

# Town of Orangeville Official Plan Review

Phase 1 Background Report

**Draft 1: April 2021**

Town of Orangeville, Infrastructure Services, Planning Division



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# 1.0 INTRODUCTION

## 1.1 WHAT IS AN OFFICIAL PLAN?

The Town of Orangeville Official Plan (OP) charts the course for future planning decision-making within the municipality regarding issues such as land use, built form, transportation and the environment. It was first adopted in 1985 and has since been amended several times, both through area/site-specific amendments and broader review updates. It is a policy document that describes how land should be used in the community and addresses issues such as:

- Where new housing, employment uses, shopping areas, parks, schools, conservation, and other land uses are to be located.
- Where and how parts of the community are to grow
- What services, such as water supply, sanitary sewers, stormwater management, roadways and transit, are available and will be needed to accommodate the anticipated growth.

The Town's OP must also implement broader planning policy direction prescribed by provincial (i.e., 2020 Provincial Policy Statement, 2019 Growth Plan, 2017 Greenbelt Plan) and County (i.e., County of Dufferin Official Plan) planning documents within Ontario's policy-driven planning system. Our OP must align with this prevailing provincial policy direction but also reflect the specific interests and community context of the Town.

## 1.2 WHY ARE WE REVIEWING OUR OFFICIAL PLAN?

Section 26(1) of the Planning Act (the "Act") requires municipalities to periodically review their official plan to ensure that it conforms to (or does not conflict with) current provincial planning policy and legislation. The frequency in which a municipality is to review their official plan is prescribed by the Act. This conformity review requirement follows the policy-driven planning system of Ontario, whereby provincial policy direction is to be consistently implemented and refined through upper (or single)-tier and lower-tier municipal planning documents and decision-making.

## 1.3 WHAT IS THE REVIEW PROCESS?

The last review of the Town's OP was completed and approved in 2010. This review addressed a number of pertinent planning matters and policy changes at that time, including consistency with the 2005 Provincial Policy Statement (PPS), legislative changes to the Planning Act and the newly enacted Places to Grow Growth Plan for the Greater Golden Horseshoe (Growth Plan) in 2006. In addition, the 2010 review considered general policy issues specific to the Town, including housing, employment land needs and sustainability matters.

Most recently, in 2015, the Town initiated the current review of the OP. This was to adhere to the official plan review requirements of the Planning Act and to align the Town's OP with more recent changes to Provincial and County planning policy (i.e., a new 2014 Provincial Policy Statement and new 2015 Dufferin County Official Plan), as well as other legislative changes that had occurred since the previous OP review. A number of specific policy matters were identified to be addressed through the review exercise, including:

## INTRODUCTION

- Introduction of complete application submission criteria
- Sustainability matters (i.e., energy efficiency, climate change, water conservation)
- Natural heritage
- Source Water Protection
- Active transportation
- Housing (i.e., affordable, supply and community needs)
- Secondary dwelling units
- Aging population
- Parks and recreation master plan
- Urban design
- Growth Plan conformity
- Employment land needs and current supply
- Conformity with the 2014 Provincial Policy Statement (PPS)
- Conformity with the Dufferin County OP

Previous work completed as part of the OP review exercise is summarized as follows:

- **August 2015:** MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC) was retained with urbanMetrics to undertake a land needs assessment and commercial market analysis to determine the projected employment, commercial, institutional, and residential land demand and associated availability within the Town.
- **August 2015 to June 2016:** Consultation sessions held with an OP Update Steering Committee comprised of stakeholder representatives from internal town departments, external public agencies and Town committees.
- **September 2015:** Public Open House held to present the OP review exercise to members of the public and to obtain feedback on issues related to employment, housing, sustainability and intensification. An online community survey was also launched for additional public engagement.
- **November 2015:** Stakeholder's breakfast held to obtain input from representatives of the development community regarding preliminary findings of the land needs assessment.
- **January to February 2016:** Public workshop and open house sessions held to obtain feedback from the community, which identified key areas of interest for the Town to consider as part of the OP review.
- **March 14, 2016:** Town of Orangeville Land Needs Assessment and Commercial Market Analysis and Economic Recommendation studies were completed.
- **March 21, 2016:** Special Meeting of Council held to present the Land Needs Assessment study and obtain feedback from Council and members of the public. A staff report (Report No. PL-2016-02) recommended that Council direct staff to prepare the land needs policies for the OP review based on the recommendations contained in the consultant reports noted above.

Because of the County and municipal OP conformity updates that must follow the 2019 Growth Plan, the Town's current OP review has proceeded with only non-Growth Plan-related matters at this time. This is being done to allow the County OP conformity review exercise to move forward which will then provide the growth management and allocation direction to the Town of Orangeville to be consistently implemented and refined through the Town's updated OP.

The Town's current OP review exercise is therefore split into two phases. Phase One will proceed with a focus on those policy matters not related to growth allocation and land use needs. Below is a summary of the process milestones for Phase One:

- 1. Special meeting of Council:** July 6, 2020  
Section 26(3) of the Planning Act requires Council to hold a special meeting to discuss the revisions that may be required to the OP. This meeting is to be open to the public to share information with the community about the proposed OP review and to obtain feedback. A draft background report document will be presented at this meeting for consideration, which will contain a summary of the review undertaken with the current OP as described above and will highlight those areas of the plan where updates are needed.
- 2. Draft OP policy updates and completed Background Review:** August 2020 to March 2021.
- 3. Statutory public open house:** April 19, 2021  
Section 17(16) of the Planning Act requires at least one (1) public open house to be held to provide an opportunity for the public to review the background information and proposed amendments and ask questions about the OP review and update.
- 4. Formal circulation to departments and agencies:** April through June 2021  
Section 17(15) of the Planning Act requires consultation with approval authority and prescribed public agencies. The background report and draft proposed OP policy amendments will be circulated to internal departments and external public agencies for review and comment.
- 5. Statutory public meeting**  
Section 17 (15) of the Planning Act requires at least one public meeting to be held to present the proposed OP update to the public and provide an opportunity for comment.
- 6. Revisions to draft OP policy updates**  
The draft OP policy updates will be reviewed and modified as necessary, taking into consideration the comments and feedback received through the public consultation and agency & department circulation.
- 7. Final OP update adoption recommendation to Council**
- 8. Adopted OP update to County of Dufferin for approval**  
Subsections 17(2) of the Planning Act states that upper-tier municipalities (i.e., Counties, Regions) are the approval authority for official plans and plan amendments of their lower-tier municipalities. The Planning Act also enables upper-tier municipalities to exempt their lower-tier municipalities from the requirements of obtaining upper-tier approval for municipal official plan amendments. The Town of Orangeville has been delegated the authority from the County to approve amendments to its OP, except for amendments related to certain matters such as a municipal official plan review and update exercise, which must be referred to the County for final approval.

Phase Two will consist of a subsequent amendment to the Town's OP that will implement a refined growth management and land use allocation framework in conformity to the updated County OP. Because the Town is heavily engaged with the County in their comprehensive review and conformity update process, it is anticipated that this second phase of the OP review exercise will be initiated and pursued concurrently while Phase One is substantially advanced. The Town's participation in the County's comprehensive review and growth management exercise will help to inform the Town's preparation of its own implementing growth management framework. As part of this process, it is anticipated that the Town's initial Land

Needs Assessment Study completed by MHBC in 2016 will need to be updated to reflect the new growth allocation regime established by the province and County as well as to provide an updated basis for a growth management framework unique to the interests of the Town. A consultant will be engaged to assist the Town with completing the second phase of the OP review.

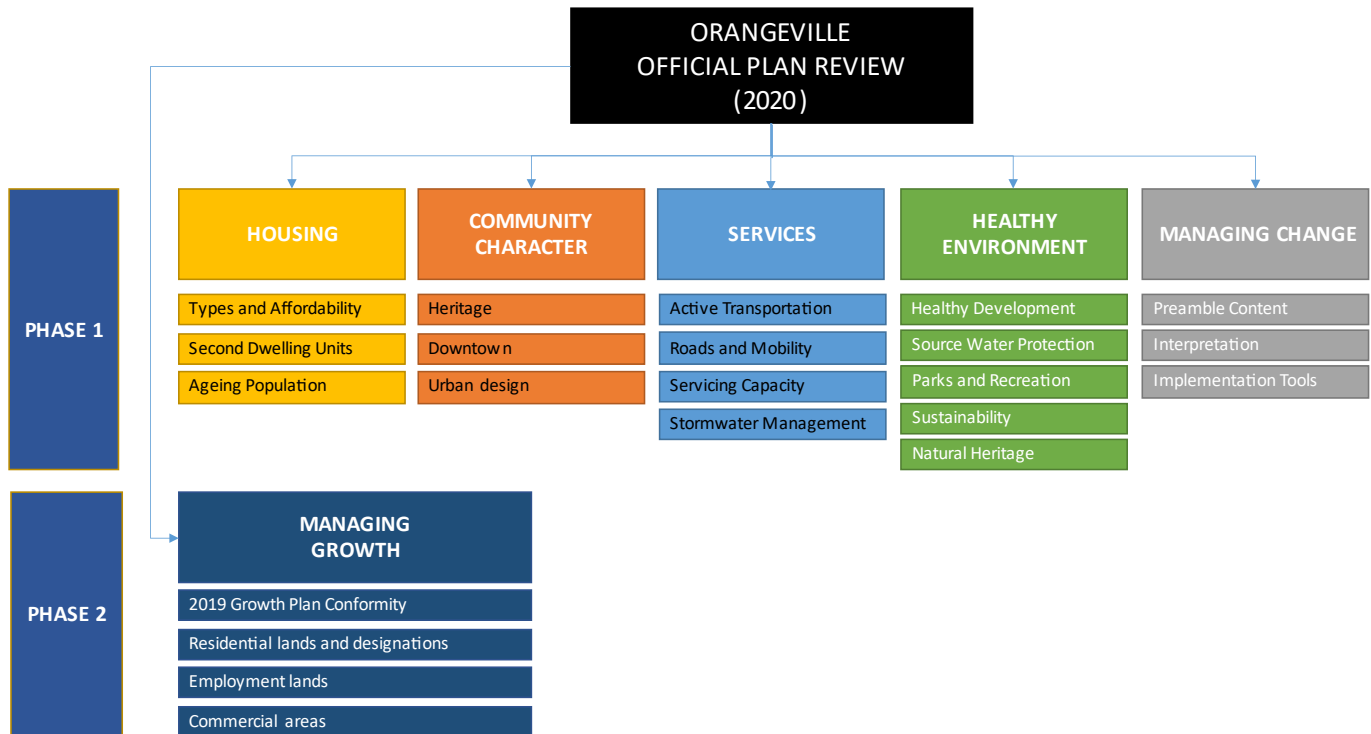
### 1.4 AREAS OF REVIEW

Planning Division staff have completed a background analysis of the various changes to provincial planning policy and legislation and how this relates to the Town's current OP policy. This is being done as part of the first phase of the OP review to determine where any new or updated provincial policy and legislation are either:

- still consistently reflected by current Town OP policy, with no update needed;
- somewhat reflected by current OP policy, but modification, including additional and/or revised policy direction would be beneficial; or
- not captured, or conflicted by current OP policy, with new or amended policies needed for consistency.

The background analysis part of phase one categorizes the non-growth management and land use policy aspects of the OP into five (5) key areas with sub-themes for review as describe in Table 1 below.

Figure 1: Key Theme Areas of the Official Plan Review



1.5 THE FORMAT OF THIS REPORT

**Section 1:** provides the background information on the Official Plan Review process and next steps. It also outlines the five (5) key areas of review that will be the focus for new or revised policies.

**Section 2:** contains a summary of the public consultation completed, which provides background context used to inform some of the recommended policy revisions.

**Sections 3 to 7:** provide a summary of the five (5) key theme areas. Each theme area is broken into sub-categories, with each outlining:

- i) an analysis of existing applicable Official Plan policies;
- ii) prevailing influences for these policies, such as provincial and County policy framework or other applicable studies; and
- iii) recommendations for policy amendments.

This report will remain in draft form through the completion of the Phase 1 part of this Official Plan Review. This report will be updated as consultation and engagement proceeds. It will be finalized in support of final Official Plan amendments presented to Council for adoption and will serve as a comprehensive rationale in support of amendments enacted through Phase 1.



## 2.0 PUBLIC ENGAGEMENT

Public engagement and consultation are vital to an Official Plan (OP) review. Consultation allows for the general public to express their perspective on key focus areas and overall strategic direction for the Town. Planning staff have collected public input through several different process and other various study exercises, which will assist in making policy changes to the OP. This will ensure that the updated policy direction reflects both the needs and values of the Town's citizens, while also reflecting the planning policy direction from the Province and County.

There have been several Town-initiated studies and planning exercises involving themes which are similar to the review areas being addressed through Phase 1 of the OP review. This presents an opportunity to extract the relevant input generated through these processes and apply this to our considerations for areas of review and corresponding recommendations for policy updates.

This section of this report describes the input received and predominant community issues that have emerged through recent public engagement that has occurred. It also summarizes the statutory public and agency consultation undertaken specifically for Phase 1 of the OP Review.

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### 2.1 ORANGEVILLE HOUSING NEEDS ANALYSIS – 2009 SURVEY

As part of the Orangeville Housing Needs Analysis, in 2009, a Seniors Affordable Housing Survey was conducted to collect input on affordable housing options for seniors. The survey was made available at Town Hall and was distributed to participants of a Seniors' Forum working group. With a total of 24 survey responses received, the survey results are summarized below:

- All the respondents indicated that they do not think there is an adequate supply of affordable, appropriate housing formats for seniors in Orangeville;
- When asked to rank how pressing the issue of affordable housing is for seniors in Orangeville, half of the respondents ranked it as 10/10, being most pressing;
- 43% of respondents indicated that their current dwelling isn't affordable to them;
- 35% of respondents indicated that they are considering leaving the community because of the affordable housing issue; and
- When asked to rank the level of importance various characteristics of housing are to them, 70.8% of respondents indicated that price was the most important characteristic. This was followed by location, building type, neighbourhood, and then tenure.

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### 2.2 ORANGEVILLE AGE FRIENDLY ACTION PLAN – 2014 SURVEY

As part of the Orangeville Age Friendly Action Plan, in June 2014, an online and paper survey was conducted to collect input from residents aged 55+ to collect their perceptions and experiences in the community. The survey included a range of questions related to quality of life and age-friendliness. A total of 256 survey responses were received.

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Focus group were also conducted with the Dufferin Network for the Prevention of Elder Abuse, Town staff (Public Works; Planning; Economic Development; Parks and Recreation), Orangeville Police, Public Health, Georgian College Employment, and the Food Bank. These consultation sessions provided additional statistics related to seniors' use of resources and agency services, and qualitative data regarding the needs of the senior population.

The combination of the survey and focus groups lead to the identification of policy gaps in the current OP. These gaps include:

- The need for policy relating to “Age-Friendly Planning” and “Ageing-in-Place” to reflect the needs of the aging population in Orangeville; and
- The need for policy direction related to the provision of affordable housing for seniors with access to variety of services and amenities.

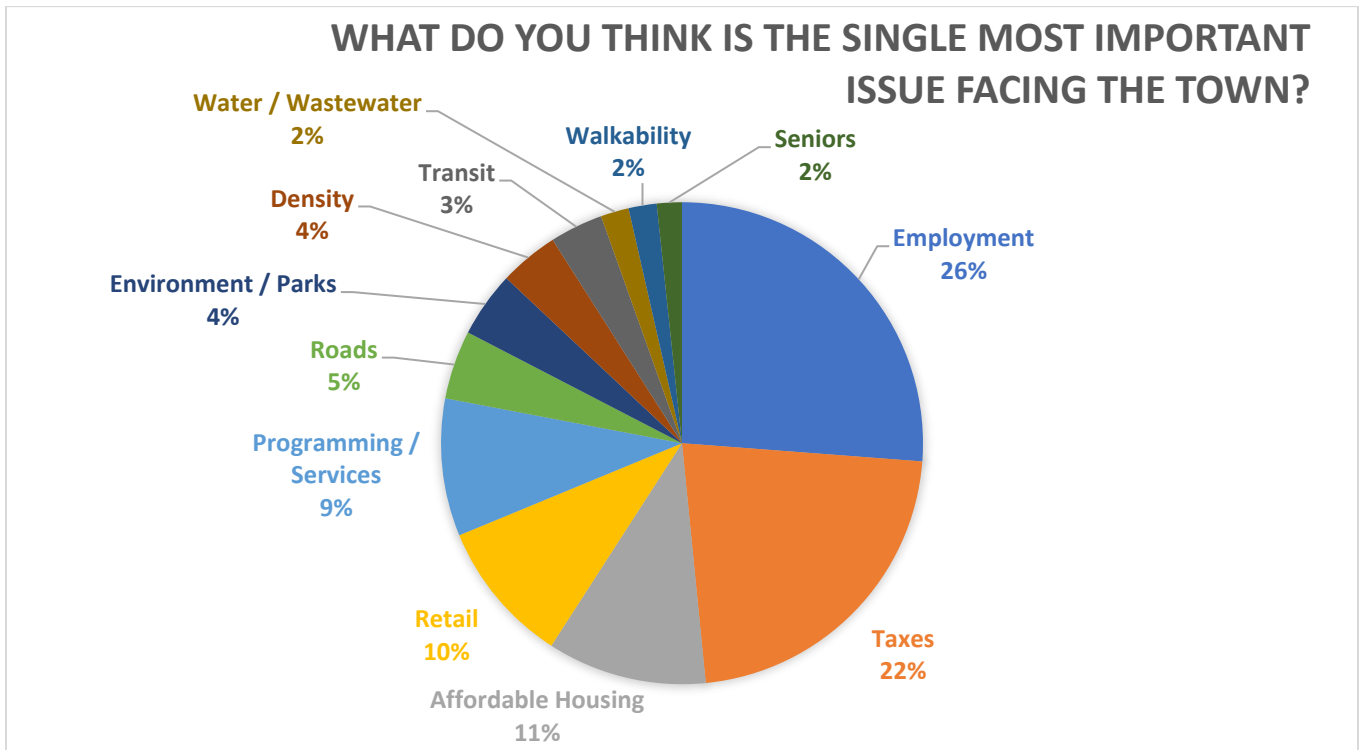
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### 2.3 PLAN-IT ORANGEVILLE – 2015 SURVEY

The 2015 launch of the OP Review was entitled “Plan-It Orangeville” and included online survey to collect input from the public. The survey aimed to collect feedback relating to resident perceptions on services, downtown, housing, employment, seniors, environmental sustainability, parks and development. A total of 552 survey responses were received. As an optional open-ended question, survey respondents were asked “What do you think is the single most important issue facing the Town?”. 336 responses were received and have been grouped into key themes as shown in Figure 2 below. The top 5 key themes are summarized below:

- Employment: More jobs are needed in Orangeville to reduce the need for commuting (125 responses).
- Taxes: Orangeville is becoming an unaffordable place to live due to the high taxes (106 responses).
- Affordable Housing: A variety of housing options are required to cater to all demographics (51 responses).
- Retail: A larger variety of retail and commercial uses are needed to allow people to shop locally (46 responses).
- Programming/Services: The programming and services offered by the Town needs to be expanded to cater to all age demographics (44 responses).

Figure 2: Survey Results: Plan-It Orangeville (2015)

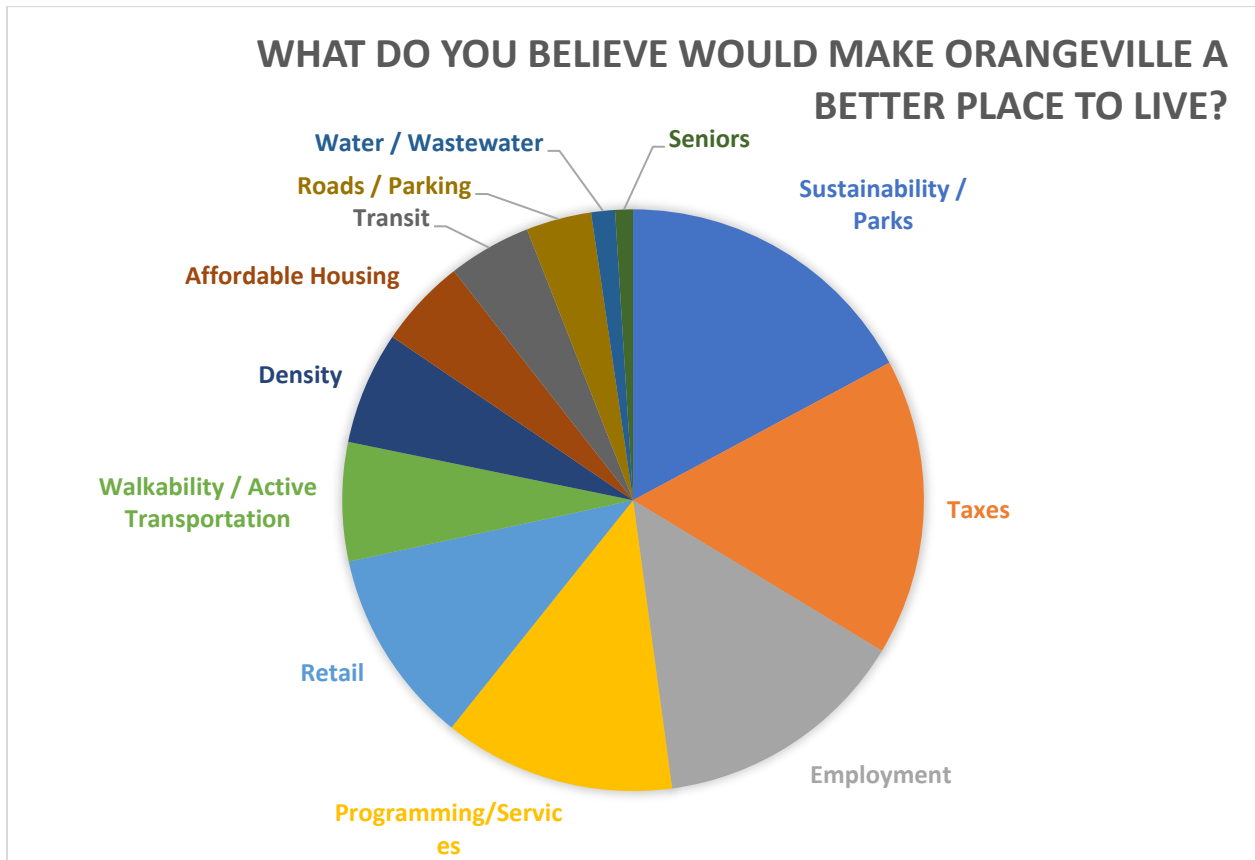


#### 2.4 SUSTAINABLE NEIGHBOURHOOD ACTION PLAN – 2018 SURVEY

As part of the Sustainable Neighbourhood Action Plan (SNAP) process, an online survey was launched in July 2018 to collect input from the public regarding perceptions on sustainability. A total of 322 responses to the survey were received. 193 of the survey respondents considered environmental protection to be one of Orangeville’s most pressing need. As an optional open-ended question, survey respondents were asked “What do you believe would make Orangeville a better place to live?”. 236 responses were received and have been grouped into key themes as shown in the Figure 3 below. The top 5 key themes expressed by survey respondents were:

- Sustainability/Parks: The Town needs to develop environmental policies and maintain open space and parks, while balancing the need for growth (52 responses).
- Taxes: Orangeville is becoming an unaffordable place to live due to the high taxes (50 responses).
- Employment: More jobs are needed in Orangeville to reduce the need for commuting (43 responses).
- Programming/Services: The programming and services offered by the Town needs to be expanded to cater to all age demographics (39 responses).
- Retail: A larger variety of retail and commercial uses are needed to allow people to shop locally (33 responses).

Figure 3: Survey Results: Sustainable Neighbourhood Action Plan (2016)



2.5 PLAN-IT ORANGEVILLE – PUBLIC WORKSHOP 2016

As part of the launch of the Official Plan Review, the Town of Orangeville held a Public Workshop on January 28, 2016. The workshop was intended to provide attendees with an overview of the Official Plan and the purpose of the review exercise, as well as to collect input from residents regarding the most important issues facing the Town. A total of 28 people attended the workshop. The common themes raised by the attendees included: infrastructure, employment opportunities, sustainable growth, affordable seniors housing, and provision of open space.

2.6 TRANSPORTATION TOMORROW SURVEY – 2016 ORANGEVILLE SURVEY

The Transportation Tomorrow Survey (TTS) is a comprehensive review of travel behaviours conducted once every five years in the Greater Golden Horseshoe Area, which includes the Town of Orangeville. The TTS collects and compiles information on socio-demographic and travel characteristics. The most recent survey was completed in 2016, which resulted in the following key findings for Orangeville:

- The average Orangeville household characteristics are:
  - 2.7 persons per household
  - 1.9 drivers per household
  - 1.6 workers per household
  - 1.8 vehicles per household

## SECTION 2 – PUBLIC ENGAGEMENT

- 5.5 trips per day per household
- 7% of household have 0 vehicles
- 30% of household have 1 vehicle
- 43% of household have 2 vehicles
- 13% of households have 3 vehicles
- 6% of household have 4+ vehicles
- The travel characteristics of Orangeville residents during the 6:00am to 8:59 am peak hours are:
  - A total of 13,400 trips
  - 52% of the trips were home to work trips
  - 20% of the trips were home to school trips
- The modes of travel and the average trip length by Orangeville residents during the 6:00am to 8:59 am peak hours are:
  - 70% driver – 17.8km
  - 9% passenger – 11.4km
  - 2% transit – 39.5km
  - 1% GO train – 63.9km
  - 13% walk & cycle
  - 5% other
- The travel characteristics by residents of the TTS area into Orangeville during the 6:00am to 8:59 am peak hours are:
  - 11,600 trips
  - 45% of the trips were home to work trips
  - 25% of the trips were home to school trips
- The modes of travel and the average trip length by residents of the TTS area into Orangeville during the 6:00am to 8:59 am peak hours are:
  - 66% driver – 3.9km
  - 10% passenger – 2.3km
  - 1% transit – 1.7km
  - 0% GO train
  - 16% walk & cycle
  - 8% other

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### 2.7 HEALTHY COMMUNITY DESIGN BASELINE PROJECT – ORANGEVILLE NEIGHBOURHOOD DESIGN SURVEY 2017

A neighbourhood design survey was completed for Orangeville in 2017 as part of the Healthy Community Design Baseline Project undertaken by Wellington-Dufferin-Guelph Public Health. The objectives of the survey were to determine resident preferences for neighbourhood design, gain and understanding of resident knowledge on the links between healthy neighbourhoods and healthy lifestyle, and to collaborate valuable data to aid in monitoring healthy community design indicators over time. The survey focused on 3 key themes including: neighbourhood design, transportation networks, and natural environments. A total of 725 responses were received and the results are summarized below:

- Neighbourhood Design: The majority of residents preferred mixed-use and connected neighbourhoods and thought that these patterns encouraged healthy behaviours.
- Transportation Networks: Residents outside of the core felt that their neighbourhoods were more active travel-friendly and there is an abundance of trail networks within their neighbourhoods. Residents felt that it is important to be able to travel actively to stores, parks/greenspace, trails, and to visit family/friends.

## SECTION 2 – PUBLIC ENGAGEMENT

- Natural Environments: Most residents felt various natural and active transportation features were important for their neighbourhood. Street trees were identified as an important neighbourhood feature to most residents.

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### 2.8 STATUTORY CONSULTATION FOR PHASE 1 OF THE OFFICIAL PLAN REVIEW

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#### 1. SPECIAL COUNCIL MEETING (JULY 6, 2020)

Subsection 26(3) of the Planning Act requires Council to hold a special meeting open to the public, to discuss the Official Plan revisions that may be required. This special meeting intends to provide an initial opportunity for the public to learn about the Official Plan review and offer comments regarding any issue that should be considered.

The Town held its special meeting of Council on July 6, 2020 to discuss the proposed Official Plan review exercise, including the two-phase review approach and general theme areas that would be reviewed through Phase 1. Questions and comments expressed at the meeting are summarized as follows:

- a) Will housing policies and provisions for accessory dwelling units be evaluated?
- b) Facilitating adequate parking, particularly in new residential areas is important. Additional comments acknowledged that the challenges with providing adequate parking within residential areas could be offset by enhancing active transportation, walkability and transit use.
- c) Increased engagement for the Official Plan review is important.
- d) Request for a Steering Committee to be established for the Official Plan review exercise.

## 3.0 HOUSING

### 3.1 TYPES AND AFFORDABILITY

The availability of a full range of housing, including affordable housing, plays an important role in a municipality's efforts to accommodate population growth, and provides opportunities for new investment to attract and retain employees and businesses. Affordable housing also plays an essential role in creating well-integrated, socially inclusive and adaptive communities. There are many community-wide benefits to ensuring a full range of housing types, including:

- increasing demand for goods and services through a more diverse population base which in turn provides increased local employment opportunities
- providing increased housing options for a diverse local workforce, including service sector and other activities that depend on workers from a variety of backgrounds
- spurring job creation in the construction industry
- supporting low- and moderate-income households by helping reduce the costs of housing and freeing up income for other needs (MMAH, Municipal Tools for Affordable Housing)

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#### 3.1.1 CURRENT POLICY

The Goals (Section B2.2) of the Official Plan (OP) aim to achieve an adequate supply of good quality living accommodations with a full range of sizes, types, densities, architectural forms, ownership, rental options, and prices in order to ensure that all members of the community are able to find suitable and affordable accommodation regardless of their age, household composition or income.

The OP has broad policies to facilitate complete communities, diverse housing types and housing affordability (Section E1.2). The policies also outline permitted uses (Section E1.3), which specifically include the following types of housing: single detached, converted dwellings, semi-detached dwellings, duplex dwellings, triplexes, quadruplexes, and multi-family housing including row/townhouses and apartments.

Housing Affordability is outlined in Section E1.10, with key aspects of the policies summarized as follows:

- Encourage the preservation of existing sources of affordable housing
- Locate affordable housing near transit, shopping, parks and other community facilities
- The ability for Council to establish and implement:
  - minimum affordable housing targets
  - policies related to the conversion of existing rental housing stocks to condominium housing
  - support for student housing options

## SECTION 3 – HOUSING

### Types and Affordability

- incentives that reduce the amount of cash-in-lieu of parkland payment for redevelopment proposals that provide affordable housing

The OP also provides policy direction on densities (Section E1.4), which will be reviewed as part of Phase Two of the OP review to implement a refined growth management and land use allocation framework in conformity to the updated County OP.

#### 3.1.2 WHY CHANGES ARE NEEDED

The **Provincial Policy Statement (PPS 2020)** and **Growth Plan for the Greater Golden Horseshow (Growth Plan 2019)**, direct municipalities to permit all forms of housing to provide an appropriate range and mix of housing types and densities – including affordable housing. Further, municipalities should permit and facilitate all forms of residential intensification and redevelopment, including second units (Section 1.43, PPS). Definitions for “affordable” have been added to align with the applicable housing and homelessness plans under the **2011 Housing Services Act**. The policies aim to clarify that affordable housing not only captures low-income households, but also moderate-income households.

The **Dufferin County Official Plan (2015)** encourages local municipalities to adopt a Municipal Housing Facilities By-law to develop affordable housing as a “community facility” under the Municipal Act. In an effort to facilitate affordable housing, local municipalities may:

- i) enter into capital facility agreements and/or partnerships with both private and non-profit organizations for affordable housing;
- ii) use available grants and loans, including tax-equivalent grants or loans to encourage the construction of affordable housing; and
- iii) enter into public/private partnerships for the provision of new affordable housing.

**Bill 58 – Inclusionary Zoning (2010)**, outlined provisions for Official Plans to contain enabling policies pertaining to inclusionary zoning the implementation of such policies through the preparation of an Assessment Report. It also detailed the information that needed to be included in an Assessment Report, such as information related to housing need and demand and the potential impacts of inclusionary zoning on the housing market and on the financial viability of development. Municipalities are required review and update their Assessment Report every 5 years. In 2019, through **Bill 108 – More Homes, More Choice**, the Province made additional changes as to where municipalities could implement inclusionary zoning. These areas are now limited to protected major transit areas, or areas where a development permit system has been adopted or established.

The **Orangeville Housing Needs Analysis (2010)** aimed to compare housing market costs to household income and determine if current conditions were affordable. The study concluded that the current market housing mix is not consistent with the range and needs of the community and the current demographic trends. It also concluded that the rental stock, which is a critical component of the housing market, is decreasing and is insufficient to meet the need.

The **Town of Orangeville Sustainable Neighbourhood Action Plan** sets out a goal to manage and direct land use that creates healthy, livable and safe communities by encouraging mixed use development. It sets out a goal to promote Orangeville as an engaged, inclusive



## SECTION 3 – HOUSING

### Types and Affordability

community for all by ensuring residents have access to affordable housing and community services; contribute to County initiatives that address poverty and homelessness at the source.

#### 3.1.3 POLICY RECOMMENDATIONS

An audit of the current policy regime, as briefly summarized above, has determined that the following areas of change are required:

- Rename the “Work/Life Balance” section “Complete Community” to consolidate existing themes that encourage the development of complete communities.
- Adding a definition for “complete communities” meaning: “meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided.”
- Add a definition for “affordable” meaning: “a) in the case of ownership housing, the least expensive of: 1. housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or 2. housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area; b) in the case of rental housing, the least expensive of: 1. a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or 2. a unit for which the rent is at or below the average market rent of a unit in the regional market area”.
- Add a definition for “low- and moderate-income household” meaning: “a) in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the regional market area; b) or in the case of rental housing, households with incomes in the lowest 60 percent of the income distribution for renter households for the regional market area.”
- Strengthen policies regarding the provision of affordable housing by adding a definition for “inclusionary housing” meaning: “the provision of housing that is affordable to low- and moderate-income households”.
- Create new policies that encourage inclusionary housing/zoning. It should be noted that Orangeville does not have any major transit areas, and as such cannot enforce inclusionary zoning.
- Establish policy direction to enable Council to adopt a Municipal Housing Facilities By-law.

### 3.2 SECOND UNITS

Second units are self-contained independent residential units with a private kitchen, bathroom facilities and sleeping areas within dwellings or within structures ancillary to a dwelling. Second units are also referred to as secondary suites, basement apartments, accessory apartments, granny flats, in-law apartments, or nanny suites. Most second units are located in the basement of a single detached, or semi-detached dwelling. Regardless of where second units are located, they must comply with the Ontario Building Code, Fire Code and municipal by-laws including the Town's Zoning By-law.

A key benefit of second units is that they increase the supply and range of rental accommodation. They also provide the following benefits:

- Allow homeowners to earn additional income to help meet the cost of homeownership.
- Support changing demographics by providing more housing options for extended families or elderly parents, or for a live-in caregiver.
- Help create mixed-income communities, which support local businesses and local labour markets.
- Make more efficient use of existing infrastructure, including public transit where it exists or is planned.
- Make more efficient use of the existing housing stock.
- Create jobs in the construction/renovation industry.
- Assist municipalities in meeting their goals regarding affordable housing, intensification and density targets, and climate change mitigation and greenhouse gas emissions reduction (MMAH Second Units Info Sheet)

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#### 3.2.1 CURRENT POLICY

The housing goals (Section B2.2) of the Official Plan (OP) aim to achieve an adequate supply of good quality living accommodations with a full range of sizes, types, densities, architectural forms, ownership, rental options, and prices in order to ensure that all members of the community are able to find suitable and affordable accommodation regardless of their age, household composition or income.

Section E1.5 of the OP provides broad policy permissions regarding converted dwellings and second units. The policies permit residential conversions within older residential neighbourhood or in proximity to the downtown, subject to implementing provisions within the Zoning By-law. They also permit second units in detached and semi-detached dwellings, and the creation of an accessory building for the purpose of a dwelling unit. Second units are also subject to the provisions of the Ontario Building Code and Fire Code. Council encourages home builders to construct new housing units either with second units already in place, or in such a way as to make the creation of a second unit as easy as possible.

## SECTION 3 – HOUSING

### Second Units

#### 3.2.2 WHY CHANGES ARE NEEDED

**Bill 140 -The Strong Communities through Affordable Housing Act, 2011** and subsequently **Bill 108 – More Homes, More Choice**, amended the Planning Act to require that municipalities authorize second units in their official plans and zoning by-laws (Section 16(3)).

The **Dufferin County Official Plan (2015)** generally encourages second units to be permitted in singles, semis, townhouses and accessory structures to support housing choices and assist in achieving intensification and density targets. Official plans and zoning by-law should generally support the creation of second units, subject to consideration for such matters as: land use permissions for second residential units, parking requirements, servicing, and compliance with other relevant municipal and provincial requirements. The County OP also encourages municipalities to establish policies related to garden suites, as appropriate.

The **Provincial Policy Statement (PPS 2020)** and **Growth Plan for the Greater Golden Horseshow (Growth Plan 2019)**, direct municipalities to permit all forms of housing to provide an appropriate range and mix of housing types and densities – including affordable housing. Further, municipalities should facilitate all forms of residential intensification and redevelopment, including second units (Section 1.43, PPS).

The CMHC guide document for **Universal Design and Adaptive Housing Models (2018)**, **CHMC – Flex Housing (2018)**, and the **Orangeville Housing Needs Analysis (2010)**, also speak to the need for second units to increase the housing supply and provide a variety of housing options.

The Ministry of Municipal Affairs and Housing (MMAH) encourages municipalities to have a means of tracking and monitoring second units. This is to assist the municipalities in establishing inspection processes to help ensure public safety, while assisting the general public to identify where legal second units are located.

With policies that encourage second units in appropriate housing types, where possible, municipalities can ensure that there is a variety of housing stock available to all residents.

#### 3.2.3 POLICY RECOMMENDATIONS

An audit of the current policy regime, as briefly summarized above, has determined that the following areas of change are required:

- Establish policies that outline the performance standards relating to second units in the Zoning By-law.
- Permit second units in townhouses, subject to additional criteria and standards within the Zoning By-law.
- Add policies that limit second units to one per lot.
- Create a policy enabling Council to establish a program providing further public information and awareness of second units.

## SECTION 3 – HOUSING

### Second Units

- Create a municipal registry of second dwelling units as a means of monitoring and tracking second units.

## SECTION 3 - HOUSING

### 3.3 AGEING POPULATION

Seniors are the fastest-growing demographic in Canada, creating both opportunities and challenges for municipalities. The number of seniors in Canada is expected to double from 5 million in 2011 to over 10 million by 2036. Based on information from the Orangeville Age-Friendly Action Plan, Orangeville's population shows an aging demographic between the 2006 and 2011 censuses. The Town's population of adults aged 65 and older increased by about 19%, while the population of children aged 0 to 14 decreased by 7% during the same census period. The median age for Orangeville – while younger than the Province of Ontario's median age – nevertheless increased more quickly from 2006 to 2011. Orangeville's median age increased by 5.4% compared to 4.1% for the province overall.

Age-friendly planning is about a community's preparedness for residents of all ages to enjoy and participate in community life. As a population ages, new supports and services are required to reflect people's changes in mobility, vision, taste, smell, and memory. Communities can help mitigate some of this loss in capacity from aging by providing safe and accessible buildings, appropriate transportation, walkable environments, and opportunities for learning, working and volunteering. As a result, it is imperative to plan for and provide housing options for the aging population. These options may include: retirement homes, long term care homes, adaptable housing to continue to meet the needs of people as the age in place; and other types of more affordable housing such as second units or rental apartments.

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#### 3.3.1 CURRENT POLICY

The housing goals (Section B2.2) of the Official Plan (OP) aim to achieve an adequate supply of good quality living accommodations with a full range of sizes, types, densities, architectural forms, ownership, rental options, and prices in order to ensure that all members of the community are able to find suitable and affordable accommodation regardless of their age, household composition or income.

The Residential land use policies (Section E1.7) of the OP has broad policies surrounding alternative housing, which include housing geared to the senior population. The key policies related to seniors housing are summarized as follows:

- A seniors' residence or retirement home is defined as a residence intended for the exclusive use of adults generally 65 years of age and older. These forms of housing may not include facilities for medical assistance, communal dining and other activities and programs.
- Seniors residences or retirement homes are permitted in medium and high-density residential areas. These living arrangements are intended to house 10 or more people and are built at a greater density than residential uses, subject to additional requirements of the Zoning By-law to ensure compatibility.

Housing Affordability as it relates to seniors is addressed in Section E1.10, which encourages affordable housing to be located near transit, shopping, parks and other community facilities in order to better meet the needs of senior citizens.

#### 3.3.2 WHY CHANGES ARE NEEDED

The **Provincial Policy Statement (PPS 2020)** and **Growth Plan for the Greater Golden Horseshow (Growth Plan 2019)**, and **Dufferin County Official Plan (2015)** have added definitions for special needs housing, recognizing certain groups of people require different housing options. The corresponding policies generally encourage the provision of special needs housing, which is meant to capture dedicated facilities for those who have specific needs such as persons with disabilities, or older persons.

The **Town of Orangeville Age-Friendly Community Action Plan (2016-2019)** was created in response to the World Health Organization (WHO) defining an age-friendly community as one that is an “inclusive and accessible urban environment that promotes active aging.” The study concluded that there is a need for seniors housing, and that the provision of a variety of senior-appropriate housing forms should be explored.

The CMHC guide document for **Universal Design and Adaptive Housing Models (2018)** looks at options to make housing as adaptable as possible from the time of construction to facilitate aging in place. This document introduced concepts such as flexhousing, which is an approach to designing and building homes based on the principles of adaptability, accessibility, affordability and Healthy Housing. **Bill 108 – More Homes, More Choice**, introduced the concept of a life lease that allows a senior to age in place, without having to own their home.

The **Orangeville Housing Needs Analysis (2010)** looked at seniors housing and other special needs housing. The study concluded that the current housing mix is not consistent with the range of needs in the community and the current demographic trends, especially the aging population. Furthermore, retirement homes in Orangeville provide a housing alternative for seniors at the higher end of the income/asset spectrum. However, the rates charged are well above the affordability level of many seniors in the community. The wait for long term care is lengthy, suggesting that the availability of support is not sufficient to meet the needs. These key findings informed the goals and recommended actions outlined in the Strategy.

The Town of Orangeville Sustainable Neighbourhood Action Plan sets out a goal to promote Orangeville as an engaged, inclusive community for all by ensuring residents have access to affordable housing and community services; contribute to County initiatives that address poverty and homelessness at the source.

#### 3.3.3 POLICY RECOMMENDATIONS

An audit of the current policy regime, as briefly summarized above, has determined that the following areas of change are required:

- Add a definition of “special needs housing” meaning: “any housing, including dedicated facilities, in whole or in part, that is used by people who have specific needs beyond economic needs, including but not limited to, needs such as mobility requirements or support functions required for daily living. Examples of special needs housing may include, but are not limited to, housing for persons with disabilities such as physical, sensory or mental health disabilities, and housing for older persons.”

## SECTION 3 – HOUSING

### Ageing Population

- Rename the “Accessibly” section “Accessibility and Age Friendly Design” and add policies that assist in implementing housing geared to the senior population, including aging in place, age-friendly planning, adaptive housing and flexhousing.
- Add new policies for accessibility and age-friendly design (refer to Section 6.2 of this report).

## 4.0 COMMUNITY CHARACTER

### 4.1 HERITAGE

Orangeville has branded itself the Town with “Historic Charm/Dynamic Future”. Maintaining and respecting the historic resources inherited from past residents must be balanced with incorporating future growth that remains compatible with, and enhances those resources. In Orangeville, our cultural heritage can be seen in the built heritage of the Victorian-era downtown heritage conservation district, the surrounding historic residential neighbourhoods, cemeteries, as well as the natural heritage system of waterways that gave rise to the original settlement of Orangeville. These significant heritage resources tell us about the people, their interactions with the environment, and the cultural and political forces that created Orangeville.

The preservation of our cultural heritage is essential to maintaining the unique character of this Town. This unique character contributes to other social, cultural, economic and environmental goals of the Town. Therefore, heritage conservation is integrated within the policies in other sections of the Town’s Official Plan (OP). The heritage policies of this Plan protect the heritage attributes of buildings, structures, and landscapes, but also ensure that areas adjacent to heritage resources do not detract from the value of those attributes.

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#### 4.1.1 CURRENT POLICY

Policies for heritage resources are found under the General Policies section of the OP (Section D4). The **Introductory** policies identify heritage resources as comprising of those man-made that are indicative of past human activities, events or achievements, including archaeological sites, buildings of architectural or historical significance, man-made or modified landscapes and their associated features.

The **Goal** of the heritage resources policies is to support the retention and recognition of our built heritage and cultural heritage landscapes to build a sense of community identity and continuity between our past and present.

**General Policies** prescribe the direction for the Town to achieve its goals of heritage conservation and recognition:

- Ensure heritage resources are maintained and enhanced in consideration of any planning application that affects or adjoins a heritage resource property, including:
  - potentially requiring an agreement with financial security for long-term protection as a condition of development approval; and
  - potentially requiring the completion of an archaeological assessment as a condition of development approval, with development proceeding in accordance with the recommendations of such assessment.
- Council may establish guidelines for signage on heritage properties.
- Public works are to be undertaken in a manner that is sensitive to heritage resources.



## SECTION 4 – COMMUNITY CHARACTER

### Heritage

- Participate in federal or provincial programs for heritage maintenance and/or restoration and establish Town programs for this purpose.
- Heritage Orangeville is to function as the municipal heritage committee pursuant to the Ontario Heritage Act.
- Requirement for council approval in consultation with Heritage Orangeville, for alteration or demolition of any designated heritage building or building within a designated heritage conservation district.
- A commitment of Council to maintain any Town-owned heritage assets to a high standard to reaffirm the Town's commitment to heritage preservation, which may include a requirement to enter into a heritage conservation easement agreement as a condition of sale of any such assets.
- Direction for the maintenance of an inventory of heritage resources in the Town
- Direction for the potential designation individual properties or heritage conservation districts under Parts IV and V of the Ontario heritage Act (OHA)

There are additional policies pertaining to heritage conservation and recognition contained throughout the Plan, specifically within the Goals section of the Plan for Heritage Resources (B2.12) and the Downtown (B2.14). There are additional policy references to heritage conservation found under the General Policies for the Downtown (D6.1), which aim to enhance the character of the downtown as the historic core of Orangeville through heritage conservation and streetscape improvements.

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#### 4.1.2 WHY CHANGES ARE NEEDED

The **Ontario Heritage Act (OHA)** provides the authority for identification and conservation of cultural heritage resources. This legislation provides a framework for the identification, conservation of property of cultural heritage value or interest, including the designation of properties by municipalities [Part IV] and the designation of heritage conservation districts [Part V].

Section 2.6 of the **Provincial Policy Statement (PPS, 2020)** states that significant built heritage resources and significant cultural heritage landscapes shall be conserved and that development and site alteration shall not be permitted on lands containing or potentially containing archaeological resources or on lands adjacent to protected heritage property unless the heritage resources have been conserved. Further, planning authorities should consider and promote archaeological management plans and cultural plans and shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources. Key changes provided in the 2014 PPS in comparison to the 2005 PPS include strengthened policies that do not permit development on lands adjacent to a protect heritage property except where an evaluation has demonstrated that the protected property will be conserved.

Section 4.2.7 of the **Growth Plan for the Greater Golden Horseshoe (2019)** recognizes the importance of cultural heritage resources to fostering a sense of place in communities and directs municipalities to work with stakeholders in development official plan policies and

## SECTION 4 – COMMUNITY CHARACTER

### Heritage

strategies for the identification, wise use and management of cultural heritage resources. Municipalities are encouraged to prepare archaeological management plans and cultural plans to be considered in decision-making that affects a heritage matter.

The Cultural Heritage policies (Section 3.10) of the [Dufferin County Official Plan](#) (“DCOP”) provides direction for the County’s built heritage resources and significant cultural heritage resources to be identified, conserved and enhanced, with all new development occurring in a manner that conserves the County’s cultural heritage. The policies direct municipal official plans to contain policies encouraging municipal councils to exercise their authority under the OHA to designate properties, either individually or as part of a heritage conservation district. Municipalities are also encouraged to establish municipal heritage committees and to maintain a register of all properties designated under the OHA. The DCOP provides additional policy direction for the completion of a heritage impact assessment where cultural heritage resources may be impacted by a proposed development. They also prohibit development on lands adjacent to protected properties unless it has been demonstrated that the heritage attributes of the property will be conserved.

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#### 4.1.3 POLICY RECOMMENDATIONS

There is a need to update OP policies to recognize the importance of identifying, preserving and protecting our cultural heritage. Additional policy language will provide greater direction to ensure that this valuable resource, inherited from the past, is protected as a legacy to pass onto the future. The following changes are proposed:

- Update policies to provide greater direction for the identification and protection of cultural heritage resources and ensuring adjacent areas are appropriately managed to maintain compatibility.
- Provide additional direction for the completion of archaeological assessments as part of the site alteration process.
- Improve policy direction for the completion of heritage evaluations (i.e., Heritage Impact Assessment) for new development or redevelopment proposals that affect cultural heritage resources
- Add clear policy language restricting new development from occurring on lands adjacent to identified cultural heritage resources unless it has been demonstrated that the identified heritage attributes will be conserved.
- Additional policies that address:
  - Cultural heritage landscapes
  - Heritage Impact Assessments
  - Alterations to vegetation or landscape features that contribute to heritage character
  - Agreements, conservation easements and financial securities to safeguard preservation of heritage resources identified in the development or redevelopment process.

### 4.2 DOWNTOWN

Orangeville’s downtown area is the focal point for the commercial, economic and civic functions of the Town and serves as an important anchor for the community. The Town must ensure that its downtown retains robust economic and commercial activity to maintain its role of serving local needs of the community and attracting visitors, despite larger format commercial development occurring peripherally within the Town.

#### 4.2.1 CURRENT POLICY

Maintaining and enhancing a vibrant, mixed-use environment are among the **Goals** stated for the Downtown (Section B2.14). This is to be achieved by establishing a long-term program for community improvement projects and supporting the focus of this area as the Town’s core concentration of commercial, office and institutional activity. Heritage conservation, streetscape improvements and maintaining new development compatibility are among the primary means to ensure the character and vibrancy of the downtown are maintained and enhanced.

The **General Policies** of the Plan (Section D6) reinforce the role of the Downtown as the focal point for residential as well as economic and civic activities. The policies aim to attract a high level of social activity throughout the day, contribute positively to Orangeville’s identity and support beautification efforts for the downtown.

**Commercial** policies (Section E2) present a classification system for commercial areas based on the differing types of commercial service environments and different needs of the community. The Central Business District designation applies to the Downtown area and contains a policy framework described below. The commercial policy objectives aim to maintain the economic vitality and community value of the Central Business District by encouraging development and redevelopment within this area to contribute to a diverse range of commercial, institutional, residential and community uses. The policies aim to protect the economic viability of commercial uses within the downtown core by requiring any new or expanding retail development in excess of 2,300 square metres to prepare a market impact study to demonstrate that the downtown and other commercial areas will not be affected. Increased densities in and around the downtown are also encouraged through supporting appropriate multi-unit residential developments.

The **Central Business District** policy framework (Section E2.4) applies to the Town’s downtown, or traditional centre along Broadway, between Faulkner and Third street. This area is to accommodate a concentration of the most diverse range of commercial, residential, economic and civic functions of the Town. Permitted uses include a full range of commercial and business activities, with certain uses such as destination retailers, specialty shopping facilities, personal services and entertainment establishments being particularly encouraged. The policies strongly encourage residential uses on upper floors to increase the day/night vitality of the area. The Central Business District policies anticipate that its retail function will gradually decline, with service sectors and employment functions will assuming a more prominent role within the function of the downtown. Careful regard is to be given to the priority uses encouraged in the central business district. The policies further direct the Town to work corroboratively with the Business Improvement Area (BIA) and other stakeholders with respect to improvement efforts that involve redevelopment, rehabilitation and improvement of underutilized properties, existing buildings, functional components and the streetscape

## SECTION 4 – COMMUNITY CHARACTER

### Downtown

environment. Infill development or redevelopment proposals are to maintain and enhance the attractive historical appearance of the downtown through matters such as limiting driveways on Broadway, complimenting the established built form and adhering to the Commercial Design Guidelines and Heritage Conservation District Guidelines.

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#### 4.2.2 WHY CHANGES ARE NEEDED

Section 1.7 of the **2020 Provincial Policy Statement (PPS)** states that long-term economic prosperity should be supported by promoting opportunities for economic development and community investment-readiness and maintaining & enhancing the vitality of downtowns and main streets. It is also supported by promoting well-designed built form and by considering features that help define character, including built heritage resources.

One of the goals specified by the **Dufferin County Official Plan** is to encourage the growth and vitality of core commercial areas and historic downtowns through infill, intensification and redevelopment that is appropriate to the local context and character (Section 1.1.5). Municipalities are encouraged to promote long-term economic prosperity of settlement areas by maintaining the well-being of downtowns and main streets (Section 3.3). For Urban Settlement Areas such as Orangeville, the policies of the County Official Plan (OP) specify that historic downtowns and main streets should be maintained and/or enhanced through development that is compatible with the existing character and encouraging mixed-use development and pedestrian-oriented streetscapes (Section 3.3.2).

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#### 4.2.3 POLICY RECOMMENDATIONS FOR THE DOWNTOWN

The policies of the Town's OP with respect to the downtown intend to maintain and enhance the vitality of the downtown area. They aim to accommodate a concentration of a broad range of economic and civic activities and ensure there is a mixed-use vibrancy. New development or redevelopment and intensification are encouraged, provided that the existing built form and heritage character are maintained. The policies also aim to protect the economic vitality of the downtown from potential adverse impacts from peripheral retail activity. Provincial and County policies remain consistent with this policy direction and encourage strong, vibrant downtown environments through appropriate redevelopment and streetscape improvements.

The following policy recommendations are focused on the General policies for the Downtown (Section D5) and Land Use policies for the Central Business District designation (E2.4) policy updates intend to ensure that the current policy framework remains relevant and effective in consideration of the Town's evolving interests and objectives for the downtown:

- Policies should continue to promote the central business district as the Town's centralized and primary concentration of a broad range of economic, civic, and residential functions.
- Policies will continue to emphasize the intended retail and commercial function of the central business district and ensure it remains compatible with the commercial designation and policy framework for other areas. As part of this, current policies

## SECTION 4 – COMMUNITY CHARACTER

### Downtown

requiring further market analysis of peripheral large-format retail stores may not be as relevant or necessary in the modern retail landscape.

- Additional policies to guide development and redevelopment within the downtown area in a way that promotes revitalization and compliments the existing built-form and historic character:
- Policy direction for streetscape features to provide an appealing and comfortable pedestrian experience to stimulate pedestrian activity and mobility in the downtown.
- Policies to facilitate temporary outdoor displays and service functions on private lands as well as within the public domain (i.e., right-of-way)
- Maintain and promote municipal parking for safe and convenient access for visitors and to support the business activities of the area through the following:
  - Improve use efficiencies and promotion of existing municipal and private parking areas;
  - Greater policy direction for reduced on-site parking requirements as a means to encourage development and redevelopment that may be encumbered by on-site parking provision requirements. This could include enabling policies for the development of cash-in-lieu of parking and corresponding exemption provisions.
- Emphasize support for residential uses within and in proximity to the downtown, recognizing an increased residential presence will support business and cultural activities and will improve day and night vibrancy of the area.
- Enhance encouragement of uses that are supportive of cultural activities, tourism and hospitality activities.

### 4.3 URBAN DESIGN

A high quality, well-designed built environment is valued within the Town and contributes to our well-being and quality of life. Urban Design is about creating vibrant spaces that are stimulating and inviting for people. Consideration is given to creating and enhancing relationships between buildings and the public realm in an effort to enhance people's experiences with these elements. It is also about creating a civic domain that is functional, enjoyable and dynamic.

#### 4.3.1 CURRENT POLICY

Section D7 contains policies for **Community Form and Identity**. The stated goal of this section is to protect the Town's unique and diverse land uses, topographical forms, heritage buildings and natural areas. The general theme is to ensure that new development fits within its surroundings. Attention is given to minimizing impacts of vehicle parking and access areas and maintaining harmony between new development and existing surroundings, in terms of building massing and scale; street and lot patterns; setbacks and heritage conservation. Direction is given to creating gateway areas at major entrances to the Town, particularly at the intersection of Highway 9 and 10. Further development in these areas is expected to incorporate architectural and landscaping features that emphasize the unique nature of the community.

Section D10 provides policies for **Public Safety**, supporting proper built environment design to enhance the safety of the Town through design concepts that reduce the potential for crime. The policies support new development design measures that create environments with greater surveillance, feelings of safety and security and high standards of civic pride.

Other policies that address **urban design principles** are dispersed throughout various sections and generally apply to specific design environments:

- **Commercial Areas:** Section E2.9 prescribes urban design policies that encourage commercial developments to be attractive and enhance commercial vitality and community image of the Town. These policies refer to the Town's Commercial Urban Design study undertaken in 2002 for further direction, which provides more detailed design guidelines for commercial areas in the Town. The policies also express an intention of Council to review the effectiveness and implementation of these guidelines and update them as necessary to ensure they continue to accomplish the design objectives of the Town.
- **Employment Areas:** Among the Goals for Employment Areas (Section E3.1) is to encourage high-quality urban design for these areas in a way that connects industrial development with the community, while recognizing the need to buffer potential impacts from such uses.
- **Neighbourhood Design:** policies are found under the Residential land use policies of the Plan (Section E1.9). These policies aim to stimulate pedestrian activity and improve human health through design measures that provide a visual variety and a range of housing formats; integrated street networks; well landscaped street boulevards and pedestrian-oriented streetscapes.
- **Site-Specific Areas:**

## SECTION 4 – COMMUNITY CHARACTER

### Urban Design

- Northwest and Southwest corners of C Line and Alder Street: Sections E8.56 and E8.59 provides specific design guidelines for these commercial lands, respectively.
- Veteran’s Way South Community: Section E8.64.3 applies urban design principles for residential areas, encouraging site design measures that include energy conservation elements, minimizing impervious areas, incorporating pedestrian and cycling connectivity. Section E8.64.4 provides design direction for employment areas within this policy area.

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#### 4.3.2 WHY CHANGES ARE NEEDED

The **Planning Act** recognizes the ability of good urban design to contribute to complete and healthy communities. Although urban design measures are not specifically prescribed, the Act gives the authority to control design to some extent through regulating massing and conceptual design of buildings, relationships to adjacent buildings, streets and other exterior site design elements pursuant to the Site Plan Control provisions of Section 41. Updates to the Planning Act through the passing of Bill 73 in 2015 introduced a new matter of provincial interest under Section 2 to now include urban design, which specifically references the promotion of built form that is well designed, encourages a sense of place and provides for high-quality public spaces that are safe, accessible, attractive and vibrant. Provincial interests are prescribed as a non-exhaustive list of principles, or matters to which all approval authorities must have regard to in making any planning decision.

Section 1.7 of the 2020 **Provincial Policy Statement** (PPS) supports long-term economic prosperity by encouraging a sense of place through well-designed built form and cultural planning. There are other policies contained throughout the PPS that aim to encourage good design as an effective way to support strong, liveable and healthy communities.

The **2019 Growth Plan** policies recognize the importance of good built form and public space design to enabling appropriate growth and intensification within built-up environments. Municipalities are encouraged to use relevant legislative and regulatory tools and other strategies to plan for a wide variety of heights, densities, and other site design elements to achieve the desired urban form and the minimum intensification and density targets of the Plan. The implementation policies of Section 5.2.5 direct municipalities to develop and implement urban design and site design official plan policies that facilitate the development of a high-quality public realm and compact built form.

The **Dufferin County Official Plan** contains policies for Community Design (Section 3.9.1), which direct municipalities to promote appropriate community design in reviewing development applications and through community improvement. Local municipalities are to promote a high quality of community design and built form through a series of criteria that are to be adhered-to as part of the development application review process. The policies also support municipalities preparing urban design guidelines to achieve County and municipal policies. They also support requiring development proponents to submit and implement design and architectural control guidelines

**4.3.3 POLICY RECOMMENDATIONS**

The urban design policies that apply to specific areas, i.e.:

- Northwest and Southwest corners of C Line and Alder Street (Sections E8.56 and E8.59); and
  - Veteran’s Way South Community (Sections E8.64.3 and E8.64.4).
- should be maintained, since such policies were developed through an area-specific review process.
- A broader urban design policy framework is needed in the Plan. The current Community Form and Identity policy Section D7 should be enhanced to provide additional direction for good urban design principles to serve as the Town’s goals and expectations for achieving a higher-quality built environment. Existing policies in this section focus on ensuring new development fits with its surroundings and should be augmented to stimulate good urban design through the following:
    - Re-title this section to “Community Design”, with new policies to:
      - Add a new goal: To provide a framework for the provision and maintenance of an attractive, safe, efficient, accessible and harmonious environment
      - provide guiding design principles
      - enhance streetscape value and character
      - provide implementation framework and criteria for addressing compatibility and good design practices
      - address signage
      - provide direction for public safety using crime prevention through environmental design (CPTED) concepts and principles (replaces Public Safety section D10)
      - revise existing gateway area policies and criteria for considering developing urban design guidelines, including an architectural control process
      - provide clearer design objectives regarding parking areas and drive-through facilities (See Healthy Developments Section 6.1)
      - Delete Commercial Urban Design policies of Section E2.9 and incorporate within the Community Design policy section
    - Neighbourhood Design policies within the Residential land use policies Section E1.9 to be updated based on the Healthy Developments recommendations under Section 6.1 of this review.
    - Public Safety section D10 to be deleted and replaced with new policy direction as discussed above.



## 5.0 SERVICES

### 5.1 ACTIVE TRANSPORTATION

Active transportation is the concept of using your own power to get where you need to go, as opposed to a car or transit. Active transportation methods can include: walking, biking, skateboarding, rollerblading, jogging and running, non-motorized wheel chairing, snowshoeing and cross-country skiing. Using these alternative methods of transportation provide many benefits to our health, society, transportation system, the environment and the economy. This is because it gives people opportunities to be physical, is accessible to everyone, reduces road congestion, contributes toward reducing greenhouse gas emission, and saves money on gas and parking.

Communities can be designed to support active transportation. Building well-planned, complete communities that have multi-use access to a mix of uses gives opportunities to live, work and play in the same setting and lessens reliance on vehicular travel. This stimulates active transportation choices and ultimately creates healthy behaviours and lifestyles.

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#### 5.1.1 CURRENT POLICY

The Goals stated within the Transportation policy section aim to reduce the dependence on the use of motor vehicles. Active transportation is encouraged through the introduction or extension of bicycle lanes, trails and sidewalks to provide travel opportunities within existing and proposed neighbourhoods.

The Pedestrian and Cyclists Section (G8) of the Official Plan (OP) outlines the following specific goals:

- Create an environment conducive to cycling and pedestrian circulation
- Invest in measures such as landscaping, lighting, street furniture and weather protection in order to enhance the pedestrian environment, particularly in the Downtown area
- Encourage urban intensification and compact, mixed use forms of development in order to make walking and cycling more convenient as forms of transportation
- Strive to improve bicycle and transit infrastructure and movement to encourage a reduction of motor vehicle use
- Consider ways to incorporate amenities and features for pedestrians and cyclists including: sidewalks, bike lanes, off-street linkages and trails
- Strive to ensure that a target distance of 500 metres (straight-line) walking distance be used as a target for the separation between every resident and any elementary school, park and commercial shopping area

The Public Transit policies (Section G9) recognize the importance of public transit in the community and outlines the following specific goals:

## SECTION 5 – SERVICES

### Active Transportation

- Strive to ensure that every resident has desirable proximity to public transit routes with a target of a 500 metres (straight-line) maximum walking distance to travel to a bus stop
- Ability to authorize the preparation of transit-supportive design guidelines to be used in the review of Subdivision Plans and other development proposals, in addition to periodic review of existing transit routes
- Co-operate with GO Transit to provide the best level of public transit service possible

In order to encourage active transportation in both new and infill developments, the Neighbourhood Design policies (Section E1.9) prescribe the following:

- Promote walking activity to lessen dependence on the automobile and promote human health through interconnected streets designed to provide a variety of convenient walking routes
- Visually and functionally linking and designing public parks and conservation lands to adjoining neighbourhoods
- Neighbourhood focal points such as public open spaces, commercial facilities, schools, places of worship and bus stops will be designed to be conveniently accessible by foot from all dwellings

The General Road policies (Section G5) encourage that the Town endeavour to introduce on-street bike lanes to all Minor and Major Collector roads over time as opportunities and resources permit.

In order to encourage other modes of transportation including walking and cycling, the Transportation policies contain a section devoted specifically to address pedestrians and cyclists (Section G8). These policies state the following:

- Encourage investments in measures to enhance and/or create development conducive to walking and cycling.
- Consider the impact of land use decisions as they may impact the movement of pedestrians and cyclists.
- Encourage intensification and compact mixed-use forms of development in order to create a complete community, making walking and cycling more convenient.
- Strive to improve bicycle and transit infrastructure over time.
- When evaluating new development, consider ways to incorporate amenities and features for pedestrians and cyclists.
- Ensure that a 500m walking distance be used as a target separation between every resident and any elementary school, park and commercial shopping area

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#### 5.1.2 WHY CHANGES ARE NEEDED

The **Provincial Policy Statement (PPS 2020)** and **Growth Plan for the Greater Golden Horseshow (Growth Plan 2019)**, support the use of active transportation as part of

## SECTION 5 – SERVICES

### Active Transportation

establishing “complete communities” and “complete streets”. Land use patterns, density and mix-uses that are conducive to the promotion of active transportation are encouraged.

Similarly, the [Dufferin County Official Plan \(2015\)](#) promotes a shift towards healthy lifestyles that include access to active transportation opportunities. It encourages municipalities to implement the **Dufferin County Active Transportation Master Plan**, support the development of an active transportation network through integration of walkways and bicycle paths.

The [Town of Orangeville Recreation and Parks Master Plan \(2020\)](#) and [Cycling and Trails Master Plan \(2019\)](#) encourage healthy living, which includes provisions for active transportation and multi-purpose trails systems.

The [Town of Orangeville Sustainable Neighbourhood Action Plan](#) sets out a goal to encourage a reduction in the dependence of motor vehicles locally, and promote all other forms of transportation, by:

- promoting a shift to more sustainable and efficient transportation options to move people and goods
- improving access to transit options, reducing single occupancy vehicle use; and
- promoting walking and biking by increasing the connectivity and safety of active transportation infrastructure

It further sets out a goal to plan land use and transportation networks that support/create a well-connected community by:

- Developing and implementing a comprehensive Complete Streets policy which promotes the creation of well-connected streets, with cycling and pedestrian infrastructure; and
- Optimizing parking infrastructure and the road network to support the efficient movement of goods and people.

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#### 5.1.3 POLICY RECOMMENDATIONS

In order to further encourage active transportation through the Official Plan, the following changes are recommended:

- Adding a definition of “active transportation” defined as: “human-powered travel, including but not limited to, walking, cycling, inline skating and travel with the use of mobility aids, including motorized wheelchairs and other power-assisted devices moving at a comparable speed.”
- Adding a definition of “complete streets” defined as: “streets planned to balance the needs of all road users, including pedestrians, cyclists, transit-users, and motorists” and provide direction for the Town to implement a Complete Streets policy.

## SECTION 5 – SERVICES

### Active Transportation

- Renaming Section G8 “Pedestrians and Cyclists” to “Active Transportation” and add polices to encourage the inclusion of infrastructure to facilitate active transportation (i.e., sidewalk, bike paths, etc.)
- Adding “active transportation” goals into the transportation section, and encouraging the implementation of the County of Dufferin Active Transportation and Trails Master Plan.
- Revise wording within OP to consistently refer to “active transportation”.

### 5.2 ROADS AND MOBILITY

The transportation network within Orangeville consists of existing and proposed roads, as well as transit, cycling and pedestrian pathways, truck routes and rail facilities. In Orangeville, roads are an essential component to the movement of people and goods and play a major role in shaping the form and character of the Town. The road network is determined through a hierarchy based on: the function of the roads, right-of-way widths, road planning and traffic circulation. These classifications include Provincial highways, arterial roads, collector roads and local roads. The role and function of each classification leads to an efficient, safe and accessible road network with adequate capacity, properly designed to move both people and goods.

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#### 5.2.1 CURRENT POLICY

The Goals (Section G1) of the Transportation policies of the Official Plan (OP) aim to provide a transportation network for the safe and efficient movement of people and goods within and through the Municipality.

Road Classification policies (Section G3) categorize municipal roads into accordance with their intended functions, as show in Schedule “E”, into the following classes:

- Provincial Highways: primary roads that connect the Town to the provincial highway network
- Arterial Roads: intended to facilitate traffic movement between major land use activities, as well as accommodate through traffic, ranging in width from 20 to 45 metres
- Collector Roads: facilitate traffic within and between neighbourhoods and new development areas and connect to the arterial road system, ranging in width from 26 metres (minor collector) to 30 metres (major collector)
- Local Roads: allow access to abutting properties and are designed to provide for a fine grain of local access and connectivity but discourage through traffic, ranging in width from 18.5 to 20 metres.

Policy direction is provided for road widenings and roadway right-of-way widths (Section G4) as follows:

- Dedication of a road widening strip to the County of Dufferin or the Town may be required as part of an approval in accordance with the road classification
- Equal amounts of widening will be required from both sides of a road allowance, unless there are certain circumstances based on challenging physical land characteristics
- Where widenings are required on existing streets which are lined with trees, it is anticipated that discretion will be used, and all methods explored to reduce loss of such trees

General policy direction (Section G5) for municipal roadways is provided with respect to access, connectivity and circulation efficiency and decreasing environmental impacts:

## SECTION 5 – SERVICES

### Roads and Mobility

- Access to provincial highways will be provided only at public street entrances that meet the Province’s minimum spacing requirements for intersections
- Support the creation of a well-connected network of streets in order to facilitate the orderly circulation of traffic and in order to reduce congestion by offering motorists multiple choices for the route to take to a given destination
- Incorporate Ministry of Transportation setback requirements into amendments to the Zoning By-law that affect lands adjacent to a provincial highway
- Support the development of a transportation system that minimizes impact on the environment and aesthetic character of the Town
- Endeavour to introduce on-street bike lanes to all Minor and Major Collector roads over time as opportunities and resources permit

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#### 5.2.2 WHY CHANGES ARE NEEDED

There are no specific prevailing policy requirements to update or revise these sections of the Official Plan. However, there is a need to continually evaluate these policies as part of the Town’s Official Plan Review process to ensure the policies are clear and provide direction that aligns with the Town’s goals and objectives for roads and mobility.

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#### 5.2.3 POLICY RECOMMENDATIONS

- Review and update the language of this section, to provide further clarity and ensure it is presented in a clear and concise manner. Additionally, Schedule “E” – “Roads Plan”, will be updated as necessary to reflect advancing roadways and development patterns.
- Update policy language to ensure consistency with other policy review initiatives discussed in this report (i.e., Healthy Developments, Active Transportation)

### 5.3 SERVICING CAPACITY

Development within the Town should be on full municipal water and sanitary services. Further, development cannot proceed until the availability of uncommitted sanitary treatment capacity and water supply capacity is confirmed. In order to support additional population growth as outlined in the Official Plan, the Town needs to ensure that there is adequate servicing available to support new residential units and non-residential development. Sewage capacity is determined by the Town's Water Pollution Control Plant along with the current flow rates. Water capacity is determined by the Town's Wells and current demand rates. To enable growth, the Town must continue to explore options to increase the water and sanitary capacity.

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#### 5.3.1 CURRENT POLICY

The Goals (Section H1) of the Municipal Services policies intend to ensure a high standard of services is maintained. Further, to ensure that all municipal services meet the needs of current and future residents and business in an efficient and environmentally sensitive manner.

*Policy Reference – Section H2. (Municipal Services > Sanitary Sewerage and Treatment)*

The Official Plan contains policies regarding sanitary sewage as follows:

- That all development occurring within the Town boundary is to be on municipal services. Consideration for private services should only be given in unique situations in accordance with the outlined development criteria, based around lot size and future development.
- Final approval of new developments shall be subject to the availability of uncommitted sewage treatment capacity and water supply. Holding provisions are to be used to enable this confirmation.

Section H2 also provides a summary of sewage treatment capacity and water supply capacity. At the time of the last OP update, the following information was considered current:

- Sewage treatment: 1995 upgraded plant can service a population of approximately 30,000 people.
- Water supply: existing wells can service a population of approximately 32,000 people.

*Policy Reference – Section H3. (Municipal Services > Water Supply and Distribution)*

The Official Plan outlines that the municipality shall continue in its water supply exploration program to ensure adequate and economical additional sources of potable water for the further growth and development of Orangeville, in addition to provide additional supply and/or storage capacity. It further outlines that undersized pipes shall be replaced, and new trunk and supply mains constructed in conjunction with other capital works projects. Lastly, it outlines that Council may undertake further educational programs to promote wider understanding of the issues related to water resources.

#### 5.3.2 WHY CHANGES ARE NEEDED

The **Provincial Policy Statement (PPS 2020)** requires that municipalities plan for sewage and water service that accommodates forecasted growth. Development should promote the efficient use and optimization of existing services.

Since the previous iteration of the Official Plan, the Town has undertaken several studies and upgrades to the servicing systems. In 2007, a new Sewage Treatment Allocation Policy (2007) was developed to ensure that the remaining capacity of the Water Pollution Control Plant is allocated in a sustainable and logical manner. The Water Pollution Control Plant was expanded and upgraded between 2015 and 2018 to increase its rated capacity to 17,540 m<sup>3</sup>/day. The water supply capacity and flow rates were also reviewed. This has resulted in an increase to the Town's servicing capacity as follows:

- Sewage Treatment Capacity: The Pollution Control Plant can service approximately 36,490 people
- Water Supply Capacity: the wells can service approximately 34,000 people

#### 5.3.3 POLICY RECOMMENDATIONS

The contents of the Sections H2.3.1 and H2.3.2 on Sewage Treatment Capacity and Water Supply should be solely included in the Section C – Basis of the Plan as they are essential to the population growth of the Town. The policy framework in this section of the Official Plan should be adjusted to provide an overview of the studies noted above, as well as the resultant updated servicing capacities. Section H should be updated to only include the directive policy related to servicing that will assist the Town in reviewing applications for development.



### 5.4 STORMWATER MANAGEMENT

Stormwater is rainfall and snowmelt that seeps into the ground or runs off the land into storm sewers, streams and lakes. It can also include runoff from outdoor activities such as watering lawns or washing cars. The management of stormwater is required to maintain the health of natural heritage systems, while providing opportunities for human use of water by mitigating the effects of urban development. Stormwater management aims to protect water quality, maintain the natural hydrologic cycle, prevent an increased risk of flooding and undesirable stream erosion.

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#### 5.4.1 CURRENT POLICY

The Official Plan contains policies regarding stormwater management (Section H4) within the Municipal Services Section as follows:

- To minimize stormwater volumes and contaminant loads and maintain or increase the extent of vegetative and pervious surfaces wherever possible.

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#### 5.4.2 WHY CHANGES ARE NEEDED

The **Provincial Policy Statement (PPS 2020)** requires that planning for stormwater management:

- a) be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;
- b) minimize, or, where possible, prevent increases in contaminant loads;
- c) minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;
- d) mitigate risks to human health, safety, property and the environment;
- e) maximize the extent and function of vegetative and pervious surfaces; and
- f) promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.

The **Growth Plan for the Greater Golden Horseshow (Growth Plan 2019)** outlines the requirements for developing stormwater management master plans and large-scaled development. Of note, the policies require consideration of watershed planning, protection of water quality and quantity, incorporation of low impact development features, and the incorporation of an integrated treatment trail, among others.

Similarly, the **Dufferin County Official Plan (2015)** requires that local municipalities: minimize contaminate load; changes in water balance and erosion; not increase risks to human health and safety and property design; promote best management practices. It also requires that where development is not serviced by a stormwater management facility, that existing drainage patterns be maintained. Municipalities are to promote naturalized stormwater management facilities, constructed with gentle slopes.

## SECTION 5 – SERVICES

### Stormwater Management

There are no specific policy requirements to update or revise these sections of the Official Plan since they are in conformity with the Provincial Plans and County plans noted above. However, there are best management practices that provide guidance regarding stormwater management. The policies should be revised to include general guidance and goals for implementing stormwater management for new and existing developments.

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#### 5.4.3 POLICY RECOMMENDATIONS

Based on a review of best practices, additional policies should be included to address following principles:

- That stormwater management be consistent with the guidelines and policies of Credit Valley Conservation (CVC);
- That stormwater management facilities be located outside of natural heritage systems;
- That stormwater management facilities be integrated as local amenities while providing the required function;
- Encourage the use of source controls in parking lots;
- That stormwater management be treated as close to the source as possible and prohibit the connection of roof leader directly into the storm system;
- Encourage retrofitting of existing development that has outdated or absent stormwater management controls;
- Identify opportunities to retrofit existing infrastructure and facilities using sustainable best management practices; and
- That Council establish a stormwater management policy having consideration for climate change.

## 6.0 A HEALTHY ENVIRONMENT

### 6.1 HEALTHY DEVELOPMENTS

There has been increasing awareness and recognition given to the critical role that built environments can play in shaping the physical, physiological and social health of individuals and their communities. Factors such as land use patterns, transportation networks, barrier-free environments, public spaces and natural systems can promote increased physical activity, psychological well being and healthier lifestyles as a result.

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#### 6.1.1 CURRENT POLICY

Section E1.9 provides policies to guide **Neighbourhood Design** for new developments in residential areas. The policies set-out design objectives to facilitate pedestrian-oriented neighbourhoods that are well connected, with a mix of lot sizes and housing types. Policies specifically avoid turning circles, support providing ample on-street parking opportunity and minimize the prominence of garages occupying the fronts of dwellings.

**Accessibility** policies of Section D11 encourage an overall barrier-free environment for the Town that involves universal access to all facilities and buildings. The policies state Council's encouragement of creating barrier-free environments and requirements for all new buildings to be accessible in accordance with Ontario Building Code requirements. Builders are also encouraged to exceed the minimum standards for accessibility as set out in Code requirements, when constructing new buildings.

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#### 6.1.2 WHY CHANGES ARE NEEDED

Growing research points to a number of land use components that influence human activity, facilitate improved health and mental wellbeing and promote social interaction and inclusion. These include:

- The layout, design and connectivity of sidewalks, roadways, active transportation routes;
- Mixed-use developments promoting compactness and accessibility to amenities and resources;
- Enhanced access to recreational facilities and greenspaces; and
- Safe, comfortable and attractive streetscapes, built environments and public spaces.

The **Provincial Policy Statement** indicates that healthy, active communities should be promoted by: a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation; and b) providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation.

#### 6.1.3 POLICY RECOMMENDATIONS

- Enhance **Urban Design** policies described in Section 4.3 to assist in promoting healthy design concepts as follows:
  - Promote reduced parking ratios for large-format commercial uses
  - Encourage site design elements to utilize efficient use of parking by identifying opportunities for shared parking arrangements (i.e., different user groups at different times of day)
  - Parking areas for multi-storey residential uses, institutional and employment uses, parking is to be located away from the street
  - Surface parking is to be designed to minimize negative aesthetic and environmental impacts through improving pedestrian connectivity and circulation, increased landscaping areas and porous surface materials.
- Add policies to a new **Accessibility and Age Friendly Design** section, (updates the Accessibility policy section D11) to promote the provision of barrier-free access through:
  - Supporting age-friendly needs and disability requirements through improved amenities such as parking, public benches and seating features, directional and interpretative signage, visual and auditory indicators
  - Improving barrier free access and paths of travel, with clearly identifiable site entrances
  - Arranging public uses and amenities within convenient walking distances
  - Provision of adequate walkways of sufficient design and treatment
  - Incorporate policies encouraging new home construction to include **universal design and adaptable housing** (i.e. Flex Housing) concepts, which includes housing design elements that allow a dwelling to be retrofitted to accommodate ageing in place, or accommodate accessibility features.
- Add new policies to the **Neighbourhood Design** section E1.9:
  - encouraging residential areas to be planned in a manner so new dwellings are situated within suitable walking distances to certain amenities and facilities (i.e., within 800 metres of a school, park, food store, convenience retail and within 500 metres of a transit stop).
  - Emphasize grid or modified grid formats for new street patterns, avoid cul-de-sacs and dead-end streets that reduce street and pedestrian connectivity
  - Facilitate rear laneway concepts to allow building frontages that contribute to high-quality, pedestrian-oriented streetscapes
  - Encourage better connectivity and integration for intensification development with surrounding uses and adjacent future intensification potential.

## 6.2 SOURCE WATER PROTECTION

The Clean Water Act, 2006, (CWA) has placed new obligations on municipalities to protect sources of drinking water through the planning process. It applies a multi-barrier approach to safeguarding municipal water supplies, starting with assessing existing and potential threats to the municipal water supplies and applying a preventative framework to ensure supplies are protected in the long term.

Source Protection Plans have been completed across Ontario, as required under the CWA and municipalities must ensure that their planning policies and decisions are consistent with, and effectively implement the policies of the applicable Source Protection Plan.

### 6.2.1 WHY CHANGES ARE NEEDED

**Clean Water Act, 2006 and the Credit Valley, Toronto and Region and Central Lake Ontario (CTC) Source Protection Plan:** Section 40 of the CWA requires municipalities to amend their official plans to conform with all relevant source protection plans (SPP) by the date specified in the applicable SPP document. The Credit Valley, Toronto and Region and Central Lake Ontario (CTC) Source Protection Plan (CTC SPP) is the applicable SPP for Orangeville, which came into effect on December 31, 2015. The CTC SPP requires municipal official plan conformity at the time of the next municipal official plan review under Section 26 of the Planning Act.

The source water protection framework under the CWA and CTC SPP as applicable to the Town is summarized as follows:

1. Identification of **Vulnerable Areas**:
  - a. **Wellhead Protection Areas (WHPA)**: are the ground surface areas surrounding a municipal well, which are delineated based on how water travels through the ground towards the well. Different areas are delineated based on the time (measured in years) it will take for surface pathogens to infiltrate the groundwater and reach the well. This in turn defines the rate in which a municipal well is vulnerable to threats. Within WHPA's, protection measures are implemented to safeguard the underlying groundwater supply against potential contamination sources.
  - b. **Wellhead Protection Area – Q (Water Quantity)**: is an area around a municipal well where activities pose a threat to the quantity of groundwater supply, as a result of activities that take water without returning it to the same source (Q1) or reduce infiltration recharge to the aquifer (Q2).
  - c. **Issue Contributing Areas (ICA)**: are areas around a municipal well where activities have contributed, or could contribute to elevated concentrations of particular contaminants in relation to the Ontario Drinking Water Standards
2. **Determining whether a land use or activity is a threat**: Policies are intended to protect the identified vulnerable areas from drinking water threats. A drinking water threat is defined as an activity or condition that adversely affects, or as the potential to adversely affect the quality or quantity of water that is or may be used as a source of

## SECTION 6 – A HEALTHY ENVIRONMENT

### Source Water Protection

drinking water. Ontario Regulation 287/07 Under the CWA prescribes 21 threats to drinking water, which includes 19 activities that can contribute contaminants (chemicals or pathogens) that can affect water quality and 2 activities that can deplete water quantity through water taking or recharge reduction.

3. Application of a range of **policy tools to prohibit, regulate or restrict specific activities/uses**: The CTC SPP applies a range of policy tools to existing and future activities that are considered to be significant drinking water threats, depending on the nature and circumstances of the activity and where the activity is located relative to the vulnerable areas previously described. There are certain policy tools intended to be applied in land use planning decisions. These are only applicable to future activities and are triggered when applications for new development or site alteration are submitted to the Town. It is these policy tools that are to be implemented in the Town's planning documents such as its OP.

**Provincial Policy:** The [2020 Provincial Policy](#) Statement (Section 2.2.1) and [2019 Growth Plan](#) (Section 4.2.1) now require municipalities to identify water resource systems for their protection in terms of quantity and quality. These maps are required to identify water resources systems, features and areas including sensitive and vulnerable ground and surface water features and areas.

**Dufferin County Official Plan:** The County Official Plan was enacted while preparation of the CTC SPP was underway. Policies of the County Plan regarding source water protection are found under Section 5.4, which direct municipalities to provide the appropriate policy guidance to identify and protect drinking water resources. This is to be achieved through municipal identification of vulnerable areas and restrictions on development and site alteration that may affect the quality or quantity of municipal drinking water resources.

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#### 6.2.2 CURRENT POLICY

Included among the **Goals** of the Town's OP is to preserve the quantity and quality of the surface and groundwater resources the Town relies upon (B2.7 (d)). The **Natural Environment, Water Resources and Natural Hazards** Section E5.2 contains limited policy direction specifically aimed at municipal source water protection. The policies refer to a sub watershed planning approach to protect natural functions and features, including the quantity and quality of groundwater and surface water resources and corresponding recharge and discharge areas (E5.3.1). The policies specifically support the promotion of water conservation measures; controlling development to ensure groundwater recharge is maintained or enhanced; ensuring that new development maintains or enhances pre-development infiltration rates; and establishing well head protection zones as a means to regulate land use to prevent contamination (E5.3.17 to E5.3.22).

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#### 6.2.3 POLICY RECOMMENDATIONS

- **New map schedule(s) to identify vulnerable areas:** Only the vulnerable areas subject to land use policies within the CTC SPP as applicable to the Town would be identified in the mapping. Mapping information would rely on updated information from the CTC SPP.

## SECTION 6 – A HEALTHY ENVIRONMENT

### Source Water Protection

The official mapping information contained in the most current version of the CTC SPP takes precedence.

- Insert a **new Source Water Protection section** under Land Use Policies Section E to include the following:
  - **Goals and objectives** for the protection of Town drinking water resources;
  - Statement about the legal effect of the CTC SPP and CWA on Planning decisions under the Planning Act and Condominium Act
  - Statement referencing the CTC and in the event of a conflict, the policies of the CTC SPP prevail
  - **Policies for Restricted Activities and Wellhead Protection Areas** that describe the vulnerable areas identified on the schedule and provide further policy direction and criteria that restricts or regulates new development or redevelopment, land uses and site alteration according to the vulnerability areas identified;
- **New complete application requirements** (new Section under Implementation):
  - “Source water disclosure report” to be requested at the discretion of the RMO as part of a development application submission, to provide information on whether any prescribed threats under Section 59 of the CWA are anticipated for a property, including the expected quantity, storage and handling of substances and proposed mitigation practices.
  - “Section 59 Notice to Proceed”
  - “Infiltration Management Plan” for new major development projects to assess development recharge and maintain or enhance recharge to the greatest extent possible through best management practices, including recharge compensation approaches
- New general policy requiring circulation of Planning Act and Condominium Act applications to the Risk Management Official for review prior to proceeding

### 6.3 PARKS AND RECREATION

Parks and recreation are essential contributors to the quality of life and living in a community. The Town is responsible for providing facilities and services to meet the recreation needs of current and future citizens of Orangeville and is home to an array of public parks, trails and natural areas. Planning for parks and recreation is a critical part of community building, given the importance of such infrastructure plays in building a healthy, vibrant community.

Throughout the engagement exercises highlighted in Section 2.0 of this report, community feedback has made it clear that residents value the parks and recreation areas provided throughout the Town and place a high level of importance on seeing a strong parks and recreation system being maintained and enhanced for years to come. The policies of the Town's Official Plan pertaining to parks and recreation facilities presents an opportunity for the Town to provide further direction and a decision-making framework that strives towards maintaining this comprehensive and sustainable system of parks and facilities.

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#### 6.3.1 CURRENT POLICY

The **Goals** of the Plan for Open Space Recreation (Section B2.6) aim to maximize recreation opportunities within existing open space areas and plan for an integrated park system to meet future resident needs. The Town is also to work towards completing an integrated off-street multi-use trail system and implement the Town's 2008 Trails master Plan. The quality and accessibility of Island Lake Conservation Area are to be enhanced through corroboration with CVC.

The **Open Space Recreation** designation provides land use policies for recreation areas (Section E4). Goals contained within this policy section replicate the goals for Open Space Recreation found under section B2.6 of the Plan and further state that opportunities for free or low-cost and accessible recreation activities are to be considered, to encourage greater physical activity for residents. Permitted uses are public or private outdoor recreation uses and specifically reference fairgrounds, lands owned by CVC, public parks, private parks (including picnic areas, campgrounds, pavilions, hiking and wilderness areas, etc.) and private clubs (i.e., those for golf, skiing, riding, fishing, etc.).

**General policies** state that privately-owned recreation areas are not to be construed as being free and open to the general public. Targets of 1 hectare per 1,000 population for neighbourhood recreation areas and 0.8 hectares per 1,000 for community use recreation areas are to be achieved for providing public recreation areas and facilities. Additional policy direction is provided for acquiring parkland, or cash in lieu of parkland, as a condition of the development approval process, which follows the parkland conveyance mechanisms prescribed by the Planning Act. The Open Space recreation policies also provide direction for the provision of open space areas, including location and design considerations and an assessment of the Town's parkland needs to be taken into consideration.

Additional policies pertaining to parks and recreation are found under the **Natural Environment, Water Resources and Natural Hazards** Section E5 of the Plan.



## SECTION 6 – A HEALTHY ENVIRONMENT

### Parks and Recreation

Policies for **Urban forestry** strive to maintain and enhance forest cover in the Town, with direction provided to maintain an inventory of species composition and condition within public road allowances and other publicly owned lands. The policies further aim to increase forest cover on private lands through the development approval process. The enactment of a tree by-law to regulate tree destruction is also enabled by these policies.

**Parkland dedication** policies are found under this section, which state that open space conservation areas may not be acceptable as parkland dedication pursuant to the Planning Act and the conveyance of such conservation areas to the Town must be in a satisfactory condition.

Policies for **Recreational Trails** direct the Town to develop and maintain a network of recreational trails suitable for various modes pursuant to the Town's Trails Master Plan of 2008.

There are also policies that specifically apply to the **East Entrance Feature**, referencing the existing Dragonfly Park as the main entrance area to the Town, which is used in cooperation with CVC and requires careful development to create an attractive, first impression for visitors.

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#### 6.3.2 WHY CHANGES ARE NEEDED

Policies regarding parks and recreation will primarily need to be reviewed and updated to ensure they are relevant to current circumstances in the Town with respect to existing facilities, but also more recent master planning studies completed for parks and trails facilities.

Section 1.5 of the **Provincial Policy Statement** states that healthy and active communities should be promoted by planning for a full range of public spaces, trails and linkages and recreation settings to be accessible and equitably distributed to foster social interaction and to promote travel by active transportation.

Policies of the **2019 Growth Plan** (Section 4.2.5) encourage municipalities and other public agencies to develop a system of publicly-accessible parkland, open space and trails that is based on a coordinated approach to trail planning and development. Municipalities are also encouraged to establish an open space system that includes opportunities for urban agriculture, rooftop gardens, communal courtyards and public parks.

The Community Services and Parks and Open Space policies of the **County Official Plan** promote the provision of pedestrian, cycling and trail linkages and the integration of recreational facilities and parks pursuant to the County's Active Transportation and Trails Master Plan, as well as local municipal plans and strategies. Local municipalities are encouraged to undertake programs to acquire new parks and improve existing facilities. Local municipalities are to encourage private recreation development that compliments public recreation opportunities and to encourage development proponents to provide trail system integration opportunities. Land deemed to be significant for implementing a linear park system, which may include abandoned rail and utility corridors is to be retained in public ownership for that purpose.

The Town recently updated its **Recreation and Parks Master Plan** (RPMP) in August 2020, which will provide overarching direction for the implementation of parks and recreation facilities throughout the Town for the long term. The previous Town of Orangeville Parks Master Plan was prepared in July 2015 and provides a framework to comprehensively plan for and develop

## SECTION 6 – A HEALTHY ENVIRONMENT

### Parks and Recreation

outdoor recreation programs and park amenities for the Town for the next 10 years, based on the value, quality and accessibility of parks. The master plan focuses on outdoor parks, open spaces and trails and is intended to ensure that the current and planned park resources enhance the quality of life for residents with respect to their personal fitness, wellness and creating a healthy community.

The 2015 Parks and Recreation Master Plan specifies that the current distribution of parkland and local schools provide good coverage of existing and newly developing residential neighbourhoods, with a vast majority of residents located within 500m of a park and/or school as per the current OP policy target. Current parkland inventory is slightly deficient of the 1.8 hectares of parkland per 1,000 population target and the allocation between neighbourhood-level parks and larger community/major parks favours larger community parks in comparison to the Official Plan targets. Specific recommendations included within the current RPMP that can be implemented in the Town's OP policy are summarized below.

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#### 6.3.3 POLICY RECOMMENDATIONS

- Consolidate all policies related to open space recreation under one section of the plan and remove the policies for recreational trails from the Natural Environment section to a revised section for active transportation.
- Explore joint development initiatives such as sports fields and playing courts with school sites that adjoin municipal parkland
- Provide opportunities for residents to access and enjoy natural areas and a connected trail network with linkages to conservation areas.
- Consider using alternative parkland dedication rates and/or alternatives to parkland dedication, such as green roofs, linkages, on-site amenities, civic squares, enhanced streetscaping/landscaping, or other sustainability features within designated intensification areas where on-side parkland dedication cannot be accommodated.
- Establish a policy for the use of cash-in-lieu of parkland dedication funds
- Establish policy criteria for the conditions of parkland acceptable for conveyance
- Identify future pedestrian pathways and bicycle pathways as part of a new transportation map schedule, along with policies to require the dedication of land for pedestrian and bicycle pathways as a condition of planning approvals under the Planning Act.
- Policies should explore opportunities to integrate community gardens in existing and new local parks in order to support local food production, urban agriculture and related health benefits

### 6.4 SUSTAINABILITY

In simplest terms, sustainability means meeting our own needs without compromising the ability of others or future generations to meet their needs. Energy and water conservation, waste reduction, improving our air quality and climate change resiliency are important components to sustainable planning. Considering these elements when planning our communities helps ensure that we are meeting our current needs while enabling future generations to meet their needs, without being compromised by our actions of today. Enhancing sustainability as a focus for future development will lead to a built environment that is safer, more attractive, healthier, financially prosperous and more resource conscious.

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#### 6.4.1 CURRENT POLICY

The Town's objectives and policies for sustainability are found under Section F. The policies express the Town's commitment to reducing the community's ecological footprint as well as protecting and enhancing the natural environment. The goals of this section are to embed sustainability principles into the day-to-day decision-making processes of the Town in order to maintain a high quality of life for present and future generations. Climate change is also identified as an important consideration, with development and infrastructure to be planned in a way that mitigates the effects of climate change in the long term.

The Sustainability policies are sub-divided into various theme areas:

- **Environmental** Sustainability (F2) policies strive for the protection and enhancement of the natural environment through promoting best management practices, such as green development standards and energy efficient systems.
- **Economic** Sustainability (F3) policies emphasize the Town's efforts to become a greener community and promote opportunities that the region offers for green industries.
- **Social** Sustainability (F4) policies emphasize the importance of developing a complete community by ensuring the full daily living needs of residents are met, in terms of convenient access to local jobs, services, housing options and community infrastructure. Parks and open spaces are recognized as a key element to complete communities.
- **Cultural** Sustainability (F5) policies recognize the importance of retaining built and natural heritage assets, as well as developing new cultural assets, to build a sense of community identity. Fostering a creative community is also emphasized in these policies.

A series of policy objectives are also stated to guide the Town's efforts towards **responsible consumption** (Section F6). These measures call for sustainable building principles to be implemented in Town facilities; strategies to promote conservation and responsible consumption of land, energy and water; and strategies to prevent pollution, reduce waste and respond to climate change. The implementation of a climate change protection program is also identified in the policies and includes sample steps to implement this program, such as establishing a baseline emissions analysis and setting reduction targets with a benchmarking and monitoring system to evaluate program effectiveness.

### Sustainability

**Responsible Development** (Section F7) policies set out an intention for additional measures and regulations to be considered and incorporated into the plan that will enhance the sustainability for new development in the Town. These suggested measures include requirements for energy conservation, climate change protection design elements and alternative stormwater management techniques.

#### 6.4.2 WHY CHANGES ARE NEEDED

- The **Planning Act** was amended in 2015 to require official plans to contain policies that identify goals, objectives, and actions to mitigate GHG emissions, and provide policies for adaptation to a changing climate and building community resilience (Subsection 16(14)). In addition, a new matter of provincial interest was added under Section 2 of the Act to include “the mitigation of greenhouse gas emissions and adaptation to a changing climate”. This means that all decisions under the Planning Act, including decisions on matters under appeal, shall have regard to this provision.
- Section 1.8 of the **Provincial Policy Statement (PPS, 2020)** provides policy direction with respect energy conservation, air quality and climate change states that planning authorities shall support sustainability-related planning principles and design features such as:
  - Compact form;
  - Active transportation;
  - Transit;
  - Mixed use development;
  - Energy efficiency and conservation;
  - Renewable/alternative energy system; and
  - Maximizing vegetation within settlements

The PPS policies for settlement areas (Section 1.1.3) directs land use patterns to consist of densities and land use mixes that minimize negative impacts to air quality and climate change, and promote energy efficiency.

- The **Growth Plan, 2020** states that municipalities should develop policies in their official plans to identify actions that will reduce greenhouse gas emissions and address climate change adaptation goals (Section 4.2.10). Examples of this include:
  - Supporting the achievement of complete communities;
  - Reducing dependence on the automobile;
  - Assessing infrastructure risks and vulnerabilities and identifying actions and investments to address these challenges;
  - Undertaking stormwater management planning in a manner that assesses the impacts of extreme weather events and incorporates appropriate green infrastructure and low impact development;
  - Providing direction that supports a culture of conservation;

Municipalities are to plan to reduce greenhouse gas emissions and address the impacts of a changing climate by encouraging the development of:

- strategies to reduce greenhouse gas emissions and improve resilience through the identification of vulnerabilities to climate change, land use planning, planning for infrastructure,

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- greenhouse gas inventories for transportation, buildings, waste management and municipal operations; and
  - interim and long-term greenhouse gas emission reduction targets that support provincial targets and reflect consideration of the goal of low-carbon communities and monitor and report on progress made towards the achievement of these targets.
- In 2018, the province released its “[Made-in-Ontario Environment Plan, 2018](#)” which sets-out a provincial commitment and framework for protecting air quality, land and water resources, minimizing waste, reducing greenhouse gas emissions and prepare for a changing climate.
- On March 11, 2021, Dufferin County Council adopted the [Dufferin Climate Action Plan](#), a strategy for the community to reach net-zero greenhouse gas emissions by 2050 and build resilience to the current and future impacts of climate change.
- Policies within the [County of Dufferin Official Plan](#) highlight energy conservation and efficiency as a key element to sustainability and lessening climate change. The policies support efforts of the County and local municipalities to promote a culture of conservation and consider energy conservation and efficiency within municipal decision-making and operations. Additional policies specifically require upgrades of municipal infrastructure to consider climate change effects, such as more frequent and severe rain and flood events. Low-impact development technologies are to be promoted in considering new development or redevelopment proposals.
- In June 2019, the Town adopted its [Sustainable Neighbourhood Action Plan \(SNAP\)](#), which outlines a vision and objectives for the community that prioritizes sustainable planning. The plan contains objectives focusing on protecting our natural resources and the environment while strengthening our corporate, economic and social programs.

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#### 6.4.3 POLICY RECOMMENDATIONS

- Include statement in the preamble section to define the concept of sustainability for the Town of Orangeville.
- Move energy conservation policies from general policies Section D to be included within the Sustainability section. This section will be expanded to include expanded policies that address the conservation of energy and resources.
- Re-structure the Responsible Development (Section F7) and Responsible Consumption (Section F6) policies by eliminating these sections and reorganizing their policies (revised and expanded where necessary) to the following new sections:
  - **Conservation of Energy and Resources:**
    - Remove policy direction to introduce new policies and regulations regarding energy conservation through future amendment to the Plan. Additional policies regarding energy and resource conservation are to be added.

### Sustainability

- More detailed policies supporting and encouraging energy efficient building designs and certifications
- More specific policies addressing energy efficiency and water conservation
- Strengthened policies for waste reduction and diversion in construction and redevelopments.
- **Climate Change and Air Quality:**
  - More policy direction for improving air quality and reducing pollution
  - Direction for climate change resiliency and mitigating the effects of climate change
- **Sustainable Development Practices:**
  - New policies addressing more specific development principles, including:
    - i) Minimizing light pollution
    - ii) Utility coordination and co-location
    - iii) Neighbourhood connectivity and compact, mixed-use environments in built-up areas;
    - iv) Supporting local food production and food resources
    - v) Innovative stormwater management approaches
    - vi) Not supporting over-development.

### 6.5 NATURAL HERITAGE

Like many urbanized areas, Orangeville has various natural areas such as woodlands, wetlands, creeks and valley lands that provide habitat for diverse plants and wildlife. Throughout Ontario, patterns of growth and development have not always been sensitive to the fact that individual features and areas have strong ecological ties to each other. Historic planning approaches to protecting natural areas have traditionally focused on preserving remnant individual features in reaction to advancing development pressure. This approach can lead to isolated and disconnected natural areas that have lower ecological functions as a result.

Natural areas are healthier and thrive when connected to form an integrated natural heritage system. A natural heritage system is a broader term used to encompass natural features, protection areas and associated linkages, which collectively support connected natural processes necessary to maintain biological diversity, ecological health and resilience and viable species populations.

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#### 6.5.1 CURRENT POLICY

Policies for **Natural Environment, Water Resources and Natural Hazards** are collectively found under Section E5. The stated goals are to generally direct development away from hazardous lands and ecologically significant or sensitive areas. In addition, the goals speak to preserving the quantity and quality of surface and groundwater resources and to increase public awareness around the protection and conservation of such.

Section E5.2 prescribes a **sub watershed planning approach** to protecting water resources and related natural features. They direct the Town to integrate sub watershed planning into its planning processes, relying on the guidance of the Sub watershed 19 technical documents prepared by Credit Valley Conservation (CVC).

**General policies** (Section E5.3) direct the Town to administer its planning functions in a way that protects natural resources and functions, including wetlands, woodlands and other natural heritage features and linkages, fish and wildlife habitat and surface and groundwater resources. Natural features where development is prohibited are designated as “Open Space Conservation” on the Town’s land Use Plan (Schedule ‘A’). This designation is to be refined through implementation in the Zoning By-law. It is also intended to be refined as more detailed information about feature delineations becomes available. The policies provide a set of criteria to be satisfied in considering amendments to re-designate such lands for other purposes. Additional policies under this section address the following:

- **Environmental Management Plans and Environmental Impact Studies:** Describes the intent of these studies and when they are required.
- **Water Resources:** provides basic direction for stormwater management to maintain pre-development infiltration, identification of wellhead protection zones and preserving or enhancing the quantity and quality of surface water and groundwater
- **Flood Prone Lands:** identifies those areas on Schedule B where development or site alteration requires CVC approval. The policies also describe the Two-Zone concept for certain areas that fall within the regional storm floodplain. The two-zone concept consists

## SECTION 6 – A HEALTHY ENVIRONMENT

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of “Floodway” and “Flood Fringe” areas, with Flood Fringe areas designated for urban uses but requiring CVC approval for such uses to proceed.

- **Stream Preservation and Restoration:** directs existing watercourses to be maintained in a natural condition so as to prevent erosion and support natural channel designs in the development process.
- **Parkland Dedication, Recreational Trails and East Entrance Feature** policies are discussed in Section 6.3 of this report.

Section E5.4 provides policy direction for **Potentially Contaminated Properties**, which identifies activities that may be related to possible contamination and outlines the expectations for investigating and restoring such properties where necessary.

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### 6.5.2 WHY CHANGES ARE NEEDED

Significant changes made to Provincial Policy in recent years, including the [Growth Plan \(2019\)](#) and the [Provincial Policy Statement \(PPS, 2020\)](#), provide a clear need to update the policies and approach of the existing Natural Environment policies and Open Space Conservation mapping within the Town’s OP.

**The PPS** prohibits development and site alteration in significant wetlands. Development and site alteration is prohibited within the following significant natural heritage features, unless it is demonstrated that there will be no negative impacts on the natural features or their associated ecological functions:

- Significant woodlands;
- Significant valleylands;
- Significant wildlife habitat;
- Significant Areas of Natural and Scientific Interest (ANSI);
- Habitat of endangered species and threatened species (except in accordance with provincial and federal requirements); and
- Fish habitat (except in accordance with provincial and federal requirements).

For lands adjacent to the significant natural heritage features described above, development and site alteration is not permitted unless the ecological function of the adjacent lands has been evaluated and it is demonstrated that there will be no negative impacts to the natural features or their ecological functions. Adjacent lands are defined to include those lands contiguous to a natural feature or area where it is likely that development would have a negative impact on the feature. The extent of adjacent lands may be recommended by the province or municipal approaches that achieve this objective.

A key update made to the 2014 PPS (and maintained in the 2020 PPS) is a new requirement for municipalities to identify natural heritage systems, recognizing that these systems will vary in size and form in settlement areas, rural and agricultural areas. The expectation is that upper-tier municipalities will identify natural heritage systems and provide policy direction for lower-tier municipalities to further implement policies that protect the integrity of natural heritage systems and the individual component features therein.



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**The Growth Plan** provides a policy framework for a Natural Heritage System which has been mapped by the province to support a comprehensive, integrated and long-term approach to protect the regions heritage and biodiversity. Municipalities are to incorporate this Natural Heritage System within their official plans, with appropriate policies to maintain, restore or enhance the diversity and connectivity of this system. However, the Natural Heritage System for the Growth Plan excludes lands within a settlement area boundary, such as the Town of Orangeville.

The **County of Dufferin Official Plan** (DCOP) provides natural heritage policies (Section 5), which lays-out objectives to protect, restore and enhance (where possible) natural heritage features, including natural resources and groundwater resources. An intention for the County to prepare a natural heritage system strategy is also stated, to reinforce the protection and restoration objectives for natural heritage features and functions, to promote their interconnectivity and enhance overall environmental health.

Section 5.3 describes Natural Heritage Features and Functions, along with direction for determination of significance and policies to be satisfied considering new developments. Each type of known natural heritage feature is described in this section, some of which (i.e., provincially-significant wetlands, areas of natural and scientific interest (ANSI), woodlands and unevaluated wetlands or locally-significant wetlands) are illustrated in Schedules B and E to the DCOP. The boundaries of the features on Schedules B and E are considered approximate until refined through an ecological site assessment by a qualified professional (in support of a development application) where natural vegetation or landscape features exist on or near the subject property. Remaining natural features not identified on these schedules (i.e., habitat of endangered species and threatened species, valleylands, fish habitat, etc.) are described by the policies, referencing applicable provincial legislation and requirements for identifying and protecting such features.

General development and site alteration guidelines are then provided with respect to development within, or adjacent to natural heritage features. Adjacent lands are broadly identified to include a 120m distance from the protected feature in question. Requirements for environmental impact studies are provided in terms of agency consultation, when the study is required and what it is expected to demonstrate.

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### 6.5.3 POLICY RECOMMENDATIONS

The County of Dufferin is currently preparing a Natural Heritage System Strategy (NHSS) as an update to its current Natural Heritage policies of Section 5, which is being undertaken through the County's Municipal Comprehensive Review (MCR) exercise. This process is expected to update existing policies and designations for significant features and will provide new policy direction to define linkages and successional habitats. Updated mapping is also expected to be generated through this process, which will serve as a basis for updating the Open Space Conservation mapping in the Town's OP. As the updated policy direction and associated designation mapping is underway with the County, the following policy revisions are recommended, which may be refined in conjunction with the completion of the County's NHSS:

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- Re-format the current Natural Environment, Water Resources and Natural Hazards Section E5 (under Land Use Policies Section E) to contain separate policy sections for: “**Natural Heritage**”, “**Water Resources**” and “**Hazards**”. The Natural Resources section is to contain the following sub-policy sections:
  1. **Natural Heritage** section to contain the following:
    - **Sub watershed Planning** (E5.2) to be revised as needed with updated reference to the latest sub watershed 19 study documents and their associated objectives.
    - New **Natural Heritage System** policies:
      - Identify key components to include:
        - Woodlands
        - Wetlands
        - Habitats of Threatened or Endangered Species
        - Significant wildlife habitats
        - Other identified natural features
      - Designation on Schedule ‘A’: Key components to be identified within a broad-encompassing Natural Heritage System (NHS) designation, to serve as an updated version of the current Open Space Conservation designation based on updated mapping from CVC and the County.
      - Additional land use and site alteration permissions: Prohibition on development within NHS areas, with additional policy direction describing adjacent lands (i.e., spatial distances as recommended by the province or CVC) where development may be permitted where it is demonstrated that there will be no negative ecological impacts.
    - **Study requirements**: Update existing policy direction for Environmental Impact Studies and Master Environmental Servicing Plans
    - New policies addressing non-identified natural features, such as Habitats of Endangered Species and Threatened Species
    - Enhanced Urban Forestry policies, including establishing a tree canopy target of 40%.
  2. **Water Resources** section to contain:
    - New Source Water Protection policies (refer to Section 6.2 of this report)
    - Revise and enhance existing Water Resources policies,
    - Additional policies to support watercourse protection

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### Natural Heritage

3. **Hazards** policies will include:
  - Updated **Natural Hazards** policy (updates and replaces Flood Prone Lands policy) Policy identification for CVC-Regulated Hazard lands, including:
    - slope and valley area hazards
    - Meander Erosion Hazard
    - Flood Area hazard
  - Update the current Flood Prone Lands policy area on Schedule B (policy E5.3.24) and consider additional policy direction for the Zoning By-law to identify natural hazard lands within appropriate zone categories.
  - Existing policies for Parkland Dedication (E5.3.32), Recreational Trails (E5.3.33) and East Entrance Feature (E5.3.34) to be moved to a separate Parks and Recreation section and modified accordingly (See Section 6.3 of this report)
  - Existing policies for **Potentially Contaminated Properties** (E5.4) to remain under the “Hazards” policy section with modifications as necessary.

# 7.0 MANAGING CHANGE

## 7.1 PREAMBLE CONTENT

The Preamble sections of the Official Plan (OP) provide an overview of the Town's goals and policies. The Foreword section is an introductory section that does not form part of the Plan. It outlines, in general, the direction for the Town. The Introduction section provides an overview of the Town's legislative requirements in relation to the contents and review of the OP. The Basis of the Plan section outlines the purpose of the plan over a 20-year planning period, speaks to high-level growth numbers and framework for the Plan.

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### 7.1.1 CURRENT POLICY

The **Foreword** section outlines, at a high level, the key objectives for the Town of Orangeville and the general direction for managing change, as follows:

- Provide the residents of Orangeville a high quality of life through a strong social fabric, diverse economic base, well developed local arts community, strong rural and natural heritage.
- The Official Plan is built on three pillars of for a healthy community including social equity, strong economy, and a healthy natural environment.
- It is the Town's intent to support the overall well-being of the community through focusing on the following key areas:
  - Maintain and enhance the quality of life and small-town feel
  - Protect heritage, culture and natural environments
  - Balance opportunities for residential and employment growth while maintaining natural and historic character
  - Support the retention and expansion of local business, while seeking new opportunities
  - Support efficient and accountable municipal services that allow for regular public consultation
- Implementing the provincial policies to support a balanced approach to land use planning, economic development and environmental protection, to help ensure the continued health and success of the Town.

The **Background** Section A3 provides an overview of the Planning Act requirements for the process of updating the Plan. It outlines the status and summarizes the process undertaken for the current version of the Plan.

The **Purpose of the Plan** Section B1 outlines, in general, the intent of the plan in providing a 20-year planning horizon as follows:

## SECTION 7 – MANAGING CHANGE

### Preamble Content

- Assist Council, public and public agencies in determining future policies and action relating to the development of the Town.
- Bear in mind the financial status of the Town when considering development to ensure a balance of uses.
- Make information regarding the future development of the Town available to the public in order to reduce the element of speculation.
- To ensure that all works by the Town and developers complies with the provisions of the Plan.
- To provide guidance on making the Town a more sustainable community.

The **Time Period** Section C1 outlines that the Plan will guide development in a detailed manner over a 20-year planning horizon. It establishes that the Plan be reviewed once every 5 years to determine the need for any revisions.

The **Population and Employment** policies (Section C2) provide statistics about the Town of Orangeville's population and employment number. It is anticipated that by the year 2031, the residential population will grow to approximately 36,490 and the number of jobs will increase to 14,740.

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#### 7.1.2 WHY CHANGES ARE NEEDED

There are no specific policy requirements to update or revise these sections of the Official Plan. However, there is a need to continually review these policies as part of the Town's Official Plan Review process to ensure the policies are clear and provide policy direction in line with the Town's goals and objectives for responsible and balanced growth.

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#### 7.1.3 POLICY RECOMMENDATIONS

The Town should review and update the language of this section, to ensure it is presented in a clear and concise manner. To provide further clarity, Section B.1 "Purpose of the Plan" should be relocated into Section A. Additionally, Section B.2 "Goals" should be deleted as the goals of the plan are established in Sections C through G, where they are further supported by policy direction.

### 7.2 INTERPRETATION

The interpretation section of the Official Plan provides clarity on the intent of the policies contained within the Official Plan. They provide direction on how the policies and map schedules are to be applied.

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#### 7.2.1 CURRENT POLICY

The **Interpretation** policies of Section A4 provide direction on how the policies and schedules of the plan are to be interpreted. The policies outline in general that the land use boundaries are subject to minor adjustments as they may not depict exact property lines or delineation by features. Likewise, minor variations to numerical figures can be undertaken as they should not be interpreted as absolute and rigid. It recognized that if terms are not defined, they will subject to definitions by applicable legislation (i.e., Federal or Provincial). Further, the Plan should be read as a whole document, and where Secondary Plan or Site-Specific policies conflict with the Official Plan policies, the Secondary Plan or Site-Specific policies will prevail.

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#### 7.2.2 WHY CHANGES ARE NEEDED

There are no specific policy requirements to update or revise these sections of the Official Plan. However, it is prudent that the Town review these policies as part of the Town's Official Plan Review process to ensure that policies are clear and ensure that the goals and objectives of the plan can be fulfilled.

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#### 7.2.3 POLICY RECOMMENDATIONS

The Town should review and update the language of this section, to ensure it is presented in a clear and concise manner.

### 7.3 IMPLEMENTATION TOOLS

The implementation section of the Official Plan outlines a variety of tools the Town can use to ensure that the objectives of the Plan are fulfilled. Traditional tools include plans of subdivision, zoning by-laws, minor variances, consents and demolition control. This is a key section that outline the process tools available to guide and enable change within the Town. The implementation section may also speak to a framework for an ongoing monitoring process to ensure the Official Plan remains effective over the long term.

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#### 7.3.1 CURRENT POLICY

Section I of the Official Plan contains the **Implementation** policies. These policies provide direction on the tools the municipality can use when updating policy framework and considering development applications. Currently, the Plan provides policy direction for the following toolkit:

- Zoning By-law (Section I1.): to establish regulations to control the use of land and the character, location and use of buildings and structures.
- Holding By-laws (Section I2): to apply holding provisions in relation to appropriate phasing, servicing, and satisfactory site plan.
- Temporary Use (Section I3): to permit temporary use by-laws on lands subject to compatibility with surrounding uses, access, appropriate design and layout, and termination of uses upon by-law expiration.
- Interim Control By-law (Section I4): to establish a right to control development for a set period of time, for areas within the Town that may be identified in the future for land use policy changes.
- Site Plan Control (Section I5): to establish site plan control for the entirety of the Town, to ensure the functional and attractive development of specific sites and the maintenance of required facilities.
- Plans of Subdivision (Section I6): outlines the process for Plan of Subdivision applications and the criteria to be considered, in addition to lapsing clauses.
- Consents (Section I7): to permit the division of land via severance where a plan of subdivision is required, provided that services are available, there is frontage on a public road, and where the size of the parcel us appropriate.
- Non-Conforming Uses (Section I8): to establish that non-conforming uses should cease to exist in the long term and give power to the Committee of Adjustment to grant extensions or enlargements in special instances.
- Status Zoning (Section I9): to permit existing land uses that are not in conformity with the Official Plan and limit any changes to those uses based on their nature and effect on adjacent complying uses.
- Environmental Assessment (Section I10): to ensure that all Environmental Assessments are completed in accordance with the Environmental Assessment Act.

## SECTION 7 – MANAGING CHANGE

### Implementation Tools

- Public Notification (Section I11): to ensure that public consultation, notification and public meetings are complete in accordance with the Planning Act.
- Official Plan Amendments (Section I12): outlines the application process for Official Plan Amendments, and the criteria to be considered, including: the conformity of the proposal to the goals and objectives; suitability of the site or area for the proposed use, compatibility of the proposed use with adjacent land use designations; the need for the proposed use in light of projected population and employment targets; the relationship of the application to the planned function of the site or district; the extent to which the existing areas of the Town designated for the proposed use are developed or available for development; the impact of the proposed use on sewage and water systems, the transportation system, community facilities and the natural environment; and the fiscal implications of the proposed amendment on the Town.
- Preparation of Secondary Plans (Section I13): outlines the process for the preparation of Secondary Plans for specific areas.
- Development Permits (Section 1:14): to enable Council to adopt a by-law to permit the creation of a development permit system.
- Property Standards By-law (Section 115): to ensure that properties are kept in a good state of repair.
- Demolition Control (Section I16): to prevent the premature demolition of housing stock with additional requirements for properties of heritage value.
- Financial Securities (Section I17): to enable Council to use financial securities, including but not limited to letters of credit and cash, in order to accomplish the objective of the Official Plan.
- Studies (Section I18): to establish supporting studies as part of development applications, and to establish a process for commissioning peer reviews and/or studies on the Town's behalf.

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#### 7.3.2 WHY CHANGES ARE NEEDED

The **Planning Act** provides a list of tools that can be used by municipalities to guide balanced and responsible growth. In order for a municipality to use these tools, its Official Plan must make reference to them and where appropriate, provide policy direction for their use and application. Below is a summary of newer tools that can be added to the Town's toolbox:

- **Section 37:** speaks to density bonusing and community benefits. This section allows a municipality to pass a zoning by-law to grant a density and/or height increase for a development that is greater than the provisions of the Zoning By-law in exchange for community benefits. The community benefits may include additional parkland, non-profit arts, cultural, community or childcare facilities, public art, conservation of heritage buildings, transit improvements and purpose-built rental housing. Agreements to secure the arrangement would be entered into by the municipality and the developer.



### Implementation Tools

- **Pre-Consultation** is a process that creates an opportunity for Town staff and other commenting agencies to provide feedback on a development proposal. The process ensures that the applicant is aware of the required applications and submission materials (studies and/or plans) to facilitate the proposed development.
- **Cash-in-lieu of Low Impact Development Features:** In circumstances where physical conditions (such as high groundwater levels) prevent the successful functioning and construction of infiltration features on a development property, Policy REC-1 in the Source Protection Plan allows for off-site recharge enhancement to compensate for any predicted losses in infiltration at the subject development property. These funds would then be allocated to the implementation of low impact development and infiltration features in other more suitable areas of Town as compensation.

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### 7.3.3 POLICY RECOMMENDATIONS

An audit of the current policy regime, as briefly summarized above, has determined that the following areas of change are required:

- Revise policies regarding the following existing tools:
  - Temporary Use: strengthen the policy language and include a maximum 3-year timeframe for granting temporary use by-laws and any subsequent extensions.
  - Legal Non-conforming uses: strengthen the policy language, providing further direction to the Committee of Adjustment when making decisions on matters of a legal non-conforming nature.
  - Holding Provisions: add policies relating to energy and water conservation.
  - Financial Securities: rename this section as “Development Agreements” and add enabling policies, including the ability to collect levies or cash-in-lieu.
  - Public Notification: add policies that enable further public consultation above the *Planning Act*, where warranted.
  - Monitoring and Assessment: revise policies related to the review process for the Official Plan, ensuring there is reference to all required policy documents (current Section A5).
- Add new policies regarding the following tools:
  - Pre-Consultation: to establish a process for requiring pre-consultation meetings for specific planning applications, and to give the Town authority to request materials as part of a complete application.
  - Increased Density / Community Benefit (Section 37): to enable Council to pass a by-law authorizing increases in the height and density of development otherwise permitted by By-law that will be permitted in return for the provision of such facilities, services or matters as are set out in the Zoning By-law.
- Add a Glossary of defined terms to assist with the interpretation of the policies contained within the Official Plan.