



Residential Strategy Paper

Town of Orangeville Official Plan Review

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Introduction

1.0 Introduction

WW+P Architects and Planners (“WW+P”) is retained by the Town of Orangeville (“Orangeville” or the “Town”) to conduct a comprehensive Official Plan Review (“OPR”). Orangeville is a lower-tier municipality located in the County of Dufferin (the “County”) and has a population of approximately 30,000 residents. Orangeville is the largest fully-serviced urban settlement area within the County and provides a full range of services including municipal infrastructure.

The Town’s current Official Plan (“OP”) was originally adopted by Council in 1985 and formally approved by the Minister of Municipal Affairs and Housing (“MMAH”) in 1987. The last major comprehensive review concluded with the adoption of Official Plan Amendment No. 103 in 2009, approved in 2010. Since that time, the OP has been amended through a range of site-specific and policy-specific updates.

The Planning Act requires local Official Plans to be consistent with the Provincial Planning Statement, conform with Provincial Plans, and align with upper-tier Official Plans. It requires municipalities to review and update their Official Plans every five years to maintain conformity with evolving policy frameworks. The OPR is intended to update the Town’s planning policy framework to align with the latest Provincial and County policy direction, including the Planning Act, the Provincial Planning Statement, 2024, and the Dufferin County Official Plan, 2024.

The OPR addresses a broad range of policy matters, including growth management, housing, intensification, infrastructure planning, updated natural heritage mapping, and evolving local priorities and community objectives. The review is also informed by Council’s priorities for a resilient, sustainable, economically strong, and future ready community, as identified in the Town’s 2023–2027 Corporate Strategic Plan. The OPR will culminate in the adoption and approval of a new Official Plan intended to guide growth and development within the Town to the year 2056.

A key component of the Official Plan Review (“OPR”) is ensuring conformity with the County of Dufferin’s recently completed Municipal Comprehensive Review (“MCR”). Through Official Plan Amendment No. 2, the County established mandatory population and employment forecasts that Orangeville shall plan to achieve by 2051. Specifically, the Town is required to:

- Accommodate a population of 38,500 residents and 21,700 jobs by 2051;
- Achieve a minimum residential intensification target of 60 percent within the delineated built-up area;
- Meet a designated greenfield area density target of 46 residents and jobs per hectare.

Beyond achieving policy conformity, the OPR provides an opportunity to establish a renewed long-term vision for Orangeville that reflects the Town’s character and history, supports complete and livable communities, protects environmental assets, and provides a clear framework for future growth and development.

As part of the Official Plan Review, WW+P, in collaboration with Parcel Economics (“Parcel”) and North-South Environmental (“NSE”), has been retained to prepare a series of background studies, including an Employment Land Strategy, Residential Strategy, Commercial Land Use Strategy, and Natural Heritage System Strategy. These studies are intended to evaluate existing policy frameworks, identify gaps and emerging issues, and inform the development of updated policies and land use directions within the new Official Plan.

1.1 Background

The current OPR builds on foundational work undertaken between 2015 and 2021. Following the completion of that work, additional changes to the Provincial planning framework have occurred alongside the recent approval of the County of Dufferin County MCR.

Orangeville commenced an OPR in 2015, however, the process was paused due to changes made to the provincial planning policy framework that occurred from 2017 to 2019. In 2020, the Town re initiated a scoped OPR process consisting of two phases, which we are currently in phase two.

Phase 1 focused on policy matters unrelated to growth management and land use allocation, resulting in three amendments, including:

- **Pre-Consultation & Complete Application Policies** (OPA 132), adopted by the Town of Orangeville Council on January 27, 2025, and the County of Dufferin Council on May 8, 2025.
- **Sourcewater Protection Policies** (OPA 135), adopted by the Town of Orangeville Council on January 27, 2025, and the County of Dufferin Council on May 8, 2025.
- **Additional Residential Unit Policies** (OPA 132), adopted by the Town of Orangeville Council on February 10, 2025.

Phase 2 of the OPR focuses on growth management and land use allocation, including:

- **Housing & Neighbourhoods:** Support diverse, complete neighbourhoods while preserving local character.
- **Commercial & Downtown:** Strengthen local retail and Downtown vibrancy.

- **Natural Heritage:** Protect environmental assets and ensure compatible development.

1.2 Purpose of the Residential Strategy

This Residential Strategy (the “strategy”) is intended to establish a framework for addressing Orangeville’s long-term housing needs to the year 2056 while balancing forecasted growth, housing demand, and objectives for where and how Orangeville should grow.

The strategy is intended to serve as a starting point for discussion regarding residential policy issues as part of the OPR. The findings and recommendations will help inform future policy directions, land use designations, and Official Plan schedules required to address identified policy conformity gaps and implement the preferred long term planning framework for residential growth within the Town.

1.3 Methodology

To prepare this Residential Strategy background paper, the consultant team, including WW+P and Parcel, undertook a comprehensive review of Orangeville’s residential policy framework to assess housing needs, residential land use patterns, demographic trends, and growth management requirements. The purpose of this evaluation was to identify existing policy gaps and establish a recommended residential policy and land use framework for the Town’s updated Official Plan.

The methodology involved an extensive review of specific housing and growth-related background documents, papers, and plans, including:

- **Statutory and Strategic Directives:** Canada’s National Housing Strategy, the Planning Act, and the Provincial Planning Statement, 2024 (PPS 2024).

- **Upper-Tier Policies:** The Dufferin County Official Plan (DCOP), its recent Municipal Comprehensive Review (MCR), and the Dufferin County Master Housing Strategy (2024).
- **Local Official Plan Policies:** The Town of Orangeville Official Plan, with a specific focus on Section E1 (Residential) policies, Schedule “C” (Residential Density Plan), and other land use designations that permit residential development.
- **Technical Background Studies:** Key municipal reports, including the 2023 Corporate Strategic Plan, the Town’s 2025 Housing Needs Assessment (HNA) prepared by Parcel Economics, and the Phase 1 and 2 Growth Analysis and Urban Land Needs Report (2026) prepared by Watson & Associates Economists Ltd.

By synthesizing these policy documents alongside a review of past residential development activity, projected housing demands, and targeted community consultation regarding residential intensification and affordability, this paper establishes the data and research foundation necessary to guide Orangeville’s long-term housing strategy.

1.4 Study Area and Context

The Official Plan applies to all lands within the Town’s municipal boundary, as seen in Figure 1. The study area includes all lands within the jurisdiction of the Town of Orangeville. It must consider the location and context of the Town within the County of Dufferin, adjacent to the Town of Caledon and Region of Peel, as well as the broader regional profile.



Figure 1. Study Area Boundary



Background

2.0 Background Materials and Planning Policy Context

The Town of Orangeville's residential policy framework is shaped by a hierarchy of statutory requirements and strategic directives spanning the national, provincial, and upper-tier municipal levels.

Canada's National Housing Strategy (NHS) provides a framework and funding programs aimed at increasing housing supply, repairing existing stock, and supporting vulnerable populations through affordable housing initiatives.

The Planning Act serves as the legislative foundation for this framework, establishing the ground rules for land use planning in Ontario and mandating that local decisions be consistent with provincial policies. The Provincial Planning Statement, 2024 ("PPS") requires planning authorities to provide an appropriate range and mix of housing options, establish affordable housing targets, and facilitate residential intensification to meet the needs of all residents, including equity-deserving groups.

At the upper-tier level, Orangeville is required to conform with the Dufferin County Official Plan ("County OP"), which recently underwent a Municipal Comprehensive Review ("MCR") to conform with Provincial growth targets and land use policies.

At the local level, the Town of Orangeville Official Plan ("OP") serves as the primary statutory planning document guiding land use, growth management, infrastructure planning, and community development within the Town. The municipality has also undertaken the preparation of a range of technical studies to inform the OPR and is in the process of undertaking the Transportation Master Plan and Growth Study and Land Needs Assessment. These studies are intended to support a complete and inclusive community through increased housing supply, attainable and affordable housing options, residential intensification, and age-friendly and accessible housing opportunities for residents at all stages of life. The implications of this policy framework and the supporting technical studies for the OPR are discussed in Section 4.

2.1 Canada's National Housing Strategy, 2017

Canada's National Housing Strategy ("NHS") is the federal government's long-term framework for addressing housing affordability, supply, and quality across the country through coordinated investments, policy tools, and partnerships across all levels of government, as well as the non-profit and private sectors. The NHS is structured as a suite of funding programs and initiatives aimed at increasing the supply of new housing, preserving and repairing existing housing stock, and providing direct assistance to reduce homelessness and Core Housing Need. In Canada, a household is considered to be in Core Housing Need when its housing falls below at least one of the National Occupancy Standards relating to adequacy, suitability, or affordability, and the household would be required to spend 30 percent or more of its before tax income to access alternative acceptable housing within the local market.

Since its launch, the NHS has committed substantial funding that has supported the creation of over 195,000 new units and the repair of hundreds of thousands more. However, broader market pressures and population growth continue to strain housing affordability across the country. As a result, it is critical that federal funding initiatives align with local planning policies. This coordination is essential to ensure that municipalities can successfully deliver a broader range of housing types, accommodate future growth in a timely manner, and achieve their long-term housing supply and affordability objectives.

2.2 Provincial Policies

The Province of Ontario outlines the principles and objectives to guide and manage growth and redevelopment that is implemented by municipalities through their official plans, zoning by-laws, and supporting documents. The Planning Act is the key legislative document for planning processes and outlines matters of Provincial interest. These matters are expanded upon in the Provincial Planning Statement.

2.2.1 Planning Act, 1990, as amended

The Planning Act is the uppermost legislative document that provides the rules and procedures for land use planning in Ontario. Section 2 of the Planning Act identifies matters of provincial interest that municipalities must have regard to in carrying out their land use planning responsibilities. These interests inform the preparation and review of official plans and include, among other matters, the provision of a full range of housing, including affordable housing; the adequate provision of employment opportunities, infrastructure, and public services; the orderly development of safe and healthy communities; the appropriate location of growth and development; sustainable and transit-supportive development; high-quality urban design and public spaces; accessibility; and climate change mitigation and adaptation.

The Planning Act establishes the planning tools used to implement these interests, including Official Plans under Section 17. Section 26 of the Planning Act further requires municipalities to review and update their Official Plans to ensure conformity with Provincial plans, consistency with Provincial policy statements, and continued alignment with local priorities, growth forecasts, and changing community needs. Municipalities are required to complete this review within ten years of adopting a new comprehensive Official Plan, or every five years where the update is undertaken through an Official Plan Amendment. In the context of the OPR, the Province's interests establish the broader legislative and policy framework guiding the preparation of the Town's updated Official Plan, including residential growth management, housing supply, infrastructure coordination, intensification, and environmental planning policies.

Through the Planning Act, municipalities are empowered to guide growth, manage land use compatibility, coordinate infrastructure planning, and support the provision of a full range of housing types and tenures. These matters are further articulated through the PPS, discussed in Section 2.2.2 of this report, and implemented through municipal

planning policy, land use designations, and zoning frameworks.

Recent amendments to the Planning Act have introduced significant changes to Ontario's land use planning system. The below contains a summary of the Province's broader objective of increasing housing supply and reducing barriers to residential development which relate to the residential policies.

Bill 23: More Homes Built Faster Act (2022)

Bill 23 introduced substantial reforms intended to accelerate housing supply and reduce development barriers by enabling additional as-of-right residential development, reducing municipal planning controls such as Site Plan Control for certain residential developments, limiting parkland dedication requirements, and modifying elements of upper-tier planning authority. The legislation reflects the Province's objective of facilitating the construction of 1.5 million new homes over a ten-year period through streamlined planning approvals and reduced regulatory constraints.

Bill 97: Helping Homebuyers, Protecting Tenants Act (2023)

Bill 97 updated the definition of "Employment Areas" to explicitly exclude standalone institutional and commercial uses, unless directly associated with a primary industrial, manufacturing, or warehouse use.

Bill 98 – Building Homes and Improving Transportation Infrastructure Act (2026)

Bill 98 proposes additional amendments to the Planning Act and related legislation intended to support housing supply, infrastructure coordination, and streamlined development approvals. It introduces a standardized structure to municipal Official Plans, and a standardized list of land use designations for official plans. Bill 98 continues the Province's broader policy direction of requiring

municipalities to proactively accommodate forecasted growth, support intensification, and reduce barriers to residential development within existing settlement areas.

2.2.2 Development Charges Act

The Development Charges Act, 1997 (“DCA”) establishes the legislative framework through which municipalities may recover growth-related infrastructure costs associated with new development. Development charges support the provision of municipal infrastructure and services required to accommodate population and employment growth, including roads, water and wastewater infrastructure, stormwater management facilities, parks, recreation facilities, and other eligible municipal services.

Under the DCA, municipalities are required to prepare a Development Charges Background Study to support development charge by-laws and identify anticipated growth, infrastructure needs, and servicing requirements. The Town of Orangeville’s 2024 Development Charges Background Study, prepared by Watson & Associates Economists Ltd., provides key population, housing, employment, and infrastructure forecasts that inform the Town’s long-term growth management and servicing framework, and serves as an important background document for the Official Plan Review (“OPR”).

Recent Provincial legislative amendments, including those introduced through Bill 23 – More Homes Built Faster Act (2022), Bill 134 – Affordable Homes and Good Jobs Act (2023), and Bill 185 – Cutting Red Tape to Build More Homes Act (2024), have significantly modified the development charges framework in support of the Province’s broader housing supply objectives. These amendments introduced mandatory development charge discounts and exemptions for affordable housing, attainable housing, rental housing developments, and additional residential units (ARUs), while also revising development charge calculation methodologies, payment timing, and eligible service categories. These amendments are intended

to reduce upfront development costs, encourage residential intensification, facilitate a broader range of housing types, and accelerate housing delivery. At the same time, the evolving development charge framework introduces important considerations for municipalities related to infrastructure funding, servicing delivery, and long-term financial sustainability as communities accommodate future growth.

2.2.3 Provincial Planning Statement, 2024

The Provincial Planning Statement, 2024 (“PPS”) came into effect on October 20, 2024, and replaced the 2020 Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe. Issued under Section 3 of the Planning Act, the PPS 2024 establishes the Provincial policy foundation for regulating the development and use of land throughout Ontario.

The PPS contains policy directions on matters of Provincial interest related to land use planning and development. Municipal decisions affecting planning matters are required to be consistent with the PPS and conform or not conflict with any applicable Provincial plans. The PPS also directs municipalities to regularly review and update Official Plans to ensure that planning frameworks remain current and responsive to Provincial policy direction, growth forecasts, and changing community needs. Several key policy directions within the PPS are directly applicable to the residential context of the Orangeville OPR, summarized below.

Planning for People and Homes

The PPS requires planning authorities to base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance. These forecasts are intended to inform long-term land use planning, infrastructure planning, and housing supply decisions. (Policy 2.1.1) Municipalities are required to maintain sufficient land supply to accommodate residential

growth over a minimum 15-year planning horizon and maintain at all times a minimum three-year supply of residential units with servicing capacity in draft approved or registered plans (2.1.4.a-b).

Housing

The PPS directs municipalities to provide an appropriate range and mix of housing options and densities to meet the projected needs of current and future residents, establish minimum affordable housing targets, and facilitate all forms of residential intensification, including the redevelopment of underutilized commercial and institutional sites (2.2.1.a, 2.2.1.b.2).

The PPS supports developing complete communities through a range and mix of land uses, housing options, transportation options with multimodal access, employment opportunities, public service facilities, parks, recreation, and open space. The PPS also identifies accessibility and social equity as key planning considerations intended to improve quality of life for residents of all ages, abilities, and incomes, including equity-deserving groups (2.1.6).

Settlement Areas

The PPS directs growth and development to settlement areas and promotes land use patterns that efficiently utilize land, infrastructure, and public service facilities. The PPS encourages intensification, redevelopment, and compact built form within existing settlement areas to accommodate forecasted growth and optimize existing infrastructure investments (2.3.1).

Infrastructure and Facilities

The PPS requires infrastructure and public service facilities to be planned and coordinated with land use planning in order to support forecasted growth, optimize infrastructure investments, and achieve efficient and financially sustainable development patterns (3.1.1).

2.3 Dufferin County Policies and Strategies

As a lower-tier municipality within Dufferin County, the Town of Orangeville's local planning framework is required to conform to the overarching policies and strategic directives established by the upper-tier government.

This section outlines the upper-tier policy documents and strategies that dictate Orangeville's future residential growth, land use, and housing needs. It examines the County of Dufferin Official Plan and its recent Municipal Comprehensive Review (MCR), which establish the mandatory population and employment allocations, intensification rates, and greenfield density targets that the Town must accommodate by the 2051 planning horizon. This section also examines the Dufferin County Master Housing Strategy offers a detailed analysis of shifting regional demographics, evolving housing needs, and actionable recommendations to increase the supply of diverse and affordable housing options. Its findings form a critical baseline to inform the residential housing needs and intensification priorities within Orangeville's borders.

2.3.1 County of Dufferin Official Plan, Office Consolidation, August 2025

The Dufferin County Official Plan ("County OP") provides over-arching policy direction on matters of County significance and implements provincial policy. It directs County growth management and land use decisions by providing upper-tier land use planning guidance for the County's eight local municipalities.

To align with the updated provincial policy framework the County recently undertook a phased Municipal Comprehensive Review (MCR). This MCR was incorporated into the County OP through Official Plan Amendments (OPA 2, 3, and 4), which received final approvals from the Ministry of MMAH between October 9, 2024, and August 1, 2025. The current County OP, consolidated in August 2025,

establishes the mandatory growth management and land-use directives that lower-tier municipalities, including the Town of Orangeville, must implement to achieve statutory conformity.

Growth Projections

The County OP establishes mandatory population and employment forecasts to guide planning decisions through the 2051 horizon. The County and its local municipalities are required to accommodate a total of 100,700 residents and 40,900 jobs by 2051. Specifically, the plan allocates 38,500 residents and 21,700 jobs to the Town of Orangeville, representing approximately 24% of the County's population and 48% of its employment by the target year (3.2.1 and 3.2.2). These forecasts serve as the baseline for establishing local land needs and infrastructure requirements within Orangeville's current OPR.

To manage growth efficiently, Section 3.4.2 (Intensification) and Table 3.4 mandate a 60% minimum residential intensification target for the Town of Orangeville. Furthermore, Section 3.4.3 (Designated Greenfield Areas) and Table 3.5 dictate that new development in designated greenfield areas must achieve a minimum density target of 46 residents and jobs per hectare (accommodating approximately 7,038 people and jobs).

Settlement Structure

Growth is managed by focusing development within settlement areas to optimize infrastructure, develop complete communities, and protect natural and agricultural resources. The urban settlement areas (Orangeville, Shelburne, and Grand Valley) are designated as the primary centres for residential, commercial, and industrial activity. Local municipal plans must detail specific land uses to ensure diverse housing types and convenient access to services, while adhering to patterns that are transit-supportive and appropriate for planned municipal water and sewage servicing capacities (3.3.1 and 3.3.2).

Intensification and Greenfield Development

Residential development through intensification is prioritized to ensure efficient, cost-effective growth that reduces the need for greenfield expansion. The County sets minimum intensification targets for built-up areas, requiring Orangeville to achieve a mandatory 60% residential intensification target.

Furthermore, development within designated greenfield areas must meet specific density targets; for Orangeville, this requires accommodating approximately 7,038 people and jobs at a minimum density of 46 residents and jobs per hectare, along with identifying the appropriate type and form of intensification (3.4.2 and 3.4.3).

Housing and Affordability

Planning for housing must address the requirements of people of all ages, incomes, and abilities by providing an appropriate range of housing sizes, types, and tenures. Local municipalities are required to maintain a 15-year supply of designated residential land and a 3-year supply of serviced units available through suitably zoned lands or draft-approved plans. Additionally, the County establishes a goal to achieve an overall minimum affordable housing target of 20% for all new residential development, focusing these opportunities within urban settlement areas to ensure equitable access to services and facilities. (Policies 3.7.1 and 3.7.2). Additionally, Section 3.7.4 (Additional Residential Units and Garden Suites) requires that Additional Residential Units (ARUs) shall generally be permitted wherever single-detached dwellings, semi-detached dwellings, and townhouse dwellings are permitted.

2.3.2 Dufferin County Master Housing Strategy, 2024

The Dufferin County Master Housing Strategy is a non-statutory document that functions as a comprehensive plan and a long-term strategic investment plan designed to address the housing needs of residents. The Strategy projects that the County will grow by 17,835 residents over a 20-year period, necessitating the construction of approximately 7,125 new housing units.

Housing Profile and Shifting Demographics

Data from 2021 indicates that the Dufferin County housing stock is dominated by low-density, owner-occupied homes, with single- and semi-detached units comprising 83% of the supply, compared to 71% in Orangeville. Demographic shifts necessitate diversification. An aging population requires senior-friendly, accessible, and medium-to-high-density downsizing options near healthcare and urban amenities. Concurrently, demand exists from younger adults and new families for affordable homeownership and purpose-built rental opportunities.

Affordability Needs

The Strategy identifies an affordability gap, projecting that 45% of new housing units must serve households earning \$100,000 or less. To meet income requirements, the County must increase the development of purpose-built rental housing, townhomes, affordable units in the secondary market such as secondary suites, and supportive housing.

Strategic Recommendations

To increase housing supply, the Strategy recommends an "Enabling Framework" that expedites zoning processes, enhances housing subsidies, establishes targets for supportive housing, and leverages partnerships with non-profit housing providers. It recommends optimizing underutilized County-owned lands for redevelopment and pursuing capital funding through the Canada Mortgage and

Housing Corporation (CMHC) to ensure affordable housing projects achieve financial viability.

2.4 Town of Orangeville Policies and Strategies

This section reviews the Town of Orangeville's existing local policy framework, strategic initiatives, and technical studies that collectively inform the OPR and future residential growth management within the municipality. These documents establish Orangeville's current land use structure, housing policy framework, intensification objectives, infrastructure planning considerations, and long-term growth management directions.

The following section examines the Orangeville Official Plan, strategic growth and housing studies, corridor and urban design initiatives, and implementation tools currently being used to guide future land use planning, residential intensification, housing diversification, affordability, infrastructure coordination, and complete community objectives within Orangeville.

2.4.1 Town of Orangeville Official Plan, Office Consolidation, March 2025

The Town of Orangeville Official Plan ("OP") is the primary statutory planning document guiding land use, growth, infrastructure, and community development within the Town. It was first adopted by Council on October 21, 1985, and approved by the Minister on June 1, 1987. Building on the background context outlined in Section 1.1, the Town is undertaking a phased Official Plan Review (OPR). Phase 1 concluded in early 2025 with three targeted amendments (OPA 132, 133, and 135) to expedite compliance regarding administrative processes, source water protection, and additional residential units. With the County Municipal Comprehensive Review (MCR) now finalized, the Town is undertaking Phase 2 to comprehensively update its growth management framework and land-use allocations to the 2056 planning horizon.

The OP establishes eight major land use categories, including residential, commercial, employment areas, open space recreation, natural environment, institutional, public use, and neighbourhood mixed use, six of which permit residential uses and set general policies for the Town's growth and development (Figure 2). Section B2.2 of the Official Plan establishes the Town's objective of providing an adequate supply and range of housing options to meet the needs of residents of all ages, household types, and income levels, while Sections B2.19 and F4 promote the development of complete communities through equitable access to housing, employment, services, and community infrastructure.

Land Use Designations

Section E of the OP provides the detailed regulatory framework and permissions for development across the Town's various land use designations (Figure 2). For the purposes of this residential strategy review, the review focuses on the policies which permit residential uses which includes, Residential (E1), Commercial (E2), Specific Areas (E8), and Neighbourhood Mixed Use (E9) policies.

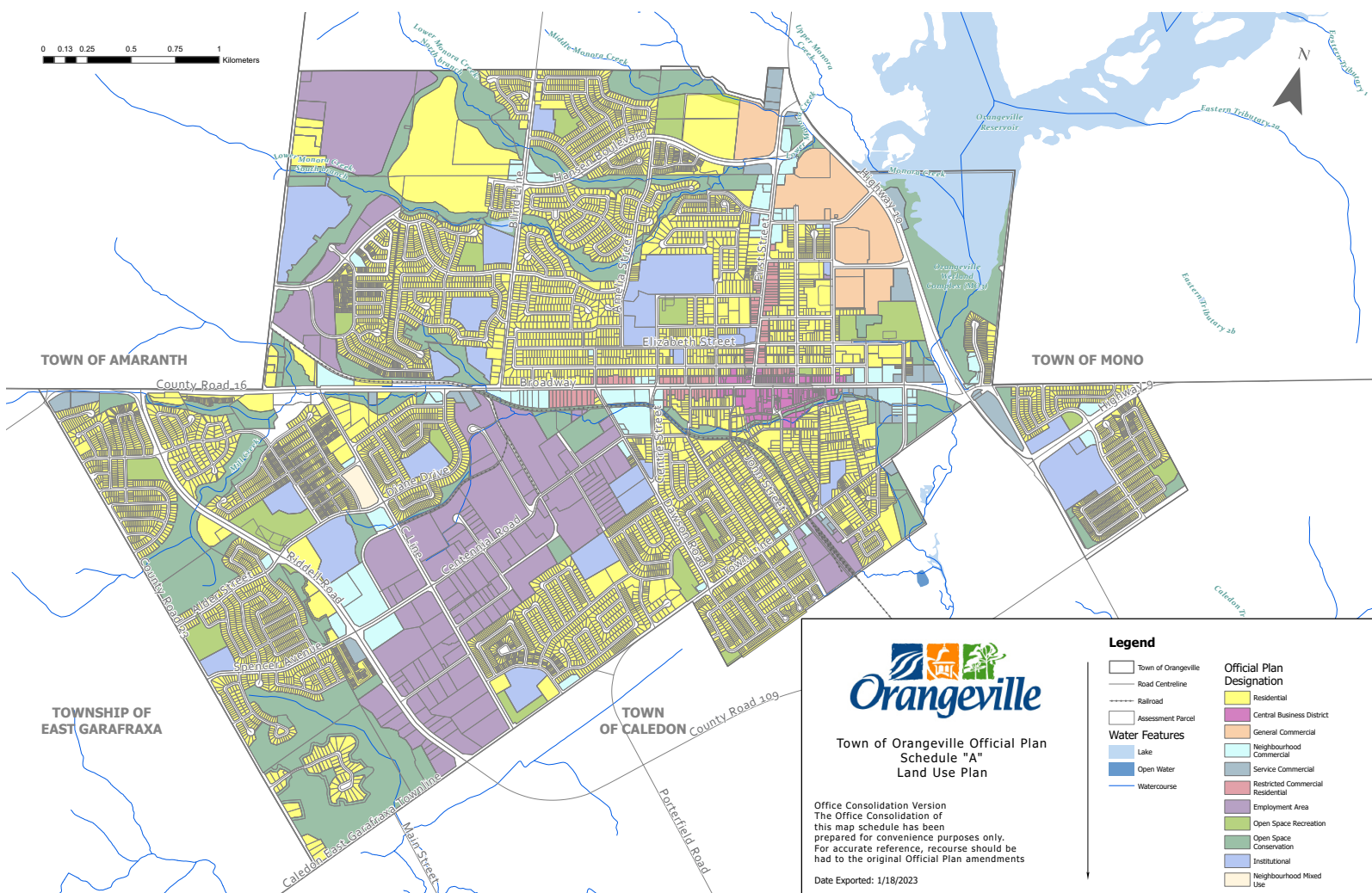


Figure 2. Schedule A - Existing Orangeville OP Land Use Plan

Residential

Section E1 establishes the Town's primary residential policy framework and prioritizes the provision of an adequate supply of good quality and affordable housing through a range of housing sizes, types, densities, and tenure forms to meet the needs of residents of varying household types and income levels. Residential development is guided through the Residential Density Plan, Schedule "C," (Figure X) and the residential density categories established in Section E1.4 with corresponding density permissions and permitted housing forms, which consist of the following:

- **Estate Residential:** Single-detached dwellings up to 5 units per net residential hectare (Council will not approve new lands for this designation).
- **Low Density Residential:** Single-detached and two-unit dwellings up to 25 units per net hectare.
- **Low Density Multiple:** Single-detached, 2-to-4 unit dwellings, and townhouses up to 49 units per net hectare.
- **Medium Density Residential:** Townhouses and apartments up to 99 units per net hectare.
- **High Density Residential:** Apartments up to 124 units per net hectare. A Zoning By-law amendment may permit densities up to 148 units per net hectare specifically for seniors housing.

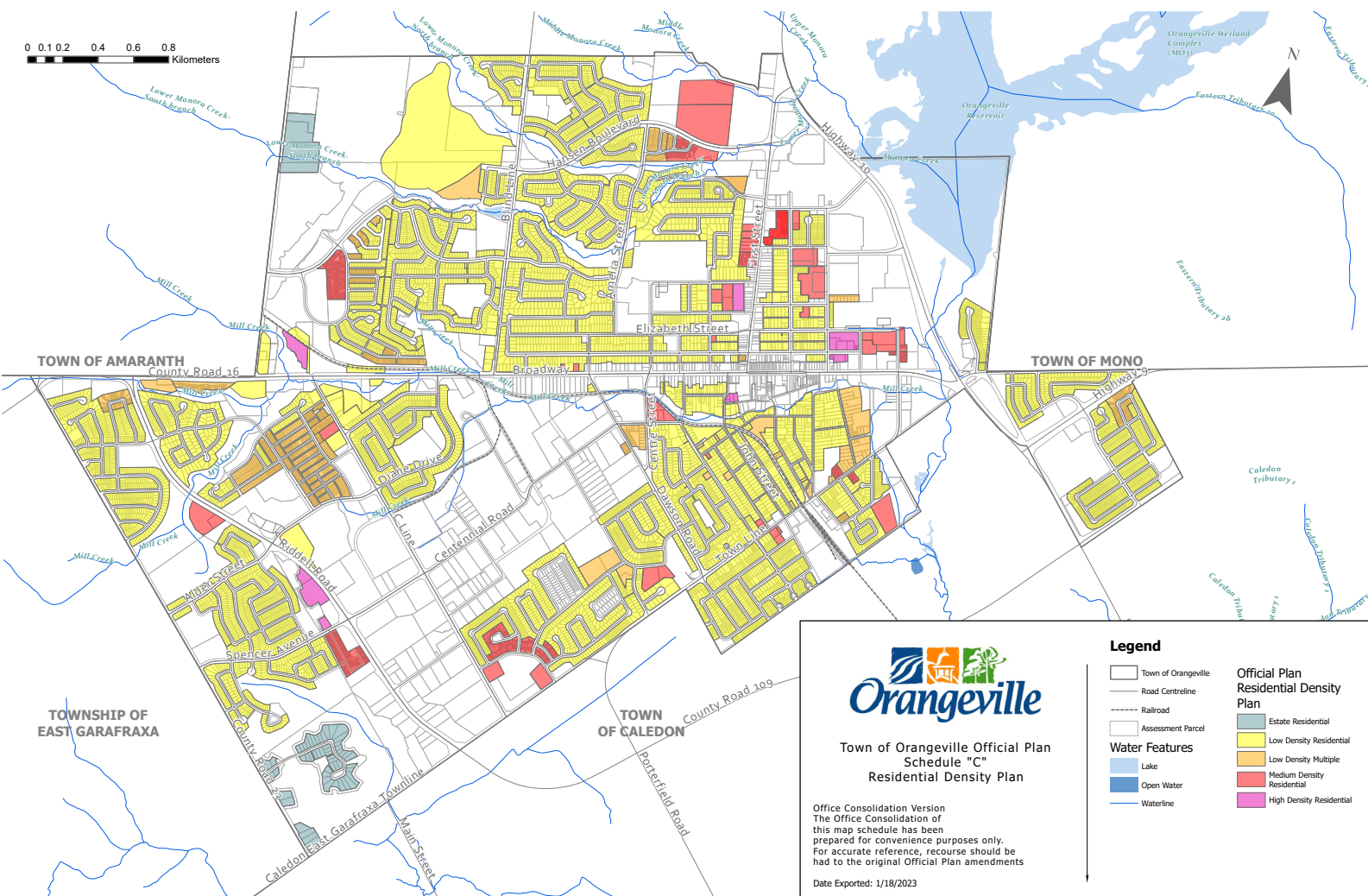


Figure 3. Schedule C - Existing Orangeville OP Residential Density Plan

The OP also establishes policies related to Additional Residential Units (“ARUs”), Tiny Homes, affordable housing, intensification, and alternative housing forms. Sections E1.5 and E1.6 permit up to two ARUs on detached, semi detached, and townhouse lots, and permit Tiny Homes as detached ARUs subject to servicing requirements. Section E1.8 establishes permissions for alternative housing forms including group homes, crisis care facilities, seniors housing, and retirement residences within appropriate residential, mixed use, and institutional designations. Section E1.11 directs affordable housing to locate near transit, shopping, parks, and community facilities and permits incentives such as reduced cash in lieu of parkland requirements for developments providing affordable housing units. Section E1.12 establishes policies related to intensification and growth management, directing infill and higher density development to the Built Up Area and establishes that the designated greenfield area must achieve a minimum density target of 46 residents and jobs per hectare.

Commercial

Commercial and Mixed Use designations within Section E2 of the OP incorporate residential permissions in support of complete community, intensification, and mixed-use development objectives. Section E2.4 (Central Business District) encourages upper floor residential uses and mixed-use redevelopment to support Downtown vitality and increase residential presence within the core area, while Sections E2.5 and E2.6 (General Commercial and Neighbourhood Commercial) permit residential uses in conjunction with commercial development. Section E2.8 (Restricted Commercial/Residential) acts as an interconnecting transition area along corridors like First Street and Broadway. The form of development relies on converted residential homes, and permits commercial and residential uses alone or in combination, with a goal of maintaining the existing residential character.

Neighbourhood Mixed Use

The Neighbourhood Mixed Use designation applies to lands at the northwest corner of C Line and Alder Street that support integrated residential, retail, and office development through permissions for residential forms intended to promote live-work relationships, walkability, and reduced automobile dependence (Section E.9).

Policies for Specific Areas

Section E8 provides detailed, site-specific policies for distinct parcels of land where additional regulations are required to guide development. Notably, Section E8.64 governs the Veterans’ Way South Community, located on the northwesterly periphery of Orangeville. Bounded by the Orangeville-Brampton Railway to the south, Humber College lands to the northwest, and existing residential neighbourhoods to the south and east, this area represents one of the last remaining vacant developable land parcels in the Town. Policies integrate the extension of the Town's northern arterial road network (Hansen Boulevard) with a diverse range of residential housing types, retained employment lands, and a centralized open space recreational park.

Intensification, Growth Management, and Affordability

Sections E1.11, E1.12, and D9.2.4 of the Official Plan establish the Town’s policy framework for affordable housing, intensification, and growth management in support of compact and transit-supportive development patterns. Section E1.11 includes policies intended to preserve and encourage affordable housing development by directing affordable housing to locate near transit, shopping, parks, and community facilities and permitting incentives such as reductions in cash in lieu of parkland requirements for developments providing affordable housing units. The policies align with the statutory definitions of affordable ownership and rental housing established through Provincial and County policy frameworks.

Sections E1.12 and D9.2.4 establish the Town's intensification and growth management framework, directing infill and higher density development to the Built-Up Area and establishing policies intended to optimize the use of existing land supply, infrastructure, and public service facilities. Current policies require a minimum of 50 percent of residential development to occur within the Built-Up Area and establish a designated greenfield area density target of 46 residents and jobs per hectare.

2.4.2 Town of Orangeville Corporate Strategic Plan, 2023

The Town of Orangeville Corporate Strategic Plan ("CSP") guides decisions and budgeting. The CSP identifies goals: capacity for the corporation, readiness for the future, vitality for the community, and resilience for the economy. Objective 9 directs the municipality to ensure availability of lands for employment and housing. Actions require policies to support affordability of housing and increase the inventory of lands with services.

2.4.3 Town of Orangeville Growth Management Strategy

In 2025, the Town of Orangeville retained Watson & Associates Economists Ltd. and J.L. Richards & Associates Limited to prepare a Growth Management Strategy (GMS) intended to establish a long-term framework for how and where the Town should grow. The GMS is being undertaken through multiple phases and is intended to inform the OPR and future planning policy framework in accordance with the Provincial Planning Statement, 2024. Final recommendations are anticipated in July 2026.

The Phase 1 and 2 Growth Analysis and Urban Land Needs Report (March 2026), presented to Town Council on April 13, 2026, evaluates long-term population, employment, and land needs under two growth scenarios over 30 year and 50 year planning horizons.

- **Scenario 1:** The Constrained Scenario evaluates growth within the Town's existing municipal boundary and available servicing capacity, including remaining greenfield lands and intensification opportunities. Under this scenario, Orangeville is forecast to reach a maximum capacity of approximately 36,500 residents and 16,900 jobs by 2045, after which growth is expected to be significantly constrained. Future residential growth under this scenario will rely heavily on higher density housing forms, including apartments and townhouse development.
- **Scenario 2:** The Unconstrained Scenario assumes future settlement area expansion and servicing upgrades to accommodate additional long-term growth. By 2051, the population of Orangeville is forecast to reach 38,500. At the same time, total employment would reach approximately 18,100. Orangeville is forecast to reach a population of approximately 44,800 residents and 21,800 jobs by 2076, supported through the expansion of the municipal boundary and additional greenfield land supply.

Findings from the Phase 1 and 2 Growth Analysis and Urban Land Needs Report identify a potential long term land deficit of approximately 119 hectares over a 30-year period and up to 317 hectares over a 50-year period for residential, commercial and institutional, and community area needs. In response, the Growth Management Strategy is evaluating potential settlement area expansions and associated fiscal impacts, with a preferred growth option and recommendations anticipated to be presented to Council in July 2026.

2.4.4 Town of Orangeville Housing Needs Assessment, 2025

The Housing Needs Assessment (“HNA”), prepared by Parcel, for the Town of Orangeville, analyzes demographics, employment, and housing market conditions within the municipality. The study identifies a need for housing options across the housing continuum, with priority needs associated with youth, seniors, and single parent households. The HNA identifies a need to support a broader range of housing, with 13.5 percent of households experience Core Housing Need, while 24.3 percent of households spend more than 30 percent of household income on shelter costs. The study supports policies intended to increase housing supply, facilitate a broader range of housing forms and tenures, encourage residential intensification, and improve housing affordability throughout the municipality.

2.4.5 Town of Orangeville East and West Broadway Corridor Study

The Town of Orangeville is undertaking the East and West Broadway Corridor Study, anticipated for completion in spring 2026, to establish a vision and land use framework that accommodates future residential and commercial growth while supporting a vibrant, accessible, and pedestrian-oriented corridor. As part of the ongoing East and West Broadway Corridor Study, the Vision and Land Use Framework (March 2026) recommends updated land use, density, and built form policies for the Broadway corridors, including transitioning from a “units per hectare” approach toward a Floor Space Index (“FSI”) framework. It establishes distinct visions for the two corridors:

- **East Broadway (Mixed-Use Gateway):** Planned for mid-rise intensification to welcome people into the Town, featuring building heights of 3 to 8 storeys (with opportunities for up to 10 storeys at key intersections) and a maximum FSI of 4.0.
- **West Broadway (Pedestrian-Scaled Neighbourhood):** Planned for lower-rise development compatible with the area's existing residential and heritage character, featuring heights of 2 to 6 storeys and FSI limits ranging from 2.0 to 3.0.

Additional recommendations include updated mixed-use and residential land use designations, active ground floor commercial uses, amenity space requirements, and servicing-related holding provisions. The study also promotes a complete streets approach including enhanced pedestrian and cycling infrastructure, widened sidewalks, landscaping improvements, and other public realm enhancements to support a safer and more accessible corridor.

2.4.6 Town of Orangeville Community Improvement Plan, June 2022

The Town of Orangeville Community Improvement Plan (“CIP”), adopted in 2022, establishes Community Improvement Project Areas and financial incentive programs to support revitalization, redevelopment, employment growth, and heritage conservation. The CIP is implemented through the Official Plan, which provides policies related to downtown revitalization, residential infill, property rehabilitation, and investment attraction.

The CIP functions as an implementation tool for the broader policy direction established through the Official Plan by introducing financial incentive programs including façade and landscape improvement grants, adaptive re use and building conversion programs, site assessment assistance, tax increment equivalent grants, and development charge deferrals intended to encourage private sector investment and redevelopment activity. The CIP identifies the ongoing ORP as an opportunity to update the existing community improvement policy framework to better support intensification, adaptive re-use, affordable housing initiatives, heritage conservation, employment uses, and private sector investment. The CIP further notes that Official Plan Amendments will be required to establish updated Community Improvement Project Area boundaries and implement the updated CIP framework.

2.4.6.1 Town of Orangeville Community Improvement Plan Design Guidelines, August 2022

The CIP Design Guidelines provide urban design and built form direction for development, redevelopment, and renovation projects within the Town. The guidelines address matters including accessibility, climate resilience, Crime Prevention Through Environmental Design (“CPTED”), heritage conservation, pedestrian connectivity, landscaping, and public realm improvements, while promoting development that is compatible with surrounding built form and supports pedestrian-oriented, barrier-free design.

The guidelines identify the Town’s ongoing Official Plan Review as an opportunity to update and strengthen the Town’s urban design policy framework and development review requirements. Recommendations include incorporating updated design policies and implementation tools into the Official Plan process, including requirements for Urban Design Briefs and Sun Shadow Studies, age friendly design, sustainable and low impact development measures, active transportation infrastructure, and policies focused on built form, landscaping, heritage conservation and adaptive reuse. The guidelines also establish design direction for mixed use, residential, commercial, and employment development with a focus on compatible transition intensification, active frontages, and pedestrian connectivity,

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Housing in Orangveille

3.0 Residential Growth, Housing Needs and Market Analysis

This section examines the demographic, housing, and market conditions influencing residential growth and housing demand in Orangeville. The analysis considers population and housing forecasts, demographic trends, affordability, housing supply, and development activity to identify key opportunities and challenges that should be addressed through the Official Plan Review and future growth management initiatives.

The findings provide insight into future demand for a range of housing types, tenures, and unit sizes, while also recognizing Orangeville's role as Dufferin County's primary urban centre and its relationship to broader regional housing market trends. A summary of the projected trends, anticipated housing demands, and key implications arising from this analysis is provided in Section 3.6.

It is important to note at the outset of the reporting contained below, that much of the following analysis is based on Parcel's previous work for Orangeville's Housing Needs Assessment (HNA), completed in 2025 to comply with requirements for the Canada Housing Infrastructure Fund (CHIF), Canada Community Building Fund (CCBF), and Canada Public Trust Fund (CPTF). Findings have been updated, where possible, to include the most recent data available.

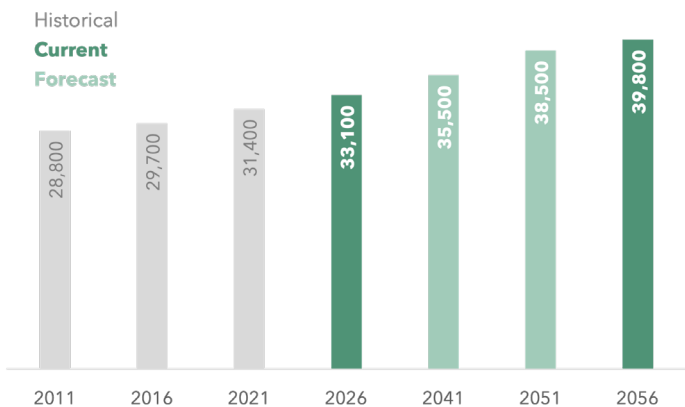


Figure 4. Historic and Projected Population Growth, Orangeville

3.1 Population and Housing Forecasts

Population and housing forecasts provide the foundation for understanding Orangeville's future growth needs and the amount of housing required to accommodate that growth. The following analysis reviews population projections and housing forecasts to establish the scale and composition of future housing demand within the Town.

3.1.1 Population

The 2025 population of Orangeville was estimated at approximately 33,000 residents based on July 1, 2025 population data from Statistics Canada. While population growth in Orangeville has historically been slower than both Dufferin County and the Province, the Town experienced a 2.4% increase during the most recent census period, indicating that Orangeville is capturing an increasing share of the County's population (Figure 4 and Figure 5).

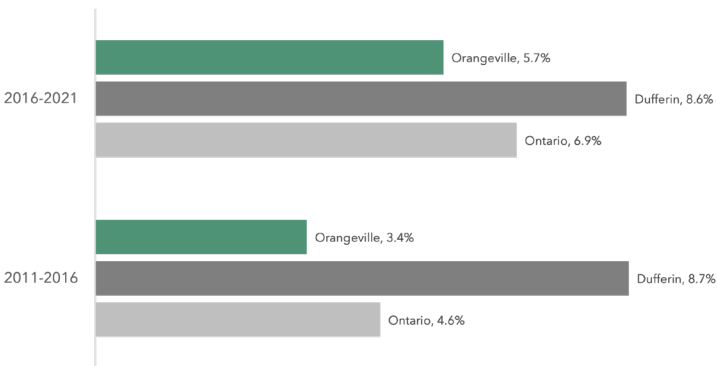


Figure 5. Population Growth, Orangeville, Dufferin County, Ontario

The 2025 Dufferin County Official Plan projects Orangeville's population to reach 38,500 residents by 2051. However, more recent Ministry of Finance population projections have revised Dufferin County's 2051 population forecast downward to 97,920 residents. Applying Orangeville's projected share of the County population results in an estimated 2051 population of approximately 37,400 residents. This forecast assumes a lower growth rate than the Town has experienced between 2021 and 2025, suggesting that the projected population may be achieved earlier if recent growth trends continue.

Consistent with these forecasts, the parallel Phase 1 and 2 Growth Analysis and Urban Land Needs Report (March 2026), prepared by Watson & Associates Economists Ltd., identifies a constrained growth scenario of approximately 36,500 residents and 16,900 jobs by 2045 and an expansion growth scenario of approximately 38,500 residents and 18,100 jobs by 2051. These growth scenarios are generally aligned with the revised Ministry of Finance population forecasts and will serve as an important input to the Town's long-term growth management strategy.

3.1.2 Housing

The Growth Analysis for the Older Adults Services Review and Master Housing Strategy (2024) identifies a need for approximately 5,545 new housing units across urban Dufferin County between 2024 and 2044, consisting of 69% ownership and 31% rental housing. The projected housing mix includes 50% low-density, 30% medium-density, and 20% high-density units. Based on updated Ministry of Finance population forecasts, this need could increase to approximately 5,716 units. Applying Orangeville's projected share of urban population growth suggests a need for approximately 1,600 housing units by 2044. For context, the Town currently has approximately 1,515 units in active development applications.

3.2 Market Trends and Demographics

Population and demographic trends are key drivers of housing demand and can provide insight into the housing needs of current and future residents. The following analysis examines age structure, household composition, housing tenure, employment characteristics, migration patterns, and population growth trends to identify demographic factors influencing Orangeville's housing market.

3.2.1 Age Structure

Approximately 20% of Orangeville's population is over the age of 60, with a further 14% in their 50s, indicating that a significant share of the population is approaching older adulthood (Figure 6). As this demographic grows, demand is expected to increase for a range of housing options. Housing propensity analysis indicates that older adults are increasingly likely to reside in apartment units as they age (Figure 7). Key housing needs include:

- Rental housing for seniors seeking alternatives to homeownership and the costs associated with maintaining larger dwellings.
- Downsizing opportunities, including medium- and higher-density housing options that allow residents to remain within the community as their housing needs change.
- Independent seniors housing that supports aging in place while providing access to age-related amenities and services.
- Assisted living and supportive housing with access to health care services and personal support.

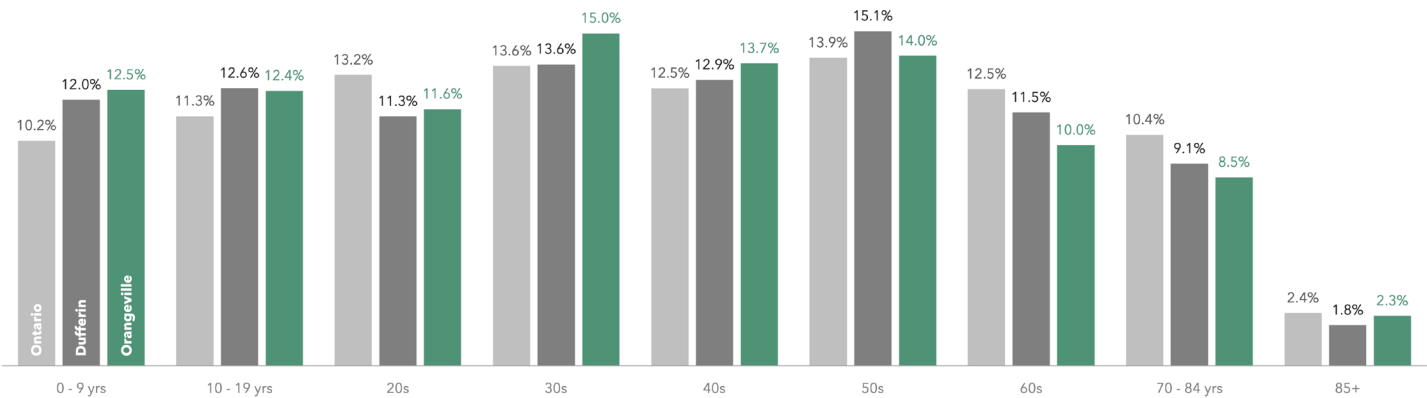


Figure 6. Age Structure, Comparison among Orangeville, Dufferin County, and Province of Ontario, 2021 Census

A further 40% of residents are either under the age of 20 (25%) or in their 30s (15%). This is higher than the provincial distribution and suggests the presence of families that will drive demand for family housing, including ground-oriented dwelling types (e.g., detached, semi-detached, and townhouse units) as well as family-sized units within multi-unit buildings (e.g., three-bedroom or larger apartment units).

and lower than the provincial age distribution. This lower percentage may be due, in part, to a lack of housing that is affordable for single persons and young couples, though it is also possible that many young people move away from Orangeville to start their careers in larger employment and population centres.

Young adults (under the age of 34) demonstrate a higher propensity for medium- and higher-density housing forms, including rental and condominium apartments. However, residents in their 20s account for only 12% of the population, a relatively low share of Orangeville's population

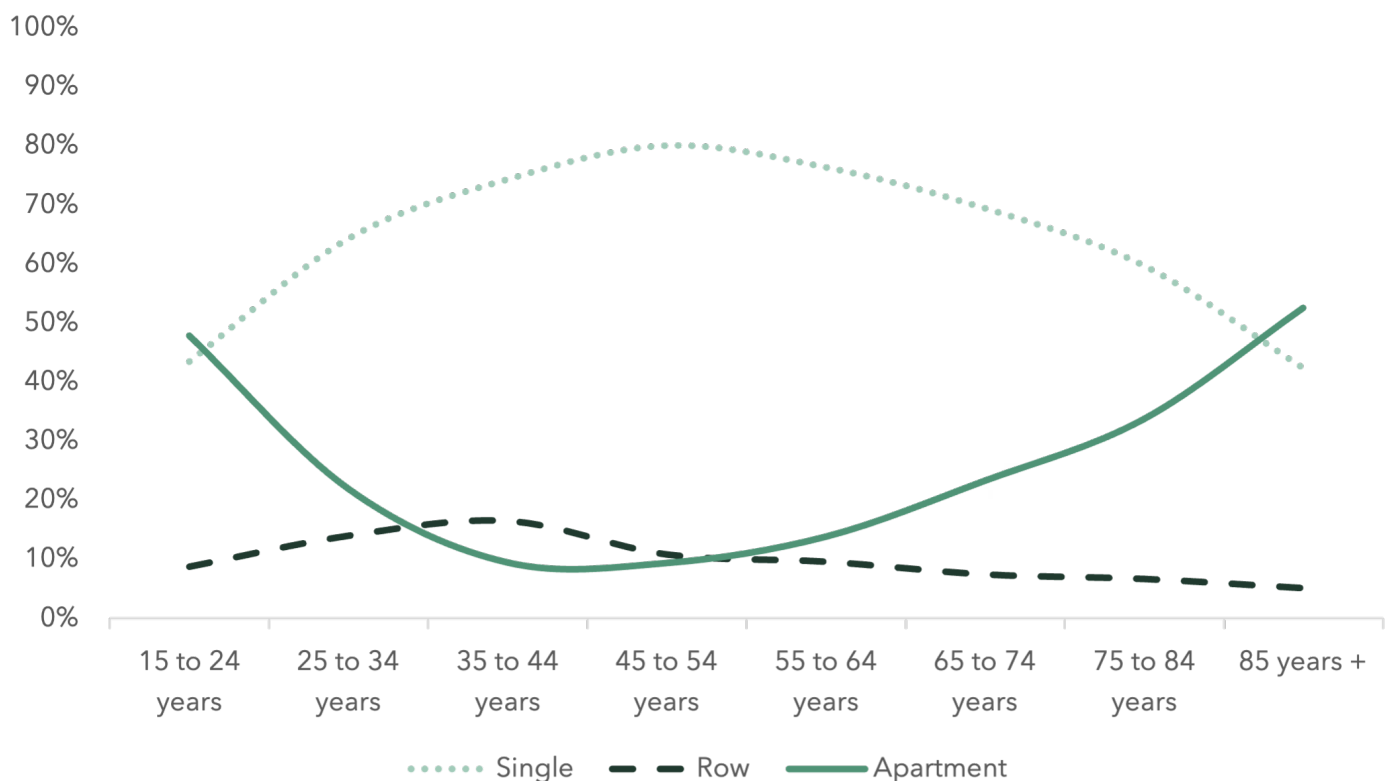


Figure 7. Housing Propensity by Age

3.2.2 Housing Tenure

Housing tenure in Orangeville is predominantly ownership-based, with approximately 80% of households owning their home, compared to 70% province-wide (Figure 8). Rental households account for 23% of all households in the Town, a higher proportion than Dufferin County overall (17%), reflecting Orangeville's role as the County's primary urban centre and the municipality with the largest supply of rental housing.

3.2.3 Household Sizes

The average household size in Orangeville is 2.7 persons per household, generally consistent with Dufferin County (2.8 persons per household). More than half of all households (52%) are comprised of one or two persons. Household composition is broadly similar to the County overall, although Orangeville has a higher proportion of one-person households and a lower proportion of households with five or more persons (Figure 9). Compared to the Province, the Town contains a greater share of households with three or more persons, likely reflecting the prevalence of single-detached housing within the existing housing stock.

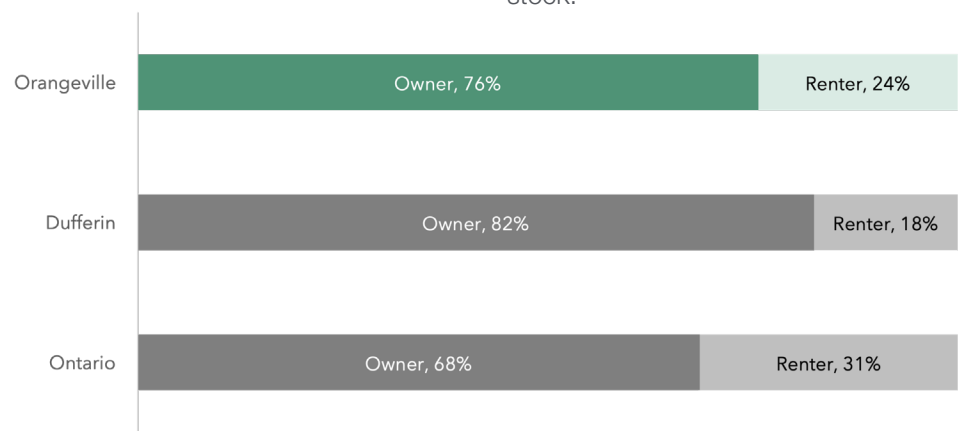


Figure 8. Housing Tenure (2021)



Figure 9. Household Sizes (2021)

3.2.4 Labour Force/Employment Characteristics

Orangeville's labour force is characterized by a high proportion of permanent employment, with approximately 89% of employed residents working in permanent positions. Retail trade (13%), manufacturing (12%), and health care and social assistance (11%) comprise the Town's largest employment sectors. The unemployment rate increased from approximately 6% in 2016 to 11% in 2021, although it remained below the provincial rate of 12.2%. This increase likely reflects labour market disruptions associated with the COVID-19 pandemic, as well as demographic shifts related to an aging population and workforce retirements.

3.2.5 Commuting Patterns

Approximately 44% of Orangeville residents both live and work within the Town, while 50% commute to jobs in other census subdivisions (municipalities). Commuting patterns are heavily automobile-oriented, with approximately 91% of work trips made by private vehicle.

3.2.6 Migration

Net migration to Dufferin County is primarily driven by individuals between the ages of 25 and 34, many of whom are relocating from more expensive areas of Ontario. These residents are likely attracted to housing that supports their long-term needs and relatively affordable housing opportunities, contributing to increased housing demand in Orangeville and the broader County.

International immigration to Dufferin County represents a small share of net migration when compared to intra-provincial migration, however it has experienced notable growth in recent years (Figure 10). This growth is anticipated to increase demand for apartments in the short term as newcomers determine their housing needs post-arrival.

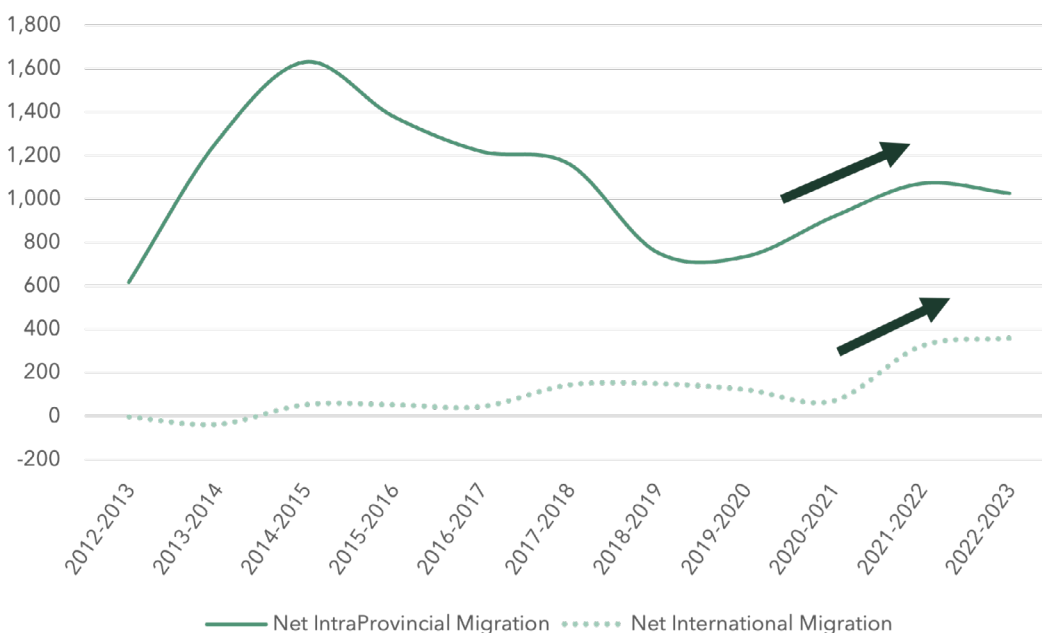


Figure 10. Net Migration to Dufferin County

3.2.7 Impact of Population Changes on Housing Market

Population growth and housing demand have contributed to significant increases in housing prices in Orangeville. Average housing prices increased from \$455,070 in 2016 to \$878,228 in 2021 before declining to \$753,319 in Q4 2025. Despite this recent moderation, housing prices remain approximately 66% higher than 2016 levels, limiting homeownership opportunities and increasing pressure on the rental market.

3.3 Housing Continuum, Housing Affordability and Attainable Housing in Orangeville

The availability of housing across the full housing continuum is a key component of a healthy and inclusive community. This section examines non-market housing, affordable and attainable housing, and Core Housing Need to better understand housing challenges and opportunities within Orangeville's housing market.

3.3.1 Non-Market Housing

Orangeville contains approximately 418 non-market housing units, including community housing provided by Dufferin Housing and affordable housing provided by non-profit, co-operative, and supportive housing providers. The Town also contains 483 seniors housing units and beds, including 137 long-term care beds, with an additional 55 seniors units currently in the development pipeline. In addition, 62 shelter spaces are available to provide temporary emergency accommodation.

3.3.2 Housing Affordability

Housing affordability is an important consideration in Orangeville given the gap between local housing costs and

the affordability thresholds established through provincial policy and legislation. The following analysis reviews the applicable definitions of affordable housing and evaluates housing affordability within the local market.

3.3.2.1 Local Policy-Based Definitions (PPS)

The Town of Orangeville does not currently define affordable housing in the OP. The County OP adopts the PPS definition of affordable housing, summarized below. For the purposes of the definitions, low- and moderate-income households are those within the lowest 60 percent of the applicable household income distribution.

In the case of ownership housing, the least expensive of:

- i. 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*
- ii. housing for which the purchase price is at least 10 per cent below the average purchase price of a resale unit in the County.*

In the case of rental housing, the least expensive of:

- i. a unit for which the rent does not exceed 30 percent of gross annual household income for low- and moderate-income households; or*
- ii. a unit for which the rent is at or below the average market rent of a unit in the County.*

Based on this definition, and incomes, rents, and prices found in the 2024 PPS Housing Tables, ownership housing is not affordable to households in any income decile in Orangeville based on average resale prices, while rental housing only is affordable for households in the 40th income percentile based on average rents, as seen in Figure 11.

3.3.2.2 Amended Provincial Definition (Bill 134)

The Province of Ontario has since amended its definition of “affordable” in Bill 134, Affordable Homes and Good Jobs Act, 2023 such that affordable unit are based on rents and prices found in the Affordable Residential Units Bulletin.

Based on these amounts, an ownership unit is affordable if it costs less than \$437,700 and a rental unit is affordable if it rents for less than \$2,030. While average rents are below this \$2,030 threshold and therefore deemed to be affordable, average prices of ownership units in Orangeville are significantly higher than what is considered to be affordable.

3.3.2.3 Attainable Definition (Bill 23)

The definition for an attainable residential unit was introduced through Bill 23 (and is set out in the regulations under the DCA for the purpose of determining eligibility for

development charge exemptions and discounts.

A residential unit shall be considered to be an attainable residential unit if it meets the following criteria:

- The residential unit is not an affordable residential unit.
- The residential unit is not intended for use as a rented residential premises.
- The residential unit was developed as part of a prescribed development or class of developments.
- The residential unit is sold to a person who is dealing at arm's length with the seller.

Such other criteria as may be prescribed.

Ownership					Affordable Housing Bulletin (2025)				
PPS Housing Tables (2024)									
Income Percentile	Household Income	Affordable House Price	Average Resale Price	90% Average Resale Price	Affordable Price	90% Price Detached	90% Price Semi	90% Price Row/Town	90% Price Condo
			\$1,040,000	\$936,000	\$443,700	\$855,000	\$603,000	\$657,000	\$468,000
Low- and Moderate-Income	10th Income Percentile	\$41,300	\$129,000	X	X				
	20th Income Percentile	\$64,800	\$202,400	X	X				
	30th Income Percentile	\$87,500	\$273,200	X	X				
	40th Income Percentile	\$106,800	\$333,700	X	X				
	50th Income Percentile	\$126,800	\$396,100	X	X				
	60th Income Percentile	\$150,300	\$469,400	X	X				
	70th Income Percentile	\$174,900	\$546,400	X	X				
	80th Income Percentile	\$209,000	\$652,800	X	X				
	90th Income Percentile	\$260,700	\$814,100	X	X				

Rental		PPS Housing Tables (2024) / Affordable Residential Units Bulletin (2025)				PPS (2024) Aff. Resi. Units Bulletin (2025)	
Income Percentile	Household Income	Affordable Rent	Avg. Rent Studio	Avg. Rent 1-Bedroom	Avg. Rent 2-Bedroom	Avg. Rent 3-Bedroom +	Average Rent (All Units) Affordable Rent
			\$1,274	\$1,334	\$1,474	\$1,881	\$1,437 \$2,030
Low- and Moderate-Income	10th Income Percentile	\$26,500	\$660	X	X	X	X
	20th Income Percentile	\$33,800	\$850	X	X	X	X
	30th Income Percentile	\$42,700	\$1,070	X	X	X	X
	40th Income Percentile	\$54,500	\$1,360	✓	✓	X	X
	50th Income Percentile	\$67,600	\$1,690	✓	✓	X	✓
	60th Income Percentile	\$83,400	\$2,080	✓	✓	✓	✓
	70th Income Percentile	\$98,600	\$2,470	✓	✓	✓	✓

Figure 11. Ownership & Rental Housing Affordability, Orangeville

3.3.3 Core Housing Need

As of the 2021 Census, there were 1,470 households in Core Housing Need representing 13% of all households, down from 15% in 2016. Over both periods, the share of households in Core Housing Need was largely weighted to renter households, which accounted for over 60% of households in both periods. This suggests that relative to owner-households, renter-households are more likely to reside in housing that is unaffordable, does not have enough bedrooms, or needs major repairs.

While the overall share of households in Core Housing Need declined, trends varied by housing tenure. The percentage of owner-households in Core Housing Need decreased 2% over this period, while the percentage of renter-households in Core Housing Need increased 3%, as seen in Figure 12.

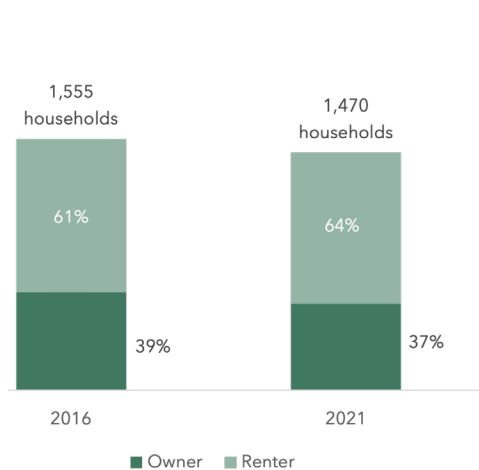


Figure 12. Households in Core Housing Need, Orangeville

In Orangeville, households who rent represent an increasing share of households that cannot afford suitable or adequate local housing options. This is likely, in part, related to the absence of significant rental stock in the Town today and the rising cost of housing more generally.

Figure 13 illustrates the percentage of owner and renter households in each income category that are in Core Housing Need. Core Housing Need in Orangeville is concentrated among low- and very low-income households, with renter households accounting for an increasing share of households in Core Housing Need as income levels rise from very low-income to low-income categories.

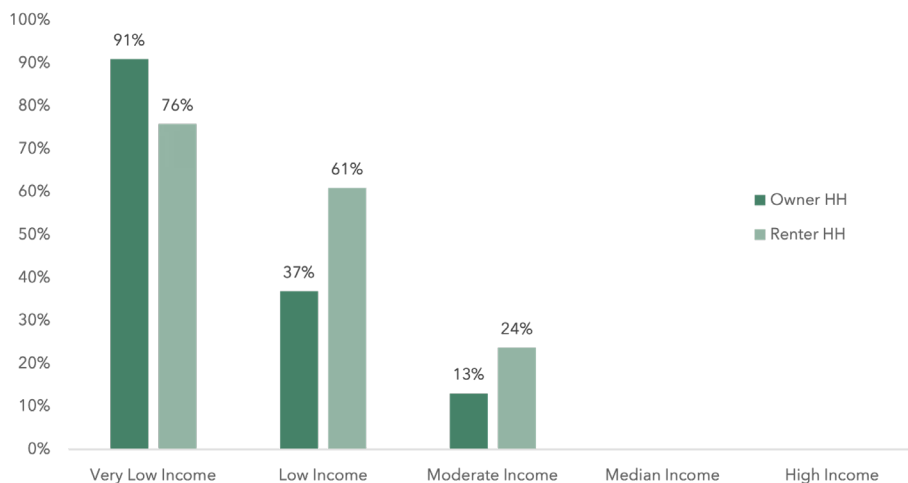


Figure 13. Percentage of Households in Core Housing Need by Income Category, Orangeville

3.4 Housing Supply

An understanding of the existing housing supply is important in assessing whether Orangeville's housing stock is meeting the needs of current and future residents. The following section examines housing typologies, dwelling sizes, rental housing supply, rental rates, and vacancy trends to identify key housing supply considerations within the Town.

3.4.1 Existing Supply

Orangeville's housing stock is predominantly comprised of single-detached dwellings, which account for 58% of all housing units, followed by apartment units at 18%. While lower-density housing forms, including single- and semi-detached dwellings, remain the dominant housing typologies, their share of the housing stock has declined in recent years. This trend has been accompanied by an increase in apartment and row housing units, suggesting a shift toward higher-density forms of development, likely reflecting land supply constraints and broader economic factors, including rising construction costs.

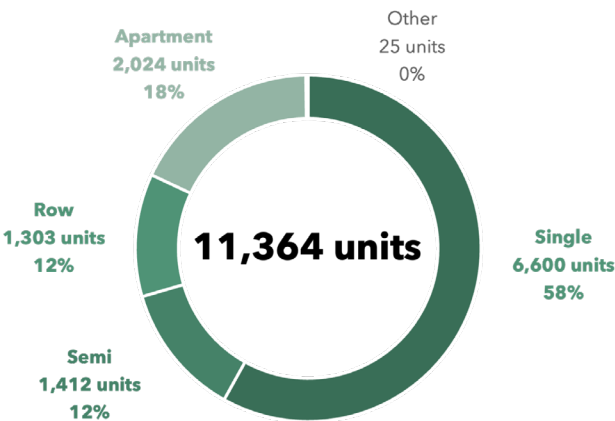


Figure 14. Unit Count by Dwelling Type (2025)

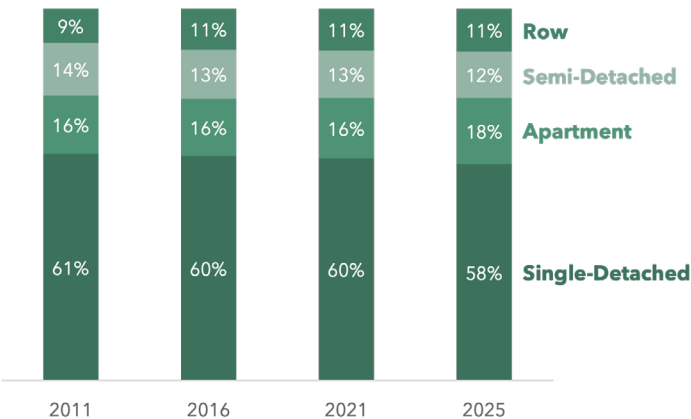


Figure 15. Housing Stock by Typology

3.4.2 Household vs. Dwelling Size

An assessment of housing suitability, which compares household size to dwelling size, suggests that Orangeville's housing stock is generally larger than required by many households. Figure 16 assesses housing suitability by comparing household size to dwelling size (number of bedrooms). The figure is interpreted as follows:

- Appropriately housed (green cells):** Household size generally aligns with dwelling size.
- Underhoused (red cells):** There are fewer bedrooms than persons in the household. As household size does not account for household composition (e.g., single person, couple, couple with children), some households identified as underhoused may nevertheless be suitably housed.

- Potentially underhoused:** Households that appear underhoused based on household size alone but may be suitably housed based on household composition. For example, a couple living in a one-bedroom dwelling or a couple with one child living in a two-bedroom dwelling.
- Overhoused (blue cells):** There are more bedrooms than would typically be required based on household size.

The analysis suggests that Orangeville's housing stock is generally larger than required by many households. Approximately 43% of households could be classified as overhoused. While 52% of households consist of one or two persons, only 22% of dwellings contain one or two bedrooms, indicating a mismatch between household composition and the available housing stock. This trend highlights the need for additional smaller housing units and a broader range of housing options within the Town.

		Household Size				Total Dwellings	
		1 person	2 persons	3 persons	4 persons		
Dwelling Size	No bedrooms	50	0	0	0	50	0%
	1 bedroom	690	180	10	10	890	8%
	2 bedrooms	630	740	120	90	1,580	14%
	3 bedrooms	835	1735	1370	1425	5,365	49%
	4 or more bedrooms	270	675	555	1650	3,150	29%
Total Households		2,475	3,330	2,055	3,175	11,035	
		22%	30%	19%	29%		
Underhoused		1%					
Potentially Underhoused		16%					
Adequately Housed		41%					
Overhoused		43%					

Figure 16. Household Size vs. Dwelling Size, Orangeville

3.4.3 Primary Rentals

There are 1,047 primary rental units in Orangeville (often called purpose-built rental units, primary rental are rental units that are built with the purpose of being rented. The correlate is secondary rental units, which are ownership units that are then rented out). A municipality's rental housing stock is made up of both primary and secondary units, but primary units are generally more stable rental stock. Primary rental stock in Orangeville was relatively stable between 2011 and 2022, with an increase and peak supply of 1,123 units in 2023. It is unclear why the number of units has since declined, but it could be due to redevelopment or demolition, which is likely to put upward pressure on rents.

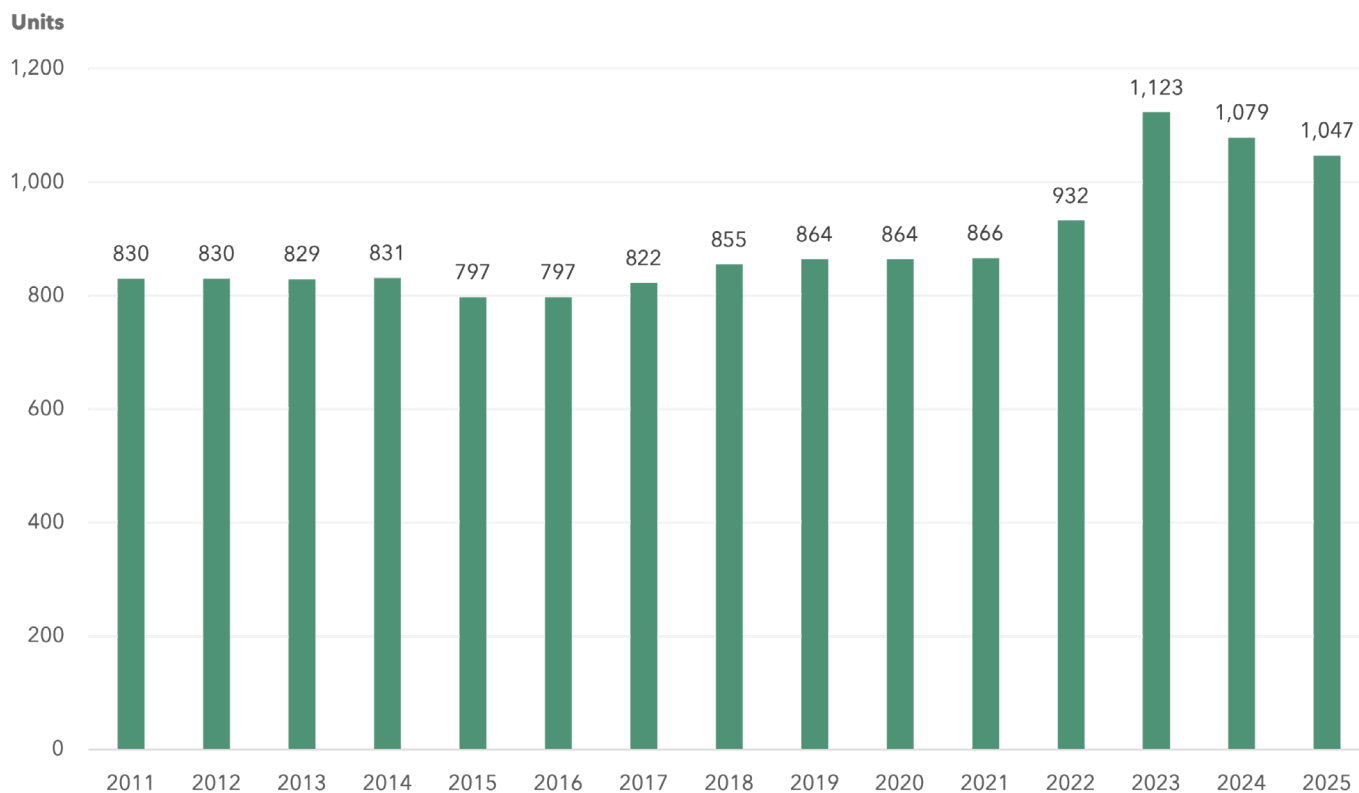


Figure 17. Primary Rentals, Orangeville

3.4.4 Rent & Vacancy

3.4.4.1 Rent

Average rent in Orangeville has increased nearly 18% since 2021, largely tied to significant increases in average rent for 1- and 2-bedroom units (Figure 18 and 19). Growth in average rents in Orangeville is not dissimilar to trends in other Ontario municipalities due to:

- Increased demand from population growth
- Low vacancy rates

- Reduced construction activity (lack of new rental buildings)
- Construction barriers (e.g., high construction costs)
- A lack of rent control legislation in newly built rental units

In Orangeville, rent increases are largely due to increased demand for rental housing due an aging population, increasing ownership prices, and limited availability rental housing stock. As of 2025, there were only 1,047 purpose-built rental units in Orangeville, an increase of 250 units over the last 20 years.

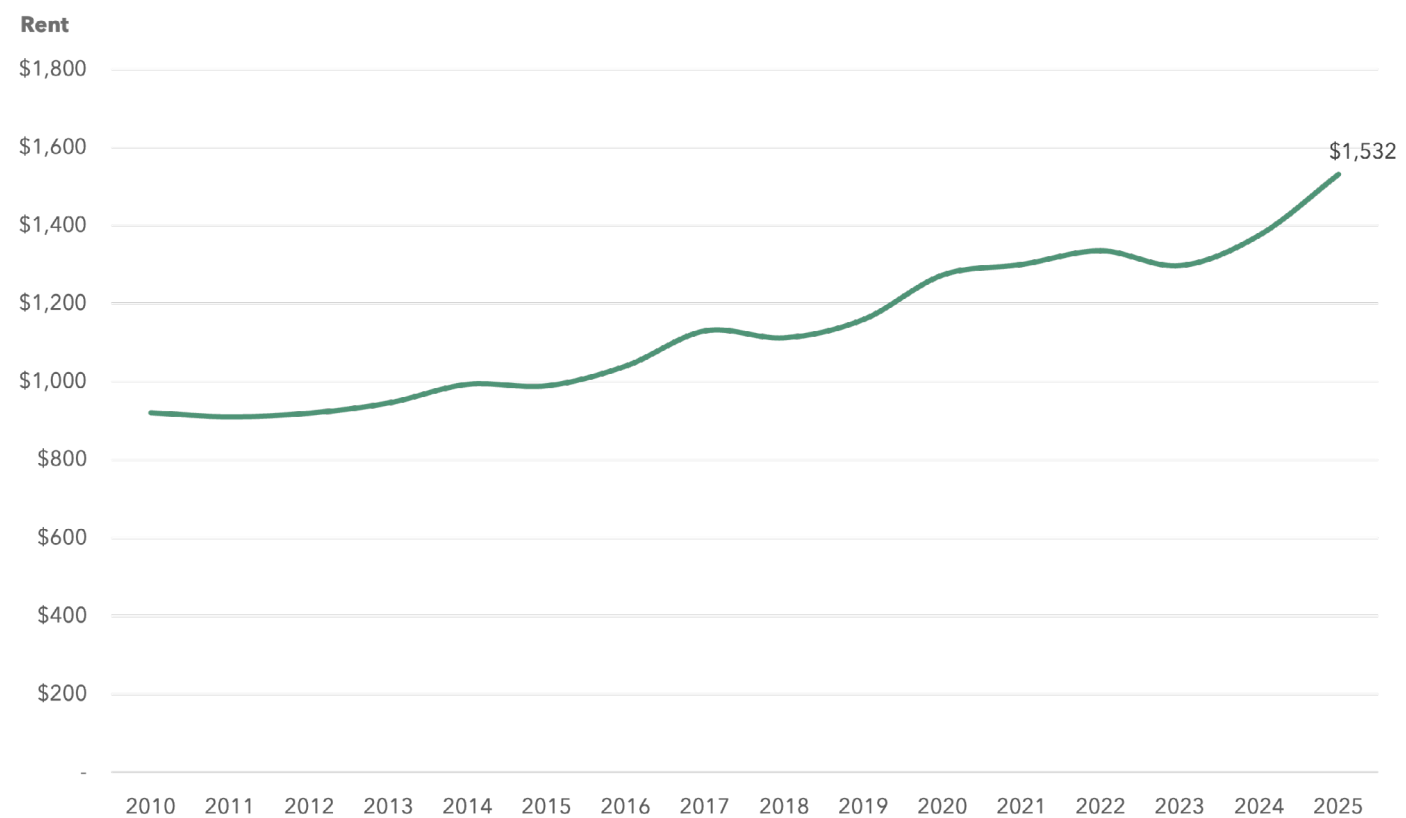


Figure 18. Average Market Rent (All Units), Orangeville

Year	Studio	1 bed	2 bed	3 bed +	All
2021	**	\$1,182	\$1,400	\$1,529	\$1,301
2022	**	\$1,269	\$1,447	\$1,295	\$1,336
2023	**	\$1,285	\$1,400	\$1,253	\$1,298
2024	\$1,274	\$1,334	\$1,395	\$1,429	\$1,376
2025	\$1,350	\$1,463	\$1,671	\$1,334	\$1,532
% Change ('21 to '25)	**	24%	19%	-13%	18%

Figure 19. Average Monthly Rent by Unit Type, Orangeville

3.4.4.2 Vacancy

As of 2025, the average vacancy rate for rental units in Orangeville was estimated at 3.5%. This is in-line with historical trends, which have fluctuated between 0.1% and 3.6% over the last decade and are indicative of a “tight” but balanced market, (defined as a vacancy rate at or around 3.0%). Low vacancy across the existing rental stock has likely been perpetuated by continued population growth in the town and county, the rising cost of home ownership, intra-provincial migration to the area, an aging population and a lack of significant new rental supply.

Younger people (under 25) looking for their first home and older people looking to downsize both have a higher propensity for rental units. Growth in the concentration of people in these age cohorts has also likely contributed to low vacancy across rental units in Orangeville.

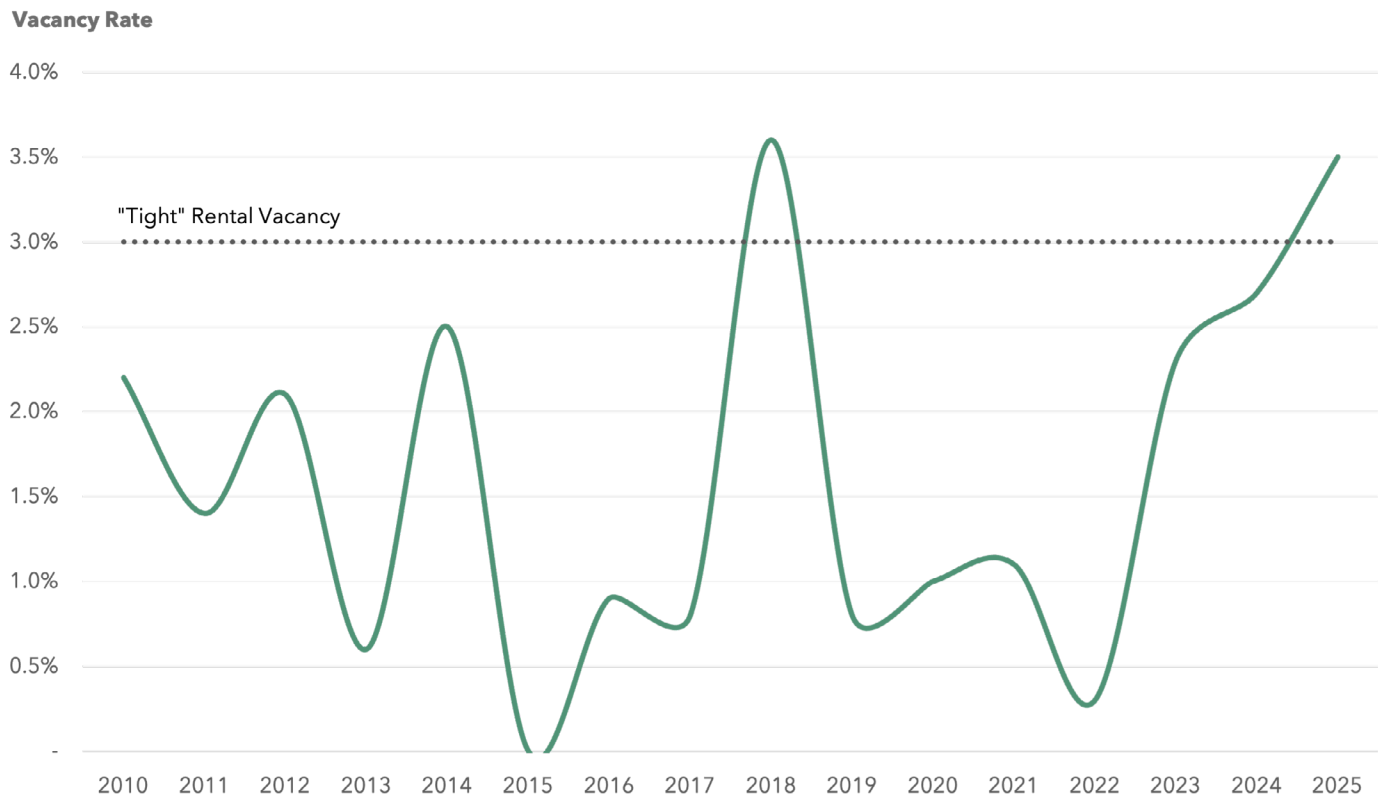


Figure 20. Average Vacancy Rate, Orangeville

Year	Studio	1 bed	2 bed	3 bed +	All
2021	**	-	2.3%	-	1.1%
2022	**	0.6%	0.3%	-	0.3%
2023	**	3.5%	-	0.4%	2.3%
2024	**	-	3.7%	-	2.7%
2025	**	4.0%	4.5%	-	3.5%

Figure 21. Vacancy Rate by Unit Type, Orangeville

3.5 Residential Development Activity and Demand and Current Status

An assessment of recent residential development activity provides insight into the pace and form of housing growth occurring within Orangeville. Examining housing completions, the age of the existing housing stock, and active development applications helps identify whether the current development pipeline is sufficient to meet projected housing needs and how the Town's housing supply is evolving over time.

3.5.1 Annual Housing Completions

Housing development in Orangeville has declined in recent years. Average completions from 2020 to 2025 totaled 57 units annually, less than half of the 135 units completed annually between 2010 and 2019 and 164 units completed annually between 2000 and 2009. As a result, the housing stock in Orangeville is aging. Approximately 75% of housing was developed before the year 2000 and is likely in need of renewal. Higher-density row and apartment housing has made up an increasing number of completions in recent years, with a commensurate decline in single-detached units.

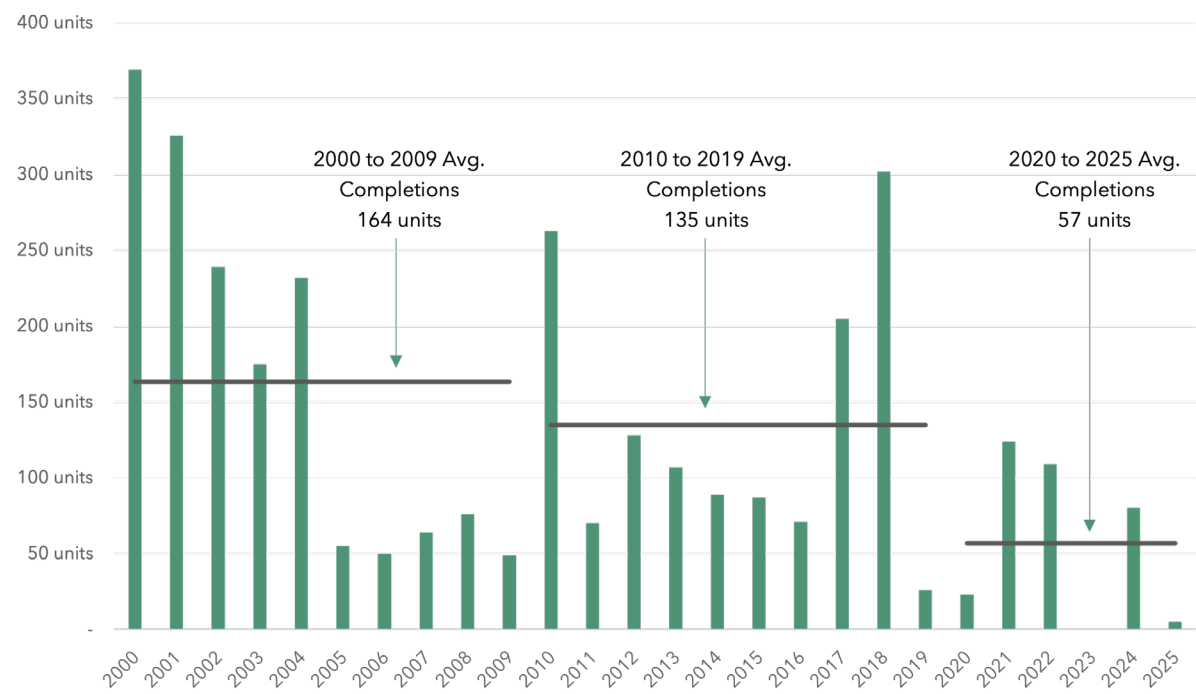


Figure 22. Annual Housing Completions, Orangeville

3.5.2 Proposed Housing Stock

There are currently 1,515 units in active development applications. Half of these units are apartments and a further 42% are townhouse units. Detached housing, once the primary housing typology, only accounts for 8% of units. Taken together with recently completed housing stock there has been a shift to higher-density housing in Orangeville.

3.6 Summary of Projected Trends and Anticipated Demands

Based on the findings above, a number of key trends and anticipated housing demands are expected to influence how Orangeville accommodates future growth and plans for a diverse and complete housing continuum.

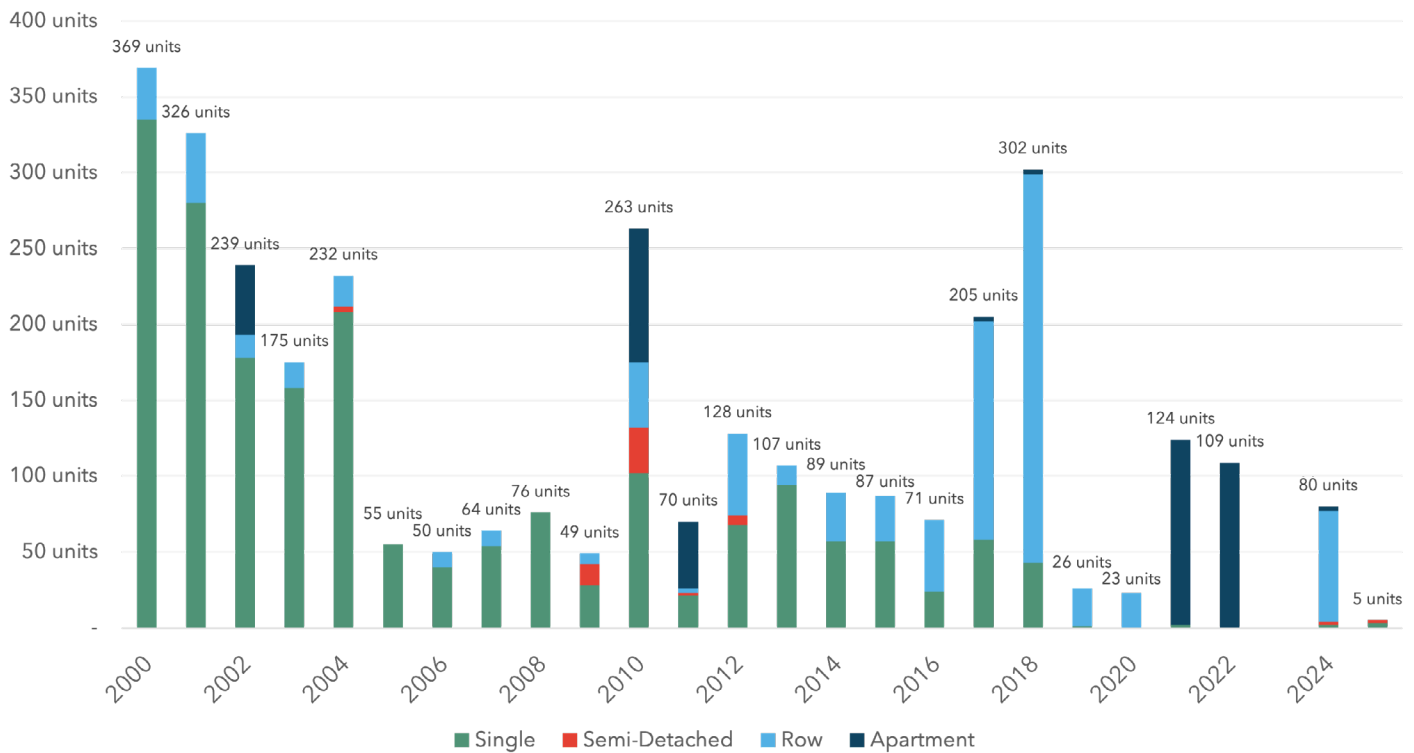


Figure 23. Housing Typologies as a Percentage of Annual Completions, Orangeville

- Forecasted population growth will be required to be accommodated, and will generate demand for additional housing units across all housing tenures and typologies, requiring the Town to maintain a sufficient and diverse housing supply to accommodate future residents.
- Demographic trends, including an aging population, smaller household sizes, and continued in-migration of younger households, will increase demand for a broader range of housing options. This includes smaller units for singles and seniors, assisted living facilities, family-oriented housing for multi-person households, and both ownership and rental housing opportunities.
- The relative affordability of Orangeville compared to other parts of the Greater Toronto Area (GTA) will likely continue to contribute to sustained demand for ownership housing, but escalating prices are anticipated to increase demand for other housing options, including a more fulsome range of medium- or higher-density housing formats (e.g., apartments, townhouses, etc.).
- Limited remaining greenfield land supply, combined with long-term growth forecasts and servicing constraints, will require a greater share of future housing growth to be accommodated through intensification, redevelopment, and higher-density forms of development within the existing built-up area. An increase in higher-density housing in recently completed developments and active development applications suggests this shift is already underway.
- A need for more diversified housing in Orangeville is acknowledged in the County's updated MCR, which highlights the importance of intensified housing development and/or the redevelopment of existing sites. Increased intensification targets across the County's urban settlement areas are also being pushed as part of this MCR, with the intent of increasing housing diversity, improving land efficiency and better optimizing the use of these areas' infrastructure and public service facilities.
- Housing diversity can also help provide more affordable housing options for current and future residents and contribute to a reduction of households in core housing need. New affordable rental housing stock will be particularly helpful in this regard given renter households are more likely to be in core housing need than ownership households.

Address/Development	Application	Apartments	Townhouses	Triplex	Detached	Total
Sarah Properties - Blocks 62-64	SPA	126	34			160
Riddell Road	SPA	55				55
515 Broadway	SPA		57			57
43A First St	SPA			3		3
229 Broadway	SPA	65				65
9-15 Amanda Street	OPZ		120			120
54-56 Third St	OPZ	76	20			96
48-50 Broadway	OPZ	97				97
340 Broadway	OPZ		67			67
11A York St	OPZ		12			12
Aldenhill Subdivision	SUB		100		78	178
Transmetro Subdivision	SUB		15		49	64
Orangeville Highlands	SUB	334	207			541
Total		753	632	3	127	1,515
<i>% of Total</i>		<i>50%</i>	<i>42%</i>	<i>0%</i>	<i>8%</i>	<i>100%</i>

Figure 24. Active Development Applications



Housing Policy Analysis

4.0 Housing Policy Analysis

This section evaluates Orangeville's residential land use and housing policy framework against current demographic trends, housing supply conditions, market activity, and growth requirements established by the County and Province, as outlined in Section 2 and 3. The purpose of this review is to assess how effectively the current Official Plan policies facilitate residential development and responds to the Town's evolving housing needs.

The demographic, housing, and market analysis demonstrates that Orangeville is under increasing pressure to accommodate future population growth within a constrained land supply, reinforcing the need for more efficient land use patterns, increased residential densities, and consideration of a future municipal boundary expansion over the long term. The analysis also identifies evolving demographic and housing trends that support the need for a broader range of housing forms. While a significant proportion of Orangeville households consist of one or two persons, the existing housing stock remains predominantly comprised of low-density dwelling types. In addition, declining rates of new housing delivery, rising rental rates, low vacancy rates, and increasing rates of Core Housing Need indicate continued pressure on the Town's housing supply and affordability. Current development activity and ongoing municipal studies, including the Housing Needs Assessment, East and West Broadway Corridor Study, and OPR, further reflect an increasing focus on intensification, attainable housing, and medium and high-density residential development to accommodate future growth.

Based on this analysis, preliminary strategic directions have been identified for consideration through the OPR which include the following:

- Support increased residential intensification and redevelopment within the existing built-up area to accommodate forecasted growth and optimize limited land supply;

- Expand opportunities for a broader range of housing forms and tenures, including medium and high-density residential development, rental housing, and affordable housing options;
- Support compact, mixed use, and transit supportive development patterns that improve land use efficiency and support complete communities;
- Update residential and growth management policies to accommodate evolving housing needs while maintaining compatibility with existing neighbourhoods;
- Coordinate future growth with municipal servicing, infrastructure capacity, and community facilities planning;
- Establish a long-term framework for future settlement area expansion that recognizes growth management beyond the Town's existing municipal boundary.

The findings established above are expanded upon in the statutory and non-statutory strategic recommendations, illustrated in the following tables. The demographic, policy, and market basis for additional residential intensification and housing diversification within Orangeville. This analysis will inform Section 5, Recommendations and Conclusion, including recommendations related to residential density, housing mix, built form, affordability, and the long-term strategic planning framework required to support future population growth and housing supply objectives within the Town.

4.1 Statutory Strategic Directions

Category	Provincial Mandate	County OP Mandate	Current OP Gap	OPR Strategic Direction
Growth Management	Requires planning for a minimum 20-year horizon and permits settlement area expansions.	Allocates a population of 38,500 people and 21,700 jobs to Orangeville by 2051. Growth contingent on municipal water/wastewater availability.	- The current OP plans for an outdated 2031 horizon. - Existing municipal boundaries and hard infrastructure capacity limits can only accommodate 36,500 people. - The plan lacks an acknowledgement that a municipal boundary expansion is necessary to address the land deficit.	- Update population and employment in accordance with County OP forecast. - The Official Plan may acknowledge that the Town's ability to accommodate long-term growth is constrained by its limited supply of undeveloped land and fixed municipal boundary.
Intensification	Prioritizes intensification, and complete communities along corridors and strategic growth areas, an appropriate range and mix of housing options, densities, and tenures, and all housing options and forms of residential intensification.	- Minimum 60% residential intensification target for the Town of Orangeville. - Local plans must explicitly identify "intensification areas," establish the appropriate scale and density permitted in those areas, and create phasing strategies to ensure the minimum targets are met. Furthermore, the County expects these local intensification policies to actively address affordable housing needs.	- The current OP only requires a 50% minimum annual intensification target. - Schedule B Planning Area Policies for Specific Areas identifies fragmented intensification areas.	- Update intensification target to 60%. - Develop policies that support and encourage appropriate residential intensification across residential and mixed-use designations (rather than fragmented areas), recognizing intensification as a key component of accommodating future growth, increasing housing supply, and promoting the efficient use of land and infrastructure. - Develop land-use permissions to facilitate the redevelopment of underutilized land (e.g., commercial plazas) into pedestrian oriented mixed-use communities that facilitate multimodal transportation options to help achieve the Town's growth and housing objectives.
Greenfield Densities	Promotes densities for new housing that efficiently use land, infrastructure, and support active transportation.	Minimum density target of 46 residents and jobs combined per hectare for all designated Greenfield Areas.	- Basis of the plan identifies a greenfield density target of 44 residents and jobs combined per hectare. - Section E1.12.8 of Orangeville's current Official Plan already enforces a minimum density target of "not less than 46 residents and jobs per hectare".	Update all language throughout the OP for consistency with the minimum density target of 46 residents and jobs combined per hectare for all designated Greenfield Areas.
Land Use & Density	Bill 98 introduced a standardized, province-wide land-use framework that requires municipalities to consolidate OP designations into a simplified set of broad categories.	Compact, complete communities that support efficient land use, infrastructure utilization, housing diversity, affordability, walkability, and transit-supportive development.	- The current OP permits residential uses in the following land use designations: - Residential; - Central Business District; - General Commercial; - Neighbourhood Commercial; and - Neighbourhood Mixed Use. - The OP categorizes housing into five distinct density categories (Estate Residential, Low Density Residential, Low Density Multiple, Medium Density Residential, High Density Residential) which relies on restrictive "units per net residential hectare" maximums that restricts development yields. - The Residential designation is limited to residential land uses only, which restricts small-scale, integrated commercial uses, hindering the creation of local pockets of services and amenities within the Town.	- Consolidate existing Residential designation standardized "Neighbourhoods" designation which permits small-scale commercial uses, enabling corner stores and other complementary non-residential uses in predominantly residential neighbourhoods to foster complete communities. - Remove Schedule C (Residential Density Permissions) and replace units-per-hectare maximums with density ranges based on Floor Space Index (FSI). Rely on land use designations, built form policies, and FSI ranges to guide development intensity, support mid-rise intensification, and provide flexibility to address site-specific conditions while achieving the intent of the Plan. - Consolidate fragmented commercial zones (Central Business District, General Commercial, Neighbourhood Commercial, and Restricted Commercial Residential) into the standardized "Mixed Use Areas" designation, establishing clear, as-of-right permissions for a combination of residential, commercial, and institutional uses.

Category	Provincial Mandate	County OP Mandate	Current OP Gap	OPR Strategic Direction
Housing Mix, Affordability & ARUs	- Defines affordable and attainable housing. - Directs municipalities to provide an “appropriate range and mix of housing options” and permits up to three ARUs as-of-right on a single lot. - Directs municipalities to use a coordinated approach with other orders of government to address housing needs in accordance with provincial housing policies and plans, including addressing homelessness. - Financial incentives to support housing delivery, including exemptions from Development Charges (DCs), Community Benefits Charges (CBCs), and parkland dedication requirements for affordable, attainable, and non-profit housing developments (as defined in the DCA), as well as Development Charge discounts of 15% to 25% for purpose-built rental housing.	- Defines affordable housing per PPS definition. - Requires local municipalities to address housing needs in accordance with provincial housing policies and plans, including those that address homelessness. - Encourages a full range of housing sizes, types, and tenures, including affordable housing options and supportive housing forms to meet demographic needs.	- The current OP broadly encourages utilizing Provincial and Federal funding programs but lacks a formal definition of affordable housing or “Core Housing Need”. It lacks specific policy language explicitly aligning municipal financial tools (such as targeted Development Charge exemptions, parking reductions, or streamlined approvals) with federal NHS requirements or priority groups. - The OP does not contain affordable housing targets or rental housing tied to the new provincial DC exemptions and reductions. - Additional Residential Unit permissions were addressed through OPA 133 (2025), which implemented updated ARU and Tiny Home policies, consistent with Bill 23 and the Planning Act.	- Establish the statutory definitions for affordable and attainable - Include policies that utilize municipal planning and financial tools (CIPs, DC exemptions, parking reductions) to incentivize projects that target NHS “priority groups” (e.g., seniors, single mothers, Indigenous peoples) and purpose-built rentals. - Leverage the Community Improvement Plan (CIP) and Development Charge relief to incentivize affordable, attainable, and purpose-built rentals housing projects.
Economy & Industry	PPS (Bil 97) redefines “Employment Areas” to strictly protect only heavy/light industrial and exclude standalone institutional and commercial uses, unless directly associated with a primary industrial, manufacturing, or warehouse use.	Promotes economic development by protecting employment areas and ensuring municipalities maintain sufficient land to meet future employment targets.	- The current OP retains the physically isolated 27-hectare Northwest Employment Area which lacks the critical mass to be a viable industrial cluster. Additionally, current Employment Area policies allow for ancillary commercial/retail uses that now conflict with the new PPS 2024 definition. - Under County OP, because the lands are explicitly designated as Employment within the County’s own plan, any proposal to convert them to non-employment uses will require a formal County Official Plan Amendment.	Any land use conversion requiring amendments to the County Official Plan would be subject to a separate County Official Plan Amendment process and approval by the County. The OP may acknowledge the need for coordination with the County where future amendments are required to implement local planning objectives.

4.2 Non-Statutory Strategic Directions

Policy Theme	OPR Strategic Direction	Source Document
1. Defining and Diversifying Housing Options	Establish Clear Definitions Update the Official Plan to introduce statutory definitions for both affordable and attainable housing to align with the Provincial Planning Statement (PPS 2024) and Bill 134.	HNA
	Enable the “Missing Middle” Encourage “missing middle” housing formats (such as duplexes, triplexes, and townhouses) across designations to better accommodate seniors seeking to downsize, younger households entering the housing market, and the growing prevalence of one- and two-person households.	HNA
	Support Aging in Place Strengthen policies that promote “aging in place” by introducing broader as-of-right permissions and support for Additional Residential Units (ARUs), which provide affordable downsizing options for seniors while supplying rental income for homeowners.	HNA
2. Managing Land Constraints through Intensification	Optimize Remaining Land & Mandate Higher-Density Formats Prioritize the redevelopment of existing sites, infill, and the construction of higher-density residential intensification (such as townhomes and apartments).	Phase 1 & 2 Growth Analysis and Urban Land Needs Report, HNA
3. Corridor Transformation and Urban Design	Implement “Mixed Use” Areas Consolidate the outdated commercial designations into standardized “Mixed Use” areas to permit a range of uses and foster complete communities.	Town of Orangeville East and West Broadway Corridor Study
	Transition to an FSI Framework Transition to a Floor Space Index (FSI) range to better manage building massing and permit mid-rise to high-rise development.	Town of Orangeville East and West Broadway Corridor Study
	Enhance the Pedestrian Realm Require active ground-floor commercial uses at key intersections and podium step-backs to ensure appropriate massing transitions to adjacent low-rise residential neighbourhoods.	Town of Orangeville East and West Broadway Corridor Study
4. Financial Incentives & Economic Integration	Incentivize Private Investment Update the community improvement policies (CIP) to support financial incentives (e.g., tax increment equivalent grants and development charge exemptions/ discounts) for private affordable housing, attainable units, purpose-built rentals, and adaptive re-use.	CIP & CIP Design Guidelines
	Leverage Community Benefits Establish an Affordable Housing Community Benefits Grant Program to actively incentivize deep affordability in new higher-density developments.	CSP

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Conclusion

5.0 Recommendations and Conclusion

As informed by the analysis presented in Section 4, and the key engagement themes, this section outlines the key opportunities, constraints, recommendations, and proposed intensification strategy to be considered in the OPR in order to provide long term flexibility to accommodate forecasted growth, evolving housing needs, and a broader range of housing forms and development types.

5.1 Key Findings

The demographic, housing, market, land use, and policy analysis undertaken through this Residential Strategy identifies several key findings related to future population growth, housing demand, residential intensification, land supply, infrastructure capacity, and housing affordability within the Town of Orangeville.

These findings establish the basis for the strategic directions and policy considerations to be explored through the OPR.

Key Findings

- The OPR will be required to align with recent Provincial legislative changes, updated County policy direction, and evolving municipal growth management objectives related to housing supply, intensification, and infrastructure coordination.
- Orangeville is required to accommodate significant forecasted population and employment growth under the County MCR, including a population of 38,500 residents and 21,700 jobs by 2051.
- The Town is required to achieve a minimum residential intensification target of 60 percent within the Built-Up Area and a designated greenfield density target of 46 residents and jobs per hectare.
- Orangeville's settlement area boundary generally corresponds with the Town's municipal boundary, resulting in limited remaining greenfield land supply and constrained opportunities for outward growth.
- Findings from the Long-Term Growth Management Strategy, Phase 1 and 2 Growth Analysis and Urban Land Needs Report identify a long-term land deficit of up to approximately 317 hectares over a 50-year planning horizon. This shortfall exists because the Town's settlement boundary is contiguous with its municipal boundary.
- Findings from the Long-Term Growth Management Strategy, Phase 1 and 2 Growth Analysis and Urban Land Needs Report identify the Town's existing municipal water and wastewater systems have a maximum servicing capacity of 36,500 people and 16,900 jobs, which is forecast to be reached by 2045.
- To efficiently utilize the Town's limited remaining land supply, future residential growth will increasingly rely on medium and high-density housing forms, with forecasts indicating that approximately 60 percent of future housing growth will consist of apartment units and approximately 26 percent townhouse units.
- The existing housing stock remains predominantly comprised of low-density housing forms. However, current development applications and ongoing municipal planning studies demonstrate an increasing shift toward compact built forms, intensification, and medium and high-density residential development.
- Demographic trends, including an aging population and increasing demand from younger households and families, support the need for additional affordable, attainable, accessible, and rental housing options across the housing continuum.

- Rising housing costs, increasing rental rates, low vacancy rates, and increasing levels of Core Housing Need continue to place pressure on housing affordability within the Town.
- Existing residential density permissions and built form policies may constrain opportunities for intensification, redevelopment, and housing diversification within strategic growth areas.
- Intensification opportunities exist within the Built-Up Area, along key corridors (such as the East and West Broadway Corridor), within mixed use areas, and on underutilized commercial and employment lands to support mixed use, multi-modal and transit supportive, and higher density residential development.

The findings identified above establish the broader planning and growth management context informing the Residential Strategy and OPR. These findings further inform the strategic directions, recommendations, and proposed intensification strategy discussed in Section 6.3 of this report.

5.2 Opportunities and Constraints

As informed by the Town of Orangeville HNA, Phase 1 & 2 Growth Analysis and Urban Land Needs Report, and related background studies, several key opportunities and constraints have been identified that will influence the future direction of the OPR.

Key constraints include the Town's limited remaining greenfield land supply, constrained municipal boundary, infrastructure and servicing limitations, and existing density policies that may limit opportunities for housing intensification and diversification.

At the same time, the OPR presents opportunities to support a broader range of housing forms and tenures, intensification within strategic growth areas and corridors, redevelopment of underutilized lands, expanded mixed use development opportunities, and updates to the Town's residential policy framework to better support long term growth and housing objectives.

A summary of the key opportunities and constraints identified through the analysis is provided in the table below.

Category	Constraints	Opportunities
General	The OP contains highly prescriptive policies, including multiple residential density categories, overlapping land use designations, and detailed delineation of intensification areas, which may limit flexibility and require frequent amendments.	Establish a more flexible policy framework focused on land use compatibility, built form, and growth objectives. Emphasize minimum densities and performance-based criteria while avoiding rigid density maximums and overly prescriptive policies that may constrain appropriate intensification.
Land Supply & Boundaries	Orangeville is effectively landlocked because its settlement area boundary matches its corporate boundary, resulting in a shortage of designated greenfield land. The approximate gross land deficit is 119 hectares over the next 30 years, and up to 317 hectares over a 50-year horizon.	Continue evaluating potential expansion areas to the west and southwest within Amaranth and East Garafraxa. Maximize the efficient use of existing land through intensification and support the implementation of the County's 60% residential intensification target within the built-up area.
Infrastructure & Servicing	Existing municipal water and wastewater systems are forecast to support a maximum population of approximately 36,500 residents and will reach capacity by approximately 2045. Accommodating long-term growth will require major servicing upgrades and long-term infrastructure solutions.	Coordinate growth with planned infrastructure investments and servicing capacity. Align growth management objectives with the Development Charges Background Study to support funding for water, wastewater, transportation, transit, and active transportation infrastructure.
Housing, Demographics & Affordability	The existing housing stock remains predominantly low-density and does not fully align with the needs of an aging population, younger households, or evolving housing preferences. Housing affordability remains a significant challenge, with 24.3% of households spending more than 30% of household income on shelter costs. Low vacancy rates and increasing levels of Core Housing Need disproportionately impact renters, seniors, and lower-income households.	Support a broader range of housing types, tenures, and affordability levels, including medium- and high-density housing, purpose-built rental housing, affordable housing, and missing-middle housing forms. Encourage residential intensification within appropriate serviced areas and explore opportunities to leverage publicly owned lands and underutilized sites for affordable and community housing initiatives.
Economy & Employment	The Town has a limited supply of vacant employment land (~40 hectares), with many remaining parcels too small to accommodate major industrial users. Under existing land and servicing constraints, employment growth is forecast to fall short of the County's employment allocation of 21,700 jobs by 2051, capping at 16,900 jobs.	Evaluate opportunities to optimize underutilized employment lands and support mixed-use redevelopment where appropriate. Promote residential and commercial intensification within downtown and commercial corridors, including residential uses above commercial space. Utilize Community Improvement Plan (CIP) incentives to stimulate private sector investment in priority growth and redevelopment areas.
Urban Design & Public Realm	The Town must balance the protection of the Downtown's historic character and heritage resources with the need to accommodate intensification and growth. Major corridors also require public realm improvements to support walkability, active transportation, and transit-supportive development.	Support a transition from units-per-hectare density permissions toward a FSI range, to facilitate mid-rise mixed-use development. Utilize existing and proposed Heritage Conservation Districts to guide compatible infill and adaptive reuse. Expand multi-use trails, streetscape improvements, and active transportation infrastructure to support complete communities and vibrant public spaces.

5.3 Intensification Strategy

This section outlines the recommendations for a residential intensification strategy arising from the demographic, housing, market, land use, and policy analysis undertaken through this Residential Strategy. The recommendations are intended to inform the Orangeville OPR and establish a long-term policy framework to accommodate forecasted growth, support housing diversification and affordability, optimize the Town's limited land supply, and coordinate future growth with infrastructure and servicing capacity.

The analysis demonstrates that Orangeville is experiencing increasing growth pressures within a constrained settlement area and infrastructure context. As a result, the updated OP will need to place greater emphasis on residential intensification, compact built form, housing diversification, and long-term growth management planning to ensure conformity with Provincial and County policy direction.

Please note, the updated identification of greenfield areas and delineated built-up areas, is discussed in the Policy Gaps and Conformity Review Strategy Paper, prepared by WW+P, dated June 2026.

Long Term Growth Management and Infrastructure Planning

The OP should establish a long-term growth management framework that recognizes the Town's constrained municipal boundary, limited remaining greenfield land supply, and existing servicing limitations. Given that Orangeville's settlement area generally corresponds with the Town's municipal boundary, opportunities for outward expansion are limited under the current boundary structure.

Recommendation: The OPR may acknowledge the need for coordination with the County where future amendments are required to implement local planning objectives. Findings from the Phase 1 and 2 Growth Analysis and Urban Land Needs Report identify a potential long term land deficit of approximately 119 hectares over a 30-year

planning horizon and up to 317 hectares over a 50-year planning horizon.

The updated Official Plan should also ensure future growth is closely coordinated with municipal infrastructure and servicing capacity. Existing municipal water and wastewater systems limit the long-term population and employment growth capacity under the Town's existing settlement area. The OPR should therefore incorporate policies that align future development permissions, phasing, and intensification opportunities with municipal servicing master plans and planned infrastructure upgrades.

Residential Intensification and Built Form

To accommodate forecasted growth within a constrained land supply context, the Official Plan should support increased residential intensification and redevelopment within the Built-Up Area. The analysis demonstrates that future residential growth will increasingly rely on medium and high-density housing forms, including townhouses, apartment buildings, mixed use development, and purpose built rental housing.

Recommendation: The updated policy framework should conform with the County OP intensification target of 60 percent of residential growth to occur within the Built-Up Area, and support opportunities for additional density and compact built form within strategic growth areas, including key corridors, mixed use areas, and underutilized commercial and employment lands.

The OPR should also evaluate existing density and built form permissions to determine whether current "units per net hectare" policies continue to appropriately support intensification objectives and housing diversification. Consideration should be given to alternative built form and massing approaches, including FSI range based permissions within more broad intensification areas and corridors.

Mixed Use and Corridor Intensification

The analysis identifies significant opportunities to support intensification and mixed-use redevelopment along strategic corridors, including the East and West Broadway corridors and other underutilized commercial areas. The updated Official Plan should encourage compact, mixed use, and multimodal development patterns that support complete communities, improve land use efficiency, and optimize existing infrastructure investments.

Recommendation: Policies should support the integration of residential uses within commercial and mixed-use areas, including opportunities for residential development above commercial uses and redevelopment of underutilized commercial plazas and sites. The OPR should also consider urban design and built form policies that support pedestrian oriented development, reduced surface parking, streetscape improvements, and compatibility with adjacent neighbourhoods.

Housing Diversity and Housing Supply

The analysis identifies a need for a broader range of housing forms, tenures, unit sizes, and affordability levels to respond to evolving demographic trends and future housing demand. The analysis identified the need for additional rental housing, downsizing opportunities, independent seniors housing, assisted living accommodations, and supportive housing to meet the needs of Orangeville's evolving population. While the Town's existing housing stock remains predominantly comprised of low-density housing forms, future growth will increasingly require medium and high-density housing options to support young households, families, seniors, and other evolving household types.

Recommendation: The OPR should support policies that expand opportunities for a broader range of housing forms and tenures. The updated Official Plan should also continue to support Additional Residential Units ("ARUs") and other forms of gentle residential intensification within existing neighbourhoods, building on the policy direction established through Official Plan Amendment No. 133.

Consideration should be given to reducing policy barriers that may limit opportunities for housing diversification, redevelopment, and innovative housing forms. This may include consolidating the land use designations and expanding the permitted uses to support more flexible approaches to residential development and intensification.

Housing Affordability and Inclusive Communities

The analysis identifies continued pressure on housing affordability within Orangeville, including increasing housing costs, rising rental rates, low vacancy rates, and increasing levels of Core Housing Need. Demographic trends also support the need for additional affordable, attainable, accessible, rental, and supportive housing options across the housing continuum.

Recommendation: The OPR should strengthen the Town's affordable housing policy framework by establishing updated housing objectives, affordability policies, and implementation tools intended to support the development of affordable and attainable housing. Consideration should be given to policies and financial tools that encourage purpose built rental housing, affordable housing development, and reinvestment in the existing housing stock.

The updated Official Plan should also support inclusive and accessible communities through policies that encourage age friendly design, accessibility considerations, supportive housing, and a broader range of housing options for diverse household needs and income levels.

Policy Conformity and Implementation

The Official Plan Review will be required to align with recent Provincial legislative changes, the Provincial Planning Statement, 2024, and updated County policy direction related to housing supply, intensification, infrastructure coordination, and long-term growth management planning.

Recommendation: The updated Official Plan should establish a comprehensive and flexible policy framework that supports compact development patterns, efficient use of land and infrastructure, housing diversification, and long-term growth management while maintaining compatibility with existing neighbourhoods and community character. The updated Official Plan may need to follow the standardized official plan contents and land use designations outlined in Bill 98, depending on the Town's decision and timing of the Official Plan adoption.

5.4 Conclusion

The analysis completed through this Residential Strategy demonstrates that Orangeville is facing increasing pressure to accommodate future population growth, address housing affordability challenges, and respond to changing demographic trends. The Town's population is projected to continue growing over the long term, while housing demand is becoming increasingly diverse, driven by an aging population, smaller household sizes, changing tenure preferences, and continued migration into the community.

The findings identify a need to expand housing choice, increase opportunities for rental, affordable, and attainable housing, support residential intensification, and facilitate a broader range of housing forms and tenures. The analysis also highlights the importance of coordinating future growth with infrastructure planning, municipal servicing capacity, and broader growth management objectives.

The strategic directions and recommendations contained in this report will inform the preparation of the updated OP policies, land use designations, and implementation framework. As the OPR progresses, these recommendations will be refined through ongoing technical review, stakeholder engagement, and consideration of the Town's Growth Management Strategy and related background studies.

The Residential Strategy will serve as a key input to the development of a comprehensive and responsive planning framework that supports housing supply, affordability, complete communities, and the long-term growth objectives of the Town of Orangeville.

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