



To: The Mayor and Members of Town of Ingersoll Council

From: Gordon Hough, Director, Community Planning

## **Applications for Official Plan Amendment & Zone Change OP16-08-6; ZN6-16-09 – Sifton Properties Limited**

### **REPORT HIGHLIGHTS**

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- Applications have been received by the Town of Ingersoll and the County of Oxford to amend the Official Plan and the Town's Zoning By-law to facilitate the development of a 4-storey apartment building with up to 110 units on the subject lands.
- The Official Plan amendment (OPA) proposes to redesignate the lands from 'Medium Density Residential' to 'Community Facility' to permit the noted use. The applicant also proposes to rezone the lands from 'Special Residential Type 3 Zone (R3-24)(H)' to 'Special Major Institutional Zone (IN2-sp)' to implement the proposed OPA. The proposed zoning will also include a special provision to recognize the height of the proposed retirement home.

### **DISCUSSION**

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#### **BACKGROUND**

APPLICANT: Sifton Properties Limited  
195 Dufferin Ave  
London, ON N6A 1K7

LOCATION:

The subject lands are described as Block 65, Plan 41M-309 in the Town of Ingersoll. The lands are located on the west side of Hollingshead Road, north of Clarke Road East.



Section 1.1.3.3 further directs that planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where it can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs. Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form while avoiding or mitigating risks to public health and safety.

Section 1.4.3 of the PPS directs that planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

- establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households;
- permitting and facilitating all forms of residential intensification and redevelopment and all forms of housing required to meet the social, health and well-being requirements of current and future residents;
- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available;
- promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities and support the use of active transportation; and
- establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Section 1.6.6.2 also states that intensification and redevelopment within settlement areas on existing municipal sewage and water services should be promoted, wherever feasible.

#### OFFICIAL PLAN

The subject lands are currently designated 'Medium Density Residential' according to the Town of Ingersoll Residential Density Plan, as contained in the Official Plan. Medium Density Residential (MDR) areas are those lands that are primarily developed or planned for low to medium profile multiple-unit development that exceeds densities established for Low Density Residential areas. Residential uses within MDR areas include townhouses, medium density cluster development, converted dwellings and low-rise apartments.

Prior to the consideration of a proposal to redesignate any MDR area identified in the Official Plan for any other purpose, Town and County Councils will be satisfied that the Town has adequate MDR land supplies relative to expected growth. In general, proposals to redesignate land identified MDR for low density residential use will be discouraged.

The Community Facilities designation is intended to provide for large scale institutional, cultural and recreational uses which serve residents throughout the Town. These facilities, by reason of their size and scale, or the range of activities and functions which occur on site, attract large numbers of people on a regular basis and constitute major centres of activity in the Town. The nature of these uses requires sensitive integration to minimize potential effects of community facilities on adjacent land uses.

Permitted uses within the Community Facilities designation include hospitals, major recreation facilities, large cultural facilities, religious institutions, larger scale nursing homes and rest homes with 20 or more beds and homes for the aged, fairgrounds, cemeteries, funeral homes, chronic

care facilities which provide continuous medical supervision to patients, facilities utilized primarily by service clubs, trade unions and community cultural groups, continuum-of-care developments which provide a range of accommodations from independent residential units to chronic care facilities within the same complex, emergency shelters and similar types of community-oriented uses. A limited range of ancillary uses which are associated with and which serve the needs of the principal facility and do not detract from the function of the area may also be permitted. The range of uses permitted on any individual site may be limited where Council is of the opinion that such limitations are appropriate.

In recognition of the difficulties associated with attempting to predict land requirements for institutional uses, the Official Plan includes policies to guide the evaluation of proposals for new and expanding Community Facilities designations. Such proposals will be evaluated according to the following criteria:

- Community Facilities will generally be located on an arterial or collector road;
- The compatibility of the proposed development with surrounding land uses, having regard to the proposed height, setbacks, parking requirements and location, site coverage, the bulk, scale and layout of buildings, and the ability to implement planned future land uses in the area;
- The potential effect of traffic from the proposed use on the public road system and surrounding land uses, as well as any necessary functional transportation improvements required to support the use;
- The availability of utilities and sewer and water facilities to service the site; and
- The effect of the proposed use on environmental resources and how the use may be affected by environmental constraints, in accordance with the relevant policies of the Official Plan.

To assist Town and County Councils in evaluating an Official Plan amendment application to expand or establish a new Community Facilities designation, the application will be accompanied by an acceptable site plan and any studies necessary to assist in the evaluation of these criteria.

With respect to noise, vibration and safety, the Town of Ingersoll and the County recognize that there may be noise or vibration affecting noise sensitive land uses (i.e. residential development) located in proximity to industrial uses, major roads, railways and airports. The objective of this policy is to prevent or minimize the encroachment of noise sensitive land use upon industrial land use and vice versa. Noise sensitive land use and industrial land use are considered to be incompatible. Consequently, the Official Plan incorporates provincial criteria regarding noise level objectives and may require studies addressing the measurement, analysis and mitigation of noise or vibration effects prior to, or as a condition of development.

In addition to the foregoing, the area south of the subject lands (i.e. south of Clarke Road) are subject to specific policies related to existing and planned industrial and commercial development. Specifically, these policies recognize the existence of the All Treat facility located south of the subject lands and directs that any future residential development and/or new commercial development which includes sensitive land uses within 300 m (984 feet) of the said facility, shall be subject to the submission and approval of studies in accordance with the relevant policies of the Plan, which will establish separation distances from the All Treat property. A separation distance of at least 70 m (230 ft) shall be required and the noted studies will establish any mitigation measures to be implemented through development approvals required for residential uses within the 300 m potential influence area associated with the existing industrial areas/facilities and sensitive uses within the Service Commercial lands located west of Harris Street and south of Clarke Road.

### ZONING BY-LAW

The subject lands are currently zoned 'Special Residential Type 3 Zone (R3-24) according to the Town's Zoning By-law which permits a range of medium density-type housing forms. The lands are also subject to an "H" holding zone which requires the owner of the lands to undertake a noise attenuation study to the satisfaction of the Town prior to the development of the lands. The holding provision also requires that the owner enter into an agreement or agreements with the Town or other appropriate authority, in accordance with the relevant sections of the Planning Act, regarding the implementation of the recommendations of any noise attenuation study, including any financial responsibilities.

For Council's information, the above-noted zoning was approved by Town Council in 2010 and subsequently approved by the Ontario Municipal Board in February 2012.

The applicant proposes to rezone the subject lands to Community Facility to permit a retirement home on the lands which will accommodate up to 110 units. The applicant is requesting a special provision to allow the said retirement home to be up to four-storeys in height.

### AGENCY COMMENTS

The applications for Official Plan amendment and Zone Change were circulated to those agencies that were considered to have an interest in the proposal. The following comments were received:

The Town of Ingersoll Engineering Department indicated that they had no concerns with the applications, but did note that Hollingshead Road from Chamberlain to Clarke Road must be constructed to Town standards before occupancy of the retirement residence will be permitted. Until that time, the road must be maintained to a standard that will support fire protection.

Ingersoll Fire & Emergency Services, County Public Works and the Ontario Provincial Police indicated that they have no comments or concerns regarding this application.

Canada Post indicated that multi-unit buildings and complexes (residential and commercial) with a common lobby, common indoor or sheltered space, require a centralized lock box assembly which is to be provided by, installed and maintained by the developer/owner. Buildings with 100 units or more require a rear loading lock box assembly with dedicated secure mail room. If there is no common indoor area, mail will be delivered via Community Mailbox.

### PUBLIC CONSULTATION

Notice of the applications for Official Plan Amendment and Zone Change were provided in accordance with the requirements of the Planning Act on January 12, 2017 and August 22, 2017. As of the date of this report was completed, staff had received one letter of concern. This letter has been attached for Council's consideration.

### **Planning Analysis**

The Town and County have received applications to amend the Official Plan and the Town's Zoning By-law to facilitate the development of a retirement residence comprising four storeys and up to 110 units/suites.

As noted, the subject lands are currently designated 'Medium Density Residential'. The policies of the Official Plan direct that prior to considering any proposal to redesignate medium density lands, Town and County Council must be assured that the Town has adequate medium density land supplies relative to expected growth.

Based on the most recent residential land supply estimates (December 2016), Ingersoll's demand for townhouse/multiple dwellings (non-apartment) is 185 units over a 20 year period. It is estimated that the removal of the subject lands from the Medium Density designation will reduce the overall supply of townhouse-type units in Ingersoll by approximately 42 units, however, the total supply of units is estimated to be 240. As such, the redesignation of the lands to permit the development of a retirement residence will not compromise the 20 year supply of units relative to the expected demand.

Planning staff are of the opinion that the proposed use of the subject lands is generally consistent with the Provincial Policy Statement. The development of the lands for residential-oriented institutional use promotes an appropriate land use mix and the efficient use of land and infrastructure within a settlement area. Further, while the proposed use of the lands is oriented to providing accommodation and service to persons of retirement age, the development does promote intensification and adds to the Town's mix and tenure of housing forms.

With respect to the Official Plan, staff are of the opinion that the proposal to redesignate the subject lands from 'Medium Density Residential' to 'Community Facility' is appropriate and generally maintains the intent and purpose of the Plan. The retirement home proposed by the applicant is of a scale envisioned by the Community Facility designation. Based on site plans provided by the applicant in support of the retirement home development, the proposed use is considered to be compatible with surrounding uses. The lands to the northwest and west of the subject lands include a woodland (owned by the Town) and an elementary school, which includes a recreational field between the proposed retirement home building and the school structure. The lands to the south and east are designated for future service commercial use. The lands to the immediate north, on Hollingshead Road, are designated for low density residential use (i.e. single-detached dwellings), however, staff are satisfied that the subject lands are of sufficient size to allow for the placement of buildings and parking areas in a manner that maximizes buffering between the proposed retirement residence and the residential areas to the north and northeast.

The proposed development has direct access to Hollingshead Road, which, while not yet constructed, is identified as a collector road on the Town's Transportation Plan (as contained in the Official Plan). Neither the Town's Engineering Department or the County Public Works Department indicated any concern regarding traffic or the need for road improvements to facilitate the proposed use and it is the opinion of Planning staff that the nature and scale of the proposed retirement residence on the lands will not have any significant impacts on traffic movement in the area beyond what would be expected for any multi-unit residential development permitted by the current Zoning.

Staff are also of the opinion that the proposed use will be adequately served by utilities, sewer and water facilities and the proposed redesignation of the lands will have no impact on environmental resources.

Regarding potential environmental constraints, while there are no natural features in the vicinity of the subject lands that would be affected by this proposal, the lands are located approximately 125 m (410 ft) north of a large industrial operation that is primarily involved in the processing of soybeans (All Treat Commodities).

The current zoning of the lands (R3-24) was established in 2010 and includes a holding provision that requires the owner to undertake a noise attenuation study prior to the development of the lands, to the satisfaction of the Town. This requirement would have been determined via a noise feasibility assessment and the noted holding provision established to ensure that a more detailed noise assessment was completed prior to development.

The owner has prepared an updated noise attenuation study in support of the proposed amendments to the Official Plan and Zoning By-law to permit the retirement residence. The findings of the said study can be summarized as follows:

- The subject lands are affected by two noise sources; road traffic noise generated from Clarke Road, and to lesser extent, Harris Street and Highway 401, and stationary noise primarily generated by All Treat Commodities and located approximately 125 m (410 ft) south of the subject lands.
- With respect to road traffic noise, the study indicates that the minimum non-acoustical construction methods of the Ontario Building Code for exterior wall and window construction are predicted to be acceptable to meet Ministry of Environment and Climate Change (MOECC) noise guideline requirements.
- With respect to traffic noise, the proposed building will require centralized air conditioning duct system to be installed at the time of construction.
- With respect to traffic noise, sound barriers are not required for the outdoor amenity area proposed for the retirement residence and warning clauses in offers of purchase and sale would not appear to be required as the predicted noise levels generated from traffic sources fall within acceptable limits.
- Regarding stationary noise generated by All Treat Commodities, the daytime and evening façade receptor sound levels (as per the MOECC guidelines) are met at the nearest façade of the proposed retirement residence, however, the nighttime (between 11:00 pm and 7:00 am) sound level limits are exceeded at the retirement residence facade.

In summary, the above-noted points indicate that the proposed retirement home meets the applicable guideline limits for both road and stationary noise, with the exception of the nighttime levels at the building façade from the nearby stationary source, being All Treat. The study further indicates that the proximity of the proposed building to the All Treat facility is such that it may not be possible to meet the MOECC noise guideline requirements through mitigation and recommends that the site could be designated a 'Class 4 Area' under the guidelines.

For information, the newest version of the MOECC (NPC-300 – released in 2013) has introduced the concept of a 'Class 4 Area' which may be applied to areas that would otherwise be defined as 'Class 1' (as is the proposed retirement home and/or any residential use that would be permitted under the current R3-24 Zone). The designation of an area as 'Class 4' allows for a less stringent standard at the receptor of a noise sensitive use, such as the proposed retirement residence.

The application of the 'Class 4' designation is intended to be applied to those areas which:

- are intended for development with new noise sensitive land uses that are not yet built;
- are in proximity to existing, lawfully established stationary sources: and

- have been formally confirmed from a land use planning authority through the land use planning process.

While the 'Class 4' designation would allow for a less stringent standard that would affect both the stationary noise source and the proposed retirement residence, staff are of the opinion that employing this designation should be considered carefully by the Town with a view to the potential impacts on not only the subject lands and All Treat, but the effects on future industrial and/or commercial development going forward, including those industrial lands that are adjacent to the All Treat facility and owned by the Town of Ingersoll.

The applicant's noise study has been reviewed by a consultant retained by the Town and County and it has been determined that generally, the said noise study has been completed in accordance with the MOECC guidelines and Official Plan policies and has employed methodologies typically utilized for such studies. However, the peer review has also indicated that there is information regarding noise source data from All Treat that should be either confirmed or updated from the 'original' studies conducted for previous applications in 2010/2011.

Further, at such time as all of the information regarding noise source data is reviewed and the peer review is completed, staff will be in a better position to determine the best method(s) of incorporating future noise mitigation requirements (i.e. Official Plan policies, Zoning By-law provisions, site plan or other development agreements) for Council's consideration. As such, it is the opinion of this office that the Town and the applicant would be well served by deferring any decisions and/or recommendations on these applications for one month.

## **RECOMMENDATIONS**

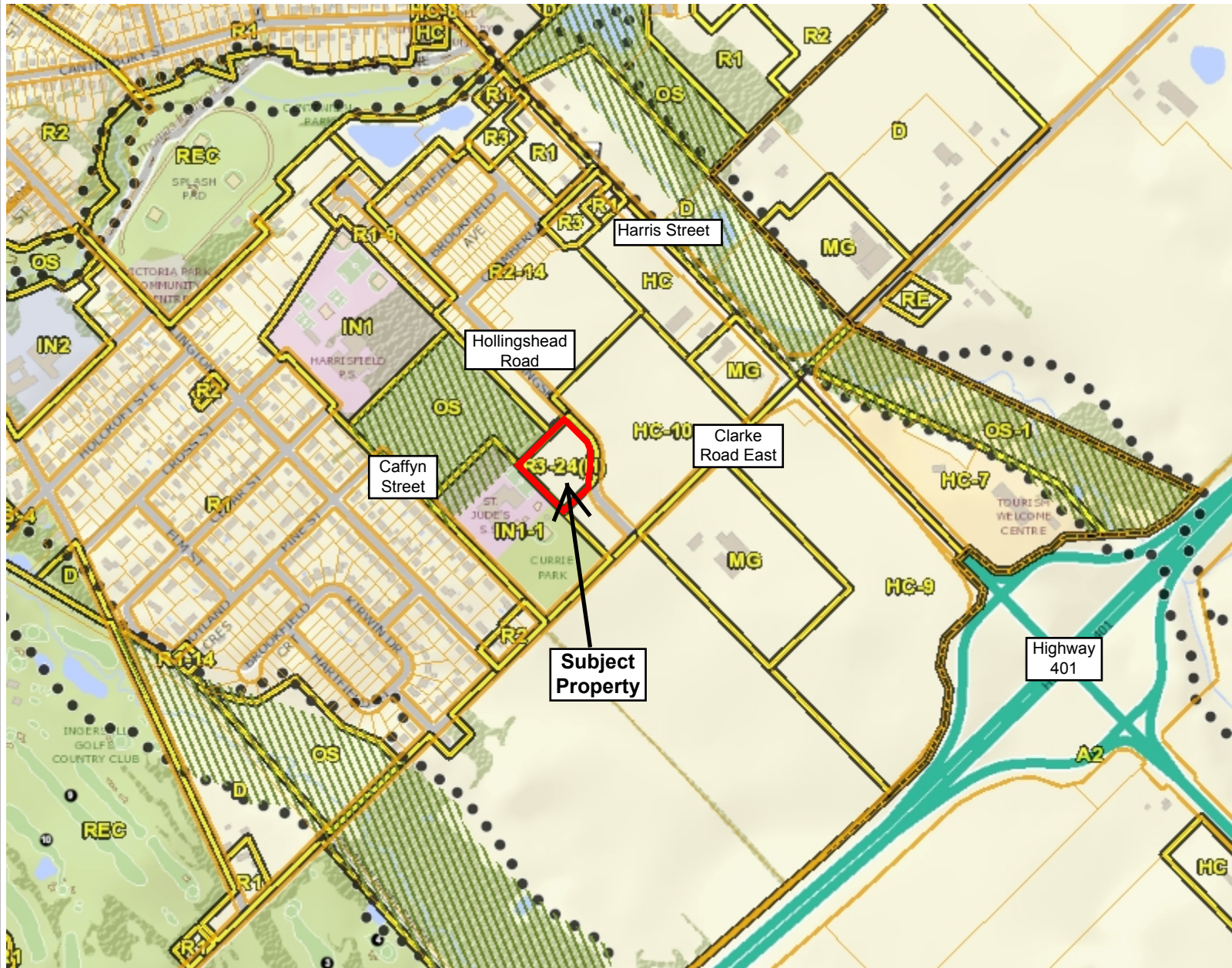
1. **THAT the Council of the Town of Ingersoll defer consideration of applications OP16-08-6 and ZN6-16-09 for one month to allow an opportunity to complete the peer review of the applicant's noise attenuation study and, as necessary, draft appropriate Official Plan policies and Zoning By-law provisions addressing noise mitigation measures for consideration by Council.**

## **SIGNATURES**

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**Authored by:**      Original signed by      Gordon K. Hough, RPP, Director





## Legend

### Parcel Lines

- Property Boundary
- Assessment Boundary
- Unit
- Road
- Municipal Boundary

### Environmental

#### Protection/Flood Overlay

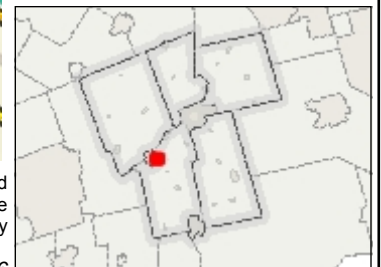
- Flood Fringe
- Floodway
- Environmental Protection (EP1)
- Environmental Protection (EP2)

### Zoning

#### Floodlines/Regulation Limit

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

## Notes







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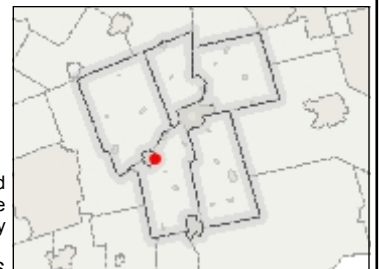
### Zoning

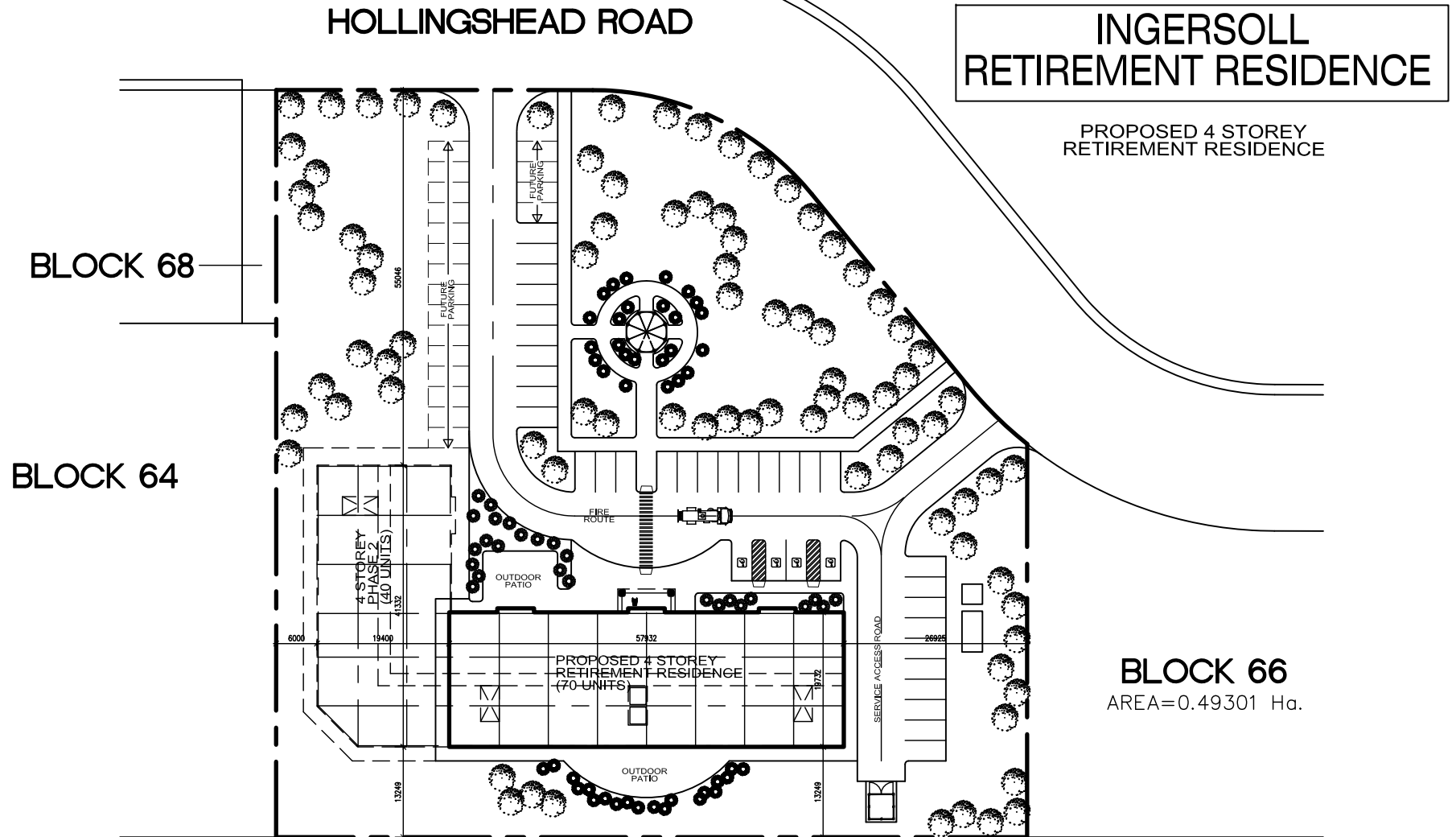
#### Floodlines/Regulation Limit

- 100 Year Flood Line
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- Regulatory Flood And Fill Lines

□ Zoning (Displays 1:16000 to 1:500)

## Notes





**SITE AND PROJECT INFORMATION:**

LOT AREA: 1.08573 Ha. ±2.68 Acres

**BUILDING INFORMATION (PHASE 1):**

1ST FLOOR FOOT PRINT AREA: 1,153 S.M. 12,411 S.F.  
 TOTAL FLOOR AREA: 4,612 S.M. 49,645 S.F.  
 COVERAGE: 1,153 / 10,857.3 = 10.6%  
 FLOOR SPACE INDEX: 4,612 / 10,857.3 = 42.5%  
 NUMBER OF UNITS: 70  
 PARKING REQUIRED: 0.5 CAR PER UNIT  
 PARKING REQUIRED: 0.5 x 70 = 35 PARKING SPACES  
 PARKING PROVIDED: 36 INCLUDES 4 ACCESSIBLE  
 BUILDING HEIGHT: 4 STOREY 15.50m

**BUILDING INFORMATION (PHASE 1 + PHASE 2):**

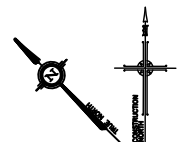
1ST FLOOR FOOT PRINT AREA: 1,947 S.M. 20,958 S.F.  
 TOTAL FLOOR AREA: 7,788 S.M. 83,832 S.F.  
 COVERAGE: 1,947 / 10,857.3 = 17.9%  
 FLOOR SPACE INDEX: 7,788 / 10,857.3 = 71.7%  
 NUMBER OF UNITS: 110  
 PARKING REQUIRED: 0.5 CAR PER UNIT  
 PARKING REQUIRED: 0.5 x 110 = 55 PARKING SPACES  
 PARKING CAPACITY (AS SHOWN): 55 INCLUDES 4 ACCESSIBLE  
 BUILDING HEIGHT: 4 STOREY 15.50m

SK03



AUG. 24, 2016

ARCHITECTURAL



0 4 8 16 METRES

## Andrea Hachler

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**From:** Tim Lobzun <timlobzun@yahoo.com>  
**Sent:** September-05-17 12:34 AM  
**To:** Planning  
**Cc:** Gordon Hough  
**Subject:** OP 16-08-6; ZN 6-16-09 (Sifton Properties Ltd.) < Concerns and comments

OP 16-08-6; ZN 6-16-09 (Sifton Properties Ltd.) Sept 4. 2017

Att: Eric Gilbert, Development Planner, Community Planning Office (519-539-9800, Ext. 3216).

I am writing in opposition to the application by Sifton Properties Ltd. for an Official Plan amendment and zone change as described below.

*to facilitate the development of a 4-storey retirement residence with up to 110 units on the subject lands. The Official Plan amendment proposes to redesignate the lands from 'Medium Density Residential' to 'Community Facility' to permit the noted use. The purpose of the zone change application is to rezone the subject lands from 'Special Residential Type 3 Holding Zone (R3-24)(H)' to 'Special Major Institutional Zone (IN2-Sp)' to implement the above noted Official Plan Amendment. A special provision is also required to recognize the height of the proposed retirement home. The subject lands are described as Block 65, 41M-309, Town of Ingersoll. The lands are located on the west side of Hollingshead Road, north of Clarke Road East and are current vacant.*

From 2012 to 2015 to the latest 2017 Sifton marketing ad the property noted above has been referred to as medium density townhomes or low rise apartments. In the 2009 Oxford County vacant land study it is noted that there is a deficiency in the 20 year supply of high density residential land and suggested ways to deal with that deficiency including the construction of low rise apartments in medium density areas.

*Although the vacant land currently designated for high density residential purposes is significantly less than the projected 20 year demand, it should be noted that medium and high density residential development is also permitted in the Central Commercial Area designation, with or without a commercial component, and redevelopment in this area could potentially accommodate a significant number of the projected units. As well, a number of these units could also be accommodated through the construction of low rise apartments in the medium density designation. However, the Town may still need to consider designation of additional lands for high density residential purposes to meet demand over this period. Redesignation from medium density to high density residential could also be considered in some locations, in response to market conditions, provided that the proposed change is consistent with relevant planning policies.*

And from the Community Planning web page >



**Community Planning involves reviewing development proposals and using planning tools to help balance social and economic interests while preserving and protecting the natural assets of our community.**

One does not have to go far on the Ingersoll Community FB groups to see that apartments and rental accommodations are in short supply in Ingersoll. As near as I can determine the changing of this zoning to create a 110 unit seniors residence (Institution) removes the number of residences from the supply as institutional care is not considered a "residence". From my understanding the new Sifton Development in Dorchester is similar to what is proposed for the Ingersoll location. The monthly "rents" are from \$3255 for a 340 sq.ft. studio suite to \$5800 for a 2 bedroom suite. The monthly charges do cover food housekeeping and a laundry list of amenities plus more are available from the *A la carte* menu. I would like to see if there is a study on whether these 110 units meet the needs of the community of Ingersoll.

Taking the already zoned medium density housing for this property out of the land supply can only force average rents for private housing/apartments higher in Ingersoll. Elliot Lake is marketing itself as a retirement community - - The average monthly rent for a 2 bedroom apartment in Elliot Lake is \$602 compared to \$1002 in London or \$1327 in Toronto. Here in Ingersoll it is not uncommon for 2 bedroom accommodations to be advertised at \$1400/month and if you can find a place to rent the going price seems to be above the London rates. There is a real crisis for rental accommodations in Ingersoll. This has been exasperated by the recent spike in the prices of real estate as some units that were formerly rentals have been sold as either condominiums or private residences (detached and semi detached homes and row houses). Individuals and families are finding that they have to move to Woodstock or Tillsonburg to even find a supply and many individuals every day travel from London and St Thomas for employment in Ingersoll and would love to move to our beautiful town but there is no supply or rental units. Taking these proposed units out of the market will not help the economic interests of these individuals nor the companies that they work for.

As far as what is proposed by Sifton to construct a 4 story 110 unit Seniors Residence I would have to question if there was a market study done. These subsidy free seniors residences with the upscale maintenance free for which some compare to living on a cruise ship are popping up throughout SW Ontario. There are several in Oxford County already and reading the Toronto newspapers are being looked at by the newly retired from the GTA and their families. However from my understanding there is a current oversupply of units of this calibre or the individuals that can afford the fees. From my way of looking at it many of the seniors that can afford the high fees of this level of care would be just as happy and have more cash left over at the end of the month with a market rate apartment and a cleaning service and one of our many local services that cater to the seniors crowd. I am also curious as to how a 110 unit institution affects the property tax rate as well as the water and sewage monthly service fees for the Town of Ingersoll

Once again I oppose the zoning changes requested by Sifton. I do not believe it is a needed fit for our community - I do not believe that the economic advantage to the residents or businesses of Ingersoll will be impacted positively over the current zoning. I understand that Sifton has most likely done their market research and determined that the new proposal can maximize the return on their investment and I realize that turning down the zoning request does not mean that the shovels will be in the ground the next day for an apartment building. It is not Ingersoll or Oxford County councils responsibility to allow for the maximization of profits for developers. I also recognize that turning the proposal down could start an expensive OMB hearing and I do not know whether the Oxford County Planning Staff are recommending that council approve or deny the changes. What I do know is Ingersoll needs more medium and high density housing right now. I understand that our borders are

unlikely to be expanded in the near future for more housing of any kind. I personally know several single income households with their own home that would like to downsize or turn to rental accommodations but are worried if they sell their house they will be cash rich and housing poor.

Approving this Zoning change request is not the way to create the future in western Oxford County. Asking Sifton to return with a proposal to perhaps address the apartment market needs with a modified plan that can meet Sifton's own return on investment needs is not part of the Public Meeting format but should be explored in the appropriate way if council turns away the zone change application.

Tim Lobzun  
65 King St West  
Ingersoll, Ontario  
N5C 2J7

519-485-4382