



TOWN OF INGERSOLL AND OXFORD COUNTY

South West Ingersoll Secondary Plan

Planning Justification Report

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2. Water Servicing Technical Memo (Dillon Consulting), August 2023
3. Wastewater Servicing Technical Memo (Dillon Consulting), August 2023
4. Stormwater Management Technical Memo (Dillon Consulting), May 2023
5. Stage 1 Archaeological Assessment (ARA), February 2023
6. Cultural Heritage Assessment (ARA), June 2023
7. Town of Ingersoll Fiscal Impact Assessment (Watson & Associates), November 2023
8. Oxford County Fiscal Impact Assessment (Watson & Associates), November 2023
9. Agricultural Impact Assessment Technical Memo (Dillon), January 2023
10. Community Engagement Strategy (Dillon), July 2022

1.0

Introduction

1.1

Purpose of the Report

Dillon Consulting Limited (Dillon) was retained by the Town of Ingersoll and Oxford County to prepare a Planning Justification Report in support of the South West Ingersoll settlement boundary expansion and Secondary Plan. To help support long-term growth, a boundary adjustment (effective January 2021) brought approximately 630 hectares of land from South-West Oxford into the Town of Ingersoll, which is the subject of this study.

The purpose of this Planning Justification Report (the “Report”) is to present the background context, including an overview of the secondary plan process and development concept, planning policy framework, justification for the South West Ingersoll settlement boundary expansion and to establish a professional planning rationale for how the South West Ingersoll Secondary Plan conforms to applicable planning policy documents and good planning principles.

Provincial and County Official Plan policies both indicate that expansions to a designated settlement may only be considered through a ‘comprehensive review’ process. Further, the Official Plan policies require that comprehensive secondary planning (including urban design) and servicing strategies be undertaken in support of this process.

Accordingly, this Report will be to address the requirements of the Provincial Policy Statement and County Official Plan with respect to settlement expansions, secondary planning, servicing and the designation of lands for urban (i.e. industrial employment and residential) purposes and to ensure all other applicable Provincial, County, Town and other public agency requirements are appropriately addressed.

To inform and support the development of the preferred land use plan and policies, a number of support studies were undertaken and have been summarized in **Section 3.5** of this report:

1. Transportation Assessment (Dillon Consulting), December 2023
2. Water Servicing Technical Memo (Dillon Consulting), August 2023
3. Wastewater Servicing Technical Memo (Dillon Consulting), August 2023
4. Stormwater Management Technical Memo (Dillon Consulting), June 2023
5. Stage 1 Archaeological Assessment (ARA), February 2023
6. Cultural Heritage Assessment (ARA), June 2023
7. Town of Ingersoll Fiscal Impact Assessment (Watson & Associates), November 2023
8. Oxford County Fiscal Impact Assessment (Watson & Associates), November 2023
9. Agricultural Impact Assessment Technical Memo (Dillon), January 9, 2024

1.2 Study Area and Context

Ingersoll has a vibrant history as a small farming community on the banks of the Thames River. It is centrally located in southwest Ontario, accessible by Highway 401 and VIA Rail. It has a rich culture, quaint downtown, good employment opportunities, access to recreational and leisure activities and is targeted for steady residential and employment growth. Of the 47,200 people and 21,100 job growth forecasted for Oxford County to 2046¹, 5,850 people and 3,160 jobs are projected for Ingersoll. After factoring out growth that can be accommodated within the existing Built-up Area and the Urban designated greenfield lands, Hemson's Land Need Assessment identified a need for an additional 75 gross hectares for residential and 109 gross hectares for employment by 2039.

To support long-term growth, Dillon, in partnership with Watson & Associates Economists Ltd. (Watson) and ARA Consulting Inc. (ARA) were retained by the Town of Ingersoll and Oxford County to undertake a number of technical studies and analyses required to support the settlement boundary expansion, confirm the community vision, manage land use compatibility, and guide development and infrastructure investment. The project is intended to:

- Justify the settlement boundary expansion and address the remaining provincial policy requirements.
- Confirm a vision for the Study Area and identify alternative development concepts that would achieve the vision.
- Conduct a multi-disciplinary evaluation of the alternative development concepts and select the preferred alternative.
- Identify the required infrastructure, public facilities and policies needed to support and guide development.
- Facilitate a collaborative, transparent and engaging process that supports good planning outcomes.

There are generally three areas that make up the Study Area, as described below and presented in **Figure 1-1**:

- **East Side of Ingersoll:** Approximately 59 hectares located north of Highway 401, east of Harris Street. Current uses include manufacturing (steel fabricator) agricultural uses, including existing livestock operation (dairy) and associated residential. Surrounding uses include residential to the north (Special Policy Area), Hall's Creek Environmental Protection Area and watercourse to the west, Highway 401 to the south and agricultural lands to the east.

¹ Growth forecast based on 2016 population and employment, Phase 1 Comprehensive Review, Hemson 2020

- **West Side of Ingersoll:** Approximately 280 hectares located north of Highway 401, west of Ingersoll Street South and the CAMI plant, south of the Thames River and east of the Five Points Provincially Significant Wetland. Current uses include a large storage lot to the south, Candain Pacific (CP) Rail corridor to the north and a spur line bisecting the study area connecting the storage lot to the CP Rail corridor. There are agricultural uses west of Wallace Line and north of Thomas Road, several woodlots as well as some residential uses along King Street West. Surrounding uses include industry to the east (with a Special Policy Area between Thomas and the CP Rail corridor), and agricultural uses (including livestock operations) and a logistics company to the west.
- **South Side of Ingersoll:** Approximately 280 hectares located south of Highway 401, north of Curry Road, east of Plank Line and west of Union Road. The land is currently predominately agricultural use, including livestock operations (chickens) with some associated residential. There is the Heslop Swamp Provincially Significant Wetland, watercourse and the CP Rail Line dissecting the Study Area, and a motel, storage facility and a large telecommunications tower towards Plank Line. Surrounding uses include industrial, agricultural uses and a golf course to the north of Highway 401, and agricultural uses to the east, south and west of the Study Area.

SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN
MAP 1: SECONDARY PLAN AREA LIMITS

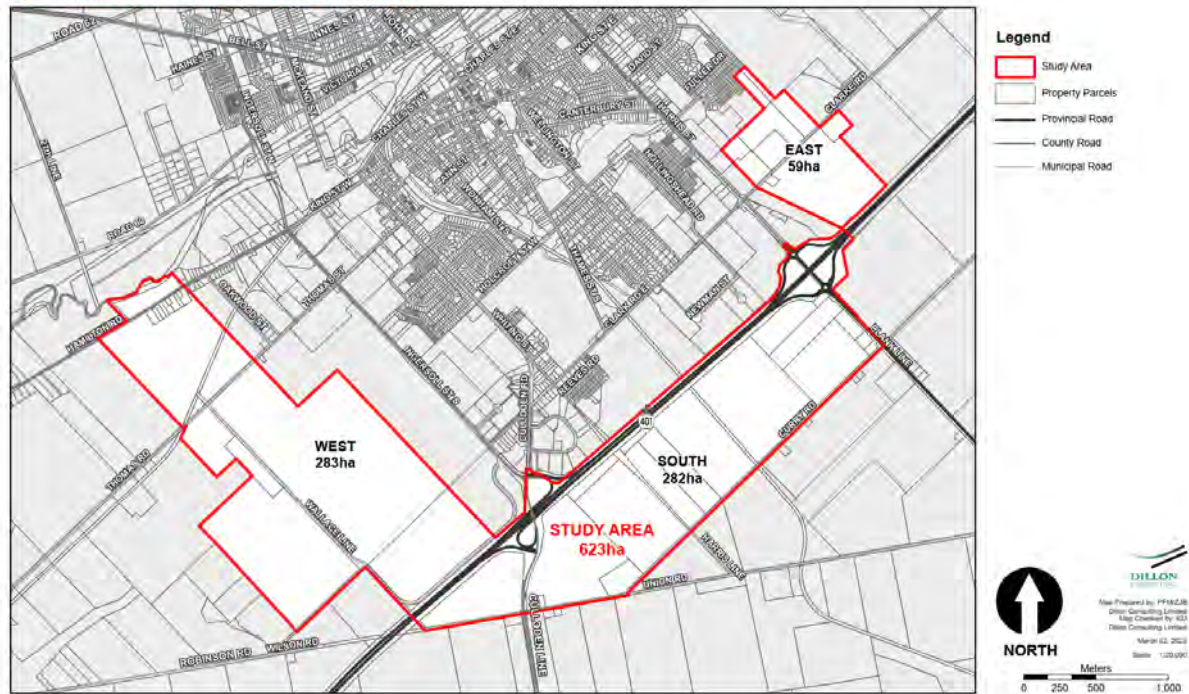


Figure 1-1: Study Area

Effective January 1, 2021, approximately 630 hectares (1,550 ac.) of land were brought into the Town of Ingersoll from the Township of South-West Oxford to provide additional opportunities for future industrial employment growth and, to a limited extent, residential and service commercial development. At the time, it was estimated that approximately 330 hectares (815 ac.) of these lands would be considered developable (i.e. not built, or subject to natural heritage and/or hazard constraints). These lands are considered the Study Area for the purpose of the South West Ingersoll Secondary Plan and this Planning Justification Report.

1.3

Oxford County Phase 1 Comprehensive Review

Oxford County conducted a Comprehensive Review, which was undertaken by Hemson Consulting and adopted by the Council in April 2020. An additional 47,200 people and 21,100 jobs were forecasted for Oxford County to 2046, of which 15,850 (33%) people and 3,160 (15%) jobs are projected for Ingersoll. After factoring out growth that can be accommodated within the existing Built-up Area and the Designated Greenfield Area, a need for additional residential and employment land was identified based on a land needs assessment.

For Ingersoll specifically, this net development supply also provides for a marginal level of underutilization and long-term vacancy in order to reflect realistic development potential on industrial lands. The Towns of Ingersoll and Tillsonburg are anticipated to experience continued demand going forward, accounting for 25% of the County-wide forecast growth in housing and employment. For employment, the study found that there is land need of 109 gross developable hectares in the Town of Ingersoll to accommodate employment growth to 2039. For residential land, the study indicated that a residential land need of 75 gross developable hectares for the Town of Ingersoll will be required to accommodate population growth to 2039. Lastly, the study showed that Ingersoll has a net developable land need of 18 hectares for commercial and institutional land uses, the second highest in all of Oxford County. The subject lands were annexed into the Town's settlement boundary on January 1, 2022 to address Ingersoll's residential and employment growth land need, as identified through the County Phase 1 Comprehensive Review study.

The County's Phase 1 Comprehensive Review 2020 as noted above, constitutes the most recent Council adopted land need study. As such this study forms the general basis for the determination of land need for the Ingersoll Secondary Plan project. That said, given the considerable industrial employment land development that has occurred in the Town since that study was completed, the County has updated the Town's employment land supply and associated employment land need to reflect the Town's current additional industrial land need.

Based on the Phase 1 Comprehensive Review Land Need Assessment methodology, adjusted to account for the forecasted employment growth for the current 25 year planning period (2023-2048) and remaining year end 2023 land supply, the County provided the updated estimate of 186 gross developable hectares of overall employment land need as of year-end 2023 for the Town of Ingersoll, based on the analysis outlined in **Table 1-1**. We understand that the County is planning to initiate an

update to their growth management strategy in 2024 and that this exercise will update the Phase 1 Comprehensive Review analysis to guide growth for the next 25 years.

Table 1-1: Town of Ingersoll Industrial Land Need Assessment, 2022-2047 (prepared by Oxford County, 2023)

| Industrial Employment Land Need (2022-2047) | | | | |
|---------------------------------------------|-----------------------------------------|------------------------------|-------------------------------------------------|------------------------------------------------------------------------------------|
| Estimated Job Growth on Employment Lands | Average Employment Density (per net ha) | Estimated Land Need (net ha) | Net Developable Industrial Land Supply (net ha) | Difference: Land Need less Supply (net ha). Gross developable hectares in brackets |
| 1,590 ² | 12 | 133 | 211 ¹ | 112 (186) ¹ |

Table Notes:

¹ A net-to-gross adjustment of 80% is made to ICI parcels greater in size than 5 hectares to account for the development of local roads, stormwater management pods, rights of way and servicing, with a further adjustment of 20% made to the net developable ICI supply to account for underutilization and vacancy in order to identify the likely supply available to be developed over the long-term (as per Hemson Phase 1 Study)

² The estimated job growth on employment lands in the table above assumes 95% of the total job growth in Industrial type employment and 5% of Population Related employment will be on employment lands (as per Phase 1 Study).

2.0

Secondary Plan Process and Proposed Development Concept

2.1

Study Process and Objectives

The South West Ingersoll Secondary Plan project launched in May 2022 and was intended to be completed within four phases over a 12-month period, as generally depicted on **Figure 2-1**. A comprehensive stakeholder and community engagement strategy was prepared at the onset of the assignment to help guide the engagement activities, attached for reference in **Attachment 10**.



Figure 2-1: Overview of Secondary Plan Process

The following overall objectives were identified to direct the engagement process throughout the development of the South West Ingersoll Secondary Plan:

- Ensure engagement is inclusive of diverse stakeholder groups and the geography of Ingersoll.
- Provide ample opportunity for public engagement as early as possible, given the uniqueness of the project and recognizing that there are fewer opportunities to engage going forward (appeal rights).
- Provide multiple touch points for two-way conversations with the community.
- Early and timely communication that is in a clear and accessible format.
- Communication methods and tactics that ensure a wide cross-section of the community is accessed.
- Transparency through open public engagement, decision-making processes and outcomes.
- Be open and honest about the implications of decisions being made.
- Consideration of public comments and concerns are reflected in the project outcomes.
- Offer flexibility to address any changes needed due to COVID-19 or otherwise.

To support the project, a Technical Advisory Committee (TAC) was established at the onset and met during each phase to provide critical input throughout the project including background context, input on the vision, objectives, key issues and opportunities, alternative growth concepts and evaluation framework, draft and final reporting. The TAC members included Town and County staff, as well as invited agency representatives.

To support community engagement, a project website, stakeholder contact list, Council presentations and one-on-one meetings were held with key stakeholders. In addition, two rounds of community engagement activities were conducted before key decision-making points in the project. These events provided an opportunity to get informed and share feedback. Community engagement events occurred in November 2022 and April 2023 and included online engagement and in-person events. Comments received from community members and stakeholders were reviewed and considered in developing the final South West Ingersoll Secondary Plan.

To support Indigenous community engagement, the following Indigenous communities were contacted to determine whether they had an interest in participating in the project:

- Aamjiwnaang First Nation (AFN)
- Chippewas of the Thames First Nation (COTTN)
- Munsee-Delaware Nation (MDN)
- Oneida Nation of the Thames (ONOTT)

In response to the Town's communication, a letter was received and a subsequent meeting was held with the Chippewas of the Thames in April 2023 where draft plans were discussed and follow up materials were shared. In addition, through the Stage 1 Archeological Assessment, ARA engaged with each of these Indigenous communities over the course of the investigation, including conversations with coordinators regarding the scheduling of fieldwork and the distribution of the draft report for review and comment (see Stage 1 Archaeological Assessment, December 2023).

The feedback received through the public and Indigenous community engagement activities and the technical analysis informed the preparation of guiding principles, the preliminary land use concept and ultimately the recommended Land Use Plan for the South West Ingersoll Secondary Plan.

2.2 Development Concept

Refinements to the Settlement Expansion Area

Based on the outcomes of the Agricultural Impact Assessment and Minimum Distance Separation Analysis, a number of modifications to the Settlement Area Boundary Expansion were required, as presented in **Figure 2-2** and further described in **Attachment 9**.

Guiding Principles

The following guiding principles were established for the South West Ingersoll Secondary Plan (please see the South West Ingersoll Secondary Plan for further information on each of these):

1. Be a catalyst for economic development, financial investment and job creation in Ingersoll.
2. Protect, preserve and enhance natural heritage resources.
3. Sustainable economic and community growth for Ingersoll's long term prosperity.
4. Maintain and honour the cultural and archeological history of Ingersoll.
5. Enhance Ingersoll as a complete community.

Community Structure

The classification of land use categories within the South West Ingersoll Secondary Plan Area include the following and the Secondary Plan provides specific policies for each land use designation, building off of the Oxford Official Plan Chapter 9 land use policies for the Town of Ingersoll:

- Low Density Residential
- Medium Density Residential
- Service Commercial
- Prime Industrial
- Industrial
- Open Space
- Environmental Protection

The recommended Land Use Plan is depicted on **Figure 2-3** and includes the following land uses (area calculations noted have been rounded to the closest hectare):

- **The East side of Ingersoll:** Approximately 16 hectares designated Low Density Residential to the north of Clarke Road, and approximately 30 hectares designated Medium Density Residential north and south of Clarke Road, with approximately 8 hectares designated Open Space along the north side of Highway 401. In addition, approximately 4 hectares are designated as Environmental Protection with approximately 4 hectares identified as Adjacent Lands.
- **The West side of Ingersoll:** Approximately 186 hectares designated Industrial along the east and west side of Wallace Line. North of the rail corridor, approximately 19 hectares designated Low Density Residential and less than 1 hectare designated Medium Density Residential, with approximately 7 hectares designated Open Space. In addition, approximately 51 hectares are designated as Environmental Protection with approximately 74 hectares identified as Adjacent Lands.
- **The South side of Ingersoll:** Approximately 180 hectares Prime Industrial and approximately 9 hectares along Plank Line and along Culloden Line as Service Commercial. In addition, approximately 19 hectares are designated as Environmental Protection with approximately 53 hectares identified as Adjacent Lands.

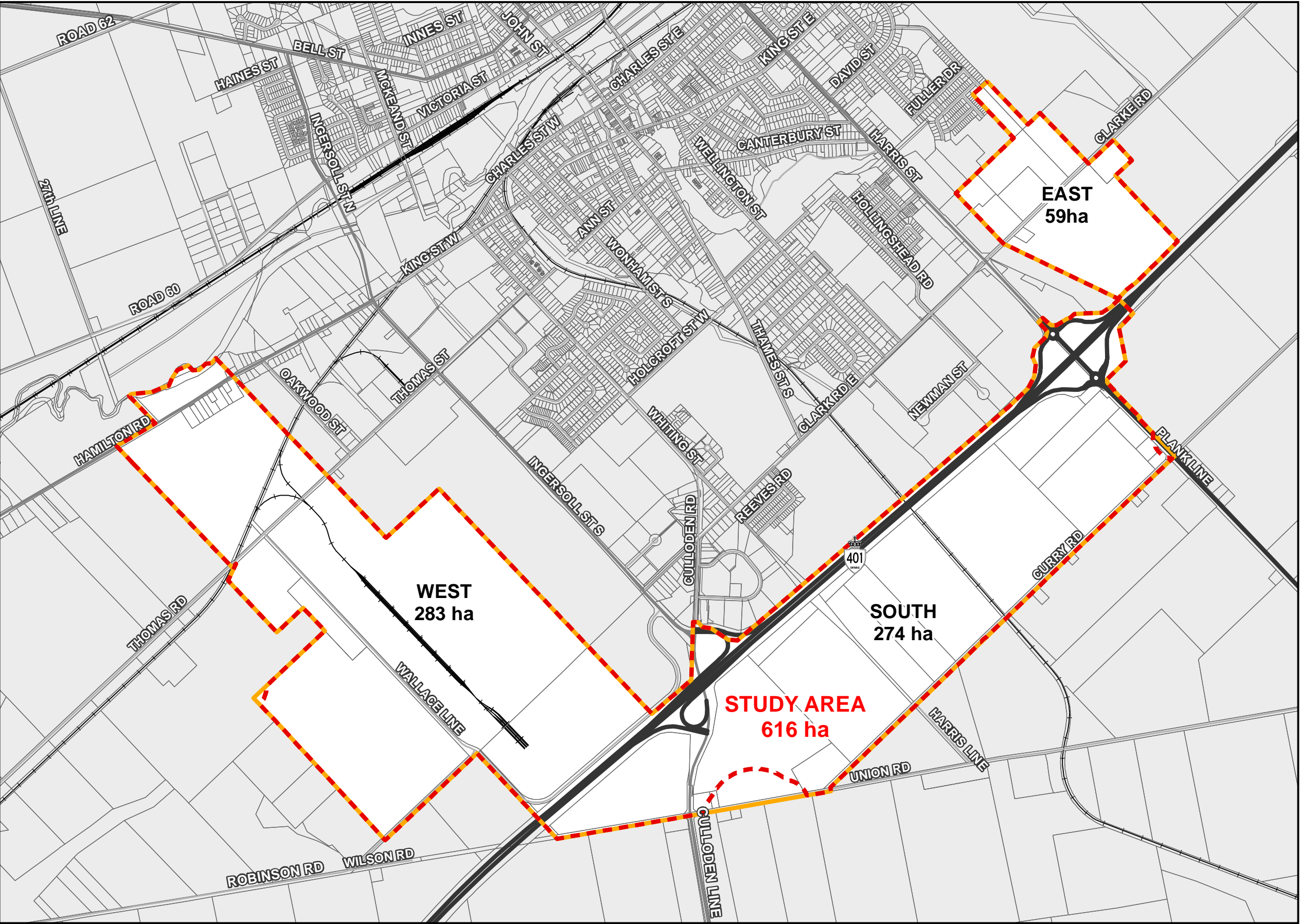
Figure 2-4 presents the Natural Environment and Heritage Plan including the Oxford Natural Heritage System Study Area focusing on both unevaluated and evaluated wetlands, PSW's, woodlands, meadows, and valleylands. The figure also includes data from the Upper Thames River Conservation Authority outlining erosion, flood, and regulation limits, which were used to identify the Adjacent Lands as part of the Land Use Plan.

Figure 2-5 outlines the Public Realm Improvement and Active Transportation Plan, which includes proposed public realm improvements as well as the existing and planned improvements to the active transportation network. Please refer to the Secondary Plan for further information on the proposed public realm and active transportation features.

The Transportation Plan is presented in **Figure 2-6**, which identifies existing and planned roadways including railways, provincial, arterial, collector, local, and municipal road connections, see **Section 3.1** of this report for a summary of the transportation analysis findings. **Figures 2-7, 2-8 and 2-9** present the watermain, sanitary and stormwater management infrastructure needed to support growth within South West Ingersoll, as further explained in **Section 3.2, 3.3 and 3.4** of this report. Please refer to the South West Ingersoll Secondary Plan (Dillon Consulting), January 2023 and technical studies attached to this report for further details on the proposed policies, technical analysis undertaken and the conceptual infrastructure requirements needed to support growth within the Study Area.

SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

MAP 1: SECONDARY PLAN AREA LIMITS



Legend

- Settlement Area
- Study Area
- Property Parcels
- Provincial Road
- County Road
- Municipal Road
- Railway

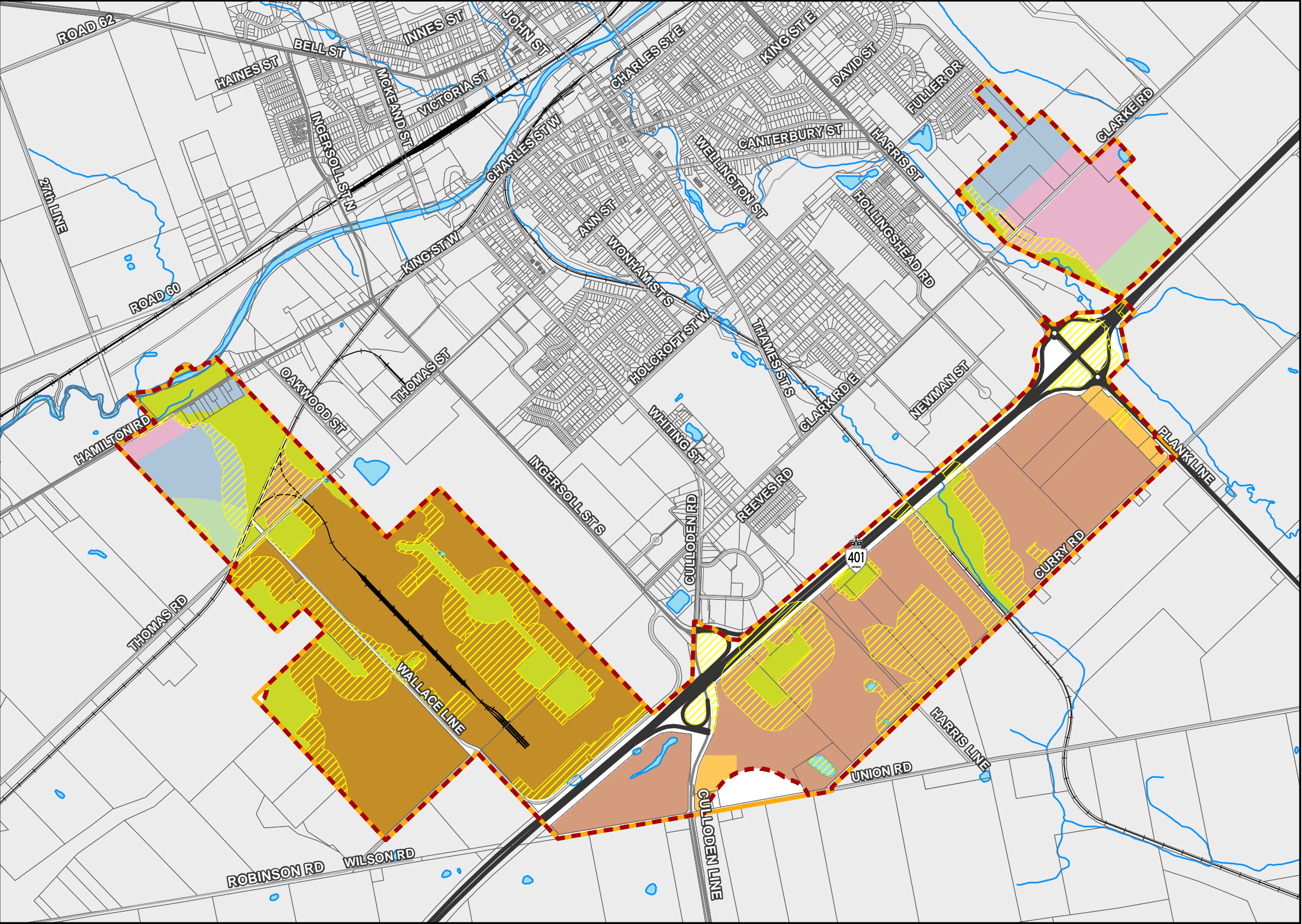
NORTH

Meters

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Dillon Consulting Limited
Map Checked by: KM
Dillon Consulting Limited
January 08, 2024
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SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

MAP 2: LAND USE PLAN



Legend

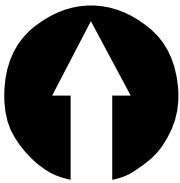
- Settlement Area
- Study Area

Land Use

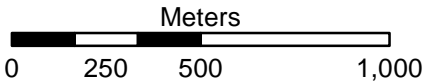
- Low Density Residential
- Medium Density Residential
- Service Commercial
- Open Space
- Environmental Protection
- Industrial
- Prime Industrial
- Adjacent Lands

Oxford County

- Provincial Road
- County Road
- Municipal Road
- Railway
- Watercourse
- Waterbody



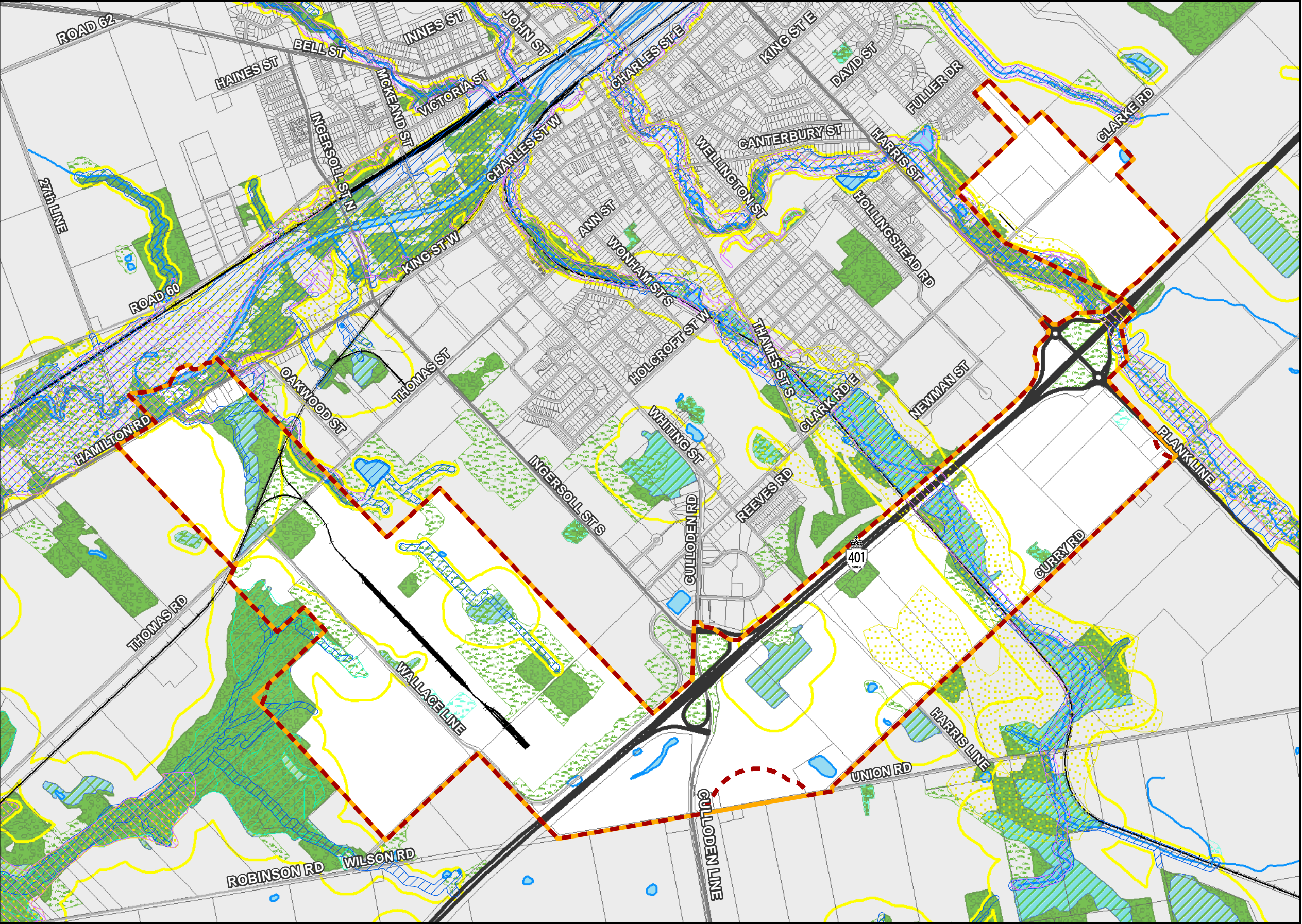
NORTH



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Dillon Consulting Limited
Map Checked by: KM
Dillon Consulting Limited
January 09, 2024
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SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

MAP 3: NATURAL ENVIRONMENT AND HERITAGE



Legend

Settlement Area

Study Area

Oxford County

Provincial Road

County Road

Municipal Road

Railway

Watercourse

Waterbody

Oxford Natural Heritage System

Evaluated Wetland

Wetland minus PSWs

Unevaluated Wetland

Woodlands

Meadows/Thickets

Meadows/Thickets (Other)

Significant Valleylands (Draft)

Upper Thames River Conservation Authority

Erosion Hazard Limit

Flood Hazard Limit

Regulation Limit

MNRF

Five Point Woods (PSW)

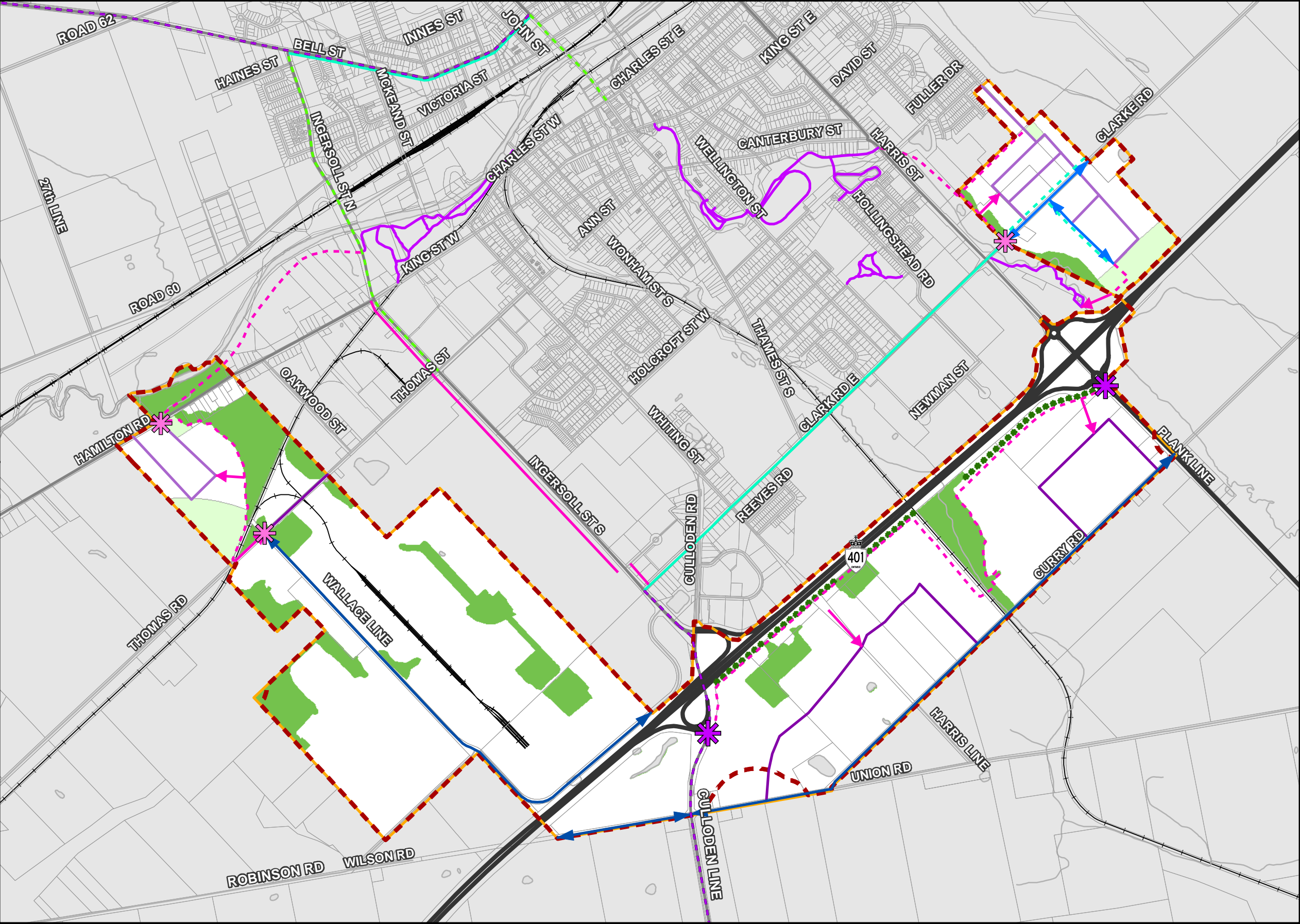
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Dillon Consulting Limited
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Dillon Consulting Limited
December 20, 2023
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SOUTH WEST INGERSOLL SECONDARY PLAN

MAP 4: PUBLIC REALM IMPROVEMENT AND ACTIVE TRANSPORTATION PLAN



Legend

- Settlement
- Study Area
- Environmental Protection

Proposed Public Realm Improvements

- Proposed Park/Open Space/Recreation
- Proposed Minor Gateway (Intersection Improvement)
- Proposed Major Gateway
- Proposed Minor Streetscape Improvement Area - Industrial
- Proposed Minor Streetscape Improvement Area - Residential
- Proposed Major Streetscape Improvement Area - Industrial
- Proposed Major Streetscape Improvement Area - Residential
- Proposed Bike Lane
- Proposed Multi-Use Trail Connection
- Multi-Use Trail Suggested Connections
- Proposed Treed Buffer

Existing and Planned AT

- Existing Bike Lane (Town of Ingersoll)
- In-Boulevard Multi-Use Trail (Town of Ingersoll)
- Existing Trail (Town of Ingersoll)
- Planned Designated Cycling Facility (Oxford Cycling Master Plan) (CMP)
- Planned Separated Cycling Facility (Oxford Cycling Master Plan) (CMP)

NORTH

DILLON CONSULTING

Map Prepared by: PFM/ZJB
Dillon Consulting Limited
Map Checked by: KM
Dillon Consulting Limited

January 09, 2024

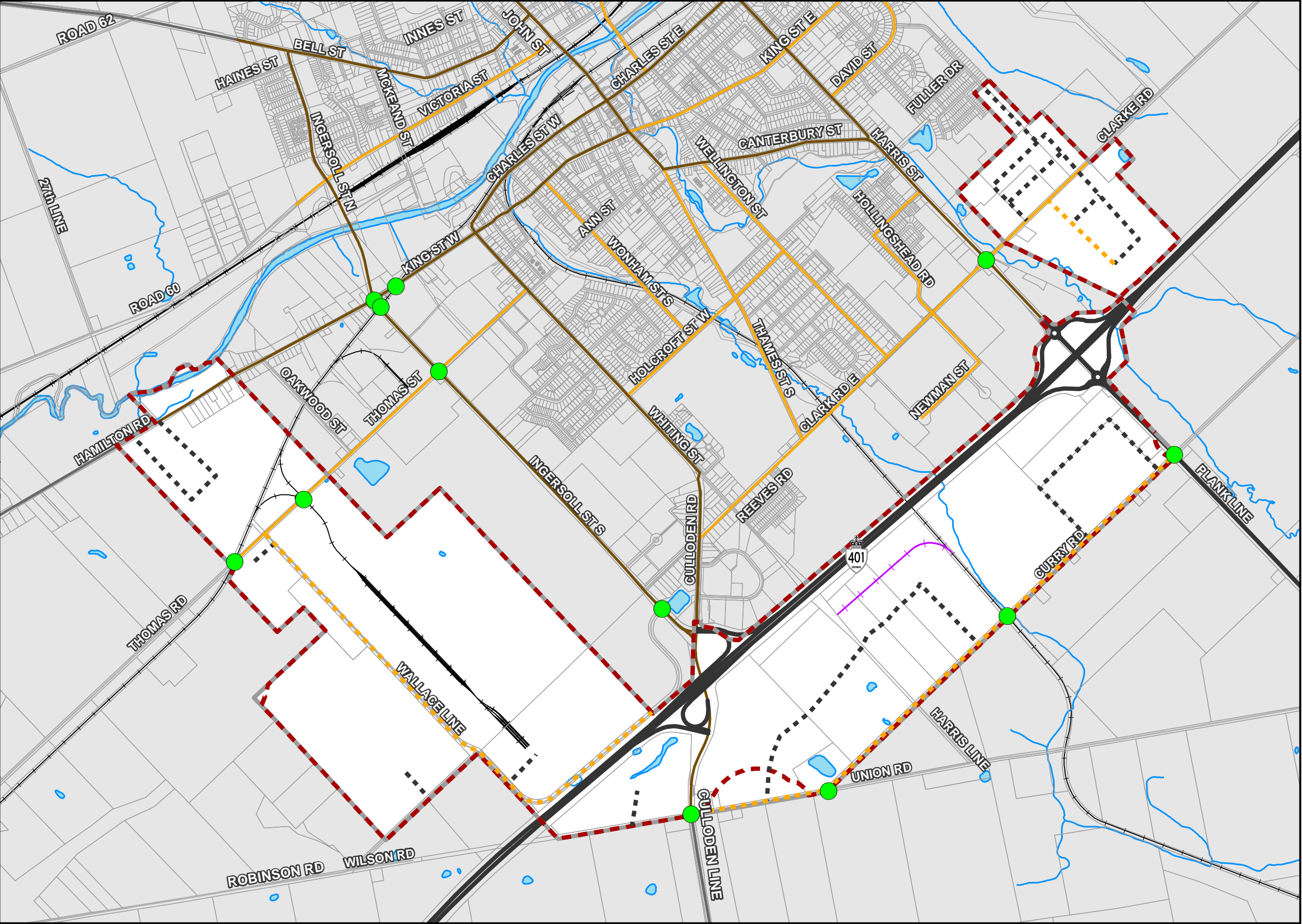
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Meters

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SOUTH WEST INGERSOLL SECONDARY PLAN

MAP 5: TRANSPORTATION PLAN



Legend

- Settlement Area
- Study Area
- Proposed Intersection Improvement
- Proposed Collector Road
- Proposed Local Road
- Proposed Rail Spur
- Provincial Highway
- Arterial Road
- Collector Road
- County Road
- Municipal Road
- Railway

NORTH

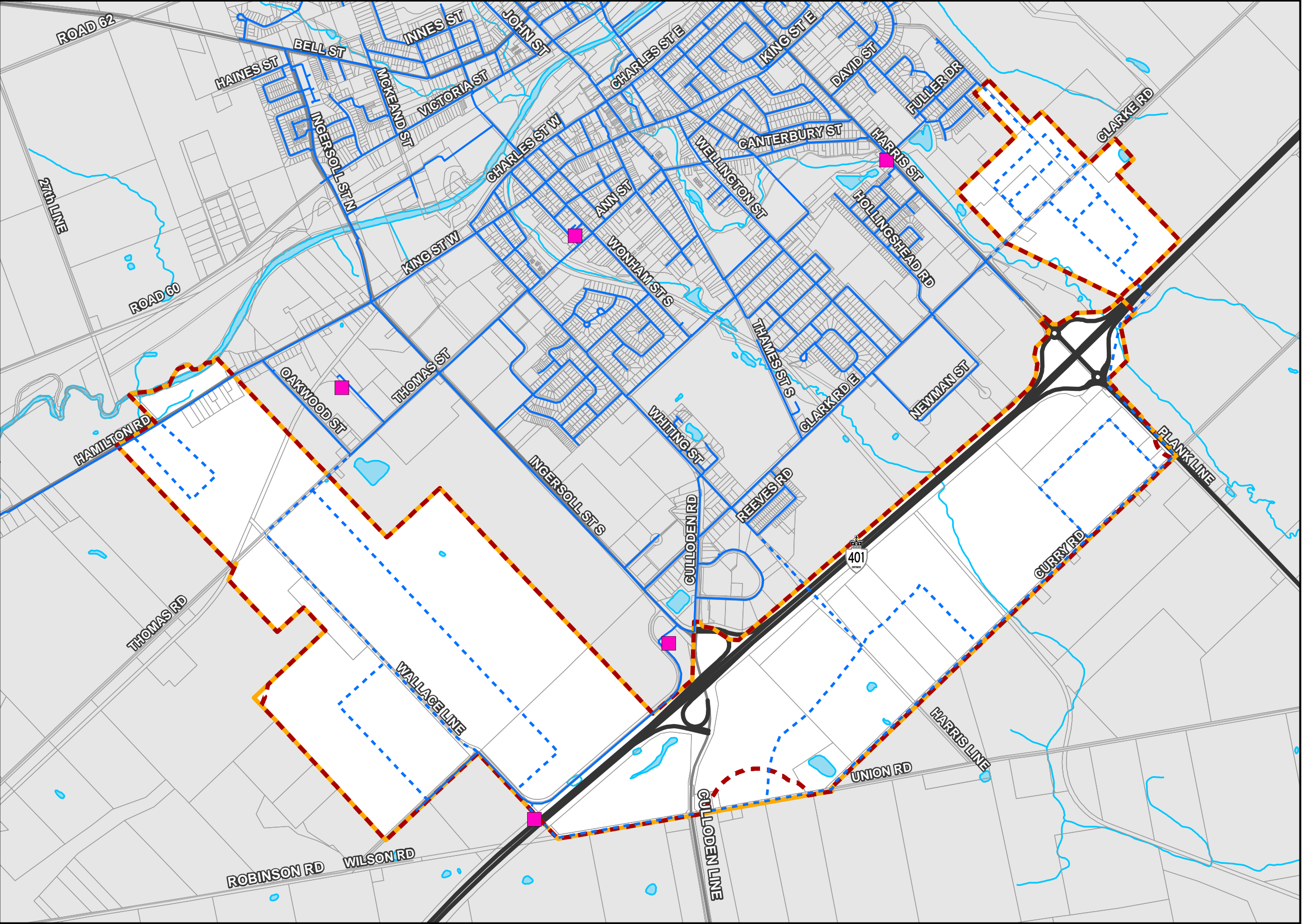
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SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

MAP 6: CONCEPTUAL WATERMAIN

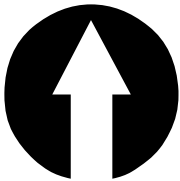


Legend

- Settlement
- Study Area
- Proposed Trunk Watermain

Oxford County

- Existing Groundwater Well / Water Treatment Facility
- Existing Watermain
- Watercourse
- Waterbody



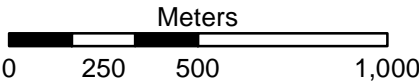
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Dillon Consulting Limited

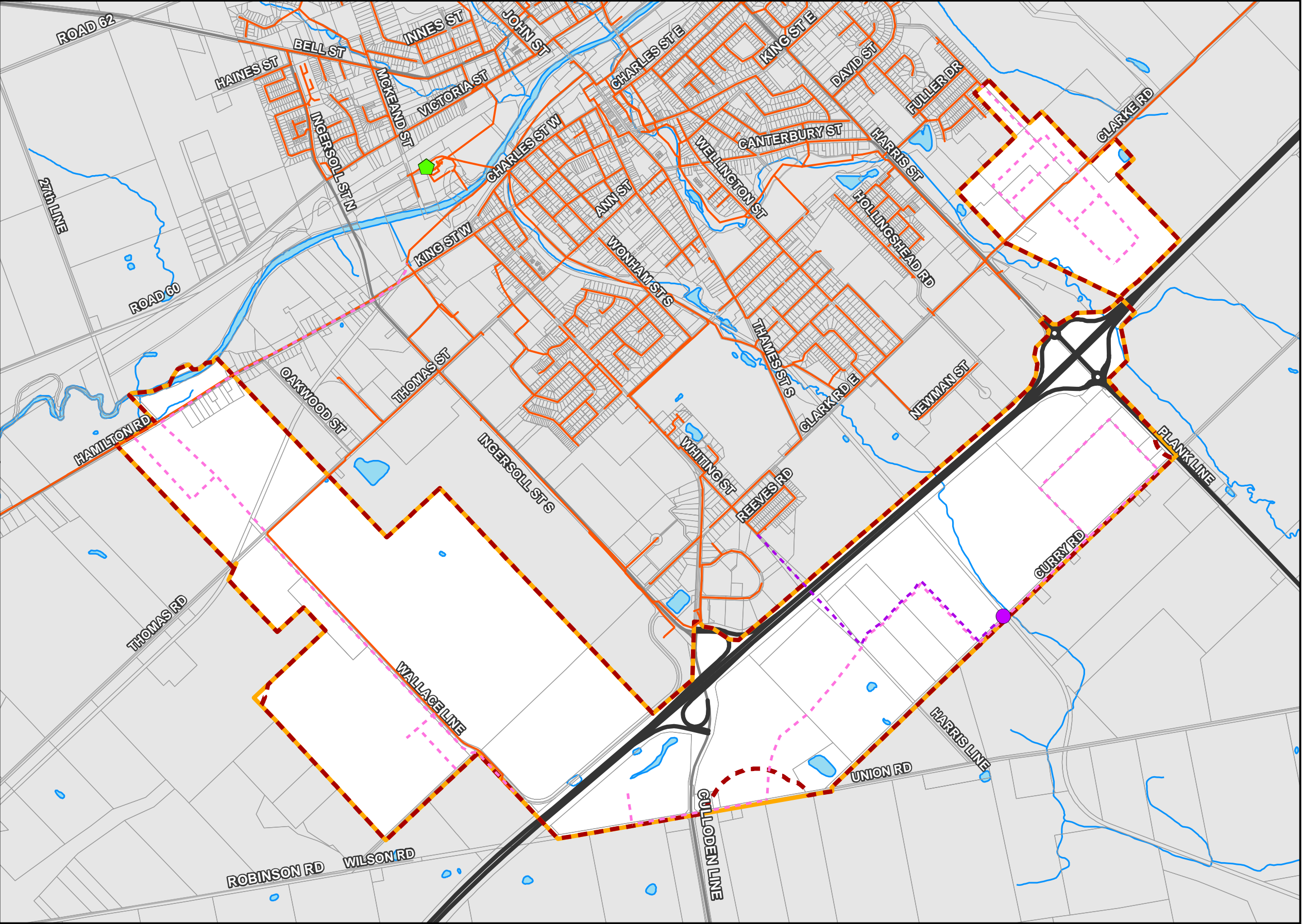
December 20, 2023

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SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

MAP 7: CONCEPTUAL SANITARY



Legend

Settlement Area

Study Area

Proposed Sanitary Pump Station

Proposed Sanitary Forcemain

Proposed Gravity Sanitary Sewer

Oxford County

Ingersoll Wastewater Treatment Plant

Existing Sanitary Sewer

Watercourse

Waterbody

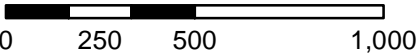


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Dillon Consulting Limited
Map Checked by: KM
Dillon Consulting Limited

December 20, 2023

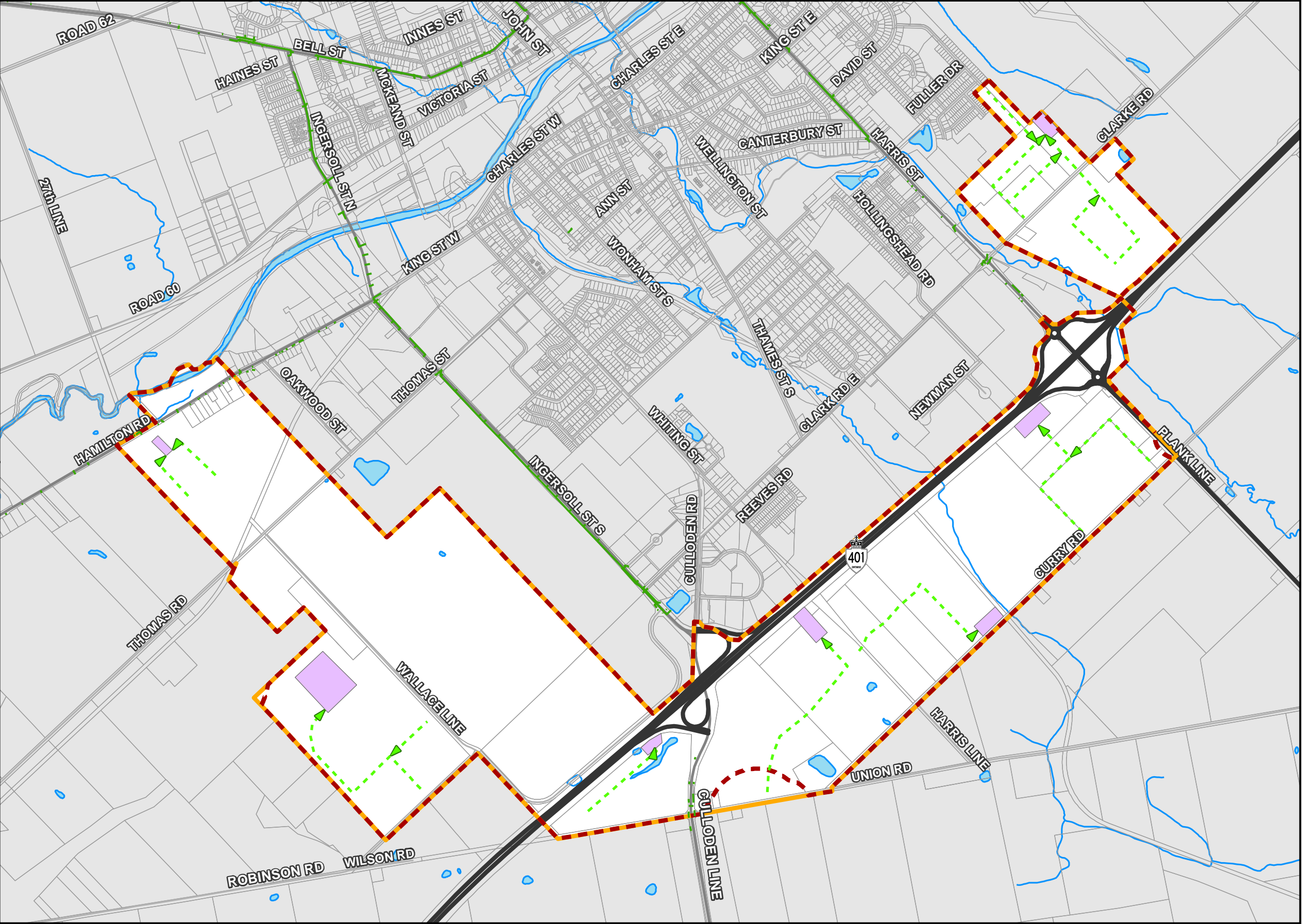
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SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

MAP 8: CONCEPTUAL STORM

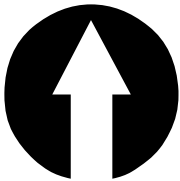


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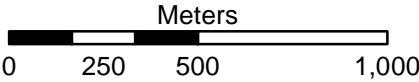
- Settlement
- Study Area
- Proposed Storm Sewer and Flow Direction
- Proposed SWM

Oxford County

- Existing Storm Sewer
- Watercourse
- Waterbody



NORTH



Map Prepared by: PFM/ZJB
Dillon Consulting Limited
Map Checked by: KM
Dillon Consulting Limited
December 20, 2023
Scale 1:20,000

2.3 Growth Assumptions and Land Need

Within the South West Ingersoll Secondary Plan Area, a number of parcels are currently occupied, as presented in **Figure 2-10**, and have been removed from the supply analysis. These include:

- Three parcels that make up approximately 141.2 hectares of lands south of Thomas Street, east of Wallace Line and north of Highway 401.
- One parcel that is approximately 3.1 hectares of land north of Clarke Road.
- 11 parcels that are approximately 3.4 hectares of land south of Hamilton Road.
- Five parcels that are approximately 4.3 hectares of land south of Highway 401 along Culloden Road and Plank Line.

Table 2-1 presents the land supply for the South West Ingersoll Settlement Area Boundary Expansion. Based on the Phase 1 Comprehensive Review findings and the updated County industrial employment land need outlined in **Section 1.3** above, the South West Ingersoll Settlement Area is needed to accommodate the forecast growth.

Table 2-1: South West Ingersoll Secondary Plan, Land Supply

| South West Ingersoll Secondary Plan | Gross (ha) | Adjacent Lands (ha) | Land Supply, net of NH features and Adjacent Lands (ha) |
|-------------------------------------|------------|---------------------|---------------------------------------------------------|
| Residential Lands | | | |
| Designated | 68 | 9 | 59 |
| Occupied | 5 | 1 | 4 |
| Vacant | 63 | 8 | 55 |
| Employment Lands | | | |
| Designated | 371 | 120 | 252 |
| Occupied | 125 | 39 | 86 |
| Vacant | 246 | 80 | 166 |
| Commercial | | | |
| Designated | 9 | 1 | 8 |
| Occupied | 4 | 1 | 3 |
| Vacant | 5 | 0 | 5 |

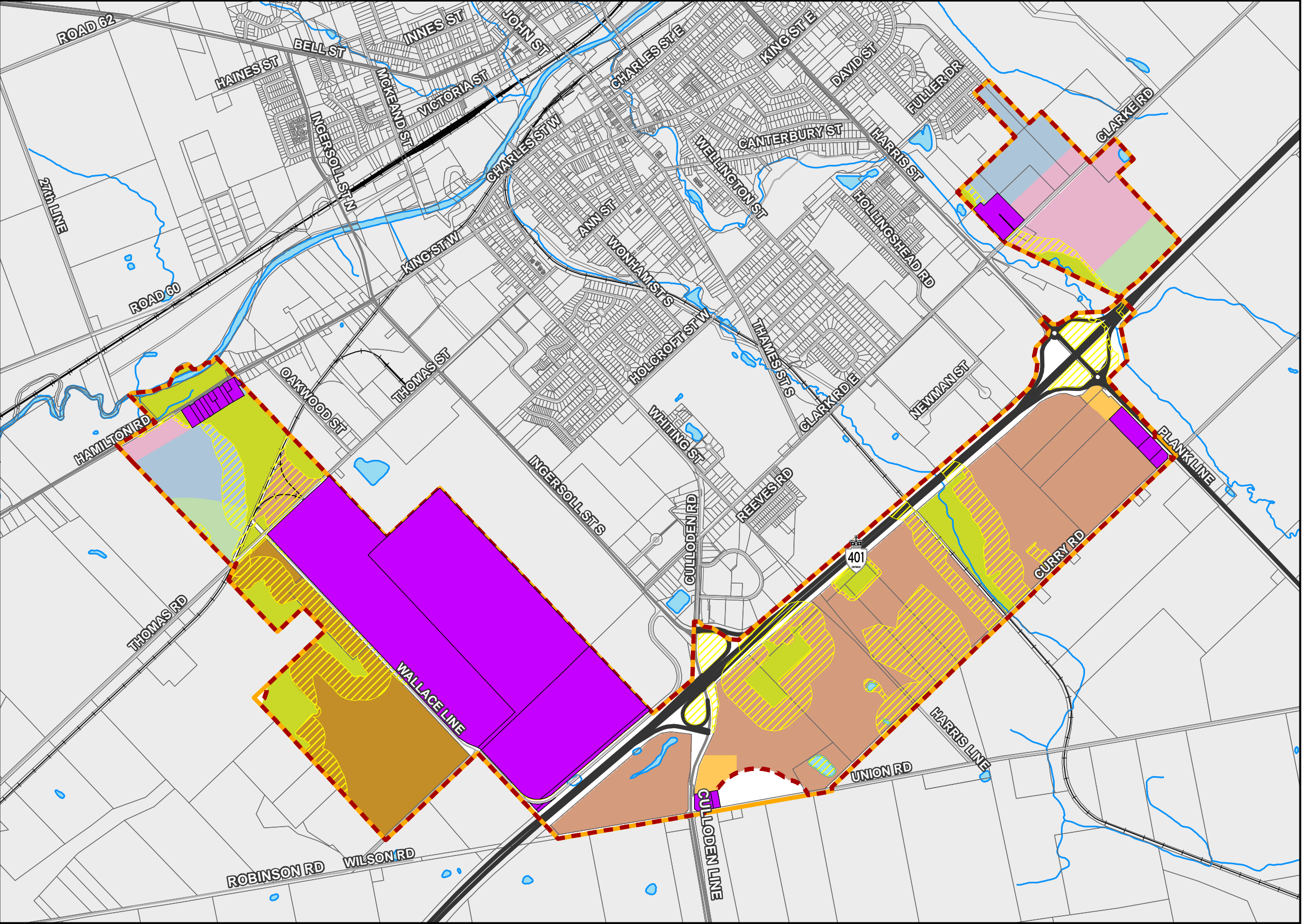
Table Notes:

All numbers have been rounded to the closest 1 ha.

To support the long term infrastructure analysis, **Table 2-2** presents the build out assumptions for the South West Ingersoll Settlement Area and **Table 2-3** presents the non-residential density assumptions, prepared by Watson and Associated in January that the build-out assumptions are based on. These build out assumptions are intended to provide a conservative approach for infrastructure planning and financial analysis purposes, and as such, the assumptions may vary from the land needs analysis presented above.

SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN

Built Up Lands



Legend

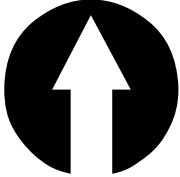
- Settlement
- Study Area
- Built Up Lands

Land Use

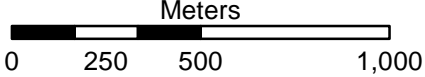
- Low Density Residential
- Medium Density Residential
- Service Commercial
- Open Space
- Environmental Protection
- Industrial
- Prime Industrial
- Adjacent Lands

Oxford County

- Provincial Road
- County Road
- Municipal Road
- Railway
- Watercourse
- Waterbody



NORTH



Map Prepared by: PFM/ZJB
Dillon Consulting Limited
Map Checked by: KM
Dillon Consulting Limited
January 09, 2024
Scale 1:20,000

Table 2-2: Build-out Assumptions to support South West Ingersoll Infrastructure Analysis

| | Designated area (ha) (not including Adjacent Lands) | Designated area (ha) with Adjacent Lands overlay | Net Area (Ha) ¹ | Build-out Res Units ² | Build-out Jobs ³ |
|-------------------------------------|-----------------------------------------------------|--------------------------------------------------|----------------------------|----------------------------------|-----------------------------|
| East of Ingersoll | | | | | |
| Low Density Residential | 15.2 | 0.9 | 9 | 200 | |
| Medium Density Residential | 26.6 | 3.1 | 16 | 760 | |
| Sub-total: East of Ingersoll | 41.8 | 4.1 | 25.2 | 960 | 0 |
| South of Ingersoll | | | | | |
| Prime Industrial | 128.0 | 52.2 | 144 | | 2,163 |
| Service Commercial | 8.3 | 0.6 | 7 | | 357 |
| Sub-total: South of Ingersoll | 136.3 | 52.8 | 151.3 | 0 | 2,519 |
| West of Ingersoll | | | | | |
| Low Density Residential | 14.1 | 4.4 | 10 | 229 | |
| Medium Density Residential | 3.1 | 0.4 | 2 | 90 | |
| Prime Industrial and Industrial | 123.6 | 67.3 | 153 | | 2,290 |
| Sub-total: West of Ingersoll | 140.8 | 72.1 | 164.8 | 319 | 2,290 |
| TOTAL Study Area | 318.9 | 129.0 | 341.3 | 1,279 | 4,809 |

Table Notes:

¹Net-to-gross adjustment based on the Oxford MCR - Phase 1 (Hemson) page 48 and 50 of 55% for residential and 80% for Industrial and Commercial has been applied to full designated area (including lands with Adjacent Land overlay, which require additional study to determine if they will be developable)

²Build-out of Residential Units based on average between min and max densities from Chapter 9 of the Oxford Official Plan unit/net hectares of 22.5 for Low Density and 46.5 for Medium Density.

³Build-out of Jobs based on employment density of 15 jobs/net hectare for Prime Industrial and Industrial and 50 jobs per net hectare for Commercial, as provided by Watson Economists in Jan 2023, as highlighted in Table 2-3.

Table 2-3: Build-out Assumptions, Non-Residential Density**Employment Area Recommended Density, Watson 2023**

| Sector | % Land Area | Net Land Area | Density Target | Employment | % Employment |
|------------------------------------------|-------------|---------------|----------------|--------------|--------------|
| Manufacturing | 30% | 67 | 25 | 1,683 | 49% |
| Distribution, Wholesale & Transportation | 35% | 79 | 12 | 942 | 28% |
| Construction | 30% | 67 | 5 | 337 | 10% |
| Commercial / Institutional / Office | 5% | 11 | 40 | 449 | 13% |
| Total | 100% | 224 | 15 | 3,411 | 100% |

Service Commercial Recommended Density, Watson 2023

| Sector | % Land Area | Net Land Area | Density Target | Employment | % Employment |
|----------------------------------------------|-------------|---------------|----------------|------------|--------------|
| Moderate Density Retail (e.g., restaurants) | 35% | 3 | 55 | 154 | 39% |
| Low Density Retail (e.g., equipment rentals) | 25% | 2 | 25 | 50 | 13% |
| Multi-Tenant / 1-Storey Office | 40% | 3 | 60 | 192 | 48% |
| Total | 100% | 8 | 50 | 396 | 100% |

The South West Ingersoll Secondary Plan is proposing a higher average residential density for the secondary planning area than was identified in the Phase 1 Comprehensive Review. The intent is not to change the land need analysis assumptions in the Phase 1 study, but rather to help the County/Town ensure the additional growth land need identified through that study is utilized and developed as efficiently as possible (i.e. delay the need for/extent of future settlement expansions) and achieve various other planning objectives (i.e. increased housing choice and unit mix, efficient use of infrastructure and public services, creation of complete communities etc.). Further, given the recent higher levels of growth the Town and County have been experiencing, planning for higher residential density will also assist the Town in accommodating higher than previously forecasted growth that may materialize and/or be identified through formal updates to the County's growth forecasts and land needs analysis in 2024. In this regard, it is noted that the current draft DC forecasts for the period 2024-2034 recently prepared by Watson indicate a considerably higher forecasted residential growth for that same period than in the Hemson 2020 study.

So, it is anticipated that the number of residential units the Town will require to accommodate forecasted growth over the next 25-year planning period will increase considerably from current forecasts once formal updates the planning growth forecasts are completed (i.e., later in 2024). As such, it is both important and prudent that all of the residential lands identified in the Secondary Plan be designated for development as part the current secondary planning process so that the County and Town can begin taking the necessary actions to ensure those lands will be available to accommodate residential development (i.e. planning for land use and infrastructure).

3.0 Technical Support Studies

In order to support the South West Ingersoll Secondary Plan, a number of technical support studies have been undertaken. The following section summarizes the key results:

1. Transportation Assessment (Dillon Consulting), December 2023
2. Water Servicing Technical Memo (Dillon Consulting), August 2023
3. Wastewater Servicing Technical Memo (Dillon Consulting), August 2023
4. Stormwater Management Technical Memo (Dillon Consulting), June 2023
5. Stage 1 Archaeological Assessment (ARA), February 2023
6. Cultural Heritage Assessment (ARA), June 2023
7. Town of Ingersoll Fiscal Impact Assessment (Watson & Associates), November 2023
8. Oxford County Fiscal Impact Assessment (Watson & Associates), November 2023
9. Agricultural Impact Assessment Technical Memo (Dillon), January 2024

3.1 Transportation Assessment

A Transportation Assessment was undertaken by Dillon Consulting completed in September 2023 (**Attachment 1**) to identify the existing and planned multi-modal transportation issues and opportunities that will influence the development and investment within the South West Ingersoll Secondary Plan area. Issues and opportunities were identified through a review of existing transportation policies, and existing and forecast study area conditions. The Study Area network performance was assessed, and recommendations were identified to mitigate issues, and maintain and enhance the efficiency and safety for all modes of travel.

Based on the Transportation Assessment that was carried out, it was concluded that all intersections are currently operating at what is considered as acceptable service levels. The study identified that development of the Secondary Plan Study Area is forecasted to generate 3,379 trips during the PM peak hour based on 703 trips generated by residential development, 1,278 trips generated by industrial development, and 522 trips generated by commercial development.

The following roadway and network improvements will be required:

- Residential collector road between Clarke Road and 450 m south of Clarke Road – new road.
- Union Road west of Culloden Line – upgrade from local to collector.
- Union Road between Culloden Line and Curry Road – upgrade from local to collector.
- Curry Road between Union Road and Plank Line – upgrade from local to collector.
- Wallace Line/Thompson Road between Thomas Road and Ingersoll Street – upgrade from local to collector.
- Clarke Road between Plank Line and 725 m east of Plank Line – upgrade from rural to urban residential cross section.

The following intersection improvements will be required:

- Ingersoll Street and King Street will require signals, and it is recommended that the northbound shared through/left turn lane be converted to a designated left turn along with the existing right lane becoming a shared through/ right turning lane.
- Ingersoll Street and Thomas Street will require signals.
- Ingersoll Street and Thompson Road; it is recommended that the eastbound approach be reconfigured to provide a principal right turn lane and an auxiliary left turn lane.
- Union Road and Culloden Road will require signals and it is recommended that auxiliary left turn lanes, both northbound and southbound, be constructed on Culloden Line.
- Harris Street and Clarke Road will also require signals and it is recommended that an auxiliary westbound left turn lane be constructed on Clarke Road and an auxiliary northbound a right-turn lane will be constructed on Harris Street.
- Plank Line and Curry Road will require signals and it is recommended that an auxiliary the eastbound left-turn lane will be constructed on Curry Road and an auxiliary southbound right-turn lane will be constructed on Plank Line.
- Railway Crossings: All railway crossings were found to be needing upgrades. The existing passive crossings on Curry Road and Thomas Road (both east and west of Wallace line), should be upgraded to active crossings with flashing lights and bells. The existing active crossings with lights and bells on Ingersoll Street and King Street West should be upgraded to active crossings with flashing lights, bells and gates.

The following rail network improvement will be required:

- Railway spur line off the CP rail line between Curry Road and Highway 401 – new rail spur.

The following railway crossing upgrades will be required:

- Curry Road – upgrade from passive crossing to active crossings with flashing lights and bells.
- King Street West – upgrade from active crossings with lights and bells to active crossings with flashing lights, bells and gates.
- Ingersoll Street – upgrade from active crossings with lights and bells to active crossings with flashing lights, bells and gates.
- Thomas Road (west of Wallace line) – upgrade from passive crossing to active crossings with flashing lights and bells.
- Thomas Road (east of Wallace line) – upgrade from passive crossing to active crossings with flashing lights and bells.

Please refer to **Figure 2.5** for an outline of the transportation network improvements and the Transportation Assessment Technical Memo, Sept 2023 in **Attachment 1** for associated costs identified to support growth within the South West Ingersoll Secondary Plan Area.

3.2 Water Servicing Technical Memo

A Water Servicing Technical Memo was prepared by Dillon Consulting and completed in August 2023 (**Attachment 2**) to analyze the existing water demands and to assess the potential connections to existing water mains, additional wells and water treatment facilities, pipe sizing and potential impacts to the operating pressure.

The following proposed water servicing strategy has been put forth to accommodate the land use changes and population projections associated with the secondary plan and provide a looped water system to connect the expansion lands to the Town's main water distribution system, as shown on **Figure 2-6**.

East Ingersoll:

- Two 300 mm connections to the existing 200 mm on Walker Road and to the existing 300 mm on Clarke Road are recommended.

South Ingersoll:

- A 400 mm trunk line is recommended to be installed along Curry Road and Union Road to be connected across Highway 401 at the extension on Union Road to the south portion of Wallace Line in addition to a 300 mm connection along the extension of Harris Line across Highway 401 to connect with the existing 300 mm watermain on Ingersoll Street.

West Ingersoll:

- Two 300 mm connections are recommended to the existing 300 mm watermain on Wallace Line and to the existing 300 mm watermain on Thomas Street.

Finally, in order to provide water servicing to the Secondary Plan areas, it is recommended that a minimum of two connections be made from each designated area to the existing water distribution system network for redundancy, fire flow availability, and improvement of water quality.

In addition to these recommendations, the water servicing memo was completed using a WaterGEMS model to evaluate the potential connections and capacity of the full build out areas. Based on the outcomes of this, it was concluded that demands would exceed 2.75 times the current daily consumption and the wells as of right would not be able to support the additional growth.

Reactivating the two wells that are currently out of commission was not enough to satisfy the additional demands, however by adding an extra well across from the Thompson Well would satisfy the required minimum pressures at peak hour demands, without any added factor of safety or extended storage for emergency situations or fire flows. The report concludes that heavy water users like larger commercial and industrial areas should consider on site fire storage.

It is recommended that the residential areas proposed for both the east and west sides of Ingersoll as well as the industrial lands on the west are poised as the easier options to service because there would be no need for utility crossing of Highway 401.

In conjunction with the proposed recommendations above, the proposed trunk mains are recommended to be 300 mm and 400 mm in diameter with the addition of a new well and water treatment facility south of Highway 401 and reactivating the two inactive wells in Town with upgraded booster stations, in addition to upgrading one or two of the existing wells booster stations. Please refer to **Attachment 2** for the high-level cost estimate of the water supply system infrastructure needs identified.

3.3 Wastewater Servicing Technical Memo

A Wastewater Servicing Technical Memo was prepared by Dillon Consulting and completed August 2023 (**Attachment 3**) with the purpose of producing a sanitary servicing strategy to produce servicing alternatives as well as a cost estimate for the recommendations.

Existing conditions were analyzed to establish an appropriate course of action for the Town. The town currently has five (5) sewage pumping systems, 88 km of sanitary gravity sewers, 14.3 km of sanitary forcemain, and 0.8 km of sanitary low pressure sewers. The three existing gravity sewers Ingersoll Street and King Street intersection, intersection of Cash Crescent and Whiting Street, and intersection of Winders Trail and Walker Road were included in the recommended strategy. The following recommendations are proposed to support the expansion of sanitary servicing to accommodate the South West Ingersoll Secondary Plan land use:

East Ingersoll:

- Proposed to be serviced via a local gravity sewer collection system which outlets to the existing collection system at the intersection of Winders Trail and Walker Road.

South Ingersoll:

- Prime industrial and service commercial development South of Ingersoll is proposed to be serviced by a local gravity sewer collection system, draining to a proposed pumping station, located along Curry Road, west of the CP railway.
- The depth of the proposed sewers may be able to be reduced in some locations through final grading design.
- The pumping station would convey flows via a proposed forcemain along the proposed new road right to cross the 401.

West Ingersoll:

- Proposed to be serviced by a gravity sewer following the alignment of Wallace Line, draining from Highway 401, north towards Hamilton Road.
- Proposed gravity sewer would then convey flows east along Hamilton Road/King Street West, outletting to the existing 675 mm diameter gravity sanitary sewer east of the intersection of King Street West and Ingersoll Street. An easement would be required to cross one property in close proximity to the tie-in location in order to outlet into the 675 mm diameter at an adequate depth. It

is assumed that no basement service will be provided for industrial use lands of-way and then following the alignment of the unopened road allowance.

- An alternative outlet could be the existing 600 mm diameter gravity sewer along Clark Road, east of the CP railway as an outcome of the downstream capacity analysis.
- There is potential for proposed development of the Ingersoll Golf Club. If this development were to proceed and the 600 mm diameter gravity sewer outlet was deemed to have sufficient downstream capacity, the alignment of the proposed force main from Highway 401 to the top end of the 600 mm sewer could be run through this development.

Similar to the above phasing recommendations for water servicing, the most feasible first phase for sanitary servicing would be the proposed residential lands and a portion of the industrial lands on the west side of Highway 401.

3.4

Stormwater Management Technical Memo

A Stormwater Management Technical Memo prepared by Dillon Consulting was completed in June 2023 (**Attachment 4**) in order to ensure that the boundary adjustment and proposed population and employment demand for the Study Area can be accommodated by existing and proposed stormwater management facilities. Municipal Drains within the Study Area that convey runoff that were analyzed in this report include:

- Ruckle Drain
- Halls Creek Drain
- Whiting Creek Drain
- Michael Sheanan Drain (and tributaries)
- Thompson Drain
- Hart Drain

A hydrologic assessment was conducted on the 12 outlets within the Study Area and concluded that some areas in the Study Area do not have a positive drainage outlet and will require 'overcontrol' once the area is developed. These areas include annexed property that is part of the CAMI facility, and the area west of Wallace Line, which is intended for industrial development. As a result of the increased imperviousness from paved areas, roof tops, road networks, sidewalks, etc., increases in peak stormwater flows and volumes are anticipated within each catchment area. Stormwater management facilities will be required to mitigate these increases.

Stormwater conveyance will be provided by storm sewers, generally following the location of proposed streets within the Study Area. These sewers will generally follow the road grade to the low point within each catchment area and discharge to the associated SWM facility.

Phasing of the proposed stormwater management infrastructure should follow standard practices within most catchment areas since they are generally very uniform. Accordingly, the phasing recommended is as follows:

1. Construction of the stormwater management facility
2. Construction of linear infrastructure
3. Roads and servicing

The exception is where there is proposed residential development north and south of Clarke Road. It is important that the development north of Clarke Road takes precedence as this is where the stormwater management facility will be located.

3.5 Stage 1 Archeological Assessment

The Stage 1 Archaeological Assessment was completed by Archaeological Research Associated Ltd. dated Dec 19, 2023 (**Attachment 5**). The assessment was triggered by the requirement set out in Section 2.6 of the Provincial Policy Statement, 2020 issued under Section 3 of the *Planning Act*. This report documents the background research and potential modelling involved in the investigation and presents conclusions and recommendations pertaining to archaeological concerns.

The Stage 1 Archaeological Assessment determined that the Study Area comprises a mixture of areas of archaeological potential, areas of no archaeological potential and previously assessed lands of no further concern. One known site was identified within the Study Area: unregistered Findspot 1. This site was not recommended for any further work and does not represent a concern for the project. Chambers 1 (AgHf-54) was documented with abutting lands, but this site was found to have no further cultural heritage value interest and does not require additional assessment.

As per the results of the Stage 1 Assessment, it was recommended that all areas of archaeological potential that could be impacted by development be subject to a Stage 2 property assessment in accordance with Section 2.1 of the 2011 Standards and Guidelines for Consultant Archaeologists. The identified areas of no archaeological potential and the previously assessed lands of no further concern do not require any additional assessment. If any in-water work is planned within the Thames River or its larger tributaries, the Criteria for Evaluating Marine Archaeological Potential checklist should be consulted.

3.6 Cultural Heritage Report

The Cultural Heritage Assessment Report (CHAR) was completed by Archaeological Research Associates Ltd., dated June 2, 2023 (**Attachment 6**). The study concluded that there were 6 built heritage resources and two cultural heritage landscaped within the Study Area having potential for cultural heritage interest. There were an additional 11 built heritage resources that should be considered in future development applications and studies scattered throughout the secondary plan area.

For future areas where development is forecasted to occur, a CHAR will be required to determine if the property meets Ontario Regulation 9/06. If the property has cultural heritage value or interest as Heritage Impact Assessment (HIA) should be undertaken by a qualified heritage professional. Land development activities adjacent to identified Built Heritage Resource or Cultural Heritage Landscape should consider that cultural heritage resource and be subject to a Heritage Impact Assessment (HIA) to identify negative impacts to the heritage resource and develop mitigation measures.

3.7 Town of Ingersoll Fiscal Impact Assessment

A Fiscal Impact Assessment (FIA) for the South West Ingersoll Secondary Plan was completed by Watson & Associates in November 2023 (**Attachment 7**). The analysis provided has considered the fiscal impacts on the Town of Ingersoll from the growth at buildout of the South West Ingersoll Secondary Plan Area. As per policies in the Official Plan, new secondary plans shall be based on “a Fiscal Impact Analysis that demonstrates development shall not negatively impact the Town’s financial position”.

Overall, operating expenditures arising from the service demands considered the service/program related operating costs of additional population and employment growth (based the Town’s 2021 Financial Information Return), as well as the capital-related maintenance and lifecycle costs for incremental capital assets (emplaced through DC funding or installed by developers as a condition of development), and the annual costs of funding revenue foregone as a result of DC exemptions and reductions.

Incremental revenues associated with growth have been considered for incremental property tax revenues over the buildout of the Secondary Plan Area (net of annual payments to the Township of Southwest Oxford). New non-tax revenues associated with new development reflect anticipated user fees, permits, licences, and other revenues associated with service program demands arising from population and employment growth.

Tax-based Services:

The incremental annual operating and capital costs total \$6.0 million at buildout of the Secondary Plan Area. This compares to anticipated annual tax revenue at current tax rates of \$25.6 million plus non-tax revenues of \$427,000. The resultant fiscal impact at buildout of the Secondary Plan Area is a \$19.6 million annual surplus. The strong financial position is driven by the current tax rates for industrial development within the Town and the significant amount of industrial development that is anticipated within the Secondary Plan Area. The annual surpluses at current tax rates would contribute towards the financial sustainability of the Town, potentially limiting future property taxation increases or provide funding towards the existing infrastructure deficit related to existing assets to maintain current service levels, or improving service levels across the Town.

Impacts Over the Period to 2046:

The impacts have also been assessed over the period to 2046 based on the growth assumptions outlined in the Assessment to understand the mid-term fiscal impacts prior to the full buildout of the Secondary Plan Area.

In comparison to the buildout fiscal impacts, the surpluses in 2046 would decrease primarily due to the decreases in annual property tax revenue with only 25% of the non-residential development potential being achieved (i.e., \$7.6 million annual non-residential property tax revenue at 2046 vs. \$30.3 million at buildout). The annual operating surplus is estimated to be \$4.0 million at 2046.

Actual annual operating costs, assessment growth, and capital expenditures will need to be carefully monitored to ensure the development of sound DC and property taxation funding policies.

As part of the Town's ongoing DC background study update, the continued implementation of DC exemptions for non-residential development is being re-evaluated. If the exemptions are removed, the fiscal impacts would be improved in part by increased non-residential DC revenue.

3.8 Oxford County Fiscal Impact Assessment

A Fiscal Impact Assessment (FIA) for the South West Ingersoll Secondary Plan was completed by Watson & Associates in November 2023 (**Attachment 8**). The analysis provided has considered the fiscal impacts on Oxford County from the growth at buildout of the South West Ingersoll Secondary Plan Area. As per policies in the Official Plan, new secondary plans shall be based on "a Fiscal Impact Analysis that demonstrates development shall not negatively impact the Town's financial position".

Overall, operating expenditures arising from the service demands considered the service/program related operating costs of additional population and employment growth (based the County's 2022 Financial Information Return and 2023 operating budget for water and wastewater), as well as the capital-related maintenance and lifecycle costs for incremental capital assets (emplaced through DC funding or installed by developers as a condition of development), and the annual costs of funding revenue foregone as a result of DC exemptions and reductions.

Incremental revenues associated with growth have been considered for incremental property tax and water and wastewater rate revenues over the buildout of the Secondary Plan Area. New non-tax revenues associated with new development reflect anticipated user fees, permits, licences, and other revenues associated with service program demands arising from population and employment growth.

Tax-based Services:

For tax-based services, the incremental annual operating and capital costs total \$5.9 million at buildout of the Secondary Plan Area. This compares to anticipated annual tax revenue at current tax rates of \$15.4 million plus non-tax revenues of \$3.0. The resultant fiscal impact at buildout of the Secondary Plan Area is a \$13.9 million annual surplus. The strong financial position is driven by the current tax rates for industrial development within the County and the significant amount of industrial development that is anticipated within the Secondary Plan Area. The annual surpluses at current tax rates would

contribute towards the financial sustainability of the County, potentially limiting future property taxation increases or provide funding towards the existing infrastructure deficit related to existing assets to maintain current service levels, or improving service levels across the County.

Water and Wastewater Rate-based Services:

For water and wastewater rate-based services, the incremental annual operating and capital costs total \$4.3 million at buildout of the Secondary Plan Area. This compares to anticipated annual rate revenues at current billing rates of \$8.1 million. The resultant fiscal impact at buildout of the Secondary Plan Area is a \$3.8 million annual surplus. The annual surplus at buildout is driven by the non-residential flow assumptions used in the water and wastewater servicing assessments. As with tax-based services summarized above, the annual surplus at buildout would contribute towards the financial sustainability of the Ingersoll water and wastewater systems and provide funding towards the existing infrastructure deficit related to existing assets to maintain current service levels. As identified in the Assessment, additional water and wastewater infrastructure may be required upon further study that would have additional operating costs and capital funding implications and would need to be considered with respect to the fiscal impacts of the Secondary Plan.

Impacts Over the Period to 2046:

The impacts have also been assessed over the period to 2046 based on the growth assumptions outlined in the Assessment to understand the mid-term fiscal impacts prior to the full buildout of the Secondary Plan Area.

In comparison to the buildout fiscal impacts, the surpluses in 2046 would decrease primarily due to the decreases in annual property tax and water/wastewater rate revenue with only 25% of the non-residential development potential being achieved (i.e., \$3.5 million annual non-residential property tax revenue at 2046 vs. \$14.1 million at buildout and \$2.3 million rate revenue at 2046 vs. \$8.1 million at buildout). At 2046 the annual tax-based operating surplus is estimated to be \$3.9 million and the annual surplus for water and wastewater services would be \$0.8 million.

Actual annual operating costs, assessment growth, rate revenue, and capital expenditures will need to be carefully monitored to ensure the development of sound DC, property taxation, and rate funding policies.

As part of the County's ongoing DC background study update, the continued implementation of DC exemptions for industrial development is being re-evaluated. If the exemptions are removed, the fiscal impacts would be improved in part by increased non-residential DC revenue.

3.9

Agricultural Impact Assessment and Minimum Distance Separation (MDS) Analysis

The Agricultural Impact Assessment (AIA) and Minimum Distance Separation analysis technical memo was prepared by Dillon Consulting using the County's Minimum Distance Separation (MDS) analysis completed in 2016 and updated in 2023 as it relates to existing livestock facilities and based on the

methodology established through the Draft Agricultural Impact Assessment (AIA) Guidance Document, 2018, prepared by the Ministry of Agriculture, Food and Rural Affairs (OMAFRA).

The Study Area is primarily comprised of Class 1, 2, and 3 land which are identified as Prime Agricultural Lands under the PPS. These lands are required as part of the Settlement Area Boundary Expansion to help support the long-term growth of the Town of Ingersoll.

Minimum Distance Separation (MDS) setbacks are formulated to mitigate concerns arising from potential impacts of agricultural operations, with a specific emphasis on livestock facilities near residential and settlement areas. Through a desktop analysis, there were a total of 46 livestock facilities identified within the areas surrounding the Secondary Plan study area. The MDS analysis was undertaken based on a MDS arc, Type A Land Uses (Less Sensitive) and Type B Land Uses (More Sensitive), a review of livestock facilities by type and a review of the proposed Land Use Plan as presented in April 2023 public Open House for the South West Ingersoll Secondary Plan.

Proposed areas identified as Low Density Residential and Medium Density Residential which would permit sensitive land uses are located in the north-east and north-west of the South West Ingersoll Secondary Plan area. Some refinements to the April 2023 Land Use Plan are needed to remove Residential permissions from MDS arcs for livestock operation #19 under a Type B Land Use scenario. Given the remaining lands are not intended to permit sensitive land uses, Type A analysis should be relied upon to confirm further refinements needed.

Based on the Type A Land Use scenario, there are three existing livestock operations (livestock facilities #19, 25 and 34) that have MDS I setback requirements that slightly encroach into the Study Area. No refinements to the settlement boundary have been identified based on livestock operation facility #19, where lands are proposed to be designated Environmental Protection and not available for development.

The primary method for safeguarding agricultural land uses is to refrain from extending the settlement area boundary into an MDS arc. Based on the analysis, the MDS arc of livestock facilities #25 and 34 (Type A land use scenario) overlap with the Study Area to a limited extent along the south and south-east boundary of the Secondary Plan area respectively. Oxford County and the Town of Ingersoll will need to adjust the settlement area boundary to meet the requirements under the PPS.

Figure 2-2 and 2-3 of this report present a refined Land Use Plan based on the adjustments outlined here within. Based on these refinements, the lands brought in through the settlement area boundary expansion would meet the MDS formula. It is important to note that, depending on specific circumstances, additional MDS analysis and investigation may be required to address unique characteristics or evolving conditions in the area.

4.0

Planning Policy Framework and Justification

4.1

Planning Act (R.S.O 1990)

The Planning Act provides the legislative framework that provides direction for land use planning systems led by provincial and territorial policy to promote economic development in a healthy natural environment. The Planning Act supports a more cooperative and coordinated environment for various provincial and municipal interests to be implemented fairly and openly in a timely and efficient manner. As such, the Planning Act recognizes the importance of decision-making and accountability of municipal councils.

4.2

Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act provides policy direction on matters of Provincial interest related to land use planning and development. It is required that decisions affecting planning matters “shall be consistent with” the PPS. This section presents key policies of the PPS, their application to the South West Ingersoll Plan Area (the Study Area), and demonstrates how the expansion of the Ingersoll Settlement Area to include the Study Area and the redesignation of land to accommodate residential and employment growth is consistent with the PPS.

Part VI: Vision for Ontario’s Land Use Planning System states that growth and development should be within urban or rural settlement areas while avoiding significant or sensitive resources. Another component of the vision states that land use should be carefully managed to accommodate appropriate development to meet current and future needs while simultaneously achieving efficient development patterns. Efficient development patterns are described as optimizing the use of the land, resources, and public investment in infrastructure and public service facilities.

The Study Area was identified as being required for future urban expansion through the County’s Municipal Comprehensive Review (MCR) process, which examined current and future land needs. The Study Area is approximately 630 hectares of land subdivided into three development blocks: East of Ingersoll (east of Harris Street), South of Ingersoll (south of Highway 401), and West of Ingersoll (west of Ingersoll Street and north of Highway 401) and is being planned to provide an efficient development pattern. The extension of municipal servicing to the Study Area provides an opportunity to plan for the logical extension of servicing to benefit future development beyond the 25-year planning horizon. Its proximity adjacent to existing settlement area land optimizes the use of the land, resources and public investment in infrastructure and public service facilities.

Healthy, Liveable, and Safe Communities (Part V, Policy 1.1.1)

The PPS requires municipalities to support healthy, liveable, and safe communities. Municipalities can achieve this by managing and directing land use into land use patterns that are efficient and resilient. To do so, municipalities consider current and projected needs related to infrastructure and public service facilities, accessibility, cost-effective development and land use patterns, the need to accommodate an appropriate range and mix of residential and other land uses, as well as impacts on the environment.

The Town of Ingersoll has a forecasted land need for additional residential and employment land to 2046, as identified in the Oxford County Phase 1 MCR. After factoring growth that can be accommodated within existing Built-up Area and Designated Greenfield Area, the need for additional residential and employment land was identified within the Town of Ingersoll by the County. The boundary adjustment (effective January 2021) brought in approximately 630 hectares from South-West Oxford into the Town of Ingersoll to meet long-term growth needs.

Through a comprehensive review of land opportunities and constraints, it was determined that the South West Ingersoll Study Area was the most suitable land supply to accommodate this need. The Secondary Plan has considered policies that ensure future development approval will be contingent on adequate studies being submitted. Further, mitigation measures for areas of environmental concern have been considered. Moreover, the transportation and municipal servicing required to accommodate the Study Area are presented in Attachments 1, 2, 3 and 4. The Study Area will connect with the existing transportation network to more efficiently accommodate projected growth. As a currently un-serviced area, the Secondary Plan will propose servicing for increased efficiency of infrastructure and resources.

Sufficient Land (Part V, 1.1.2)

Section 1.1.2 of the PPS notes that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years.

As outlined in Section 2.3 of this report, approximately 166 hectares of Employment Area (not including Adjacent Lands, which accounts for an additional 80 hectares) and 60 hectares of Community Area (55 Residential and 5 hectares Commercial, not including Adjacent Lands which accounts for an additional 8 hectares of Residential) is proposed to be designated through the Secondary Plan, to help support the Town and County in providing sufficient land to accommodate a time horizon of up to 25-years. Oxford County is in the process of updating its Phase 1 MCR analysis to further support this policy.

Settlement Areas (Part V, 1.1.3)

Policy 1.1.3.1 states that settlement areas shall be the focus of growth and development. Further, land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources. This includes consideration of infrastructure, public service facilities, transit, and active transportation. Development must strive to minimize negative impacts to air quality, and climate

change, and promote energy efficiency while avoiding the need for the unjustified and or uneconomic expansion of services (Policy 1.1.3.2).

The South West Ingersoll Secondary Plan promotes a compact built form, mix of uses and higher densities than what currently exists within the Town of Ingersoll. The Study Area introduces several policies to promote an efficient use of land and resources. The extension of municipal servicing to the Study Area provides an opportunity to extend servicing to un-serviced lots and plan for the logical extension of servicing to benefit future development beyond the 25-year planning horizon. The Study Area will utilize existing road infrastructure, enable the extension of water and wastewater servicing to existing un-serviced businesses, and will provide sufficient capacity to service potential future settlement area lands. Site level opportunities for stormwater management will be identified as part of the site plan approval process.

Planning for the South West Ingersoll Secondary Plan will ensure that development within the Study Area is transit and multi-modal supportive and will provide for active transportation opportunities. As identified through the Transportation Assessment (prepared by Dillon Consulting in September 2023), this will include enhanced pedestrian and cycling infrastructure and enhanced connections to the multi-use trail network. The efficient use of land and the support for active transportation as well as the employment lands being strategically along the Highway 401 corridor will support major freight movement and will minimize negative impacts on air quality and climate change.

As per Policy 1.1.3.4, appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

Through the secondary planning process, measures have been taken to ensure public health and safety is considered. The Secondary Plan general policies include the support for additional dwelling units and policies regarding floodplain management and risks.

Policy 1.1.3.6 states that new development taking place in designated growth areas should occur adjacent to the existing built up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

The Secondary Plan Study Area is in proximity to the existing built-up area of the Town. It is also contiguous to residential land uses within the Town of Ingersoll to the north of the Study Area. The development of the Study Area allows the Town to provide a mix of uses to align with the long-term demand for employment and residential land needed across the Town as a whole. In addition, the Study Area will use the existing road infrastructure and will enable the extension of municipal servicing to support land uses.

As per Policy 1.1.3.7, the PPS requires that municipalities establish and implement phasing policies to ensure that new development within designated growth areas does not supersede intensification and redevelopment. Phasing is also required to ensure that public service facilities and infrastructure are provided in a timely and orderly manner to complement the growth.

The Secondary Plan is supported by servicing and transportation studies that identify appropriate phasing for servicing. Site level opportunities for phasing development will be refined as part of a future development approvals process. The directions and measures identified in both the Water Servicing Technical Memo and the Wastewater Servicing Technical Memo prepared by Dillon Consulting in August 2023 (Attachments 2 and 3) identify servicing needs to service the area well past the current planning horizon.

As per Policy 1.1.3.8, in order to permit a settlement area expansion, the PPS requires a comprehensive review addressing projected land needs, infrastructure and public service facilities, prime agricultural lands, minimum distance separation formulae, impacts on agricultural operations, the wise use and management of resources, and protecting public health and safety.

Table 4-1 outlines applicable studies that have been undertaken to support the comprehensive review that addresses projected needs.

Table 4-1: Applicable Studies Undertaken to support the Comprehensive Review

| Study | Prepared By | Policy Addressed | Description |
|---------------------------------------------------------------------|----------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Phase 1 Municipal Comprehensive Review for the Oxford County | Oxford County and Hemson Consulting (2020) | <i>designated growth areas to accommodate the projected needs over the identified planning horizon (1.1.3.8(a))</i> | <p>The Oxford County Phase 1 MCR Review was adopted by the County Council on April 8, 2020. Projections from the MCR review indicated that growth was required for the employment, residential, industrial and commercial sectors. It was through this Phase 1 Review that the South West Ingersoll Area, approximately 630 hectares was chosen to bring into the urban boundary and develop which is the subject of this Planning Justification Report. For employment, the study found that there is land need of 109 gross developable hectares in the Town of Ingersoll. For residential land, the study indicates that a residential land need of 75 gross developable hectares for the Town of Ingersoll will be required. Lastly, the study shows that Ingersoll has a net developable land need supply of 18 hectares for commercial and institutional land uses, the second highest in all of Oxford County.</p> <p>Since this study, the County has updated the Industrial land need to account for the forecasted employment growth for the current 25 year planning period (2023-2048) and remaining year end 2023 land supply, which resulted in an updated estimate for Town of Ingersoll overall employment land need of 186 net hectares as of year end 2023.</p> |
| Master Housing Strategy | Oxford County, N. Barry Lyon Consultants Limited (2022) | <i>sufficient opportunities to accommodate growth and to satisfy market demand to accommodate the projected needs over the identified planning horizon (1.1.3.8(a))</i> | <p>The Oxford County has been experiencing unprecedented growth rates that have had an influence on the market demand and availability of housing within the County. The Housing Strategy prepared in collaboration with the Oxford County and NBLC Ltd. in late 2022 identifies and defines the need for housing throughout the County and recommends the strategies best suited to address these needs. Through this study, housing growth is expected to be concentrated in Woodstock, Tillsonburg, and Ingersoll, with Woodstock accommodating over 50% of all housing supply delivered in the County to 2046.</p> |

| Study | Prepared By | Policy Addressed | Description |
|------------------------------------------------------|----------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Water and Wastewater Servicing Technical Memo | Dillon Consulting (2023) | <i>the infrastructure and public service facilities which are planned or available are suitable for the development over the long term (1.1.3.8(b))</i> | As the Secondary Plan study area is currently not serviced, Dillon Consulting has prepared a water and wastewater technical memos (Attachments 2 and 3) to identify safe and appropriate servicing infrastructure in order to adequate service and support new development in this area. |
| Stormwater Management Technical Memo | Dillon Consulting (2023) | <i>the infrastructure and public service facilities which are planned or available are suitable for the development over the long term (1.1.3.8(b))</i> | As previously mentioned, as the area is unserved and undeveloped, Dillon Consulting has prepared a stormwater technical memo (Attachment 4) to identify how developed areas can safely accommodate and dispose of stormwater and ensure this infrastructure is viable long term as the Secondary Plan area develops and evolves. |
| Transportation Assessment Technical Memo | Dillon Consulting (2023) | <i>the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, protect public health and safety (1.1.3.8(b))</i> | The Study area is currently connected and surrounded by vehicular transportation networks. The Secondary Plan proposed enhanced roadway, intersection, and streetscape improvements to better serve a multi modal split and protect pedestrians and drivers alike. The Secondary Plan was supported by transportation analysis (Attachment 1) that was undertaken by Dillon to assess existing and future conditions of the road network in order to identify infrastructure improvement needs suitable for the development over the long term and to protect public health and safety. |
| Development Charges Study | Oxford County, Watson & Associates Economists Ltd. (2021) | <i>the infrastructure and public service facilities which are planned or available are financially viable over their life cycle (1.1.3.8(b))</i> | The 2021 Development Charges Update Study was developed through a collaboration between Oxford County and Watson and Associates Economists Ltd to identify growth related infrastructure and funding mechanisms to support financial viability over the long term. |

| Study | Prepared By | Policy Addressed | Description |
|---------------------------------------------------|---------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Town of Ingersoll Fiscal Impact Assessment | Watson & Associates (2023) | <i>the infrastructure and public service facilities which are planned or available are financially viable over their life cycle (1.1.3.8(b))</i> | The 2023 Fiscal Impact Assessment for the Town of Ingersoll was prepared by Watson & Associates (Attachment 8) to consider the fiscal impacts on the Town of Ingersoll from the growth at buildout of the South West Ingersoll Secondary Plan Area. |
| Oxford County Fiscal Impact Assessment | Watson & Associates (2023) | <i>the infrastructure and public service facilities which are planned or available are financially viable over their life cycle (1.1.3.8(b))</i> | The 2023 Fiscal Impact Assessment for the Town of Ingersoll was prepared by Watson & Associates (Attachment 8) to consider the fiscal impacts on Oxford County from the growth at buildout of the South West Ingersoll Secondary Plan Area. |
| Conservation Demand Management Plan | Town of Ingersoll (2022) | <i>the infrastructure and public service facilities which are planned or available are suitable for the development and the natural environment (1.1.3.8(b))</i> | The Town of Ingersoll has completed an Environment, Conservation and Demand Management Plan that looks to enhance, protect, and conserve existing natural areas throughout the Town. This plan focuses on sustainable planning that will strengthen the Town's environmental record and accountability for the natural environment. The Secondary Plan works with the visions and goals set out in the CDM Plan and identifies the natural heritage network and policies to protect and enhance to guide growth can be accommodated sustainably over time. |
| Agricultural Impact Assessment | Dillon Consulting (2023) | <i>In prime agricultural areas: 1. the lands do not comprise specialty crop areas; 2. alternative locations have been evaluated, and i. there are no reasonable alternatives which avoid prime agricultural areas; and ii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas (1.1.3.8(c))</i> | An Agricultural Impact assessment was undertaken by Dillon (Attachment 9) to identify and evaluate the potential impacts of non-agricultural development on agriculture, to avoid where possible, minimize and mitigate impacts on agriculture. This report outlines a number of mitigation methods to support development in this area form in a way to promote land use compatibility and the conservation of our agricultural lands. |

| Study | Prepared By | Policy Addressed | Description |
|-------------------------------------------------------------------------------------------|---------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Minimum Distance Separation (within Agricultural Impact Assessment Technical Memo) | Dillon Consulting (2023) | <i>The new or expanding settlement area is in compliance with the minimum distance separation formulae; and impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible. (1.1.3.8(d)(e))</i> | The AIA report provided by Dillon (Attachment 9) outlines the outcomes of the Minimum Distance Separation Analysis that the County and Town helped prepare to inform the Secondary Plan. Through the Minimum Distance Separation exercise, a number of refinements to the Settlement Area were undertaken and modifications to the Land Use Plan to conform to MDS formulae as indicated in the Oxford County Official Plan. |

Coordination (Part V, Policy 1.2)

As per the policies in Section 1.2, the PPS encourages coordination with Aboriginal communities and adjacent planning authorities regarding planning matters. This includes encouraging coordination regarding managing growth and development, natural heritage, population and employment projections, housing needs, infrastructure, and public service facilities. The PPS also encourages planning processes that recognizes those organizations and authorities that support a comprehensive approach to planning.

Through the Secondary Plan process, the Town has consulted with Indigenous communities with known or potential interests in the Oxford County area. Consultation has been initiated through written and verbal communication, in accordance with the engagement processes outlined in **Section 2.0** of this Report.

Further, a key pillar in the Secondary Plan process has been the proactive consultation with local Indigenous communities on the Positioned for Growth process and the proposed development of the South West Ingersoll Secondary Plan Area. The Town will include the Indigenous communities in the circulation of notices of the statutory public meetings in advance of Council's consideration of the required Official Plan and zoning by-law amendments to implement the study recommendations.

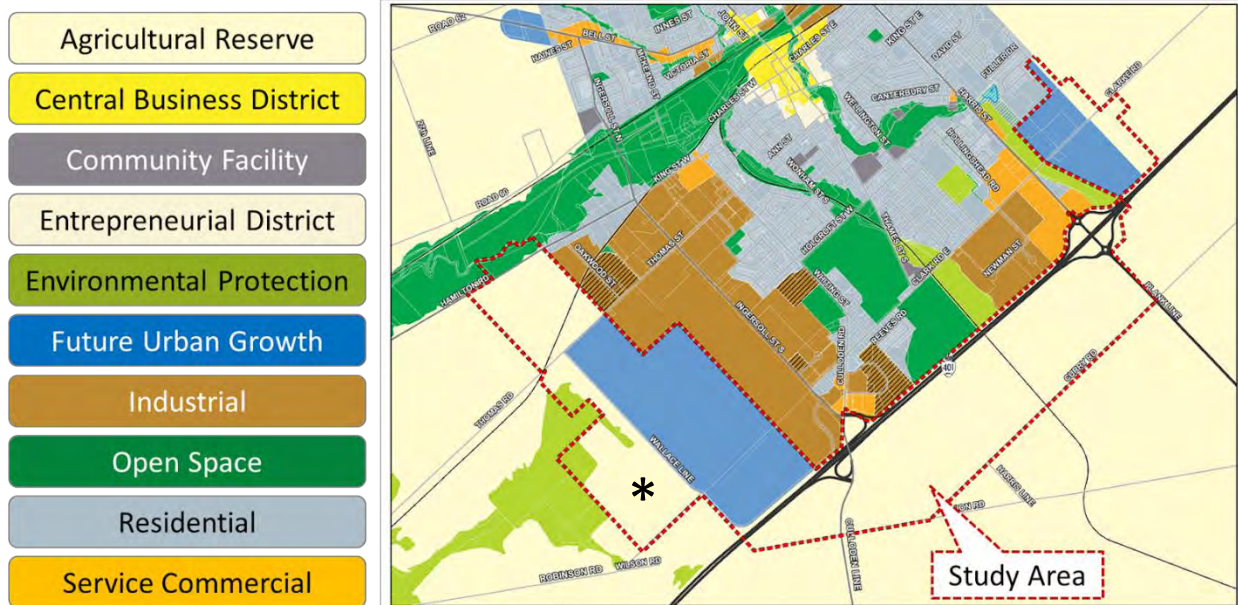
4.3

Oxford County Official Plan (as amended to Sept 2022)

The current Official Plan was adopted by Oxford County Council on December 13, 1995. The contents of the Official Plan reflect the latest consolidation of Official Plan amendments to March 2023. The Oxford County Official Plan provides the overall guidance and policies for managing growth, protecting resources and promoting economic development in the Town of Ingersoll. The Official Plan is critical to the development of the community and the facilitation of complete and healthy communities. Although the designations are subject to change through the secondary plan exercise, many relevant policies will still apply to the subject lands.

The Study Area is currently designated Agricultural Reserve and Future Urban Growth, as shown on **Figure 4-1**. In addition, in February 2023, 274171 Wallace Line was redesignated from Agricultural Reserve to Industrial, which is not reflected on **Figure 4-1**.

County of Oxford Official Plan - Land Use



* Lands redesignated as Industrial through separate OPA and ZBA process

Figure 4-1: Oxford County Official Plan – Existing Land Use Designations

In order to support residential and employment growth within the Study Area, the lands are proposed to be redesignated Low Density Residential, Medium Density Residential, Service Commercial, Prime Industrial, Industrial, Open Space; and, Environmental Protection as depicted on **Figure 2-3**.

Chapter 2: Planning Principles

As indicated in Chapter 2: Coordination, the policies supporting the Oxford County Official Plan is a joint effort of Oxford and the municipalities, including the Town of Ingersoll, in order to establish function and orderly development throughout the county. The South West Ingersoll Secondary Plan has been prepared in a coordinated effort by the Town of Ingersoll and Oxford County, intended to identify the vision, land use policies, infrastructure plans, urban design policies and guidelines, and implementation needed to support growth for the Town of Ingersoll. The following subsections highlight critical policies in the Oxford County Official Plan that have guided the settlement area expansion and development of the Secondary Plan for South West Ingersoll.

As per the growth management policies in Section 2.1.1, directed by provincial policy, the County, in consultation with the Area Municipalities, will identify, coordinate and allocate population, housing and employment projections for the Area Municipalities; identify areas where growth or development will be directed; and identify minimum targets for intensification within all or any of the Area Municipalities.

Growth and development will be focused on settlements and their vitality and regeneration will be promoted. A sufficient supply of land will be provided within settlements to accommodate an appropriate range and mix of residential and non-residential growth, in accordance with the projected

20 year needs of the County and each of the Area Municipalities within the County, while accounting for opportunities to accommodate growth through intensification.

Oxford County completed Phase 1 of its Municipal Comprehensive Review (MCR) of the County Official Plan. The Phase 1 Growth Forecasts Study for the MCR was adopted by Council in April of 2020. The Phase 1 Study forecasted an additional 47,200 people and 21,100 jobs for Oxford County to 2046, of which 15,850 (33%) people and 3,160 (15%) jobs were projected for Ingersoll. After factoring growth that can be accommodated within the existing Built-up Area and the Designated Greenfield Area, a need for additional residential and employment land was identified based on a land needs assessment and this necessitated the boundary adjustment that was undertaken in 2021.

As a follow-up to the Phase 1 Study, the County has been working closely with the Town of Ingersoll to update the land needs to designate sufficient land to accommodate the Provincial Policy Statement requirement for a 25-year land supply. Through the MCR, the County identified the South West Ingersoll Study Area as an appropriate area to satisfy the land need requirements identified. The secondary plan process allows for the continued partnership between the County and the Town to determine the best course of action for growth and development in the South West Ingersoll Study Area.

Further, as noted in Section 2.1.1 regarding comprehensive planning and development phasing, detailed secondary plans will be required for development in designated growth areas and for settlement expansions to address the timing and staging of growth, including any phasing required to ensure achievement of intensification targets, the orderly progression of development and timely provision of infrastructure and public service facilities. In addition, secondary plans should address the location and mix of land uses, minimum and maximum development densities, infrastructure and public service facilities requirements and other land use considerations.

Modifications or expansions to the boundaries of a settlement will only be considered and evaluated by the County as part of a comprehensive review, except where otherwise provided for in this Plan.

Further, as per the land use patterns, mix of uses and density policy in Section 2.1.1, 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 existing or planned transit, are freight-supportive, minimize negative impacts to air quality and climate change and promote energy efficiency. Development and land use patterns that would prevent the efficient expansion of settlements, in areas adjacent, or in close proximity to, settlements, will be avoided.

Phase 1 of the MCR revealed that the only viable land to include in the urban area to accommodate growth was the South West Ingersoll Study Area around the CAMI plant and the Highway 401 corridor. Various studies concluded that this area could support growth, and thus the need for a secondary plan was required. The secondary plan process has been met with rigorous background work to ensure that the appropriate technical studies have been conducted in order to determine the appropriate land uses that will be included within the study area to ensure land use compatibility

between proposed and existing uses, the mitigation of impacts to surrounding agricultural and natural heritage features, and that all development is supported by a functional and efficient transportation network that promotes a multimodal split.

Chapter 4: Growth Management Policies

For proposals for settlement expansion, the proposal shall be consistent with the policies of Chapter 4, Growth Management Policies.

As per the policies in Section 4.1 regarding Strategic Approach, in keeping with the fundamental planning principles set out in Chapter 2, it is the strategic aim of the County Council to identify and designate appropriate areas to accommodate projected growth during the planning period of this Plan while respecting County objectives to preserve prime agricultural areas and environmental resources. Further, County Council will identify and designate lands which may be developed over the long term planning horizon on the basis of logical and economically efficient servicing extensions and establish the criteria to be satisfied prior to utilizing such lands for development purposes. Moreover, the County will establish sufficient servicing levels for designated growth areas which will allow a variety of land uses, promote efficient land utilization and minimize potential impacts on environmental and agricultural resources.

Through the MCR process, the Study Area was determined to be the only area identified in the Town of Ingersoll as being eligible for expansion. Thus, necessary technical studies have been completed in support of the Secondary Plan process. Although the area is currently un-serviced, the Stormwater and Wastewater Technical Memos prepared by Dillon Consulting ensure that future development will be serviced sustainably. Additional studies may be required in order to facilitate specific future development approvals within the Study Area.

Section 4.2.2.6.1 speaks to the Criteria for Development of Future Urban Growth Lands that includes policies that indicate that development cannot occur in lands designated for future urban growth until there is less than a 10-year supply of vacant, unconstrained land designated to accommodate the expected type of growth based on population, household and employment projections and land use density factors within the Large Urban Centre designation including opportunities for intensification.

Where the Future Urban Growth lands are located outside of a designated settlement, the policies of Section 3.1.6. pertaining to the expansion of settlement areas shall also be addressed, except where otherwise stated in Section 4.2.2.6.2.

As part of the Phase 1 of Oxford County's MCR, a land need assessment has been completed, which analyzed all growth options available to the County. The South West Ingersoll Study Area has been thoroughly studied, supporting the criteria in Section 4.2.2.6.1 as well as Section 3.1.6.

Furthermore, as noted in the secondary planning policies of Section 4.2.2.6.1 (Criteria for Development of Future Urban Growth Lands), the preparation of a secondary plan for the lands will provide comprehensive land use policies and community design guidance for the area based on the identification of the settlement boundary in accordance with the population levels determined by the

servicing strategy and forecast for the planning period as well as other factors including natural features and surrounding land uses and resources. The secondary plan will include the identification of phasing strategies required for the implementation of servicing capacity, the efficient use of land, infrastructure and public services, as well as the type mixture, location and densities of future land uses, major road patterns, and capacity for existing public services relative to expected growth and the need and location of any additional facilities.

Based on the results of Phase 1 of the Oxford County MCR, the Town of Ingersoll was positioned to bring the lands in the South West Ingersoll Study Area through a secondary plan process in accordance with the provisions set out in the Oxford County Official Plan. In preparation of the Secondary Plan, a comprehensive set of technical memos are required to be completed in support of the land use designations that the Secondary Plan will contemplate in the Study Area to ensure that the applicable policies are adhered to for servicing, transportation, and environmental considerations.

The Secondary Plan has been prepared in tandem with servicing, infrastructure, and other technical memos supporting the growth management policies in Chapter 4 to ensure that the area may be serviced to facilitate future development in the Study Area. The addition of the South West Ingersoll Study Area into the Settlement Area is supported by the submitted technical reports, reflecting the integration of land use planning with the provision of infrastructure and public service facilities. This includes consideration of the financial viability of infrastructure over their lifecycle and the continued collaboration between the County and the Town of Ingersoll to accommodate healthy and sustainable growth over the long term.

Section 4.2.2.6 includes policies for Future Urban Growth Lands. Lands designated Future Urban Growth on Schedule C-3, Settlement Strategy Plan, and other Schedules represent lands which are capable of being fully serviced by the County and the Area Municipality with centralized waste water and water supply facilities and which are anticipated to be required to accommodate urban level development during the planning period and beyond.

A number of supporting studies have been completed in support of the Secondary Plan exercise that consider land use compatibility between the existing built up area and the inclusion of the South West Ingersoll Study Area. The lands to the east and west in the Study Area are captured within the Settlement Strategy Plan and the lands to the south are strategically included as viable lands for expanded residential and commercial growth.

The South West Ingersoll Secondary Plan Study Area is in an opportunistic location to provide land uses that will foster economic growth. With proximity to a major goods movement corridor – Highway 401, the Study Area is poised to attract investors. The combination of rural, residential, natural, and employment uses coupled with new and enhanced transportation networks throughout the area have the ability to facilitate a complete community.

Aside from the close proximity of the Study Area to a major goods movement corridor, the secondary plan process also included several technical memos including transportation, servicing, and natural heritage that speak to the opportunities, issues, and constraints to development within the Study Area. Based on the findings of these reports, the Secondary Plan has built-in site-specific policies requiring subsequent studies to continue in certain areas prior to commencement of any development.

Further, as the Secondary Plan Study Area is currently un-serviced, the Water and Wastewater Servicing Technical Memos attached to this report outline how the Study Area can be appropriately serviced to accommodate development in the future.

Chapter 9: Town of Ingersoll Land Use Policies

As per the policies in Section 9.1.1 of Chapter 9, certain goals have been identified to achieve the Town's mission for community planning. The following goals are applicable to this secondary planning exercise and serve as general guidelines for detailed policy development:

- Business, Industry and Labour - To promote a positive business environment within Ingersoll and district to enable business, industry and labour to compete in the local, national and international market place.
- Housing – To provide present and future residents of Ingersoll with an adequate supply and full range of attractive and affordable housing.

Further, as per Section 9.2.1, the strategic approach to housing development and residential areas is to accommodate the present and future demand for housing in Ingersoll through the efficient use of vacant residentially-designated lands, underutilized parcels in built-up areas and existing housing stock in all neighbourhoods, with the objective of also reducing energy consumption, decreasing the financial burden of underutilized municipal services and relieving pressure for development of natural areas and open spaces.

As per Section 9.3.1, the strategic approach to economic development and employment lands, Town Council and County Council shall designate a sufficient supply of non-contaminated and appropriately located commercial and industrial land, relative to available land supplies, to meet the anticipated short and long-term needs of business.

As noted, the Town of Ingersoll has a forecasted land need for additional residential and employment land to 2046, as identified in the Oxford County Phase 1 MCR. Additional residential and employment land was identified within the Town of Ingersoll by the County to best accommodate future growth beyond the existing Built-up Area and Designated Greenfield Area. These lands were selected as the best possible lands to support the initiative, as noted in the various technical reports submitted.

Chapter 10: Implementation Tools

As per the policies under Section 10.3.2, secondary plans are generally required prior to the expansion of the settlement area boundaries. As per the policies in Section 10.7.2 regarding amendments to the Official Plan resulting from development, this Oxford County Official Plan has been prepared to accommodate growth anticipated over the duration of the Plan. Amendments to the Plan will be required for proposals representing a departure from the policies of the Plan. Proposed developments or activities not in conformity with the Plan, shall require an amendment to the Official Plan before proceeding.

County Council shall incorporate Secondary Plans within the Official Plan by amendment after public consultation as set out in Section 10.8 (Public Participation Matters).

The proposed Secondary Plan provides the technical studies and analyses required to support the boundary expansion and an Official Plan Amendment to the County's Official Plan is being sought by the County. The Secondary Plan conforms to the intent and policies of the County's Official Plan. Furthermore, the supporting studies and documentation provided in support of the application provide justification for the proposed Secondary Plan Study Area and expansion of settlement lands. Further, as noted, a comprehensive stakeholder and community engagement strategy was prepared at the onset of the assignment to help guide the engagement activities, attached for reference in Attachment 10.

4.4

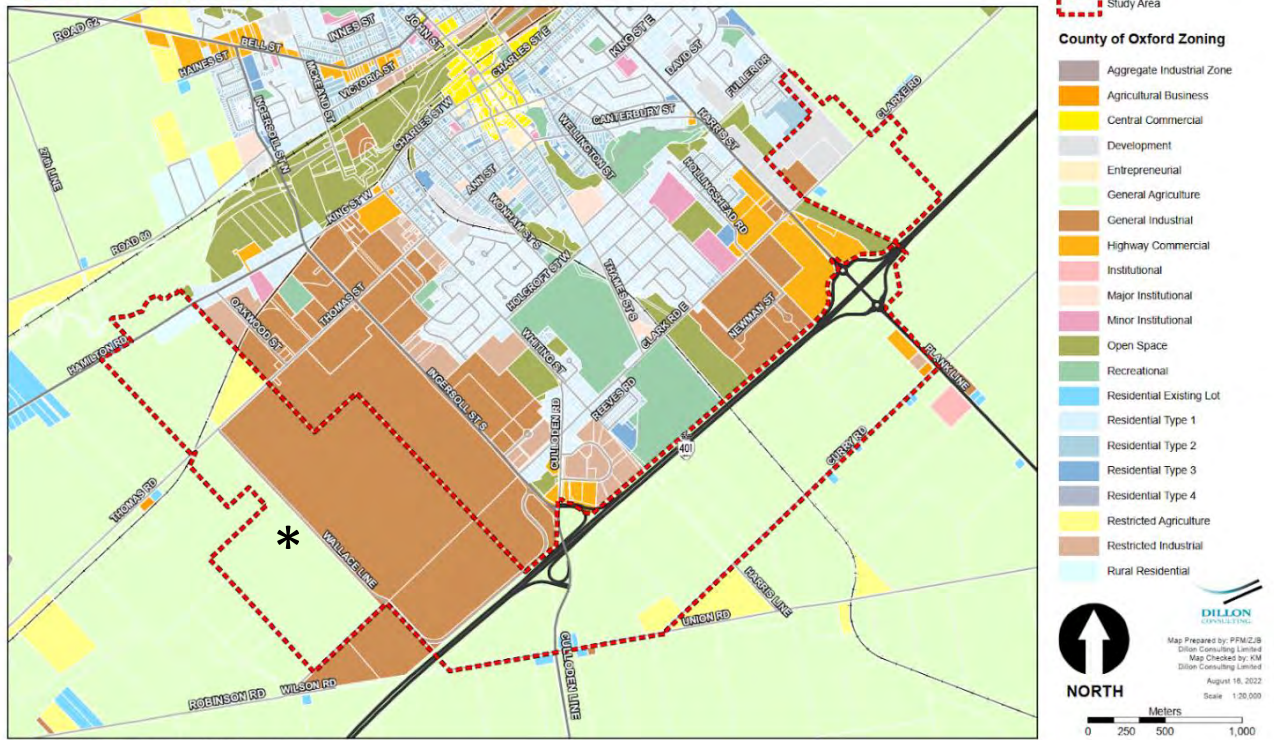
Township of South West Oxford Zoning By-Law (Consolidated September 30, 2022)

The Town of Ingersoll is regulated by Zoning By-Law No. 04-4160, which was last consolidated on September 30, 2022. However, at the time of drafting this report the Study Area is subject to provisions of the Township of South-West Oxford Zoning By-Law No. 25-98, consolidated as of September 30, 2022. The existing zoning that applies to the Study Area are depicted on **Figure 4-2**.

The majority of lands are currently zoned General Agricultural, which permits a range of agricultural and related uses. The lands to the west of Ingersoll include General Industrial, which permits a full range of industrial uses, Restricted Agricultural north of Thomas Street and some Residential Type 1 abutting Hamilton Road. The east side of Ingersoll include lands zones for Development, General Industrial, and Residential Existing Lot, along with the General Agricultural areas. To the south of Ingersoll, lands are zoned Highway Commercial, Restrictive Industrial, Restrictive Agricultural in addition to General Agricultural.

Despite the current zoning and permitted uses with respect to the Study Area, the subject lands will need to be rezoned to implement the outcomes of the Secondary Plan. In addition, in February 2023, 274171 Wallace Line was zoned Special General Industrial Zone MG-9, which is not reflected on **Figure 4-2**.

SOUTH WEST INGERSOLL 2021 AREA SECONDARY/SERVICING PLAN EXISTING ZONING BY-LAW



* Lands rezoned to Special General Industrial MG-9 as part of a separate process

Figure 4-2: Existing Zoning

5.0

Summary

It is the professional opinion of Dillon Consulting Limited that the South West Ingersoll settlement boundary expansion and supporting South West Ingersoll Secondary Plan represents good planning and is appropriate for the following reasons:

- The proposed boundary expansion and supporting South West Ingersoll Secondary Plan are consistent with the Provincial Policy Statement in that the Study Area best addresses future and current land needs, as identified in Oxford County's Municipal Comprehensive Review (MCR) process and subsequent staff analysis. The lands identified were deemed to be the most suitable land supply to accommodate this need and provide an efficient development pattern.
- The proposed boundary expansion and supporting South West Ingersoll Secondary Plan conform to the applicable planning policies in the Oxford County Official Plan in that they support the County's strategic initiatives and growth management framework.
- The Secondary Plan, Planning Justification Report with supporting technical studies provide justification for the proposed inclusion of the Secondary Plan Study Area in the Town of Ingersoll Settlement Area.

In conclusion, the proposed boundary expansion supported by the Secondary Plan represents good planning and is in the public interest. Please feel free to contact me at JGiancola@dillon.ca or at 519.571.9833 ext. 3103 if you have any questions or require further information.

Sincerely,

DILLON CONSULTING LIMITED

Justine Giancola, MCIP, RPP
Partner

Attachment 1

Transportation Assessment

Attachment 2

Water Servicing Technical Memo

Attachment 3

Wastewater Servicing Technical Memo

Attachment 4

Stormwater Management Technical Memo

Attachment 5

Stage 1 Archaeological Assessment

Attachment 6

Cultural Heritage Assessment

Attachment 7

Town of Ingersoll Fiscal Impact Assessment

Attachment 8

Oxford County Fiscal Impact Assessment

Attachment 9

Agricultural Impact Assessment Technical Memo

Attachment 10

Community Engagement Strategy



Town of Ingersoll and Oxford County

Draft Community Engagement Plan

Ingersoll Secondary Plan

July 2022

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1.0 Introduction

1.1 Project Overview

Ingersoll has a vibrant history as a small farming community on the banks of the Thames River. It is centrally located in southwest Ontario, accessible by Highway 401 and VIA Rail. It has a rich culture, quaint downtown, good employment opportunities and access to recreational and leisure activities, and is targeted for steady residential and employment growth.

Of the 47,200 people and 21,100 job growth forecasted for Oxford County to 2046, 15,850 people and 3,160 jobs are projected for Ingersoll. After factoring out growth that can be accommodated within the existing Built-up Area and the Designated Greenfield Area, a need for an additional 75 gross hectares for residential and 109 gross hectares for employment by 2039 was identified based on a land needs assessment. To help support long term growth, a boundary adjustment (effective January 2021) brought ~630 hectares of land from South-West Oxford into the Town of Ingersoll, which is the subject of this study.

In order to support long term growth, a number of technical studies and analysis is required to justify the settlement boundary expansion, confirm the community vision, manage land use compatibility and guide sustainable development and infrastructure investment.

1.2 Study Area

There are generally three areas that make up the Study Area, which include the east-, west-, and south-side of Ingersoll. The east side of Ingersoll includes approximately 59 hectares located north of Highway 401, east of 119 Harris Street. The west side of Ingersoll includes approximately 280 hectares located north of Highway 401, west of Ingersoll Street south and the CAMI plant, south of the Thames River and east of the Five Points Wetland. The south side of Ingersoll includes approximately 280 hectares located south of Highway 401, north of Curry Road, east of Plank Line and west of Union Road. Current uses within the Study Area include manufacturing, agricultural uses, including existing livestock operation and housing.

1.3 Project Schedule

The project is planned to be completed within four phases over 12 month. Figure 1-1 provides an overview of the project schedule and the corresponding engagement activities for each project phase.

Figure 1-1: Project Schedule



2.0 Stakeholders

The following table lists relevant groups, organizations and individuals who have been identified as key stakeholders for this project. The Town and County will reach out to internal and external stakeholders or interest group representatives to notify them of the project.

Table 2-1: Overview of Stakeholder Groups

Stakeholders

General Public

- *Please refer to Town/County contact list*

Indigenous Communities

- Haudenosaunee Confederacy Chiefs Council
- Mississaugas of the Credit
- Oneida Nation of the Thames
- Six Nations of the Grand River

Local Organizations and Groups

- *To be completed based on Town/County contact list*

Agencies

- Ministry of Transportation
- Upper Thames River Conservation Authority
- EARTH Power
- *To be expanded based on Town/County contact list*

3.0 Community Engagement Objectives

The following overall objectives will direct the engagement process throughout the development of the South West Ingersoll Secondary Plan.

- Ensure engagement is **inclusive** of diverse stakeholder groups and the geography of Ingersoll.
- Provide **ample opportunity for public engagement** as early as possible, given the uniqueness of the project and recognizing that there are fewer opportunities to engage going forward (appeal rights).
- Provide multiple touch points for **two-way conversations** with the community.
- **Early and timely** communication that is in a **clear** and **accessible** format.
- Communication methods and tactics that ensure a **wide cross-section** of the community is accessed.
- **Transparency** through open public engagement, decision-making processes and outcomes.
- **Be open and honest** about the implications of decisions being made.
- Consideration of public **comments and concerns are reflected** in the project outcomes.
- **Offer Flexibility** to address any changes needed due to COVID-19 or otherwise.

4.0 Tools and Techniques

Below is an overview of the tools and techniques we will use as part of the project.

- **Engagement Plan:** Our team will prepare an engagement plan as an outcome of the project kick-off meeting which will identify the objectives, engagement program, key stakeholders, activities and key messages and be used to guide the engagement strategy throughout the project;
- **Project Website:** We have proposed to utilize a project website to host project information and background context, communicate about upcoming engagement activities and provide contact information for feedback. We have assumed that the Town would host the project website, and we would provide project updates for each phase of the assignment. Should there be capacity on the Town's website, we would recommend key maps and engagement materials be shared and used to obtain community feedback directly, for those who are unable to make it to the Community Engagement sessions;
- **Stakeholder contact list:** We will work with the County and Town to put together a project contact list. We have assumed staff will prepare and update the list as needed and we will review and identify issues or gaps;
- **Technical Advisory Committee:** We will utilize a Technical Advisory Committee (TAC), made up of County and Town staff, to provide critical input throughout the project including background context, input on the vision, objectives, key issues and opportunities, alternative growth concepts and evaluation framework, draft and final reporting. We will facilitate four TAC meetings at critical junctures, utilizing the valuable knowledge, experience and guidance of this core group to support the success of the project;
- **Council Presentations:** As the elected body, Council will need to be engaged throughout the project in order to gain buy-in on the outcomes. We have identified two council presentations at critical decision making points, however would also recommend additional project updates be provided to Council by staff during each phase of the assignment; and,
- **Community Engagement Activities:** Two rounds of community engagement activities have been included within the project work plan before key decision-making points in the project. Each round is intended to educate the participants on the context of the project, provide an update on the status of the analysis and key findings, and seek input into a key decision. We have assumed these events are hosted virtually, however

depending on COVID restrictions and client preferences, we would be happy to modify these to in-person events.

Provisional engagement activities (can be undertaken by staff or the consultant team):

- Indigenous Communities Relationship Building:** The Study Area is being planned within the traditional territory of the Anishinaabe People as it relates to the Treaty #6, #9 and #3 as well as, the Haudenosaunee People as it relates to the 1701 NanFan Treaty. As the PPS requires that municipalities engage with Indigenous Communities and coordinate on land use planning matters, as well as considering their Rights and interests when identifying, protecting and managing cultural and natural heritage, waterways, economic opportunities and archaeological resources. Engaging early with Indigenous communities has provided significant value and opportunities to sustainably enhance municipal growth and development, while also bring additional value of capacity and knowledge building to project teams and municipal staff. Additionally, engaging early on the project allows Indigenous communities to best mitigate capacity and resource constraints at the community level in order to best achieve self-determination within their traditional territory. We come to you with significant experience in working with Indigenous Communities, both as clients and in supporting municipalities in their truth and reconciliation efforts. Should the County or Town be interested in assistance to build capacity and relationships with Indigenous Communities, we would welcome the opportunity to support; and
- One-on-one Landowner Meetings:** Given the diverse interests of existing landowners, including farmers and developers, and the need for them to support growth to facilitate development, we propose one-on-one meetings be offered during each of the community engagement rounds to provide direct opportunity for feedback. Our team has taken the lead on these for other municipalities and they have been very successful in managing conflict early and avoiding appeals.

5.0 Implementation Plan

The table below provides a high-level implementation plan for the engagement process. More detailed event plans and agendas will be developed ahead of time. Please refer to Section 6 for an overview of roles and responsibilities.

It is important to note that public notification, online public education and materials, website updates and social media will be continuous throughout the project. If there are any changes to

the technical work which results in changes to the overall work plan, the implementation plan and activities table may be adjusted and refined as needed to reflect these changes.

Phase 1: Project Initiation and Background Analysis

| Engagement Task(s) | Engagement Goals | Tactics and Materials |
|---------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| TAC Meeting #1 (Kick-off) | <ul style="list-style-type: none"> Begin to build a relationship with the TAC Foster dialogue early on in the project, confirm the work plan and schedule, approach to engagement and background data available Facilitate a discussion on the key issues and opportunities within the Study Area, for input into Phase 2 | <ul style="list-style-type: none"> Virtual TAC Kick-off Meeting Presentation |
| Confirm Engagement Plan | <ul style="list-style-type: none"> An Engagement Plan will be drafted in consultation with the Town and County. | <ul style="list-style-type: none"> Draft Engagement Plan Final Engagement Plan |

Phase 2: Justification, Issues and Opportunities

| Engagement Task(s) | Engagement Goals | Tactics and Materials |
|----------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Launch Engagement Strategy | <ul style="list-style-type: none"> Launch the project Create awareness for the project, which can be done through project branding and identifying how feedback matters over the course of the project | <ul style="list-style-type: none"> Project Website Notification to stakeholders, the public, Indigenous communities, and landowners Brief summary of the project approach that can be used for project notifications and the website |

Phase 3: Vision and Alternatives

| Engagement Task(s) | Engagement Goals | Tactics and Materials |
|-----------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| TAC Meeting #2 (Issues and Opps, Vision and Alternatives) | <ul style="list-style-type: none"> Overview of the work completed to date, with a focus on the vision, design principles and alternative growth concepts for the Study Area Confirm the vision and design principles that will be used, in addition to the Provincial and County policy requirements, to guide the evaluation process, as well as the alternative growth options that will be presented to Council and the subject of the second round of engagement | <ul style="list-style-type: none"> Virtual TAC Meeting Presentation Meeting Summary |
| Community Engagement Round #1 | <ul style="list-style-type: none"> Introduce the project to the community Offer instructive information on the secondary planning process Present the vision, design principles, alternative growth options and key issues and opportunities of each Obtain feedback on the alternative growth options and get a sense of the community's preferences for growth | <ul style="list-style-type: none"> Virtual Open House with presentation Activities and materials to be posted on project website Meeting Summary |
| Council Presentation #1 (Issues and Opps, Vision and Alternatives) | <ul style="list-style-type: none"> Present overall project process, preliminary issues and opportunities, community vision, alternative growth options and preliminary feedback from the community and stakeholder engagement | <ul style="list-style-type: none"> In-person Council Meeting Presentation Meeting Summary |

Phase 4: Preferred Alternative and Reporting

| Engagement Task(s) | Engagement Goals | Tactics and Materials |
|--------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| TAC Meeting #3 (Draft Reports) | <ul style="list-style-type: none"> Ensure that everyone joining has a good understanding of the draft reports and the key areas that require further discussion | <ul style="list-style-type: none"> Virtual TAC Meeting Presentation Meeting Summary |
| Community Engagement Round #2 | <ul style="list-style-type: none"> Present the draft preferred alternative and land use concepts as well as the confirmed vision for the area based on what we heard during Community Engagement Round 1. Provide interested stakeholders and the public with an opportunity to ask questions and to share their thoughts on the work completed to date before the Secondary Plan/Servicing Strategy is being finalized | <ul style="list-style-type: none"> Virtual Open House with presentation Activities and materials to be posted on project website Meeting Summary |
| TAC Meeting #4 (Final Reports) | <ul style="list-style-type: none"> Share the final draft reports and preparing for the upcoming Town Council presentation | <ul style="list-style-type: none"> Virtual TAC Meeting Presentation Meeting Summary |
| Council Presentation #2 (Final Reports) | <ul style="list-style-type: none"> Present final Secondary Plan | <ul style="list-style-type: none"> In-person Council Meeting Presentation Meeting Summary |

6.0 Roles and Responsibilities

Town and County staff and the consultant team will work collaboratively to manage various communications and engagement channels, as described in the Implementation Plan above. Details of who is responsible for what elements related to data management, analysis and response protocols are outlined in the table below. The consultant team will be responsible for incorporating all engagement feedback into the decision-making process and reporting back to participants (“what we heard”).

Table 6-1: Overview of Roles and Responsibilities

| TOWN / COUNTY RESPONSIBILITIES | TASKS | CONSULTANT TEAM RESPONSIBILITIES |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|
| Engagement Plan | | |
| <ul style="list-style-type: none"> Collaborate with consultant team on plan development Review and approve plan | Public Consultation & Communication Plan | <ul style="list-style-type: none"> Prepare internal Engagement Plan |
| Project Website | | |
| <ul style="list-style-type: none"> Town to host and update project website as needed County to post key information on “Speak up” and reference Town's project webpage | Project Website | <ul style="list-style-type: none"> Prepare materials to be posted on project website |
| <ul style="list-style-type: none"> Town to coordinate internal review of materials to be posted on project website | Materials | <ul style="list-style-type: none"> Prepare materials to be posted on project website |
| <ul style="list-style-type: none"> Project webpage to include Town and County contact information All relevant inquiries will be forwarded to the consultant team. | Contacts | <ul style="list-style-type: none"> Provide assistance, if necessary, with crafting a response on technical matters |
| <ul style="list-style-type: none"> Project webpage to include option for signing up to the mailing list and subscribing to the page | Mailing List | ----- |

| TOWN / COUNTY RESPONSIBILITIES | TASKS | CONSULTANT TEAM RESPONSIBILITIES |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Stakeholder Contact List | | |
| <ul style="list-style-type: none"> • Provide initial contact list • Review list and provide additional contacts as required. | Contact list | <ul style="list-style-type: none"> • Update and maintain contact list |
| Technical Advisory Committee and Council Presentations | | |
| <ul style="list-style-type: none"> • Review and approve presentations • All meeting logistics • Attend meetings • Review and approve meeting summaries | Meetings | <ul style="list-style-type: none"> • Prepare project specific technical presentations • Attend meetings • Prepare meeting summaries |
| Community Engagement Activities | | |
| <ul style="list-style-type: none"> • Review and approve engagement outline • Review materials & provide final approval • Advance logistics (set-up meeting, collaborate on activities) • Staff/attend events • Review event summaries • Review notices & provide final approval • Distribute notices | Virtual Engagement Events | <ul style="list-style-type: none"> • Prepare engagement outline • Prepare materials • Advance logistics (collaborate on activities) • Staff/attend events • Prepare event summaries |
| | Notices | <ul style="list-style-type: none"> • Prepare and finalize engagement notices |
| AODA Compliance | | |
| <ul style="list-style-type: none"> • Town and County to confirm approach meets AODA and Corporate requirements | AODA | <ul style="list-style-type: none"> • All public facing documents will be prepared to be AODA compliant |