

To: Mayor and Members of Town of Ingersoll Council

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

Applications for Official Plan Amendment and Zone Change Sifton Properties Limited OP24-17-6 & ZN6-24-10

REPORT HIGHLIGHTS

- The application for Official Plan amendment has been received to redesignate the subject lands from 'Service Commercial' to 'Medium Density Residential' to facilitate the development of a 4 storey, 24 unit multiple-unit dwelling. Site specific policies have also been requested to permit an increase to the maximum net residential density from 62 units/ha (25 units/ac) to 81 units/ha (33 units/ac), and to permit a reduced separation distance to the adjacent Class II industrial facilities on the south side of Clark Road (Huron Grains Processing).
- The associated application for zone change has been requested to rezone the subject lands from 'Special Highway Commercial Zone (HC-12)' to 'Special Residential Type 3 Zone (R3-sp)' to facilitate the proposal. Relief has been sought from the 'R3' zone provisions for lot area, rear yard depth, interior side yard width, amenity space, parking and an increase to maximum height.
- 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: Sifton Properties Limited
1295 Riverbend Road, Suite 300
London ON, N6K 0G2

AGENT: Monteith Brown Planning Consultants
219-302 Oxford Street West
London ON, N6H 1S5

LOCATION:

The subject lands are described as Block 66, Plan 41M-309, Save Part 1, 41R-9999 in the Town of Ingersoll. The subject lands are located on the northwest corner of Clark Road East and Hollingshead Road and are not currently municipally addressed.

COUNTY OF OXFORD OFFICIAL PLAN:

Existing Designation:	Schedule "I-1"	Town of Ingersoll Land Use Plan	Service Commercial
Proposed Designation:	Schedule "I-1"	Town of Ingersoll Land Use Plan	Residential
Proposed Designation:	Schedule "I-2"	Residential Density Plan	Medium Density Residential with special policy provisions

TOWN OF INGERSOLL ZONING BY-LAW 04-4160:

Existing Zoning: 'Special Highway Commercial Zone (HC-12)'

Proposed Zoning: 'Special Residential Type 3 Zone (R3-sp)'

PROPOSAL

The applications for Official Plan amendment and zone change have been requested to facilitate the construction of a new 4 storey, 24 unit multiple-unit dwelling (stacked townhouses). The Official Plan amendment proposes to redesignate the subject lands from 'Service Commercial' to 'Medium Density Residential' with special policy provisions to permit an increase to the net residential density from 62 units per ha (25 units per ac) to 81 units per ha (33 units per ac) and to permit a reduction to the required separation distance from an industrial noise source (Huron Grains Processing).

The application for zone change has been requested to rezone the subject lands from 'Special Highway Commercial Zone (HC-12)' to 'Special Residential Type 3 Zone (R3-sp)' to facilitate the development. A number of special provisions to the 'R3' zone have been requested to facilitate the applicant's design, as follows:

- a reduction to the minimum lot area requirement from 150 m² (1,614.6 ft²) to 120 m² (1,291.7 ft²) per unit;
- a reduction to the minimum required rear yard depth from 10 m (32.8 ft) to 7.5 m (24.6 ft) for an end wall containing habitable room windows, and 3 m (9.8 ft) for an end wall containing no habitable room windows;
- a reduction to the minimum required interior side yard width from 4 m (13.1 ft) to 2.5 m (8.2 ft);
- an increase to the maximum height allowance from 3 storeys to 4 storeys;
- a reduction to the minimum outdoor amenity area requirement from 40 m² (430.5 ft²) to 30 m² (322.9 ft²) per unit, and;
- a reduction to the minimum number of required parking spaces from 1.5 spaces per unit to 1 space per unit.

The subject lands are approximately 4,954.6 m² (53,330.8 ft²) in area and are currently vacant. Surrounding lands uses consist of industrial lands to the south (DOT Foods and Huron Grains Processing), institutional uses to the west (St. Jude's Catholic School and Curries Baseball Diamond), commercial uses to the east (currently under construction), and planned residential uses to the north.

The subject lands were created as part of Phase 2 of the "Harrisview" subdivision, which was registered in 2015. For Council's information, the north portion of Block 66 is currently subject to

an Ontario Land Tribunal (OLT) decision with respect to a consent application that was approved by the Oxford County Land Division Committee in 2021 (File B21-106-6) for a boundary adjustment to add approximately 0.18 ha (0.3 ac) of land to the parcel to the immediate north to facilitate future residential development (Block 65). This consent approval was appealed by the industrial land owner to the south (Huron Grains Processing) and a decision by the OLT with respect to this consent application is pending, subject to the outcome of additional appeal processes for other lands within the Harrisview Subdivision (Phase 5 and Block 65). The hearing for these lands, which include residential development on the lot to be enlarged from the said consent application (consisting of two 6 storey apartment buildings with 60 dwelling units each and 13 street fronting townhouses) is scheduled for May 2025. The subject applications (OP24-17-6 and ZN6-24-10) are applicable only to the retained portion of the above noted consent application, with the severed portion being subject to a separate Official Plan amendment and zone change process (under appeal, as noted).

In support of this application, together with the applications for Phase 6, Phase 5 and Block 65 (subject to appeal), the applicant has submitted a number of studies and reports that comprehensively considered all these applications combined to review the entire build-out scenario of the Harrisview subdivision lands. This included a Planning Justification Report, a Functional Servicing Report, an Environmental Noise Study, a Transportation Impact Study and an Archeological Study. The noise study and the traffic study have been reviewed by the County and Town's consultants who have been assisting through the OLT appeals.

Plate 1, Location Map with Existing Zoning, shows the location of the subject lands and the zoning in the immediate vicinity, as well as the approximate configuration of the lands subject to consent application B21-106-6.

Plate 2, Aerial Map (2020 Air Photo), provides an aerial view of the subject property and surrounding land uses as of the spring of 2020 and also identifies the approximate location of the lands to be severed.

Plate 3a, Overall Development Concept Sketch, illustrates the conceptual development plan for the larger area, including the Phase 5, Phase 6 and Block 65 development plan, as submitted by the applicant.

Plate 3b, Close-up of Block 66 Conceptual Sketch, highlights the proposed development plan for Block 66, as submitted by the applicant.

2024 PROVINCIAL PLANNING STATEMENT (PPS)

The 2024 Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Under Section 3 of the *Planning Act*, where a municipality is exercising its authority affecting a planning matter, such decisions, "shall be consistent with" all policy statements issued under the Act. The following outlines the key PPS policies that have been considered, but 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.

Section 2.8 of the PPS provides that planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment uses to meet long-term needs;
- b) providing for opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites and seeking to address potential barriers to investment;
- d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities, and;
- e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

The PPS also provides in Section 2.8.2 that Planning authorities shall plan for, protect and preserve employment areas for current and future uses, and ensure that the necessary infrastructure is provided to support current and projected needs. Planning authorities shall also protect employment areas that are located in proximity to major goods movement facilities and corridors and shall designate, protect and plan for all employment areas in settlement areas by;

- a) planning for employment area uses over the long-term that require those locations in connection with manufacturing, warehousing and goods movement and associated retail and office uses and ancillary facilities;
- b) prohibiting residential uses, commercial uses, public service facilities and other institutional uses;
- c) prohibiting retail and office uses that are not associated with primary employment uses;
- d) prohibiting other sensitive land uses that are not ancillary to uses permitted in employment areas;
- e) including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability.

Section 3.5 of the PPS provides that major facilities and sensitive land uses 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 (including industries) in accordance with provincial guidelines, standards and procedures. Where avoidance is not possible, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses is only permitted if potential adverse affects to the proposed sensitive land uses are minimized and mitigated, and potential impact to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.

OFFICIAL PLAN:

Section 2.1.1 of the Official Plan provides that growth and development will be focused in settlement areas and their vitality and regeneration will be promoted. Development will be directed to settlements with centralized waste water and water supply facilities to minimize risks of contamination to air, land, surface water and groundwater, to preserve agricultural land and to reduce the cost of public service facilities and infrastructure. Settlements will be required to develop with land use patterns and a mix of uses and densities that efficiently use land and resources, are appropriate for, and efficiently use, existing or planned infrastructure and public service facilities, support active transportation and minimize negative impacts to air quality and climate change and promote energy efficiency.

Intensification will be promoted in appropriate locations within settlements, particularly those served by centralized waste water and water supply facilities and all forms of housing required to meet the social, health and well-being needs of current and future residents will be permitted and facilitated in appropriate locations throughout the County.

Section 9.2.2.2 – Tenure and Mix, provides that it is an objective of the Official Plan to provide a range of tenure forms throughout the Town, consistent with the demand, and to maintain an appropriate supply of affordable rental and ownership housing in the Town, while recognizing that housing needs to be suitably maintained and adequate for habitation. Town Council shall encourage the creation of housing opportunities that may result in a mix of tenure forms, such as ownership, rental and cooperative, throughout the Town. Such encouragement will include the provisions of opportunities for the development of a variety of housing forms and by permitting sensitive infilling and accessory apartments in built-up areas.

The subject lands are designated 'Service Commercial' in the Official Plan. Service Commercial areas provide locations for a broad range of commercial uses that, for the most part, are not suited to locations within the Central Area because of their requirements for large lot area, access or exposure requirements, or due to compatibility conflicts with residential development. Generally, Service Commercial uses cater to vehicle traffic and single purpose shopping trips where customers are typically generated from passing traffic or a wide ranging market area.

Service Commercial areas, while providing for a limited number amount of retail uses, are not intended to accommodate retail activities that are typically characteristic of a Central Area location and will not directly compete with this area.

The applicant is proposing to redesignate the subject lands to 'Medium Density Residential' to facilitate the construction of a 4 storey, multiple-unit dwelling containing 24 dwelling units with a special provision to permit an increase to the maximum net density from 81 units per ha (33 units per ac), and to permit a reduction to the separation distance between a Class II industrial facility.

Medium Density Residential areas are those lands that are primarily developed or planned for low to medium profile multiple unit development that exceeds densities established for the Low

Density Residential designation. Residential uses within Medium Density Residential areas 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 forms of housing to achieve an overall medium density. To help achieve a variety of forms of housing, Town Council may choose to restrict the range of uses permitted on individual sites through the Zoning By-law. The maximum net residential density in the Medium Density Residential area is 62 units per ha (25 units per ac) and no building shall exceed four storeys in height. The minimum net residential density shall be 31 units per ha (13 units per ac), however as noted in this instance the applicant is requesting an increase to the permitted net residential density to 81 units per ha (33 units per ac).

Sites designated as Medium Density Residential shall abut arterial or collector roads or be situated to prevent movements from the development from flowing through any adjoining Low Density Residential areas. Medium Density Residential areas are to be close to shopping, recreation, cultural and community facilities and/or adjacent to lands designated Commercial Areas, Community Facilities or High or Medium Density Residential areas.

Any lands proposed for Medium Density Residential development not identified in the Official Plan will require an amendment to the Official Plan. In addition to the above locational criteria, when considering proposals to designate lands for Medium Density Residential development, Town Council and County Council will be guided by the following site specific criteria:

- the size, configuration and topography of the site provides sufficient flexibility in site design to mitigate adverse effects on the amenities and character of any adjacent Low Density Residential areas through adequate buffering and screening;
- the location of vehicular access points and the likely effects of traffic generated by the proposal on public streets has been assessed and are acceptable;
- adequate hard service capacity including water distribution, sanitary and storm sewers, power and gas distribution facilities is or will be available to accommodate the proposed development;
- off-street parking and outdoor amenity areas can be provided;
- the effect of the proposed development on environmental resources and the effect of environmental constraints on the proposed development will be addressed and mitigated as outlined in Section 3.2.

Section 9.2.7 – Site Design Policies for Multiple Unit Residential Development, provides detailed site design guidance to ensure that multiple unit residential development provides a high quality of life for residents, and that consistent design standards are applied to new multiple unit residential development.

The subject lands are also in proximity to the two large scale industrial uses, located to the immediate south of the property, consisting of Huron Grains Process and DOT Foods. Section 3.3.3.1 of the Official Plan addresses human made constraints with respect to noise, vibration and safety. This section provides that the Town and County recognize that there may be noise or vibrations that affect noise sensitive land uses located in proximity to industrial uses, major roads and railways. The objective of the Official Plan is to prevent or minimize the encroachment of noise sensitive land uses upon these areas and vice versa. Noise sensitive land uses and industrial land uses are considered to be incompatible.

Consequently, County Council adopts in accordance with Provincial criteria, the noise level objectives outlined in the Official Plan and may require studies to address the measurement, analysis and mitigation of noise or vibration effects prior to or, as a condition of development.

Noise level objectives apply in Class 1 and 2 areas (urban areas) in accordance with Ministry of Environment guidelines and the noise level objectives for the Town of Ingersoll will meet the

provincial guidelines for Class 1 areas. Development of noise sensitive land uses will not be permitted within:

- 20 m (65 ft) of an existing or proposed Class I industrial facility;
- 70 m (230 ft) of an existing or proposed Class II industrial facility;
- 300 m (984 ft) of an existing or proposed Class III industrial facility.

A Class I industrial facility means a place of business for a small scale, self contained plant or building which produces/stores a product that is contained in a package and has low probability of fugitive emissions. Outputs are infrequent and could be point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration. There are daytime operations only, with infrequent movement of products and/or heavy trucks and no outdoor storage.

A Class II industrial facility means a place of business for medium scale processing and manufacturing with outdoor storage of wastes or materials (i.e it has an open process) and/or there are periodic outputs of minor annoyance. There are occasional outputs of either point source or fugitive emissions from any of the following: noise, odour, dust and/or vibration and low probability of fugitive emissions. Shift operations are permitted and there is frequent movement of products and/or heavy trucks during the daytime hours.

A Class III industrial facility means a place of business for large scale manufacturing or processing, characterized by: large physical size, outside storage of raw and finished products, large production volumes and continuous movement of products and employees during daily shift operations. It has frequent outputs of major annoyance and there is high probability of fugitive emissions.

Notwithstanding these minimum separation distances, the County or Town may reduce the requirement for the minimum separation distances from industrial facilities areas where infilling or redevelopment for residential or mixed use is taking place, provided that a feasibility assessment is undertaken and that the appropriate attenuation measures are implemented in accordance with the Ministry of Environment guidelines.

Further, notwithstanding these minimum separation distances, the County or Town may reduce the requirement for the minimum separation distances from industrial facilities and waive the requirement for feasibility and/or noise studies where infilling or redevelopment for residential or mixed use is proposed on existing lots of record and for the creation of a single lot through the consent process for infilling, provided that:

- the proposed development is no closer to the zoned and designated facilities than existing sensitive land uses in the immediate area;
- existing industrial uses within the prescribed minimum separation distance are notified of the proposed development and have been provided the opportunity to comment, and
- the composition and nature of the industrial use within the minimum separation distances are relatively stable and/or there is evidence that these areas are undergoing transition to other more compatible uses.

Section 3.3.3.1.1 of the Official Plan addresses noise and vibration feasibility assessments and provides identifies situations where Town or County Council may require a feasibility assessment to determine potential noise and vibration impacts (or a combination thereof), on proposed noise sensitive lands. Where a feasibility assessment indicates that the noise level exceeds acceptable noise levels, Town or County Council shall require the proponent to undertake a detailed noise study with specifies appropriate attenuation measures in accordance with the Ministry of 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

condition, masonry construction, multiple glazing, restrictions on wall openings and rubber isolation pads between the foundation and building, or a combination thereof.

Attenuation measures identified in a study that has undergone a third party review and have been approved by Town and County Council shall be implemented through the zoning, variance, subdivision, consent or condominium process and through site plan control to ensure that all facilities, works or other matters to mitigate noise, vibration and/or safety measures are provided and maintained.

TOWN OF INGERSOLL ZONING BY-LAW:

The subject lands have been rezoned a number of times to reflect changes in the applicant's proposal. The subject lands are currently zoned 'Special Highway Commercial Zone (HC-12)' in the Town of Ingersoll Zoning By-law, which permits the entire range of highway commercial uses, as well as a place of worship.

The application proposes to rezone the subject lands from 'Special Highway Commercial Zone (HC-12)' to 'Special Residential Type 3 Zone (R3-sp)' and requests a number of site specific development provisions to facilitate the proposed multiple unit building. Specifically, the applicant has requested the following;

- a reduction to the minimum lot area requirement from 150 m² (1,614.6 ft²) to 120 m² (1,291.7 ft²) per unit;
- a reduction to the minimum required rear yard depth from 10 m (32.8 ft) to 7.5 m (24.6 ft) for an end wall containing habitable room windows (3 m (9.8 ft) for an end wall containing no habitable room windows);
- a reduction to the minimum required interior side yard width from 4 m (13.1 ft) to 2.5 m (8.2 ft);
- an increase to the maximum height allowance from 3 storeys to 4 storeys;
- a reduction to the minimum outdoor amenity area requirement from 40 m² (430.5 ft²) to 30 m² (322.9 ft²) per unit, and;
- a reduction to the minimum number of required parking spaces from 1.5 spaces per unit to 1 space per unit. No request has been made to reduce the required number of visitor or barrier free parking spaces.

PUBLIC CONSULTATION:

Notice of complete application regarding the proposed Official Plan amendment and Zone Change was provided to surrounding property owners in accordance with the requirements of the Planning Act on January 27, 2025 and notice of public meeting was provided on March 25, 2025. One comment from the public regarding the size of the public notice sign was received as part of the public notice.

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 Official Plan amendment will follow Town Council's recommendation.

RECOMMENDATION

It is recommended that Council of the Town of Ingersoll receive Report No. CP 2025-107, as information.

SIGNATURES

Authored by: *'original signed by'*

Heather St. Clair, MCIP, RPP
Senior Development Planner

Approved for submission: *'original signed by'*

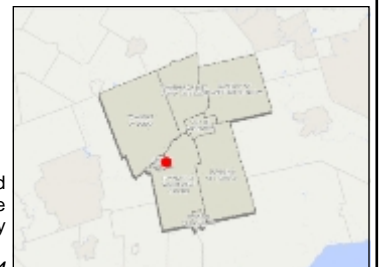
Eric Gilbert, MCIP, RPP
Manager of Development Planning



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



0 77 155 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

December 16, 2024



Legend

Notes



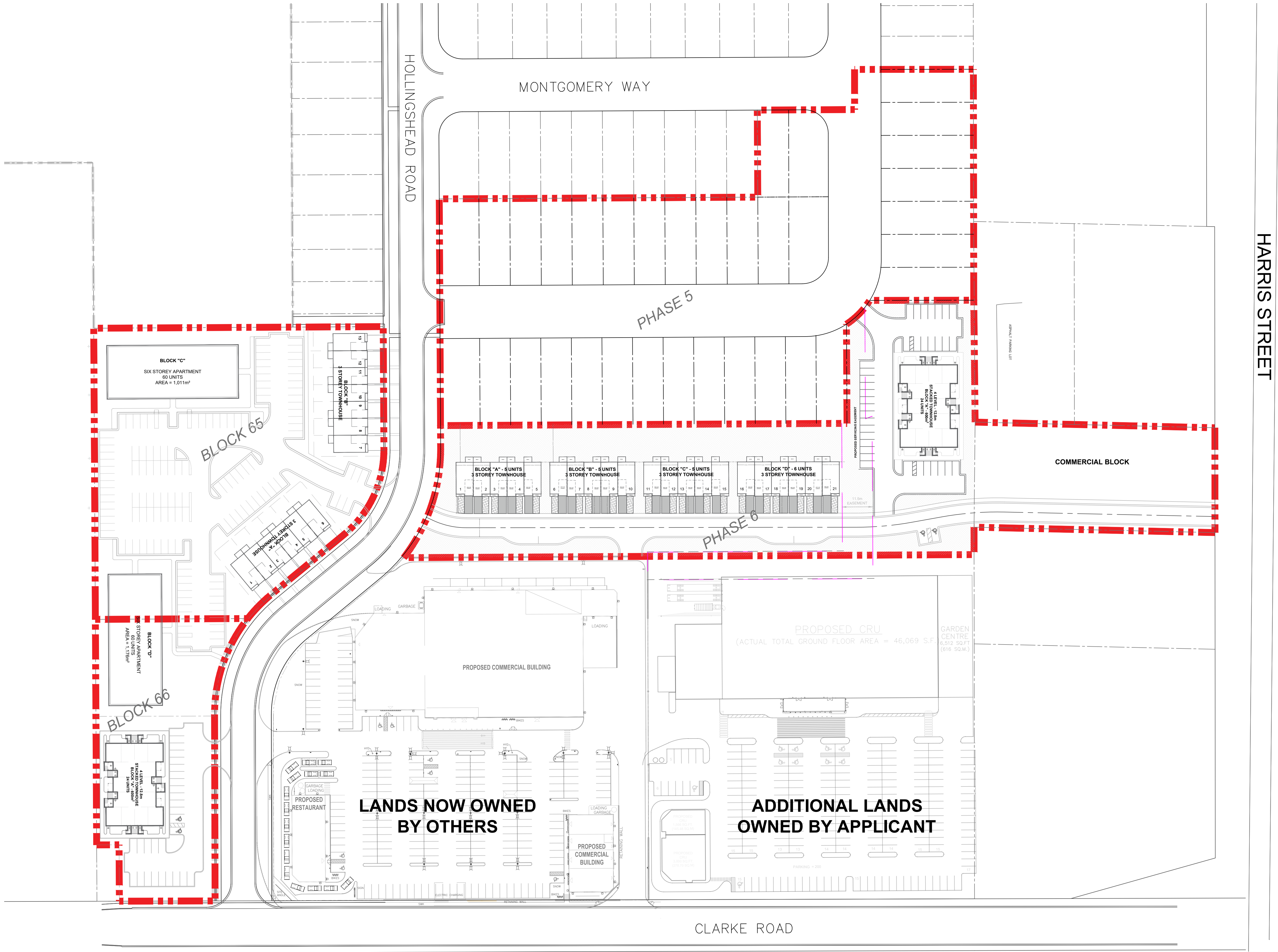
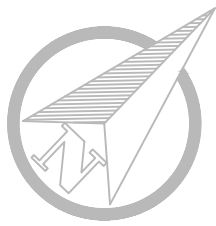
0 52 104 Meters

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

March 24, 2025



APPROVAL STAMP			
<div><div><div>Sifton</div></div><div>SIFTON PROPERTIES LTD. NEIGHBOURHOOD DEVELOPMENTS 1295 RIVERBEND SOUTH, SUITE 300 LONDON, ONTARIO N6K 0G2</div></div>			
<div>HARRISVIEW PHASES 5 & 6 AND BLOCKS 65 & 66 INGERSOLL, ONTARIO HOLLINGSHEAD ROAD / CLARKE ROAD</div>			
OVERALL PLAN - SITE USES			
Project No. :	--	Date:	19 November 2024
Drawing No. :	--	Scale:	1:750
Drawn By :	DCP		
Checked By:	PM		

Plate 3b: Close-up of Block 66 Conceptual Sketch
File Nos.: OP24-17-6 & ZN6-24-10 - Sifton Properties Limited
Block 66, Plan 41M-309, Town of Ingersoll

