementation. These items are all considered of reasonable effort, defined benefits and recommended to be initiated regardless of which model is chosen. The Status Quo Plus (item 4) is essentially the compilation of items 5 to 11 and hence its scoring and placement on the graph is more difficult to implement but offering substantial benefits.

Scoring is provided in Appendix C.



## 7. Recommendation

In our opinion, **Model A** offers the most advantages and least number of disadvantages and risks to the County and its citizens. It is recommended that Model A be further pursued as the preferred model to deliver water distribution and wastewater collection services in Oxford County.

Model A involves the County of Oxford assuming full Operating Authority responsibility for the WDs and WWCs in Tillsonburg and Woodstock, and continuing as WD and WWC Operating Authority for all of the other Area Municipalities. The County continues to own all of its assets in this regard and contractual agreements with the Town of Tillsonburg and City of Woodstock would not be renewed.

Model A is the only model that offered annual savings, rather than estimated increases in costs.

- In Model A, the annual operational savings for overall WD and WWC are estimated at approximately \$1 million, in comparison to the current expenditures in status quo.
- The one-time capital costs to implement Model A, estimated at \$50,000, is significantly lower than Model B, estimated at \$575,000 to \$825,000. Minor one-time capital costs to implement Model C and the Status Quo Plus are likely, but these were not calculated as part of this assignment.

Beyond financial benefits, other considerations for Model A contribute to this recommendation.

- In terms of the customer experience, Model A offers similar customer service as the other models, and would streamline customer service approach, documentation and response across all of the Area Municipalities.
- Model A allows for service levels to be optimized, consistent across all Area Municipalities, and based on the best practice standard operating parameters and processes.
- Established and proven systems and resources can be utilized, including the Oxford Customer Relationship Management (CRM) System, Work Order Management System (WMS), GIS system, and staffing.
- As Owner, Oxford is already carrying out the planning, billing and engineering responsibilities, including such processes as Hydraulic Modelling, Master Planning, Billing, Policy and By-law Enforcement, Source Water Protection, and SCADA. Oxford is also managing the drinking water QMSs within the WDs and WWCs, including some DWQMS operating authority responsibilities within Tillsonburg and Woodstock. Oxford also has an established Asset Management Plan in place for all of the assets.
- Under Model B, these activities would require a triplication of many of these efforts, would require additional resources, and would eliminate the economies of scale that will be found in Model A.

In 2021 budget deliberations, Oxford Council has given staff direction to freeze fixed water/wastewater rates (Woodstock) and freeze wastewater fixed rates (Townships) at 2020 levels for the period between 2021 to 2024. This direction has resulted in the use of water and wastewater rate reserves to offset cost increases, which already have numerous large draws to deal with the required water/wastewater infrastructure investments identified in the 2017 Asset Management Plan (AMP) as well as servicing of new employment lands (not covered through development charges). Oxford is in the process of



finalizing an update to the 2017 AMP, and this is expected to add further pressure on rate reserves as overall increase to the water/wastewater infrastructure replacement costs are anticipated. Adopting Model A will allow Oxford to reduce operating expenditures by approximately \$1 Million annually, which could be directed to these reserves without raising rates for customers.

Finally, as identified in the scatterplot graph in Section 6, Model A is identified as the option with the greatest ease of implementation and benefits, with substantive annual operational cost savings. It is estimated that this model could be implemented in as little as 3 to 6 months.

Regardless of which model is chosen, all of the best practices listed should be implemented. These initiatives are outlined in Section 5.

## 7.1 Future Organizational Structure

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The structure for Model A below is proposed as a sustainable approach to delivering the expanded operation and maintenance services. Based on the County's current level of operators per km of pipe, it is estimated 23 operators in total would be required for all systems - 17 WD operators and 6 WWC operators.

- Of the 17 WD operators, it is estimated that 10 would be allocated to the north and 7 allocated to the south.
- For the WWC operators, 3.5 operators would be attributed to the north and 2.5 to the south.
- Dedication of 2.0 Utility Locate Technicians for County-wide coverage.



## 8. Next Steps

Should Model A be approved by County Council for implementation, the following steps are suggested for planning and consideration.

1. *Set up a transition team.* This transition team should include staff from the following areas in Oxford:
  - Senior Management
  - Operational management staff
  - Human resources staff
  - Finance staff
  - Legal staff or consultation
  - Drinking water QMS staff
  - Communications staff

Representation from Woodstock and Tillsonburg, including Senior Management and support staff as needed from Operations, Corporate Services, Legal, Finance and Human resources.

Clearly define the key stakeholders, responsibilities, authorities and staffing complements.

2. *Develop a Project Charter* that includes the values that are to be followed and the overall objectives and responsibilities of the parties.
3. *Develop a Communications Strategy* that clearly identifies the key stakeholders and the messaging to each group. This should go down to the tactical level and identify who will be discussing what. Stakeholder should include Council, CAOs, unions, staff, the Public, the MECP, etc.
4. *Develop a Change Management Plan* to ensure that the objectives and values set up front are being adhered to and accomplished while minimizing disruption. A change management plan helps manage the change process, and also ensures control in budget, schedule, scope, communication, and resources. The change management plan will minimize the impact a change can have on the organizations involved, employees, customers, and other important stakeholders.
5. *Explore asset considerations* including fleet, facilities, and equipment that will be required, and any stranded assets in Woodstock and Tillsonburg that may be transferred or purchased by Oxford.
6. *Review the Collective Agreements* to ensure commitments are met and issues such as potential successor rights are explored and resolved.
7. *Identify and address other legal and administrative issues* such as Operating Authority administrative changes under the Municipal Drinking Water License, new staff reporting relationships and organization changes, and so on.

## Appendix A

### Financial Breakdown of Each Model by Cost Category

	Status Quo	Model A	Model B	Model C	Status Quo Plus
Salaries & Benefits	\$2,687,245	\$2,788,927	\$3,452,943	\$3,090,332	\$2,839,687
Materials & Supplies	\$926,550	\$880,223	\$962,900	\$1,065,533	\$880,223
Purchased Service	\$772,635	\$734,003	\$736,285	\$888,530	\$695,371
Overhead, Internal Charges & Other	\$1,286,754	\$262,906	\$1,008,876	\$1,479,768	\$1,286,754
<b>Total</b>	<b>\$5,673,184</b>	<b>\$4,666,059</b>	<b>\$6,161,004</b>	<b>\$6,524,162</b>	<b>\$5,702,035</b>
Notes	Other includes overhead for corporate & engineering, and Oxford work in Tillsonburg and Woodstock.	Other includes overhead for equipment and general.	Other includes overhead for corporate, engineering and WWW general.	Other includes overhead for corporate & engineering and Oxford work in Tillsonburg and Woodstock.,	Other includes overhead for corporate & engineering and Oxford work in Tillsonburg and Woodstock.

## Appendix B

### Financial Breakdown of Model A, Model B and Status Quo Plus by Cost Category

<b>Woodstock Water</b>	<b>Status Quo</b>	<b>Model A</b>	<b>Model B</b>	<b>Status Quo Plus</b>
Salaries & Benefits	\$1,060,530	\$0	\$1,432,972	\$908,088
Materials & Supplies	\$195,200	\$185,440	\$195,200	\$185,440
Purchased Service	\$61,800	\$58,710	\$61,800	\$55,620
Internal Charges & Insurance	\$286,260	\$0	\$172,390	\$286,260
Other	\$76,800	\$0	\$190,670	\$76,800
<b>Total</b>	<b>\$1,680,590</b>	<b>\$244,150</b>	<b>\$2,053,032</b>	<b>\$1,512,208</b>
<b>Woodstock Wastewater</b>	<b>Status Quo</b>	<b>Model A</b>	<b>Model B</b>	<b>Status Quo Plus</b>
Salaries & Benefits	\$229,590	\$0	\$229,590	\$331,218
Materials & Supplies	\$48,650	\$46,218	\$85,000	\$46,218
Purchased Service	\$322,735	\$306,598	\$286,385	\$290,461
Internal Charges & Insurance	\$171,310	\$0	\$135,030	\$171,310
Other	\$65,300	\$0	\$101,580	\$65,300
<b>Total</b>	<b>\$837,585</b>	<b>\$352,816</b>	<b>\$837,585</b>	<b>\$904,507</b>
<b>Tillsonburg Water</b>	<b>Status Quo</b>	<b>Model A</b>	<b>Model B</b>	<b>Status Quo Plus</b>
Salaries & Benefits	\$463,100	\$0	\$886,356	\$463,100
Materials & Supplies	\$199,400	\$189,430	\$199,400	\$189,430
Purchased Service	\$76,500	\$72,675	\$76,500	\$68,850
Internal Charges & Insurance	\$134,200	\$0	\$134,200	\$134,200
Other	\$16,800	\$0	\$16,800	\$16,800
<b>Total</b>	<b>\$890,000</b>	<b>\$262,105</b>	<b>\$1,313,256</b>	<b>\$872,380</b>
<b>Tillsonburg Wastewater</b>	<b>Status Quo</b>	<b>Model A</b>	<b>Model B</b>	<b>Status Quo Plus</b>
Salaries & Benefits	\$144,000	\$0	\$144,000	\$347,256
Materials & Supplies	\$63,700	\$60,515	\$63,700	\$60,515
Purchased Service	\$75,000	\$71,250	\$75,000	\$67,500
Internal Charges & Insurance	\$137,800	\$0	\$137,800	\$137,800
Other	\$2,600	\$0	\$2,600	\$2,600
<b>Total</b>	<b>\$423,100</b>	<b>\$131,765</b>	<b>\$423,100</b>	<b>\$615,671</b>

<b>Oxford Water</b>	<b>Status Quo</b>	<b>Model A</b>	<b>Model B</b>	<b>Status Quo Plus</b>
Salaries & Benefits	\$556,247	\$2,788,927	\$556,247	\$556,247
Materials & Supplies	\$388,300	\$368,885	\$388,300	\$368,885
Purchased Service	\$17,200	\$16,340	\$17,200	\$15,480
Internal Charges & Insurance	\$77,087	\$77,087	\$77,087	\$77,087
Other	\$153,265	\$145,100	\$0	\$153,265
<b>Total</b>	<b>\$1,192,099</b>	<b>\$3,396,339.00</b>	<b>\$1,038,834.00</b>	<b>\$1,170,964.00</b>
<b>Oxford Wastewater</b>	<b>Status Quo</b>	<b>Model A</b>	<b>Model B</b>	<b>Status Quo Plus</b>
Salaries & Benefits	\$233,778	\$0	\$123,778	\$233,778
Materials & Supplies	\$31,300	\$29,735	\$31,300	\$29,735
Purchased Service	\$219,400	\$208,430	\$219,400	\$197,460
Internal Charges & Insurance	\$40,720	\$40,720	\$40,720	\$40,720
Other	\$124,613	\$0	\$0	\$124,613
<b>Total</b>	<b>\$649,811</b>	<b>\$278,885.00</b>	<b>\$415,198.00</b>	<b>\$626,306.00</b>

## Appendix C – Scatterplot Scores

	Model A	Model B	Model C	Status Quo Plus	User Pay Backflow	Standard Service Levels	Joint Procurement	Collapsing W and WW Reserves	Capital Coordination in the ROW	Inflow & Infiltration Studies	Cost Recovery
Plot Number	1	2	3	4	5	6	7	8	9	10	11
Ease of implementation/ change	3	1	1	2	1	3	3	2	0	3	2
Time to implement	3	1	1	2	2	3	3	3	2	2	2
Costs to implement	3	1	2	2	2	1	3	3	3	2.5	3
<b>Total - Ease of implementation</b>	<b>9</b>	<b>3</b>	<b>4</b>	<b>6</b>	<b>5</b>	<b>7</b>	<b>9</b>	<b>8</b>	<b>5</b>	<b>7.5</b>	<b>7</b>
Cost Savings	3	1	1	1	2.5	2	2.5	1	2.5	3	2
Customer Experience	2	2	1	2	1	2	1	2	2	1	1
Service Levels	3	2	3	3	3	3	2	2	3	2	2
<b>Total - Benefits</b>	<b>8</b>	<b>5</b>	<b>5</b>	<b>6</b>	<b>6.5</b>	<b>7</b>	<b>5.5</b>	<b>5</b>	<b>7.5</b>	<b>6</b>	<b>5</b>



**To: Warden and Members of County Council**

**From: Director of Corporate Services**

## Court Security and Prisoner Transportation (CSPT) Program Agreement and CSPT Review Final Report

### RECOMMENDATIONS

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1. That County Council hereby authorizes the Director of Corporate Services to execute a Funding Agreement with the Ministry of the Solicitor General, under the Court Security and Prisoner Transportation Program, as outlined in Report No. CS 2022-11;
2. And further, that the “Review of the Court Security and Prisoner Transportation Program – Final Report” and “High-Level Summary of the Court Security and Prisoner Transportation Program Review” be circulated to the Local Court Security Advisory Committee at their 2022 annual meeting.

### REPORT HIGHLIGHTS

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- Court Security and Prisoner Transportation (CSPT) Program provides partial funding for municipal court security and prisoner transportation costs
  - Annual court security and prisoner transportation costs related to the County’s Provincial Offices Administration (POA) budget is approximately \$14,000 in a typical year
  - 2022 court security and prisoner transportation special levy \$51,541
- 2021 funding allocation under the CSPT program – up to \$39,522

### Implementation Points

Subject to the County entering into a Transfer Payment Agreement with the Ministry, the Ministry will provide allocations of funding based on the County’s 2020 provincial court security and prisoner transportation costs. Funding allocations will be received in four instalments over the course of the year – the first being upon final execution of the funding agreement; the second instalment upon the Province’s receipt and approval of the County’s 2021 Annual Financial Report; and, the remaining two instalments will be released in September and December 2022 respectively.

**Report No: CS 2022-11**  
**CORPORATE SERVICES**  
**Council Date: March 23, 2022**

## Financial Impact

A provision for Court Security and Prisoner Transportation Funding was not included in the 2022 budget, as staff were informed that the Province's review of the CSPT program was still ongoing and therefore, were not in a position to commit to funding agreements for 2022. The program review has now been completed and the Ministry has released a summary of the full report, attached to this report as Attachment 1.







Considering municipal allocations will continue to be determined in relation to all municipalities' CSPT actual costs for two years prior to the transfer payment, and is limited to a \$125 million provincial funding commitment, the County's 2022 allocation has been calculated to be \$39,521.83.

## Communications

The communications requirements of the transfer payment agreement indicate that the County will acknowledge the Province's financial support for these services and any related publications be qualified as views of the County that do not necessarily reflect those of the Province.

The Ministry of the Solicitor General's "Review of the Court Security and Prisoner Transportation Program – Final Report" will be circulated to the County's Local Court Security Advisory Committee at their annual meeting to be held in the fall of 2022.

## Strategic Plan (2020-2022)

					
<b>WORKS WELL TOGETHER</b>	<b>WELL CONNECTED</b>	<b>SHAPES THE FUTURE</b>	<b>INFORMS &amp; ENGAGES</b>	<b>PERFORMS &amp; DELIVERS</b>	<b>POSITIVE IMPACT</b>
1.ii.					

## DISCUSSION

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### Background

In response to *The Provincial-Municipal Fiscal and Service Delivery Review (PMFSDR)* that was completed in 2008, commencing in 2012 the Province began uploading costs of court security (including prisoner transportation) over seven years, by providing funding to municipalities to a maximum of \$125 million annually at maturity. Table 1 below illustrates the timing of the upload and the percentage of \$125 million allocated to municipalities across the Province over the transition period.

**Report No: CS 2022-11**  
**CORPORATE SERVICES**  
**Council Date: March 23, 2022**

**Table 1 – Provincial Upload Schedule – Court Security and Prisoner Transportation Costs**

	2012	2013	2014	2015	2016	2017	2018
Court Security	14%	29%	43%	57%	71%	86%	100%

In 2018, the newly elected provincial government immediately initiated a province-wide review of government expenditures. In the ensuing years, municipalities have received notice of the continuation on the CSPT funding program on an annual basis within the funding year – typically at the end of March.

In preparation of the 2022 budget, the Ministry informed staff that the review of the CSPT Program was still underway and they were unable to provide an indication of whether the program would continue for 2022. On that basis, no provision was included in the 2022 budget.

Subsequently, on January 21, 2022, the County received from the Ministry of the Solicitor General, the “Review of the Court Security and Prisoner Transportation Program – Final Report”, as prepared by Goss Gilvroy Inc., dated March 26, 2021 – see Attachment 1. The full report was accompanied by a “High-Level Summary of the Court Security and Prisoner Transportation Program Review” summarizing the review process and the concluding recommendations – see Attachment 2.

### Comments

An expenditure-based model is used to determine funding amounts for each municipality eligible for funding under the CSPT Program. The 2022 CSPT funding is allocated based on each municipality’s relative share of the total 2020 court security and prisoner transportation costs across the province. As a result, the County’s allocation for 2022 in comparison to years 2017 to 2022 is set out in Table 2 below.

**Table 2 – 2017 – 2022 CSPT Funding Allocations vs Costs for Oxford County**

Calendar Year	County Allocation	Actual/Budget Costs	% of Actual/ Budget Court Security Costs <sup>1,2</sup>	Provincial Upload Commitment of \$125 million
2017	\$9,300	\$12,540	74.2%	86%
2018	10,850	131,358	8.3%	100%
2019	9,842	108,579	9.1%	100%
2020	99,911	51,525	193.9%	100%
2021	30,431	95,088	32.0%	100%
2022	39,522	65,541	60.3%	100%
<b>Total</b>	<b>\$199,856</b>	<b>\$464,631</b>	<b>43.0%</b>	

**Report No: CS 2022-11**  
**CORPORATE SERVICES**  
**Council Date: March 23, 2022**

Note 1: 2022 percentage is based on 2022 approved budget costs

Note 2: 2018 was the first year court security costs includes the court security and prisoner transportation grant to the City of Woodstock

Note 3: 2021 CSPT allocation was reduced by \$48,387 due to suspended court proceedings in response to the pandemic resulting in significant decrease in court security and prisoner transportation costs – similar adjustments may result in 2022, subject to the 2021 final financial report

### CSPT Funding Program Review

In September 2020, the Ministry of the Solicitor General (Ministry) hired an independent consultant to conduct a review of court security and prisoner transportation in Ontario, including the design of the CSPT Program. Municipalities, police services and other justice sector partners were engaged during the review process.

The review was completed and on January 21, 2022, a letter was sent to review participants, including policing stakeholders and municipal partners, sharing an update on the review as well as a high-level summary and full report. As a result, the Ministry has committed to continuing the CSPT Funding Program with no changes to the overall funding envelope, subject to the regular fiscal process.

In addition, a phased approach is being taken in response to the program review to ensure a pathway for future planning and continuous improvement founded on evidence that addresses gaps in the program review. As a first step in this phased approach, and based on one of the consultant's recommendations, the Ministry is enhancing reporting requirements for the CSPT Funding Program through the introduction of a performance measurement framework. This will help create a foundation for continuous quality improvement and program efficiencies that is evidence-based.

Beginning in 2022, as part of the CSPT Funding program, a report-back on provincially identified performance measures and indicators will be required as outlined in the Transfer Payment Agreement. Reporting will be on an annual basis and aligned with the timelines for financial reporting.

Staff have reviewed the full report and are generally supportive of the recommendations. Most notably, the expanded use of virtual court appearances, which has proven to be more logistically efficient from a scheduling perspective for court appearances as well as cost effective, resulting in significant reduction in costs associated with in-person court security and prisoner transportation.

Many of the other recommendations pertain to how the police services are delivered, suggesting alternative staffing models be considered, such as special constables and/or contractors for certain functions to relieve the pressure on the sworn officers, and associated costs to provide court security and prisoner transportation. Woodstock police services has traditionally employed special constables to perform the security functions described in the consultant's recommendations.

**Report No: CS 2022-11**  
**CORPORATE SERVICES**  
**Council Date: March 23, 2022**

Over the course of 2022, staff will compile the metrics required for reporting to the Ministry on the identified performance measures and will also report the measures to Council at the end of the first quarter in 2023. The performance measures include:

- Number of court appearances – broken down by in-person and virtual;
- Number of full-time sworn police officers and special constables supporting prisoner transportation and/or court security – broken down by sworn police officers and special constables; and
- Number of prisoner transportation trips – broken down by sworn police officers and special constables.

## Conclusions

Securing a Funding Agreement for the CSPT Program will allow the County to receive up to \$39,522 in 2022 to offset the cost of providing court security and prisoner transportation in the Provincial Offenses Courtroom and offices, and the grant paid to the City of Woodstock.

Staff will work with the local police services to further review and implement any of the recommendations deemed to be beneficial in achieving efficiencies in service and cost savings. In the meantime, the Local Court Security Advisory Committee will meet in the fall of 2022 to consider a 2023 CSPT grant for the City of Woodstock and receive the Program Review Report for discussion purposes.

## SIGNATURES

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### Departmental Approval:

Original signed by \_\_\_\_\_

Lynn S. Buchner, CPA, CGA  
 Director of Corporate Services

### Approved for submission:

Original signed by \_\_\_\_\_

Gordon Hough on behalf of Michael Duben, B.A., LL.B.  
 Acting Chief Administrative Officer

## ATTACHMENTS

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Attachment 1 – “Review of the Court Security and Prisoner Transportation Program”, prepared by Goss Gilroy Inc., Management Consultants, dated March 26, 2021  
 Attachment 2 – High Level Summary of the Court Security and Prisoner Transportation Program Review

# Review of the Court Security and Prisoner Transportation Program

## Final Report

**PREPARED FOR:** Ministry of the Solicitor General of  
Ontario

**PREPARED BY:** Goss Gilroy Inc.  
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**DATE:** March 26, 2021



**GOSS GILROY INC.**  
Management Consultants  
Conseillers en gestion

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## List of Acronyms

CAOs	Chief Administrative Officers
CSPT	Court security and prisoner transportation
CSPT TP	Court Security and Prisoner Transportation Transfer Payment
GGI	Goss Gilroy Inc.
IPCO	Indigenous Police Chiefs of Ontario
JVN	Justice Video Network
MAG	Ministry of the Attorney General
MPS	Municipal Police Service3ws
OACP	Ontario Association of Chiefs of Police
OAPSB	Ontario Association of Police Service Boards
OPP	Ontario Provincial Police
OPP OTP	Ontario Provincial Police Offender Transportation Program (centralized unit)
OPP OTU	Ontario Provincial Police Offender Transportation Units, located throughout the province
SOLGEN	Ministry of the Solicitor General
TPAD	Transfer Payment Accountability Directive
WASH	Weekend and Statutory Holidays – a reference to special courts on these dates



## Executive Summary

Police services, whether municipal police services, the Ontario Provincial Police or First Nations police services, provide court security and prisoner transportation services across the province of Ontario. While police services provide court security and prisoner transportation services, municipalities are responsible for the costs, as they are for other policing costs.

As part of the 2008 Provincial-Municipal Fiscal and Service Delivery Review, the Ontario government committed to alleviating some court security and prisoner transportation costs from municipalities, beginning in 2012, to a maximum of \$125 million annually. The Ontario Government created the Court Security and Prisoner Transportation Transfer Payment (CSPT TP) Program in order to administer the \$125M payment. The program reached the maximum subsidy rate in 2018.

The purpose of this review was to conduct an assessment of how court security and prisoner transportation are done in Ontario, with a particular focus on CSPT TP Program in order to:

1. Improve the design of the CSPT TP Program to deliver it in a fiscally constrained environment, and to align with accountability requirements in the Transfer Payment Accountability Directive;
2. Identify potential ways to make court security and inmate transportation more efficient in Ontario, in the short-term (within the current model) and in the long-term (considering potential structural changes to the model); and,
3. Identify efficiencies to reduce the costs incurred by police services and reduce costs incurred by Ontario.

## Performance

### Impact of COVID-19

Both court security and prison transportation have been dramatically impacted by the COVID-19 pandemic, in Ontario, and in all other jurisdictions included in this review. The most immediate impact has been the need to substantially increase the use of virtual appearances for court hearings in order to comply with social distancing measures and the closure of public spaces, while still ensuring the functioning of the justice system.

The use of virtual appearances has reduced the need for prison transportation and the need to handle prisoners within courthouses during the performance of court security duties. The study found that police services experienced as much as a 90% reduction in transportation volumes and a reduction in the number of staff assigned to court security. While it is expected that prisoner transportation volumes and court security needs will increase in some way after the COVID-19

pandemic is stabilized and a “new normal” emerges, the study has identified cost savings associated with encouraging and supporting the virtual model. Maintaining as much of the virtual model as possible is in line with the existing Justice Video Strategy that aims to have 90% of pre-trial in-custody appearances at the Ontario Court of Justice take place using video. The virtual model is also in line with approaches taken in other Canadian provinces, as well as other jurisdictions internationally, namely Australia and New Zealand. The province will need to continue its programs to improve video capacity, police services will need to expand video capacity at police stations and the court system will need to be engaged such that policies to encourage use of these improvements are created and adopted.

### **Use of Sworn Officers**

Municipal police services and the Ontario Provincial Police use a mix of staff classifications to carry out prisoner transportation and court security duties. Evidence collected through the review indicates that the use of Special Constables for prisoner transportation and the emerging use of contractors for court security screening, perimeter security and alarm monitoring functions are best practices that are not currently fully utilized. While there will always be circumstances where an armed officer is needed, in many cases the use of special constables is appropriate with limited armed police officers available when required. These approaches have proven effective in a number of Ontario locations as well as in other jurisdictions where specific training has been provided. In turn, this can reduce the costs for police services of jurisdiction and provide adequate levels of security if properly implemented. Contracting out for court security screening, perimeter security and alarm monitoring functions may also reduce the cost of introducing screening at new locations, which may make it easier to expand screening in response to stakeholder concerns.

### **Transport Routes**

Prisoner transportation is a very complex system. Police services transport individuals from holding cells at police headquarters to courthouses, to correctional facilities and between courthouses and correctional facilities. With so many police services involved in prisoner transportation, and the Ontario Provincial Police involved in two distinct ways, there is significant duplication of service within the prisoner transportation network. Reducing inefficient manual processes in place now and implementing a structure that would achieve economies of scale are two new practices that can achieve efficiencies. An information management system for use in route optimization, data sharing, scheduling and reduction of manual processes will contribute to reducing travel requirements, administrative support and potential errors.

### **Transfer Payment Delivery**

When the grant was initially designed, stakeholders considered a range of alternative ways to allocate funds – by population, by numbers of prisoners transported or number of courthouses, etc. All these options have flaws and all stakeholders, municipalities, police services and representatives of the Ministries involved selected the approach based on actual expenditures instead. A change in the approach to allocating funding is not recommended at this time, other than the limited incentives to encourage adoption of more efficient approaches. However, the

program is currently not fully compliant with the Transfer Payment Accountability Directive and a performance measurement strategy and regular risk reviews have been recommended.

## Ongoing Needs

The province of Ontario continues to upgrade or replace courthouses, addressing security issues as part of the process. Municipal police services and Ontario Provincial Police have greater confidence in their ability to address security risks where infrastructure and equipment improvements had been made. However, many police services report that infrastructure issues remain and, sometimes, a lack of adequate security equipment can hinder court security. This includes challenges due to the number, design, age or characteristics of courthouse buildings. Additionally, there are varying expectations and demands from the Judiciary with respect to how court security is provided, and court security expectations and requests have increased over time. Police services and courthouse stakeholders identify a lack of consistent standards for court security as an issue but there are a number of factors that can influence needs and make it difficult to set common standards province-wide. There is a need to balance resource investments while ensuring court stakeholders have the means to ensure security requests are met.

Northern Ontario experiences many unique challenges that are not experienced in the more populated areas of the province. There are a number of smaller remote and fly-in communities with smaller police stations and irregular court sittings, long travel distances both for prisoners and court stakeholders, and a number of First Nations communities. In many instances, northern communities have traveling courts that spend short periods in communities resulting in demands on local police services and the disruption of regular policing resources. In relation to the distinctive needs identified for the north, a separate Northern Justice Strategy is needed that could lead to the development of a common prisoner transportation network, the development of a court security capability that would travel with the courts, the need to transport prisoners less frequently and better responsiveness to Indigenous community needs.

## Future Considerations – An Independent Agency

The key finding from the Jurisdictional Review is that none of the other jurisdictions make the police service of jurisdiction responsible for prisoner transportation or court security, except in particular circumstances. Responsibility is generally assumed by an agency independent of the police, typically a Sherriff's Office or other government agency. A frequent recommendation for improvement from workshop participants was also the transfer of the responsibility for prisoner transportation from police services to another entity.

A number of advantages are associated with this model including consistent security standards as one entity administers all courthouses, greater flexibility in the movement of staff to different courts, elimination of duplication of efforts, municipalities with courthouses do not subsidize those without them, and economies of scale to promote efficient operations, among others. This could be carried out on a regional basis with co-operation between police services but would be better set up province-wide. A review of the legislation will be required to determine what, if any,

changes would be required as well as the advantages of creating a new organization versus the advantages of expanding the role of an existing organization

## Summary of Recommendations

- The Ministry of the Solicitor General (SOLGEN) should work with all justice stakeholders (justices, crowns, defense counsel, court administrators, police services) to ensure the “new normal” that emerges after COVID-19 minimizes the transport of prisoners, and maximizes the use of virtual appearances for pre-trial hearings.
- Costs of CSPT can be reduced by:
  - Eliminating duplication, particularly in prisoner transport;
  - Improving economies of scale so special constables can be used more, and fewer police officers are pulled from front-line policing;
  - Using primarily contracted personnel for entrance screening to reduce costs and allow screening to occur in more locations; and,
  - Replacing manual administrative processes.
- Creating regional entities would help achieve these goals, but a provincial operation would add certainty of direction and be easier to establish.
- Improve the CSPT TP Program with performance measures and limited changes to provide incentives for cost reduction.
- A Northern Justice Strategy would address unique issues, and the funding of Indigenous police services needs to consider court security and prisoner transportation responsibilities.

## Financial Implications

Assuming inflation is the prime driver of program costs, the provincial share of total costs is estimated to increase modestly, 1.0% for SOLGEN and about 8% for the Ministry of Children, Community and Social Services (MCCSS) over the implementation period. On the other hand, municipalities will see a 37.6% increase as they are responsible for most cost increases due to the SOLGEN contribution limit of \$125M towards the CSPT TP Program.

However, if the province effectively promotes virtual hearings and carries out the specific improvements to achieve the efficiencies that are outlined in the report, costs can be reduced significantly for both SOLGEN and municipalities. There is considerable uncertainty over the way the courts will work post-COVID-19, and the number of prisoners that will need to be transported to and from courts, so the forecasts show a range between low impact and high impact outcomes. The forecasts below indicate SOLGEN can achieve cost reductions, and can maximize the reductions by either encouraging police services to create regional entities to gain economies of scale and eliminate duplication, or by giving the role to a province-wide entity, which provides a greater certainty the economies will be achieved.

### Summary of Financial Implications for SOLGEN (000s)<sup>1</sup>

	Pre- COVID-19	Short Term	Medium Term	Long Term / Entities	Long Term/ Provincial
No Change	142,267	142,965	143,324	143,691	
Low Impact		139,372	139,659	139,333	140,278
High Impact		137,575	135,968	135,055	125,800

Police services and the municipalities that fund them are in a challenging position, responsible to deliver a program and absorb all the increase in costs involved, whether inflationary or as a result of higher standards and expectations. The dramatic changes brought on by COVID-19 provide a one-time opportunity to recast responsibilities in the best manner possible without medium to long term financial impacts. Police services can certainly play a logical role and do so for less cost than they incurred before COVID-19

### Summary of Financial Implications for Municipalities (000s)

	Pre- COVID-19	Short Term	Medium Term	Long Term /Entities	Long Term/ Provincial
No Change	47,857	56,546	62,106	65,848	
Low Impact		40,891	37,452	39,220	38,275
High Impact		28,727	17,420	17,596	26,851

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<sup>1</sup> See the main report for discussion of the assumptions used for this analysis.

## 1.0 Introduction

This report presents the findings of an independent review conducted on court security and prisoner transportation in Ontario. Consultants from the private firm Goss Gilroy Inc. (GGI) conducted this review between October, 2020 and February, 2021 on behalf of, and with the support of, the Ministry of the Solicitor General (SOLGEN). The review involved extensive consultation with the police services that conduct court security and prisoner transportation, stakeholders within SOLGEN and other ministries within the Province of Ontario, and other stakeholders within the court environment and the municipalities that help fund court security and prisoner transportation. The purpose of the review was to examine how the services are provided, how they are financed and how they could be improved, in terms of compliance with provincial requirements and the efficiency of service delivery.

The first section of the report provides background and contextual information about court security and prisoner transportation in Ontario, and about the Court Security and Prisoner Transportation Transfer Payment (CSPT TP) Program administered by SOLGEN. The second part of this report describes the purpose of the review and data collection methods used. The findings section draws upon the data collected to describe how court security and prisoner transportation and the transfer payment can be improved. The final section sets out an implementation plan for these improvements.

## 2.0 Background

### 2.1 Court Security and Prisoner Transportation in Ontario

Court security and prisoner transportation services are provided by Municipal Police Services (MPSs) in all large and mid-sized municipalities in Ontario and some of the smaller municipalities. Most smaller municipalities receive police services from the Ontario Provincial Police (OPP), who are in charge of court security and prisoner transportation for those municipalities.

#### Court Security Responsibilities

The *Police Services Act* states that police services are responsible for the security of courthouses within their jurisdiction. Section 137 of the Act states that the police services board of jurisdiction or the OPP Commissioner is responsible for court security by:

1. Ensuring the security of judges and of persons taking part in or attending proceedings;
2. Ensuring the security of the premises during the hours when judges and members of the public are normally present;
3. Ensuring the secure custody of persons in custody who are on or about the premises including persons taken into custody at proceedings; and,
4. Determining appropriate levels of security to fulfill the obligations listed above.

Where Section 137 applies, Section 16 of the regulation on Adequacy and Effectiveness of Police Services requires that Chiefs of Police prepare a court security plan, establish procedures on court security that address supervision and training, and ensure that court security personnel have the knowledge, skills and abilities to perform court security functions. Section 29 requires Police Services Boards with court security responsibilities to establish policies with respect to court security. The Act also provides special powers for anyone carrying out court security duties on behalf of the police services board or OPP Commissioner, including the right to require persons to identify themselves, to search a person or vehicle entering the premises, the right to search prisoners, the right to refuse entry to the premises, or require a person to leave, and the right to arrest persons in certain circumstances. The current Policing Standards Manual section on Court Security includes a Court Security Assessment Tool to identify security needs in each individual courthouse for which a police service is responsible. This assessment covers critical incidents, the nature of cases, personnel and procedures, emergency planning and physical assessment.

SOLGEN indicates there are approximately 156 court locations in Ontario. Approximately 45% are base locations, 35% are satellite locations, and 20% are fly-in courts. SOLGEN estimates that 45% of

courthouses are secured by the OPP, and 55% by MPSs or self-administered First Nations Police Services.

Under court security, police services are responsible for:

- **Perimeter security** – The goal generally is to control all access points and only have one public access point. This is generally difficult to achieve in older courthouses, courthouses that share space with other uses, and temporary courts (e.g., an arena or legion hall).
- **Security screening at courthouse entrances** (i.e., persons and packages) – The trend has been towards screening at access points, using magnetometers, walk through or wand instruments and package inspection. This is employed at major courthouses throughout the province. Though the interviews and workshops reported screening equipment has been sent to some courthouses but not installed, or not used by the MPS responsible. Screening is generally not used at *Provincial Offences Act* (POA) courthouses and is not in place for courthouses that lack access control, or many smaller or temporary courthouses.
- **Security in common areas** is generally provided through a combination of cameras and active patrolling. Most courthouses have some form of “presence” by uniformed staff, who may be armed, or not armed, depending upon the location.
- **Security within courtrooms** is generally provided by having uniformed staff present in the courtroom during proceedings. This is provided in many courtrooms, and always when there is a prisoner in custody within the courtroom. Police services report demands from judges and occasionally crowns to have an officer in the courtroom even when there are no prisoners present, as a provision in case an event occurs (Family Courts and conflict between partners was used as an example). There is often resistance from police services to supply uniformed staff on all occasions based on availability and cost of staff.
- **Security during prisoner movement** generally involves meeting the prisoner transportation vehicle, escorting the prisoner to cells within the courthouse, and escorting the prisoner to and from the courtroom when required. It also includes feeding and monitoring the prisoner while in the cells, and returning prisoners to the transportation vehicle.
- **Security system monitoring** (e.g., camera room). Security systems are always monitored electronically. In some cases, generally larger courthouses, the cameras (and other alarms) are monitored by a staff member throughout the day, whether by a dedicated individual in a dedicated room, or by having TV monitors and alarms at a station staffed for other purposes (e.g., near the screening facility or cells).

## Prisoner Transportation Responsibilities

Under the *Municipal Act, 2001* and the *City of Toronto Act 2006*, municipalities are responsible for transporting prisoners between correctional facilities and the courts for the purpose of attending hearings or proceedings. Section 29 of the *Adequacy Standards Regulation* requires a police services board to have a policy on prisoner transportation, and section 13(1)(m) requires the Chief of Police to



establish procedures and processes for prisoner transportation. Section 53 of the *Police Services Act* clarifies that the use of special constables by police services to escort and convey persons in custody on a permanent basis is not prohibited by other provisions.

Police services transport individuals from holding cells at police headquarters to courthouses, to correctional facilities and between courthouses and correctional facilities. For instance, a person held at a police station may be transported to court for a bail hearing, or a person in police custody remanded during a video or audio hearing at a police station may be transported to a correctional facility. Additionally, police services are responsible for transporting in-custody prisoners between correctional institutions and courthouses. This may be to accommodate new bail or procedural hearings or it may involve prisoners participating in a trial. The correctional institutions are in charge of transporting prisoners between institutions<sup>2</sup> and from institutions to medical facilities or other appointments.

Note that prisoner transportation generally has two components. The initial transfer from the police station to a court or custodial institution is the transfer of a prisoner in the custody of the police service who arrested the individual. For subsequent transfers from the courthouse to a correctional institution or for transfers from a correctional institution to a courthouse the prisoner is in custody on account of a court order, and the police service is acting as a service provider to the courts.

The *Police Services Act* will be replaced in the near future with the *Community Safety and Policing Act, 2019* (CSPA) which has received Royal Assent but has not yet been proclaimed into force. Under the CSPA, responsibility for court security will remain with police service boards, which in turn, are largely funded by municipalities. The CSPA will allow First Nations to opt into the legislation in which case their boards will also be responsible (they are not subject to the current *Police Services Act*).

The new CSPA identifies what is a policing function and limits who may perform such functions. However, court security is not a designated policing function (but still a responsibility), with the result that it can be carried out by any individuals appointed for the purpose by a police service board. Appointments could be a sworn police officer, a special constable, or any other civilian appointed for the purpose, including contractors. Similar provisions will apply to the OPP.

Prisoner transportation may be considered by the CSPA as a policing function, at least as it relates to the transportation of prisoners to and from the police station, requiring the task be carried out by “members of the police service”, but regulations under Section 14 could permit this function to be outsourced (e.g., to the OPP Offender Transport Program (OTP), to another police service, to a joint or common service provider or to a contractor).

Thus, MPSs and OPP detachments will continue to be responsible to implement court security and prisoner transport (to the extent prisoner transport is a policing function) under the new CSPA,

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<sup>2</sup> The Bailiff Program used to provide transport between correctional institutions, but was disbanded in 2019. Transportation between correctional facilities is now the responsibility of correctional officers.

although there will be options with respect to how they deliver the services and who they use for that purpose.

## Funding Model

While police services (either MPS or the OPP, whichever is the police service of jurisdiction in the municipality) provide the court security and prisoner transportation services, municipalities are responsible for the costs of court security and prisoner transportation (and other policing costs), although they do receive a subsidy from the Province of Ontario, under the CSPT TP Program. The net costs after provincial contributions are charged against the municipal property tax base as part of the police services budget. The OPP OTP carries out some prisoner transportation for those municipalities that were impacted by the centralization of correctional institutions and does not charge the costs back to the municipalities. The costs of the OPP OTP are recovered from the province's consolidated revenue fund by SOLGEN and are not part of the CSPT TP Program.

Since 2015, CSPT TP Program funding for municipalities policed by the OPP is paid directly to the OPP rather than to the municipalities that purchase policing from the OPP. The OPP bills municipalities for the police services it provides to those municipalities. It passes the grant on to municipalities by providing the municipality a credit against their municipal policing bills.

## CSPT Transfer Payment Program

As part of the 2008 Provincial-Municipal Fiscal and Service Delivery Review, the Ontario government committed to alleviating some court security and prisoner transportation costs from municipalities, beginning in 2012, to a maximum of \$125 million annually by 2018. The CSPT TP Program is administered by SOLGEN's Public Safety Division. Table 1 identifies annual program allocations since 2012.

Table 1: CSPT TP Program Funding by Year

(000's rounded)	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Total Funding</b>	\$17.9M	\$35.7M	\$53.6M	\$71.4M	\$89.3M	\$107M	\$125M	\$125M	\$125M

When the CSPT TP Program was announced, it committed to a maximum subsidy of \$125M per year to support municipalities in the implementation of court security and prisoner transportation services. The program reached the maximum subsidy rate in 2018. The \$125M cap was established based on estimates by the Association of Municipalities of Ontario (AMO) and the City of Toronto in the Provincial-Municipal Fiscal and Service Delivery Review, when it was assessed that police services were spending about \$125M per year on court security and prisoner transportation at that time (2008). Municipalities policed by MPSs receive a share of the funding envelope each year, pro-rated to their actual eligible court security and prisoner transportation costs as most recently reported. For

example, funding for 2020 was allocated based on each recipients' relative share of the total provincial CSPT expenditures for 2018. The OPP determines the allocations for OPP-policed municipalities based on their relative share of the projected CSPT costs.

Municipalities that have MPSs receive payment installments quarterly from SOLGEN, based on calendar year to align to the municipal fiscal year. The first quarter payment is made after the municipality and the province have signed a transfer payment agreement, and the recipient has provided adequate proof of insurance. The second installment is paid on the condition that the recipient has provided the previous year's Annual Financial Report. The OPP-policed municipalities receive their CSPT TP Program funding in the form of credits on their municipal policing bills twice a year (25% in February or March, and the remaining 75% in September or October).

This expenditure-based model was selected following consultations with stakeholders. Two other models - funding based on caseload and funding based on population - were considered when the program was designed but deemed ineffective. The two alternative models were rejected mainly because of the difficulty of tracking the necessary information (e.g., prisoner transport traffic, deeper understanding of catchment areas for courts), and because the first model would have been inequitable to smaller municipalities or others with longer distances to transport prisoners.

The CSPT TP Program serves as a subsidy program to support municipalities. Court security and prisoner transportation costs eligible under the CSPT TP Program include court security and prisoner transportation activities, training, equipment and recruitment. It excludes expenditures associated with court administration (e.g., schedule of staff, service of legal documents, data entry, etc.). Annual Financial Reports do not require a detailed breakdown of the costs between court security and prisoner transportation and some jurisdictions do not distinguish between the two categories of expenditures in their financial management systems. The Public Safety Division estimates that 70% of CSPT TP Program funds are used for court security, and 30% for prisoner transportation, based on municipal reports submitted for 2017.

In 2018, approximately 95% of the \$125M was provided to support municipalities policed by MPSs, and about 5% to municipalities policed by the OPP, reflecting their relative levels of expenditure, as identified in Table 2.

Table 2: CSPT TP Program Allocation to MPSs and OPP from 2015 to 2018

(000's rounded)	2015	2016	2017	2018	2019	2020 (budget)
<b>Total CSPT TP Allocation</b>	<b>71,432</b>	<b>89,289</b>	<b>107,143</b>	<b>125,326</b>	<b>125,000</b>	<b>125,000</b>
CSPT TP Allocation – MPS-policed municipalities	69,124	86,404	102,520	119,527	118,844	119,494
CSPT TP Allocation – OPP-policed municipalities	2,308	2,885	4,623	5,799	6,156	5,506

In 2018, the allocation provided through the CSPT TP Program covered about 76% of the reported court security and prisoner transportation expenditures for MPS-policed municipalities<sup>3</sup> and 81% of costs for OPP-policed municipalities. This left a shortfall of about \$37.8M to be covered by MPS-policed municipalities and about \$1.3M for OPP-policed municipalities.

While the \$125M represented the estimated level of municipal expenditures in 2008, police services report that their expenditure levels have risen (Table 3), partly as a result of inflation (e.g., wage and salary increases), partly as a result of increased volumes (of prisoners and courthouses and courtrooms) and partly as a result of higher standards. For instance, the requirement to keep various categories of prisoners separate from each other, and the introduction of improvements in court security, such as screening at more courthouse entrances.

**Table 3: Reported Expenditures and CSPT TP Program Allocations for MPSs and OPP policed municipalities<sup>4</sup>**

(000's)	MPS CSPT costs	CSPT TP Allocation to MPS municipalities	% of MPS costs covered by CSPT TP	OPP CSPT costs	CSPT TP Allocation to OPP municipalities	% of OPP costs covered by CSPT TP
2015	144,263	69,124	48%	6,409	2,308	36%
2016	148,822	86,404	58%	6,766	2,885	43%
2017	151,941	102,520	67%	7,337	4,623	63%
2018	157,332	119,527	76%	7,067	5,799	82%
2019	165,674	118,844	72%	7,583	6,156	81%
2020 (budget)		119,494			5,506	

### The Ontario Provincial Police Offender Transportation Program

As part of the province's program to restructure and consolidate correctional institutions, the province expanded OPP service in 2008 to assist municipalities faced with longer cross-municipal boundary transfers as a result of a local correctional institution being closed. The OPP established its OTP to conduct prisoner transportation for some municipalities.

This funding was approximately \$24 million in fiscal year 2019-2020 (ends March 31, 2020), \$17.3M of this was for the transportation of adult prisoners and \$6.7M related to the transport of youth. Municipalities are required to sign Memoranda of Understanding (MOU) with the OPP outlining specific services to be provided (which may, for example, only include certain types of prisoners housed at a centralized institution) and the terms and conditions related to OPP services. The OPP OTP funds transportation 'loops' across municipal boundaries, between police facilities, courthouses and

<sup>3</sup> This is based on costs reported through the Annual Financial Reports for that year.

<sup>4</sup> This table is based on Annual Financial Reports data compiled by the CSPT TP Program, and OPP data on costs and CSPT program allocation.

correctional institutions. The OTP currently operates 63 Memoranda of Understanding (MOU) with different municipalities, and transports approximately 90,000 prisoners a year (pre-COVID-19 pandemic) between correctional facilities and courthouses, using approximately 60 transportation vehicles. The entire costs of the OTP are charged to, and covered by, SOLGEN (for adult inmates) and the Ministry of Children, Community and Social Services (for Youth).

The OPP OTP is a centrally administered program out of the OPP office in Orillia, Ontario. It is comprised of 150 Offender Transport Officers that make up 10 Offender Transport Units (OTUs) across the province. The OTUs are located in Ottawa, North Bay, Lindsay, Cobourg, Penetanguishene, Milton, Burlington, Simcoe, Windsor, and London. A further 43 employees (civilians and sworn officers) make up the operational support and administration of the OTP. The OTP operates independently from OPP detachments and regions throughout the province that are responsible for prisoner transport in their role as a police service of jurisdiction. However, the OTP does provide service to support some OPP detachments when the municipality they serve has been impacted by a correctional institution closure and the municipality has signed an MOU.

There is no formal distance threshold to trigger a new MOU and hence service by the OTP to a new municipality. All prisoner transport across municipal boundaries, and all prisoner transport for long distances do not qualify, only those that result from the consolidation of correctional institutions. Of note, the OPP OTP does not operate in Northern regions, where no institutional centralization has occurred, but where transport distances are also the longest. The North West Region (NWR) Offender Transport Unit (OTU) provides support to OPP detachments in the Region but the costs of these services are charged back to the municipalities responsible.

## First Nations Policing

First Nations police services are funded under the First Nations Policing Program (FNPP), with federal and provincial governments sharing the costs. First Nations police services are excluded from the CSPT TP Program.

However, First Nations police services currently carry out offender transport, and some services have established Memoranda of Understanding (MOU) with the OPP to coordinate offender transport between the organizations. Some First Nations police services are also required to contract air transportation for prisoners, which is a significant cost.

First Nations police services also provide court security when courts convene in the communities they serve. This generally requires reassigning an officer who otherwise would be deployed to frontline policing duties.

The Indigenous Police Chiefs of Ontario (IPCO), who participated in a workshop session supporting this study, indicated they are only funded to provide front-line police services, and court security and prisoner transportation are not eligible expenditures under the current funding arrangement. They argue they should be eligible for the CSPT TP Program on the basis of fairness. Other police services in

Ontario receive funding under the CSPT TP Program, and they believe they should receive it as well, which would allow them to provide court security and prisoner transportation services without taking officers off the front-line. They also note that they should be providing services in their communities to ensure cultural appropriateness, both in handling prisoners and relating to community members.

## 3.0 Purpose, Scope and Methodology

The review was overseen by a Director-level management committee and a Steering Committee of Assistant Deputy Ministers (ADMs) from stakeholder ministries (SOLGEN and the Ministry of the Attorney General (MAG)). Members of the committees also communicated with their Treasury Board counterparts for input.

The purpose of the review was to conduct an end-to-end assessment of how court security and prisoner transportation are done in Ontario, with a particular focus on SOLGEN's CSPT TP Program. The objective of the study was to develop recommendations towards:

1. Improving the design of the CSPT TP Program to deliver it in a fiscally constrained environment, and to align with accountability requirements in the Transfer Payment Accountability Directive (TPAD); and,
2. Identifying potential ways to make court security and prisoner transportation more efficient in Ontario, in the short-term (within the current model) and in the long-term (considering potential structural changes to the model). More specifically, the consultants sought to identify efficiencies to reduce the costs incurred by police services and reduce costs incurred by SOLGEN, including costs associated with the OPP OTP.

The review focussed on prisoner transportation and court security carried out by police services within the **current legislative framework**. The scope of work excluded the following:

- Related activities connected to correctional institutions.
- First Nations policing agreements.
- Increasing the funding envelope of the CSPT TP Program.

### 3.1 Review Methodology

The review was conducted using multiple lines of evidence to collect factual information from different sources, including gathering the perspective of the stakeholder community. The methodology used is described in the sections below.

#### Interviews with Stakeholders

The review team conducted interviews with a range of court security and prisoner transportation stakeholders. The interviews had a dual purpose: 1) scoping the exercise and understanding what stakeholders were hoping to see as a result of the review, and 2) to collect information to answer the review's questions about how to generate effectiveness and efficiency. Interviews were led by GGI consultants and attended by a SOLGEN representative. Most interviews were with representatives of

the Ontario government Ministries involved. Others included representatives of AMO, IPCO, the OPP OTP and Parry Sound Police Service. The list of interviews conducted for the review can be found in Appendix 1.

## Survey of Police Services and Feedback Forms

The review team administered a survey to MPSs and a survey of OPP detachments to collect information on the way they deliver court security and prisoner transportation, and to collect their general input for the review. Two questionnaires were distributed to MPSs: one to capture qualitative descriptions and feedback on court security and prisoner transportation operations, the other to collect financial and staffing information. The OPP detachments were sent a single questionnaire to collect the qualitative information. Quantitative data about the OPP's CSPT activities were collected from central OPP.

Overall, the purpose of the surveys was to give the reviewers a better understanding of the way CSPT activities are conducted, what strengths and challenges may exist in the current model, and what areas could be examined for improvements towards greater efficiency. The response rate for both surveys was high as outlined in the following table.

**Table 4: Police Survey Participation Rates**

Category	Responses	Response rate	% of respondents performing both CS and PT
MPS	32	71%	81%
OPP	62	86%	50%

The review team also made available an online feedback form to municipal Chief Administrative Officers (CAOs) (n=345) and members of Ontario Police Service Boards (via a link circulated by the Ontario Association of Police Service Boards). This instrument allowed these two groups of respondents to provide input to the review on a voluntary basis. A total of 22 CAOs and 28 members of Police Service Boards provided their input through this mechanism.

## Workshops

The review team conducted a series of workshops with MPSs and OPP detachments. Workshops were held following the surveys to delve deeper into areas identified as challenges and to explore avenues for improvement in more detail with participants. Workshop sessions were held with the following groups:

- Representatives of the Toronto Police Service;
- Representatives of the remaining “Big 10” MPS;



- Representatives of OPP detachments;
- Representatives of small and medium-size MPSs; and,
- Representatives of Indigenous Police Chiefs of Ontario.

Participants in the workshops are listed in Appendix 2

## Jurisdictional Review

The review team conducted a jurisdictional review to compare Ontario's court security and prisoner transportation model with what is done in other jurisdictions in Canada and abroad. The review covered: Alberta, British Columbia, Quebec, Australia and New Zealand. The findings are reported in detail in Appendix 3 and discussed in relevant sections throughout this report.

## 3.2 Limitations and Methodological Notes

- Although the review had a strong stakeholder engagement framework, it did focus heavily on the perspective of police services as implementers of the court security and prisoner transport activities covered in the review. The judiciary, Crown, and defense counsel provided input in writing and through interviews, but participation was limited. Corrections were engaged through interviews with the Ministry, but operations at Institutions was not part of the scope of this review.
- While the response rates to the surveys were high, they did not provide full coverage of the population, especially regarding financial information (i.e., quantitative questionnaire of the Municipal Police Survey).
- COVID-19 has introduced significant uncertainty, making forecasts less precise than they may be otherwise. In particular there is some uncertainty over the extent to which video and audio hearings will continue post COVID-19 and over the volume of prisoner transportation that will be required in the "new normal". All estimates are based on current knowledge and a reasonable understanding of the processes and may, or may not, come to fruition.

## 4.0 Potential Improvements to Efficiency and Effectiveness

### 4.1 COVID-19 and the Evolution of Virtual Appearances

#### Current Situation – Impact of COVID-19

Both court security and prison transportation have been dramatically impacted by the COVID-19 pandemic, in Ontario, and in all other jurisdictions included in our review (Appendix 3). The most immediate impact was the “closure” of courts. With the courts closed, there was still a need for police to bring accused persons before a Justice of the Peace for bail hearings.

As a result, court hearings proceeded, generally through virtual appearances in order to reduce the likelihood of COVID-19 infection for participants. Virtual hearings have tended to be by video whenever possible, but in some cases, particularly in the north, internet bandwidth or facilities have not been adequate to support video, and purely audio hearings have occurred. With courtrooms closed, the virtual appearance was often not just by a prisoner, but also by the judge, crown, defence counsel and even witnesses and agency representatives.

During the pandemic, a prisoner’s first appearance generally occurred at the police station, taking place either from the cells or a nearby room. According to interviewees and focus group participants, police stations have generally been constructed with the expectation that prisoners would be taken to court. Hence there is typically no dedicated space or equipment for virtual appearances. Most police services have accommodated video appearances by repurposing rooms and facilities, and using cell phones and tablets to equip makeshift video facilities.

Additionally, subsequent appearances often have had to occur by video and/or audio from the correctional institution during the pandemic. The substantial increase in the use of video appearances has caused a number of effects. Interviewees indicated that correctional facilities were not built to accommodate video appearance they too have repurposed some spaces and used whatever technical capacity was available to accommodate the needs.

Trials were generally postponed early in the pandemic, but some trials eventually had to proceed to ensure the accused’s rights to be tried within a reasonable time under the Charter of Rights and Freedoms. Interviewees and workshop participants indicated most court appearances still occurred using virtual (video and/or audio) connections, and the data available for prisoner transportation volumes substantiates this (see Figure 1 and Table 5).

Video hearing capacity has also been exceeded at courthouses where judges, crowns and defence counsel are using video or audio for virtual hearings. Interviewees and workshop participants indicated that in many cases, court stakeholders use personal computers, phones and tablets from

home or office, however some use courthouses when they have better video facilities. As courthouses have been opening up, more parties are attending the courthouse and using facilities there. However, in many cases, the video capacity remains insufficient, especially with the need for social distancing between the parties appearing from the same courthouse.

## The Justice Video Strategy

Although the COVID-19 requirements strained virtual appearance capacity, there have been steps in the past to build this capacity. The Government of Ontario began a Video Remand and Bail project in 2000, to ease the transportation burden of accused persons from Ontario correctional facilities to and from court appearances. This led to the creation of the Justice Video Network (JVN), which provides some capacity for remote appearances. However, the JVN was difficult to put in place, complex to use, and adoption was limited.

As part of further efforts to modernize the justice system, the province began larger scale pilots for video appearances and remote defense attorney access in correctional facilities in 2016. A “Justice Video Strategy” (JVS) was developed – before COVID-19 – to increase the capacity for doing court hearings by video from correctional institutions and at courthouses. The strategy aims to have 90% of pre-trial in-custody appearances at the Ontario Court of Justice (excluding the Superior Court) take place using video. The JVS reports that in 2018, about 57% of pre-trial appearances were done remotely, although about half of those were audio appearances, not video. Police services indicated even lower video appearance rates before COVID-19 in their survey responses, although they were reporting on all appearances, not just Ontario Court of Justice Appearances.

At the time of this review, there are about 150 video suites in correctional institutions, and the JVS has plans for another 270 which are targeted for implementation by March of 2023. About 200 of over 850 courtrooms in the province are equipped with video conference equipment. In addition to the units to be provided under the JVS, new video suites are being implemented as part of new courthouse construction or renovation, including at the new major courthouse being built in downtown Toronto. While there is not enough video capacity in courthouses and correctional institutions to meet current requirements, there is more than there would have been without these initiatives, and there will be substantially more by March, 2023.

Perhaps as important, the virtual first appearance is often from a police station shortly after arrest. The hearing is required within 24 hours of arrest and can lead to the release of the prisoner without the need to transport to a courthouse or correctional facility. The JVS reports that 120 video units can be found in police facilities at present. Stakeholders and survey respondents indicate that many more are required. Improvements in the video capacity of police stations will also be required.

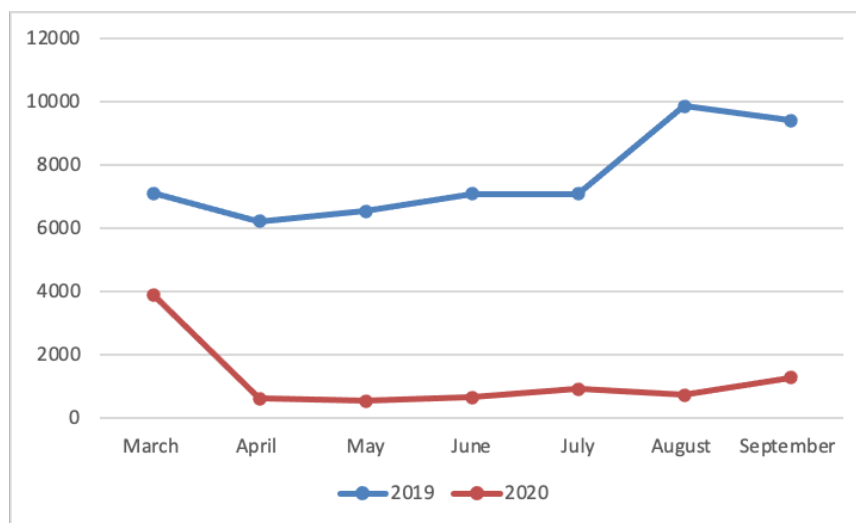
## Drivers for Change – Lessons from COVID-19

Up until the pandemic, there was substantial inertia to overcome and resistance to adopting video technology as an approach to court appearances. Doing virtual court appearances by video rather than

in person is a transformative idea that reduces the need for prisoner transportation and lowers security risks from transport and at courthouses. Stakeholder interviews indicated that with the COVID-19 pandemic, video appearances have become vital to the functioning of the justice system, and the survey, interviews and workshops all indicate video appearances have received much wider take-up than in pre-pandemic times.

This decrease is reflected in OPP OTU numbers when comparing the number of prisoners transported monthly in 2019 with the corresponding 2020 month. On average a 90% reduction is seen from April to September 2020 (Figure 1).

Figure 1: OPP OTP Prisoner Volumes by Month



According to the results of the surveys, COVID-19 has reduced prisoner transportation volumes by about 75% for MPS and OPP detachments (Table 5). Most of those reporting “no effect” have the OPP OTP carrying their prisoners.

Table 5: Impact of Video Appearances on Prisoner Transportation

	MPS			OPP		
	N	% of MPS	Average reduction in volume	N	% of OPP	Average reduction in volume
Before COVID-19	9	31%	23%	17	32%	33% <sup>5</sup>
Since COVID-19	27	93%	75% <sup>6</sup>	37	70%	78% <sup>7</sup>
No Impact	2	7%	-	14	26%	-

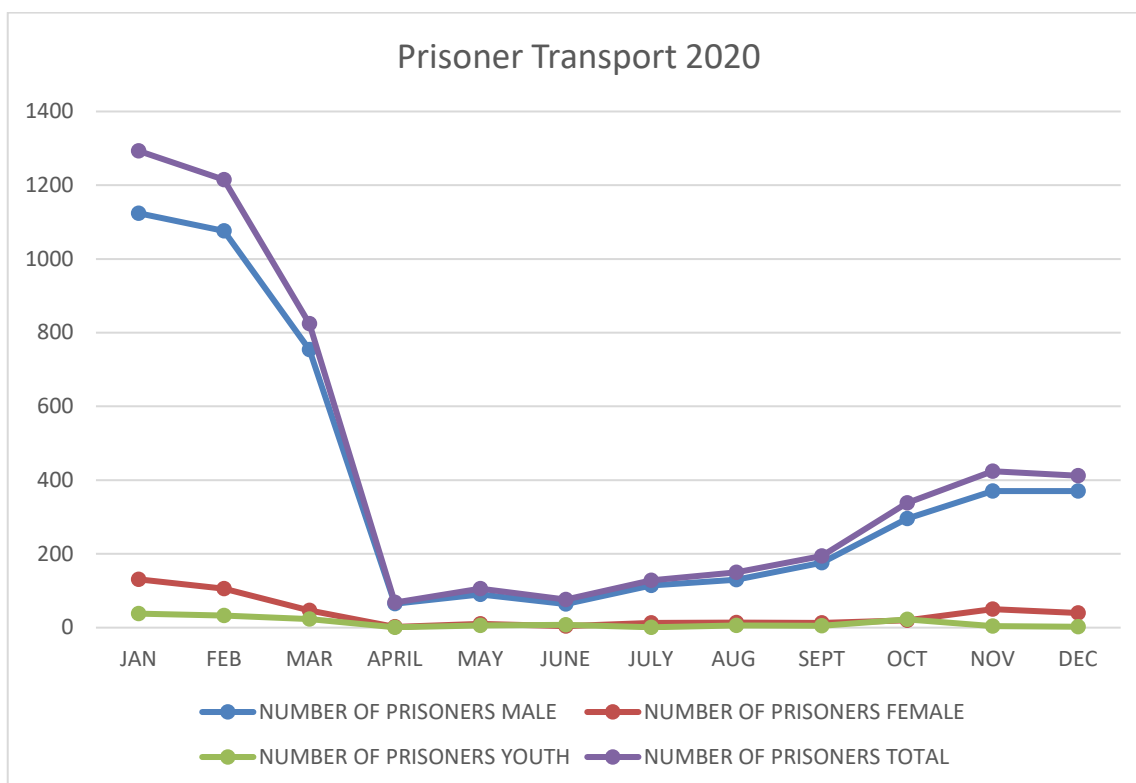
<sup>5</sup> Based on 10 respondents providing actual estimates

<sup>6</sup> Based on 23 respondents providing actual estimates

<sup>7</sup> Based on 27 respondents providing actual estimates

Given the difference between the OPP OTP data and the reports from MPSs, we contacted the Ottawa Police Service that had reported only a 50% reduction and found that the figure was based upon year over year data, without distinguishing between pre- and post COVID-19 periods. The Ottawa Police Service also provided a breakdown of prisoners transported by month which is shown in the figure below.

Figure 2 - Prisoners Transported by Month, Ottawa Police Service



This shows the total number of prisoners transported declined to about 10% of pre-COVID-19 volumes early in the pandemic, but recovered to about 33% of pre-pandemic volumes later in the year, as activity (and arrest volumes) returned closer to usual levels. The OPP data also showed a slight increase in September and may have increased as well later in the fall.

The key remaining transportation requirement in all jurisdictions during COVID-19 is that police services are still transporting prisoners from the police station to the correctional institution, when persons are remanded in custody at their initial bail hearing which is now being conducted virtually from the police station. The Ottawa data shows trips to and from the central courthouse virtually stopped in mid-March.

The table below looks at charges and the court hearings that result from them. 89% of cases were resolved without a trial date in 2019, before the COVID-19 pandemic struck. Only 11% of cases actually involved a trial date, and most of those were resolved by a guilty plea or were withdrawn at

the trial date, with only 3.5% of total cases continuing to an actual trial. This suggests that it should be possible to conduct the vast majority of these appearances virtually, with almost 90% of cases resolved without a trial.

Table 6: Court Appearances in Ontario - Cases Disposed in 2019<sup>8</sup>

Total Cases	All Cases		All Cases that Began — in Bail Court	
	220,548	100%	99,661	100%
Cases Disposed before Trial Date	196,166	88.9%	88,713	89.0%
Cases Disposed at Trial, without Trial (guilty plea or charges withdrawn)	16,029	7.3%	7,453	7.5%
Cases Disposed Following a Trial	8,353	3.8%	3,495	3.5%
<b>Average number of appearances</b>	8.0		10.0	

Note when looking at the table above, the “Cases that began in Bail Court” are those that involve an offender in custody, at least for part of the court process. Each such offender will appear in court an average of ten times, two of which are for bail hearings.

The significant reduction in prisoner transportation volumes has reduced the risks associated with prisoner transportation and court security (e.g., risks of accidents, escape attempts, incidents between prisoners, self-harm, contraband, etc.). These risks remain whenever a prisoner is transported. The COVID-19 experience indicates that many of the court appearances that occurred before COVID-19 could have been virtual appearances, and Table 6 indicates most could be virtual appearances in the future. However, interviewees and workshop participants indicated that even when possible pre-COVID-19, video appearances were rarely implemented, mainly due to resistance from crown, defense and/or the judiciary. Additionally, workshop participants indicated that prisoners were often transported to courthouses primarily to meet with defence counsel and/or community agencies, with purely administrative hearings scheduled to accommodate.

These stakeholders will have learned from the COVID-19 experience, and seemingly many will be more receptive to holding virtual hearings in the future. Workshop participants indicated there may now be a better understanding of the risks related to prisoner transportation and prisoner appearance in courtrooms, and a better appreciation for the potential of virtual appearances. At the same time, there is a certain level of video fatigue emerging out of the pandemic experience and this may be re-enforced by the sub-standard or make-shift facilities that have been used over the past year. The video experience must be improved or there will be a tendency to revert back to in-person appearances.

<sup>8</sup><https://www.ontariocourts.ca/ocj/files/stats/bail/2019/2019-Bail-Offence.pdf>

## Analysis

### Estimated Impacts of Virtual Hearings on Prisoner Transportation

It can be expected that prisoner transportation volumes will increase in some way after COVID-19. The volume during COVID-19 has largely been transfers from police detention facilities to correctional institutions. This volume is estimated to be 20% to 35% of pre-COVID-19 prisoner transportation volumes, based on prisoner transportation statistics during the pandemic (the low number based on the OPP data, the higher percentage based on the survey of MPSs and the more recent Ottawa data), and on the case data (Table 6) which suggests each case has an average of 10 appearances. Only one of these appearances could precede the initial transfer to a correctional institution, although some would not make that trip, having been released after the first hearing. These trips will continue post-pandemic, regardless of the extent of virtual hearings.

Many trials will continue to be in person, requiring the transport of prisoners. However, trial dates are only set in 11% of cases (based on 2019 data, Table 6), and two-thirds of these involve a guilty plea or withdrawn charges, many of which could presumably be handled virtually as many decisions to plead guilty or withdraw charges are made before the trial date. Actual trials only occur in about 3.5% of cases.

However, the majority of trips in the past were related to remand hearings, pre-trial and administrative hearings, sometimes to accommodate meetings at the courthouses, according to stakeholders and workshop participants. The intent of the Justice Video Strategy is to be able to accommodate 90% of the pre-trial hearings, and to accommodate meetings between prisoners and their counsel, the agencies involved in preparing pre-trial release plans and even family and friend visitations.

There are reports on the impact of the use of video in other locations. In the Ninth Judicial District of Minneapolis a review found that the savings on prisoner transportation alone were enough to fund the implementation of the video system, and that all court stakeholders<sup>9</sup> also saved time. Similarly, a review of the impact of video appearances in England identified both savings on prisoner transport and stakeholder time.<sup>10</sup> A study of the Justice Video Network in Ontario showed the OPP saved 294,000 km of employee travel as a result of video hearings.<sup>11</sup>

Through the jurisdictional scan, it was found that Quebec has now mandated that pre-trial appearances will be by video demonstrating that such a strategy can be implemented. Ontario does not seem ready to take this position, preferring to leave more discretion to the judiciary. Change management initiatives to encourage the continued use of virtual hearings whenever possible will be essential to minimize the surge in prisoner transportation requirements that may occur post-COVID-

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<sup>9</sup> Babcock, Emily and Johansen, Kate (2011) "Remote Justice? Expanding the Use of Interactive Video Teleconference in Minnesota Criminal Proceedings," William Mitchell Law Review: Vol. 37: Iss. 2, Article 17. Available at: <http://open.mitchellhamline.edu/wmlr/vol37/iss2/17>

<sup>10</sup> Slessor, James, Goodwin, Tim and Feggetter, Emma, Accenture Consulting, "Rewriting the Rulebook"

<sup>11</sup> <https://www.nbs.net/articles/bringing-courtrooms-online-for-speedier-justice>

19. These initiatives should be aimed at all courthouse stakeholders, the judiciary, crowns, defense attorneys, administrators and police services.

Additionally, feedback received from the OAPSB survey indicated that Ontario's new bail policy is also having an effect on the number of persons being transported for court purposes and is expected to continue to have an impact.

Prisoner transportation volumes in 2022 are therefore estimated to range from 35% to 60% of pre-COVID-19 volumes, made up of:

- 20% to 35% of trips that are from police stations to correctional institutions which will remain, as discussed above;
- 5% to 15% of trips that will relate to trial dates. This a conservative estimate as the 2019 case data indicates trials only occur in 3.5% of cases and only 11% of cases have a trial date at all (even if guilty pleas and withdrawals need to be made in person). The high estimate will leave considerable room for a potential surge as courts re-open and delayed trials are held.; and,
- 10% to allow for pre-trial hearings that could not be accommodated by video, given the ongoing JVS implementation plan.

Once the implementation of new video capacity is completed through the JVS, and the backlog of trials is resolved, the prisoner transportation volumes should decrease to 30% to 55% of pre-pandemic levels. This would be made up of:

- the 20% to 35% of trips that are from police stations to correctional institutions;
- 5% to 10% of trips that will relate to trial dates once the pent-up demand is satisfied and allowing that some guilty pleas and charge withdrawals may occur virtually, and
- 5% to 10% to allow for the pre-trial hearings that are not expected to be accommodated by the Justice Video Strategy (which set 90% of pre-trial appearances as a target), and will still not be accommodated by changing expectations as a result of the COVID-19 experience.

However, costs will not reduce as much as volumes do. Stakeholders noted that COVID-19 prevention protocols have added steps to transportation (e.g., disinfection) and can require more trips given that prisoners have to be physically distanced (e.g., each in their own compartment). The reduction in prisoner volumes has not resulted in a corresponding reduction in the trips required, partly due to reduced vehicle capacity with social distancing requirements, and partly because a trip must occur to transport a single prisoner – using the same staff resource that might have carried 10 prisoners before. The cost largely relates to the driver (and co-driver), not to the type of vehicle involved.

But there will be reductions. The SOLGEN May 2020 COVID-related survey found that 18 out of 29 police services (including OPP) who responded had reduced the number of staff assigned to prisoner transportation. The survey found that the number of officers and staff assigned to court security had decreased by roughly 40% overall. The OPP OTP have retained all their permanent staff but



significantly reduced part-time staff hours. This resulted in a 24% reduction in the cost of transporting adult prisoners, far less than the reduction in prisoner volumes because all full-time staff have been retained, but certainly an indication that costs may be reduced when prisoner volume declines. MPS report they have most frequently reassigned transport and sometimes court security staff to supervising virtual court appearances from police headquarters.

There were some runs, including flights, that currently involve individual prisoners. They can be eliminated if the trip is eliminated. Many prisoners are now transported on loops that follow a general route pattern. The loops cannot be eliminated as long as there is at least one prisoner to transport, however the loops could be combined in some cases if volume diminishes significantly, reducing the number of loops and therefore the costs of operating them. The introduction of software as discussed in another section will assist in redesigning the loops to meet changing demand levels.

In the transportation business, costs are generally considered linear, e.g., directly related to volumes. There can be situations where the costs are not linear, such as decreases in the number of trips while the geographical service area remains the same and circumstances where the level of service has to be maintained while the ridership declines. These factors are present in this situation, which will result in the savings being less than the decline in ridership. For example, the City of Ottawa found that the average number of passengers per trip declined from 4.3 in 2019 to 3.1 in December of 2020 and as low as 2 in July when only 11% of prisoner volumes were carried. However, experience working in the transportation industry, the experience of the OPP OTP (which reduced costs 24% without laying off any staff) and the MPSs (which reassigned many staff to other duties) during COVID-19 and common sense suggests there will be cost reductions of at least half the amount that ridership declines. As a consequence, there is an expectation costs will be reduced by at least 20% to 30% in the short-term (when volumes are down by 45% to 70%) and 20% to 40% in the medium and long term when full video facilities are in place (and prisoner volumes are down 55% to 70%).

### **Estimated Impacts of Virtual Hearings on Court Security**

Participants in the workshops indicated courthouse security requirements have not decreased as dramatically as prisoner transportation requirements have during the pandemic. Workshop participants and survey responses indicated the costs of providing basic security at courthouses are similar to what they were before the pandemic, with the exception of prisoner movement in most cases.

Similar to prisoner transportation, the opportunity for savings once courthouses re-open largely relate to the handling of prisoners within the courthouses. Historically most prisoners in a courthouse have been there for pre-trial hearings, and the expansion of virtual hearings would reduce the number of prisoners within the courthouse. It is not anticipated cost reductions will reach the 40% level as indicated in the May 2020 survey by virtue of at least some prisoners needing to be in the courthouses once they re-open.

Prisoner management can involve meeting the prisoners when they arrive at a courthouse, transporting them to holding cells, supervising them while in the cells, arranging for their meals,

transporting them to and from courtrooms when required and supervising them while in the courtroom, and returning them to the transport vehicles at the end of the day. These costs are a major demand on court security staff, second only to entranceway screening and may take from 20% to 40% of court security staffing.

Reduced volumes have already resulted in lower staffing levels, and can be expected to continue to some extent. In larger courthouses the number of supervisory officers will decline and in other locations where a prisoner is required for a trial but there are none to be supervised while the trial is underway, staffing can be reduced. Lower volumes in smaller courthouses may potentially eliminate the need for prisoner management altogether on some hearing dates. It is estimated that the costs of court security should decline:

- 5% to 10% in the short term, based on estimated reduced volumes identified above, and a reduction in the 20% to 40% of costs related to prisoner management and
- 10% to 15% in the longer term, as prisoner volumes reduce further due to the elimination of the trial backlog and the continued improvement of video facilities.

#### *Prisoner Impacts of Virtual Hearings*

There is also an expectation that prisoner impacts have declined as a result of more extensive use of virtual hearings. If attending a hearing in person, prisoners may be awakened early, may spend extensive time in an uncomfortable prisoner transportation vehicle, may spend hours in a courthouse lockup and then return quite late to the correctional institution. These conditions can be particularly difficult for prisoners with mental health issues. When prisoners are released as a result of a hearing, there are advantages to being released from the correctional institution, where they can retrieve their personal items (wallets, belts, phones, etc.) and they can receive assistance from a discharge planning officer, rather than at a courthouse where the personal items and services are not available.

## Maximizing Use of Virtual Hearings in the Future

Most stakeholders, whether by interview, survey or workshop saw the use of video appearances and reduction in prisoner transportation requirements as beneficial and argued it should be maintained as much as possible as courts open and the “new normal” is established.

There is a danger that as COVID-related restrictions diminish, the court system will shift back to its former model of operation, particularly if the infrastructure required to support virtual appearances remains inadequate. The province does have a process underway to expand the capacity of courthouses and correctional institutions to conduct effective virtual hearings, and to accommodate the meetings between prisoners, and their defence counsel and supportive agencies. However, these changes will not all be in place by the time COVID-19 restrictions ease. Furthermore, there is no coordinated plan for police services to accommodate virtual hearings from their detention facilities. Most have accommodated the virtual appearances to the extent necessary, but often with temporary arrangements that impact other aspects of police operations. Police services will need to make

permanent changes in their facilities in order to accommodate an adequate standard of bail hearings by prisoners in their care.

Stakeholders, by interview, survey or workshop indicated that continuing to use virtual hearings whenever possible, and adequate, will require:

- The Court system developing an understanding that in the “new normal”, pre-trial appearances will be virtual - by video whenever possible, but by audio when necessary to prevent long trips or flights, particularly in the north.
- The province needs to continue its programs to improve video capacity at courthouses and at correctional institutions. This also means ensuring that all significant projects to expand, relocate or otherwise modify courthouses and correctional institutions include adequate video facilities. It means ensuring defence counsel and support agencies can access prisoners by video.
- Police services will need to expand the video capacity at police station lockups. The province will need to adopt policies that encourage these improvements, potentially including funding.
- Courthouse stakeholders will need to accept the imperfections, even inadequacies of existing virtual capacities as modernization is addressed. The province will need to perform effective change management while this transition is ongoing.
- Capacity is not only about technology. Video appearances from an institution or police detention facility require someone to monitor the process to ensure the security of the facility, equipment, and the offender. The survey and workshops indicate that many police services have redeployed staff that would normally provide prisoner transportation and/or court security services to this role. This is more challenging for smaller services or those that use the OPP OTP as there is less opportunity to reassign staff and more of a problem providing supervision in correctional institutions and sometimes at courthouses which leads to pulling officers off of front-line services.

## Recommendation

1) *SOLGEN should work with all justice stakeholders (justices, crowns, defense counsel, court administrators, police services) to ensure the “new normal” that emerges after COVID-19 minimizes the transport of prisoners, and maximizes the use of virtual appearances for pre-trial hearings. This will require:*

- *Establishing a standard of practice for using virtual hearings for pre-trial hearings that do not have extenuating circumstances.*
- *Continuing to install video capacity in correctional institutions and courthouses with a view to accommodating both the hearings themselves and communications between prisoners and their counsel and relevant support agencies.*
- *Encouraging police services to upgrade their detention facilities to incorporate the capacity for virtual bail hearings.*

- *Improving access to virtual weekend and statutory holiday (WASH) courts throughout the province to eliminate the need to transport prisoners before a First Court Hearing.*

## Implementation Plan

SOLGEN will have to execute an effective Change Management Plan over the next year to year and a half in order to minimize the requirements of transporting prisoners to court for pre-trial appearances. While the scope of such a plan is beyond the mandate of this review, it will need to include:

- Work with all court stakeholders to review their experience in the past year, identify what went well and what problems or issues emerged with virtual appearances.
- Develop a plan to address the issues, and address them as quickly as possible. The plan may have short- and long-term elements, including the identification of “work around” solutions employed in the past year, evaluation of those means, and identifying new work arounds, or previously established best practices to deal with the issues.
- Publish the findings and best practices and encourage their use in the future. Ensure the risks related to prisoner transportation and prisoner appearances are identified and presented.
- Work with the senior judiciary to determine their expectations and encourage them to encourage other judges throughout the province to minimize the need for in-person appearances other than required for a trial.
- Work to overcome technical issues, such as internet access in the north, conducting pilots with a variety of satellite providers.

## Efficiency Estimate:

	Rationale and Assumptions	Estimated Savings
<ul style="list-style-type: none"> <li>Short-term</li> </ul>	<ul style="list-style-type: none"> <li>Prisoner transportation volumes return to 35% to 60% of pre-COVID-19 levels. (made up of trips from police stations to correctional institutions (20% to 35%), trial dates (5% to 15% including deferred trials), and other pre-trial hearings that cannot be carried out by video (10%))</li> </ul>	<ul style="list-style-type: none"> <li>20% to 30% reduction of prisoner transportation costs (some trips eliminated; some loops consolidated). \$16M to \$24M reduction</li> <li>5% to 10% reduction of court security costs (reduced prisoner management costs) \$6M to \$13M reduction.</li> </ul>
<ul style="list-style-type: none"> <li>Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>Prisoner transportation volumes decrease to 30% to 55% of pre-COVID-19 levels with elimination of trial backlog and improved video facilities, (made up of trips from police stations to correctional institutions (20% to 35%), trial dates (5% to 10%), and other pre-trial hearings that cannot be carried out by video (5% to 10%)).</li> </ul>	<ul style="list-style-type: none"> <li>20% to 40% of prisoner transportation costs. (some trips eliminated; some loops consolidated) \$16M to \$32M reduction</li> <li>10% to 15% of Court Security costs (reduced prisoner management costs) \$13M to \$20M reduction.</li> </ul>
<ul style="list-style-type: none"> <li>Long Term</li> </ul>	<ul style="list-style-type: none"> <li>Same</li> </ul>	<ul style="list-style-type: none"> <li>Same</li> </ul>

## 4.2 Use of Special Constables

### Current Situation

The survey results and workshop discussions confirm that most MPSs use special constables for prisoner transportation (Table 7). About half of MPSs who responded to the survey also use sworn officers at least on occasion to perform transport covered by the CPST TP Program. Workshop participants indicate this may occur due to: timing (no special constable available), the risk assessment (e.g., armed presence necessary), irregular requirements inconsistent with prisoner transport unit schedules, or occasional requirements at smaller services. There is no involvement of contract personnel in prisoner transportation other than the contracts with OPP OTP.

Table 7: Type of Personnel Used for PT by MPSs

Prisoner transportation Tasks (% of MPS that use category for each task)	Sworn Officers	Special Constables	Contractor (OPP OTP)	Not applicable
From police station to correctional institution	69%	93%	10%	0%
From police station to court	79%	93%	3%	0%
From correctional institution to court	48%	86%	14%	14%
From court to correctional institution	55%	93%	14%	7%

About half of OPP detachments (Table 8) also use special constables for prisoner transport<sup>12</sup>. Most OPP detachment respondents and certain MPS respondents with an OPP OTP MOU, indicated that OPP OTP handles most of their prisoner transport, but that they still have to use their own personnel under some circumstances. Workshop participants indicated this may be because the OPP OTP cannot handle the prisoner (higher risk or requirement outside court order) or the requirement does not meet the OPP OTP program schedule, usually a requirement on weekends. The OPP detachments are more likely to use sworn officers than MPS because they are generally smaller, have lower transportation needs, or rely on the OPP OTP for the majority of prisoner transports. They use sworn officers for specialized occasional needs.

Table 8: Types of Personnel Used for PT by OPP Detachments

Prisoner Transportation Tasks (% of OPP detachments that use category for each task)	Sworn Officers	Special Constables	Contract Personnel	Other Civilians	Not applicable
From detachment to correctional institution	91%	57%	4%	0%	0%
From detachment to court	94%	51%	4%	0%	0%
From correctional institution to court	66%	58%	6%	0%	11%
From court to correctional institution	70%	55%	6%	0%	15%

All MPSs use special constables for court security as indicated in Table 9, and most have them perform nearly all functions within the courthouse. For example, Toronto, with the largest Courthouse security operation, is staffed entirely by special constables as a routine, with sworn officers included when a risk assessment requires it. However, most services do have sworn police officers present to respond to security calls and alarms and supervise the work of special constables or contractors. Eleven MPSs indicated they have officers in courthouses performing administrative duties who are not included in the Court Security costs. Eighteen MPSs indicated they do not have such officers.

A few MPS survey respondents indicated that although it is incumbent on sworn officers to respond to emergencies, on-duty special constables are often involved in crisis response as well. Stakeholders

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<sup>12</sup> A few respondents noted that sworn officers are involved only to transport youth offenders.

mentioned retired sworn officers are hired part-time to provide additional security, and cadets can also be mobilized for court security. Discussions during the workshops revealed that court security arrangements can vary significantly between court locations within a given jurisdiction (e.g., special constables only in the main courthouse, but sworn officer assigned to POA court).

**Table 9: Type of Staff That Perform Court Security Tasks for MPSs**

Court security tasks performed at the courthouse(s) (% of MPS who use each staff category)	Special Constables	Sworn Officers	Contract Personnel	Other Civilians	Not applicable
Prisoner movement with the courthouse	100%	48%	3%	0%	0%
Security in the courtroom	100%	59%	3%	0%	0%
Prisoner feeding	97%	31%	3%	0%	0%
Managing in-custody facilities	97%	55%	3%	0%	0%
General visibility in common areas	93%	62%	17%	0%	0%
Security at access points	83%	52%	28%	0%	7%
Respond to alarms and other calls	76%	79%	10%	3%	0%
Facility perimeter security	66%	41%	28%	3%	10%
COVID-19 responsibilities (e.g., health screening)	38%	31%	52%	24%	10%

OPP detachments use special constables to a lesser extent than MPS as shown in Table 10. In the majority of OPP detachments, sworn officers conduct prisoner movement, safety in the courtrooms, and general visibility in common areas. This is especially true in smaller communities and part-time courthouses. Some OPP officers play a dual role at smaller courthouses, providing administration support and being available to respond to security duties as required. Among OPP detachments who do court security and responded to the survey, 40% indicated they have such officers conducting administrative duties at the courthouses, but these expenditures are not covered in the costs submitted for reimbursement under the CSPT TP Program.

**Table 10: Type of Staff That Perform Court Security Tasks for OPP**

Court security tasks performed at the courthouse(s) (% of detachments who use each category)	Special Constables	Sworn Officers	Contract Personnel	Other Civilians	Not applicable
Prisoner movement within the courthouse	48%	73%	0%	0%	8%
Safety and security in the courtroom	45%	88%	5%	0%	0%
Prisoner feeding	45%	58%	8%	20%	10%
Manage in-custody facilities	43%	53%	5%	8%	20%
General visibility in common areas	43%	78%	8%	5%	5%
Facility perimeter security	35%	58%	3%	0%	25%
Respond to alarms and other calls	33%	78%	3%	0%	13%
Security at access points	30%	45%	8%	5%	33%
COVID-19 responsibilities (e.g., health screening)	13%	30%	20%	10%	40%

Special constables working within the OPP OTP do not formally assist with court security. However, there are instances in which the police service providing security in the courthouse assists in bringing the prisoner from the truck to the courthouse cells. In some cases, the transporting officers or special constables experience downtime between the last drop off and the first pick-up.

## Drivers for Change

In the majority of cases, survey respondents indicate that armed presence is needed only in high-risk cases and that the use of special constables is appropriate and sufficient, especially if the vehicles and equipment are adequate. However, 45% of MPS and 26% of OPP detachments who responded to the survey and do prisoner transportation indicated that armed presence is necessary for this service. On the other hand, Toronto, the largest MPS, uses special constables exclusively for prisoner transportation. The OPP OTP also uses special constables exclusively for transportation. There are very few mid-sized to larger services that use sworn officers exclusively.

The Jurisdictional Review indicates that the other jurisdictions surveyed generally use personnel other than sworn police officers to conduct both prisoner transportation and court security. The name of the position varies, but these staff generally receive specific training focused on the court security and/or prisoner transportation areas, are often not armed (although in one case they are), and are generally paid less than sworn police officers.

Among smaller services there is more use of sworn police officers, generally because the need varies from day to day (e.g., courts move from town to town, they are open for limited periods, prisoner attendance is intermittent). This makes it more difficult to hire special constables and deploy them on a full-time basis unless additional tasks can be assigned. This is a particular challenge for Indigenous services which rely on the OPP to appoint special constables and we understand that the OPP appointments are for limited tasks (tasks can be varied by appointment based on needs).

Many smaller municipalities (and some mid-sized), as well as many OPP Detachments rely on the OPP OTP to handle prisoner transport. When the OTP cannot transport prisoners, these services must pull their sworn police officers off regular duties in order to carry out the prisoner transport. The same situation emerges when smaller services and detachments must provide court security on an occasional basis. They are required to pull sworn police officers off regular duties. First Nations police services also noted this as a problem.

The OPP OTP is a unique service that provides the economies of scale to justify use of special constables, but a few survey respondents and workshop participants spoke about instances where the OPP OTP will not accommodate the transport, and the local police service must carry out the transport, usually using sworn police officers withdrawn from front-line duty.



The OPP OTP Standard Operating Conditions (SOC) indicate the OPP OTP may refuse to transport:

- An offender exhibiting self-harming behaviour;
- An offender exhibiting/indicating a medical problem without appropriate authorization from a medical practitioner;
- An offender testing positive on an institutional body scan without appropriate authorization from a medical practitioner;
- An offender confirmed to be more than five months pregnant;
- An offender who is not ambulatory;
- An offender on a suicide watch;
- An offender in an insecure location and there is no armed officer present.

A decision on whether to transport in these cases can be made by the Senior Offender Transport Officer. The SOCs also indicate that when a police service of jurisdiction determines there is a threat related to a high-risk offender (e.g., potential for assisted escape or hijacking), the OTP will not carry the prisoner. In addition, the OPP OTP will only transport prisoners pursuant to a court order. Where court orders indicate prisoners will be taken to a particular place (e.g., a custodial institution) the OTP will not take the prisoner to any other place, even to a hospital or medical facility if the prisoner is thought to have a medical issue. Diverting from the court order requires clearance.

If the OPP refuses to transport for any of these reasons, the police service of jurisdiction is then required to provide the transport, and this usually occurs using a sworn police officer and a squad car. As a consequence of the comments from MPSs the OPP OTP has indicated that it is reviewing its practices in such refusals and eliminating the refusals whenever possible.

## Analysis

There is some opportunity to expand the use of special constables in Ontario.

The evidence indicates that the use of special constables for court security and prisoner transportation is a best practice. The survey identified that all mid-sized to large forces in the province use special constables for both court security and prisoner transportation. The OPP OTP uses special constables for prisoner transportation as well and the jurisdictional review found that generally, personnel other than sworn police officers are used to conduct both prisoner transportation and court security.

We know from the survey that there are a number of MPS using sworn officers exclusively for court security and/or prisoner transportation. It was found that the difference in cost between a sworn officer and a special constable, including benefits, is generally in the \$30,000 to \$40,000 range

annually.<sup>13</sup> Based on the survey data, there are at least two MPS that would be candidates for expanding the use of special constables.

Expanding the use of special constables in smaller services or detachments would require some approach to allow sharing the special constable resource among services. The best approach would seem to be to attach the court security, and where appropriate prisoner transportation mandate, to an entity that could work with the courts, so the same special constable(s) could travel with the court as hearings are arranged to provide court security at each location. Where the logistics are appropriate (e.g., the court is based in a location with a correctional institution), the special constables moving to the rotating court locations could also facilitate the prisoner transportation.

This kind of arrangement would likely require the transfer of responsibility from local police services to some common entity, whether by agreement with the services or through a provincial action. Options to achieve this are discussed in later sections of this report.

## Recommendations

- 2) *The MPS that use full-time sworn police officers rather than special constables for prisoner transportation and/or court security should convert to use of special constables.*
- 3) *In 2024 Implement \$40,000 CSTEP PT grant reductions per FTE for police services that only use sworn police officers for prisoner transportation or courthouse entrance screening (should not apply to police services who use a limited number of sworn officers as well as special constables).*
- 4) *The OPP OTP continue to reduce its “refusals” to transport prisoners whenever possible.*

## Implementation Plan

Point out the alternatives to the MPSs still using sworn officers exclusively and invite them to contact other MPSs which use special constables more extensively. This implementation process can be combined with that for contracting of courthouse entrance screening (discussed in the next section), and the savings are additive.

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<sup>13</sup> An article “The Civilianization of Police in Canada” reported at <https://www.publicsafety.gc.ca/cnt/rsracs/pblctns/2015-r042/index-en.aspx#a10-1> provides an example of the replacement of sworn officers with civilians as Court Service Officers. Court services were provided by seven members: one sergeant at an annual salary of \$132,429, two constables at annual salaries of \$121,859, two special civilian constables at annual salaries \$105,076, and two part-time special constables at annual salaries of \$41,046. This amounted to \$400,410 in salaries and benefits. After an analysis of salaries and benefits, court security became the responsibility of one special constable at an annual salary of \$53,538, and six part-time special constables at annual salaries totalling \$123,138. This amounted to \$176,676, amounting to overall savings of \$223,734. The article notes that resources saved were deployed elsewhere within the police service rather than resulting in a net reduction to the budget.

Note that sworn officers cannot be replaced with special constables in smaller forces, without implementing the structural change addressed later in this report.

## Efficiency Estimate

	Rationale and Assumptions	Estimated Savings
<ul style="list-style-type: none"> <li>Short-term</li> </ul>	<ul style="list-style-type: none"> <li>Replace 1-4 sworn police officers with special constables with a saving of \$30-40,000 per position</li> <li>Assumes two MPS currently using sworn officers will convert to best practice</li> </ul>	<ul style="list-style-type: none"> <li>\$30K to \$160K</li> </ul>
<ul style="list-style-type: none"> <li>Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>Replace 4-8 sworn police officers with special constables with a saving of \$30-40,000 per position</li> <li>Assumes MPSs currently using sworn officers will convert to best practice, and potential for some conversions based on co-operation between services</li> </ul>	<ul style="list-style-type: none"> <li>\$120K to \$320K</li> </ul>
<ul style="list-style-type: none"> <li>Long Term</li> </ul>	<ul style="list-style-type: none"> <li>Replace 4-15 sworn police officers with special constables with a saving of \$30-40,000 per position</li> <li>Assumes all MPSs involved and some regional entities involved in prisoner transportation as well as court security</li> </ul>	<ul style="list-style-type: none"> <li>\$240K to \$600</li> </ul>

## 4.3 The Use of Contractors for Court Security

### Current Situation

As part of the CSPT TP Program review, MPSs and OPP were asked to identify how they staffed various court security activities. Breakdowns of the mix of staff for securing access points, conducting facility perimeter security and undertaking COVID-19 screening activities were requested.

According to the survey results, 19 MPS have special constables screening at access points, nine of which also have sworn police officers involved. Ten OPP detachments have special constables (with or without sworn police officers) carrying out screening, and another ten have sworn police officers doing the screening.

Screening is usually only conducted at the major courthouse in each location, although in Toronto, with 13 courthouses, screening is done by special constables and there is screening equipment at all courthouses. Some OPP detachments use sworn police officers because they secure a courthouse that does not sit every day. Many police services indicate they have sworn police officers in the courthouses performing other duties, ranging from providing visible presence, courtroom security, or court administrative duties, resources that may be available if an incident at the screening station occurs.

The survey results indicate there is some contracting out for security at access points, facility perimeters and for the conduct of COVID-19 screening. During the workshops, a few police services did describe their use of contract personnel to oversee access points. The percentage of MPS and OPP locations that are using contract personnel for these functions are highlighted in the table below.

**Table 11: Type of Staff That Perform Court Security Tasks for MPS and OPP**

Court security tasks performed at the courthouse(s) (% of MPS who use each staff category)	Special Constables		Sworn Officers		Contract Personnel		Other Civilians		Not applicable	
	MPS	OPP	MPS	OPP	MPS	OPP	MPS	OPP	MPS	OPP
Security at access points	83%	30%	52%	45%	<b>28%</b>	<b>8%</b>	0%	5%	7%	33%
Facility perimeter security	66%	35%	41%	58%	<b>28%</b>	<b>3%</b>	3%	0%	10%	25%
COVID-19 responsibilities (e.g., health screening)	38%	13%	31%	30%	<b>52%</b>	<b>20%</b>	24%	10%	10%	40%

During the workshops, a few MPS representatives identified there are substantial cost savings available from contracting service delivery in the area of court security, particularly in perimeter security, screening and alarm monitoring.

## Drivers for Change

Workshop attendees indicated that by contracting out access point and perimeter security activities, significant cost savings have been achieved, and they were satisfied with contractors' performance and the resulting security level. In those cases, contractors and court security police staff work in close collaboration (e.g., a sworn police officer is also in the area near the screening, or sworn police officers are available to respond; and two special constables also monitor screening during peak times at one location).

Another police service explained they have recently gone to tender to hire contractors to operate X-ray and magnetometers at the courthouse. The contracting measure is intended to generate significant savings, but the respondent wondered whether the level of service will be comparable to that of experienced special constables already familiar with the community, and whether sharing responsibilities with a private third-party will be effective.

There was concern that contractors may be ineffective e.g., inadequately trained, or unresponsive to direction from the police service. There was also concern that some high risk but very low frequency incidents have required an armed presence at or near the entrance when screening personnel are confronted with armed members of the public.

Other police services and court stakeholders seem to share the same concerns when considering involvement of the private sector in court security. The concern appears to focus on the learning involved in the change process, and the concern that a competitive procurement process will not select competent contractors. Toronto, who uses special constables exclusively for court security, has conducted regular audits on court security, but no exercise has recommended the use of contractors.

However, the data collected during the study indicates that contractors have successfully been used to conduct screening at courthouse entrances, secure courthouses in the evening and for monitoring cameras and alarms. At the moment the province has engaged contractors to conduct COVID-related health screening (that have been responsive to direction), and Ottawa Police Service and the Waterloo Regional Police Service use contractors successfully.

Ottawa found the introduction of contractors to conduct screening saved 70% of the cost, or \$700,000 compared to having 10 special constables conduct the work. This relates in part to the lower all-in hourly cost of staff, and partly to more flexibility in the assignment and recruiting of staff. Ottawa engaged a contractor who was also providing building security services in the evening, which ensured at least some staff had familiarity with the building and its operating circumstances. Ottawa also required the contractor to provide staff who had a minimum level of specified training as determined by the MPS. However, Ottawa also kept a sworn police officer who supervises the screening process, and provides the armed presence required in the event of incidents.

Similarly, the Waterloo Regional Police Service has registered a 4.5 FTE reduction and annual savings equal to \$358,000 as a result of contracting private security for screening as opposed to using special constables in their courthouse.

## Analysis

The evidence indicates expanded use of contractors to conduct screening at courthouse single points of entry can reduce the costs for police services of jurisdiction and provide adequate levels of security if properly implemented. It can also reduce the cost of introducing screening at new locations, which may make it easier to expand screening to new areas in response to stakeholder concerns. Contracting is most likely to be successful if RFPs require a specified level of staff training as determined by a MPS, and an MPS does not eliminate the presence of sworn police officers where they exist now, presumably on the basis of a risk assessment.

The concerns raised that some high risk but very low frequency incidents have required an armed presence is a factor independent of whether special constables or contract staff conduct the screening, as neither are armed. If a risk assessment indicates an armed presence is necessary, it will be required under either scenario. In some cases, it will be determined that other armed officers in the courthouse can cover the requirements, and again, that determination would be independent of whether special constables or contractors carry out the screening.

Based on survey findings, we estimate that there are 20 courthouses that could change from having special constables conduct screening, to having contractors conduct the screening. About half of these will be smaller than Ottawa and Waterloo, some will be constrained by collective agreements and/or negative attitudes towards contracting and some may keep more sworn police officers involved than Ottawa and Waterloo (although both retained some). As a consequence, our analysis conservatively assumes savings will be \$200,000 per location on average, despite the much higher savings that have occurred in Ottawa and Waterloo. The \$200,000 per location estimate is very conservative. The estimate is based on calculating less than half the average of what was achieved in Ottawa and Waterloo.

The review did consider the potential to contract out court security and/or prisoner transportation province-wide as a whole, to organizations such as the Commissionaires or GardaWorld. There would likely be savings in doing so, however there is concern that it would remove the control and direction of staff too far from the court stakeholders. With the high aversion to risk of court stakeholders and the need to maintain an armed presence in many courthouses we do not recommend this approach at the present time. However, it is something that a particular police department may choose to pursue in the future, and with the right relationship between the court stakeholders, the police service and the contractor, it could be a workable solution.

## Recommendation

- 5) *Encourage police services using special constables (currently 83% of MPS and 30% of OPP locations) to conduct screening at courthouse entrances through contracting the screening operations. The contract should require the training of contract staff and specifications of responsibilities to respond to direction from the MPS (or OPP) courthouse security personnel. The screening area should retain an armed sworn police officer presence when warranted by risk assessments.*

## Implementation Plan

There is no structural change required to implement this recommendation. The existing *Police Services Act* does allow for the police service of jurisdiction to determine how it will provide court security and if it chooses to use contract staff, they have the special authority the act confers on court security staff generally. The police service of jurisdiction would remain accountable for court security.

The Ministry should start the process by facilitating information exchanges between police services and support police services that are considering the approach. A zoom presentation by Ottawa and Waterloo for example, could help identify best practices and assist other police services to initiate the process. It would also be useful to prepare a “best practices” document to assist police services to manage the approach, particularly when they are required to use municipal procurement processes. The process would be useful to police services expected to implement new screening processes as well as those contemplating converting existing screening processes to contracted staffing.

In a second phase, perhaps starting in 2024, the CSPT TP Program could be adapted to provide financial incentives to contract screening in particular. This could involve reducing the approved expenditures or the actual CSPT TP Program payments of any police service that continues to screen without at least tendering for screening activities (if tenders suggest no savings, implementation would not be required) to assume contracting is employed at all full-time courthouses, or it could simply reduce the payment by \$200,000 (based on the saving estimate above). These funds could be used to support the expansion of screening equipment to new locations, as discussed in the next section “Improving Security in Courthouses”.

## Efficiency Estimate

	Rationale and Assumptions	Estimated Savings
<ul style="list-style-type: none"> <li>Short-term</li> </ul>	<ul style="list-style-type: none"> <li>The forecast assumes at least 2 to 5 courthouses could switch to contractor screening in the short-term, recognizing that it is underway in at least one. To be conservative, the forecast assumes, reducing costs by \$200,000 at each location</li> </ul>	<ul style="list-style-type: none"> <li>\$400 K to 1 million</li> </ul>
<ul style="list-style-type: none"> <li>Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>The medium-term estimate would assume 5 to 20 courthouses (total) would switch. The lower estimate assumes MPSs other than Toronto convert the higher</li> </ul>	<ul style="list-style-type: none"> <li>\$1 to 4 million</li> </ul>

	Rationale and Assumptions	Estimated Savings
	estimate assumes courthouses in Toronto are involved	
• Long Term	• Same	• \$1 to \$4M

## 4.4 Improving Security in Courthouses

### Current Situation

Current legislation states that police service boards and the OPP Commissioner are responsible to determine the level of security required for court activities. In doing this, police services should follow the risk assessment protocols set by the province. There are guidelines for conducting the risk assessments as outlined in the Provincial Adequacy Standards (LE-014A). The Court Security Tool is used to identify security needs in each individual courthouse for which the police service of jurisdiction is responsible. This assessment covers critical incidents, the nature of cases, personnel and procedures, emergency planning and physical assessment.

Each courthouse has a Court Security Committee through which the judiciary, crown, defence counsel and court administrators discuss security requirements with police service responsible to provide security. Most MPS and OPP detachments who answered the survey participate in regular formal meetings with partners regarding court security, through Court Security Committees or working groups, Local Courts Management Advisory Committee, Criminal Court Management Committee, and Bench and Bar meetings. According to survey results, the frequency of contact varies (i.e., 'regular', bi-weekly, quarterly, bi-annually, annually). The majority of MPS survey respondents (86%) and most OPP detachment respondents (67%) report that collaboration with partners on court security is working well.

### Infrastructure Issues

Some survey and workshop respondents described technology or infrastructure upgrades to courthouses that have been valuable (e.g., creating a single-point of entry, installation of new screening equipment, adding surveillance cameras, opening of new courthouse, etc.). The province of Ontario continues to upgrade or replace courthouses, addressing security issues as part of the process. Survey respondents who operated out of new courthouses, or who reported that infrastructure and equipment improvements had been made, said they did not reduce their court security staff as a result, but had greater confidence in their ability to address security risks.

Through the survey and focus groups, other services report that infrastructure issues remain and, sometimes, a lack of adequate security equipment hinders court security. This includes challenges due to the number, design, age or characteristics of courthouse buildings. Examples of these challenges were noted as: shared buildings and cohabitation with multiple services, prisoner circulation in public spaces, lack of space, multiple points of entry, elevators, or inadequate cell blocks. Several courthouses



are located in heritage buildings, which can complicate retrofit or maintenance projects, although there have been examples where issues were overcome. Equipment issues include lack of screening hardware, no adequate camera system, defective alarms, no prisoner box for in-custody matters, and so on.

Among MPS who responded to the survey and do court security, less than half (46%) indicated there is screening equipment in operation at the courthouses they secure. This percentage is lower for OPP detachments where 16% of survey respondents indicated they have screening equipment in operation at courthouse access points. Courthouses with screening detectors tend to be larger facilities with higher risk trials and the largest numbers of people entering. The courthouses with deficiencies tend to be smaller and/or not used full-time.

These issues impact the risk assessment, and thus the number of staff (namely sworn officers) that have to be deployed to secure courthouses. For instance, armed presence may be required because a location has multiple points of access. The lack of screening equipment can impact the risk of weapons being brought into the courthouses, or the ability to screen incoming packages.

Additionally, crowns sitting in small or even temporary facilities with audiences that may be related to the accused indicate they would feel more comfortable if there was some screening of the attendees, who are usually seated behind the crown's back. Security outside the courthouse can also be a concern (e.g., immediate vicinity, and parking spaces).

## Relationships

Through the survey and workshops, police services explained that the relationship with the judiciary, crown and defense counsel regarding court security can be challenging. There are varying expectations and demands from the Judiciary with respect to how court security is provided. Some want armed officers in their Courtrooms – some do not, some want prisoners unshackled, causing increased security risks for the police services to manage and navigate, while others do not.

However, the most common issue raised by police services relates to court stakeholders' high and increasing expectations for court security, which can put a strain on resources. Court security expectations and requests have increased over time. Of MPS and OPP survey respondents who indicated they had made changes to court security duties in the last three years, most described increasing their staffing levels. Smaller police services have to accommodate additional requests by pulling staff from the front-lines or going into overtime. About half of OPP survey respondents (52%) find it challenging to deliver court security with their level of staffing, with needs exceeding their capacity. Some respondents specify that they do not have the resources to meet demands from the judiciary, or to accommodate late court hours. A few small and medium sized police services indicated they had to refuse requests to conduct additional court security activities (e.g., opening of a new court location, staffing new equipment) because of lack of personnel.

## Request for Standards

Both workshop participants and courthouse stakeholders also identify lack of consistent standards for court security as an issue. On the one hand, this makes it difficult for police services to “push back” against court security asks that are not aligned with the risk assessment, police service responsibilities or level of resourcing. On the other hand, there are no standards that court administration, the judiciary, counsel or Crown can rely on to formulate security requirements in courthouses and courtrooms.

As a result of no standard, security requirements do vary significantly between courthouses. A significant number of factors influence these differences:

- The nature of proceedings in the courthouse, e.g., criminal courts, youth courts, family courts, or POA courts (traffic ticket courts).
- The layout of the courthouse building, which may or may not have a single point of entry for the public, separate entrances for prisoners, and the judiciary, a requirement for judges to traverse public spaces, and a requirement for prisoners to traverse public areas, etc. The occasional use of public facilities in small communities, such as arenas or Legion halls can be limiting.
- Particular risks, such as defendants likely to be targets of attack or defendants likely to attack others, or the potential intervention of third parties to disrupt activities or attempt to free a prisoner.

These differences make it very difficult to set a standard for all courthouses, or even all courthouses that fit into a certain category. Renovations or reconstruction of courthouses can produce important benefits that can reduce the costs of providing adequate security, but they are costly and while some are always underway, they cannot all be accomplished at once. Moreover, standards and expectations do change over time. Any meaningful standard would have to apply to the facility as well. Setting a standard that required large capital expenditures by the province or large operating expenditures by police services would be problematic.

However, court stakeholders do require some means to ensure their reasonable requests are met. The ability of the judiciary to cancel a court hearing is an approach. An alternative would be to have an appeal body that court stakeholders could ask to issue orders that a police service provide additional security services. However, that would be difficult in a context where court security is largely a municipal responsibility, and while “anything is possible”, there have been very few incidents which would justify higher security standards.

Financial incentives would be possible, perhaps recognizing the full cost of new security measures implemented by a police service as a first charge against the CSPT TP Program. However, this would have the impact of having other municipalities pay for improved security in a particular location. Without some provincial funding of these incentives, there would be strong resistance.

## Recommendations

- 6) *Screening at entrances to courthouses should continue to be expanded as risk assessments identify requirements.*
- 7) *Police services should remain responsible for establishing security levels (and determining when and where screening will be added) unless*
- *The province accepts responsibility for the cost of increasing security levels.*
  - *CSPT costs drop below \$125M so the full cost is funded by the province.*
  - *Funds are available for transfer from CSPT TP Program payments reduced as a result of a decision to contract screening.*

## Efficiency Estimate

There are no cost savings associated with this recommendation. Additional estimated resources are provided.

	Rationale and Assumptions	Estimated Cost
<ul style="list-style-type: none"> <li>• Short-term</li> </ul>	<ul style="list-style-type: none"> <li>• The forecast assumes at least 1 to 2 courthouses could implement screening. The forecast assumes, increased costs of \$400,000 at each location</li> </ul>	<ul style="list-style-type: none"> <li>• \$400K to \$800K</li> </ul>
<ul style="list-style-type: none"> <li>• Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>• The forecast assumes at least 2 to 4 courthouses could implement screening</li> </ul>	<ul style="list-style-type: none"> <li>• \$800K to \$1.6 million</li> </ul>
<ul style="list-style-type: none"> <li>• Long Term</li> </ul>	<ul style="list-style-type: none"> <li>• The forecast assumes at least 3 to 6 courthouses could implement screening</li> </ul>	<ul style="list-style-type: none"> <li>• \$1.2 to \$2.4M</li> </ul>

## 4.5 Scheduling Prisoner Transportation

### Current Situation

Prisoner transportation is a very complex system. The police may initiate a transportation requirement by arresting someone who isn't subsequently released. The courts may establish a requirement by scheduling a hearing, and then by deciding to release, or not release a prisoner. Occasionally a requirement may result from the police need to take fingerprints or the need for a medical clearance after a prisoner shows symptoms resulting from an emerging medical condition or a conflict situation.

The OPP OTP tracks prisoner transportation requirements on a physical board at each of its five offices, then manually transfers the information to a daily board for each transportation loop, then creates manual sheets that drivers (and co-drivers) can use to determine who they are to pick up, where, and when. Although each vehicle has a regular “loop” they service, some stops may be skipped or others added depending upon the circumstances. The driver or co-driver also records information they have concerning how the trip went, and future commitments or appearances that prisoners are to make. This information is transferred to the future requirements board. This process occurs at all nine of the OPP OTP locations.

## Drivers for Change

The OPP OTP prisoner transportation scheduling process is manual and inefficient. There is a low tolerance for errors in this process, so it may require multiple calls or emails to confirm information with various police departments, courts and to inform correctional institutions which prisoners are to be prepared at what time on which day. The management of the operation consumes 11% of the FTEs of the OTP. This includes the staff carrying out all these administrative tasks, as well as other management and supervisory staff.

## Analysis

This process could be improved through the use of a software system that would collect information from police services, court administrators and prisoner transportation providers, and distribute information to correctional institutions, determine the most effective routes for the available vehicles to meet the needs the coming day, print schedules for drivers, and allow drivers to record information they receive. Ideally the system would allow input from cellphones (an app) and computers, from any of the stakeholders involved (police services, court administrators, correctional institutions, drivers or co-drivers and transportation managers), recording the source and time of the input. It would design the routes for each vehicle using algorithms like that used for para-transit scheduling, considering the various limitations on vehicle capacity, the categories of prisoners, etc. If tied to a GPS system (e.g., cell phones of co-drivers and/or vehicles) it would provide some visibility of progress and allow confirmation of anticipated arrival times. It could also provide confirmation to each police station, courthouse or correctional institution of the expected schedule, allowing them to confirm all requirements will be met. Emails could be sent daily or more frequently to seek the confirmation by stakeholders.

It is uncertain what the cost would be to implement such a software system and further investigation and/or a procurement process would be required. It would also be important to build the system taking into account any changes to operating regimes that are adopted or planned. The savings could be significant, not just in terms of the transportation costs but perhaps also the related costs in court administration, correctional institutions and police services. There is also the potential savings from

automated route planning. Route planning software packages promise savings of 10% to 50%<sup>14</sup>. One implementation is credited with reducing the staff time required for route planning by 66% and another saw a 12% reduction in driver cost and a capacity increase of 14%.<sup>15</sup> The savings would be less in this application as many of the current loops have been run for some years. But with reduced volumes and particular stops to be included or excluded based on day to day needs, there should be some savings.

It may also be useful to include in the system some capabilities related to court administration and court security. The court security system is pretty routine in most courthouses, but more variable in smaller and remote communities where courts only sit periodically. Some assistance in scheduling those courts may be helpful and could contribute to the scheduling of prisoner transportation and court security staff. Court administration is largely automated, and a link between that system and the new prisoner transportation system could ensure consistency in results and allow one-time input of data related to planned hearings.

Within the OPP OTP there are five administrative assistants and seven officers involved at least part-time in the route planning process, about 6% of the total staffing (and at least 6% of total costs). Reducing the need to collect, retain and process information on each prisoner trip, confirm the information (the impact of mistakes is large enough to require steps to reduce them) – all by hand – would clearly reduce the administration required. Within larger police services there are similar groups performing this work. There may also be some savings on the drivers and co-drivers if the route optimization aspect helps reduce travel requirements or the number of loops to be run. To be conservative, we have estimated the potential cost savings at 1% to 4% of transportation costs for both the lower administrative costs and route optimization savings, although it is likely savings will be greater.

## Recommendation

- 8) *The Ministry could pursue the potential to integrate a software initiative with court administration and court security requirements. Implementing a new software solution should reduce costs, but it would take some time, and the potential savings would need to be more precisely identified.*

## Implementation Plan

As a first step, SOLGEN should conduct a market review to determine the availability of software that would automate and co-ordinate prisoner transportation. Options that would be usable by all participants across the province, and those that might support a large individual operation (Toronto,

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<sup>14</sup> <https://www.paragonrouting.com/en-us/blog/post/is-route-optimization-worth-the-money/>, <https://www.aptean.com/solutions/tms/fleet-savings-calculator/>, <https://medium.com/@CircuitApp/using-route-optimization-to-cut-delivery-costs-8c90e2a7c8ea>, <https://blog.routific.com/what-is-route-optimization>, <https://optimoroute.com/>, <https://optimoroute.com/what-is-route-optimization/>

<sup>15</sup> <https://optimoroute.com/what-is-route-optimization/#examples>

OPP OTP, a Northern entity) should be considered. Any potential assistance with court administration should be noted.

Based on the outcome of the market review, the Ministry should identify the scope of a potential software solution, in particular identifying how it may relate to software used in the administration of the courts and the correctional institutions.

The Ministry should then conduct a competitive process to select a software vendor (unless it is determined to extend an existing system).

A pilot implementation could be arranged with the OPP Offender Transportation Program (OTP), or with one of the large MPS, such as Toronto.

Once the pilot demonstrates the value and works out ensures the design is optimal, extend the implementation to other providers.

## Efficiency Estimate

	Rationale and Assumptions	Estimated Savings
<ul style="list-style-type: none"> <li>Short-term</li> </ul>	<ul style="list-style-type: none"> <li>Market Survey and scope definition</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
<ul style="list-style-type: none"> <li>Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>Software selection and trial implementation</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
<ul style="list-style-type: none"> <li>Long Term</li> </ul>	<ul style="list-style-type: none"> <li>Full implementation</li> </ul>	<ul style="list-style-type: none"> <li>1% to 4% of prisoner transportation costs (\$650K to \$2M)</li> </ul>

## 4.6 Indigenous Services

First Nations police services participated in the review. They expressed a strong concern that they are currently only funded for “front-line” policing, of which court security and prisoner transportation are excluded. However, they indicate they are required to provide both services related to persons they arrest, and support trials in the communities they serve. They argued they should be eligible for the CSPT TP Program just like any other police service, so they could provide the services without taking officers off of the front-line.

We were unable to identify any description of the services they are funded to provide, and only limited description of services they are not to provide – which did not include prisoner transport or court security. First Nations police services are also funded for 100% of their costs by the federal and provincial governments, unlike the police services in other communities where the municipality is responsible for most costs.

While of interest, these matters do not indicate whether the Indigenous services receive adequate funding for the responsibilities they have. The agreements under which they are funded are up for

renewal within the next few years. It would be a good time to review the range of services they provide and ensure there is adequate funding for those services.

Indigenous services also indicated that they can only use special constables for limited purposes as they are appointed by the OPP and can only perform the duties identified in their appointment. However, the OPP did indicate during this review that special constables can be appointed to conduct a range of activities, depending upon the description provided by the detachment – or the Indigenous service – when they seek the appointment. Based on that clarification, the Indigenous services may wish to explore wider use of special constables that would make the appointment of special constables worthwhile in a wider range of circumstances.

## Recommendation

- 9) *That the Ministry ensure that the appropriate funding levels for prisoner transportation and court security are specifically and clearly addressed in the next round of funding discussions with First Nations police services.*

## Implementation Plan

The court security and prisoner transportation requirements be considered during discussions related to future funding of First Nations Police Services.

## Efficiency Estimate:

No specific cost reductions are related to these recommendations.

## 5.0 Program Delivery Structural Change

The review identified two areas where savings cannot be achieved without structural change:

1. Through the focus groups and interviews, participants agreed there are opportunities for efficiencies in better coordination of prisoner transportation between services. Duplication of effort in prisoner transportation occurs at large correctional facilities where multiple police services, the OPP and perhaps the OPP OTP have to pick-up and drop-off prisoners. Where jurisdictions overlap, it is not uncommon to have several prisoner transport vehicles from different entities operating at the same institutions at the same time.
2. As noted earlier there are opportunities to replace sworn officers with special constables in the smaller MPSs and OPP detachments that cannot be achieved without gaining economies of scale in providing security and possible prisoner transportation to traveling courts.

The key finding from the Jurisdictional Review is that none of the other jurisdictions make the police service of jurisdiction responsible for prisoner transportation or court security, except in particular circumstances. Responsibility is generally assumed by an agency independent of the police, typically a Sherriff's Office or other government agency. A frequent recommendation for improvement from workshop participants was also the transfer the responsibility for prisoner transportation from police services to another entity.

### 5.1 Duplication in Prisoner Transportation

#### Current Situation

With so many police services involved in prisoner transportation, and the OPP involved in two distinct ways, there is significant duplication of service within the prisoner transportation network. For example, at the Elgin-Middlesex Detention Centre, six different municipal police services pick-up or drop off prisoners, along with one OPP detachment. The OPP Offender Transport Program also goes to the same detention centre.

The table below provides examples of these multiple occurrences.



Table 12: Police Services at Major Correctional Facilities

Facility	Prisoner Capacity	MPS	OPP detachments	OPP OTP	Total organizations
<b>Central East Correction Center</b>	1184	3	3	1	7
<b>Central North Correction Centre</b>	1184	3	3	1	7
<b>Maplehurst Correctional Complex</b>	1055	5	0	1	6
<b>Elgin-Middlesex Detention Center</b>	450	6	1	1	8
<b>Hamilton-Wentworth Detention Centre</b>	560	2	0	1	3

There are instances where the various services are heading in different directions after leaving the correctional centre, however in many cases they are heading in the same direction, and in a few cases, they are actually going to the same court facility (mostly in Toronto).

The OPP OTP has indicated it can clearly identify duplication of effort and costs could be reduced by combining forces, but it cannot quantify the potential savings, and can't implement such a concept given its current mandate.

Additionally, there are many sworn police officers conducting both prisoner transportation and court security in smaller communities, and smaller services (or OPP detachments) as discussed earlier. In the larger services, there are economies of scale to accommodate hiring special constables to conduct the prisoner transportation and/or court security as the case may be. However, where courts travel and sit in individual courthouses less than full-time, the police service responsible to provide security often has to pull sworn officers from their front-line duties to perform the tasks. This is both a use of more expensive resources than required and a serious inconvenience when the sworn officers are required for patrol or other duties.

## Analysis

The *Police Services Act* (and its likely successor) allow police services to purchase services from a third party. The third party could be another police service, or a new entity<sup>16</sup> established by a group of police services to transport prisoners and/or provide court security services on their behalf. The entities could be established by agreement between all the services involved, or by agreements between the entity and each of the services individually. In many ways the MOUs between municipalities and the OPP OTP are examples of how this could work.

Such agencies would be in a position to eliminate duplication between transportation routes, implement new practices such as the use of special constables to support mobile courts and the use of contractors to conduct screening at court entrances. They would have the scale to improve services and perform them as efficiently as possible, which isn't the case with smaller police services and OPP detachments.

One large opportunity would relate to prisoner transportation in the Greater Toronto Area (GTA), or even the wider area within the Greenbelt. It would offer the opportunity to overcome the duplication in prisoner transportation and would be a good home for an IT system that would co-ordinate prisoner transportation in the most efficient fashion possible. It is unlikely to achieve additional savings on the court security side, although it may be easier to contract some of the court screening activities if the responsibility was transferred to a new entity. It may be appropriate to have a number of entities focused around each of the institutions, or to have one that would handle all prisoner transport inside the Greenbelt.

Another major opportunity would be to group smaller MPSs and/or OPP detachments that share a court that travels between locations. There are eight judicial districts in Ontario and most of them have at least some courts that do not sit regularly. It may be useful to work with the judicial districts to identify the municipalities or detachments that would have to co-operate to hire special constables to serve the mobile courts. This would provide one approach to engaging the special constables needed to transport prisoners to court and provide court security without pulling sworn officers out of front-line policing services. Although one could argue that the sworn police officers would be retained so there would not be any savings, it would delay the time when a new position is needed, and many OPP detachments already allocate many portions of an FTE to various municipalities, so savings would accrue. Allocating the court security and perhaps prisoner transportation requirements to a new entity would allow the services to provide more consistent services to their communities. Such entities might be based on the judicial districts.

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<sup>16</sup> "Entity" is a general term referring to an organization that has a mandate to carry out certain activities. The legal form of the entity would need to be established after further consideration and consultation with the stakeholders, but it could be a new corporate entity, or it could be a responsibility accepted by an existing entity on behalf of others.

The major drawback of this approach is the reliance on voluntary participation and the requirement for co-operation and continued involvement of each of the participating police services. As history with municipal amalgamation and shared services in Ontario suggests, this level of involvement and participation can be difficult to achieve, and would likely require financial incentives, perhaps treating the entities like the OPP OTP in terms of funding. This would suggest reallocating some of the CSPT TP Program funds to each of the entities.

Similar to the approach used in Alberta and B.C. special constables can be assigned to work full-time with the court. Then the special constables would travel from location to location with the rest of the court party and provide the court security required. Depending upon the local circumstances, they may also be able to assist with, or conduct, the prisoner transportation. Given the allocation of responsible for both activities to the police service of jurisdiction, this could not occur with the current structure.

The potential savings would depend upon the extent of participation in the entity, and its mandate. Largely the entities would provide an opportunity to gain the savings discussed under the sections on special constables, eliminating duplication, and using technology.

The creation of regional court security and prisoner transportation entities would have two major advantages:

1. The ability to eliminate duplication in prisoner transportation by having one party plan and carry out all the prisoner transportation related to the region.
2. The ability to provide special constables to provide basic court security for traveling courts.

## Recommendation

- 10) *That the Ministry promote the development of regional entities among police services responsible for prisoner transportation and court security.*
- 11) *That regional entities have a mandate to eliminate duplication in prisoner transportation, focus on the use of special constables and contract perimeter security, alarm monitoring and entranceway screening.*
- 12) *That regional entities would use sworn police officers from the local police services when required to accommodate risk assessment conclusions. Requirements for full-time sworn police officers (e.g., as part of entranceway screening) could result in the secondment of the staff, while temporary requirements would be met by assigning staff to the duties as required.*
- 13) *That the province fund regional entity operations fully, as it does with the OPP OTP. The \$125M cap on the CSPT TP Program should be reduced by the amount of funding activities with the region concerned, for the activities transferred to the entity.*

## Implementation Plan

The province should identify a group of MPS/OPP detachments that provide security for a mobile court operation that shows some support for the regional co-operative entity and provide them some support to review the opportunity and come up with a plan to support the court, with or without

prisoner transportation as the circumstances suggest. It is essential that this first implementation be successful to encourage others to follow the same approach.

Once the first regional entity is operational, the province should address duplicating it in other jurisdictions. It should also support a process to create a regional entity with a prime focus on prisoner transportation. The scale of the operation would need to be determined, e.g., a focus on an institution or on the Greater GTA, or even the area inside the Greenbelt as a whole.

## Efficiency Estimate

Benefits from the use of special constables are included in the high-end estimates in that section above. The potential returns from reducing duplications in transportation are identified here.

	Rationale and Assumptions	Estimated Savings
<ul style="list-style-type: none"> <li>Short-term</li> </ul>	<ul style="list-style-type: none"> <li>Not Operational</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
<ul style="list-style-type: none"> <li>Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>Not Operational</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
<ul style="list-style-type: none"> <li>Long Term</li> </ul>	<ul style="list-style-type: none"> <li>High estimate assumes at least Greater GTA entity rationalizes transportation in the highest traffic area and Northern Strategy implemented with reduced transportation needs and co-ordination of FN and OPP trips</li> </ul>	<ul style="list-style-type: none"> <li>3% to 6% of transportation costs (\$2M to \$2.9M)</li> </ul>

## 5.2 Northern Strategy

### Current Situation

Northern Ontario experiences many challenges that are less significant in the more populated areas of the province. There are several large cities in the north, along with many smaller remote and fly-in communities. Some of the remote and fly-in communities are Indigenous and there are significant Indigenous populations in some of the large cities. First Nations police services serve most of the Indigenous communities, the OPP provides police services to many of the other smaller and remote communities, and municipal police services serve the major population areas. Correctional facilities are located in the large cities, and the smaller, remote and fly-in communities have smaller police stations, usually with some form of detention facility, but generally not a facility that is suitable for holding prisoners for extended periods.

The north has many traveling courts that spend short periods in communities resulting in demands on local police services and the disruption of their regular policing resources.

The north also faces some unique challenges related to prisoner transportation. Before COVID-19, an arrest in a remote community often resulted in an extended trip by cruiser, or by airplane, depending on the location, to one of the large cities where the detainee would attend court for their bail hearing. If the detainee was released, they may be released without transportation back to their community. If remanded, the detainee would be placed in custody at the correctional facility. During COVID-19 there has been more effort to have the bail hearing occur in the remote community, before the prisoner is transported. However, the unreliability or absence of internet connections has resulted in many appearances by audio, rather than video. There were also circumstances where the police service was unable to arrange a virtual hearing, and the prisoner was transported to a large city even before a hearing could occur, both because of the 24-hour holding limit for police cells, and the inadequacies of cells at remote police stations.

When a trial is held, it is usually back in the community where the charge was laid. If the prisoner has been denied bail, they must be transported back to that community by the local police service – generally a two-way trip out from the community and then back. If the prisoner has been released after a hearing in the city, they may have no resources and be unable to return to their community for the trial. When the court flies in for the trial, the local police service must assign staff to provide security at the trial, which is generally not in a dedicated courthouse, but may be in an arena, community meeting hall or other facility.

## Analysis

Based on the understanding of current circumstances in the north provided by interviewees, focus group participants and IPCO, there are unique challenges given the remote and fly-in communities, the extensive use of traveling courts, the long travel distances both for prisoners and court stakeholders, and the number of First Nations communities.

A Northern Justice Strategy could lead to the development of a common prisoner transportation network in the north, and the development of a court security capability that would travel with the courts, both allowing the use of lower cost special constables, and better respond to needs.

It may also be useful to respond to other needs in the north, particularly the need to transport prisoners extensive distances. This could involve improving some detention facilities in northern communities and/or developing correctional rehabilitation facilities, similar to the healing lodges developed in other provinces. This could allow some prisoners to be detained in the north pending a hearing or a trial. Such an approach would have to be developed with involvement from the OPP, Indigenous police services in the area, and the MPS serving the cities in the area.

It would also need to examine the connectivity issues in the north and identify options to ensure virtual hearings are feasible from as many police stations as possible.

The strategy could also look at establishing a WASH court that would be available by video and/or audio for hearings from these remote communities (if the province does not initiate a province-wide

facility). This could eliminate the trips from remote communities to cities that occur simply because no court could be reached.

Some of these steps may be reasonably easy to implement, others might require some development. A solution could also be based on expanding an existing service, for example the OPP OTP in Northern Ontario, or it could involve establishing a new entity with more Indigenous participation. Such agencies might operate on a regional basis. For example, part of a Northern Justice Strategy could be the creation of such an entity. The OPP OTU in the North currently serves a number of OPP detachments. The Indigenous services that operate in the north carry out similar programs, although the OPP remains the police service of jurisdiction. The municipal police services in the north might also be useful participants and they generally handle security in the fulltime courthouses, and use many of the same correction institutions as the more remote communities. One key benefit would be to reduce the need for police services to divert front-line officers to provide court security and/or prisoner transportation services. A strategy would need to develop staff appropriate to respond to the needs of Indigenous communities.

Development of a regional entity in Northern Ontario is a key cost reduction and service improvement opportunity and would need to advance from the development of a Northern Justice Strategy.

## Recommendations

*14) That the Ministry initiate the development of a Northern Justice Strategy.*

*15) That the needs of Indigenous Communities and First Nations Police Services be considered in the resolution of issues related to Northern Ontario.*

## Implementation Plan

SOLGEN would need to discuss the potential with key justice stakeholders in the north, including the court stakeholders, the MPS, OPP and First Nations police services and community leaders. It would be useful to establish a working group with key stakeholders and identify some resources to support the process.

The study process would involve a consultation process, both to identify all the issues to be addressed, and to identify appropriate approaches to resolving the issues.

## Efficiency Estimate

Savings are available from eliminating duplication in transportation and expanding the use of special constables. Both of these items were identified earlier, and the high estimates can only be achieved if regional entities, such as a Northern Ontario CSPT entity is formed.

## 5.3 Independent Agency

### Current Situation

The tables below provide a summary of the approach to court security and prisoner transportation in other jurisdictions. Full details on information collected from the jurisdictional review can be found in Appendix 3. The first table shows the responsibility for prisoner transportation while the second shows the responsibility for court security.

Table 13: Responsibility for Prisoner Transportation

	Ontario	Alberta	British Columbia	Quebec	Australia	New Zealand
<b>Transportation Station to Detention</b>						
→ Police	■	□		■	■	■
- Other		◆	◆			
<b>Transportation Detention to Court (and back)</b>						
- Police	■				□	
→ Other		■	■	■	◆	■

■ Yes    ◆ Mostly    □ Partly

As the table indicates, police are frequently responsible for prisoner transportation from the police station to a court or correctional facility. With increasing use of video for bail hearings, this usually means to a correctional institution. In BC, the RCMP transports some prisoners in remote areas, but is compensated by the Sherriff's office. For the more frequent transportation requirements between the courthouse and the detention centre, a central agency is responsible. The state authority is responsible in Australia, except in remote areas where police services generally provide the service.

Court security is generally the responsibility of an entity independent of the police (Table 14). Usually, a Sherriff's Office or other government entity. Some jurisdictions (Australia and BC) make local police services in remote areas responsible for court security.

Table 14: Responsibility for Court Security

	Ontario	Alberta	British Columbia	Quebec	Australia	New Zealand
<i>Who is responsible general security</i>						
Police of jurisdiction	■				□	
→Centralized entity		■	■	■	■	■

■ Yes      ◆ Mostly      □ Partly

Interviewees from other jurisdictions raised a number of advantages associated with the use of centralized agencies:

- Some suggest it is more consistent with even-handed justice.
- If a justice entity is responsible, this resolves conflict of interests with police, particularly on court security issues.
- Allows consistent security standards as one entity administers all courthouses.
- Resolves the trade-off of capital and operating costs between different entities.
- Provides greater flexibility in the movement of staff to different Courts.
- Resolves fairness issues:
  - Municipalities with courthouses do not subsidize those without them.
  - Municipalities with access to a centralized unit (OPP OTP) do not have advantages over other municipalities that fund prisoner transport.
  - Municipalities in the north or with long transportation requirements do not suffer relative to those with short transportation requirements.
  - Municipalities with inefficient courthouses from a court security point of view are not disadvantaged based on where provincial funds are invested.

The key finding from the Jurisdictional Review is that none of the other jurisdictions make the police service of jurisdiction responsible for prisoner transportation or court security, except in particular circumstances, although the BC Sherriff's office does purchase services from police services when this is the most economic way to meet the need.

### Provincial CSPT Entity

Founded upon the feedback received from representatives of central agencies in other jurisdictions reviewed, and the alignment of those findings to the issues identified in court security and prisoner transportation processes identified throughout this report, the Ministry could consider creating a



single entity with responsibility for CSPT throughout the province. This approach would be consistent with that in other jurisdictions, including all the Canadian jurisdictions examined. It would be able to achieve all the operational efficiencies discussed, including:

- Using special constables or the equivalent, for all CSPT activities where an armed presence is not necessary. The province could also create two categories of staffing, with one armed to provide the armed presence where that is considered necessary.
- Contracting entranceway screening, much as the province has contracted COVID-19 screening, and learning from the experience of police services that have contracted some courthouse security services to date.
- Tying security provision to traveling courts, eliminating the impact on front-line policing,
- Co-ordinating court security with courthouse operations, so the province can provide the level of security it determines is required (through risk assessments) and ensure consistency of approach across the province.
- Providing an alignment of interests between those responsible for capital improvements of courthouses and those responsible for security operations.
- Giving the province the incentive to minimize prisoner transportation to reduce risks and costs.

## Recommendation

16) *If the development of regional entities does not achieve substantial progress within four years, the province should establish a province-wide entity with responsibility for court security and prisoner transportation. Consideration should be given to creating a new agency or having the OPP carry out the role, depending upon whether the entity would report to SOLGEN or the Attorney General. Key elements of the plan, whether part of the OPP or part of a new entity, would include:*

- *Having local MPS and OPP detachments remain responsible for transferring prisoners in their custody (e.g., from the police station to a correctional institution or a courthouse). The provincial agency could agree to conduct such transfers where the one-way travel distance is more than 50 km (far enough to require a significant resource diversion, unlikely to cover transportation within a municipality, and likely to capture those municipalities currently benefiting from OPP OTP service);*
- *Having two categories of staff, an armed category and an unarmed category;*
- *Most staff would be in the unarmed category, but the armed members would be used where a full-time armed presence is required as part of a court security plan;*
- *Reliance on the police service of jurisdiction to support high risk operations when required;*
- *Contracting entrance screening and extending it as required by risk assessments*

## Implementation Plan

The province will need to conduct an examination of the alternatives (a “Sherriff” operation, or the assignment of the role to the OPP) in detail. The review would need to consider:

- The reporting relationship. A Sherriff option would report to the Attorney General and an OPP option would report to SOLGEN.
- The additional infrastructure required, under each option.
- The labour relations implications of each option.
- The costs and other financial implications of each option, taking into account the evolution of the justice system post COVID-19.
- The availability of armed officers when required.
- The transition process, and particularly the extent to which staff currently conducting court security and prisoner transportation would be transferred, or would have the option to transfer to the new entity.

There will need to be a transition plan and transition date established, with extensive consultation with the MPSs and OPP carrying out the role now.

## Efficiency Estimate

Many of the benefits of this approach are not financial, however it is important to note total provincial costs could be reduced. Leaving the police service of jurisdiction responsible for the initial transport from the police station to either a courthouse or correctional institution would have them responsible for carrying a little over half the future volume of prisoners as discussed in the section on *Estimated Impacts of Virtual Hearings on Prisoner Transport*. They would be among the less economical of trips as the number transported on each trip would vary and the timing would be somewhat unpredictable. This approach would therefore leave municipalities with about 20% to 35% of pre-COVID-19 prisoner transportation volumes, or about 55% of planned prisoner transportation volumes. While this is a significant cost, it compares to the 30% of combined court security and prisoner transportation costs that police services (and their municipalities) currently bear. It would not be their only cost as they would also be responsible for the costs of converting police holding areas to accommodate virtual hearings.

	Rationale and Assumptions	Estimated Savings
<ul style="list-style-type: none"> <li>Short-term</li> </ul>	<ul style="list-style-type: none"> <li>Not Operational</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
<ul style="list-style-type: none"> <li>Medium Term</li> </ul>	<ul style="list-style-type: none"> <li>Not Operational</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
<ul style="list-style-type: none"> <li>Long Term</li> </ul>	<ul style="list-style-type: none"> <li>Full implementation, results in the municipalities taking responsibility for the first trip from the police station to a courthouse or correctional institution, 20% to 35% of pre-COVID transits</li> </ul>	<ul style="list-style-type: none"> <li>About 60% of forecast prisoner transportation costs would be left with municipalities as they would carry about 55% of expected trips, with slightly higher costs per trip.</li> </ul>

## 6.0 Alignment to Transfer Payment Policy

### 6.1 Context

In June 2019, the Ontario Internal Audit Division of the Treasury Board Secretariat published its review of transfer payments managed by SOLGEN, including the CSPT TP Program. It measured compliance with the Transfer Payment Accountability Directive (TPAD) and the relevant grant agreements.

Overall, the audit found that SOLGEN's public safety grant programs were for the most part compliant with the Transfer Payment Accountability Directive (TPAD) and respective transfer payment agreements; however, to ensure that programs are delivering results and operating in an efficient and effective manner, the audit recommended that SOLGEN:

- examine a renewed funding model and or granting structure for public safety grants;
- establish program-level outcomes and performance measures for all grant programs so that performance can be assessed;
- review the level of monitoring required by recipients to make certain it is proportional to risk and recipient capacity;
- implement timely corrective action when recipients are not meeting transfer payment agreement requirements; and,
- complete risk assessments on all grant activities and recipients to ensure a risk-based approach is being used.

The CSPT TP Program has the largest portion of funding compared to other transfer payment programs managed by the Public Safety Division at SOLGEN. In particular, the audit found the rationale for funding municipalities that provide court security or prisoner transportation services to be lacking. It noted that TPAD activities should be focused on outcomes and the achievement of associated public policy objectives, arguing that the programs reviewed are funding core policing activities. It also notes that the CSPT TP Program originated as part of the 2008 negotiations between the province and municipalities. Thus, SOLGEN implemented a cabinet approved program to upload certain municipal costs to the province.

The Jurisdictional Review, as reported in Appendix 3, indicates that all other jurisdictions reviewed make responsibility for court security and prisoner transportation a provincial or, in some cases, national responsibility. In no other jurisdiction is court security and prisoner transportation a municipal responsibility (beyond special considerations for remote communities), at least beyond the initial transfer of prisoners from the police station. This relates to the corresponding provincial or national responsibility for justice, and the clear connection between court security and the transfer of

prisoners to and from the courthouse with the administration of justice. This is within the SOLGEN's priority area.

## 6.2 Managing Cost Effectiveness and Efficiency

Court security and prisoner transportation cannot be segregated into separate dimensions of police service, nor separate dimensions of the outcomes of the justice ecosystem. The CSPT TP Program funding model has been established as a support subsidy. Based on the document review, it was found that the program currently does not have documented goals or outcomes.

The current Transfer Payment Agreements for the CSPT TP Program indicate:

*“The Province implemented the Court Security and Prisoner Transportation (CSPT) Program (the “Program”) in 2012 to assist municipalities in **offsetting** their costs of providing CSPT services in their jurisdictions.”*

This study did not review the need or relevance of the CSPT TP Program, nor the justification for SOLGEN to be intervening and funding court security and prisoner transportation activities through the formal agreement with municipalities. The Ministry does however have public sector accountability to ensure CSPT TP Program funds are used as intended. This includes demonstration of how resources were used in the realization of outputs and outcomes, and whether the extent of resource utilization was reasonable for the level of outputs and outcomes observed.

Recent research conducted by Public Safety Canada entitled, “Measuring the performance of Police: The Perspective of the Public,”<sup>17</sup> found that there are a number of dimensions of police work that can be used when setting up a framework to measure the performance of police.<sup>18</sup> There is not one single performance measure that can assess all of the dimensions of police work at the same time; neither is there one perfect measure that can assess a single dimension of police work (Gallagher et al, 2001). The measuring instrument needs to be chosen depending on the dimension that needs to be measured.

In the case of the CSPT TP Program, there is a concern that the grant program does not adequately encourage or reward financial efficiency and cost reduction. The Public Safety Canada report found that an efficiency dimension of performance relates indirectly to police work in that the public expects the police to do their work in an efficient and economically sustainable manner. Just as in any other public or private organization, waste of resources within police departments is usually met with public disapproval.

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<sup>17</sup> Public Safety Canada, Research Division, Measuring the Performance of the Police: The Perspective of the Public, Research Report: 2015-R024

<sup>18</sup> Kiedrowski, J., Petrunik, M., Macdonald, T., Melchers, R. (2013). “Canadian Police Board Views on the Use of Police Performance Metrics” Ottawa: Public safety Canada, # PS14-12/2013E. 53 pages.

The measurement of efficient police performance receives the least amount of attention because it is not seen as a primary output of police work. Further, the measurements are not straightforward because it can be complicated to set benchmarks for what constitutes efficient spending. For example, large police jurisdictions could be spending more in all areas of police work because they deal with larger or more complex problems. Similarly, one jurisdiction may have to transport prisoners longer distances and/or have a different risk level, requiring different service levels. One approach to measure police performance in this area is to look into the innovative approaches that police take to spending: new economical ways to utilize officers, use of technology, innovative scheduling methods, etc.<sup>19</sup>

In this sense, the CSPT TP Program can initially focus on performance indicators targeted towards resource utilization. This can provide insight to what and how resources are being used and possible other contextual factors that affect the resources being used.

Through the document and data review completed for this study, the performance indicators identified below may be considered by the CSPT TP Program as a start to its formal performance measurement strategy. The current CSPT TP Program transfer payment agreement stipulates that recipients only need to provide annual financial reports. Further work will be required to define an outcome pathway, in collaboration with municipal stakeholders, that will allow SOLGEN to track program outcomes.

An initial perspective of efficiency would be largely concerned with how inputs are being used and converted into outputs, and the extent to which outputs have been optimized in relation to resources used to produce them (i.e., the extent to which the minimum number of resources have been used (contextualized of course).

It is possible that an operational efficiency perspective may actually suit information needs of the Ministry. The following table presents options for measuring operational efficiency and economy.

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<sup>19</sup> Public Safety Canada, Research Division, Measuring the Performance of the Police: The Perspective of the Public, Research Report: 2015-R024, page 15.

Table 15: Performance Indicators for Implementation Efficiency

Output Indicator	Source	Rationale	Methodology
<p>Quantitative:</p> <p># of FTEs assigned to court services and transit services broken out by CS and PT and by:</p> <ul style="list-style-type: none"> <li>■ Sworn police officers</li> <li>■ Special constable versus all other police officer ranks</li> <li>■ Contract staff versus all other police officer ranks</li> <li>■ Other civilians</li> </ul>	<p>MPSs and OPP Annual Report for the CSPT TP Program (new instrument to accompany the Template for Annual Financial reporting)</p> <p>Statistics Canada Annual Police Administration Survey</p>	<ul style="list-style-type: none"> <li>● The use of special constables for court services and transit services has been shown to reduce cost (at least when scale warrants) and the use of contractors for courthouse entrance screening has been shown to reduce costs.</li> <li>● The Ministry can track changes over time in the proportion of special constables and contractors being engaged to perform court security and transit services with the expectation that proportions will increase (target set by the Program in future).</li> <li>● Police services are providing the special constable data to Statistics Canada so the additional burden to collect information will be minimal.</li> </ul>	<ul style="list-style-type: none"> <li>● The question should be worded to align with the Annual Police Administration Survey conducted by Statistics Canada Permanent special constable personnel question (#4 in the 2019 survey), particularly in the way FTEs are measured so comparisons can be made.</li> <li>● The Ministry can consider a number of possible analysis scenarios: <ul style="list-style-type: none"> <li>■ Comparisons across MPSs in Ontario.</li> <li>■ Comparisons nationally to Statistics Canada data in order to understand trends in the use of special constables (tested first as many provinces do not employ the same model as Ontario).</li> </ul> </li> </ul>
<p>Quantitative:</p>	<p>MPS and OPP Annual Report for</p>	<ul style="list-style-type: none"> <li>● While recognizing a number of external influencers to video and audio appearances, MPSs and</li> </ul>	<ul style="list-style-type: none"> <li>● Analyze trends in proportion of first appearance by video and audio.</li> </ul>

Output Indicator	Source	Rationale	Methodology
<p>% (proportion) of first appearances conducted by video from the police station. Broken down by:</p> <ul style="list-style-type: none"> <li>■ Video</li> <li>■ Audio</li> </ul>	<p>CSPT TP Program (new instrument)</p> <p>Or</p> <p>Ontario Court of Justice Criminal Court Statistics if available</p>	<p>OPP should attempt to maintain reduced levels of in-person first appearances (i.e., all first appearances from a police station as influenced by COVID-19).</p> <ul style="list-style-type: none"> <li>● The Ministry will be able to track the rate at which video appearances are increasing or decreasing, possibly an early indicator that environments are regressing towards pre-COVID-19 levels. The Ministry could then trigger an increase in change management intervention or conduct additional investigation to understand the change in activity.</li> <li>● In future, as the video strategy is rolled out, targets can be set.</li> </ul>	<ul style="list-style-type: none"> <li>● Compare trend in proportion of first appearance by video and audio to trend in cost of transportation e.g., % increase in first appearance by video and audio versus assumed % decrease in transportation cost.</li> </ul>
<p>Quantitative:</p> <p># of prisoners transported</p>	<p>MPSs and OPP Annual Report for CSPT TP Program (new instrument)</p> <p>Ontario Court of Justice Criminal Court Statistics</p>	<ul style="list-style-type: none"> <li>● While this indicator is not perfect (e.g., not accounting for multiple prisoners transported at the same time), it can provide the Ministry with some insight to operational efficiency (relationships between resources and outputs).</li> </ul>	<ul style="list-style-type: none"> <li>● Program output index: gross annual prisoner transportation costs ÷ annual number of prisoners</li> <li>● Analyze relationship between # of prisoners transported and number of cases received and pending in court. Expectation that there should be some correlation between the two variables. As cases go down (particularly major crimes, the number of in-person appearances would also go down, decreasing</li> </ul>



Output Indicator	Source	Rationale	Methodology
	(Offence Based Statistics)	<ul style="list-style-type: none"> <li>• The court security and prisoner transportation costs are already provided in the current annual financial reports and can be broken out by PT and CS</li> <li>• Offence Based Statistics are already broken down by region. Alignment can be determined by (court) or comparisons made within a region.</li> </ul>	<p>the number of prisoners transported). Initial bivariate analysis should be completed to ensure the validity of this indicator.</p> <ul style="list-style-type: none"> <li>• Potential to compare decreasing costs with decreasing numbers reported for average appearances to disposition (this is the average of all appearances from the first to last court appearance). Assessment likely required against offence type.</li> <li>• A breakdown by ground versus air will be required for service in the north. Context and environment for activities where prisoners are mainly transported by air will need to be considered and balanced.</li> </ul>
<p>Quantitative:</p> <p>Annual ground kilometers travelled for all prisoner transportation conducted</p>	MPS and OPP Annual Report for CSPT (new instrument)	<ul style="list-style-type: none"> <li>• OPP OTP already collects this data.</li> <li>• Assume that longer distance equates to greater cost but this indicator can contribute to validate or disprove assumptions.</li> </ul>	<ul style="list-style-type: none"> <li>• Program output index: gross annual prisoner transportation costs ÷ annual prisoner transportation kilometres travelled</li> <li>• Possibility to compare MPS with similar environments in order to promote consistency in delivery (if best practices are found).</li> <li>• Will need to factor differing cost environments across the province (e.g., cost of gas per litre).</li> <li>• Breakdown by ground versus air will be required for service in the north. Will need to factor in proportion of ground versus air in cost breakdowns.</li> </ul>
<p>Qualitative:</p> <p>Identification of annual budget efficiencies proposed in relation to</p>	MPS and OPP Annual Report for CSPT TP Program (new instrument)	<ul style="list-style-type: none"> <li>• Municipal Police Service Boards approve and publish MPS operational budgets which typically detail cost saving</li> </ul>	<ul style="list-style-type: none"> <li>• Analysis of efficiencies implemented to identify best practice for potential dissemination to other MPS or OPP for consideration.</li> </ul>

Output Indicator	Source	Rationale	Methodology
court security and inmate transportation.		measures proposed by MPSs. The Ministry could request a summary of cost-saving measures being implemented by a MPS in relation to court security and prisoner transportation on an annual basis. This would set an expectation that the continuous review for efficiencies is expected.	<ul style="list-style-type: none"> <li>Requires coding of qualitative data for the identification of consistent or innovative activities.</li> </ul>
Qualitative: Identification of rationale for increased costs	MPS and OPP Annual Report for CSPT TP Program (new instrument)	<ul style="list-style-type: none"> <li>An alternative approach to providing incentives for cost reductions might be to require municipalities to justify their expenditure level as expenditures rise under the new normal. The justification could require an explanation of why the approach taken is the lowest cost available, and/or a certification that the approach follows “best practices” (such as use of special constables, for prisoner transport and most court security and use of contractors for screening at entrances, monitoring alarm systems and any WASH patrolling).</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of reasons for increased costs to understand changing environment and determine if there are supports available to mitigate.</li> <li>Requires coding of qualitative data for the identification of common issues or regional problems.</li> </ul>

## Recommendation

17) SOLGEN should formally develop a Performance Measurement Framework (PMF) for the CSPT TP Program collaboratively with program recipients and stakeholders. The PMF must define objectives and expected results (outcomes). In order to meet the requirements of the Transfer Payment Policy, at minimum, the PMF must focus on outputs and/or intermediate outcomes for activities in order to determine how success will be evaluated. The PMF needs to define expected short, medium and long-term outcomes. Subsequent to the results definition, the Ministry should implement a systematic collection of performance data, which would make it possible to link the funding to the achievement of results, measure progress to targets, further pursue analysis of certain issues and to make changes to the program as required.

## 6.3 Options to Maintain Necessary Financial Accountability

### A Risk-Based Approach is Best

Risk-based assessment approaches in policing have a long-standing history as best practices in the published literature. A study in the National Institute of Justice Research Preview<sup>20</sup> identifies that a risk assessment should be an integral part of a comprehensive survey of courtroom security and the transportation of prisoners to determine security vulnerabilities and equipment and training needs.

In Ontario, the current Policing Standards Manual's section on Court Security includes a Court Security Tool to identify security needs in each individual courthouse for which the police service of jurisdiction is responsible. This assessment covers critical incidents, the nature of cases, personnel and procedures, emergency planning and physical assessment.

The 2019 Ontario Internal Audit Division audit also found that SOLGEN should use a risk-based approach to review the activities of grant recipients.

### Opportunities for the Ministry

- Police services could be required to submit the risk assessments conducted for court security and activities in place today (as the baseline), and then again whenever it changes. The Ministry could then undertake a qualitative assessment of annual costs versus risk.
- To date, SOLGEN has not assigned a risk rating to CSPT transfer payment recipients in receipt of less than \$500K. As well, it does not appear to have audited or reviewed the funded activities of any of the grant recipients. It should be noted that about half of recipients

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<sup>20</sup> National Institute of Justice Research Preview, Court Security and the Transportation of Prisoners, June 1997.

surveyed did report that they had been audited or reviewed since 2015, but those audits or reviews were conducted internally by the police service, or by the municipalities that provide the majority of police funding. A risk assessment should be completed by the Ministry for all grant recipients and a risk-based review or audit test of 10% of applications (randomly selected, with higher probability of selection for higher risk recipients and materiality) should be conducted annually. Possible criteria for review could be:

- Annual financial and performance reporting received on time.
- Expenses reported meet program guidelines.
- Meeting service standards for payment.
- Financial reports are being signed by a person with an adequate level of authority.
- Funding agreements are being signed by the appropriate delegate.
- Select audits of eligible activities (as identified in the master TP agreement).

## Transfer Payment Delivery

The CSPT TP Program is paid based on expenditures incurred two years earlier. Therefore, in 2021 recipients will be paid based on their expenditures in 2019. As a result, a municipality that reduces expenditures (as most will in 2021 due to COVID-19 if not as a result of implementing cost reduction measures in 2021) will not receive any reduction in its grant, at least not until 2023. At that time, their grant will be reduced by 70% of the cost reduction, which could be seen as a disincentive to reduce costs. Some stakeholders also pointed out that increasing expenditures, perhaps to meet a request from courthouse stakeholders for new security activities, will not be covered by any increase in grant payments until 2023 either. That means the entire cost of new expenditures is born by the police service (or municipality) for the first two years, which is a clear **disincentive** to increasing expenditures.

This could be resolved by allowing some kind of “amendment” process before the final payment. Applicants could be allowed to submit an amendment if their activities changed over the course of the year in such a manner as to increase or decrease expenditures by more than, say, 10% of their base year (two year ago) expenditures. Their share of the grant would then be adjusted on the final payment to take into account the change. The process would have to include an amendment to the following year’s grant to recognize the change, and similarly going forward. The process would add significant complexity both to the recipients and to the SOLGEN grant administration. It is very likely recipients would report increases in expenditures (and enhance their grant eligibility) but not decreases, so the effect would be to reduce the impact of new expenditures, but it would not encourage cost savings. It would likely also raise concern among municipalities that received a reduced allocation (the \$125M being a fixed amount) in order to accommodate a higher payment to another municipality.

COVID-19 changes will significantly alter actual expenditures in calendar year 2020 and presumably the effect on expenditures will continue into 2021. This is a period where substantial cost reductions could have been achievable, but many police services have followed the federal

government's encouragement to keep people on salary as much as possible, reassigning staff, and reducing part-time hours when feasible. The "new normal" that will emerge in 2021 and 2022 is an area where encouragement to cut expenditures, or minimize the growth in expenditures (assuming they dropped in 2021) could be effective.

The two-year delay in implementing the grant will reduce the impact, but also make it easier to introduce changes. Although police services may reassign their staff to activities like monitoring video appearances from police stations, many of these activities will not qualify as CSPT TP Program expenditures, even when they are substitutes for qualifying expenditures. The result could be a very substantial decrease in qualifying expenditures, even when staffing levels do not decrease substantially.

One way to make the grant provide immediate support to improved security measures that increase costs (e.g., adding screening) would be to convert the grant to a fixed percentage of actual expenditures. This could occur in 2023 when the "post-COVID-19" world has emerged. As indicated in the financial analysis, this percentage could be as much as 100% if the use of virtual hearings is retained for most hearings, however this does not align with SOLGEN priorities, as it does run a risk of expanding expenditures beyond \$125M. It would also be difficult to reward cost reduction, unless a "bonus" beyond actual costs was provided to police services that identified specific cost reduction initiatives they had implemented.

When the grant was initially designed, stakeholders considered a range of alternative ways to allocate funds – by population, by numbers of prisoners transported or number of courthouses, etc. All these options have flaws and all stakeholders, municipalities, police services and representatives of the Ministries involved selected the approach based on actual expenditures instead.

## Recommendation

*18) A change in the approach to allocating funding under the CSPT TP Program is not recommended at this time, except as outlined in the other recommendations to incent cost reductions.*

## 7.0 Summary of Financial Implications

The tables below summarize the forecast financial impacts that may occur due to the expansion of virtual hearings and the other changes recommended in this report. All tables assume 2% average inflation per year. The CPI for Ontario went up 2.1% in 2019, .7% in 2020 (influenced by COVID-19). Some collective agreements call for more than 2%, however the recently lower inflation rate is likely to constrain future agreements. The other assumptions are as discussed in the earlier sections.

The table below shows the costs of court security and prisoner transportation in the next three years assuming pre-COVID-19 conditions, and all costs inflating by 2% per year.

Table 16: Future CSPT Costs With No Changes

	Pre-COVID-19 (000s)	2022 (000s)	2023 (000s)	2024 (000s)
MPS (2019)	165,274	175,390	178,898	182,476
OPP Detachments (2019)	7,583	8,047	8,208	8,372
OPP OTP (2020) Adult	17,267	17,965	18,324	18,691
OPP OTP (2020) Youth	6,690	6,960	7,099	7,241
<b>Total Costs</b>	<b>196,814</b>	<b>208,362</b>	<b>212,530</b>	<b>216,780</b>
<b>Costs will be carried by:</b>				
Municipalities	47,857	58,437	62,106	65,848
SOLGEN	142,267	142,965	143,324	143,691
MCCSS	6,690	6,960	7,099	7,241

Assuming inflation is the prime driver of program costs, the provincial share of total costs will increase modestly, comparing the 2024 projection to pre-COVID-19 levels:

- 1.0% for SOLGEN; and,
- About 8% for MCCSS over the implementation period.

On the other hand, municipalities will see a 37.6% increase as they are responsible for most costs increases due to the SOLGEN contribution limit of \$125M towards the CSPT TP Program.

Phase 1 implementation of the recommendations related to efficiency and effectiveness will have the following effects – as discussed in each of the short-term opportunities described in relevant sections earlier.

Table 17: Phase 1 Implementation

	Court Security		Prisoner Transportation	
	Low Impact (000s)	High Impact (000s)	Low Impact (000s)	High Impact (000s)
Base Cost	128,406	128,406	79,956	79,956
Effect of Virtual Appearances	(6,420)	(12,841)	(15,991)	(23,987)
Special Constables	(30)	(160)		
Use of Contractors	(400)	(1,000)		
Expanded Screening	400	800		
<b>Net Cost</b>	<b>121,956</b>	<b>115,205</b>	<b>63,965</b>	<b>55,969</b>
<b>Costs will be carried by:</b>				
Municipalities	30,111	21,529	10,870	7,199
SOLGEN	91,845	93,677	47,527	43,899
MCCSS	-		5,568	4,872

The major impact will be the effect of the expansion of virtual hearings, relative to 2019. With the current funding approach, the major cost reductions would benefit the municipalities, potentially reducing their costs to or below 2019 levels.

Phase 2 implementation of the recommendations related to efficiency and effectiveness will have the following effects – as discussed in each of the medium-term opportunities described in relevant sections earlier.

Table 18: Phase 2 Implementation

	Court Security			Prisoner Transportation	
	Low Impact (000s)	High Impact (000s)		Low Impact (000s)	High Impact (000s)
Base Cost	130,974	130,974		81,555	81,555
Effect of Virtual Appearances	(13,097)	(19,646)		(16,311)	(32,622)
Special Constables	(120)	(160)			(40)
Use of Contractors	(1,000)	(4,000)			
Expanded Screening	800	1,600			
<b>Net Cost</b>	<b>117,557</b>	<b>108,768</b>		<b>65,244</b>	<b>48,893</b>
<b>Costs will be carried by:</b>					
Municipalities	27,107	13,304		10,355	4,116
SOLGEN	90,449	95,464		49,210	40,521
MCCSS	0	0		5,679	4,256

In Phase 2, continued expansion of virtual hearings and some additional economies related to staffing may reduce the costs of both municipalities and SOLGEN depending primarily upon the extent to which the volume of prisoner transportation declines, and costs decrease with them.

Phase 3 implementation of the recommendations related to efficiency and effectiveness will have the following effects – as discussed in each of the long-term opportunities and the structural changes described in relevant sections earlier.



Table 19: Phase 3 Implementation

	Court Security		Prisoner Transportation	
	Low Impact (000s)	High Impact (000s)	Low Impact (000s)	High Impact (000s)
Base Cost	133,594	133,594	83,186	83,186
Effect of Virtual Appearances	(13,359)	(20,039)	(16,637)	(33,275)
Special Constables	(120)	(160)	(120)	(320)
Use of Contractors	(1,000)	(4,000)		
Expanded Screening	1,200	2,400		
Scheduling Software			(664)	(1,988)
Reduced Duplication			(1,973)	(2,856)
<b>Net Cost</b>	<b>120,314</b>	<b>111,795</b>	<b>63,792</b>	<b>44,752</b>
<b>With Regional Entities costs will be carried by:</b>				
Municipalities	28,6734	13,795	10,486	3,801
SOLGEN	91,580	98,000	47,753	37,055
MCCSS	0	0	5,553	3,896
<b>With Province-wide Entity costs will be carried by:</b>				
Municipalities	-		38,275	26,851
SOLGEN	120,314	111,795	19,964	14,005
MCCSS			5,553	3,896

The net costs for SOLGEN under the various options would be as follows:

Table 20: Net Costs to SOLGEN

	Pre- COVID-19	Short Term	Medium Term	Long Term /Entities	Long Term/ Provincial
No Change	142,267	142,965	143,324	143,691	
Low Impact		139,372	139,659	139,333	140,278
High Impact		137,575	135,986	135,055	125,800

The net costs to municipalities would be as follows:

Table 21: Net Costs to Municipalities

	Pre-COVID-19	Short Term	Medium Term	Long Term /Entities	Long Term/ Provincial
No Change	47,857	56,546	62,106	65,848	
Low Impact		40,891	37,462	39,220	38,275
High Impact		28,727	17,420	17,596	26,851

Without any change in policy, direction, or prisoner volumes due to COVID-19, SOLGEN costs will remain essentially static. The \$125M contribution to the CSPT TP Program will remain constant, and the only impact would be inflation on the OPP OTP costs. On the other hand, municipal costs will continue to rise going from \$47.9M to \$65.8M as municipalities take on almost the full burden of increasing costs.

Recognizing the impact of virtual appearances and the potential cost reduction opportunities identified, provincial costs are forecast to be \$3.5M to \$5M lower in 2022, the short term. With the fixed \$125M SOLGEN contribution, municipal costs could reduce by \$7M to \$19M by 2022, rather than increasing by \$9M. However, the reduced municipal cost for court security and prisoner transportation does not consider the increased costs municipalities will bear due to the need to create virtual capacity at police station cells and to supervise virtual hearings.

In the medium term (2023), SOLGEN costs could go down by another \$2.5M, while municipal costs could decrease by another \$3M to \$11M depending upon whether the low impact or high impact changes occur. Again, there is no consideration of the increased costs municipalities will bear to accommodate virtual hearings.

In the long term, SOLGEN costs would be \$3M to \$7M lower than they were pre-COVID-19 in the long run if regional entities were created to reduce the costs of CS and PT. There is some risk in having those entities created successfully, which could result in some further spending to provide the incentives to form the entities, but these expenditures would not be large. Municipal costs would remain more or less the same as they were in the medium term, with the additional economies off-setting the effects of inflation.

If the province chooses to take responsibility for CS and PT (other than the first transfer from a police station to a correctional institution), provincial costs could be \$3.5M to \$13M lower than under the regional entity option, or \$6M to \$20M lower than they were pre-COVID-19. Municipalities would see their costs \$5M to \$18M lower than the \$47.8M cost pre-COVID-19. Note that municipalities would also have the cost of accommodating virtual hearings at police stations. This approach would also provide the province more control of costs and security levels so it would be better able to influence whether the low or high impact scenarios become true.

## 8.0 Summary of Recommendations

As recommendations were elaborated in connection with the detailed rationales and evidence presented throughout the report, a summary of all recommendations is presented here.

- 1) *SOLGEN should work with all justice stakeholders (justices, crowns, defense counsel, court administrators, police services) to ensure the “new normal” that emerges after COVID-19 minimizes the transport of prisoners, and maximizes the use of virtual appearances for pre-trial hearings. This will require:*
  - *Establishing a standard of practice for using virtual hearings for pre-trial hearings that do not have extenuating circumstances.*
  - *Continuing to install video capacity in correctional institutions and courthouses with a view to accommodating both the hearings themselves and communications between prisoners and their counsel and relevant support agencies.*
  - *Encouraging police services to upgrade their detention facilities to incorporate the capacity for virtual bail hearings.*
  - *Improving access to virtual weekend and statutory holiday (WASH) courts throughout the province to eliminate the need to transport prisoners before a First Court Hearing.*
- 2) *The MPS that use full-time sworn police officers rather than special constables for prisoner transportation and/or court security should convert to use of special constables.*
- 3) *In 2024 Implement \$40,000 CSTP PT grant reductions per FTE for police services that only use sworn police officers for prisoner transportation or courthouse entrance screening (should not apply to police services who use a limited number of sworn officers as well as special constables).*
- 4) *The OPP OTP continue to reduce its “refusals” to transport prisoners whenever possible.*
- 5) *Encourage police services using special constables (currently 83% of MPSs and 30% of OPP) to conduct screening at courthouse entrances through contracting the screening operations. The contract should require the training of contract staff and specifications of responsibilities to respond to direction from the MPS (or OPP) courthouse security personnel. The screening area should retain an armed sworn police officer presence when warranted by risk assessments.*
- 6) *Screening at entrances to courthouses should continue to be expanded as risk assessments identify requirements.*
- 7) *Police services should remain responsible for establishing security levels (and determining when and where screening will be added) unless*
  - *The province accepts responsibility for the cost of increasing security levels.*
  - *Court security and prisoner transportation costs drop below \$125M so the full cost is funded by the province.*
  - *Funds are available for transfer from CSPT TP Program payments reduced as a result of a decision to contract screening.*

- 8) *The Ministry could pursue the potential to integrate a software initiative with court administration and court security requirements. Implementing a new software solution should reduce costs, but it would take some time, and the potential savings would need to be more precisely identified.*
- 9) *That the Ministry ensure that the appropriate funding levels for prisoner transportation and court security are specifically and clearly addressed in the next round of funding discussions with First Nations police services.*
- 10) *That the Ministry promote the development of regional entities among police services responsible for prisoner transportation and court security.*
- 11) *That regional entities have a mandate to eliminate duplication in prisoner transportation, focus on the use of special constables and contract permitter security, alarm monitoring and entranceway screening.*
- 12) *That regional entities would use sworn police officers from the local police services when required to accommodate risk assessment conclusions. Requirements for full-time sworn police officers (e.g., as part of entranceway screening) could result in the secondment of the staff, while temporary requirements would be met by assigning staff to the duties as required.*
- 13) *That the province fund regional entity operations fully, as it does with the OPP OTP. The \$125M cap on the CSPT TP Program should be reduced by the amount of funding activities with the region concerned, for the activities transferred to the entity.*
- 14) *That the Ministry initiate the development of a Northern Justice Strategy.*
- 15) *That the needs of Indigenous Communities and First Nations Police Services be considered in the resolution of issues related to Northern Ontario.*
- 16) *If the development of regional entities does not achieve substantial progress within four years, the province should establish a province-wide entity with responsibility for court security and prisoner transportation. Consideration should be given to creating a new agency or having the OPP carry out the role depending upon whether the entity would report to SOLGEN or the Attorney General. Key elements of the plan, whether part of the OPP or part of a new entity, would include:*
  - *Having local MPS and OPP detachments remain responsible for transferring prisoners in their custody (e.g., from the police station to a correctional institution or a courthouse). The provincial agency could agree to conduct such transfers where the one-way travel distance is more than 50 km (far enough to require a significant resource diversion, unlikely to cover transportation within a municipality, and likely to capture those municipalities currently benefiting from OPP OTP service);*
  - *Having two categories of staff, an armed category and an unarmed category;*
  - *Most staff would be in the unarmed category, but the armed members would be used where a full-time armed presence is required as part of a court security plan;*
  - *Reliance on the police service of jurisdiction to support high risk operations when required;*

- *Contracting entrance screening and extending it as required by risk assessments*

*17) SOLGEN should formally develop a Performance Measurement Framework (PMF) for the CSPT TP Program collaboratively with program recipients and stakeholders. The PMF must define objectives and expected results (outcomes). In order to meet the requirements of the Transfer Payment Policy, at minimum, the PMF must focus on outputs and/or intermediate outcomes for activities in order to determine how success will be evaluated. The PMF needs to define expected short, medium and long-term outcomes. Subsequent to the results definition, the Ministry should implement a systematic collection of performance data, which would make it possible to link the funding to the achievement of results, measure progress to targets, further pursue analysis of certain issues and to make changes to the program as required.*

*18) A change in the approach to allocating funding under the CSPT TP Program is not recommended at this time, except as outlined in the other recommendations to incent cost reductions.*

## Appendix 1: List of Stakeholder Interviews

Stakeholder or Partner
1. Association of Municipalities of Ontario (AMO)
2. Institutional Services
3. Public Safety Division
4. SOLGEN Finance
5. Indigenous Justice Division
6. Municipal POA Courts
7. Ontario Association of Chiefs of Police
8. Ontario Association of Police Services Boards
9. OPP – OTP
10. OPP – Finance
11. Ministry of Children, Community, and Social Services
12. Indigenous Police Chiefs of Ontario (IPCO)
13. Criminal Law Division
14. Multiple via Survey
16. Judiciary
17. Court Services Division
18. Ontario Video Strategy/ Justice Video Strategy
19. Owen Sound Police Services

## Appendix 2: List of Workshops Participants

Group	Date	Participants
<b>Indigenous Police Chiefs of Ontario (IPCO)</b>	December 7, 2020	<ol style="list-style-type: none"> <li>1. Wikwemikong Tribal Police Service</li> <li>2. Treaty 3 Police</li> <li>3. Nishnawbe Aski Police Service (NAPS)</li> <li>4. Treaty 3 Police</li> </ol>
<b>“Big 10” Municipalities</b>	December 10, 2020	<ol style="list-style-type: none"> <li>1. Halton Regional Police</li> <li>2. Halton Regional Police</li> <li>3. Peel Regional Police</li> <li>4. Ottawa Police Service</li> <li>5. London Police Service</li> <li>6. York Regional Police</li> <li>7. Niagara Regional Police</li> <li>8. Durham Regional Police</li> <li>9. Waterloo Regional Police</li> <li>10. Windsor Police Service</li> <li>11. Hamilton Police Service</li> </ol>
<b>Toronto Police</b>	December 9, 2020	
<b>Small/Medium size Police Services</b>	December 14, 2020	<ol style="list-style-type: none"> <li>1. South Simcoe Police Service</li> <li>2. Chatham-Kent Police Service</li> <li>3. Kawartha Lakes Police Service</li> <li>4. Brockville Police Service</li> <li>5. Brockville Police Service</li> <li>6. Peterborough Police Service</li> <li>7. Thunder Bay Police Service</li> <li>8. Gananoque Police Service</li> <li>9. Woodstock Police Service</li> <li>10. Cornwall Police Service</li> <li>11. Cornwall Police Service</li> </ol>
<b>OPP Detachments</b>	December 15, 2020	<ol style="list-style-type: none"> <li>1. Bancroft</li> <li>2. Orillia</li> <li>3. Upper Ottawa</li> <li>4. Quinte West</li> <li>5. Lennox and Addington</li> <li>6. Offender Transportation Program</li> <li>7. West Parry Sound</li> <li>8. South Bruce</li> </ol>

## Appendix 3: Jurisdictional Comparator Review Report

This jurisdictional comparative study was conducted to support the review of the Ontario Ministry of the Solicitor General's Court Security and Inmate Transportation Program. The following sections provide an overview of the information gathered through the analysis of various jurisdictions in Canada and abroad. The objective of the jurisdictional review was to understand how other jurisdictions financially support and operationalize prison transportation and court security functions. Comments in this section are generally as expressed by the interviewee and have not been tested or confirmed. The details of each jurisdiction are presented followed by summary comparison tables.

### 1. Alberta

Contacts: Deputy Chief Marcia Gonder and Superintendent Aaron Coon

#### General Information

In Alberta, the Alberta Sheriff has the mandate to provide court security in all court buildings and is responsible for the transportation of all offenders pre- and post-sentencing. Sheriffs are governed by the Alberta Peace Officer Act and the organization carries out a number of roles beyond court security and prisoner transportation.

The organization is currently comprised of five Divisions:

- Courts and Prisoner Transport;
- Communications;
- Surveillance;
- Highway Patrol; and,
- Fish and Wildlife.

There are approximately 1,150 sworn peace officers – 424 of those assigned to Courts and Prisoner Transport. The all-in cost for a Sheriff is approximately \$110K (compared to about \$160K for an RCMP constable). The province is divided into two operational divisions – North and South. Recently, the Courts and Prisoner Transport sections have been more clearly divided to recognize the different business lines associated with their functions. Most Sheriffs are armed although about 10 Sheriffs operate under a different classification and only carry pepper spray and handcuffs.

There have been a number of reviews since 2003 that redefined the service delivery model. The Alberta Sheriff assumed more responsibilities over the years from the Royal Canadian Mounted Police (RCMP) in prisoner transport and they moved away from an integrated Traffic Unit with the RCMP to create a stand-alone unit.



The Alberta Sheriff has recently delineated Court Security and Prisoner Transport to better meet the needs of their clients. They have also recognized that Court needs are different than Law Enforcement needs and there is a requirement to continue building out their service delivery model to recognize varying conditions that are mainly focused on supporting 24x7 needs of law enforcement.

Funding is provided by the Provincial Government under the Solicitor General and the Alberta Sheriff do not receive funds from the police services they serve.

## Court Security

The Alberta Sheriff is responsible to provide Court Security which includes perimeter, buildings, courtrooms and holding facilities. Its mandate also includes smaller circuit court temporary locations, although these locations are not a legislated responsibility. Although not legislated, it falls under the Sheriff's Mandate.

The Court Security model has been in place for many years and not many changes have taken place. With the introduction of magnetometers and screening checkpoints in certain Court buildings, the Alberta Sheriff has contracted "The Commissionaires" to perform these security functions.

In larger Courts, a dedicated unit of Sheriffs is present to provide overall security including perimeter security, building security and courtroom security. Sheriffs also are responsible for any holding facilities located in a Court Building. In smaller courthouses, Sheriffs are brought in to cover when there is Court in session. In remote areas, the prisoner transport Sheriff will also act as Court Security.

All newly hired Sheriffs attend a 15-week induction training program. This program would be comparable to other policing programs, with the exception of the duration and learning regarding policing roles. Sherriff's will receive additional training before being assigned to roles other than CS and PT.

Staff are deployed throughout the province at Base court locations and provide security services to the regional circuit courts when open.

- Base Court (provincially) – Total of 21 location (including Edmonton/Calgary)
- Circuit Courts (provincially) – Total of 52

The interview respondent noted that the model works well. The judiciary is demanding and their expectations often impact the effective deployment of resources.

Court Security Staffing: 424 full time employees in total consisting of:

- Perimeter Sheriff (SST1): These Sheriffs are unarmed and only provide support to contracted Commissionaires; screening the general public entering the Courthouse. They only utilize these Sheriffs in major centres where they see a significant volume of public entering.
- Jury Officers (SST1): These officers are not 'peace officers' and only provide support to the Judiciary during jury trials. They remain with the jury throughout the process, from selection to trial, this is to ensure the integrity of the jury trial processes.
- Communications Officer (SST1): these members are civilian and provide dispatch services and logistics planning for prisoner transport. All stakeholders requesting prisoner transportation services submit their requests directly to these officers to have offenders moved.
- Intelligence Officers (SST3): these members are Peace Officers but work with the Communications Officer on screening prisoner transport requests for intel and security for the Sheriffs conducting the service.
- Judicial Security Officer (SST3): These officers provide close security protection to the senior levels of Judiciary. This includes driving and escorting these members of the Judiciary while working in their roles (not outside of business hours). These Sheriffs are not in uniform (but still armed) and provide covert security to these key stakeholders.
- Sheriff (SST3): These are armed Sheriffs who are assigned to courtroom security, cellblock security and to facilitate prisoner transportation services. This is the primary group of Sheriffs assigned to program areas and provide the majority of the service delivery to stakeholders. (Approximately 360-370 uniformed members).
- Sheriff Sergeant (SST4): These are uniformed supervisors that work in operations and oversee the unit staffing. This includes day to day operations, time management for staff and are primary point of contacts for stakeholders.

Note: other Sheriffs performing other tasks have different training and compensation levels, consistent with the requirements of their tasks.

## Prisoner Transport

The Alberta Sheriff has a provincial centralized hub call centre that coordinates all prisoner transports across the province. They have set regular routes that are established in order to maximize the ability to pick up prisoners from all pickup points. "It operates like UPS except it's for prisoners". Their longest run is approximately 1,200km. They will share the run between the North and South Divisions. The split is approximately 50/50 for urban short vs long runs. They are responsible to transport all prisoners pre-sentence during their regular hours of operation Monday to Friday. The police of jurisdiction is responsible for all prisoner transportation during off hours. Municipal Police Services are not compensated by the province for any resulting prisoner transportation costs.

Sheriffs also have the mandate to transport prisoners between five Federal and 11 Provincial correctional institutions. They utilize large capacity prisoner buses to facilitate transports. This mitigates costing and the need for large amounts of staff to provide services.

Sheriffs have gradually been assuming more prisoner transportation responsibilities across the province, including functions previously performed by the RCMP.

There have been some negotiations with Municipal Police Services (Edmonton and Calgary) to extend more than the “basic” service currently being provided and to design a service delivery that better meets the needs of police services (e.g., 7 X 24). The approximately \$1.5 million in additional costs incurred by the Sheriffs to expand services would potentially be funded by municipal police services requesting this enhancement.

Sheriffs do approximately 50,000 prisoner transports per year; on average 220 per day. Its capacity has dropped by 50% since COVID 19 due to restrictions being imposed from Health and Safety on transport vehicles and the reduction in the number of prisoners requiring transport because of enhanced release procedures by Police.

Some Sheriffs are assigned to fixed transportation which includes fixed scheduled runs to the following stakeholders:

- Provincial Corrections;
- Federal Corrections;
- RCMP (province wide); and,
- Municipal police, basic services (Monday-Friday) with a potential for future cost paid service (this has only been discussed, not implemented).

These Sheriffs also provide support to Out of Province Escort teams and travel across the country to return offenders being held in other jurisdictions.

They are currently working to build Prisoner Transportation section to be functioning 7 days a week, as the current service offering of Monday-Friday (0700-1700), has been insufficient for their policing partners.

One benefit mentioned by the interview respondent is that having Alberta Sheriffs provide these services, from a costing perspective and as a policing mandate, allows Police Officers the ability to focus on their primary responsibility.

Technology has also played an important role in reducing in person court appearances by using video conference. COVID-19 has helped with the acceptance of this technology and they hope to capitalize on it.

## 2. British Columbia

Contacts: Chief Paul Corrado – BC Sheriff, Superintendent Dave Attfield – BC RCMP, and Superintendent Lisa Byrne – Vancouver Police Department.

### General Information

In British Columbia (BC), the BC Sheriffs have a strong presence across the province and have significant responsibilities in providing Court Security during regular hours of operation, staffing permitted. They also have a responsibility to transport prisoners during regular hours of operation (5 days a week). The RCMP has a large presence in BC and they are involved in the transport of prisoners within their jurisdictions (7,500 members, 132 detachments, 121 cell blocks). The municipal police services (MPS), such as Vancouver, also have a role in transporting prisoners, particularly on weekends. The RCMP and MPS are generally compensated when they assist.

### Court Security

The British Columbia Sheriff Service is responsible for Court Security for the province of BC. It is an organization within the Ministry of the Attorney General of BC and part of the Court Services Branch.

The BC Sheriff Service responsibility is legislated under the BC Sheriff Act and Police Act. Sheriffs in BC have the authority to enforce provincial and federal statutes within their mandate. They are also appointed under the BC Public Service Act.

Historically, Sheriffs performed a variety of duties such as jailhouse manager, tax collector, government agent, formed Posses and even gold commissioner.

In 1974, the Sheriff's Office in British Columbia was restructured and merged into a single department known as the British Columbia Sheriff Service and reported to the Attorney General.

In the spring of 2019, Sheriffs were given further responsibility to act in exigent circumstances to intervene in life-threatening situations they encounter in the course of their duties.

All Sheriffs are sworn peace officers in the province of BC. They are formally trained through the BC Sheriffs Academy at the Justice Institute of BC. The Service does employ civilian Jury Guards and their role is restricted to providing comforts to the Jury. Jury Guards are neither peace officers nor are they trained in the same stream as Deputy Sheriffs. Jury Guards only receive in-house training.

Some of the tasks Deputy Sheriffs perform include court security (armed/not armed), search gate, prisoner and jury management, witness protection, arrest and detention.

Interviewee respondents note that one advantage to the training is that it is the same throughout the province for all Sheriffs. A Sheriffs Operating Manual provides operational guidance and outlines operational procedures that are to be followed consistently throughout the province.

One disadvantage noted by interviewees is the use of jury guards. The Service is no longer actively seeking to employ civilian jury guards. Jury guards are not peace officers and do not have the same authority as sworn Sheriffs; thus, jury guards cannot respond in the same manner as Sheriffs in some circumstances.

Funding for the BC Sheriff Service is provided by the provincial government.

The RCMP and municipal police services are required to support BC Sheriffs in providing remote location court security due to shortages of personnel within the Sheriffs. RCMP and municipal police services do not receive funding for remote location support. Police services also assist in providing security for high-risk trials and participate in risk assessments.

## Prisoner Transport

The BC Sheriffs are largely responsible for transporting prisoners to and from police stations, courts and detention facilities. However, they currently only operate during Court hours, which excludes evenings and weekends. The transportation gap is fulfilled by the police service of jurisdiction – either the RCMP or the municipal police. RCMP and municipal forces are eligible to receive funding from the BC Sheriff when required to transport prisoners. The co-location of the central Courts and Vancouver Police Department (VPD) holding cells in Vancouver is ideal and significantly reduces prisoner transportation needs.

There has been a push to introduce video remand in order to reduce the number of prisoners requiring transportation. The advent of COVID-19 has significantly increased video remands and it is the BC Sheriffs plan to continue with this practice post COVID-19. Police services have been impacted with infrastructure and staffing challenges to accommodate video from police cells. They have not received provincial funding to move video technology forward, although Sheriff costs for prisoner transportation have declined.

Police in BC are required to hold prisoners in their cell blocks upon remand when there are capacity issues in the detention centres. They receive provincial funding under the “Keeper of Prisoner Program” when required to hold prisoners. The funding available does not cover all real costs due to limited funding in the province. For example, in 2019, the Vancouver Police recovered 78% of their costs from the province. Police services would like to see 24 X 7 services by the Sheriffs due to increased risk and liability associated with keeping prisoners longer in their cells.

Interview respondents pointed out that distance travelled between facilities can be an issue for the transport of prisoners in more remote locations. When the Sherriff is transporting prisoners long distances, two sheriffs may be involved and local police services are required to hold prisoners in their cells during prisoner runs that require hand offs, which can cause additional working pressures and risk for police services.

The general consensus across all interviewees is that BC Sheriffs should receive the required funding to operate their services 24 X 7 resulting in a more effective and efficient model.

### 3. Quebec

Contacts: Dave Castegan – Directeur général adjoint à la sécurité de l’État – Ministère de la sécurité publique (Court Security)

Jimmy Potvin – Directeur général adjoint des affaires policières – Ministère de la sécurité publique (Prisoner Transport)

#### General Information

In Québec, Court Security and Prisoner Transportation fall under the mandate of the Ministry of Public Safety. There are two distinct sub ministries responsible for each program. Court Security has always been performed by Special Constables who work for the Ministry. As a result of a significant project focused on the modernization of their Courts, there has been a shift in the responsibility associated with the transport of prisoners. Previously, Corrections had the sole responsibility of transporting all prisoners. Since the modernization project, and with the advent of COVID-19, police services are now responsible to transport any prisoner to an institution (or a court if a live appearance is required for some reason). Corrections maintains the responsibility of transporting prisoners requiring appearances for trial.

#### Court Security

Court Security in Québec is a shared responsibility between two Ministries (Justice and Public Security). There are over 100 court locations across the province including 48 main Court buildings and approximately 52 part time courts including fly in locations. The infrastructure is the responsibility of the Ministry of Justice and all other dynamic security requirements fall under the Ministry of Public Safety’s mandate. Interviewees note that this division of responsibility doesn’t always work well. It mainly depends on the relationships that exist. There have been instances where the Ministry of Justice doesn’t always take into consideration all downstream costs and operational impacts resulting from changes or decisions made relating to infrastructure. There is a view that both should fall under the responsibility of one Ministry though there is no opinion as to which one.

Special Constables, who are fully armed, hired and trained by the Ministry, are responsible to provide court security from the sidewalks in. They have powers of search and arrest and are remunerated at same rate as police officers due to collective agreements in place.

Court buildings that operate on a regular basis have dedicated special constables assigned. Judges who are required to attend remote part-time court sites are assigned Special Constables who travel with them to the sites and are responsible for security. Of late, Indigenous community police services have taken over the responsibility of providing security to part time courts in their jurisdiction which has been supported by the Ministry and has helped reduce their costs.

There are Liaison officers from police services (MPS and QPP) at Courts which helps the relationship between the Ministry and police services and acts as a point of contact with respect to Intelligence and information gathering.

The Ministry has a complement of trained investigators to conduct investigations of criminal incidents occurring in court buildings. However, if they are complex then the police of jurisdiction will assume responsibility. They have officers assigned to Intelligence who work with corrections and police services, Jury surveillance officers (courtrooms – hotels) to ensure the integrity of juries, officers assigned to monitor courtrooms as required by some Judges and officers assigned to the protection of some Judges (based on risk assessment).

All Court Cell Block security is the responsibility of Corrections.

Private Security companies are hired throughout the province to provide additional security functions and various court building and remote part time courts. These functions include screening, security camera monitoring, parking lot gate security and staffing at security checkpoints to operate x-ray units.

The model has been in place for more than 20 years and there have been no recent changes, however they are moving towards the use of “Government Security Officers” to replace private security being used to augment security at various sites. The Ministry wants better control of recruiting, training and staffing as opposed to using a number of private contractors.

## Prisoner Transport

In recent years, the province of Quebec has undertaken a significant modernization project which spans into 2023 valued at \$675 million, including the introduction and expansion of video conferencing. One of Quebec’s goals is to reduce the need to transport prisoners and use technology to make Court appearances more effective and efficient. With the advent of COVID-19, their plans for video conferencing have advanced to the point that all Bail and Remand Appearances are now mandated to take place over video – either from the police station or the detention facility. The initial plan was to operate the program only over weekends, but they are now moving towards operating 7 days a week.

Prior to the modernization project, all prisoner movements, other than initial Bail Hearings where the accused was still in police custody, were made by Corrections. All prisoner movements pre-trial are now the responsibility of the police service of jurisdiction. When combined with the requirement that all bail and remand hearings be virtual, this essentially means police are responsible for prisoner transportation from the police holding cells to the detention facility. If the police service is not equipped to move prisoners, the Sûreté du Québec will assume that function. Corrections have the mandate to transport prisoners required for trial from the institution.

The number of transports required have reduced dramatically with COVID-19, resulting in lower workload for Corrections but an increase in tasks for police, to accommodate video appearances from police cells and the new responsibility to transport prisoners to the correctional institution.

Police have been asked to track their costs associated with the acquisition of technology, infrastructure changes and increased costs associated with prisoner transportation. There are no

current plans to fund local police services, however, a new funding arrangement may result in future years.

#### 4. Australia / Queensland

Contact: Andrew Ballantyne , Superintendent Custodial Delivery Command – Queensland Corrective Services

##### General Information

Australia (pop 25M) is comprised of six states and three territories, one of which is Queensland (pop 5.2M). The Australian Federal Police has the role of investigating federal crime and protecting the national security of the Commonwealth of Australia. Each state or territory has their own police service responsible for investigating crimes and maintaining public safety within their respective jurisdictions. In addition, each state and territory has their own Corrective Services entity responsible for the supervision and rehabilitation of offenders in correctional services. In Queensland, the 5,000 Custodial Corrections Officers (CSO) are mandated to provide court security for defendants in their largest centres of Brisbane Courts Complex's and Townsville Courts, transport prisoners between correctional centres across the state, and are mandated to provide security in all correctional facilities centres in the state.

##### Court Security

Queensland Corrective Services (QCS) have the mandate of providing Court security for defendants in court buildings located in Brisbane and Townsville which are their largest court locations in the state. Building security for these courts is provided by State Government Security i.e., the entry and exit screening. There are 131 designated local court locations (not all full time), 38 District Courts and 11 Supreme Court locations.

In the past, police had the responsibility for security of defendants in courts. However, changes were made approximately 30 years ago. The bulk of all trials take place in the Brisbane Supreme and District Courts and some in Townsville and Cairns including serious offences. Minor offences can be dealt with at other court locations throughout the state. Queensland Police Service (QPS) are responsible for providing security at all other court locations (approximately 70) in the state and do not receive specific funding for this activity as this is included in their responsibilities. They also have state protective security officers assigned to those Courts.

All Court Security Officers (CSO's) receive the same training regardless of the role they are assigned (Courts, Correctional Centres and Escort and Security Branch). Extra compensation by way of shift premium is provided to those CSO's working shift work, however CSO's working Court Security only work Monday to Friday.

##### Prisoner Transport

In general, Corrections staff move prisoners from correctional facilities to court once remanded into custody by the Courts across the state. Police transport prisoners to Court from police



holding facilities. There are several remote locations where police transport prisoners from Correctional Facilities to Police holding facilities (Watch houses) to attend court e.g., Toowoomba, Roma. This is based on geography and stems from practice and history.

Some CSO's are armed for transports based on risk assessments in accordance with approved policy.

When a person is arrested by police, a charge is laid and if there is a requirement to hold them in custody they appear before a judge in person or by video. If remanded into custody, they return to the police watchhouse and are put on a list to be picked up by Queensland Corrections when a spot has been secured in a correctional facility. Currently the correctional facilities are operating at an average of 160% capacity therefore a prisoner can be on a list waiting in a police cell for over seven days before being picked up for transport to the correctional centre.

QCS move about 30,000 prisoner per year. There is high use of video conferencing for remand prisoners by Corrections – up to 70% is done by video across all Correctional centres.

QCS have recently gone through a review and are amidst reform. Both QCS and QPS are currently reviewing reception, transport, and escort of, and security of, prisoners.

QPS would like to see prisoners transferred into jail sooner. Currently Corrections are not resourced to deal with front end services performed at watchhouses. Queensland Correctional Facilities are operating at approx. 160% of capacity – placing strain on the system and housing prisoners is problematic.

An extension to a facility has been completed and a new facility is being built which should assist with capacity issues.

QCS and the Justice sector are also working to assess the value of incarcerating certain offenders for certain offences. Is it effective to put a first time impaired driver in jail – are they a threat to society as an example.

## 5. New Zealand

Contact: Deputy Commissioner Jevon McSkimming, New Zealand National Police

### General Information

The New Zealand Police Service (NZPS) has approximately 15,000 employees and has the policing mandate for the entire country. Police in New Zealand are not armed. Court security does not fall under the jurisdiction of the police. It is handled by the Minister of Justice. However, police are responsible for all prosecutions therefore have some presence in court buildings. NZPS are responsible for all prisoner transport up until the sentencing phase of the judicial process. Prisoners are held in police cells for short durations and when remanded by the Court they are held in Correctional facilities.

## Court Security

Responsibility for court security is legislated under the Court Securities Act and the Minister of Justice is responsible to ensure Courts are secure and provides required funding. A combination of civilians (Court Security Officers) and private contractors are present in the courts for security purposes. One stated advantage of using non police resources is associated to the impartiality of the Court process given that police are the ones responsible for prosecuting offenders.

New Zealand Police have a physical presence in the court buildings for the main purpose of prosecuting offenders and to maintain the security of offenders. If a police response is required, those on duty will respond, but additional resources may be called in. There are no security checkpoint requirements present in accessing any of the 326 court buildings across the country. A risk-based approach is used if a particular court appearance or trial requires higher security and additional resources will be assigned if deemed necessary.

There are approximately 300 police stations across the country and most of them are in proximity of the court buildings. However, the closure or merging of police facilities has outpaced consolidation of Court buildings.

## Prisoner Transport

The New Zealand Police is responsible for all pre-sentencing prisoner transportation in the country and operations are funded by the general revenue provided by the Ministry of Justice.

There has been a concerted effort to reduce the number of Court appearances required by an offender. The strategy involves reducing the number of arrests requiring detention (e.g., identification confirmation, releasing at a police station or an officer phone checking fingerprints to avoid need to arrest) and the use of video remand. Both strategies are geared towards reducing the number of prisoners requiring transport. There is a cultural shift that has been required and resistance is often felt depending on the individual Judge hearing a case. The advent of COVID-19 has helped with the culture change but they have a long way to go towards achieving their goals. The practice of offenders appearing in person has been in place for centuries and shifting to a culture of remote appearance has been challenging.

There is a pool of approximately 300-400 “Duly Authorized Officers” (equivalent of Special Constables) who are tasked with prisoner transport and guarding prisoners in police and court cells. The prisoner transport program is governed centrally but the officers are deployed geographically and report to Area or District Commanders depending on the size of the jurisdiction. Because of geography, the longest transport they have might be two hours. They also have fly in communities. There is centralized (national) policy and direction. Resource deployment, supervision and operations are grounded at the local level.

The focus of the NZPS is on reducing Court Appearances – they are looking at “disrupting the custody pipeline”. They have seen a 30% reduction of appearances specifically attributed to better managing offender identification and providing front line officers smart phone technology to

capture and view video and fingerprints. Their focus is also on maximizing the use of digital evidence in Court.

They also use a risk management approach and will have police officers support transports or court appearances when required. The model they use to transport when required works well according to interviewees.

## 6. United Kingdom

Contact: On Line Research

### Organization/Agency Responsible

England/Wales: The Lord Chancellor or Secretary of State for Justice (role combined in 2007) is under a duty to ensure that there is an efficient and effective system to support the carrying out of the business of the Senior Courts, the Court of Protection, the county courts, the family courts, and magistrates' courts, and that appropriate services are provided for those courts.

Northern Ireland: The Ministry of Justice, Lord Chief Justice's Office, and the Courts and Tribunals Services are responsible for the safe operation of court rooms.

Scotland: Estates, Health and Safety, Fire and Security Committee under the Scottish Courts and Tribunals Service which is a public agency responsible for the administration of Scottish Courts.

### Legislation

Courts Act 2003

The Lord Chancellor, in accordance with the Courts Act 2003, appoints and designates security officers for all courts in England and Wales, other than the UK Supreme Court. Security officers are required to comply with training requirements prescribed by secondary legislation. Once the Lord Chancellor designates an individual as a court security officer, they have specific powers that they may exercise in court buildings, for example, the power of search, seizure of weapons and other prohibited articles and of restraint and/or removal from a court.

### Model

England and Wales: Court Security Officers employed by the Lord Chancellor/Secretary of State for Justice or a private "court officer" designated by the Lord Chancellor under section 51(1) of the Courts Act 2003 provides all court security functions.

Northern Ireland: Similar to the England and Wales

Scotland: Court security is the responsibility of the Scottish Police Force. Non-Warranted uniformed officers are provided, who have the power to hold persons in custody, remove persons from the premises, apprehend escapees, transfer persons from any court, prison, police station, or

mental institution to another, search any person in custody, and demand information with reasonable cause.

## Staff

A court security officer is a person who is appointed by the Lord Chancellor under section 2(1) or provided under a contract made by virtue of section 2(4), and designated by the Lord Chancellor as a court security officer.

In the UK, private contractors also transport prisoners to and from 24 crown courts and 43 magistrates' courts. They cover many of the most high-profile courts in England and Wales, including the Royal Courts of Justice, the Central Criminal Court and Westminster Magistrates' Courts.

North Ireland: Private security contractors perform the role of jury keepers. A Private security contractor is responsible for the overall security of the courthouse. General court duties include calling defendants, witnesses and helping court ushers. Prison Service Prison Officers and Prison Custody Officers are responsible for the security of defendants in custody while in the holding area of the courthouse and the dock. Youth court security is provided by "security staff".

Court Police and Security Officers, known as a TurnKey, is a uniformed non-warranted officer of the Scottish Police Force. These Officers provide security (and transport) for courts within Scotland.

## Funding

Limited information, however, it appears that funding is provided by the central governments through the ministry responsible for court operations.

## COVID-19 /Other Concerns

Move towards more remote court appearances and other technologies available to reduce the need for in-court appearances. Some courts have installed plexiglass dividers and such to mitigate transmission risk.

## Comparison Tables

General Information	Ontario	Alberta	British Columbia	Quebec	Queensland Australia	New Zealand
Population (millions)	14.75	4.42	5.1	8.57	5.11	5
Police	✓	✓	✓	✓	✓	✓
Sheriffs	✗	✓	✓	✗	✗	✗
Government Security	✗	✗	✗	✓	✓	✓
Corrections	✓	✓	✓	✓	✓	✓

Court Security	Ontario	Alberta	British Columbia	Quebec	Australia	New Zealand
<i>Responsibility Legislated?</i>	■	■	■	■	■	■
<i>Who is responsible general security</i>						
- Police of jurisdiction	■		□		□	■
- Centralized entity		■	■	■	■	■
<i>Staffing model for general security</i>						
- Police	■		□			
- Other	□	■	■	■	■	■
<i>Staffing model for holding facilities</i>						
- Police	■		□			
- Other		■	■	■	■	■
<i>Screening</i>						
- All courthouses	□	□	□	□	□	
- Major courthouses	■	■	■	■	◆	
- Part-time courthouses						
<i>Designated Funding</i>	◆	■	■	■	■	■

■	Yes	◆	Mostly	□	Partly
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Prisoner Transportation	Ontario	Alberta	British Columbia	Quebec	Australia	New Zealand
<i>Responsibility legislated?</i>	■	■	■	■	■	■
<i>Transportation Station to Court</i>						
- Police	■	□	□	■	■	■
- Other		◆	◆			
<i>Transportation Station to Detention</i>						
- Police	■	□	□	■	■	■
- Other		◆	◆			
<i>Transportation Court to Detention</i>						
- Police	■	□	□	■	■	■
- Other		◆	◆			
<i>Transportation Detention to Court</i>						
- Police	■				□	
- Other		■	■	■	◆	■
<i>Use Armed Police Officers</i>	□	□	□	◆	□	
<i>Use Special Constables</i>	◆	□	□			■
<i>Use Sworn Peace Officers</i>		◆	◆	□	◆	
<i>Payments to Police for Conducting PT.</i>	◆		◆			
<i>Pre COVID-19 use of video appearances</i>	□	□	□	□	□	◆
<i>Impact of COVID-19 on increased use of video appearances</i>	■	■	■	■	■	■
<i>Are changes being contemplated?</i>	◆	□	□	◆	□	□

■	Yes	◆	Mostly	□	Partly
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## A High-Level Summary of the Court Security and Prisoner Transportation Program Review

### Engagement Approach

A range of consultation activities led by Goss Gilroy Inc., detailed below, took place between fall 2020 and spring 2021. Over 200 individuals participated.

	<p>Interviews with a range of court security and prisoner transportation stakeholders were conducted. The interviews had a dual purpose: 1) scope the exercise and understand what stakeholders wanted to see addressed as part of the review, and 2) collect information to respond to the review’s questions about how to improve service delivery.</p>	 <p><b>31 Interviews</b></p>
	<p>A survey was administered to all municipal police services (71 per cent response rate) and a survey of Ontario Provincial Police (OPP) detachments (86 per cent response rate) to collect information on the way court security and prisoner transportation is delivered and to obtain input. An online feedback form was also made available to all municipal chief administrative officers and chairs of Ontario police service Boards.</p>	 <p><b>144 Responses</b></p>
	<p>Input received from stakeholders through the survey and through online forms was applied to guide a series of focus groups with representatives from a representative cross-section of municipal police services, OPP detachments, First Nation police services, and Police Associations.</p>	 <p><b>43 Participants</b></p>

## What We Heard: A Snapshot

### Funding Model

- Generally, participants are concerned about the fairness and effectiveness of the current funding model for court security and prisoner transportation. Those with courts located in their jurisdictions bear the full net cost of court security, including overtime outlays, as well, the retrospective nature of the grant does not reflect real-time expenditures.
- First Nations police services in Ontario expressed concern that they are not eligible for funding under the CSPT TP and therefore are assuming these expenses.



### Prisoner Transportation

- The expanded use of virtual court appearances, accelerated by the pandemic, should be maintained where feasible, but infrastructure limitations and impacts on human resources must be addressed.
- Special Constables are appropriate resources for conducting prisoner transportation and court security, but not all police services leverage these positions.
- The OPP Offender Transportation Unit is generally seen as an effective model; however, there are exclusions that cause some jurisdictions to have to expend additional resources to meet all prisoner transportation needs.
- The interface with correctional institutions is key in terms of achieving efficient prisoner transportation. Scheduling and the coordination of prisoner pick-up and drop-off at some correctional institutions and courts could be improved—technology solutions should be explored.



### Court Security

- While courthouse facility improvements have enhanced security in some locations, outstanding facility issues have not all been addressed in other locations.
- Some concerns about contracting for court security functions exist; however, some jurisdictions demonstrated success in contracting courthouse screening activities.
- Unique challenges for Northern Ontario and remote locations cause disruption to front-line policing services when officers are redeployed to court security or prisoner transportation activities due to geography and resource gaps.
- Conflicts were identified between courthouse stakeholders' requests for additional security and constrained police budgets that cannot accommodate increased expenditures.





## PENDING ITEMS

Copied for Council Meeting of March 23, 2022

Council Meeting Date	Issue	Pending Action	Lead Dept.	Time Frame
12-Feb-20	Resolved that Council adopt in principle CAO 2020-01 and that the plan be circulated to all Oxford Area Municipalities for input before adoption.	CAO 2020-01 - Leading Oxford County to "100% Housed" Future	CAO	22-Apr
26-May-21	Commemoration of 150th Anniversary of arrival in Taiwan of George Leslie Mackay	Warden to extend invitation to appropriate number of members of the Tamsui governing council to visit Oxford in July, 2022	WDN	TBA
14-Jul-21	Community Safety and Well-being Plan Coordinating Committee delegation	Staff report regarding resolution adopted by Council on July 14/21	CAO	TBA
22-Sep-21	COVID-19 Workplace Vaccination Policy	Policy to be circulated to Area Municipalities	CAO	TBA
13-Oct-21	Correspondence from Blandford-Blenheim re Medical Tiered Response	Paramedic Services to prepare a follow up report	PS	TBA
8-Dec-21	"Whereas in the County of Oxford, housing is an upper tier responsibility; And whereas with approximately 2,400 people on the County's waiting list for housing assistance, there is clear need for more housing across the housing continuum; Therefore be it resolved that the housing portion of the Human Services budget be increased by \$1.5 million with 50% coming from Landfill Reserves and 50% coming from Reserves and/or the sale of surplus county lands; And further, that staff bring forward a report on how this additional funding could be maximized across the housing continuum in the first quarter of 2022; And further, that the area municipalities be asked to re-examine any available municipally-owned land for potential housing sites; And further, that the Warden and Council advocate to both the Provincial and Federal governments for matching partnership funding to maximize the County's commitment to addressing our housing and homelessness situation "	- Staff report on how additional housing funding could be maximized across the housing continuum in Q1 of 2022; - Ask AM's to re-examine any available municipally owned land for potential housing sites; - Advocate Provincial and Federal governments for matching partnership funding to maximize the County's commitment to addressing our housing and homelessness situation.	HS	Q1 2022
9-Feb-22	Resolved that Section 9.1.2 of the Procedure By-law be amended as follows:9.1.2 Notwithstanding Section 9.1.1, during Council's review and consideration of annual business plans and budgets, amending motions may be tabled in writing and debated without previous notice at the Budget meeting specifically identified for budget debate. The Clerk will ensure that any budget motions received in advance as Notices of Motion are printed in full on the Agenda for the meeting when debate is scheduled to occur.	Resolved that the proposed amendment to Section 9.1.2 of the Procedure By-law be tabled.	Council	TBA
9-Mar-22	SCOR delegation re update on the future of shortline rail project	Resolved that the information contained in the presentation from the South Central Ontario Region Economic Development Corporation (SCOR EDC) be received as information;; And further, that PW staff prepare a report prior to providing a letter of support	PW	TBA



AMENDMENT NUMBER 270  
TO THE COUNTY OF OXFORD OFFICIAL PLAN

The following text and schedules attached hereto,  
constitutes Amendment Number 270 to the County of Oxford Official Plan.

## 1.0 PURPOSE OF THE AMENDMENT

The purpose of the amendment is to designate certain lands within the Township of East Zorra-Tavistock as 'Major Institutional' to facilitate the construction of a 128-bed long-term care facility.

## 2.0 LOCATION OF LANDS AFFECTED

This amendment applies to lands described as Part Lots 126, 127 & 128, Plan 307, Part 2, Reference Plan 41R1977, Township of East Zorra-Tavistock. The lands are located on the west side of William Street South, between Hope Street West and Woodstock Street South. The lot is municipally known as 28 William Street South.

## 3.0 BASIS FOR THE AMENDMENT

The subject amendment has been initiated to designate a portion of the subject lands to 'Major Institutional' to facilitate the development of a 128-bed long-term care facility. The subject lands comprise approximately 1.65 ha (4.1 acres) of which approximately 0.8 ha (2 ac) will be redesignated to 'Major Institutional.'

It is the opinion of Council that the proposed amendment is consistent with the relevant policies of the Provincial Policy Statement (PPS) as the proposed development will assist in achieving an appropriate range and mix of uses to meet the long-term needs of the County and Township, and the proposal represents the appropriate redevelopment of an existing underutilized site in a designated settlement area that will make efficient use of existing infrastructure and public services. Further, the proposed development will occur on municipal water and waste water services, which is in keeping with the policy direction of the PPS.

Further, the subject application is considered to support the strategic initiatives and objectives of the Official Plan with respect to the policies for Major Institutional designated areas within the Rural Settlements. The Major Institutional designation is intended to support long-term care facilities. The proposed 128-bed facility is considered to be a compatible form of development with the surrounding area as the proposed site plan appears to provide adequate setbacks from existing development, allowing for opportunities for screening and/or buffering so as to not negatively impact the normal use and enjoyment of neighbouring properties.

In light of the foregoing, Council is satisfied that the proposal is consistent with the policies of the PPS and is in-keeping with the strategic initiatives and objectives of the County Official Plan.

## 4.0 DETAILS OF THE AMENDMENT

That Schedule 'E-2' – Village of Tavistock Land Use Plan, is hereby amended by re-designating those lands identified as "ITEM 1" on Schedule "A" attached hereto, from 'Low Density Residential' to 'Major Institutional'.

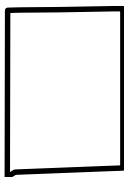
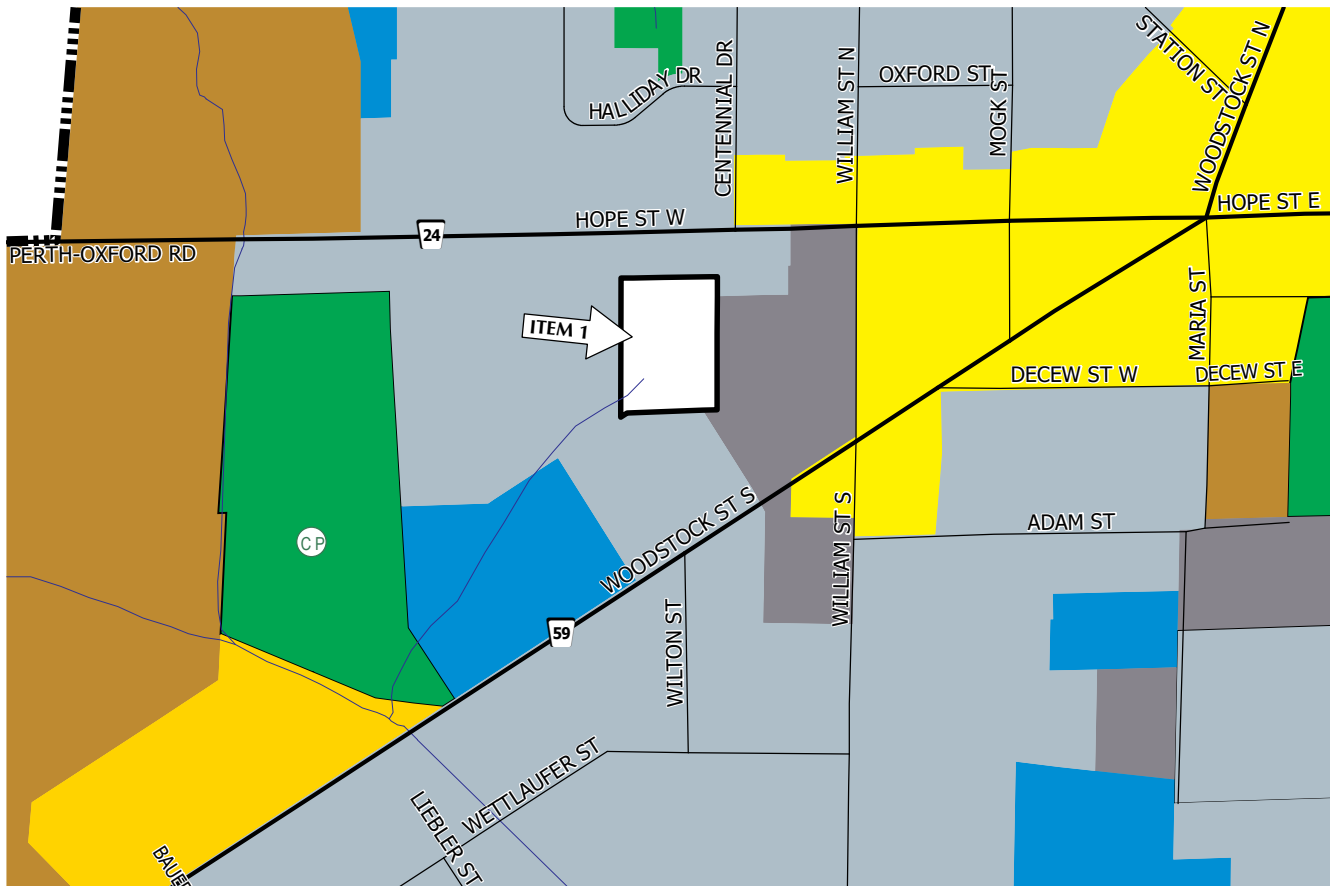
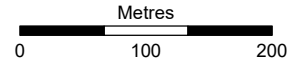
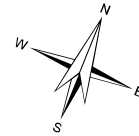
5.0 IMPLEMENTATION

This Official Plan Amendment shall be implemented in accordance with the implementation policy of the Official Plan.

6.0 INTERPRETATION

This Official Plan Amendment shall be interpreted in accordance with the interpretation policy of the Official Plan.









SCHEDULE "A"  
 AMENDMENT No. 270  
 TO THE  
**COUNTY OF OXFORD  
 OFFICIAL PLAN**  
 SCHEDULE "E-2"  
**VILLAGE OF TAVISTOCK  
 LAND USE PLAN**



**- AREA OF THIS AMENDMENT**

ITEM 1 - CHANGE FROM LOW DENSITY RESIDENTIAL  
 TO MAJOR INSTITUTIONAL

**LAND USE PLAN  
 LEGEND**

-  VILLAGE CORE
-  SERVICE COMMERCIAL
-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  INDUSTRIAL
-  MAJOR INSTITUTIONAL
-  OPEN SPACE
-  COMMUNITY PARK

COUNTY OF OXFORD

BY-LAW NO. 6425-2022

**BEING** a By-law to confirm all actions and proceedings of the Council of the County of Oxford at the meeting at which this By-law is passed.

The Council of the County of Oxford enacts as follows:

1. That all decisions made by Council at the meeting at which this By-law is passed, in respect of each report, resolution or other action passed and taken by the Council at this meeting, are hereby adopted, ratified and confirmed.
2. That the Warden and/or the proper officers of the County are hereby authorized and directed to do all things necessary to give effect to the said decisions referred to in Section 1 of this By-law, to obtain approvals where required, and except where otherwise provided, to execute all necessary documents and the Clerk is hereby authorized and directed to affix the corporate seal where necessary.
3. That nothing in this By-law has the effect of giving to any decision the status of a By-law where any legal prerequisite to the enactment of a specific By-law has not been satisfied.
4. That all decisions, as referred to in Section 1 of this By-law, supersede any prior decisions of Council to the contrary.

**READ** a first and second time this 23<sup>rd</sup> day of March, 2022.

**READ** a third time and finally passed this 23<sup>rd</sup> day of March, 2022.

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LARRY G. MARTIN, WARDEN

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CHLOÉ J. SENIOR, CLERK