

To: Mayor and Members of Town of Ingersoll Council

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

Applications for Draft Plan of Subdivision and Zone Change Town of Ingersoll SB25-04-6 and ZN6-25-09

REPORT HIGHLIGHTS

- The application for draft plan of subdivision has been requested to facilitate the creation of 7 blocks of land for future development and the creation of one new local street.
- The associated application for zone change has been requested to rezone the subject lands from 'General Agricultural Zone (A2)' under the Township of South-West Oxford Zoning By-law to a range of new zoning categories under the Town of Ingersoll Zoning By-law to facilitate future development, including development of a new multi-use recreational facility and public school.
- This report is intended to provide an overview of the proposed amendments, together with the land use policies and zoning details relevant to the proposal.

DISCUSSION

Background

OWNER: Corporation of the Town of Ingersoll, c/o Michael Graves
130 Oxford Street, Ingersoll ON, N5C 2V5

APPLICANT: Dillon Consulting Limited, c/o Connor Wilks
130 Dufferin Avenue, Suite 1400, London ON, N6A 5R2

LOCATION:

The subject lands are described as Part Lots 17 and 18, Concession 2 (West Oxford), in the Town of Ingersoll. The subject lands are located on the south side of Clarke Road, lying between Harris Street and Foldens Line and are not yet municipally addressed, but are further described as PIN 00145-0208.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing Designation:	Schedule "C-3"	County of Oxford Settlement Strategy Plan	Large Urban Centre
Existing Designation:	Schedule "I-1"	Town of Ingersoll Land Use Plan	Residential (northerly portion) Open Space (southerly portion)

Environmental Protection and
Adjacent Lands (westerly
portion)

Existing Designation:	Schedule "I-2"	Town of Ingersoll Residential Density Plan	Medium Density Residential (northerly portion) Open Space (southerly portion) Environmental Protection and Adjacent Lands (westerly portion)
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TOWNSHIP OF SOUTH-WEST OXFORD ZONING BY-LAW 25-98:

Existing Zoning: 'General Agricultural (A2)'

TOWN OF INGERSOLL ZONING BY-LAW 04-4160:

Proposed Zoning: Blocks 1-4 – 'Development Zone (D)'
Block 5 – 'Minor Institutional Zone (IN1)'
Block 6 – 'Special Recreational Zone (REC-sp)'
Block 7 – 'Open Space Zone (OS)'

PROPOSAL

The applications for draft plan of subdivision and zone change have been requested to facilitate the creation of 7 blocks of land and a municipal road for the development of a new municipal multi-use recreational facility, a public school and future development on lands that were incorporated into the Town of Ingersoll as part of the South-West Oxford Boundary Adjustment in 2021. The subject lands were also subject to a recent Official Plan amendment to adopt the South West Ingersoll Secondary Plan, which was completed in 2024 and implemented via Official Plan Amendment No 314.

The draft plan of subdivision proposes the creation 7 Blocks and one new local road. It is proposed that Blocks 1-4 will be reserved for future development, while Block 5 will be utilized for the development of a new public school and Block 7 will be utilized for the development of a new, municipally owned multi-use recreational facility consisting of a new arena and gymnasium. No new development is proposed for Block 7, which is proposed to be rezoned to 'Open Space Zone (OS)' to restrict development due to the existing environmental features on the property. The associated application for zone change will rezone the subject lands from 'General Agricultural Zone (A2)' in the Township of South-West Oxford Zoning By-law to reflect these uses.

In support of the applications, a number of studies and reports have been submitted, including:

- a noise study;
- a traffic impact study;
- a geotechnical report;
- a hydrogeological report;
- a functional servicing report;
- an archeological report;

- a stormwater management report, and;
- an environmental impact report.

The subject lands are currently vacant and are approximately 29.8 ha (73.6 ac) in size. Block 7 contains environmental features associated with the Halls Creek valley and an easement exists over Block 7 in favour of the residential lands located at 543926 Clarke Road, which will remain. Based on the submitted draft plan, it is proposed that the future blocks will range in size from 0.74 ha (1.8 ac) to 8.3 ha (20.5 ac). Surrounding land uses consist of agricultural uses in the Township of South-West Oxford to the east, existing and planned residential uses to the north, Highway 401 to the south and an existing commercial use (Elm Hurst Inn) and environmental lands to the west.

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

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

Plate 3, Proposed Draft Plan of Subdivision, illustrates the proposed road network and block configuration of the subdivision.

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. The PPS applies to all decisions in respect of the exercise of any authority that affects a planning matter made on or after October 20, 2024. The following outlines the key PPS policies that have been considered, but it is not intended to be an exhaustive list.

Section 2.1 – Planning for People and Homes, provides that planning authorities should support the achievement of complete communities by accommodating an appropriate range and mix of land uses, including institutional uses such as schools and associated child care facilities, long-term care facilities and recreation, parks and open space and other uses to meet long-term needs

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 supports the use of active transportation.

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. Planning authorities shall support general intensification to support the achievement of complete communities, including planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public services facilities.

Public service facilities are defined to mean land, buildings and structures including, but not limited to schools, hospitals and community recreation facilities for the provision of programs and services provided or subsidized by a government or other body as well as recreation, police and fire protection, health and child care.

Section 3.1 states that infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs. Planning for public service facilities shall be coordinated and integrated with land use planning and growth management so they are:

- a) financially viable over their life cycle, which may be demonstrated through asset management planning;
- b) leveraging the capacity of development proponents, where appropriate, and;
- c) are available to meet current and projected needs.

Before consideration is given to developing new infrastructure and public service facilities, the use of existing infrastructure and public service facilities should be optimized and opportunities for adaptive re-use should be considered, wherever feasible. Infrastructure and public service facilities should be planning and co-located with one another, along with parks and open space, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation. Planning authorities, in collaboration with school boards, should consider and encourage innovative approaches in the design of schools and associated child care facilities, such as schools integrated in high-rise developments in strategic growth areas and other areas with a compact built form.

With respect to land use compatibility, Section 3.5 states that major facilities, which includes transportation corridors, shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

Section 3.9 of the PPS provides policies related to public spaces, recreation, parks, trails and open space, and states that healthy, active and inclusive communities should be promoted by;

- a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity, and;
- b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages and, where practical, water based resources.

Section 4.1 provides that natural features and areas shall be protected for the long term and that the diversity and connectivity of natural features in an area, and the long-term ecological function

and biodiversity of natural heritage systems should be maintained, restored, or, where possible, improved, recognizing linkages between and among natural heritage features and areas.

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

OFFICIAL PLAN:

The subject lands are designated 'Residential', 'Environmental Protection' and 'Open Space' on Schedule "I-1" of the Official Plan and are further designated 'Medium Density Residential' on Schedule "I-2", as established through the implementation of the South West Ingersoll Secondary Plan via Official Plan Amendment 314.

As per Section 9.2.3, Residential Areas are those lands primarily designated for housing purposes which may also include other land uses which are integral to and supportive of a residential environment. Within the Residential Area housing will include the full range of dwelling types and three categories of residential land uses are identified, differentiated according to function, permitted uses, location criteria, density and scale of development.

Section 9.2.3.3 of the Official Plan provides that Town Council will support the provision of services and amenities that enhance the quality of the residential environment within lands designated as Residential Area on Schedule "I-1" by permitting neighbourhood serving uses such as schools, churches, parks, community centres, day care facilities and small scale nursing homes.

'Medium Density Residential' areas are those lands that are primarily developed or planned for low to medium density profile development and multiple-unit development that exceeds the densities established for the 'Low Density Residential' areas. Residential uses within the 'Medium Density Residential' designation include townhouses, medium density cluster development, converted dwellings and low rise apartments. In these areas it is intended that there will be a mixing and integration of different housing forms to achieve an overall medium residential density. The maximum net residential density for the 'Medium Density Residential' designation is 62 units/ha (25 units/ac) and development shall not result in a net residential density of less than 31 units/ha (13 unit/ac).

The subject lands are also part of a larger special policy area, as established through the South West Ingersoll Secondary Plan. These policies were implemented through Official Plan Amendment No. 314 (OPA 314) which established the below-noted site-specific policies.

Within lands designated 'Medium Density Residential', it is generally the goal of the Town that housing development shall comprise a range and mix of housing types, unit sizes and tenure, including adequate numbers of dwelling units to accommodate households with children, larger families, seniors, people with special needs and rental housing. The Town will encourage a minimum of 10% of new affordable housing units and new purpose-built rental units to be constructed accessible with barrier-free, universal or flex design. Housing geared toward seniors is encouraged to provide accessibility features.

The minimum overall net residential density across all lands designated for residential use within the South West Ingersoll Secondary Plan area shall be 30 units/ha (12 units/ac). Within areas designated 'Medium Density Residential', development will generally be in accordance with Section 9.2.5 of the Official Plan and in addition to the housing forms identified in Section 9.2.5,

additional residential units shall be permitted, however single detached dwelling, semi-detached dwellings and duplex dwelling will not be permitted.

The South West Ingersoll Secondary Plan includes Community Design policies intended to ensure that both public and private realms are equipped with walkable and accessible linkages between spaces and uses, and integration between built areas to achieve the desired quality of design and character of the built and open space environments. The Community Design policies are also intended to guide future development and protect existing and future natural assets in building a natural heritage system of linked natural areas.

It is intended that new development will support the protection and conservation of existing natural features, the maintenance of ecological functions and the creation of new environmental features, where feasible, to support high quality living environments, an enhanced trail network, place-making and climate resilience for current and future generations.

While the South West Ingersoll Secondary Plan does not constitute part of the Official Plan, it is intended that the Community Design policies contained in Section 3.4 of the Secondary Plan will provide the basis for incorporating urban design principles, public realm improvements, gateways, streetscape improvements, public open spaces and multi-use trail design and the Secondary Plan will be referenced for this purpose going forward.

The provision of municipal water and sanitary sewers, and stormwater management for new residential development will generally be as set out in Section 3.6 of the South West Oxford Secondary Plan.

OPA 314 also addresses the existing and planned multi-modal transportation network and provides that the transportation network for the South West Ingersoll Secondary Plan Area will support the full range of transportation modes, increase connectivity to Ingersoll's existing amenities and destinations, while continuing to function as a major thoroughfare along Highway 401 for the foreseeable future.

New local road connections are required to facilitate development and access throughout the South West Ingersoll Secondary Plan Area. The alignment of the proposed local roads is set out conceptually in the Secondary Plan and should be referenced during development review. The conceptual network includes one new local road, culminating in a cul-de-sac for the purpose of access to the blocks to be created, south of Clarke Road East, with future connections anticipated a part of future development applications. Detailed alignments and locations of local streets shall be determined through further engineering studies as part of future applications for development approvals.

The Official Plan also provides policy direction on leisure resources in Section 9.5, stating that the Town recognizes the importance of open space and leisure facilities in providing recreation opportunities for its residents to maintain a healthy physical environment and enhanced quality of life. Town Council will endeavour to provide and maintain sufficient open space for both active and passive recreation pursuits through the provision of a parkland hierarchy.

Development on Block 6 is intended to facilitate a municipal multi-use recreation facility, with associated sports fields, which would be considered a Community Park. Community Parks are indicated on Schedule I-3 and support recreational activities which serve the Town as a whole and may provide secondary service to surrounding municipalities. Community Parks will provide a range of recreational uses including, but not limited to, major sports fields, picnic areas, swimming pools, water activities and play facilities for children. Community Parks will be a

minimum of 6.0 hectares (15 acres) in size and be appropriately configured for organized sports and recreation facilities. Community Parks will generally be accessible to arterial or collector roads. Access to local streets may be permitted where it can be demonstrated that traffic movements will not flow primarily through Low Density Residential areas. Community Parks will also be accessible to bicycle and pedestrian networks and will provide adequate on-site vehicular parking. Portions of any Community Park may be retained or allowed to transform into a natural state without amendment to this Plan provided the activity function of the facility is maintained.

The westerly portion of the subject lands are designated as 'Environmental Protection' and 'Adjacent Lands' as shown on Schedule 'I-1', Town of Ingersoll Land Use Plan. It is the goal of the environmental resource policies to achieve a net environmental gain through the protection and conservation of existing natural features, the maintenance of existing ecological functions and the creation of new environmental features, wherever possible, and to ensure the viability of protected natural areas through the development of the natural heritage system by linking environmentally protected areas and open spaces via a series of natural or open space corridors. Town and County Council will encourage naturalization or the re-establishment of native indigenous vegetation, self sustaining ecological processes, and biodiversity throughout the natural heritage systems in order to maintain ecological functions. Town and County Council will also ensure minimization or prevention of negative impacts on environmental features by prohibiting incompatible development and where appropriate, requiring an Environmental Impact Study prior to development and implementing necessary mitigation measures as a condition of development.

The natural heritage system is the unifying concept for the conservation of the natural environment in Oxford County and represents a conceptual image or vision of a county-wide green network. The approach is based on the understanding that natural area remnants, once part of a continuous natural landscape, should be linked in order to facilitate the ecological exchanges and biodiversity, which ensure their long-term maintenance and enhancement. The natural heritage system concept provides a long-term planning framework for co-ordinating environmental conservation in Oxford County. Such conservation efforts will provide ecological, aesthetic, educational, economic, recreational and health benefits to County residents.

The westerly portion of the subject lands contain an existing woodlot that has been identified as Significantly Ecologically Important in the Oxford Natural Heritage Systems Study. Section 3.2.3.3 – Natural Heritage System Implementation Measures, provides a number of implementation measures for the preservation and protection of the natural heritage system. Such measures shall be used as a guide in the expansion of the natural heritage system as well as during the review process. To achieve a net environmental gain, the County and Town will first seek to avoid development or site alteration that permanently impairs significant natural features and areas. Any development approval on lands within or adjacent to the 'Environmental Protection' designation shall be conditional upon enhancement and remediation measures as determined by an Environmental Impact Study. All development or site alteration occurring within the County of Oxford within or adjacent to the features forming the Natural Heritage System shall minimize and, where possible, prevent negative effects associated with development by incorporating best management practices for stormwater management, erosion and sedimentation controls, tree-saving plans and other such site design and servicing measures.

Development and site alteration within and on lands adjacent to a significant woodland will require the preparation of an Environmental Impact Study in accordance with Section 3.2.6 which demonstrates that the proposal will not result in a negative impact on the woodland.

The southerly portion of the subject lands are designated 'Open Space'. As per Section 3.2.5, it is an objective of the Official Plan to maintain and enhance important ecological functions such as the linking of Environmental Protection Areas, the storage and filtration of ground and surface water, and soil conservation, while recognizing the role of these lands as having natural constraints for development and providing opportunities for both active recreation and the passive enjoyment of the environment in its natural state.

The 'Open Space' designation applies to regulatory flood plain areas; Conservation Authority lands; Earth Science Areas of Natural and Scientific Interest; and parks, pathways, recreation lands and stormwater management facilities. Permitted uses on lands designated 'Open Space' include active and passive recreation, including hiking/cycling pathways, parks, conservation areas, sports fields, golf courses, swimming areas, arenas and other leisure areas.

Town Council may differentiate between types of Open Space uses in the Zoning By-law by establishing separate zones for active and passive Open Space uses. A passive zone may be established for uses such as pathways, greenspace areas, parks and corridors. A separate recreational zone may be established for more active recreational uses such as golf courses or an arena, that are permitted within this designation.

The following criteria shall be satisfied prior to recommending the approval of development or site alteration within the 'Open Space' designation:

- only proposals stating a specific use will be considered and the land area proposed for the development will be considered with the needs of the proposed use;
- satisfactory mitigation measures shall be identified to protect the identified natural hazards associated with the subject property from the proposed development;
- satisfactory mitigation, enhancement and remediation measure shall be identified and may include vegetated buffers or strips, retention of areas with existing native vegetation and creation of naturalized stream corridors to achieve protection and improvement of ecological features or functions;
- the area covered by structures shall be minimized and parking areas shall not be paved. Such facilities shall be set back from the edge of streams and located away from sites of natural vegetation;
- proposed grading and drainage shall maintain existing surface water flows to areas of natural vegetation;
- on-site drainage and stormwater management facilities shall be planned and designed in accordance with the policies of the Official Plan;
- the location of and access to the proposed development shall not create a traffic hazard due to proximity to bridges, railway crossings, curves or grades or other potential traffic hazards and shall be located on a road capable of accommodating the volume of traffic anticipated to be generated by the proposed use;
- the proposed development will be compatible with existing and planned land uses in the vicinity in terms of noise, odour, dust, light and hours of operation.

Any lands designated for open space uses are to be subject to site plan approval.

The subject lands are also adjacent to the Highway 401 corridor to the south. Section 3.3.3.1 – Noise, Vibration and Safety, provides that the County and Town recognize that there may be noise or vibration affects on noise sensitive land uses located in proximity to industrial uses, major roads, railways and airports. The objective of the Official Plan policies is to prevent or minimize the encroachment of noise sensitive land uses upon industrial land and vice versa as they are considered to be incompatible. Consequently, County Council adopts Provincial 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.

Town and County Council may require a feasibility assessment to determine potential noise and vibration impacts, or combination thereof, in accordance with provincial guidelines where development is proposed within 100 m (328 ft) of a 400 series highway

Where a feasibility assessment indicates that the noise levels exceed the noise level objectives outlined in Table 2, but the proposed development is feasible, Town and County Council shall require the proponent to undertake a detailed noise study which specifies appropriate attenuation measures in accordance with the Ministry of the Environment guidelines. Such attenuation measures may include but will not be limited to warning clauses, distance separations, barriers such as berms, acoustical walls or non-residential intervening structures to interrupt the transmission of noise and vibration, and construction techniques such as air conditioning, masonry construction, multiple glazing, restrictions in wall openings, and rubber isolation pads between the foundation and building or combinations thereof.

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

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

TOWN OF INGERSOLL ZONING BY-LAW:

The subject lands are currently zoned 'General Agricultural Zone (A2)' in the Township of South-West Oxford Zoning By-law No. 25-98 which permits the full range of agricultural land uses.

An application for zone change has been submitted to rezone the subject lands, as follows:

- Blocks 1-4 – 'Development Zone (D)'
- Block 5 – 'Minor Institutional Zone (IN1)'
- Block 6 – 'Special Recreational Zone (REC-sp)'
- Block 7 – 'Open Space Zone (OS)'

It is intended that Blocks 1-4 will be rezoned from 'General Agricultural Zone (A2)' to 'Development Zone (D)' to restrict future development until such time as detailed development plans are submitted for review.

It is intended that Block 5 be rezoned from 'General Agricultural Zone (A2)' to 'Minor Institutional Zone (IN1)' to facilitate the development of a public school and Block 6 be rezoned to 'Special Recreational Zone (REC-sp)' to facilitate the development of a municipally owned multi-use recreational facility consisting of an arena, a gymnasium and community rooms, together with

outdoor recreation space. It is proposed that Block 7 will be rezoned 'Open Space Zone (OS)' to recognize the existing environmental features in this area.

PUBLIC CONSULTATION:

Notice of complete application regarding the proposed draft plan of subdivision and zone change was provided to surrounding property owners in accordance with the requirements of the *Planning Act* on December 12, 2025 and notice of public meeting was provided on December 23, 2025. As of the writing of this report no comments from the public have been received.

SUMMARY:

The above-noted information is provided for Council's information. A subsequent report, including comments received via agency circulation, a summary of public input and Planning staff analysis and recommendations will be provided for Council's consideration at a future meeting and a public meeting of Oxford County Council for the draft plan of subdivision will follow.

RECOMMENDATION

It is recommended that Council of the Town of Ingersoll receive Report No. CP 2026-03, as information.

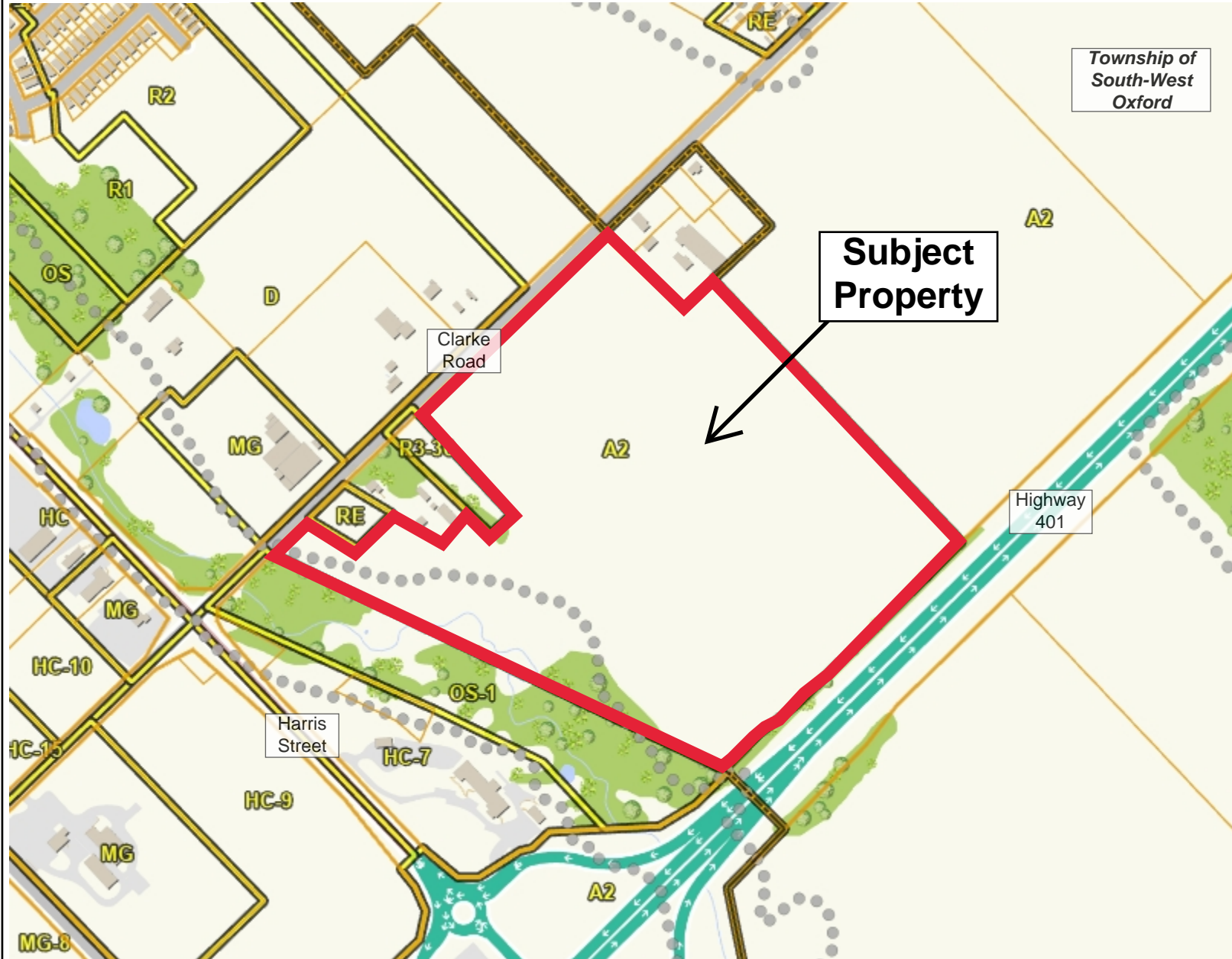
SIGNATURES

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Approved for submission: *'original signed by'*

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Manager of Development Planning

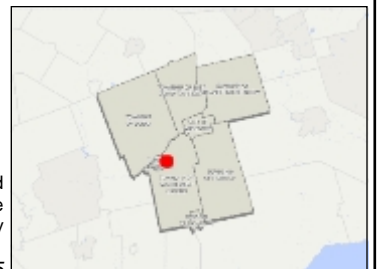


*Township of
South-West
Oxford*

Legend

- Parcel Lines**
 - Municipal Boundary
 - Property Boundary
 - Assessment Boundary
 - Road
 - Unit
- 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



0 191 381 Meters
NAD_1983_UTM_Zone_17N



This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This is not a plan of survey

November 25, 2025



Legend

Parcel Lines

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

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



Plate 3: Proposed Draft Plan of Subdivision
File Nos.: SB25-04-6 and ZN6-25-09, Town of Ingersoll
Part Lots 17-18, Concession 2, (West Oxford), PIN 001450208, Town of Ingersoll

