

To: Mayor and Members of Town of Ingersoll Council

From: Heather St. Clair, Senior Development Planner, Community Planning

Application for Zone Change ZN6-25-06 – 1000460409 Ontario Inc. Supplementary Report

REPORT HIGHLIGHTS

- The application for zone change has been requested to amend the existing 'Special Entrepreneurial Zone (EC-7)' provisions to facilitate an addition to an existing apartment building on the subject lands. The proposed addition would add 33 apartment dwelling units to the existing 54 apartment dwelling units on the property, for a total of 87 apartment dwelling units on the subject lands, together with an amendment to the existing parking area.
- Special provisions to facilitate the proposal include reductions to the front yard depth (off Ann Street), a reduction to the minimum parking requirements, including a reduction to visitor parking and a provision to permit a height of 14 m (45.9 ft).
- Planning staff are supportive of the request as the proposal is generally consistent with the policy direction of the Provincial Planning Statement regarding residential intensification within designated settlement areas, as well as the policy direction of the Official Plan for lands designated 'Entrepreneurial District'.

DISCUSSION

Background

OWNER: 1000460409 Ontario Inc.
3852 Finch Avenue East, Suite 306, Toronto ON, M1T 3T9

APPLICANT: Siv-ik Planning and Design Inc. c/o Dan Murphy
258 Richmond Street, London ON, N6B 2H7

LOCATION:

The subject lands are described as Lots 7-10, Part Lot 100, Block 13, Plan 279, in the Town of Ingersoll. The subject lands are located on the west side of Thames Street South, lying north of Ann Street, and are municipally known as 210 Thames Street South, Ingersoll.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule "I-1"

Town of Ingersoll
Land Use Plan

Entrepreneurial District

TOWN OF INGERSOLL ZONING BY-LAW 04-4160:

Existing Zoning:

'Special Entrepreneurial Zone (EC-7)'

Proposed Zoning:

Amended 'Special Entrepreneurial Zone (EC-7)'

PROPOSAL:

The application for zone change has been submitted to facilitate an addition to an existing 3 storey residential apartment building containing 54 residential dwelling units. The proposed 4 storey addition would facilitate the creation of 33 new residential apartment dwelling units, for a total of 87 residential apartment dwelling units on the subject lands. It is proposed that the said addition will be located on the south side of the existing building and an expansion to the existing parking area is also proposed to accommodate the addition.

Special provisions to the 'EC-7' zoning have been requested to facilitate the proposal, as follows:

- a reduction from the front yard depth (off Ann Street), from 6 m (19.6 ft) to 3 m (9.8 ft);
- an increase to the maximum height allowance from 11 m (36 ft) to 14 m (45.9 ft);
- a reduction to the minimum parking provisions from 1.5 spaces per unit to 1.2 spaces per unit, inclusive of barrier free parking;
- a reduction to the minimum visitor parking provisions from 10% to 5%.

In support of the proposal, the applicant has submitted a Planning Justification Report, a Traffic Impact Study and a Site Servicing Feasibility Design Brief. If approved, site plan approval will be required prior to the issuance of a building permit to ensure that all design details are appropriately addressed, including considerations such as site functionality, landscaping and lighting, garbage removal, and stormwater management.

The subject lands contain the existing apartment building which was built in approximately 1921 as a public school (Victory Memorial Public School) and converted to the existing residential use in approximately 2017. The subject lands are approximately 1.02 ha (2.5 ac) in size, with approximately 46.4 m (152.2 ft) of frontage on Ann Street and an exterior lot line of approximately 80 m (262.5 ft) along Thames Street South. Surrounding land uses predominately consist of low density residential uses to the south and west, and a range of uses to the north and east including a church, a high density residential building, a bank, a restaurant and other commercial uses in the Central Business District to the north.

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

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

Plate 3, Applicant's Concept Sketch, illustrates the layout of the existing development on the subject lands, as well as the proposed addition and revised parking arrangement, as submitted by the applicant.

Plate 4, Preliminary Massing Model, provides a conceptual rendering of how the proposed addition will be integrated with surrounding land uses, as provided by the applicant.

Application Review

2024 PROVINCIAL PLANNING STATEMENT (PPS)

The Provincial Planning Statement is a policy statement issued under Section 3 of the Planning Act that came into effect on October 20, 2024. In respect of the exercise of any authority that affects a planning matter, Section 3 of the Planning Act requires that decisions affecting planning matters shall be consistent with policies statements issued under the Act. The following outlines the key PPS policies that have been considered, but it is not 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.

OFFICIAL PLAN

The subject property is designated 'Entrepreneurial District' in the Official Plan. Under the policies of Section 9.3.2.3.2 – Entrepreneurial District, it is intended that development within this district will result in a mixture of commercial and business, together with residential land uses, using the existing building stock and suitable redevelopment sites. Consideration may be given to the development of new Low, Medium, and High Density Residential Uses, business, professional

and administrative offices and minor institutional uses in the Entrepreneurial District in existing buildings or on vacant or underutilized sites. It is the intent of the Official Plan that such uses be located in existing buildings within the Entrepreneurial District in order to preserve and maintain the character of this area through renovation and recycling of buildings. Town Council may give consideration to the development of new Low, Medium and High Density Residential uses in this district if they are satisfied that the existing buildings is not of any architectural significance to merit renovation.

The policies of Section 9.3.2.3.2.1 – Policies for Conversion of Existing Buildings, provides review criteria for the conversion of existing buildings within the Entrepreneurial District. The review criteria includes:

- expansions (including building additions and parking area expansions) are considered based upon the proposed use and will be designed and oriented in such a manner as to blend into the existing residential character of the neighbourhood. In order to ensure that the use does not have an adverse effect on the residential character of the area, Town Council shall establish minimum lot coverage and parking provisions in the Zoning By-law;
- adequate access and parking and driveway facilities are available to accommodate the proposed use without impacting nearby residential uses. Town Council may establish reduced or altered standards for driveways, loading and parking areas and may consider flexible parking arrangements such as off-site parking or other similar measures provided that such measures do not affect nearby residential uses or interfere with the functionality of the site. In order to minimize traffic disruption on major roads, new access points will generally be discouraged;
- appropriate buffering measures are incorporated into the development to minimize potential incompatibilities with adjacent residential uses;
- existing municipal services and community facilities shall be adequate to accommodate the development;
- adequate off-street parking is provided.

Section 9.3.2.2.3 – Residential Function for the Central Area, supports increasing the residential population living within and in the vicinity of the Central Area by permitting Medium and High Density Residential development throughout the Central Area, and further supports residential intensification.

ZONING BY-LAW

The subject lands are zoned 'Special Entrepreneurial Zone (EC-7)' in the Town's Zoning By-law. This site specific zoning was established in 2016 to facilitate the conversion of the former public school to an apartment building. In addition to an apartment dwelling, the 'EC-7' zone permits the entire range of uses permitted in the 'EC' zone, which includes a range of residential uses as well as a wide range of commercial and office uses.

The site specific provisions for the 'EC-7' zone include the following;

- an exterior side yard width (off Thames Street) of 6.4 m (20.9 ft);
- a rear yard setback of 1.2 m (3.9 ft);
- a setback to the centreline of Thames Street of 16.4 m (53 ft);
- a minimum lot area requirement of 110 m² (1,184.1 ft²) per unit;
- a maximum lot coverage allowance of 40% lot area;
- a minimum landscaped open space requirement of 30% lot area;
- a minimum gross floor area per dwelling unit of 55 m² (592 ft²), and;
- a minimum amenity area of 40 m² (430 ft²) per unit.

The applicant is now looking to add an addition to the existing apartment building to facilitate the creation of 33 new residential apartment dwelling units. Special provisions have been requested to the 'EC-7' zone and Table 19.2.1 – Parking Standards as follows:

- a reduction from the front yard depth (off Ann Street), from 6 m (19.6 ft) to 3 m (9.8 ft);
- an increase to the maximum height allowance from 11 m (36 ft) to 14 m (45.9 ft);
- a reduction to the minimum parking provisions from 1.5 spaces per unit to 1.2 spaces per unit, inclusive of barrier free parking;
- a reduction to the minimum visitor parking provisions from 10% to 5%.

The requested parking provisions would result in the following parking arrangement:

- 1.2 spaces per unit x 87 dwelling units = 105 parking spaces, 5 of which would be barrier free;
- 5% of 105 parking spaces = 6 visitor parking spaces.

It is noted that the existing 'EC-7' zoning, together with Tables 11.2A and 11.2B does not have specific interior side yard setbacks for an apartment dwelling, with the 'EC-7' site specific zoning relying on setbacks as they currently exist. The applicant is proposing an interior side yard setback for the proposed addition of 5.5 m (18 ft) on the east side of the proposed addition. While this is larger than the existing setback of 1.6 m (5.2 ft) to the interior side yard, staff are recommending that the proposed 5.5 m (18 ft) be included in the amending Zoning By-law to ensure this setback is maintained.

AGENCY COMMENTS

Southwestern Public Health has commented that they are in support of proposal as it will add additional housing in proximity to local parks and trails which provides health benefits and the site is located in close proximity to the downtown, which will provide local amenities that are accessible through active transportation.

The County of Oxford Public Works Department has indicated that they have no comments regarding the application for rezoning, however as part of the application process for site plan approval, the applicant should address the following in their detailed Functional Servicing Report:

- maximum day and peak hour factors should use Table 3-1 from the Ministry of Environment, Conservation and Parks Guidelines. This would be 2.0 and 3.0 respectively for this system.
- the fire flow calculations will need to be confirmed, and confirmation be provided regarding the construction of a firewall separating the proposed addition from the existing building.

The County of Oxford By-law Compliance Officer of Backflow Prevention commented that the proposed development will be subject to the Backflow Prevention By-law.

The Town of Ingersoll Clerks Department has indicated that the Town will require the applicant to provide compensation for five parking spaces in accordance with the provisions of the Town's Cash in-lieu of Parking By-law, 21-5133.

The Town of Ingersoll Engineering Department indicated that they have no concerns with the requested zone change, but noted that, if approved, the following items would be required as part of site plan approval:

1. Lot Grading, Drainage and Storm Servicing, Landscape, Tree Removal/Replacement, Erosion/Sediment Control drawings will be required;

2. The Stormwater Management Brief is to be provided to identify required/proposed storage volumes and elevations, required/proposed release rates, and corresponding orifice sizes/elevations due to the increase of impervious area for this application;
3. Undertake a review and analysis of the intersection of Thames Street and Canterbury Street to determine if an all-way stop is warranted at this intersection. The analysis is to include background and future traffic volumes generated from this application;
4. Geotechnical investigation will be required to provide proposed pavement structure to support required vehicles. I.e. Light duty/heavy duty vehicles;
5. Provide snow storage locations on the site grading/servicing plans as well as the site plan;
6. Proposed garbage collection locations are to be screened such that they will be visually discreet from residents of the site, the public and neighbouring property owners;
7. Provide photometric/lighting plan, to ensure no light will trespass from the development onto adjacent properties.

The Upper Thames River Conservation Authority and the Town of Ingersoll Building Department have indicated they have no concerns with the application.

PUBLIC CONSULTATION:

Notice of complete application regarding the proposal and notice of public meeting were provided to surrounding property owners in accordance with the requirements of the Planning Act on October 23, 2025 and November 18, 2025 and a public meeting of Town Council was held on December 8, 2025 at which time a number of comments were provided by the public. Summarized these concerns include:

- The displacement of residents during construction;
- Who will be the target rental market;
- Loss of privacy for neighbours;
- Shadowing impacts and loss of sunlight;
- Traffic concerns and parking congestions from local uses in the area;
- Loss of community character (proposed height and scale is not consistent with existing development in the area);
- Pedestrian safety;
- New development will cause strain on existing infrastructure;
- Construction disruption;
- Requirements for landscaping, buffering and streetscape enhancements along Ann Street;
- Does the proposal include an elevator and how are accessibility issues and emergency evacuations handled and have lower-rise designs been considered;
- How will garbage and recycling be addressed;
- How will snow removal be addressed;
- Concerns around existing hot water issues with the building;
- Loss of existing amenity area for the residents;
- Loss of property value for existing neighbours;
- Existing intersection issues at Canterbury and Thames Street South will get worse;
- Addition should be located along the frontage of Thames Street South.

PLANNING ANALYSIS:

Planning staff have reviewed the proposal under the policy direction of both the Provincial Planning Statement and the Official Plan and are generally satisfied that the requested

amendments to facilitate a residential apartment addition can be considered appropriate in this instance.

With respect to the PPS, staff are of the opinion that the proposed addition to facilitate 33 additional residential dwelling units will provide an increased range and mix of housing options for the Town to assist in meeting the social, health, economic and wellbeing needs of current and future residents and further that the proposal represents appropriate residential intensification, which is consistent with the policies of Section 2.2. Further, staff are of the opinion that the proposed addition will be an efficient use of existing land and municipal resources that will optimize existing and planned infrastructure and public service facilities, particularly given the location of the subject lands in proximity to the downtown core, being accessible to many of the Town's existing public service facilities.

The subject lands are designated 'Entrepreneurial District' in the Official Plan, which is intended to facilitate a mixture of commercial, professional business and residential land uses within the central area, while maintaining the character of the area through the renovation and recycling of buildings.

While it is noted that the former Victory Memorial Public School is not subject to a formal heritage designation, it is a building that holds historical and cultural significance for the Town. Planning staff are of the opinion that the proposed expansion of the existing historical building complies with the policy direction of the Official Plan for lands designated 'Entrepreneurial District' as the proposed expansion, which will be located on the south side of the existing building will maintain the existing historic façade along Thames Street South and will be of an appropriate scale to blend with the existing character of the neighbourhood, particularly when taking into consideration existing high density residential uses and institutional uses in the immediate area.

The applicant has requested an increase to the maximum permitted height allowance of the 'EC-7' zone from 11 m (36 ft) to 14 m (45.9 ft) and a reduction to the front yard depth from 6 m (19.6 ft) to 3 m (9.8 ft) to facilitate the proposed number of new dwelling units, while minimizing the lot coverage on the subject lands to provide the necessary space for on-site parking and private amenity areas. Planning staff are of the opinion that this requested height increase will continue to be consistent with the existing scale of development within the immediate area, and the greater Central Area, which includes many existing mid-rise buildings. Further, staff are of the opinion that the requested 3 m (9.8 ft) of additional height is not anticipated to have a negative impact on existing land uses in the area or to result in inappropriate massing that would result in the development feeling overwhelming to the existing streetscape.

Staff are also of the opinion that the requested reduction to the front yard depth will have minimal impact on the continuity of the streetscape on the north side of Ann Street, particularly as the proposed addition will be setback further than the existing structure to the immediate east and staff will ensure that sufficient landscaping is provided between the proposed addition and the front yard area. The applicant has submitted a massing model to demonstrate how the proposed development will integrate into the existing area without dominating the area or resulting in over-development of the site, which is shown on Plate 4.

The applicant has also provided a shadow analysis, which illustrates how shadowing will occur during key times of the year (spring/fall equinox and summer/winter solstice). While it is noted that shadowing impacts are shown on the existing single detached dwelling to the immediate east, this is limited to mainly late afternoon during the winter solstice timeframe, whereas all other shadowing appears to be largely located directly on-site.

Planning staff are also satisfied that sufficient consideration has been given to the proposed parking arrangement and that the requested reduction to parking can be considered appropriate in this instance. The applicants are proposing a reduction to the current parking requirements from 1.5 spaces per dwelling unit to 1.2 spaces per unit, inclusive of barrier free parking, and a reduction to the minimum visitor parking requirement from 10% to 5% to establish a total of 112 parking spaces on the site, comprised of:

- 101 parking spaces dedicated to the general resident population;
- 5 spaces dedicated to accessible barrier free parking and;
- 6 spaces dedicated to visitor parking.

The applicant has provided a Traffic Impact Report and Parking Memo prepared by engineers specializing in traffic operations and road safety to support the requested parking reduction that outlines peak parking demands based on the Institute of Transportation Engineers Parking Generation Manual, however it is noted that a number of additional factors are to be considered when establishing parking rates for zoning, beyond strictly the peak parking demands provided by the ITE Parking Generation Manual. Such considerations include the location of development and access to local services and amenities, together with access to public transit and other available public parking options in the immediate area.

Taking this into consideration, Planning staff are generally supportive of the requested reduction to parking in this instance. Given the location of the subject lands, which is in direct proximity to the vast majority of business offices and commercial uses within the Town, the subject lands are well situated to provide pedestrian and bicycle access to many of these services without reliance on personal vehicles. Further, the recent Downtown Parking Study (draft) completed by Paradigm Transportation Solutions, reviewed the existing parking supply and demand in the downtown area and concluded that there is a sufficient supply of parking in the downtown area and that there is ample capacity to accommodate additional parking demands, which would be available to off-set the requested reduction to the visitor space requirements without resulting in the requirement to pave additional greenspace in the Central Area.

As noted, the applicant has requested that the designated accessible parking be included in the overall parking calculation in order to achieve the overall parking scenario of 112 parking spaces (five of which would be designated as accessible parking, in accordance with Table 5.19.3 of the Zoning By-law). The Town Clerks Department has requested that five of the reduced parking spaces be compensated in accordance with the Town's Cash In-Lieu of Parking By-law. Based on this, Planning staff are recommending that rather than establishing a site-specific provision to include accessible parking in the overall parking ratio of 1.2 spaces per unit, the additional five spaces could be compensated through the Cash In-Lieu of Parking By-law at the time of site plan approval, at which time the applicant would pay the cash in-lieu cost for up to five spaces to off-set the remainder of the parking spaces to achieve the desired parking scenario.

While it is noted that parking was listed as a concern from the neighbouring property owners, these concerns were largely related to existing on-street parking issues created by local businesses and institutional uses during their peak business hours, and overall staff are of the opinion that sufficient parking to serve the proposed development will be provided on-site and any existing parking issues in the area should be addressed through the Town's By-law enforcement procedures to lesson any impact from these existing uses on the adjacent neighbours.

Additional concerns regarding traffic were raised with respect to the safety of the existing intersection at Thames Street South and Ann Street/Canterbury Street. The TIS was drafted using trip generation and distribution estimates calculated in accordance with the Institute of Transportation Engineers manual and estimates that the proposed residential development will

generate a total of 11 trips (3 entering and 8 existing) in the weekday morning peak hour and a total of 12 trips (7 entering and 5 existing) during the weekday afternoon peak hour from Ann Street, which in the opinion of the report would result in a nominal impact on area traffic operations. Further to this, the Town Engineering Department has requested that a review and analysis of this intersection be undertaken to determine if an all-way stop is warranted, which would occur at the time of site plan approval, to the satisfaction of the Town.

Concerns provided at the public meeting also included strain on existing infrastructure and how details such as lighting, garbage collection and snow storage would be accommodated. The applicant has provided a site servicing feasibility design brief to provide a water and sanitary servicing strategy for the development which has been reviewed by the Oxford County Public Works Department, who have indicated they have no concerns with the proposal from a servicing perspective. Further review of the proposed services, including review of lighting, garbage collection and snow storage will be undertaken as part of the detailed site plan approval process.

One concern was raised over the loss of amenity space for the residents of the building. To address this concern the applicant has provided clarification as to where amenity spaces would be relocated to, stating that seating areas and garden spaces will be provided to the immediate west of the building (shown as 'Common Amenity Area on the site sketch) and the applicant has indicated that 49 m² (527.4 ft²) of amenity space per dwelling unit will be provided which exceeds the minimum amenity area requirement of the zoning for 40 m² (430.5 ft²)

In light of the foregoing, Planning staff are of the opinion that the proposed amendment is consistent with the policy direction of the PPS respecting residential infill and intensification, and is in-keeping with the Official Plan policies for lands designated 'Entrepreneurial District' as it will result in additional residential development within the Central Area. As such, staff are satisfied that the requested amendment can be supported from a planning perspective.

RECOMMENDATION

It is recommended that Council of the Town of Ingersoll approve the zone change application submitted by Siv-ik Planning and Design Inc. (1000460409 Ontario Inc.), for the lands described as Lots 7-10, Part Lot 100, Block 13, Plan 279, being municipally known as 210 Thames Street, to amend the existing 'Special Entrepreneurial Zone (EC-7)' to facilitate an 33 dwelling unit addition, with additional site-specific provisions for height, front yard depth and parking.

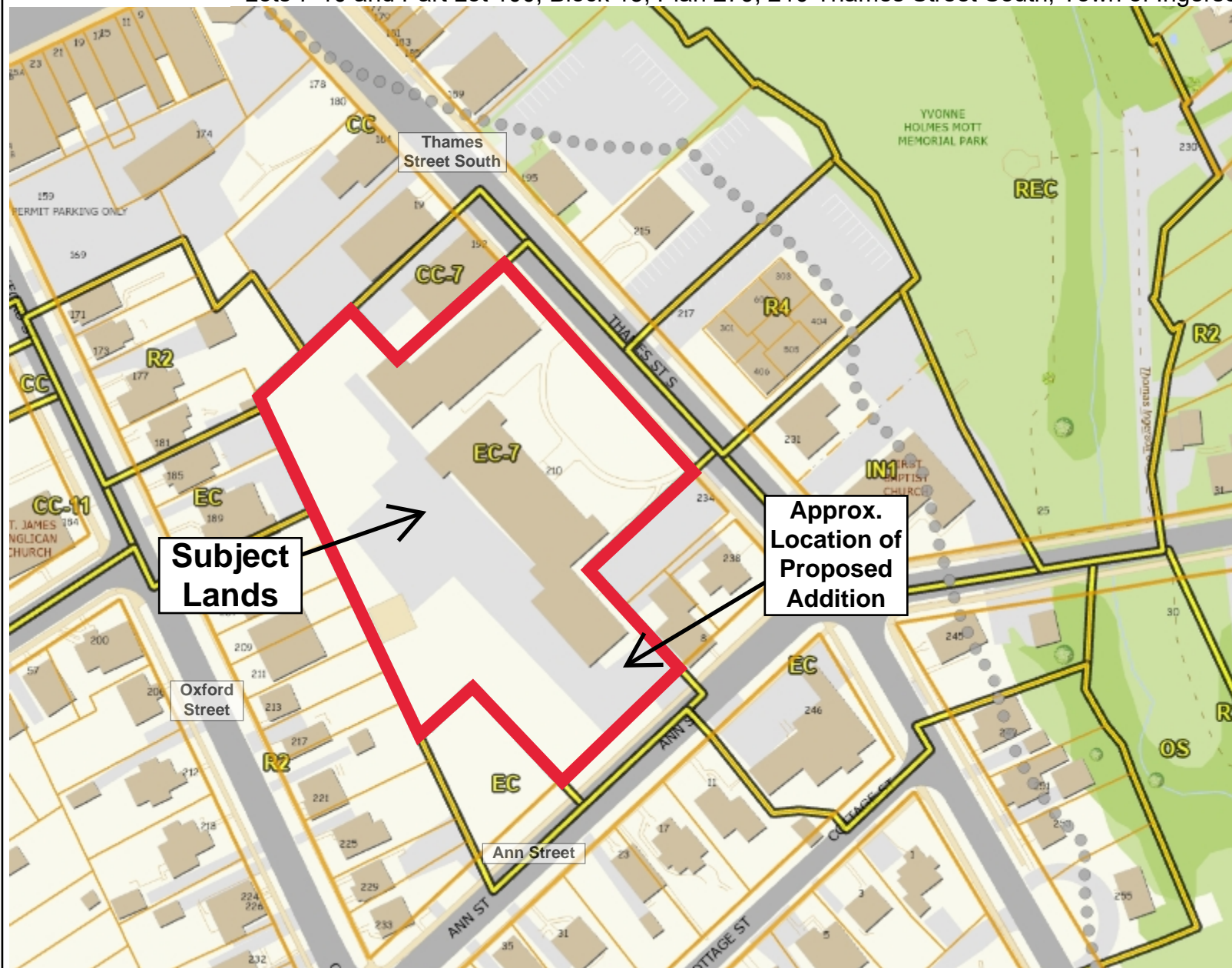
SIGNATURES

Authored by: *'original signed by'*

Heather St. Clair, MCIP, RPP
Senior Development Planner

Approved for submission: *'original signed by'*

Eric Gilbert, MCIP, RPP
Manager of Development Planning



Legend

- Parcel Lines**
 - Property Boundary
 - Assessment Boundary
 - Unit
 - Road
 - Municipal Boundary
- Zoning Floodlines**
 - Regulation Limit
 - 100 Year Flood Line
 - 30 Metre Setback
 - Conservation Authority Regulation Limit
 - Regulatory Flood And Fill Lines
- Land Use Zoning (Displays 1:16000 to 1:500)**

Notes



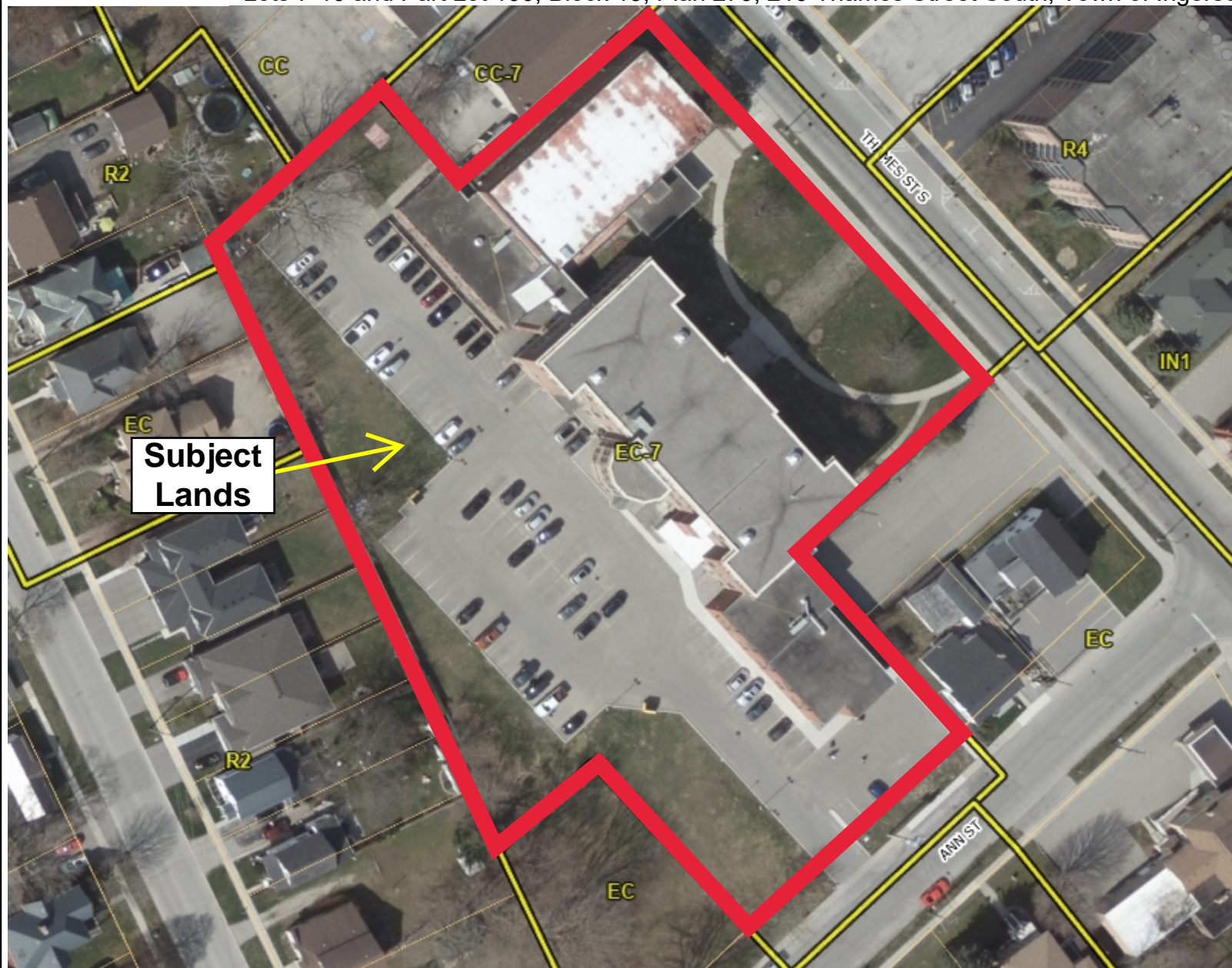
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NAD_1983_UTM_Zone_17N



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October 20, 2025



**Subject
Lands**

Legend

- Zoning Floodlines
Regulation Limit
- 100 Year Flood Line
 - ▲ 30 Metre Setback
 - Conservation Authority Regulation Limit
 - Regulatory Flood And Fill Lines
 - Land Use Zoning (Displays 1:16000 to 1:500)

Notes



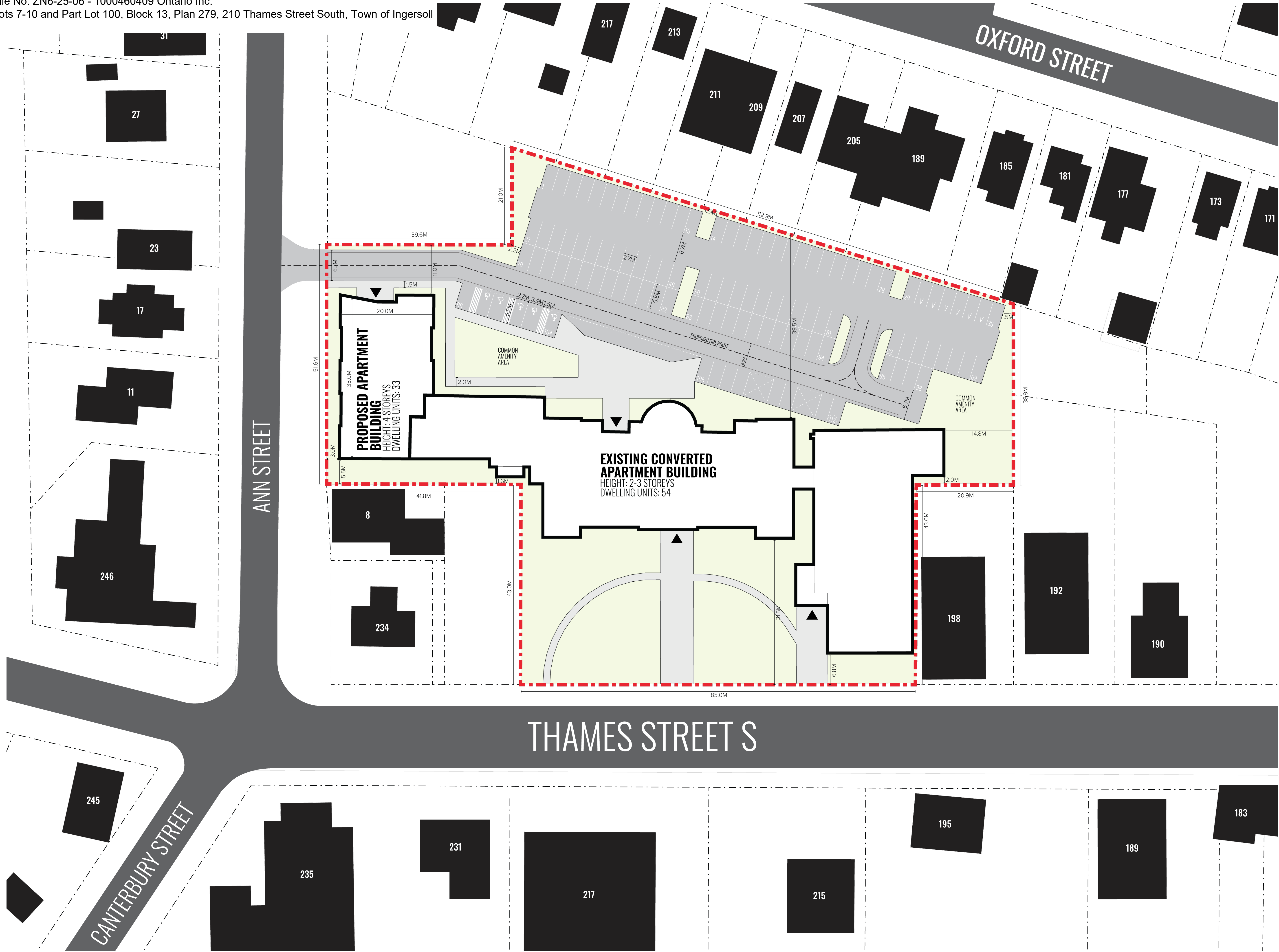
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NAD_1983_UTM_Zone_17N



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November 27, 2025



CONCEPT PLAN

PROJECT SITE
210 Thames Street South, Ingersoll ON

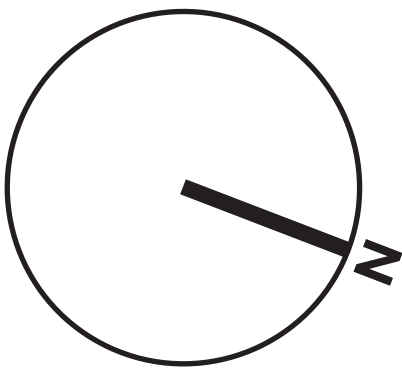


SITE DATA

Regulations	Required	Proposed
Permitted Uses:	See subsection 11.1	Apartment Building
Lot Area:	110m ² (min.)	11,800m ²
Lot Frontage:	20.0m (min.)	51.6m
Front Yard Depth:	16.4m from Thames Street Centreline (min.)	16.4m (existing)
Interior Side Yard Depth:	1.2m (min.)	North: 0.0m (existing) West: 11.0m
Exterior Side Yard Depth:	6.4m (min.)	3.0m*
Rear Yard Depth:	1.2m (min.)	North: 14.8m (existing)
Landscaped Open Space:	30% (min.)	31.7%
Lot Coverage:	40% (max.)	29.3%
Height:	11.0m (max.)	14.0m*
Parking:	111 spaces	105 spaces
Visitor Parking:	11 spaces	6 spaces
Dwelling Unit Area:	55m ² per unit (min.)	135m ² per unit
Amenity Space:	40m ² per unit (min.)	49m ² per unit

* - Requires Special Provision

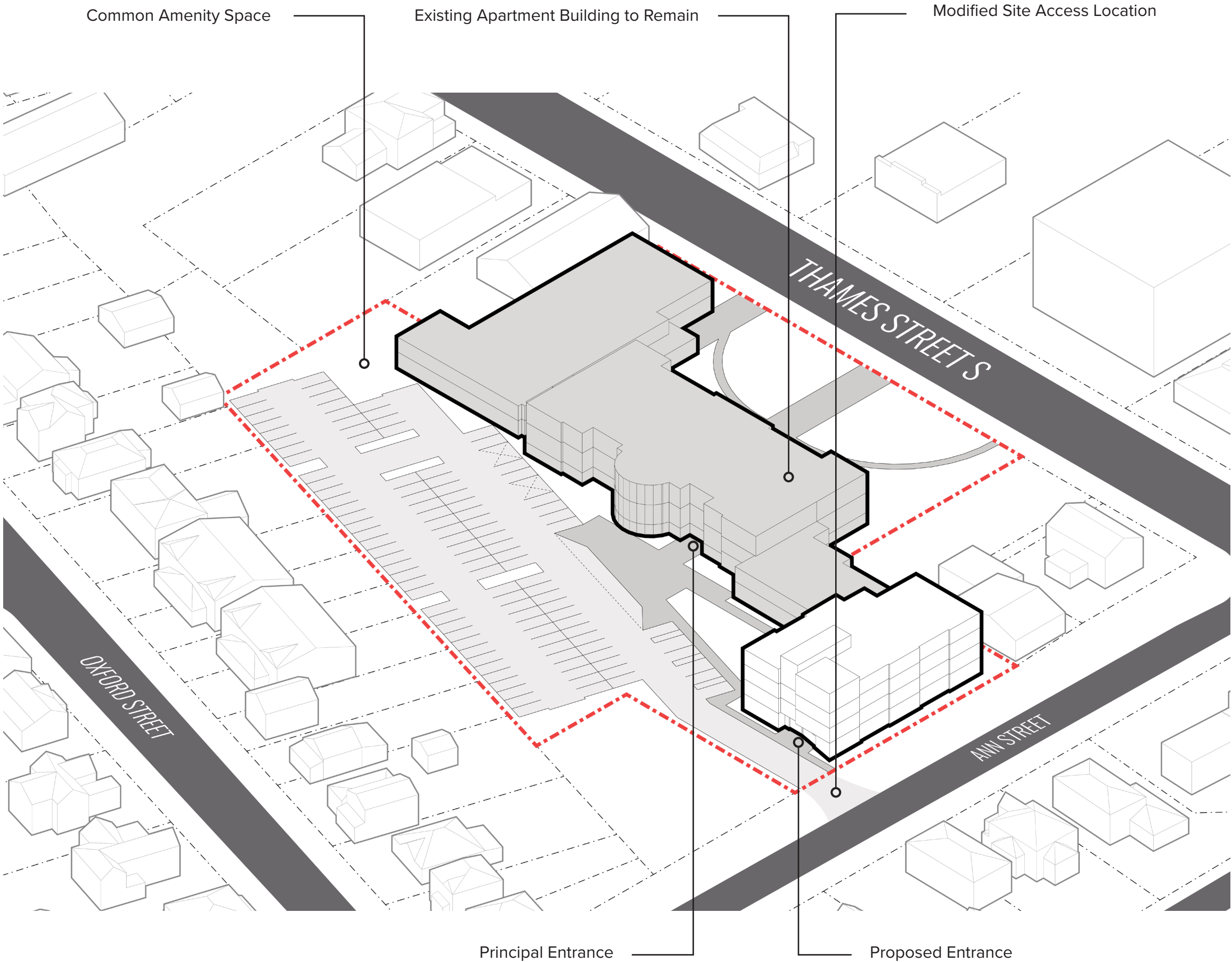
Client:	1000460409 Ontario Inc.
Date:	11.28.2025
Drawn By:	C. Taylor
Plan Scale:	nts
File No:	210ts
Version	2.1



[siv-ik] PLANNING DESIGN

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PRELIMINARY MASSING MODEL

PROJECT SITE
210 Thames Street South, Ingersoll ON

Client:	1000460409 Ontario Inc.
Date:	09.26.2025
Drawn By:	C. Taylor
Plan Scale:	nts
File No:	210ts
Version	2.0

[siv-ik]

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