

To: Mayor and Members of Ingersoll Town Council

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

Application for Zone Change (South West Ingersoll Secondary Plan Area) ZN6-26-04 – Town of Ingersoll

REPORT HIGHLIGHTS

- The purpose of the application for zone change is to rezone the remainder of the lands subject to the South West Ingersoll Secondary Plan (approved via Official Plan Amendment No. 314) to bring them under the jurisdiction of the Town of Ingersoll Zoning By-law No. 04-4160.
- The associated Official Plan Amendment (OPA 314) was approved by Oxford County Council on April 24, 2024.
- The purpose of this report is to provide an overview of the zoning amendment and the applicable land use policies relevant to the proposal.

DISCUSSION

Background

APPLICANT: Town of Ingersoll
130 Oxford Street Ingersoll ON, N5C 2V5

LOCATION:

The subject lands are generally described as all or parts of Lots 17-23, Concession 2, West Oxford and all or parts of Lots 24-25, Concession 1, West Oxford. The subject lands are further described as the lands within the 2021 South-West Oxford Boundary Adjustment area, including lands located on the south side of Highway 401 (lying north of Curry Road, between Plank Line and Union Road) and lands on the west side of Ingersoll (located west of Wallace Line between Highway 401 and the Thames River) and lands located along Hamilton Road, west of Oakwood Street. The extent of the lands subject to this amendment are illustrated on the attached plates.

COUNTY OF OXFORD OFFICIAL PLAN:

Schedule “I-1”	Town of Ingersoll Land Use Plan	Low Density Residential Industrial Prime Industrial Service Commercial Open Space Environmental Protection
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*Subject to special policies, implemented as part of Official Plan Amendment 314

Appendix “2-1”	County of Oxford Mineral and Petroleum Resources	Limestone Resource Area
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PROPOSAL:

The Town of Ingersoll has initiated a Zoning By-law amendment to bring the lands that were subject to the Town of Ingersoll corporate boundary adjustment in 2021 under the jurisdiction of the Town of Ingersoll Zoning By-law No. 41-0460.

The subject lands are comprised of the following areas, with some areas previously subject to separate zoning by-law amendment processes:

- the east lands, which comprise approximately 8 ha (19.7 ac) on the southeast side of Ingersoll, located north of Highway 401, east of Harris Street;
- the south lands, which comprise approximately 280 ha (692 ac) on the south side of Ingersoll, located south of Highway 401, north of Curry Road, between Plank Line and Union Road, and;
- the west lands, which comprise approximately 33.8 ha (83.5 ac) located on the west side of Ingersoll, west of Ingersoll Street South, between Highway 401 and the Thames River.

The subject lands were incorporated into the Town of Ingersoll from the Township of South-West Oxford on January 1, 2021 to provide additional opportunities for future industrial growth, service commercial and residential development. The Town initiated a secondary plan for the area in support of Official Plan Amendment #314, which was approved by Oxford County Council on April 24, 2024. The associated policy updates are now in effect and the Zoning By-laws can now be updated to remove these lands from the Township of South-West Oxford Zoning By-law and include them lands under the jurisdiction of the Town's Zoning By-law.

Plate 1 – Location Maps: identifies the location of the lands subject to the South West Ingersoll Secondary Plan Area.

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. In respect of the exercise of any authority that affects a planning matter, Section 3 of the Planning Act requires that decisions affecting planning matters shall be consistent with policies statements

issued under the Act. The following outlines the key PPS policies that have been considered, but it is not intended to be an exhaustive list.

Section 2.1 of the PPS, Building Homes, Sustaining Strong and Competitive Communities, states that in order to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.

Further, Planning authorities should support the achievement of complete communities by accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs. This should also include improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society and improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

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 addresses employment uses and states that planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- b) providing 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.

Section 5.1 of the PPS provides that development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards. Further, the PPS provides in Section 5.2 that planning authorities shall, in collaboration with conservation authorities where they exist, identify hazardous lands and sites and manage development in these areas, in accordance with provincial guidance.

Official Plan

The lands are subject to a number of different land use designations in the County Official Plan, as implemented through Official Plan Amendment #314, which was approved by Oxford County Council in April, 2024. Specifically, the following:

- the east lands, designated as 'Low Density Residential' and 'Medium Density Residential';
- the south lands, designated as 'Service Commercial', 'Prime Industrial' and 'Environmental Protection', and;
- the west lands, designated as 'Industrial', 'Prime Industrial', 'Environmental Protection' and 'Low Density Residential'.

Section 9 of the Official Plan contains policies specific to the Town of Ingersoll and provides guidance with respect to the designation of lands for Residential, Industrial and Service Commercial uses. The 'Prime Industrial' designation is a new designation implemented as part of OPA #314.

The policies for the Residential designations can be found in Section 9.2.3.1 and state that it is an objective of the Official Plan to provide for a supply of residential land that is sufficient to accommodate the anticipated demand for a broad range of new dwelling types over the planning period through intensification and, if necessary, designated growth areas.

It is further an objective of the Official Plan to support the provision of choice of dwelling types according to location, size, cost, tenure, design and accessibility and to designate land for a range of densities and structural types throughout the Town to satisfy a broad range of housing requirements.

To assist in achieving the land use objectives for Residential Areas, the Official Plan identifies lands for Low, Medium and High Density Residential Areas.

Low Density Residential areas are those lands that are primarily developed or planned for a variety of low-rise, low density housing forms, including single detached dwellings, semi-detached dwelling, duplex dwelling, converted dwellings, quadraplexes, townhouses and low density cluster dwellings. In these areas it is intended that there will be a mixing and integration of different forms of housing to achieve a low overall density of use. It is not intended that the full range of housing will be permitted in every individual neighbourhood or development and Town Council may choose to restrict the range of uses permitted in a particular location through the Zoning By-law.

The minimum net residential density for individual development for lands designated for residential development in the Secondary Plan Area shall be 30 units per hectare (12 units per acre) and no building shall exceed three stories in height at grade. Further, the minimum overall net residential density shall be 22 units per hectare (9 units per acre). To achieve this density, Town and County Councils will consider a variety of lot sizes and configurations, the development of low-rise multiple-unit dwellings and may consider reduced road widths and private roads within multiple-unit condominium developments in areas of new low density development.

Medium Density Residential Areas are those lands that are primarily developed or planned for low to medium profile multiple unit development that exceeds the densities established for Low Density areas. Residential uses within the Medium Density Residential areas include townhouses, medium density cluster development, converted dwellings and low-rise apartments. Policies contained in OPA #314 state that single detached, semi-detached and duplex dwellings will not be permitted in the Medium Density Residential designation.

The maximum net residential density in the Medium Density Residential area is 62 units per hectare (25 units per acre) and no building shall exceed 4 stories in height at grade. Within areas of new Medium Density Residential development, the minimum net residential density shall be 31 units per hectare (13 units per acre).

'Industrial' areas are those lands that consist of existing industrial uses and lands which are planned for the full range of industrial-type activity including light, medium and heavy industrial uses. The policies of the Official Plan direct that Town and County Councils shall ensure that there is sufficient land available to accommodate new industrial operations as well as the expansion and relocation of existing industrial operations within the Industrial designation.

The 'Prime Industrial' designation is intended to expand the industrial land supply and attract modern industries to enhance the range of employment opportunities in the Town to support the Town's ability to compete in the local, national and international marketplace. These strategically important employment lands are protected for industrial uses that make efficient use of such land and related infrastructure and provide significant, high quality employment opportunities and tax assessment for the Town.

Given the strategic, highly accessible and visible location of these lands along the Hwy 401 corridor, the lands identified for Prime Industrial use in Ingersoll on Schedule I-1 are, and will continue to be one of the most prominent industrial opportunity areas in the Town and County and will serve as an important gateway to Ingersoll. It is therefore the principal land use planning objective that these lands be preserved and protected for the attraction of high profile, modern industrial uses that:

- have high industrial employment densities;
- require large buildings and have substantial lot coverage;
- provide significant, high quality on-site employment opportunities;
- make efficient and effective use of the lands and related infrastructure;
- limit areas for open storage of goods, materials and equipment and the parking of vehicles, with the exception of on-site employee parking; and

- may be subject to a higher standard of building and site design, with emphasis on those areas with high visibility from Hwy 401 and other major roads.

Permitted uses in Prime Industrial Areas include industrial uses such as assembling, processing, warehousing and distribution, repair activities, construction industries, manufacturing, communications, research and development, large-scale information technology related uses including data centres and information processing establishments. Outdoor storage on lands designated as Prime Industrial shall be permitted in the rear yard and shall be screened so as to not be visible from a municipal road or highway.

Uses that are accessory or ancillary to a permitted use such as retail and office uses may be permitted in the Prime Industrial designation, provided that such uses are restricted to a small percentage of total floor area. Truck and trailer parking areas are not permitted as a primary use for lands designated Prime Industrial. Truck and trailer parking may be permitted as accessory to a permitted industrial use on the same property. To support the efficient use of land, new development for lands designated Prime Industrial shall have a minimum lot coverage of 10%.

The above-noted use restrictions and development criteria shall be further detailed and implemented through suitable amendments to the Town of Ingersoll Zoning By-law and any other land use tools that are considered appropriate by the Town.

Development applications for lands designated Prime Industrial will only be considered for approval at such time as all necessary environmental, land use compatibility, water, wastewater and stormwater servicing, and transportation studies have been completed and approved by the Town, County, Upper Thames River Conservation Authority and the Province, as required.

Lands designated for Service Commercial development are generally intended to provide a broad range of commercial uses that, for the most part, are not suited to locations within the Central Area because of their site area, access or exposure requirements or due to incompatibility or land use conflicts with residential development. Generally, Service Commercial uses cater to vehicular traffic and single-purpose shopping trips where customers are typically generated from passing traffic or a wide ranging market area. Service Commercial areas are to have direct access to an arterial or collector road.

Service Commercial Areas, while providing for a limited amount of retail use, are not intended to accommodate retail activities that are typically characteristic of a Central Area and will not directly compete with these areas. The 'Service Commercial' designation applies to those areas largely developed for commercial uses which primarily cater to the commercial needs of the travelling public. Types of service commercial uses that generate significant amounts of traffic and draw patrons from a wide area may also be located within these areas. These areas are generally characterized by numerous individual parcels of land and future development is anticipated largely through infilling and redevelopment.

It is a priority of Town Council and County Council that new service commercial development will generally occur through infilling and consolidation of existing designated areas prior to the establishment of new Service Commercial designations. It is recognized, however, that as the availability of land within existing service commercial areas is reduced, there may be proposals to expand or add Service Commercial designations. Proposals to amend the Official Plan and/or Zoning By-law to add Service Commercial areas shall be evaluated on the basis of a number of criteria, such as compatibility with surrounding land uses, potential impact on existing and planned uses in the area, availability of municipal services, potential traffic impacts, and potential environmental impacts.

In addition to the above-noted criteria, Service Commercial areas will generally be located with access to major collector roads, either directly or via service roads. Access to arterial or collector roads shall be limited to the minimum number necessary for the functioning of the Service Commercial Area. Parcels proposed to be designated Service Commercial shall be of sufficient size to accommodate off-street parking in quantity necessary to satisfy the requirements of the Zoning By-law and in a location satisfactory for the convenience of the users.

New Environmental Protection designations have been established based on the natural features identified South West Oxford Secondary Plan. It is an objective of the Official Plan to ensure the long-term protection, conservation and enhancement of designated Environmental Protection Areas and to prohibit uses that are incompatible with this objective and ensure that development permitted within or adjacent to areas designated as Environmental Protection adheres to environmental planning principles.

Zoning By-law

The lands subject to this application are subject to a range of zoning categories under the Township of South-West Oxford Zoning By-law, including the following:

- General Agricultural Zone (A2)
- Limited Agricultural Zone (A1)
- Special Agricultural Zone (A1-1)
- Residential Existing Lot Zone (RE)
- Rural Residential Zone (RR)

It is proposed that the existing residentially zoned lots within the residential designations be rezoned to the 'Residential Type 1 Zone (R1)' in the Town's Zoning By-law to recognize the existing residential uses, while the existing 'A1-1' zoned parcel be rezoned to a 'Special Restricted Industrial Zone (MR-sp)' to recognize the existing railway shunting yard. The remainder of the subject lands are proposed to be rezoned to a 'Development Zone' to reflect the industrial or prime industrial designations or an 'Open Space Zone (OS)' to reflect the Environmental Protection designation.

Public Consultation

In accordance with the requirements of the *Planning Act*, notice of complete application and public meeting were provided on September 10, 2026 in the Woodstock Sentinel Review. As of the writing of this report, no comments from the public have been received.

SUMMARY:

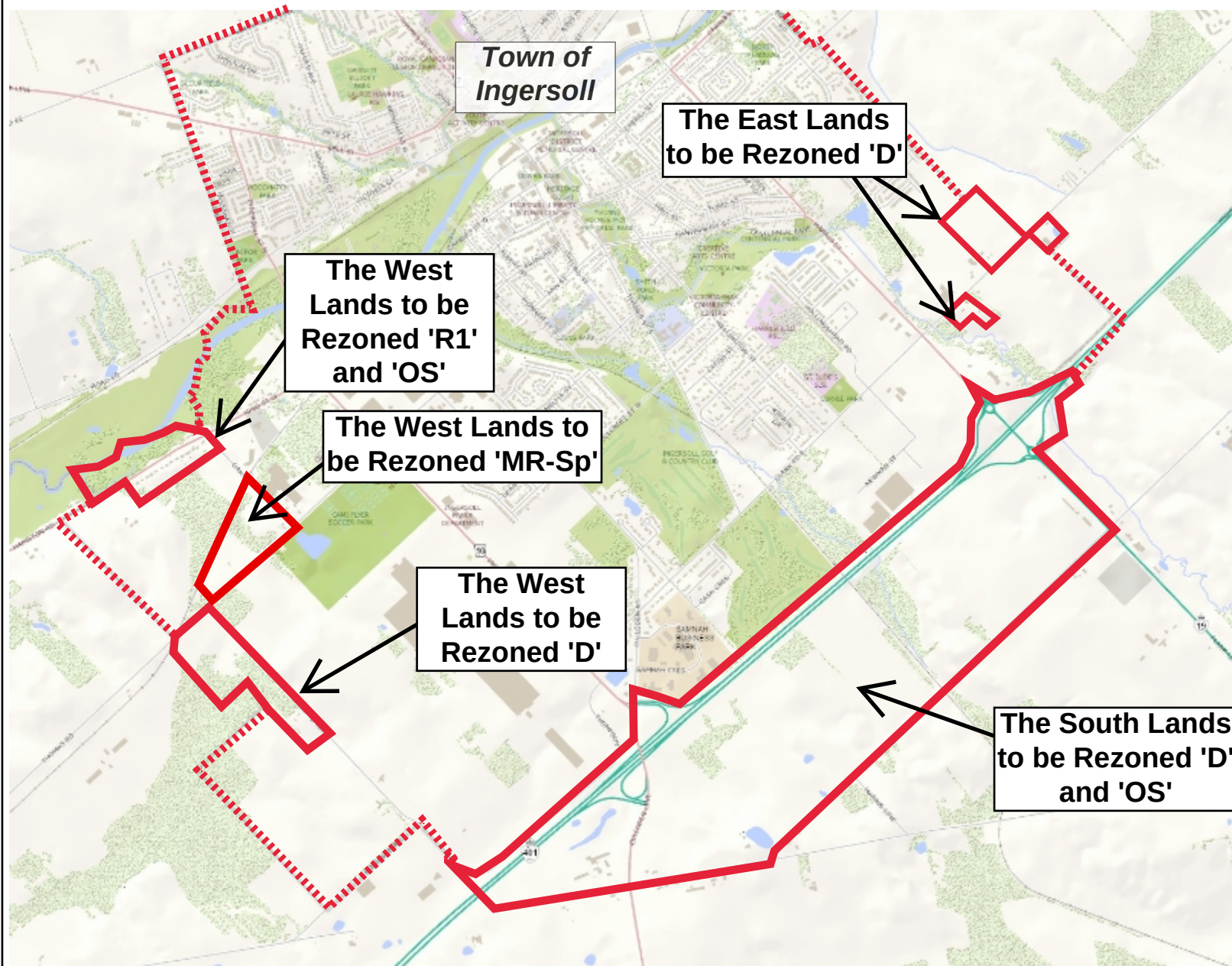
The above-noted information is provided for Council's information. A subsequent report, including comments received via agency circulation, a summary of public input and a Planning staff recommendation will be provided for Council's consideration at a future scheduled meeting.

RECOMMENDATION

It is recommended that Council of the Town of Ingersoll receive Report No. CP 2026-311, as information.

SIGNATURES

Authored by:	<i>Original signed by</i>	Heather St. Clair, MCIP, RPP Senior Development Planner
Approved for submission:	<i>Original signed by</i>	Eric Gilbert, MCIP, RPP Manager of Development Planning



Legend

Notes



0 766 1,532 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

February 9, 2024