

REPORT TO COUNTY COUNCIL

Applications for Official Plan Amendment – OP 24-10-6 and Amendment to Draft Plan of Subdivision – SB 21-17-06 - Freure Village on Clair Creek Inc.

To: Warden and Members of County Council

From: Director of Community Planning

RECOMMENDATIONS

1. That Oxford County Council approve the requested amendments to the draft plan of subdivision approval for subdivision application SB 21-17-6, as submitted by Freure Village on Clair Creek Inc, (Stantec Consulting Ltd.), for lands legally described as Part Lot 18, Concession 1 (West Oxford), Part 1 on 41R-10421 and Block 85 on 41M-252, in the Town of Ingersoll, to facilitate the development of a residential plan of subdivision containing 83 single detached dwelling lots and 96 street fronting townhouse lots, with a new lapsing date of 3 years from the date of the amended draft plan approval, and subject to the conditions set out in Schedule “A” (included as Attachment 7 to report CP 2025-225) being met prior to final approval.
2. And further, that Oxford County Council approve the application for Official Plan amendment application OP 24-10-6, as submitted by Freure Village on Clair Creek Inc, (Stantec Consulting Ltd.), for lands legally described as Part Lot 18, Concession 1 (West Oxford), Part 1 on 41R-10421 and Block 85 on 41M-252 in the Town of Ingersoll, to establish a site specific policy within the Low Density Residential designation for the subject lands to permit a maximum net residential density of 36 units/ha (15 units/ac).

REPORT HIGHLIGHTS

- The purpose of the applications is to amend a draft plan of subdivision in the Town of Ingersoll that was approved in 2022 and extend the approval for an additional 3 years. The requested amendment would facilitate the creation of 83 lots for single detached dwellings and 96 lots for street fronting townhouses, for a total of 179 new residential lots/units, whereas 104 lots for single detached dwellings were previously approved.

- The application for Official Plan amendment proposes a site-specific policy to permit an increase to the maximum net residential density from 30 units/ha (12 units/ac) to 36 units/ha (15 units/ac) to facilitate the proposed additional residential lots/units.
- The proposal is consistent with the relevant policies of the Provincial Planning 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 these applications will have no financial impact beyond what has been approved in current year's budget.

Communications

In accordance with the requirements of the Planning Act, Notice of Complete Application and Notice of Public Meeting were circulated to surrounding property owners on January 23, 2025 and May 20, 2025 and a public meeting of Ingersoll Town Council was held on June 9, 2025 to consider the applications. One letter from the public was received in advance of the public meeting and one person spoke at the public meeting with questions regarding the future extension of Walker Road and whether there would be any changes to the design of the stormwater management facilities.

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 2.2 – Preserve and enhance our natural environment</p>	

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

DISCUSSION

Background

Owner: Freure Village on Clair Creek Inc.
David Freure
501 Krug Street, Suite 201, Kitchener ON, N2B 1L3

Applicant: Stantec Consulting Ltd.
400-13305 Riverbend Road, London ON, N6K 0J5

Location:

The subject lands are described as Part Lot 18, Concession 1, West Oxford, Parts 1-4 Plan 41R-8286 in the Town of Ingersoll. The subject lands are located south of Moffat Avenue, lying east of Harris Street and are municipally known as 28 Moffat Avenue in the Town of Ingersoll.

County of Oxford Official Plan

Existing Designation:	Schedule "I-1"	Town of Ingersoll Land Use Plan	Residential (with special policy area) and Environmental Protection
Existing Designation:	Schedule "I-2"	Town of Ingersoll Residential Density Plan	Low Density Residential and Environmental Protection
Proposed Designation:	Schedule "I-2"	Town of Ingersoll Residential Density Plan	Low Density Residential with site-specific special policy *no change proposed to the Environmental Protection designation

Proposal

The applications have been submitted to facilitate an extension and amendment to a draft approved residential plan of subdivision in the Town of Ingersoll. The requested extension would extend draft approval for an additional 3 years and the proposed amended subdivision plan will facilitate the creation of 83 new lots for single detached dwellings and 96 new lots for street fronting townhouses, for a total of 179 new residential lots, whereas 104 lots for single detached dwellings were originally approved. The amended draft plan of subdivision also includes the extension of Winders Trail and 3 new local streets, including a future road extension to Walker Road to the east, and a walkway block to the woodlands to the west. The existing open space block which contains the woodlands will remain unchanged.

The subject lands were part of a previous residential draft plan of subdivision that was granted draft approval in May 2007. However, that phase of subdivision approval lapsed in 2010 and a subsequent approval, granted in June 2022, lapsed in May 2025. As such, a request for draft plan extension has also been received as part of this application process. It is the opinion of staff that the requested extension can be considered under Section 51 (33.1) of the Planning Act which allows municipalities to deem subdivision approvals not to have lapsed, provided certain criteria can be met (e.g. has not been more than 5 years since approval, owner has provided a signed affidavit that no agreements have been entered into to sell land in the draft approved plan by description), which is the case in this instance. Town of Ingersoll Council has indicated their support of the extension request.

The application for Official Plan amendment is requesting to establish a special policy area for the subject lands to increase the maximum net residential density from 30 units/ha (12 units/ac) to 36 units/ha (15 units/ac) to facilitate the proposed additional residential lots/units.

An associated application for zone change has been approved-in-principle by Ingersoll Town Council to rezone the subject lands from 'Residential Type 1 Zone (R1)' and 'Residential Type 2 Zone (R2)' to 3 separate 'Special Residential Type 2 Zones (R2-sp^{1,2,3})' for the lots proposed for single detached dwellings, and 'Special Residential Type 3 Zone (R3-sp)' for the proposed street

fronting townhouses, to include a number of site-specific zoning provisions to facilitate the proposed development.

The subject lands are approximately 9.2 ha (22.7 ac) in size and are currently vacant. Surrounding land uses include existing single detached dwellings to the north, planned residential development to the east and south, and vacant lands regulated by the Upper Thames River Conservation Authority to the west.

In support of the applications the applicant has submitted a planning justification report, a functional servicing report, a transportation impact study, and a retrofit of the stormwater management facilities justification report, as well as a hydrology model, which has been peer reviewed by the Town. These studies are in addition to the previous environmental impact study, geotechnical investigation and noise study that were prepared as part of the previous approvals granted in 2022.

The previously approved conditions of draft plan approval will be carried forward for the amended draft plan of subdivision, with a few very minor updates to account for the updated subdivision description, lot number references etc.

Plate 1, Location Map with Existing Zoning, shows the location of the subject lands and the zoning in the immediate vicinity.

Plate 2, Aerial Map (2020), provides an aerial view of the subject property and surrounding land uses as of the spring of 2020.

Plate 3, Applicant's Zoning Map, illustrates the location of the proposed zoning categories, as submitted by the applicant.

Plate 4, Proposed Amended Draft Plan of Subdivision, illustrates the amended draft plan of subdivision.

Plate 5, Approved Draft Plan of Subdivision, illustrates the lot configuration of the current draft plan of subdivision.

Comments

2024 Provincial Planning Statement (PPS)

The Provincial Planning Statement is a policy statement issued under Section 3 of the Planning Act that applies to all decisions in respect of the exercise of any authority that affects a planning matter made on or after October 20, 2024. The following outlines the key PPS policies that have been considered in this case, but it is not necessarily intended to be an exhaustive list.

Section 2.2 of the PPS provides that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the immediate area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;
- b) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and
- d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

Section 2.3 of the PPS states that settlement areas shall be the focus of growth and development and land use patterns within settlement areas should be based on densities and a mix of land uses which efficiently use land and resources, optimize existing and planned infrastructure and public service facilities, support active transportation, are transit-supportive and are freight supportive.

Section 4.1 provides that natural features and areas shall be protected for the long term and that the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems should be maintained, restored, or, where possible, improved, recognizing linkages between and among natural heritage features and areas.

Section 5.2 of the PPS addresses natural hazards and states that development shall generally be directed to areas outside of hazardous lands adjacent to river, stream and small inland systems which are impacted by flooding hazards and/or erosion hazards.

Official Plan

The subject lands are designated 'Low Density Residential' and 'Environmental Protection Area' according to the Land Use Plan for the Town of Ingersoll, as contained in the Official Plan.

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, semi-detached, duplex, converted dwellings, quadrplexes, townhouses, and low density cluster development.

The maximum net residential density for an individual development in Low Density Residential areas is 30 units/ha (12 units/ac) and no building shall exceed three stories in height at grade. Also, within areas of new Low Density Residential development, the minimum overall net residential density shall be 15 units/ha (6 units/ac).

The subject lands are also part of a larger special policy area, as per Section 9.2.4.4.1, which also applies to other lands in the southern portion of Ingersoll. These special policies were established through the development of the South Ingersoll Secondary Plan in 2002 and implemented via Official Plan Amendment No. 64 (OPA 64) and subsequent Ontario Municipal Board decision. The said policies implemented by OPA 64 include the following:

- The development of the area shall minimize the use of cul-de-sacs in favour of a grid pattern for local roads. In order to create distinct neighbourhood identities within the community, during the subdivision design distinctive features such as roundabouts or turning circles, landscaped boulevards, and entrance features within the road allowance will be considered.
- Before development proceeds, a flood line delineation study for Hall's Creek and Whiting Creek be undertaken by the Upper Thames River Conservation Authority and Town of Ingersoll.
- Attention shall be given to ensuring that the resulting residential development design encourages consistent street edges with windows, doorways and activities in easy view of pedestrians. Additionally, it is encouraged that houses on corner lots incorporate architectural detailing to recognize both street frontages, and that residential buildings be designed in such a way that protruding garages do not dominate the streetscape.
- A portion of a stormwater management facility may be permitted within the Environmental Protection Area designation associated with the Hall's Creek in the northeast corner of the Secondary Plan, subject to an Environmental Impact Study submitted by the proponent prepared by a qualified professional to determine:
 - that the facility can encroach into the Environmental Protection Area designation without causing negative impacts on the features and ecological functions for which the area is designated; and
 - that the facility can be located in a sensitive manner that minimizes any adverse effects on the protected features.
- A peer review of the Environmental Impact Study shall be required by the Town of Ingersoll by a qualified professional at the expense of the proponent to determine its acceptability.
- Notwithstanding the encroachment of the development into this area, these lands shall remain in the Environmental Protection Area designation.

The subject lands are located within Schedule 'I-1', Town of Ingersoll Land Use Plan north of Clarke Road and east of Hall's Creek designated "Residential" and "Environmental Protection Area" and overlain by a hatched pattern are deemed to be a special policy area, subject to the following policies pertaining to additional Environmental Impact Study and tree saving requirements:

- Prior to any site alteration within this special policy area and as a condition of development approval, an Environmental Impact Study shall be prepared in accordance with the policies of Section 3.2.6, Environmental Impact Studies, of this Plan and the following requirements, except that Subsection 3.2.6.2 shall not apply to this special policy area.

- Notwithstanding the policies of Section 3.2.6.1, the Environmental Impact Study (EIS) for this special policy area shall include lands within the Environmental Protection Area designation for the purpose of restoration of treed plantings within this area. Specifically within this area, the EIS shall address:
 - the area immediately surrounding that portion of Hall's Creek within the Environmental Protection Area designation and east of Harris Street;
 - the area within the vicinity of the stormwater management facility but excluding any lands addressed by the approved vegetation compensation plan prepared as part of the EIS for that facility; and
 - the entire Environmental Protection Area south of the stormwater management facility.
- Within the Environmental Protection Area designation, the EIS shall provide for a restoration plan consisting primarily of new trees to be planted by the development proponent. Such tree species will be native to the area and will consist of local Ontario stock.
- The restoration plan shall provide for the inter-planting of new trees where there are gaps or spaces in the existing forest cover. Within open areas, reforestation will be the focus of restoration activities.
- The restoration plan shall provide for a variety of stock sizes, anticipated to consist primarily of potted tree stock.
- The restoration plan shall provide for a maintenance and/or stewardship plan, as appropriate, for the restored forest areas.
- Notwithstanding the policies of Section 3.2.6.1, the Environmental Impact Study (EIS) for the special policy area shall also include lands within the 100 Metre Buffer adjacent to the Environmental Protection Area designation, as shown on Schedule 'I-1', Town of Ingersoll Land Use Plan. Specifically, within this area, the EIS shall address:
 - Any additional setback requirements from the Environmental Protection Area for development within the residentially designated portion of the special policy area.
 - Within the 100 Metre Buffer, the EIS shall provide for a tree saving plan and recommend, as appropriate, other tree conservation measures including, but not limited to, those listed in Section 3.2.7.1.2, Woodlots and Trees, of this Plan.
 - In accordance with the policies of Section 3.2.7.1.2, Woodlots and Trees, a tree saving plan shall be required for the balance of the special policy area designated "Residential" outside of the 100 Metre Buffer.

The Environmental Protection designation applies to significant natural features and areas. Significant natural heritage features and areas designated Environmental Protection include:

- significant wetlands;
- significant habitat of endangered species or threatened species and other significant wildlife habitat;
- fish habitat;
- significant valleylands;

- significant woodlands; and
- significant life science areas of natural and scientific interest.

Uses permitted within the Environmental Protection designation will be limited to:

- activities that create or maintain infrastructure authorized through the environmental assessment process;
- minor additions to existing buildings developed and located on existing cleared land in accordance with the appropriate Zoning By-Law;
- a building or structure that is intended for flood or erosion control or is normally associated with proper management of the natural environment as approved by the appropriate authority;
- passive recreation approved by the Town in consultation with the UTRCA; established agricultural activities on existing cleared areas;
- lot creation in agricultural areas for farming purposes in accordance with the policies of Section 3.1.4.4 and 3.1.5.4 provided that the zoning by-law or other development controls prohibit the establishment of buildings or structures within the feature;
- facilities for the production of maple syrup and honey;
- the harvesting of timber in accordance with good forestry management practices and the County's Woodland Conservation By-Law;
- use of the area for an approved wildlife, wetland or fishery management project as approved by the Conservation Authority with jurisdiction and/or the Ministry of Natural Resources; or
- use of the area for passive environmental education and research.

The policies of Section 10.3.3 – Plans of Subdivision and Condominium, provide that County and Town Council will evaluate applications for a plan of subdivision on the basis of the requirements of the Planning Act, as well as criteria including, but not limited to, the following:

- Conformity with the Official Plan;
- The availability of community services such as roads, water, storm and sanitary sewers, waste disposal, recyclable collection, public utilities, fire and police protection, parks, schools and other community facilities;
- The accommodation of Environmental Resources and the mitigation of environmental and human-made constraints;
- The reduction of any negative effects on surrounding land uses, transportation networks or significant natural features;
- The design of the plan can be integrated into adjacent developments; and
- The design of the plan is to be compatible with the natural features and topography of the site, and proposals for extensive cut and fill will be discouraged.

Town of Ingersoll Zoning By-Law

The subject lands are currently zoned 'Residential Type 1 Zone (R1)', 'Residential Type 2 Zone (R2)' and 'Open Space Zone (OS)'. No changes to the 'OS' zone are proposed as part of these applications.

An application for zone change has been requested to rezone the subject lands to 3 separate 'Special Residential Type 2 Zones (R2-sp1,2,3)' for the lots proposed for single detached dwellings, and a 'Special Residential Type 3 Zone (R3-sp)' for the lots proposed for street fronting townhouses, with a number of site-specific zoning provisions to facilitate the proposed development, including minor reductions in minimum lot area, frontage, and rear yard depth and increased lot coverage.

Agency Comments

The applications were circulated to those public agencies considered to have an interest in the proposal.

Canada Post has commented that the proposed development will be serviced by centralized mail delivery provided through Canada Post Community Mailboxes and this agency has provided a number of items to meet their service delivery requirements, which have been forwarded to the applicant and included in the conditions of draft approval.

The Thames Valley District School Board has commented that they have no objection to the applications and that any students resulting from this development would be designated to attend Royal Roads Public School. Attendance boundaries may be subject to change at such time that the Ministry of Education funding is granted for new permanent student accommodations in Ingersoll.

The Upper Thames River Conservation Authority (UTRCA) has commented that the subject lands are regulated by the UTRCA due to the presence of the riverine flooding and erosion hazard associated with the Hall Creek Drain and will require a Section 28 permit for any retrofitting of the stormwater management facilities and site grading which are to be addressed during detailed design stage and a detailed Erosion and Sediment Control Plan will also be required at this time. The applications do not propose any changes to the previously approved 'Open Space' block or Environmental Protection area and this agency is satisfied that the hazard lands are contained within this area.

The UTRCA will require all trails to be located outside of the hazard area or any trails within the hazard area will be required a Section 28 permit or letter of clearance. Overall, this agency has no objections to the applications, subject to their revised conditions.

The County Public Works Department has commented that phasing shall be to the satisfaction and approval of the Town and County.

The Owner should be aware that County Public Works fees will be required throughout the subdivision planning/development process based on the current 2025 County Fees & Charges By-Law (subject to change). Fees, as applicable, will be based upon latest fees and by-laws at time of payment and a schedule of current fees has been forwarded to the applicant.

The Town of Ingersoll Clerks Department has commented that a cash-in-lieu of parkland payment will be required in accordance with By-law 22-5227 at a rate of 5% of the appraised value of the lands.

The Town of Ingersoll Engineering Department has commented that they have reviewed the proposal and Functional Servicing Report with supporting technical documents. Town Engineering staff are generally supportive of the requested amendments and note that detailed engineering items have been or will be addressed through conditions of draft plan amendment and detailed design review. This includes but is not limited to, the continued requirement for a noise wall along the southerly portion of the subject lands, and appropriate lot grading and drainage, to the satisfaction of the Town. Technical review comments, based on review of the Functional Servicing Report, have been forwarded to the applicant to provide guidance when assembling detailed engineering drawings for submission. Staff will continue to work with the applicant to ensure the Town's requirements are satisfied.

The Southwestern Public Health Department, the Town of Ingersoll Building Department, the Town of Ingersoll Community Services Department, the Town of Ingersoll Fire Department have indicated that they have no comments with respect to the applications.

Town of Ingersoll Council

Ingersoll Town Council considered the applications at their public meeting on June 9, 2025 and recommended support of the proposed Official Plan amendment and extension and amendment to the draft plan of subdivision at their regular meeting on July 14, 2025, at which time they also approved the proposed rezoning, in principle.

One letter from the public was received in advance of the public meeting (attached to this report for Council's information) and one person spoke at the public meeting with questions regarding the future extension of Walker Road and whether there would be any changes to the design of the stormwater management facilities.

Planning Analysis

Planning staff have reviewed the application to extend and amend draft subdivision approval for the subject lands, as well as an amendment to the Official Plan and Zoning By-law, to facilitate the creation of 83 new lots for single detached dwellings and 96 lots for street fronting townhouses.

Planning staff are of the opinion that the proposal is consistent with the policy direction of the PPS, as it will aid in providing an increased mix of housing options and densities for the Town of Ingersoll to meet projected needs of current and future residents. Further, staff are of the opinion that the proposal will introduce residential densities that will efficiently utilize existing urban land, infrastructure and public service facilities within the Town. Staff are also satisfied that approval of the requested amendments will continue to be consistent with the policies of the PPS pertaining to the protection and preservation of natural features and hazard areas, as no changes are proposed to the existing environmental features on the subject lands and no new development is proposed within this feature.

With respect to the Official Plan policies, the applicant is requesting a 'Low Density Residential' designation with site specific policies to increase the maximum net residential density from 30 units/ha (12 units/ac) to 36 units/ha (15 units/ac) to facilitate the proposed number of residential dwelling units. As noted, no changes or new development is proposed for the portion of the subject lands located within the 'Environmental Protection' designation.

Planning staff are generally satisfied that the proposed increase to the maximum net residential density for the subject lands will continue to meet the intent of the Official Plan. Specifically, the development will continue to consist of low density housing forms contemplated by the Official Plan policies (i.e. single detached and street fronting townhouse dwellings) and the increased density proposed will result in a more efficient use of land and existing and planned municipal infrastructure and public service facilities.

The subject lands are located within an area that is subject to an existing site-specific Official Plan policy that applies to the entirety of the South Ingersoll Secondary Plan area, which applies to a large portion of the southerly portion of Ingersoll. Overall, staff are satisfied that the proposed subdivision design, which has not deviated substantially from the previously approved draft plan with respect to layout and road design and will continue to meet the above noted policy considerations. The recommendations from the previously submitted Environmental Study will continue to remain as conditions of approval, which include an information package for the purchasers of the lots adjacent to the lands designated 'Environmental Protection' and the implementation of the Tree Preservation and Restoration Plan, to the satisfaction of the Town. Further, Town staff have reviewed the updates to the stormwater management plan, in consultation with their consulting engineers and the Upper Thames River Conservation Authority and are satisfied that the requested increase in density can be appropriately accommodated by the existing infrastructure or required upgrades.

Planning staff are also generally supportive of the requested site-specific amendments to the Town's R1 and R2 zone provisions for the subject lands, as they will facilitate appropriate intensification and an increased range of lot sizes and dwelling types on the site, while still maintaining sufficient lot area to accommodate an appropriate building envelope. Further, as noted above, Town staff have reviewed the impact the proposed density increase will have on the stormwater management facilities and are satisfied it can be appropriately accommodated.

CONCLUSIONS

Overall, Planning staff are satisfied that the requested amendments to the Official Plan and existing draft approved Plan of Subdivision are appropriate to facilitate residential intensification on the subject lands that is in-keeping with the policy direction of the PPS and the Official Plan and can be supported from a planning perspective. Staff are further satisfied that the request for draft plan approval extension can be supported to provide the applicant, who has recently purchased the subject lands, an opportunity to fulfill the conditions of draft approval.

SIGNATURES

Report author:

Original signed by _____

Heather St. Clair, RPP, MCIP
Senior Development Planner

Departmental approval:

Original signed by _____

Paul Michiels
Director of Community Planning

Approved for submission:

Original signed by _____

Benjamin R. Addley
Chief Administrative Officer

ATTACHMENTS

- Attachment 1 – Plate 1, Location Map with Existing Zoning
- Attachment 2 – Plate 2, Aerial Map (2020)
- Attachment 3 – Plate 3, Applicant's Zoning Map
- Attachment 4 – Plate 4, Proposed Amended Draft Plan of Subdivision
- Attachment 5 – Plate 5, Approved Draft Plan of Subdivision
- Attachment 6 – Public Comments
- Attachment 7 – Amended Draft Plan Conditions
- Attachment 8 – Official Plan Amendment, OPA 342