

REPORT TO COUNTY COUNCIL

Application for Official Plan Amendment South-West Ingersoll Secondary Plan OP 24-03-6 – Town of Ingersoll

To: Warden and Members of County Council

From: Director of Community Planning

RECOMMENDATIONS

1. That Oxford County Council adopt the South-West Ingersoll Secondary Plan, prepared by Dillon Consulting Group, dated January 2024, with minor edits to the proposed boundary, as recommended by the Town of Ingersoll;
2. And further, that Oxford County Council approve application OP 24-03-6, as submitted by the Town of Ingersoll, to amend the Official Plan with respect to the South-West Ingersoll Secondary Area to redesignate the subject lands to facilitate a range of new land uses, including 'Low Density Residential', 'Medium Density Residential', 'Service Commercial', 'Industrial' and 'Prime Industrial' and that the necessary by-law to approve the required Official Plan amendment be raised.

REPORT HIGHLIGHTS

- The intent of the Official Plan amendment is to redesignate lands that have been recently annexed into the Town of Ingersoll from 'Agricultural Reserve' and 'Future Urban Growth' to 'Low Density Residential', 'Medium Density Residential', 'Service Commercial', 'Industrial' and 'Prime Industrial'.
- The Official Plan amendment will implement the recommendations of the South-West Ingersoll Secondary Plan, with minor edits to the proposed boundary, and include additional 'Open Space' and 'Environmental Protection' designations, as outlined in the Secondary Plan.
- The proposal is consistent with the relevant policies of the Provincial Policy Statement and supports the strategic initiatives and objectives of the Official Plan and can be supported from a planning perspective.

IMPLEMENTATION POINTS

This application will be implemented in accordance with the relevant objectives, strategic initiatives 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.

Communications

Community engagement for the Secondary Plan review began in May 2022. The Town of Ingersoll held two rounds of public consultation in November 2022 and April 2023, and a project website was created to provide an opportunity for information sharing and establishing feedback. The process also included the establishment of a technical advisory committee, stakeholder consultation and Indigenous community engagement.

In addition to the public consultation relating to the secondary planning exercise, notice of complete application and public meeting regarding the proposed Official Plan Amendment were provided on February 22, 2024 in the Oxford Review, in accordance with the requirements of the Planning Act, and the Town of Ingersoll held a public information session on March 4, 2024 as well as a formal public meeting on April 8, 2024.

One comment was received from the property owner of the westerly residential lands (located between Hamilton Road and Thomas Road), expressing concerns with respect to the 'Open Space' designation proposed for these lands associated with the Minimum Distance Separation (MDS) setback from a livestock facility to the west. This MDS issue is addressed in the 'Planning Analysis' section of this report.

One additional comment was provided at the public meeting of Town Council on April 8, indicating concerns with respect to lack of public engagement and concerns surrounding the proposed 'Medium Density Residential' policies providing limited housing options for seniors.




Ingersoll Town Council recommended support of the amendment at their regular meeting on April 8, 2024.

2023-2026 STRATEGIC PLAN

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

The recommendations in this report supports the following strategic goals.

Strategic Plan Pillars and Goals

PILLAR 1	PILLAR 2	PILLAR 3
		
Promoting community vitality	Enhancing environmental sustainability	Fostering progressive government
<p>Goal 1.1 – 100% Housed</p> <p>Goal 1.2 – Sustainable infrastructure and development</p> <p>Goal 1.3 – Community health, safety and well-being</p> <p>Goal 1.4 – Connected people and places</p>	<p>Goal 2.2 – Preserve and enhance our natural environment</p>	<p>Goal 3.4 – Financial sustainability</p>

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

DISCUSSION

Background

Applicant:

Town of Ingersol
130 Oxford Street, Ingersoll ON, N5C 2V5

Location:

The subject lands are generally described as all or parts of Lots 17-23, Concession 2, West Oxford and all or parts of Lots 24-25, Concession 1, West Oxford. The subject lands are further described as the lands within the 2021 South-West Oxford Boundary Adjustment area, including lands located on the southeast side of Ingersoll (located north of Highway 401, east of Harris Street), lands located on the south side of Highway 401 (lying north of Curry Road, between Plank Line and Union Road), and lands on the west side of Ingersoll (located west of Ingersoll Street South between Highway 401 and the Thames River). The extent of the lands subject to this amendment are illustrated on the attached plates and schedules.

County of Oxford Official Plan:

Existing:

Schedule "I-1"	Town of Ingersoll Land Use Plan	Agricultural Reserve Future Urban Growth Industrial Open Space Environmental Protection
Appendix "2-1"	County of Oxford Mineral and Petroleum Resources	Limestone Resource Area

Proposed:

Schedule "C-3"	County of Oxford Settlement Strategy Plan	Large Urban Centre
Schedule "I-1"	Town of Ingersoll Land Use Plan	Residential Service Commercial Open Space Environmental Protection Industrial Prime Industrial Adjacent Lands
Schedule "I-2"	Town of Ingersoll Residential Density Plan	Low Density Residential Medium Density Residential
Schedule "I-3"	Town of Ingersoll Leisure Resources and School Facilities	Open Space Environmental Protection
Schedule "I-4"	Town of Ingersoll Transportation Network Plan	Planned Collector Road

Proposal

The Town of Ingersoll has initiated an amendment to the Official Plan to implement changes proposed through the completion of the South-West Ingersoll Secondary Plan and to facilitate development on lands that were annexed into the Town of Ingersoll corporate boundary in 2021.

The subject lands comprise approximately 620 ha (1,532 ac) and for the purpose of the Secondary Plan, are further described as follows:

- the east lands, which comprise approximately 60 ha (148 ac) on the southeast side of Ingersoll, located north of Highway 401, east of Harris Street;
- the south lands, which comprise approximately 280 ha (692 ac) on the south side of Ingersoll, located south of Highway 401, north of Curry Road, between Plank Line and Union Road, and;

- the west lands, which comprise approximately 280 ha (692 ac) located on the west side of Ingersoll, west of Ingersoll Street South, between Highway 401 and the Thames River.

The subject lands were incorporated into the Town of Ingersoll from the Township of South-West Oxford on January 1, 2021 to provide additional opportunities for future industrial growth, service commercial and residential development. The Town initiated a secondary plan for the area and retained Dillon Consulting to undertake the necessary background work to support the redesignation of the subject area to facilitate future development. The background work completed by the consulting team includes detailed study of land use, environmental features, development constraints, traffic and municipal servicing, cultural heritage features and an agricultural impact assessment.

To facilitate community engagement throughout the process, which began in May 2022, the Town held two rounds of public consultation in November 2022 and April 2023, and a project website was created to provide an opportunity for information sharing and establishing feedback.

Based on this consultation and review, the draft Ingersoll Secondary Plan was prepared and presented to Town Council at a public meeting on March 4, 2024. This Secondary Plan is intended to guide the future development of the lands within the South-West Ingersoll Secondary Plan Area and to direct the redesignation of the lands as detailed below. The Secondary Plan, as prepared by Dillon Consulting, is attached to this report as Attachment 3.

Plate 1 – South-West Ingersoll Secondary Plan Area, identifies the location of the lands subject to the South-West Ingersoll Secondary Plan Area.

Plate 2 – South-West Ingersoll Secondary Plan, Land Use Designations, illustrates the proposed land uses within the study area.

Comments

2020 Provincial Policy Statement

Section 1.1.2 of the Provincial Policy Statement (PPS) states that sufficient lands shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years.

Section 1.1.3 further states that the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities. It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.

Section 1.1.3.1 directs that Settlement Areas will be the focus of growth and development and Section 1.1.3.2 states that land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources; are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion; minimize negative impacts to air quality and climate change, and promote energy efficiency; support active transportation; are transit-supportive, where transit is planned, exists or may be developed; and are freight-supportive.

Section 1.1.3.8 states that a planning authority may identify a settlement area or allow for the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:

- sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;
- the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;
- in prime agricultural areas:
 - the lands do not comprise specialty crop areas;
 - alternative locations have been evaluated, and
 - there are no reasonable alternatives which avoid prime agricultural areas; and
 - there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;
- the new or expanding settlement area is in compliance with the minimum distance separation formulae; and
- impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.

According to the PPS, a comprehensive review means an Official Plan review that:

1. is based on a review of population and employment projections; considers alternative directions for growth or development; and determines how best to accommodate the development while protecting provincial interests;
2. uses opportunities to accommodate projected growth through intensification and redevelopment; and considers physical constraints to accommodate the proposed development within the existing settlement area;
3. is integrated with planning for infrastructure and public service facilities and considers financial viability;
4. confirms sufficient water quality and quantity and capacity for the proposed development;
5. confirms that sewage and water services can be provided.

Further, Section 1.3.2.1 states that planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.

Section 1.3.2.6 states that planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations. Section 1.3.2.7 states that planning authorities may plan beyond 25 years for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in section 1.1.2.

Section 2.4 of the PPS provides that minerals and petroleum resources shall be protected for long-term use. Section 2.4.2.1 directs that such resources shall be identified and protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact.

Further, Section 2.4.2.2 directs that known mineral deposits and significant areas of mineral potential shall be identified and development activities in these resources or on adjacent lands which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if a resource would not be feasible; the proposed land use or development serves a greater long-term public interest; and issues of public health, public safety and environmental impact are addressed.

Official Plan

The current designation of the lands is largely Agricultural Reserve and Future Urban Growth. A portion of the subject lands in the west area were previously subject to a separate Official Plan amendment to redesignate them to Industrial and are not included within the scope of the Official Plan amendment. A portion of the lands in the northwest area are identified as a 'Limestone Resource Area' and 'Sand and Gravel Resource Area' as per Appendix 2-1 of the Official Plan.

The application proposes to designate areas affected by environmental features and flood plains either Environmental Protection or Open Space, depending upon the feature, and add a policy area identified as 'Adjacent Lands' for those lands that are in proximity to environmental features throughout the Secondary Plan area.

In addition to these environmental designations, the application for Official Plan amendment also proposes to redesignate the lands to 'Residential' (including 'Low Density Residential' and 'Medium Density Residential'), 'Industrial', 'Prime Industrial' and 'Service Commercial'. The proposed Official Plan amendment will also make changes to the Town of Ingersoll Transportation Plan and the County of Oxford Settlement Strategy and will remove the existing 'Rural Cluster' designation, as it applies to the Rural Cluster of Hamilton Road.

Section 3.1.7 of the Official Plan directs that proposals for settlement expansion in a prime agricultural area will only be considered via an Official Plan amendment, subject to the relevant criteria contained in the Plan.

Settlement expansions shall only be considered through a comprehensive review and such 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 Sections 4.2.2.4.1 and 4.2.2.4.6.1 and further, the proposal must include compelling evidence to demonstrate that the settlement expansion is justified in accordance with the PPS and the Official Plan. Such evidence will include the previously noted comprehensive review,

secondary planning and a servicing strategy, in addition to the preparation of an Agricultural Impact Assessment and compliance with relevant Environmental and Cultural Resource policies and the implementation measures outlined in Chapter 10 of the Plan.

In addition, any proposed expansion must demonstrate that the proposed level of servicing is consistent with the servicing hierarchy established in Section 5.5.3 of the Official Plan and the feasibility of providing new or expanded infrastructure and public services are suitable for the expansion over the long term, and protect public health and safety.

The proposed expansion must also be acceptable with respect to the continued ability to achieve the Goal for Agricultural Policies set out in Section 3.1.1 of the Official Plan and further, consideration must be given to the potential precedent established for other sites within the County and the ability to implement planned land uses in the vicinity.

The County recognizes that the extraction of mineral aggregate resources is, and will continue to be, an important industry in the economy of the County and Area Municipalities and the policies of the Official Plan focus on protecting existing operations and mineral aggregate resources from incompatible uses while ensuring that extraction is carried out in a manner that minimizes negative community, economic and environmental impacts.

To this end, the Official Plan includes detailed policies regarding land use compatibility between mineral aggregate extraction and sensitive land uses which are premised on the establishment of priorities which balance the protection of natural resources (such as mineral aggregates) and other public interests, such as ensuring reasonable opportunities for settlement growth.

Section 9 of the Official Plan contains policies specific to the Town of Ingersoll and provides guidance with respect to the designation of lands for Residential, Industrial and Service Commercial uses. The establishment of the proposed 'Prime Industrial' designation will be a new policy framework within Section 9 of the Official Plan.

The policies for the Residential designations can be found in Section 9.2.3.1 and state that it is an objective of the Official Plan to provide for a supply of residential land that is sufficient to accommodate the anticipated demand for a broad range of new dwelling types over the planning period through intensification and, if necessary, designated growth areas.

It is further an objective of the Official Plan to support the provision of choice of dwelling types according to location, size, cost, tenure, design and accessibility and to designate land for a range of densities and structural types throughout the Town to satisfy a broad range of housing requirements. To assist in achieving the land use objectives for Residential Areas, the Official Plan identifies lands for Low, Medium and High Density Residential Areas.

Low Density Residential areas are those lands that are primarily developed or planned for a variety of low-rise, low density housing forms, including single detached dwellings, semi-detached dwelling, duplex dwelling, converted dwellings, quadraplexes, townhouses and low density cluster dwellings. In these areas it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use.

It is not intended that the full range of housing will be permitted in every individual neighbourhood or development and Town Council may choose to restrict the range of uses permitted in a particular location through the Zoning By-law.

The maximum net residential density for individual development in the 'Low Density Residential' area is 30 units per hectare (12 units per acre) and no building shall exceed three stories in height at grade. Further, the minimum overall net residential density shall be 15 units per hectare (6 units per acre) and individual development proposals may be approved at lower net residential densities provided that opportunities are available to achieve the minimum overall density requirement through development elsewhere in the Low Density Residential area. Multiple Unit dwellings such as townhouses and cluster developments within internal roads in the Low Density Residential area will generally be restricted to sites which abut arterial or collector roads or are situated such that traffic impacts from the site create minimum disturbances on local streets or where sites are close to shopping, recreation, cultural and community facilities. However, street fronting townhouses may be permitted on local streets.

Medium Density Residential Areas are those lands that are primarily developed or planned for low to medium profile multiple unit development that exceeds the densities established for Low Density areas. Residential uses within the Medium Density Residential areas include townhouses, medium density cluster development, converted dwellings and low-rise apartments. To help achieve a variety of housing forms, Town Council may choose to restrict the range of uses permitted on individual sites through the Zoning By-law.

The maximum net residential density in the Medium Density Residential area is 62 units per hectare (25 units per acre) and no building shall exceed 4 stories in height at grade. Within areas of new Medium Density Residential development, the minimum net residential density shall be 31 units per hectare (13 units per acre).

Any lands proposed for Medium Density Residential development not identified in the Official Plan will require an amendment to the Plan. In addition to the location policies identified, when considering proposal to designate lands for Medium Density Residential development, Town Council and County Council will be guided by a number of criteria, including whether the size, configuration and topography of the site provides sufficient flexibility for design to mitigate adverse effects on the amenities and character of any adjacent Low Density Residential areas, as well as traffic and the availability of sufficient municipal services.

'Industrial' areas are those lands that consist of existing industrial uses and lands which are planned for the full range of industrial-type activity including light, medium and heavy industrial uses. The policies of the Official Plan direct that Town and County Councils shall ensure that there is sufficient land available to accommodate new industrial operations as well as the expansion and relocation of existing industrial operations within the Industrial designation.

Lands designated for Service Commercial development are generally intended to provide a broad range of commercial uses that, for the most part, are not suited to locations within the Central Area because of their site area, access or exposure requirements or due to incompatibility or land use conflicts with residential development. Generally, Service Commercial uses cater to vehicular traffic and single-purpose shopping trips where customers are typically generated from passing traffic or a wide ranging market area. Service Commercial areas are to have direct access to an arterial or collector road.

Service Commercial Areas, while providing for a limited amount of retail use, are not intended to accommodate retail activities that are typically characteristic of a Central Area and will not directly compete with these areas. The 'Service Commercial' designation applies to those areas largely developed for commercial uses which primarily cater to the commercial needs of the travelling public. Types of service commercial uses that generate significant amounts of traffic and draw patrons from a wide area may also be located within these areas. These areas are generally characterized by numerous individual parcels of land and future development is anticipated largely through infilling and redevelopment.

It is a priority of Town Council and County Council that new service commercial development will generally occur through infilling and consolidation of existing designated areas prior to the establishment of new Service Commercial designations. It is recognized, however, that as the availability of land within existing service commercial areas is reduced, there may be proposals to expand or add Service Commercial designations. Proposals to amend the Official Plan and/or Zoning By-law to add Service Commercial areas shall be evaluated on the basis of a number of criteria, such as compatibility with surrounding land uses, potential impact on existing and planned uses in the area, availability of municipal services, potential traffic impacts, and potential environmental impacts.

In addition to the above-noted criteria, Service Commercial areas will generally be located with access to major collector roads, either directly or via service roads. Access to arterial or collector roads shall be limited to the minimum number necessary for the functioning of the Service Commercial Area. Parcels proposed to be designated Service Commercial shall be of sufficient size to accommodate off-street parking in quantity necessary to satisfy the requirements of the Zoning By-law and in a location satisfactory for the convenience of the users.

New designations for Environmental Protection and Open Space have been proposed based on the natural features identified South-West Oxford Secondary Plan. It is an objective of the Official Plan to ensure the long-term protection, conservation and enhancement of designated Environmental Protection Areas and to prohibit uses that are incompatible with this objective and ensure that development permitted within or adjacent to areas designated as Environmental Protection adheres to environmental planning principles.

It is an objective of the Open Space designation to maintain and enhance important ecological functions such as the linking of Environmental Protections areas and to provide for the storage and filtration of ground and surface water and soil conservation. It is also the objective of the Official Plan to recognize the role of those lands having natural constraints to development in the conservation of the natural environment and to provide opportunities for both active recreation and the passive enjoyment of the environment in its natural state.

Section 3.2.6.1 of the Official Plan provides policies for development of lands adjacent to such environmental features and states that adjacent lands for each environmentally protected feature are measured in terms of the distance from the feature where an Environmental Impact Study is required and provides such distances based on the type of environmental feature in question.

A new land use designation to recognize lands adjacent to environmental features are proposed for the secondary plan area and amending policies to implement this designation have been included in the Official Plan amendment. This would include policies requiring that an

Environmental Impact Study be prepared, to the satisfaction of the approval authority, on lands designated as 'Adjacent Lands' within the South-West Ingersoll Secondary Plan Area. In keeping with the existing policies of Section 3.2.6 in the Official Plan, the Environmental Impact Study would be prepared by a qualified professional and be subject to a peer review at the expense of the proponent to determine its acceptability.

Agency Comments

The application for Official Plan amendment was circulated to various Provincial Ministries considered to have an interest in the proposal via the Ministry of Municipal Affairs and Housing (MMAH) 'one window' planning review system. The Ministry of Transportation was specifically included in the stakeholder agencies during the preparation of the Secondary Plan in light of the proximity of Hwy 401.

The Ministry of Transportation (MTO) indicated that the proposal has been considered in accordance with the requirements of the *Public Transportation and Highway Improvement Act* (PTHIA), MTO's Highway Access Management Manual (HAMM) and all related policies. The following outlines MTO's comments:

Highway 401 along the study area is classified as a Provincial Freeway and designated as a Controlled Access Highway (CAH). As such, all requirements, guidelines and best practices in accordance with this classification and designation shall apply.

The location of watermain and sanitary crossings at Harris Line and Wallace Line are acceptable. Due to the amount of utility crossings proposed under this study, and the proximity to the Plank Line interchange, MTO does not support the utility crossing located at Plank Line.

In addition to the above comments, any proposed utility crossings of Highway 401 are required to meet MTO's Utility installation guidelines and principles. MTO will also require Utility Encroachment permits be obtained prior to any work beginning. In the event that cycling infrastructure is added to the proposed plan further MTO consultation will be required.

The County of Oxford Public Works Department has commented that the draft plan identified a connection between the proposed watermain on Curry Road and the watermain south of Clarke Road. However, this connection was removed in the final plan, resulting in a dead end on Curry Road. This connection was likely removed to satisfy MTO design criteria. According to recent direction from MTO, all future watermains will need to be installed outside the limit of Highway 401 ramp terminals. The absence of a loop system on Curry Road is something that we would formally bring up at the Site Plan Application stage.

Bell Canada has commented this agency is particularly interested in changes to the transportation network and/or policies and regulations relating to the direction of population growth and public infrastructure investments, heritage character, urban design, broadband and economic development related objectives and how Bell can assist Ingersoll to be a connected community. To facilitate the provisioning of this infrastructure, this agency appreciates the municipality's continued support in ensuring that sufficient notice and time to comment on planning applications are provided, particularly for Draft Plan of Condominium, Draft Plan of Subdivision and Site Plan Control/Approval. This ensures an understanding by applicants of Bell's conditions and provisioning requirements.

Bell would also emphasize that receiving engineering and servicing/utility plans/drawings, as soon as possible in the process assists in the development and expedition of our provisioning plan. As a result, they would strongly recommend that this consideration be highlighted in any pre-circulation/consultation meetings with prospective applicants. This will assist Bell in providing comments and clearance letters in an efficient manner, assisting the Municipality in meeting approval times.

Enbridge Gas has commented that this agency has no objection to the proposal but reserves the right to amend or remove development conditions and this response does not signify an approval for the site or development.

The Upper Thames River Conservation Authority (UTRCA) provided a number of comments related to the Secondary Plan and the implementation of the Plan going forward. These comments are attached to this report in Attachment 3, for Council's consideration.

Generally, the comments provided by the UTRCA can be addressed via detailed plans for development (i.e. plans of subdivision, zoning, site plan approval) in accordance with the normal practices and processes employed by the Town of Ingersoll and County of Oxford, as well as via regulations and permit requirements administered by the UTRCA.

Planning Analysis

The South-West Ingersoll Secondary Plan was initiated in May 2022 with a view to providing the necessary background work to amend the Official Plan to designate recently annexed lands in the Town of Ingersoll from Agricultural Reserve and Future Urban Growth to Residential (Low Density Residential and Medium Density Residential), Industrial, Prime Industrial and Service Commercial, as well as Environmental Protection and Open Space, to reflect areas of natural heritage or natural hazards.

The Secondary Plan, together with the Oxford County Phase 1 Comprehensive Review prepared by Hemson Consulting and adopted by County Council in April 2020, was used to fulfill the requirements for a comprehensive review of the Provincial Policy Statement and Planning staff are satisfied that the various reports that make up the Secondary Plan document and Phase 1 Comprehensive Review satisfy the requirements of the PPS in this regard.

The purpose of the Secondary Plan is to develop a land use concept for the whole lands which constitute the South-West Ingersoll Secondary Plan Area. This concept was developed through the preparation of reports encompassing a full range of land development variables including planning and land use, natural and cultural heritage, transportation, municipal infrastructure and the preparation and review of these documents form the basis of the long-term development of the South-West Ingersoll Area.

Also included in the overall Secondary Plan is a phasing strategy that is intended to help inform growth and development within this area, which is directly related to the servicing hierarchy.

Planning Justification and Comprehensive Review

The South-West Ingersoll Secondary Plan was informed by the Oxford County Phase 1 Comprehensive Review (adopted in April 2020, as noted previously). This study identified a growth projection of 15,850 people and 3,160 jobs for the Town of Ingersoll to 2046. After factoring out growth that can be accommodated within the existing built-up area and existing greenfield areas, the need for additional residential and employment land was identified based on an assessment of lands within the Town.

The County's Phase 1 Comprehensive Review Study constitutes the most recent Council approved growth forecasts for the County and Area Municipalities, including the Town of Ingersoll. The study indicates that the Town requires an additional 75 gross developable ha (185 acres) of vacant residential land, 18 developable ha (45 acres) of vacant commercial/institutional land, and 109 gross developable ha (270 acres) of vacant industrial land to accommodate forecasted growth in Ingersoll. As such, it appears that the additional 55 gross developable ha (136 acres) of vacant residential land and 5 ha (12.4 acres) of vacant commercial land identified in the Secondary Plan are required to accommodate the Town's forecasted growth for those uses.

The estimated additional 166 gross developable ha (410 acres) of vacant industrial land identified in the Secondary Plan would exceed the Town's industrial land need, as identified in the 2020 Hemson study, however, it must be recognized that the forecasts in that study were based on the 20 year PPS planning horizon that was in effect at the time, as opposed to the current 25 year PPS planning horizon. Further, substantial industrial development has occurred in Ingersoll over the past several years which has absorbed a considerable amount of the vacant industrial land supply that was identified by Hemson in 2020. As such, to more accurately reflect the Town's current industrial land need for the purposes of this the Secondary Plan, the industrial employment forecasts and land supply in the Hemson study were updated to account for the current 25 year planning period (i.e. 2023 – 2049) and the Town's year end 2023 industrial land supply. With these adjustments, the Town's forecasted additional industrial land need is currently approximately 175 gross developable ha (435 acres).

Using the above-noted information as the basis for estimating the amount of industrial, commercial and residential lands required to accommodate future growth in Ingersoll, it would appear that all of the lands currently identified in the Secondary Plan are required to accommodate forecasted growth over the planning horizon. Further, given that recent growth in the Town and County has been substantially exceeding previously forecasted growth, and recent draft Development Charge forecast updates indicate considerably higher forecasted growth for Ingersoll, it is expected that the Town's growth and land need could increase further once formal updates to the County's planning growth forecasts are completed later in 2024. In light of the foregoing, designating all of the lands within the Secondary Plan area for growth, as proposed, will allow the Town and County to begin taking further actions that may be necessary to ensure that those lands are well positioned to accommodate the Town's forecasted growth.

Based on the above-noted review, Planning staff are satisfied that the proposed settlement expansion is required to accommodate growth, and to satisfy market demands for the Town of Ingersoll over the planning horizon.

In keeping with the direction from both the Provincial Policy Statement and the Official Plan with respect to comprehensive reviews, an Agricultural Impact Assessment (AIA) was undertaken to identify agricultural operations in the area with a view to limiting impacts on surrounding agricultural uses as a result of the expanded settlement boundary.

The lands surrounding the Town of Ingersoll are comprised of predominantly Class 1 and 2 soils for agriculture with limited areas of Class 3 and 5 soils, largely in the vicinity of the Thames River. While the lands within the Secondary Plan Area are recognized as being of the highest classification for agriculture, this is also true of all lands in the immediate vicinity of the Town. While no specific research was undertaken to determine whether the lands within the Secondary Plan Area could be described as 'specialty crop areas' in accordance with the definitions contained in the PPS, staff are satisfied that the nature of agricultural operations in this area are such that there is no evidence the lands are suitable for specialty crop production.

With respect to the potential impact of this proposal on existing livestock operations in the area, the Agricultural Impact Assessment identified as many as 46 existing livestock facilities within the broader study area, however, after further analysis in the context of Minimum Distance Separation (MDS) requirements contained in both the PPS and the Official Plan, it was determined that only three existing operations would have any potential impact on the Secondary Plan Area.

Regarding the lands identified for primarily residential use in the northwest area of the study area, between Hamilton Road and Thomas Road, the Secondary Plan justification report identified an existing livestock operation to the west of these lands that would, based on MDS calculations, impact a significant portion of the lands for residential purposes. The study initially proposed that these lands be excluded from consideration for residential development and be placed in the Open Space or similar designation that would preclude their use for residential or other settlement uses.

However, subsequent to the completion of the Secondary Plan study, further detailed analysis of the livestock operation in question has been undertaken by the owner of the noted residential lands and determined that the actual MDS arc generated by the said livestock facility is significantly less than identified by the largely 'desktop' analysis undertaken for the Secondary Plan.

The detailed analysis noted above included confirmation from the farm operator regarding the type and quantity of livestock and manure handling practices. The resulting calculations determined that the actual MDS arc generated by this operation would have a marginal impact on the residential lands. Further, the recent designation of lands at the northwest corner of Wallace Line and Robinson Road for industrial purposes would impact the ability of the existing farm operation to expand at its current location.

In addition to the foregoing, the limited area of the noted residential lands that are within the detailed MDS arc may be impacted to some extent by the proximity of the existing rail line that would form the southerly boundary of the lands identified for residential use.

In light of the foregoing, staff are of the opinion that the limited area of the proposed residential lands that would be affected by the MDS arc related to the noted barn to the west should be included in the settlement boundary. The nearest portion of the residential lands within the study

area to the noted barn are in excess of 570 m (1,870 ft) and staff are satisfied that additional mitigation measures can be incorporated into future detailed subdivision design and conditions of draft approval if such is determined to be necessary.

The Secondary Plan study also identified an existing livestock operation south of the study area at 403566 Union Road, just east of Culloden Line which would impact the potential designation of lands within the study area for employment purposes. Further, the Township of South-West Oxford has recently received an application for relief from MDS requirements in order to permit the construction of a new barn on lands identified as 403582 Union Road, immediately east of 403566 Union Road. For Council's information, distance between the nearest barn located at 403566 Union Road and the Town's municipal boundary is approximately 60 m (196 ft).

When calculating required MDS setbacks between livestock operations and sensitive use (i.e. settlements) land uses are generally categorized as Type A Land Use or Type B. Settlements, regardless as to the specific use of lands at any given location within the settlement, are generally categorized as Type B Land Uses and the separation between any livestock operations located outside of the municipal boundary and lands proposed to be designated for settlement use inside of the boundary, would be subject to a 'doubling factor'. With respect to the above-noted existing livestock barn at 403566 Union Road, the required setback of newly designated areas (as per MDS Guidelines) would be significant. The setback would potentially be increased by the construction of an additional barn on the lands to the immediate east of the existing livestock operation, as noted above.

Notwithstanding the proximity of the settlement boundary to the above-noted livestock barns, it is the opinion of Planning staff (and supported by the Secondary Plan study) that the lands proposed to be designated for employment purposes (primarily industrial use, but with potential for some service commercial development) are less sensitive and can be appropriately categorized as Type A Land Uses, which reduces the MDS requirements significantly. However, even in considering these lands in the context of Type A uses, the MDS setback between the settlement boundary and the livestock operation at 403566 Union Road would not be met.

The application of the MDS formulae is intended to limit negative impacts between livestock operations and sensitive land uses. While the Official Plan recognizes the importance of agriculture to the broader County economy, the Plan also recognizes that maintaining an adequate supply of employment lands at appropriate locations is also critical. To this end, Planning staff are of the opinion that balancing the needs of agriculture and the development of suitably located employment areas is appropriate, provided that measures are implemented in both policy and zoning, as necessary, to mitigate negative impacts.

For Council's information, both the existing livestock operation at 403566 Union Road and the new facility proposed for 403582 Union Road are restricted by existing development both inside and outside of the Town's municipal boundary (thus the application for relief from MDS proposed by the latter to Township of South-West Oxford Council). While the proposed boundary adjustment would further reduce the existing deficient setbacks based on MDS guidelines, staff are of the opinion that the nature of the uses proposed within the settlement in proximity to these livestock operations (i.e. employment lands) are such that both uses can co-exist and appropriate zoning can be implemented that protects the interests of the farming operations at 403566 and 403582 Union Road.

Regarding the barn located at the immediate northeast corner of Plank Line and Curry Road, the lands within the Town's municipal boundary on the west side of Plank Line are also proposed for employment use (service commercial) and these lands are only marginally affected by MDS (based on the same Type A Land Use analysis as discussed above). As such, staff are of the opinion that no further measures are required to address either the existing barn or the proposed use of the lands for employment purposes.

The lands located in the northwest portion of the Secondary Plan study area, including those that are proposed for residential use (as discussed previously in this report) are within the Limestone Resource Area as identified on Appendix 2-1 of the Official Plan, and further, are identified as being within a Sand and Gravel Resource area of primary importance. Staff are of the opinion that the proximity of both resources to the existing settlement boundary of Ingersoll is such that the extraction of limestone or sand/gravel would be impractical and that the probability of extraction at this location is limited.

While the limestone resource affecting the subject lands extends to the west to some degree, this area represents only a small portion of the larger limestone resource area in Oxford County and the vast majority of this resource is located north of the Thames River, north and east of the Town of Ingersoll.

Generally, staff are satisfied that the subject lands represent an appropriate direction for growth in Ingersoll relative to other options. As noted, the lands are currently within the Town's municipal boundary and the lands represent a logical expansion of existing residential development to the west and southeast and employment uses to the west and south, in proximity to Hwy 401. Further, development within the Secondary Plan Area will have relatively limited impact on agricultural operations in the vicinity and there are no reasonable directions for growth that would utilize lower priority agricultural lands, or avoid prime agricultural areas.

The proposed residential density plan indicates specific locations where low and medium density residential development will be directed and staff are satisfied that the proposed designations are in accordance with the policies of the Official Plan for newly developing residential areas and will be discussed in further detail in this report.

Further, the designation of the subject lands is considered to be appropriate for the Town and County to undertake appropriate infrastructure planning in the area. The development of the subject lands utilize the existing road network to provide linkages to the existing built area of the Town and to the Highway 401 interchanges, and the road connections with adjacent lands have been determined through relevant studies and discussions with staff.

In light of the foregoing, staff are of the opinion that there is sufficient justification to designate the subject lands for residential and employment development.

Natural Heritage and Open Space

Natural heritage features have been incorporated into the Secondary Plan Area and are proposed to be designated Environmental Protection. Lands designated as Environmental Protection within the Secondary Plan Area would generally be subject to the existing policy framework within the Official Plan, however, a site specific policy is recommended for lands identified as Adjacent Lands (as illustrated on the Land Use Map for the Secondary Plan) to require an Environmental Impact Study (EIS) to be completed prior to development approvals for all lands within this designation. The noted Adjacent Land areas represent a 'standard' buffer that would be refined through the EIS process.

The Secondary Plan study identifies an area of Open Space to the northeast of the Hwy 401 interchange at Plank Line which would appear to provide buffer between the proposed Medium Density Residential lands north of this buffer, and Hwy 401. A second area of Open Space was identified in the Secondary Plan associated with the Low Density Residential lands at the northwest area of the Plan that was intended to address the proximity of a livestock facility located to the west. As noted previously in this report, additional information has been reviewed with respect to the said livestock facility and related Minimum Distance Separation calculations and it has been determined that this latter Open Space designation can be eliminated from the Secondary Plan area and will not be included in the Official Plan amendment that will implement the Secondary Plan.

Infrastructure Assessment

The long-term suitability and feasibility of extending municipal servicing to and within the Secondary Plan Area to provide centralized wastewater, water supply and storm drainage facilities was assessed in water, wastewater and stormwater management technical memos prepared in support of the Secondary Plan.

Conceptual water, sanitary servicing and stormwater management plans were prepared to provide direction for future infrastructure investments and a recommended approach to phasing these services has also been included in the Secondary Plan. Based on the analysis completed for the Secondary Plan Area, it is recommended that phasing for water and sanitary services would be to begin with the western portion of the study area.

As indicated by County of Oxford Public Works Department, future servicing and development of the subject lands will be required to be in general conformance with the technical memos associated with the Secondary Plan Study but that additional, more detailed engineering reports and studies will be required as part of future development proposals.

Transportation Assessment

A transportation assessment was undertaken to identify all existing and planned multi-modal transportation issues and opportunities within the study area that may influence development and future investment opportunities within the Secondary Plan Area. The performance of the transportation network within the study area was also assessed and recommendations have been provided to mitigate issues and maintain and enhance the efficiency and safety of all modes of travel.

Based on this assessment, it was concluded that all intersections within the study area are currently operating at acceptable service levels, but a number of roadway and network improvements were recommended, including a new rail spur from the Canadian Pacific Rail Line between Curry Road and Highway 401, and additional improvements to a number of existing railway crossings in the study area.

Much of the Secondary Plan Area is located along the Highway 401 corridor between Plank Line and Culloden Road, providing opportunities for lands within the study area for relatively immediate access to the Provincial Highway corridor. The Ministry of Transportation was consulted during the preparation of the Secondary Plan and future development proposals within the Study Area will be subject to MTO permit requirements, depending on the site location relative to the Provincial Highways and the scale and type of the development (as it pertains to traffic generation).

As the study area is well served by major highways and rail facilities, opportunities for freight-intensive land uses and freight supportive development were considered in the development of the land use plan predominantly for industrial land uses which may include a range of goods transportation, logistics and intermodal uses.

Active transportation opportunities were also considered through the Secondary Plan and policies are recommended to incorporate active transportation facilities in planned upgrades to existing roads within and external to the Study Area.

Archaeological Assessment and Cultural Heritage Report

A Stage 1 Archeological Assessment was completed in support of the Secondary Plan study and determined that the study area comprises a mixture of areas of archaeological potential, areas of no archaeological potential and previously assessed lands of no further concern. Based on the results of the Stage 1 Assessment, it was recommended that all areas of archeological potential that could be impacted by development be subject to a Stage 2 Assessment.

A Cultural Heritage Assessment Report was also completed in support of the Secondary Plan and concluded that there are 6 built heritage resources and 2 cultural heritage landscapes within the study area that have potential for cultural heritage interest, as well as an additional 11 built heritage resources through the Secondary Plan Area that should be considered in future development applications. As per this study, where future development is proposed, a Cultural Heritage Assessment Report will be required to determine if the property meets the Ontario Regulation 9/06. If a particular property has a cultural heritage value or interest, a Heritage Impact Assessment should be undertaken by a qualified heritage professional and policies are recommended to provide direction for further cultural heritage and archeological assessment in support of future site development proposal for specific properties within the Secondary Plan Area.

Residential Assessment

The South-West Ingersoll Secondary Plan proposes the establishment of new residential land uses within the Secondary Plan Area. Lands designated residential are intended to achieve a minimum overall density of 30 units/ha (12 units per acre) and provide an increased mix of unit types to support a broader range of housing choice and affordability within the Town of Ingersoll.

It is proposed that lands designated for Low Density Residential and Medium Density Residential purposes will generally be subject to the respective provisions of the Official Plan for such development. Notwithstanding this, within areas of new Low Density Residential development, the minimum overall net residential density shall be 22 units per hectare (9 units per acre). To achieve this density target, Town and County Councils may consider a variety of lot sizes and configurations, the development of low rise multiple units and may consider narrower road widths and private roads within multiple unit condominium developments in areas of new Low Density Residential development. Within new areas designated Medium Density Residential, no single detached, semi-detached or duplex dwellings shall be permitted.

Planning staff are generally satisfied that these special residential policies are consistent with the PPS and support the strategic initiatives and objectives of the Official Plan with respect to residential lands, as it will result in efficient utilization of residentially designated lands while accommodating growth and providing for a variety of housing options to meet the projected needs for the Town of Ingersoll.

Service Commercial Assessment

Additional Service Commercial areas are proposed for the Secondary Plan area along the west side of Plank Line and the east side of Culloden Line, which would generally be subject to the existing policies of the Official Plan respecting such uses. Notwithstanding this, a special policy is proposed for the Service Commercial lands located within the South-West Ingersoll Secondary Plan which would prohibit uses which require large areas for on-site storage of goods or vehicles and would permit accessory residential dwelling units contained within the main commercial structure, where it has been demonstrated that land use compatibility with surrounding Prime Industrial and Industrial lands can be managed, to the satisfaction of the Town and County.

Planning staff are generally supportive of this approach to limiting Service Commercial uses within the Secondary Plan area to those that do not require large site areas for storage, particularly given there is limited area within the Secondary Plan for this designation. By prohibiting the storage of goods and vehicles on these lands, it will encourage the development of new employment uses that will efficiently utilize the lands proposed for Service Commercial and contribute to a higher overall assessment yield for the Town.

Further, staff are satisfied that the inclusion of an accessory residential dwelling within the main commercial structure on lands designated Service Commercial will assist in providing housing opportunities within the Town and will provide opportunities for live/work arrangements for business operators within the Town.

Industrial Assessment

Much of the lands in the west area of the Secondary Plan Area are currently, or will be, designated as Industrial. It is noted that a portion of land on the west side of Wallace Line was previously redesignated as Industrial through a separate process.

Planning staff are of the opinion that the redesignation of this area to Industrial is appropriate as it will be compatible with the existing industrial uses in the area, which include Cami Automotive, and will allow for access to the Highway 401 corridor. Staff are satisfied that the redesignation of the lands identified as Industrial are appropriate for the Secondary Plan Area and future development of these lands will be subject to the existing policy criteria of Section 9.3.4 of the Official Plan.

Prime Industrial Assessment

A new land use designation is proposed for the lands within the south area of Secondary Plan Area, called Prime Industrial. The intent of the Prime Industrial designation is to expand the industrial land supply to attract modern industrial uses and enhance the range of employment opportunities in the Town to support Ingersoll's ability to compete in the local, national and international marketplaces.

A key priority identified by the Town regarding the development of the Secondary Plan is to ensure that the protection of high profile, fully serviced industrial lands in proximity to the Hwy 401 corridor be protected for key industrial employers and operations that will efficiently and effectively utilize these lands and be of clear benefit to the Town in terms of increasing quality employment opportunities and the Town's fiscal sustainability. Further, the County of Oxford is also currently in the process of considering the need to comprehensively plan for land extensive, dry industrial uses that do not require or do not make efficient use of fully serviced industrial land.

To this end, lands designated Prime Industrial are to be utilized for industrial uses that reflect the above-noted priorities. It is intended that the Prime Industrial designation will feature the availability of larger parcels and proximity to road and highway access, which will support industrial expansion of existing and future industries.

Permitted uses within the Prime Industrial designation include:

- Industrial uses (e.g. assembling, processing, warehousing and distribution, repair activities, construction industries, manufacturing, communications, etc.);
- Research and development;
- Larger-scale information technology related uses including data centres and information processing establishments;
- Screened rear yard outdoor storage, not visible from municipal road or highway;
- Facilities that are ancillary to the permitted use above; and,
- Retail and office uses that are associated with a permitted use, restricted to a small percentage of total floor area which may be established through the Town's Zoning by-law.

It is proposed that land uses of which truck and trailer parking is the principal use of the lands will not be permitted in the Prime Industrial designation. Truck and trailer parking may be permitted as accessory to a permitted industrial use on the same property and to implement this direction, lands designated Prime Industrial shall have a minimum lot coverage for buildings or structures of 10% lot area and development will not be considered for approval until the necessary environmental, land use compatibility, water and wastewater servicing and transportation studies have been completed and approved by the Town, County, Conservation Authority and the Province, as applicable.

Planning staff are generally supportive of the proposed Prime Industrial designation, with the above-noted provisions. Staff are of the opinion that this new, specialized industrial designation will attract a broader range of employment opportunities to the Town and will aid in the efficient use of land.

Further, certain lands within the Prime Industrial designation, fronting on the north side of Union Road are located within the Minimum Distance Separation Type A Land Use setback. The proximity of these lands to the existing and proposed livestock facilities situated to the immediate south have been discussed and addressed previously in this report. As per the previous analysis, it is the opinion of staff that it is appropriate to include the affected lands within the Prime Industrial designation as the nature of development within this portion of the Secondary Plan Area, being predominantly industrial, will not include human habitation and can reasonably be considered appropriate and compatible with surrounding agricultural operations.

Further, as noted previously, the livestock operations located to the south of the study area that have been identified as having potential impact on the areas designated for settlement purposes are presently subject to an application for zoning amendment which will serve to ensure that the ability of these lands to be used for agricultural purposes will not be restricted beyond those constraints the currently exist.

CONCLUSIONS

It is the opinion of Planning staff that the Secondary Plan completed by Dillon Consulting, together with the Phase 1 Comprehensive Review, completed by Hemson and Associates and adopted by County Council in April 2020 satisfy the comprehensive review requirements of the Provincial Policy Statement, as they pertain to the expansion of settlement boundaries.

Staff are also of the opinion that the proposed amendment to the Official Plan to accommodate the land uses proposed in the South-West Ingersoll Secondary Plan, as identified on Plate 2 and subject to the amendments previously discussed, generally complies with the relevant policies of the Official Plan as it pertains to settlement expansion as well as the Industrial, Service Commercial, Residential and Environmental Protection and Open Space designations. The introduction of a proposed new Prime Industrial designation supports the strategic initiatives and objectives of the Official Plan.

The Official Plan amendment attached to this report has been prepared in accordance with the findings of the Secondary Plan and addresses those matters pertaining to land use, natural heritage, transportation, municipal servicing and stormwater management, as set out in the Secondary Plan background reports. Planning staff are satisfied that the lands identified within the South-West Ingersoll Secondary Plan can be redesignated to be included in the Town's Settlement Area.

SIGNATURES

Report author:

Original signed by _____
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Senior Planner

Departmental approval:

Original signed by _____
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Approved for submission:

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ATTACHMENTS

- Attachment 1 – Plate 1, South-West Ingersoll Secondary Plan Area
- Attachment 2 – Plate 2, South-West Ingersoll Secondary Plan, Land Use Designations
- Attachment 3 – South-West Ingersoll Secondary Plan
- Attachment 4 – Comments Received
- Attachment 5 – Official Plan Amendment No. 314