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CAO Initials:

**Subject:** 2015 Official Plan Review  
**Department:** Economic Development, Planning and Innovation  
**Report #:** PL-2016-02  
**Meeting Date:** March 21, 2016

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### Recommendations

**That report PL-2016-02, dated March 21, 2016, regarding the Official Plan Review be received;**

**That the Land Needs Assessment prepared by MHBC Planning Urban Design & Landscape Architecture (March 2016) be received and endorsed (Attachment 1);**

**That the Orangeville Land Needs Assessment Commercial Market Analysis and Economic Recommendations as prepared by urbanMetrics (March 2016) be received and endorsed (Attachment 2); and**

**That Council direct staff to prepare the land needs policies for the Official Plan five year review based on the recommendations contained in the two consultant reports noted above.**

### Background

On June 15, 2015, the Town commenced its five year Official Plan (OP) review. The previous OP review was a mandatory five year review undertaken in 2008 and approved by the Ministry of Municipal Affairs and Housing in 2010. The report to Council in June outlined the process to be undertaken for the current OP review, policy areas of focus, the OP review work plan, communications strategy, need for and composition of an OP steering committee and the desire to hire consultants to undertake a land needs assessment to form the basis for the policy review.

A Request for Proposal (RFP) was prepared which outlined the parameters of the study highlighting the need to undertake a comprehensive review of land supply available for employment, institutional, commercial and residential uses to determine if the town is equipped to achieve the growth targets contained in the Growth Plan and the County of Dufferin Official Plan with the lands currently available and designated. The study was

to determine if there is sufficient lands available for the town to build-out with respect to the uses identified based on the greenfield density target of 46 residents and jobs per ha and a residential intensification target of 50% within the built boundary. The study also sought direction on the optimal amount of employment and residential lands to adequately address a reasonable ratio of employment to residential population. A comprehensive and sustainable residential intensification strategy was sought; to identify areas of intensification and infill development and to consider factors that influence intensification. Lastly, the study was to assess the market and types of employment uses suitable for the currently vacant employment corridors (Hansen Boulevard, Veterans' Way and Parkinson Crescent) and the economic impact and merits of the current and/or redesignation of the Humber Lands.

The RFP was released in August 2015 and MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC) was selected along with urbanMetrics to undertake the land needs assessment.

The studies which will form the basis for the OP policy review are now completed and are being presented to Council for adoption. Staff is further seeking direction to prepare the land needs policies in the Official Plan based on the background reports and recommendations contained therein.

Following adoption, staff will be tasked to complete policy changes to reflect the recommendations of the studies and all other policy areas identified in the June 2015 report including the following: requirements for complete applications, sustainability, natural heritage, source water protection, active transportation, healthy food systems, housing, secondary dwelling units, aging population, parks and recreation, Growth Plan and Provincial Policy Statement conformity, employment lands, urban design and cultural plan. Staff will present the policy changes to the OP at a future statutory public meeting under the Planning Act which may be held in September of this year. There will be opportunity to provide input throughout the process with future opportunities for consultation.

In addition to presenting the completed land needs assessment, this report will also provide an update on the Official Plan process, steering committee involvement and public participation to date as well as direction for policy change which will result from the background reports.

## **Analysis**

### **MHBC Land Needs Assessment (March 2016)**

MHBC staff analyzed the available employment, commercial, institutional and residential lands in the Town of Orangeville. They have determined that there is sufficient employment, commercial and institutional lands as currently designated to

meet the employment and residential targets set out in the Official Plan to meet the Town's needs to build-out (Attachment 1).

The residential land analysis indicates that there is sufficient residential designated land to meet the residential growth requirements of the Town to build-out (2036) even if intensification targets cannot be met. Based on assumptions of a future mix of 35% singles/semis, 35% townhouses and 30% multiple dwellings/apartments, the consultants have determined there is a gross land area supply of 59.6 ha of residentially designated vacant land available. There would be a demand for approximately 55 ha if the intensification target of 50% could not be satisfied. The report also notes that there are employment lands in the Hanson Boulevard extension that also can accommodate additional residential units as part of a mixed use development which would further help achieve greenfield density targets.

The report further notes that the 50% residential intensification target set by the Growth Plan and the County of Dufferin Official Plan would be very difficult to achieve based on the fact that there is only 2.5 ha of residential designated land within the built boundary and there would be a need to accommodate approximately 1,800 units to build-out. (Population Growth to 2036 of 36,490, an increase of 6,950 persons, for a total of 3,600 units, with 50%, or 1,800 units in the built boundary)

The Industrial, Commercial, Institutional land (ICI) analysis determined that there is sufficient industrial, commercial and institutional lands to meet the growth requirements of the town to build-out.

Based on research provided in the study, a reasonable ratio of employment to residential population was determined to be 1:2 for Orangeville based on current ratios of 14,681 jobs to 27,975 population (2011), other community target ratios and policies within planning policy documents.

The consultant noted that there are two acceptable approaches to determine the amount of land required to meet future employment land demand, the forecast and/or target approach. The forecast approach reflects historic trends and projects future demand on what has happened in the past whereas the target approach establishes an objective for the municipality and the required land needed to meet the target. Both approaches were examined by the consultant resulting in a target demand of 75.5 ha and a forecasted demand of 23.1 ha of ICI lands to meet ICI growth targets. The actual supply of ICI lands is 95.7 ha in the town.

Of the 95.7 ha of ICI designated lands in the Town, there are 66.9 ha designated for industrial. In order to achieve an employment target of 1 job for every two residents in the community, the report states that it would be necessary to protect a minimum of 46 ha of the industrial land inventory. Protecting the 66.9 ha provides 1.5 times the minimum required to achieve the employment target of one job for every two persons and provides for greater development options for employment uses as some industrial

users will require larger parcels to develop. Furthermore, of the 66.9 ha of industrial lands, 12.2 ha which are located in the Hansen Boulevard, Veterans Way and Parkinson Crescent area are subject to a special policy in the Official Plan that allows for non-traditional employment uses which could potentially reduce the overall surplus inventory of employment lands by 12.2 ha resulting in a surplus of only 8.7ha. Maintaining the employment lands would assist in securing a portion of the unallocated future reserve employment growth of 4,000 jobs currently identified in the County of Dufferin Official Plan, as the Town has sufficient land, servicing capacity and infrastructure to accommodate many of these jobs within existing designated lands in Orangeville.

The report identified opportunities for residential intensification within the Town by examining primarily locational criteria (proximity to parks, community centres, schools, commercial amenities and transit) and current vacant residential sites within the built boundary. Twenty two potential intensification sites were identified which met the locational criteria. Consideration was also given to the surrounding land uses, density of surrounding residential areas and approximate density that could be located on the site while respecting the character of the neighbourhood. A total of 1,038 residential units could potentially be accommodated on these sites, still falling short of the targeted 1,800 units needed to meet the Growth Plan and County of Dufferin Official Plan targets. Solutions for arriving at the 1,800 units were identified in the final recommendations including potentially seeking a lower intensification target of 38% rather than the 50%. The Ministry of Infrastructure can permit an alternative minimum intensification target to a municipality to ensure the intensification target is appropriate give the size, location and capacity of the built up areas of a municipality. The justification in these background reports suggest that the size, location and capacity of the built-up areas of the Town will not allow for intensification at 50%.

Two options were provided for the consideration of the development of the Humber Lands. Option one suggested the current designation would remain on the property with special policies that would enable the lands to be developed for specialized residential development, as a master planned community associated with seniors housing, special needs care facilities or other special purposes. The second option suggested a redesignation to a Special Policy Area that would permit prestige industrial uses along Veterans' Way, a master planned residential community geared to seniors with limited ancillary uses to support the seniors housing and an open space area to connect with the environmentally sensitive lands to the east.

A total of ten recommendations/actions have been suggested as a result of the completed work (Attachment 1).

### **urbanMetrics Land Needs Assessment and Commercial Market Analysis (March 2016)**

The study undertaken by urbanMetrics sought to examine the following:

- Future demand for commercial space in the Town to build-out;
- Benefits of commercial/retail development relative to employment development;
- Market and employment uses for vacant employment lands in the Hansen Boulevard, Veterans Way and Parkinson Crescent areas; and
- Economic impact and merits of the current and/or redesignation of the Humber Lands.

The report examined population, demographic, labour market data, market characteristics as well as undertaking a commercial market analysis. The report found that manufacturing jobs declined from 2006-2014 by 776 jobs but during that same period there were gains in the health care sector with a growth of 450 jobs, construction 237 jobs, accommodation and food services 188 jobs, information and cultural industry 164 jobs and finance and insurance with 124 jobs.

The commercial market analysis determined that there is a demand for approximately 213,000 square feet of additional commercial space in Orangeville by future new residents to build-out (2036). Given that there is approximately 29,600 square feet currently being developed, this nets to an approximate demand of 183,400 square feet of commercial space. Based on a lot coverage of approximately 25%, this results in a demand of 6.8ha of commercial space required in the Town to build-out. They note there is no identified need to re-designate land for commercial uses within the Town as there is currently a supply of 14.6 ha of commercially designated vacant land.

In terms of their assessment of retail versus traditional employment uses, the report indicates that retail employment represents a key opportunity to provide employment opportunities to meet the needs of the Town's growing population. They noted that the growing non-traditional employment sectors (as noted by the job growth statistics earlier in the report in the health care and social assistance, accommodation and food services, administrative and waste management and remediation services, information and cultural industry and finance and insurance), can be accommodated in retail commercial structures that may require street front access. Therefore they are of the opinion that there may be a greater need to accommodate office and retail/service uses which should be supported by the town as legitimate employment generators in addition to accommodating a range of true employment, manufacturing uses.

In reviewing the market and employment uses in the Hansen, Veterans' Way and Parkinson Crescent areas, the report notes that the demand from traditional types of employment uses on these lands is limited and the lands are not readily accessible to the wider region in terms of highway access but based on the targeted approach suggested by the MHBC report, it is recommended that the Town retain these lands as employment areas to assist in arriving at the employment targets set. They note that the special policy E8.64 which applies to a portion of the lands permits a broad range of uses beyond traditional manufacturing which also provides an opportunity for job creation. They also note that the Town should retain these employment lands to ensure

that they can accommodate any future allocations of Dufferin County's reserve employment allocation of 4,000 jobs.

Based on a review of the permitted uses, the consultants suggested that retirement living facilities or long term care facilities could potentially be an option for the Humber Lands or the Town could redesignate a portion of the lands to permit seniors housing to complement retirement living facilities.

In summary, staff is seeking direction from Council with the adoption of these two consultant reports to proceed to develop policy changes for the OP based on the findings of these two studies.

### **Official Plan Review Communication**

Since the launch of the Official Plan there has been ample opportunity for the public, stakeholders and the community to be involved.

Staff has worked closely with the Town's Communications Department to create a dedicated link on the Town's website to "Plan-It" which allows the public access to all happenings related to the Official Plan. A summary of OP promotion is attached (Attachment 3). It provides a listing of the news releases, public notices, website calendar events as well as Town page ads, Twitter feeds, a town newsletter along with the on-line survey that was undertaken to generate interest in the OP five year review process.

Two of the significant events that generated participation included a stakeholder's breakfast that was held in November 2015 which brought together primarily residential developers to hear about preliminary findings of the land needs assessment.

The second significant and well attended event was the public workshop that was held in February 2016 where over 30 attendees participated in identifying significant issues for the Town as part of the OP review process.

There will be continued opportunity to participate in the policy review of the Official Plan in anticipation of the statutory public meeting which will be held in September.

The OP steering committee which is comprised of staff, members of Council, members of public agencies and interest groups including the County of Dufferin, Credit Valley Conservation, Heritage Orangeville, Wellington-Dufferin-Guelph Public Health, Orangeville BIA, Economic Development Committee, Orangeville Sustainability Action Team and Friends of Island Lake have met five times in the past seven months and continue to provide feedback into the process. The committee will continue to meet as policy changes are prepared and vetted through the committee.

## **Policy Review**

Section 26(3) of the Planning Act further requires that Council shall consult with the provincial authority (Ministry of Municipal Affairs and Housing) and with the prescribed public bodies with respect to the revisions that may be required and shall hold a special meeting of council open to the public to discuss revisions that may be required. This special meeting of Council is being held on March 21<sup>st</sup> to provide an opportunity for feedback on the consultants' reports in preparation of the drafting of policy changes required to implement the recommendations as part of the OP five year review.

Policy changes will be prepared in the coming weeks and will be brought forward for discussion at the statutory public Meeting, Section 17(15) of the Planning Act to be held in September 2016 to solicit further public input to the planning process.

Adoption of the amendment is expected to occur in late fall, with the amendment to be forwarded to the County as the approval authority by year end.

## **Financial Impact**

The Official Plan review is a legislated requirement of the Planning Act. The 2015 budget approved by Council included funds to be allocated to the Official Plan review for this year. A total of \$64,000 has been allocated and these funds are 100% recoverable from development charges. The Official Plan Review expenditures total \$42,078 to date and the balance of \$21,963 from the 2015 budget for this project has been transferred to the Growth Management Reserve as per the 2015 year-end report (TF-2016-03) going to Council on March 21, 2016.

## **Vision and Values**

The undertaking of the Town of Orangeville's five year review of its Official Plan will encourage community involvement, will encourage a healthy lifestyle, will support arts and culture and recreational and leisure opportunities and will honour the Town's heritage. By utilizing funds obtained from development charges, the initiative spends taxpayers' money wisely and responsibly.

Respectfully submitted

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Nancy Tuckett, M.Sc.Pl., B.Ed., MCIP, RPP  
Director of Economic Development, Planning  
And Innovation

Attachments:

1. [MHBC Land Needs Assessment \(March 2016\)](#)
2. [urbanMetrics Land Needs Assessment and Commercial Market Analysis \(March 2016\)](#)
3. [Official Plan Review – Promotion](#)