

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

**From: Director of Community Planning**

## **Applications for Official Plan Amendment and Draft Plan of Subdivision OP 22-12-6 & SB 22-03-6 – 2862083 Ontario Inc.**

### **RECOMMENDATIONS**

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1. That Oxford County Council approve Application No. OP 22-12-6, submitted by 2862083 Ontario Inc., for lands described as Part Lot 25, Concession 1 (West Oxford), in the Town of Ingersoll to redesignate the subject lands from ‘Agricultural Reserve’ and ‘Environmental Protection’ to ‘Industrial’, ‘Environmental Protection’ and ‘Open Space’, to facilitate a proposed industrial plan of subdivision. And also, that Schedule “C-3” (County of Oxford – Settlement Strategy Plan”) is amended to identify the subject lands as “Large Urban Centre”;
2. And further, that Council approve the attached Amendment No. 289 to the County of Oxford Official Plan;
3. And further, that the necessary by-law to approve Amendment No. 289 be raised;
4. And further, that Oxford County Council grant draft approval to the proposed industrial subdivision submitted by 2862083 Ontario Inc., (SB 22-03-6) prepared by GSP Group Inc., dated May 25, 2022, for lands described as Part Lot 25, Concession 1 (West Oxford), in the Town of Ingersoll, subject to the conditions attached to this report as Schedule “A” being met prior to registration.

### **REPORT HIGHLIGHTS**

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- The intent of the Official Plan Amendment is to redesignate the subject lands from ‘Agricultural Reserve’ to ‘Industrial’ to facilitate the development of an industrial plan of subdivision that includes 4 industrial blocks, a sanitary pumping station block, a stormwater management block, an open space block as well as a new municipal road.
- The proposal is consistent with the relevant policies of the 2020 Provincial Policy Statement and supports the strategic initiatives and objectives of the County 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 impacts beyond what has been approved in the current year's budget.

## Communications

In accordance with the requirements of the Planning Act, notice of complete application regarding this proposal was provided to surrounding property owners on August 2, 2022, and a notice of public meeting was provided on November 22, 2022. At the time of writing this report, a number of comments have been submitted expressing concerns with respect to the proposed development.

A neighbouring landowner spoke at the public meeting held by the Town of Ingersoll and those comments are detailed in the report below for Council's consideration.

## Strategic Plan (2020-2022)

					
<i>WORKS WELL TOGETHER</i>	<i>WELL CONNECTED</i>	<i>SHAPES THE FUTURE</i>	<i>INFORMS &amp; ENGAGES</i>	<i>PERFORMS &amp; DELIVERS</i>	<i>POSITIVE IMPACT</i>
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## DISCUSSION

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### Background

**Owner:** 2862083 Ontario Inc.  
 15 Adi Dassler Way, Paris, ON N3L 0B9

**Agent:** GSP Group Inc. c/o Hugh Handy  
 72 Victoria Street, Kitchener, ON N2G 4Y9

**Location:**

The subject lands are described as Part Lot 25, Concession 1 (West Oxford), in the Town of Ingersoll. The lands are located on the northwest corner of Wallace Line and Robinson Road, and are known municipally as 2741714 Wallace Line.

**County of Oxford Official Plan:**

Existing:

Schedule “S-1”	Township of South-West Oxford Land Use Plan	General Agricultural & Environmental Protection
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Proposed:

Schedule “I-1”	Town of Ingersoll Land Use Plan	Industrial, Environmental Protection & Open Space
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**Town of Ingersoll Zoning By-law 04-4160:**

Existing Zoning: ‘General Agricultural Zone (A2)’ with Environmental Protection 1 Overlay and Environmental Protection 2 Overlay

Proposed Zoning: ‘General Industrial Zone (MG)’ and ‘Open Space Zone (OS)’

**Proposal:**

Applications have been received by the County of Oxford and the Town of Ingersoll for amendments to the Official Plan and Zoning By-law to facilitate the development of an industrial draft plan of subdivision comprising 4 industrial blocks, a sanitary pumping station block, a stormwater management block, an open space block and a new municipal road.

The subject lands are approximately 57.5 ha (142.1 ac.) in area, and are located at the northwest corner of Wallace Line and Robinson Road.

The majority of the subject property is currently used for agricultural purposes (cash-crop farming) and are currently occupied by a single-detached dwelling and an uninsulated barn (both to be demolished).

A portion of the subject lands are occupied by the Five Point Woods Provincially Significant Wetland (“PSW”) as a well as significant woodlands. These natural features extend along the westerly and northerly lot lines. Additionally, a small watercourse and wetland occupy an area in the northeasterly corner of the lot.

The lands were incorporated into the Town of Ingersoll from the Township of South-West Oxford on January 1, 2021, as part of a larger boundary adjustment area comprising approximately 630 gross ha (1,557 ac.).

As noted, the proposed Official Plan Amendment intends to redesignate the subject lands from 'Agricultural Reserve' to 'Industrial'. A portion of the lands are also designated 'Environmental Protection', which is to remain in place subject to minor adjustments as determined appropriate through an Environmental Impact Study.

Additionally, the proposed re-designation will be shown on Schedule "I-1" (Town of Ingersoll - Land Use Plan) as contained in the Official Plan as well as Schedule "C-3" (County of Oxford - Settlement Strategy Plan") to include the subject lands as part of the Town of Ingersoll. These lands will be reflected as a "Large Urban Centre" on the said Schedule "C-3".

The proposed industrial blocks will range in size from 0.76 ha (1.88 ha) to 22 ha (54.4 ac.). Three of the blocks are proposed to have access by way of a new municipal road while one lot will have frontage on, and access to, Wallace Line.

The main purpose of the proposed zone change is rezone that portion of the lands currently zoned 'General Agricultural Zone (A2)' to 'General Industrial Zone (MG)', with a view to implementing the above-noted land use re-designation, and also rezone a portion of the subject lands from 'General Agricultural Zone (A2)' to 'Open Space Zone (OS)' to recognize environmental features and the proposed stormwater management block.

Further, the owner is also proposing to exclude certain industrial uses that would otherwise be permitted in the 'standard' MG Zone. Specifically, a concrete batching or mixing plant, a feed or flour mill, and a grain elevator, are being excluded due to their potential to cause adverse noise impacts on neighbouring residential dwellings. The noted exclusions have been recommended in applicant's noise study.

The applicant has submitted a number of studies and reports in support of the planning applications, as follows:

- Functional Servicing Report, prepared by MTE Consultants, dated May, 2022;
- Traffic Impact Assessment, prepared by Paradigm Transportation Solutions Ltd., dated May, 2022;
- Environmental Impact Study, prepared by MTE Consultants, dated May, 2022;
- Geotechnical Investigation, prepared by MTE Consultants., dated May, 2022;
- Preliminary Hydrogeological Assessment, prepared by MTE Consultants, dated May, 2022;
- Land Use Compatibility Study (Noise), prepared by HGC Engineering Ltd., dated June, 2022;
- Stage 1-2 Archaeological Assessment, prepared by Lincoln Environmental Consulting Corp, dated June 2022; and
- Planning Justification Report, prepared by GSP Group, dated June, 2022.

A peer review of the traffic impact study was conducted by RC Spencer Associates Inc. under the direction of the Town of Ingersoll and County of Oxford. Additionally, a peer review of the EIS and Hydrogeological Assessment was conducted by the Upper Thames River Conservation Authority.

Surrounding uses include CAMI Automotive to the immediate east as well as Verspeeten Cartage and a truck transportation terminal property to the immediate south. Lands to the west and northwest are in agricultural production and located in the Township of South-West Oxford. A number of residential uses are located to the north of the subject lands.

Plate 1, Existing Zoning & Location Map, indicates the location of the subject property as well as the existing zoning in the immediate vicinity.

Plate 2, Air Photo (2020), provides an aerial view of the subject lands as of the spring of 2020.

Plate 3, Proposed Draft Plan of Subdivision, shows the layout of the proposed subdivision as prepared by the applicant.

Plate 4 - Natural Heritage Feature Setbacks, shows the extent of the natural heritage features on the subject lands in addition to the recommended building setbacks from these features.

## Comments

### 2020 Provincial Policy Statement

Section 1.1.2 of the PPS directs 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 states that Settlement Areas will be the focus of growth and development and further, Section 1.1.3.2 directs 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;
- prepare for the impacts of a climate change;

- support active transportation;
- are transit-supportive, where transit is planned, exists or may be developed; and
- are freight-supportive.

Section 1.1.3.8 of the PPS 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 directs 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.

In regard to the Environmental Protection designation on the subject lands, Section 3.1 [NATURAL HAZARDS] states:

3.1.1 Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:

- a) hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards;
- b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and
- c) hazardous sites.

Section 3.1.2 states:

3.1.2 Development and site alteration shall not be permitted within:

- a) the dynamic beach hazard;
- b) defined portions of the flooding hazard along connecting channels (the St. Marys, St. Clair, Detroit, Niagara and St. Lawrence Rivers);
- c) areas that would be rendered inaccessible to people and vehicles during times of flooding hazards, erosion hazards and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard; and
- d) a floodway regardless of whether the area of inundation contains high points of land not subject to flooding.

### Official Plan

The current designation of the subject lands is Agricultural Reserve. This application proposes to change the designation of the lands to Industrial and Environmental Protection and to also delineate the lands as part of the Large Urban Centre designation on Schedule "C-3" of the Plan.

The proposed urban boundary 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.

Section 3.1.6 of the County Official Plan directs that the consideration of an amendment to the Official Plan to permit the expansion of a settlement must be justified, having regard to the following considerations:

- the amount of land proposed for any settlement extension is justified considering population, household and labour force projections for the Area Municipality and land use density factors for the planning period of the Plan;

- any land proposed for the settlement extension is a logical expansion of the settlement;
- the land proposed for the settlement extension will not be classified Class I to III agricultural land if suitable alternative locations of less agricultural capability exist.

In addition to the foregoing, 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 public services or facilities has been demonstrated to the satisfaction of the County and Town.

Any proposed expansion of a settlement boundary must also demonstrate that the impact of the extension on existing agricultural operations in the area (i.e. livestock operations) will be minimized.

Further, any proposal to expand a settlement boundary must be consistent with the Environmental Resource policies and Cultural Heritage policies contained in Chapter 3 of the Official Plan. The extension must not conflict with the Resource Extraction policies of the Plan and must be consistent with the Growth Management policies contained in Chapter 4.

Section 9 of the County Official Plan contains policies specific to the Town of Ingersoll and provides guidance with respect to the designation of industrial lands in the Town of Ingersoll. Industrial areas include 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 Traditional Industrial designation.

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 and County Councils will require an applicant to satisfy conditions prior to final approval and registration of the draft plan. The applicant will be required to meet the conditions of the draft approval within the specified time period, failing which, draft plan approval may lapse. Additionally, to provide for the fulfillment of these conditions, and for the installation of services according to municipal standards, County and Town Councils shall require the applicant to enter into a subdivision agreement with the Town and, where necessary, the County, prior to final approval of the plan.

### Zoning By-law

The subject lands are currently zoned 'General Agricultural Zone (A2)' with Environmental Protection 1 Overlay and Environmental Protection 2 Overlay in the Township of South-West Oxford Zoning By-law. The MG zone permits a full range of industrial uses including, but not limited to, manufacturing plant, an assembly plant, a food processing plant and a warehouse.

As noted, the owner also proposes to exclude certain industrial uses that would otherwise be permitted in the MG Zone, including a concrete batching or mixing plant, a feed or flour mill and a grain elevator. The proposed zoning amendment is also intended to identify those portions of the lands that contain significant natural features and zone them accordingly to protect these areas from future development.

The subject lands are currently zoned in accordance with the provisions contained in the Township of South-West Oxford's Zoning By-law. As the lands are now within Ingersoll's municipal boundary, these lands are subject to the decisions of Town Council with respect to zoning amendments.

### Agency Comments

A number of comments have been received from various public agencies that are considered to have an interest in the proposal. These comments have been attached to this report for Council's consideration.

### Town of Ingersoll Council

Town of Ingersoll Council recommended support of the proposed Official Plan amendment and draft plan of subdivision, and approved the proposed zoning by-law amendment 'in principle', at the Town's regular meeting of January 9, 2023.

### Planning Analysis

Applications for an Official Plan amendment, draft plan of subdivision and zone change have been received to facilitate the development of an industrial plan of subdivision comprising 4 industrial blocks, a sanitary pumping station block, a stormwater management block, an open space block and a new municipal road. The details regarding the noted applications have been outlined previously in this report.

*Municipal Comprehensive Review*

The lands were incorporated into the Town of Ingersoll from the Township of South-West Oxford on January 1, 2021, as part of a larger boundary adjustment area comprising approximately 630 gross ha (1,557 ac.).

The review the applications was undertaken utilizing the County's most recent Vacant Land Supply Inventory for Oxford and Ingersoll (2019) and the Oxford County Phase 1 Comprehensive Review (prepared by Hemson Consulting), which was adopted by County Council in April 2020, and provided population forecasts and settlement area land need for the Town and County over a 20-year planning horizon. Specifically, the Hemson study identified a need for additional employment lands in the Town of Ingersoll to meet its projected 20-year land need supply.

The Vacant Land Inventory indicated that Ingersoll's total vacant developable land supply in 2019 for industrial use was 62 ha (153.2 ac.). Planning staff conducted further review based on building permits issued to December 31, 2020 and suggest that net land supply for industrial lands has decreased to 11 ha (27.2 ac.). Further, the Hemson study estimated that based on the employment growth forecast for the 2019 to 2039 planning period, the total estimated land need for industrial purposes in Ingersoll was 109 gross ha (269.3 ac.).

Since the Hemson study was conducted, the PPS was amended to direct municipalities to ensure that sufficient land is made available to accommodate a planning horizon of up to 25 years (2021-2046). As such, estimates prepared by Community Planning based on the forecasts and land need methodology that was used by Hemson Consulting, have determined that a total gross area of 185 ha (457.1 ac.) of land designated for employment purposes is required to accommodate the forecasted growth in Ingersoll for the next 25 years. The subject application proposes to add a total gross area of 57.5 ha (142.1 ac.) to the Town's Settlement Area for employment purposes.

Further, recent site plan approvals for industrial sites have taken place within the Town that, once constructed, would further reduce the Town's industrial land supply. The specific amount of additional industrial land that will be required by the Town for the current planning period will be further reviewed and confirmed through the Town's current secondary planning process. Notwithstanding this, it is clear that the Town's current land need is more than sufficient to support the designation of the subject lands for industrial employment purposes from a land need perspective.

With respect to the consideration of appropriate directions for growth, the applicant has submitted a Planning Justification Report (PJR) which concludes that there are no reasonable alternative areas for Ingersoll's growth or alternative locations of less agricultural capability. Further, it was also noted that there are no reasonable alternative locations for the proposed development within the currently designated areas of the Town of Ingersoll.

The subject lands comprise prime agricultural lands which are identified predominantly of Class 1 and Class 2 soils. These lands are cultivated for agricultural purposes with common field crops. No specialty crop lands were identified within the study area. The agricultural assessment further noted that the agricultural land within and surrounding the Town is nearly all Class 1 and 2 land and as such are identified as prime agricultural lands as per the PPS. As there are no lands within the Town limits or in the immediate surroundings that have lower soil capability for agriculture,

there are no reasonable alternatives for future expansion that would avoid prime agricultural land and no alternatives on prime agricultural land of a lower soil capability rating.

While lands to the north and northwest of the Town are identified as having significant aggregate resources (primarily limestone), no aggregate resources are identified on the lands and existing natural heritage features will be protected from proposed development through appropriate land use designations, zoning and the imposition of appropriate conditions of draft approval.

As noted, the subject property is part of a larger area that was annexed into the Town for primarily industrial purposes as a logical extension of existing industrial uses in the immediate area, including CAMI Automotive, Verspeeten Cartage and a vacant truck transportation terminal (the latter two of which are within the Township of South-West Oxford). While no specific development concepts have been generated as part of the secondary plan exercise at this time, initial review of the noted annexed lands has identified opportunities for industrial development for the lands on the north side of Highway 401.

When considering the use of lands for employment purposes in areas where sensitive lands uses exist or may be planned, the PPS requires that such use must be considered in the context of the Ministry of Environment, Conservation and Parks's Guidelines (D-1, "Land Use Compatibility" and D-6 "Compatibility Between Industrial Facilities and Sensitive Land Uses"). The noted guidelines were prepared by the province to minimize adverse effects between industrial and sensitive (i.e. residential) land uses when considering land use approvals under the Planning Act. These guidelines contain recommended separation distances and implementation of mitigation measures based on the results of technical studies in this regard.

The recommended minimum separation distances between noise generators and noise sensitive uses detailed in these guidelines are 20 m (65.6 ft.) for Class I (light) industry, 70 m (229.7 ft.) for Class II (medium) industry and 300 m (984.3 ft.) for Class III (heavy) industry. Further, the potential zone of influence associated with these industrial classes is 70 m (229.7 ft.) for light industry, 300 m (984.3 ft.) for medium industry and 1,000 m (3,280.8 ft.) for heavy industry.

That said, it is noted that CAMI Automotive, a Class III industry, is located to the immediate east. The western portion of the CAMI lands are within the secondary plan study area, with the intent of designating these lands for employment purposes to be consistent with the current designation of CAMI lands that were within the former Town municipal boundary. Further, the western portion of the CAMI lands are currently designated Future Urban Growth in the Official Plan with the stated intent (as per the Official Plan) that the lands will be designated for industrial purposes.

Additionally, the Verspeeten Cartage and another truck transportation terminal, both being Class II industries are within the Township of South-West Oxford and are reflected in the Official Plan through special policies that enable the use of the lands for truck transportation terminal purposes. As such, these industries create a considerable zone of influence on surrounding lands, including the subject property.

As a result, the proposed use of the property for industrial purposes is considered to be compatible with uses in the immediate area and are also viewed as a logical extension of the Town's existing settlement boundary.

Through a review of the availability of existing or planned municipal services and infrastructure it was concluded that the subject lands can be suitably serviced. The functional servicing design that has been prepared in support of this proposal indicates that servicing the subject lands in advance of the completion of the broader secondary planning exercise will not impact the logical extension of servicing for the remainder of the lands subject to the recent boundary adjustment.

While the above-noted secondary planning process has not yet been completed, staff are of the opinion that the above information provides adequate justification (together with the analysis that is contained in this report) with respect to the development proposed by the Official Plan and Zoning By-law amendments subject of this report, as well as the proposed plan of subdivision. As noted, the applicant has completed studies that address both the specific development of the subject lands as well as the how the said development will be tied into the broader secondary plan area.

As noted above, through the on-going secondary plan exercise a number opportunities for industrial use have been identified for the lands on the north side of Highway 401 (which includes the subject lands) that fall within the study area, including:

- close access to Highway 401 via Ingersoll Street;
- some visibility from Highway 401;
- proximity to existing employment areas;
- CAMI plant provides anchor for employment area;
- proximity to arterial roads (Ingersoll Street & King Street) and collector roads (Wallace Line & Thomas Street);
- existing sanitary sewers in area provide opportunities for connection;
- water well and treatment facilities in close proximity; and
- Ingersoll Wastewater Treatment Plant located on west side of Town.

Accordingly, it is anticipated that the proposal would be generally in-keeping with the anticipated recommendations of the secondary plan and does not preclude the logical development of lands within the study area for similar purposes.

Further, the 2020 Hemson study cited earlier in this report recommended the Town should immediately begin to consider actions that may need to be undertaken to maintain a 20-year supply of designated industrial land and also that the County and Area Municipalities should continue to explore opportunities to expand their inventory of shovel ready industrial land and take actions necessary to help ensure a 20-year supply of designated industrial land. The subject proposal is viewed as contributing towards the Town of Ingersoll's supply of employment lands.

#### *Agricultural Assessment*

The planning justification prepared by the applicant detailed that no reasonable alternative locations exist for the proposed development within the Town, either within the Town's boundaries as they existed prior to the 2020 boundary adjustment, or within those areas adjacent to the former boundaries designated "Future Urban Growth", as shown on Schedule "S-1" to the County's Official Plan.

The subject lands are comprised of prime agricultural lands and are identified as Class 1 and 2 soils and are currently cultivated for agricultural purposes with common field crops.

According to the PPS, 2020, the term “specialty crop area” refers to an area that has been designated as such according to Provincial guidelines. These areas are predominantly used for the growing of crops “such as tender fruits (peaches, cherries, plums), grapes, other fruit crops, vegetable crops, greenhouse crops, and crops from agriculturally developed organic soil.”

The review completed by the applicant concluded that the subject property is located in an area that does not constitute a specialty crop area.

As part of the agricultural assessment, the consultant identified all existing agricultural livestock operations surrounding the subject lands. Existing agricultural operations are primarily located to the west and south, within the Township of South-West Oxford. The closest is located on the parcel adjacent to the west (dairy operation). Approximate measurements based on aerial photographs indicate that the barn on this property is located approximately 480 m (1,574.8 ft.) from the westerly corner of the subject property, which is occupied by the wetland/woodlot features, and is approximately 750 m (2,460.6 ft.) from the nearest developable portion of the subject lands.

An MDS I calculation was completed where the information could be obtained. The analysis indicated that the livestock operation requires a significant setback. Since the farm is located outside of the Town’s Settlement Area, the MDS Guidelines require that the calculated setback doubles in distance requirement between a livestock barn and the boundary of the settlement. With a doubling distance, an MDS arc encroaches into the subject property, specifically, into that area containing the existing natural heritage features. It is therefore not anticipated that the development of the subject lands for industrial purposes will have significant impact on the existing livestock operation to the west.

The applicant’s report also noted that other livestock operations exist to the southwest of the subject lands. That said, the transport trucking operation to the immediate south (within the Township of South West-Oxford) is located in nearer proximity to these livestock operations than the subject lands. As a result, it is not expected that the proposed industrial development will have any additional undue impacts on those agricultural operations located to the south.

#### *Natural Heritage Assessment*

As noted previously, an Environmental Impact Study (EIS) and follow up addendum were undertaken by the applicant and subsequently reviewed by the Upper Thames River Conservation Authority (UTRCA), being the Conservation Authority having jurisdiction in this matter. The results of the EIS were incorporated in the land use plan and recommended policies for the proposed development. Further, these recommendations can be implemented through the site specific zoning and conditions of draft plan approval. For Council’s information, in addition to reviewing the completed EIS (and subsequent addendum), the UTRCA also assisted in determining the terms of reference for the EIS.

The EIS notes that the proposed development has been designed to avoid direct impacts on significant natural heritage features within and adjacent to the subject property by incorporating a 30 m (98.4 ft.) setback from the Provincially Significant Wetland (PSW) identified on Plate 4 of this report, and a 10 m (32.8 ft.) setback from the surveyed dripline of the significant woodland. These setback areas will be included in the amending Zoning By-law required to implement the findings of the EIS and provide an enhanced naturalized buffer between the proposed development and the adjacent natural features.

The implementation of the mitigation measures recommended in the report are anticipated to generate no significant impacts on groundwater infiltration or discharge to natural features. The detailed design of the stormwater management facility on Block 6 should incorporate mitigation measures to attenuate thermal impacts from stormwater discharge, as recommended by the EIS.

The UTRCA has indicated that the applications can be supported subject to a number of conditions of draft plan approval that require revisions to the EIS and the Preliminary Functional Servicing Report (FSR). Staff are satisfied that the revisions noted above will not impact the design of the proposed plan of subdivision or other matters related to the designation of the lands for employment purposes.

#### Infrastructure Assessment

The Functional Servicing Report (FSR) prepared in support of the proposal identified both an interim and long-term servicing strategy (pending the completion of the aforementioned secondary plan/servicing strategy) as well as a proposed approach to stormwater management.

The FSR found that the proposed development can be adequately serviced in the interim utilizing the existing sanitary forcemain along Wallace Line and the existing watermain feed from Robinson Road. The proposed stormwater management strategy will provide adequate attenuation of storm events from the two-year event up to the 250-year event, with adequate water quality control being provided for the subject lands and external contributing areas. Water balance can be achieved by directing roof run-off to block-level infiltration measures.

As an interim approach to servicing the development (relative to the completion of the secondary plan/servicing strategy and final design of the servicing throughout the area), the applicant will be responsible for the costs of the constructing of the sewage pumping station and forcemain connection and will continue to own this infrastructure, however the facility will be operated by the County of Oxford Public Works Department. This arrangement will be implemented via the subdivision agreement that will be required for this development.

#### Traffic Assessment

A Transportation Impact Assessment (TIA), was prepared to identify and assess potential impacts from the proposed development on traffic conditions in the surrounding area in accordance with the County of Oxford's Traffic Impact Study Guidelines and MTO's Traffic Impact Study Guidelines.

The TIA included the evaluation of five intersections (Wallace Line and Robinson Road; Thompson Road and Ingersoll Road; Thomas Street and Ingersoll Street; Culloden Road and Ingersoll Street / Highway 401 North Ramp Terminal; and Culloden Road and Highway 401 South Ramp Terminal), as well as access intersections on Robinson Road and Wallace Line.

Background traffic conditions were estimated for the year of development opening (2030), as well as for five years and ten years after opening (2035 and 2040, respectively). The TIA concluded that all intersections within the study area were forecast to operate at acceptable levels of service for the background traffic conditions. Certain measures are recommended to address effects on eastbound left and right turns at Ingersoll Road and Thompson Road and effects on eastbound right-turn movement at Culloden Road and Ingersoll Street/Highway 401 North Ramp Terminal. Further, the TIA determined that proposed access intersections for the proposed development are projected to operate at satisfactory levels of service under future traffic conditions.

The Town and County's peer review consultant indicated that they concur with the TIA's conclusions and recommendations.

#### Land Use Compatibility Study (Noise) Assessment

A noise compatibility study was conducted to assess the compatibility of the proposed industrial development with respect to noise impacts on nearby sensitive (predominantly residential) uses.

The report detailed that the existence of residential dwellings to the southwest and northeast of the subject lands present potential compatibility issues with future industrial uses, and generally preclude the development of heavy (Class III) industrial uses, which require a minimum 300 metre (985 ft) separation distance from existing sensitive uses.

Further, the report made the following recommendations:

- The proposed zoning not permit Class III industrial uses on the subject lands, with the possible exception of Block 3;
- The proposed zoning restrict the use of any land within the 70 m (229.7 ft.) required setback to non-noise producing uses, such as parking areas and landscape buffers. This recommendation primarily affects the northwesterly portion of Block 4, as well as a small portion of Block 2.)
- Further noise study assessments be undertaken (through future site plan applications), for any Class II industrial uses proposed on either Block 2 or Block 4 to demonstrate that the actual zone of influence from their operations can be reduced to the minimum required setback of 70 m (229.7 ft.).

#### Cultural Heritage and Archaeological Assessments

The Cultural Heritage Assessment Report provided a review of built heritage resources and cultural heritage landscapes as well as potential Aboriginal interests to address the cultural heritage policies of the PPS and the County Official Plan. In addition, a Stage 1 and Stage 2 Archaeological Assessment was completed and was submitted to the Ministry of Heritage, Sport, Tourism and Culture (MHSTC).

The Stage 2 assessment identified no archaeological resources within the assessed portion of the property. In compliance with legislative requirements, all works within the subdivision are to be restricted to those areas of the subject property that have been archaeologically assessed and cleared by the MHSTC through the acceptance of the assessment report.

*Proposed Official Plan Amendment*

It is the opinion of Planning staff that the reports completed by the applicant satisfy the comprehensive review requirements of the PPS as it pertains to the expansion of settlement boundaries.

This office is also of the opinion that the proposed amendment to the Official Plan generally supports the relevant strategic initiatives, objectives and policies of the Official Plan as they pertain to settlement expansions and the designation of additional Industrial lands within the Town of Ingersoll.

The draft Official Plan amendment attached to this report has been prepared in accordance with the findings of the studies and addresses those matters pertaining to land use, natural heritage, transportation, municipal servicing and stormwater management, as set out in the background reports. This office is satisfied that the entirety of the lands, can be redesignated to be included in the Town's Settlement Area.

*Draft Plan of Subdivision*

With regard to the policies of Section 10.3 of the Official Plan [PLANS OF SUBDIVISION AND CONDOMINIUM], which require the developer to address a series of standard review criteria concerning the adequacy of servicing, environmental impacts, transportation networks and integration with surrounding developments, staff note that through a review of the submission and comments provided by the relevant agencies, requirements to implement the development can be satisfactorily addressed through the inclusion of appropriate conditions of draft approval.

The proposed draft plan of subdivision will provide for the orderly, efficient, and appropriate development of the subject lands by identifying the blocks associated with each land use, by establishing a right-of-way for the new municipal road, and by providing an easement for the overland stormwater management corridor through Block 1.

The proposed draft plan will facilitate industrial development that is considered to be compatible with, and complementary to, existing development in the area. In Planning staff's opinion, the proposed industrial development accommodates growth and contributes to the supply of employment lands within the Town.

As noted, the applicant completed a traffic study in support of the planning applications. The study concluded that the intersections within the study area operate at acceptable levels of service in all future scenarios and the proposed development does not pose any adverse effects on traffic operations. The study was peer reviewed by RC Spenser Assoc. Ltd., (retained by the Town and County) and concurred with the conclusions and recommendations of the traffic study. The study conclusions and noted peer review are supported by both Town Engineering and County Public Works.



The draft plan proposes a Street 'A' that extends northward from Robinson Road, which will function as a collector road within the proposed development.

The EIS made a number of recommendations in terms of setbacks and buffering from the natural features that have been incorporated into the design of the subdivision. Nonetheless, Planning staff recommend that a condition be applied that requires the recommendations of the study be implemented to the satisfaction of the UTRCA and Town of Ingersoll.

The draft plan identifies that Block 6 of the plan will function as a SWM block while Block 7 will contain the significant heritage features identified in the completed EIS.

Town staff have indicated that the Town would accept parkland to be dedicated to the Town, as enabled under the parkland provisions in the *Planning Act*.

Additionally, further evaluation of the servicing and detailed grading/stormwater management of each individual block will be undertaken at the time of site plan approval of each individual block to the satisfaction of the Town and County Public Works. Also, additional noise studies will be conducted at the time of site plan approval for any industrial uses considered to be of a Class II nature to determine their actual influence area and that acceptable sound levels can be achieved at nearby residences by showing compliance with MECP Guideline limits.

### Zoning

The purpose of the application for zone change is to rezone the subject lands from 'General Agricultural Zone (A2)' with Environmental Protection 1 Overlay and Environmental Protection 2 Overlay to 'General Industrial Zone (MG)' and 'Open Space Zone (OS)'. The proposed industrial zones will include special provisions as has been described previously in this report.

The range of frontages of the blocks are proposed to be between approximately 94 m (308.4 ft.) and 332.7 m (1,091.5 ft.) while the areas are to range from 0.76 ha (1.9 ac.) to 22 ha (54.4 ac.). That said, it appears that each of the proposed blocks meet the MG zone provisions with respect to the lot area, lot frontage and lot depth.

In light of the recommendations from the EIS and in particular the significance of the environmental features contained in Block 7, Planning staff have recommended to the Town that special provisions be incorporated to reflect the proposed building setback in the MG-special zone from Block 7.

Additionally, as per the applicant's noise study, it has also been recommended that the zoning exclude a concrete batching or mixing plant, a feed or flour mill, and a grain elevator, due to their potential to cause adverse noise impacts on neighbouring residential dwellings. And, as per comments from the Town's Economic Development Department, it is also recommended that a minimum lot coverage of 10% be included in the zoning and further, that a cartage, express or truck transportation terminal not be permitted in the zoning.

Staff are satisfied that the requested zoning provisions are appropriate to implement the proposed development and reflect the recommendations from the supporting studies submitted in conjunction with the planning applications.

Public Comment

A neighbouring land owner made representation at the Town's public meeting held on December 12, 2022, questioning the impacts of the proposed development on groundwater supply and how it may impact private wells, and also how noise impacts from industrial development may impact the adjacent properties.

In regard to these comments, it was confirmed at the meeting that the proposed development will be serviced via the municipal water supply and as a result, the anticipated impacts to private wells in the vicinity will be minimal.

Further, it was noted that the noise study submitted with the applications identified certain industrial uses that should be prohibited from the development and also, that as specific uses are proposed for each block, additional noise studies should be prepared as part of the Town's site plan review process to identify any potential mitigation that may be required to properly attenuate noise from the industrial use relative to surrounding residential land uses.

**Conclusions**

The amount of land proposed for development is consistent with the requirements of the proposed industrial uses, and is also consistent with the parcel sizes of nearby industrial properties. At the same time, the proposed development concept sets aside appropriate amounts of land to accommodate stormwater management facilities and to provide for the protection and preservation of significant natural heritage features.

In light of the foregoing, Planning staff are satisfied that the proposed Official Plan amendment and draft plan of subdivision are consistent with the policies of the PPS, support the strategic initiatives and objectives of the Official Plan and can be given favourable consideration, subject to the attached conditions of draft approval.

**SIGNATURES**

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**Report Author:**

Original Signed By  
Ron Versteegen, MCIP, RPP  
Senior Planner

**Departmental Approval:**

Original Signed By  
Gordon K. Hough, RPP  
Director of Community Planning

**Approved for submission:**

Original Signed By \_\_\_\_\_  
Benjamin R. Addley  
Interim Chief Administrative Officer

**ATTACHMENTS**

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- Attachment 1 - Plate 1, Existing Zoning & Location Map
- Attachment 2 - Plate 2, Air Photo (2020)
- Attachment 3 - Plate 3. Proposed Draft Plan of Subdivision
- Attachment 4 - Plate 4, Natural Heritage Feature Setbacks
- Attachment 5 - Agency Comments
- Attachment 6 - Conditions of Draft Approval
- Attachment 7 - Official Plan Amendment No. 289