

TOWN OF ORANGEVILLE

Land Needs Assessment



OUR FILE 15152A

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Town of Orangeville

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TABLE OF CONTENTS

1.0	Introduction	1
2.0	Residential Land Analysis	2
2.1	Population Projections	2
2.2	Dwelling Unit Assumptions	3
2.3	Residential Land Area Requirements	4
2.4	Residential Land Supply	6
2.5	Summary of Analysis	7
3.0	Industrial, Commercial and Institutional Land Analysis	8
3.1	ICI Land Demand	8
3.2	ICI Land Supply	12
3.2.1	Industrial Land Supply	12
3.2.2	Commercial Land Supply	13
3.2.3	Institutional Land Supply	13
3.3	Summary of Analysis	14
4.0	Servicing, Financial and Cross-Jurisdictional Implications of Growth	16
4.1	Wastewater Capacity	16
4.2	Water Capacity	18
4.3	Financial Implications of Future Development	18
4.4	Tax Rates	19
4.5	Cross Jurisdictional Issues	20
4.5.1	Water	21
4.5.2	Commercial Service Centre	22
4.5.3	Employment Lands	22
5.0	Residential Intensification	23
6.0	Recommendations	27

Figures

Figure 1: Vacant Designated Residential Area in Orangeville	6
Figure 2: Vacant Designated Employment Areas in Orangeville	12
Figure 3: Town of Orangeville Water System as of June 2015.....	17
Figure 4: CTC Source Water Protection Plan, 2012	21
Figure 5: GIS Analysis of Intensification Sites in Orangeville.....	24
Figure 6: Humber Lands and Surrounding Areas (urbanMetrics, 2016)	28

Tables

Table 1: Population Growth and Unit Growth in Orangeville.....	3
Table 2: Future Unit Mix and Unit Count in Orangeville to Build-Out	4
Table 3: Future Residential Land Requirements – Greenfields Areas.....	5
Table 4: Future Residential Land Requirements – Greenfields Areas.....	5
Table 5: Overview of Residential Land Supply and Demand in Orangeville	7
Table 6: Forecasted Industrial, Commercial and Institutional Lands (ICI) Distribution in Orangeville (Watson DC Study 2014)	8
Table 7: Forecasted Employment Composition and Requirement Land Area in Orangeville	9
Table 8: Populations and Employment Targets for GTA Municipalities	10
Table 9: Land Area Requirements Based On Employment Targets.....	11
Table 10: Vacant Designated Industrial Lands in Orangeville	12
Table 11: Vacant Designated Commercial Lands in Orangeville	13
Table 12: Vacant Designated Institutional Lands in Orangeville	14
Table 13: Overview of ICI Land Demand and Land Supply in Orangeville	14
Table 14: General Development Charges Payable in Orangeville.....	19
Table 15: 2015 Tax Rates	19
Table 16: Summary of the Assessment of Each of the Intensification Sites	25

Appendices

Appendix A - Potential Intensification Sites

1.0 Introduction

The Town of Orangeville's Official Plan was first adopted and approved in October 1985 and consists of multiple updates and amendments. The most recent consolidation of the Official Plan in September 2013 was updated in 2010 to fully conform to the Province's Growth Plan for the Greater Golden Horseshoe (the "Growth Plan"). With the Official Plan for the County of Dufferin (the "County Plan") approved by the Ministry of Municipal Affairs and Housing in March 2015, it is now appropriate for the Town of Orangeville to update the Official Plan for the Town to implement the County's Official Plan. The County Plan provides the population and employment forecast for the Town of Orangeville up to 2036 with consideration of approved municipal water and sewage services.

As required by the Planning Act, the Town of Orangeville (the "Town") is currently undertaking a five-year review of the Official Plan. This review will allow the Town to bring its Official Plan up-to-date in relation to other documents in the planning framework. The Town of Orangeville's Official Plan sets out, in general terms, the pattern by which the Town will grow over a 20-year horizon and provides planning policies to guide the physical, social and economic development of Orangeville.

The Town completed a Long Term Servicing Strategy (LTSS) for Water Supply and Sewage Treatment in 2004. The LTSS set out a strategy for providing servicing capacity for the remaining undeveloped lands within the Town's current municipal boundary. The LTSS concluded that an expansion of the Town's Water Pollution Control Plant (WPCP) would be required to provide sufficient sewage treatment capacity at build-out. The Town completed a Class Environmental Assessment for the WPCP expansion in 2011, and subsequently completed the detailed design. Construction of the WPCP expansion is currently underway.

MHBC Planning was retained by the Town of Orangeville to assist it in preparing a comprehensive review of land supply available for employment, institutional, commercial (ICI) and residential uses to determine if the Town is equipped to achieve the growth targets contained within the Growth Plan for the Greater Golden Horseshoe (2006), the Dufferin County Official Plan (2015) and the Development Charges Background Study (2014) with the lands it currently has available and the present designations of those lands. The Study will provide direction on the supply of all forms of employment, institutional, commercial and residential lands within the Town, relative to planned residential growth, now and in the future. The Study also provides information and recommendations to arrive at an optimal amount of employment and residential lands to adequately address a reasonable ratio of employment-to-residential population. The results of the study are to be used to determine Official Plan policy for the five-year review.

The Municipal Comprehensive Review described in the Provincial Policy Statement (PPS) is achieved through this Growth Management Study (the “Study”). The purpose of the Study is to assist the Town in determining potential changes to its Official Plan as it relates to lands that are designated for residential and employment purposes. The Study also provides a detailed assessment of opportunities for infilling and intensification for residential development.

The Town of Orangeville Official Plan Update was initiated in June 2015 with a presentation to Town Council, hiring of a consultant in July and a start-up Steering Committee meeting in August 2015. The Steering Committee is comprised of staff, members of Council, members of public agencies and interest groups including the County of Dufferin, Credit Valley Conservation, Heritage Orangeville, Wellington Dufferin Guelph Public Health, Orangeville BIA, Economic Development Committee, Orangeville Sustainability Action Team Committee and Friends of Island Lake to guide the study process.

2.0 Residential Land Analysis

The residential land supply and demand were analyzed as the first part of the Land Needs Assessment. This analysis aims to determine how much land is required to accommodate future growth in the Town over a 20-year horizon.

2.1 Population Projections

In general, population forecasts examine historic trends and project growth based on the circumstances in the local community. Located at the headwaters of the Credit River, Orangeville can place a limited amount of sewage effluent into the river in order to meet environmental criteria. Historically, growth potential of the Town was restricted due to limited capacity of the sewage treatment plant. The expansion of the water pollution control plant is underway which will provide sufficient sewage capacity for a build-out population of 36,490. The current population of the Town is approximately 29,540.

There is a potential for the Town to grow by approximately 6,950 persons to utilize the maximum capacity from the sewage treatment plant. For the purpose of this study, it is assumed the population of Orangeville will grow by this amount.

The Provincial Policy Statement (PPS) and the County Plan require new developments within urban areas to have full municipal services. As such, the County Plan forecasted the population of Orangeville to be 36,490 for both 2031 and 2036 based on the capacity of approved municipal water and sewage services. This projection is aligned with the figures used by this study. It is noted that the Town is likely to reach that population earlier than 2031 given its location in

proximity to the Greater Toronto Area. The Town’s Development Charges Study (Watson 2014) anticipates that the Town may reach its ‘build out’ population as early as 2024.

2.2 Dwelling Unit Assumptions

The County Plan and the 2014 Development Charges Background Study conducted by Watson & Associates Economists Ltd. (“DC Study”) provide a set of population forecasts for Orangeville.

Table 1: Population Growth and Unit Growth in Orangeville

2015 Population Forecast	29,540 *
2036 Population Forecast (Build-out)	36,490 **
Anticipated Growth to Build-out	6,950 persons 3,714 units 3,504 units from DC Study
* from DC Study and building permit data	
** from Town of Orangeville Official Plan, County Plan and DC Study	

Based on the range of housing and the population per unit from the DC Study, the number of future units that will be accommodated within the growth of the Town can be calculated. MHBC anticipates growth of 3,700 units between 2011 and build-out. As shown on **Table 1**, this differs slightly from the calculation of 3,500 units in the DC Study.

The reason for this difference is that, the 2014 DC Study has a reduced number of new residential units to compensate for new replacement units required by the existing population due to reduced household size. Currently, the Town is not permitted to charge a development charge that would result in existing residents paying again for infrastructure previously paid for by historic development charges or taxes.

MHBC’s calculation of future residential units is based on a population per household rate in 2024 of 2.33. The figures shown on **Table 1** represent the natural decline of household size that has been experienced in the Province of Ontario over the past decade, at approximately 0.05 persons per household for each five-year increment. Therefore, unlike the DC Study, the units calculated by MHBC reflect the decline in household size but recognize that the existing population will create demand for about 700 new housing units as the result of declining household size only by 2031. It is noted that some municipalities in the GTA are seeing increases in household size due to more secondary suites and multiple families/generations occupying dwellings. This is a matter that should be monitored as new development comes on-stream.

2.3 Residential Land Area Requirements

Land area requirements have been calculated based on the housing unit projections of 3,504 and 3,714. The land area requirements are also based on the maximum densities permitted by the Official Plan. In some situations, it may not be possible to build to the maximum densities permitted. A conservative approach should be taken to calculate the land area requirements to ensure that there is some flexibility in the marketplace and to prevent large increases in land value due to lack of land supply. **Table 2** shows the future unit mix and unit count based on a future housing mix break down provided for in the Watson DC Study.

Table 2: Future Unit Mix and Unit Count in Orangeville to Build-Out

Housing Type	Future Housing Mix	Future Units		PPU (2024)
		MHBC	DC study	
Singles/Semis	35%	1,291	1,218	3.19
Townhouses	35%	1,292	1,219	2.32
Multiple Dwellings/ Apartments	30%	1,131	1,067	1.37
Total		3,714	3,504	2.33

For the purposes of this report, given the insignificant difference in the DC Study and MHBC projections and extent of uncertainty in housing type projections, a mid-point of 3,600 units will be used to calculate land area requirements. **Table 3** shows the land area requirements based on 3,600 and projected units while considering the reduction in required land as the result of intensification.

The Orangeville Housing Needs Analysis (2010) anticipates that about 10 percent of all new housing will be generated by secondary dwelling units in existing dwellings. For the purposes of this study, it is assumed that 10 percent of the intensification in Orangeville will come from single-detached dwellings and semis, likely through secondary dwelling units. Following a review of sites that may be available for intensification within the Built Boundary and based on input received from a meeting with area builders and developers, 30 per cent of intensification has been assigned to apartment-type units and 60 per cent to medium density multiple/townhouse-type development. This is consistent with the Town’s experience over recent years. **Section 5** of this report provides greater detail on potential intensification.

Assuming that the intensification target of 50 per cent can be met within the Built Boundary, there is a need to accommodate a further 1800 units in the Greenfields areas. As shown on **Table 3** below, based on the housing mix used in the DC Study.

Table 3: Future Residential Land Requirements – Greenfields Areas

Unit Type	Average Density	Units Mix	Number of Units in Greenfield Areas	Gross Area Required (ha) After Intensification
Singles/Semis:	25	35%	626	28
Townhouses :	75	35%	626	8
Multiple Dwellings/ Apartments:	125	30%	548	5
Total		100%	1800	42 ha

* Totals may not add due to rounding.

For the purposes of **Table 3**, densities for development in Greenfield areas have been slightly reduced from the maximums permitted by the Official Plan on the basis that not all development will occur at the maximum density permitted.

Assuming the Town can meet the intensification target of 50 per cent, in order to meet the projected need for residential development in the Town of Orangeville, about 42 hectares of land will be required. If the Town were to achieve its Greenfield development targets of 1800 units at a density of 46 persons/jobs per hectare, only 39 hectares would be required.

Section 5 of this report reviews opportunities for intensification in greater detail. That work indicates that it is likely possible to accommodate 1038 residential units through intensification within the Built Boundary. It may therefore be necessary to accommodate approximately 762 additional units within the Greenfield areas. If that were to occur, there would be a need for additional residential lands within the Greenfield area. **Table 4** illustrates the residential land needs based on the findings of Section 5 of this report.

Table 4: Future Residential Land Requirements – Greenfields Areas

Unit Type	Average Density	Units Mix	Number of Units in Greenfield Areas	Gross Area Required (ha) After Intensification
Singles/Semis:	25	35%	891	36
Townhouses:	75	35%	891	12
Multiple Dwellings/ Apartments:	125	30%	780	8
Total		100%	2562	55 ha

* Totals may not add due to rounding.

Under this scenario there is enough designated residential land to accommodate additional residential development in the Greenfield areas on lands presently designated Residential.

2.4 Residential Land Supply

As part of this study, MHBC prepared digital mapping for the Town of Orangeville to identify vacant residential and employment areas both within the Built Boundary and in Greenfield Areas, to determine the amount of vacant residential land that is available to meet the housing demand for the Town. **Figure 1** shows the mapping for vacant designated residential lands in Orangeville. The areas are considered as 'gross' areas as development in those areas may include parkland, roads, natural heritage features and stormwater management areas.

Figure 1: Vacant Designated Residential Area in Orangeville



Based on the mapping, it was determined that there is approximately 59.6 hectares of land that is currently designated Residential and is vacant within the Town of Orangeville. Of that land, 2.5 hectares of land are located within the Built Boundary and 57.1 hectares are located within Greenfield Areas as defined by the Growth Plan.

2.5 Summary of Analysis

Table 5: Overview of Residential Land Supply and Demand in Orangeville

Gross Land Area Supply	Within Built Boundary	Within Greenfield Areas	Projected Demand - Intensification at 1800 units	Projected Demand - Intensification at 1038 units
59.6 ha	2.5 ha	57.1 ha	42 ha	55 ha

* Totals may not add due to rounding.

The analysis of residential lands indicates that there is sufficient residential land to meet the residential growth requirements of the Town to build-out even if intensification targets cannot be met. **Table 5** shows the projected demand is 42 hectares if intensification targets are met and 55 ha in intensification can only be accommodated at the levels described in Section 5 of this report. There are approximately 57 hectares of vacant designated land within the Greenfield areas and 2.5 ha within the Built Boundary. There are other lands such as the Employment lands located at the Hanson Blvd. extension that can also accommodate residential uses as part of a mixed use building and, as outlined in the urbanMetrics report, (March 2016) a portion of the Humber lands that may be suitable for residential housing geared to seniors.

The County Plan establishes an intensification target for the Town of Orangeville at 50 percent of the future residential demand requirements from 2015 onwards. Based on the total demand of 3,600 residential units and a 50 percent intensification rate, and the limited amount of vacant residential land in the Built Boundary it will be very difficult to achieve the intensification targets for the Built Boundary.

Additional opportunities for intensification, including redevelopment of commercial sites for mixed uses will need to be considered in order to meet intensification targets. In addition, policies strongly supporting intensification will be required. In addition the Humber lands may be able to provide additional opportunities for residential development. This option is further assessed in the urbanMetrics report (March 2016).

One means for the Town to achieve the intensification target assigned by the County Plan may be to amend the Town of Orangeville's current sewage allocation policy to ensure that there is capacity reserved and a balance provided between infill and intensification within the Built Boundary and development in the Greenfield Areas. Otherwise, it is possible that developments in the designated Greenfield Area could consume available capacity in advance of redevelopment occurring. Other options for meeting the intensification target would include requesting that the County and the Province consider a lower intensification target, or that the Built Boundary be revised to include lands that are currently surrounded by development but were excluded from the built boundary when it was established by the Province in 2006. If developments such as the Orangeville Highlands and Riddell development were now be considered to be with the Built

Boundary the potential intensification target would be met. Both of these actions would require Provincial approval.

3.0 Industrial, Commercial and Institutional Land Analysis

The supply and demand of industrial, commercial and institutional (ICI) lands were analyzed as part of this study. Building on the 2014 Development Charges Background Study, MHBC and urbanMetrics evaluated how much land is required to accommodate future employment growth in the Town over a 20-year planning horizon. The urbanMetrics evaluation is found in their Commercial Market Analysis and Economics Recommendations Report (March, 2016). A summary of those findings are contained in this report.

3.1 ICI Land Demand

The demand for ICI lands is determined by calculations completed by MHBC and urbanMetrics and also based on calculations undertaken in the 2014 Development Charges Background Study.

The method employed by the DC Study examines the amount of future building area that is likely to be generated based on historic job creation and converts that to building area based on jobs per square metre. The total building area required is then forecasted. **Table 6** summarizes the projections used in the Watson DC Study.

Table 6: Forecasted Industrial, Commercial and Institutional Lands (ICI) Distribution in Orangeville (Watson DC Study 2014)

Type	Growth of Jobs	Future Jobs	Building Area/ Job sq m	Building Area Required (sq m)
Industrial	61%	531	110	58,410
Commercial	30%	261	55	14,355
Institutional	9%	78	65	5,070
Work at Home	N/A	N/A	N/A	N/A
Total	100	870		77,835.0

Table 6 shows the data from the DC Study, forecasting approximately 870 new jobs in Orangeville to 2024. This calculation is in sharp contrast with the County Plan, which forecasts 59 new jobs in Orangeville over the next 25 years. However, the County Plan has reserve (unallocated) employment targets of 4,000 jobs to 2031 which are to be directed to Urban Settlement Areas and Community Settlement Areas. In order to have these employment forecasts allocated, lower tier municipalities must demonstrate that criteria have been addressed to the satisfaction of the County, including water and sewer servicing, transportation, and the lands being suitable to name a few.

Based on the projected 870 jobs for Orangeville, MHBC has used a rate of 46 jobs per hectare for the combined industrial, commercial and institutional lands to project the total amount of ICI lands required. It is important to note that the DC Study utilized lot coverage and building area per job rather than job density to determine the required land areas. urbanMetrics provided a third independent assessment of commercial land area needs and assigned a need for 6.8 ha of commercial land based on market demand related to regional population growth. As shown on **Table 7**, utilizing different approaches, the land area requirement results are similar between using a job density approach as opposed to a building coverage approach.

Table 7: Forecasted Employment Composition and Requirement Land Area in Orangeville

Type	Future Jobs	Building Area Required (sq m)	Land Area (ha)	
			MHBC ¹	DC Study ²
Industrial	531	58,410	11.5	14.6
Commercial	261	14,355	5.7	3.6
Institutional	78	5,070	1.7	1.3
Work at Home	N/A			
Total	870	77,835	19	19
1 - based on 46 jobs/ha 2 - based on building/land area				

* Totals may not add due to rounding.

It should be noted that, in projecting future commercial jobs, the DC Study includes a very broad range of commercial, recreational and quasi-institutional uses such as golf courses, cemeteries and community facilities within the commercial jobs category. For this reason, the land area requirements calculated for commercial uses may be somewhat larger than what is required for traditional retail and service commercial uses based on projected jobs by sector.

This approach to determining demand is based largely on historic trends without consideration for Growth Plan conformity. Therefore, the Town also needs to consider a policy driven approach to determining how much land to designate for employment purposes.

Most municipalities identify employment targets in relation to projected population growth. Employment growth for municipalities in the Greater Toronto Area has typically been guided by

an employment to population ratios of one job for every 2 to 2.25 persons. **Table 8** illustrates the population and employment targets outlined in other similarly sized GTA municipal Official Plans:

Table 8: Populations and Employment Targets for GTA Municipalities

City/Town	Jobs	Population	Target Ratio	Year
Town of Caledon	46,000	108,000	1:2.35	2031
Town of Halton Hills	29,410	70,000	1:2.38	2021
Town of Aurora	34,200	70,200	1:2.05	2031
Town of East Gwillimbury	34,000	86,500	1:2.54	2031
City of Niagara Falls	53,640	106,800	1:2.00	2031

The 870 jobs projected by the DC Study represent a ratio of 1 job for every 8 persons based on the future population growth of 6950 persons to 2036. This is substantially lower than the comparable municipalities. The Town currently has a population of 27,975 and employment of 14,681 which is a ratio of 1:2.

The County of Dufferin Official Plan contains the following policy regarding employment targets for expanding settlement areas:

3.5.1.1.k) there is an adequate supply of land designated for employment within or in the immediate vicinity of the settlement area to plan to maintain or move towards accommodating a minimum of one full-time job per three residents within or in the immediate vicinity of the settlement area;

This policy mirrors the policy in Section 2.2.8(2)i of the Growth Plan. These policies address desirable targets to be considered when expanding settlement areas. This target would also be desirable within a settlement area such as Orangeville. If the Town were to target one industrial job for every three residents it would set a target of 2,317 new industrial jobs to 2036.

The Town's Development Charges Study anticipates that 61 per cent of employment will come from Employment lands as industrial employment. In addition, there will be population-related employment in the commercial and institutional sectors. This would bring total employment closer to a 1:2 ratio.

In Orangeville, a total employment ratio of one job for each two persons would be appropriate given the Town's role as the focus of employment in the County. The ratio results in a target of 3,475 new jobs to 2036. It is recognized that there is a mix of employment opportunities that may cross over between industrial, commercial and institutional lands. Utilizing the employment growth projections by sector completed in the DC Study and a target of one job for each two

persons provides the following land area requirements based on achieving an employment density of 46 jobs per hectare. As noted, the land area requirements for commercial lands may be somewhat larger than required due to the methodology used. It is also recognized that achieving an employment density of 46 persons per ha in Orangeville will be very difficult in the planning horizon as this density typically requires considerable office type employment to off-set lower employment densities typically found in uses such as warehousing and logistics. The land area requirements calculation for industrial uses is therefore conservative.

Table 9: Land Area Requirements Based On Employment Targets

Type	Future Jobs ¹	New jobs	Land Area (ha) ²
Industrial	61 %	2120	46.0
Commercial	30 %	1043	22.5
Institutional	9 %	313	6.7
Work at Home	N/A		
Total	100	3475	75.5
1 – Watson DC Study 2014 2 – based on 46 jobs/ha			

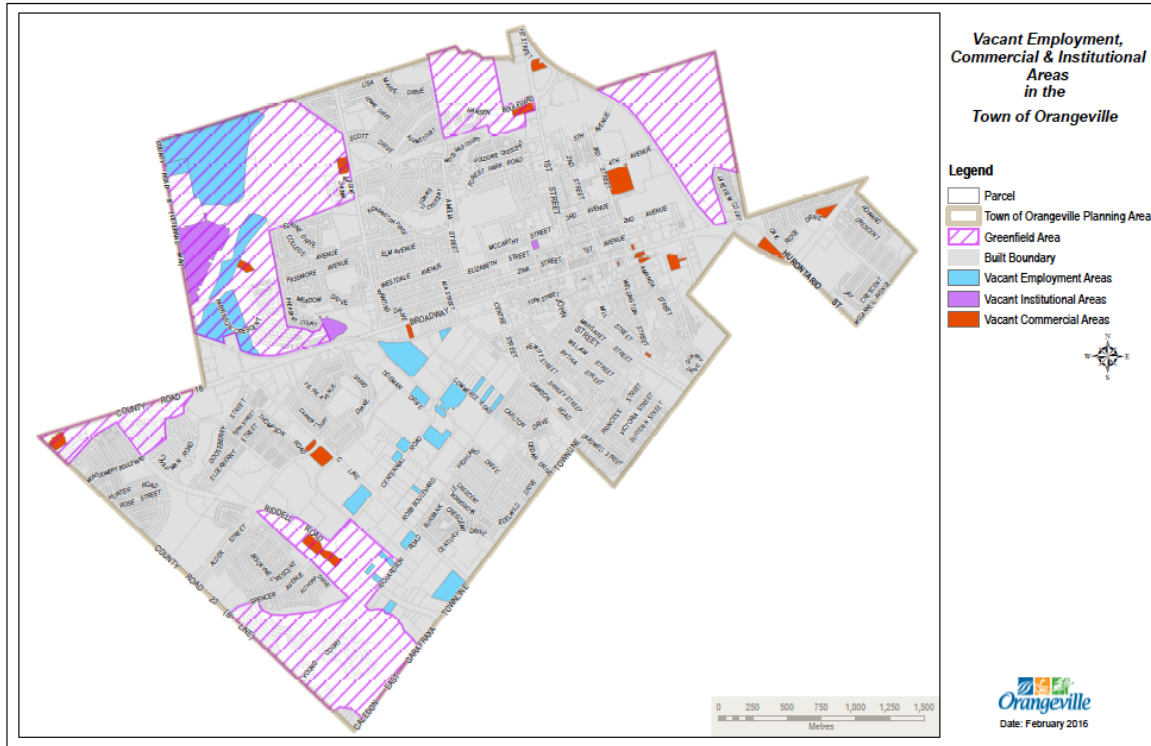
*Totals may not add due to rounding.

Establishing a target will guide the Town toward being a complete community in conformity with the Growth Plan and County Plan. It is recommended that the Town establish a policy and ensure that there is sufficient land available to meet the employment target of one job for each two persons rather than base future demand on historic trends. This approach will provide greater opportunity for the Town to be a place where residents can live and work in the same community and will reinforce the Town’s role as the major employment centre in the County.

3.2 ICI Land Supply

In **Figure 2**, the amount of vacant designated industrial, commercial and institutional lands within the Town of Orangeville has been mapped and analyzed through GIS.

Figure 2: Vacant Designated Employment Areas in Orangeville



3.2.1 Industrial Land Supply

There is approximately 67 hectares of land that is vacant and designated for industrial purposes in the Town of Orangeville. **Table 10** shows approximately one third of vacant designated areas are within the Built Boundary and two thirds are located in the Greenfield Areas. The projected demand based on the targets identified in the previous section is for 46 hectares, resulting in an oversupply of approximately 1.5 times the projected demand.

Table 10: Vacant Designated Industrial Lands in Orangeville

Type	Vacant Designated Areas (ha)		
	Within Built Boundary	Within Greenfield Areas	Total Vacant Lands
Employment Areas Industrial Lands	20.2	46.8	66.9

* Totals may not add due to rounding.

It should be noted that the 6 ha of Employment Lands within the Hanson Blvd. extension area have Official Plan policies (Section E.8.64.5.4.1) that permit the lands to be used for industrial uses, with limitations on outdoor operations, institutional uses including convalescent homes and commercial uses including retail stores, supermarkets, service commercial and personal service uses subject to determining that there is a need for additional commercial space through a site specific zoning amendment supported by a vacant employment land inventory and market studies. These lands are also capable of accommodating residential uses as part of mixed use buildings. For the purposes of this report, the lands are considered part of the vacant employment land inventory. However, it should be recognized that the lands may not be available for employment uses in the future and thus the 'oversupply' is overstated.

3.2.2 Commercial Land Supply

Table 11 shows the amount of vacant and designated commercial land located in the Greenfield Areas and within the Built Boundary. It is noted that most of the lands designated for commercial use are located within the Built Boundary. The total land supply is 14.6 hectares. Based on the forecast provided in the DC Study and the urbanMetrics (March 2016) assessment there is an excess of designated commercial land of approximately 3.6 to 6.5 hectares which is about three times as much commercial land as the Town of Orangeville is projected to require based on historic growth. However, based on a target of one job for each two persons and 30 per cent of employment being generated from commercial uses, there would be demand for about 22 ha and a shortfall of commercial land of about 8.4 ha. However, as noted, this projection may be exaggerated due to the job categories used. The method used by urbanMetrics, based on market demands and population growth may be a more appropriate approach for determining future needs for commercial lands.

Table 11: Vacant Designated Commercial Lands in Orangeville

Type	Vacant Designated Lands (ha)		
	Within Built Boundary	Within Greenfield Areas	Total Vacant Lands
Commercial Lands	9.1	5.5	14.6

* Totals may not add due to rounding.

3.2.3 Institutional Land Supply

There is a large supply of institutional lands in Orangeville, largely due to the designation of lands referred to as the Humber Lands. These lands were initially designated Institutional to provide for a satellite campus for Humber College (about 12 ha). Humber College, however, dedicated the lands back to the Town in 2014 and are pursuing an alternate arrangement for their expansion plans.

Table 12: Vacant Designated Institutional Lands in Orangeville

Type	Vacant Designated Areas (ha)		
	Within Built Boundary	Within Greenfield Areas	Total Vacant Lands
Institutional Lands	2.1	12.0	14.1

* Totals may not add due to rounding.

Table 12 shows the large amount of vacant designated institutional lands currently in Orangeville. There is a projected demand of between 1.3 and 6.7 hectares of land for institutional uses. The lands within the Built Boundary that are vacant and designated Institutional are able to accommodate much of the demand however there will be demand for some institutional lands within the Greenfields areas.

3.3 Summary of Analysis

There are two acceptable approaches to determining the amount of land required to meet future demand. A Forecast approach reflects historic trends and projects future demand based on what has happened in the past. The Target approach establishes an objective for the municipality, then establishes land area requirements based on that objective.

Table 13: Overview of ICI Land Demand and Land Supply in Orangeville

Type	Land Demand (ha)		Land Supply (ha)		Total
	Target ¹	Forecast ²	Within Built Boundary	Within Greenfield Areas	
Industrial	46	14.6	20.2	46.8	66.9
Commercial	22.5	6.8	9.1	5.5	14.6
Institutional	6.7	1.7	2.1	12.0	14.1
Total	75.5	23.1	31.4	64.3	95.7

¹ based on target of 1 job for every 2 persons.

² based on highest forecast from MHBC, Watson and urbanMetrics

*Totals may not add due to rounding.

The analysis of industrial, commercial and institutional lands, summarized by **Table 13**, indicates that there is sufficient industrial, commercial and institutional land to meet the growth requirements of the Town to build-out. In order to enable the Town to achieve an employment target of 1 job per 2 persons it is necessary to protect the 46 ha for industrial employment purposes. Protecting the existing combined 66.9 ha of industrial Employment Land will provide approximately 1.5 times the minimum required to achieve the employment target. This will ensure flexibility in the marketplace and provide a greater number of development options for

prospective employment lands uses. It will also recognize that the target employment density of 46 jobs per ha will be very difficult to achieve in Orangeville unless more prestige-type industrial uses can be attracted to the Town. Greenfield Areas generally can provide a range of parcel sizes to meet any unique land needs, especially in the industrial sector where large parcels are typically required. Ideally, those lands should be readily serviceable and located in proximity to major transportation infrastructure. Designating a part of the Humber Lands for Prestige Employment purposes could increase the employment density in the area, furthering the Town's ability to achieve the density outlined in the Growth Plan and County Plan and provide an attractive setting for major office and research and development type uses.

As noted, the County of Dufferin Official Plan holds an allocation of 4,000 jobs to the year 2036 as 'unallocated' at the time that the County Plan was approved. Section 3.5.3 of the Plan establishes policies for the allocation of those jobs. This Study indicates that there is sufficient land, servicing capacity and infrastructure to accommodate many of these jobs within the existing designated lands in Orangeville. Rather than allocating 59 new jobs to Orangeville over the planning period, the County Plan should allocate 3505 new jobs to achieve the target of two jobs for each person.

It is reasonable to assume that all projected commercial and institutional land needs may be accommodated within the existing Built Boundary.

Conversion of vacant ICI lands to non-employment uses, such as residential, is permitted by the planning framework in Ontario as a part of a Municipal Comprehensive Review process. Given the supply of lands designated for ICI purposes in the Built Boundary and the projected difficulty in achieving the residential intensification targets, there are some opportunities to consider minor changes to the current designations. Conversion of designated Employment land to residential uses within the Built Boundary may assist the Town to meet its intensification targets. Two sites that represent opportunities for such conversion are identified in the Section 5 of this report. Apart from these areas, conversion of Employment Lands to residential purposes should not be considered. Apart from these small areas, this study demonstrates that there is no need for the conversion to meet the housing targets in the Greenfield areas and that the designated lands are required to meet the needs for employment uses over the long term.

4.0 Servicing, Financial and Cross-Jurisdictional Implications of Growth

In order to determine how and where growth can be best accommodated in the Town of Orangeville, it is necessary to have an understanding of the servicing opportunities and constraints within the Town. This section provides an overview of the capacity and availability of municipal water supply and wastewater treatment systems and provides an overview of financial implications of development. Finally, this section reviews the implications of development on the adjacent municipalities. The elements of this section fulfill the requirements of a Comprehensive Municipal Review as defined in the Provincial Policy Statement. This section also addresses the criteria in Section 3.5.3 of the County of Dufferin Official Plan regarding allocation of future reserved Employment Growth.

4.1 Wastewater Capacity

In 2015, the Orangeville Water Pollution Control Plant was undergoing an expansion. The current rated capacity of the plant is annual average daily flow of 14,400 cubic metres of wastewater every day. Once the expansion is completed, expected for mid-2018, the plant will have an increased rated capacity of 17,500 cubic metres per day. This capacity will be sufficient to accommodate the anticipated population increase of 6,950 persons as well as servicing all of the currently designated employment, commercial and institutional lands within the Town. Sewage flows are based on typical rates for various uses. A use that generates significantly higher sewage volume or a change in demographics that increases household size could result in fewer persons or uses being able to be serviced. For example, residential uses typically generate three times the volume per resident than employment uses generate per job.

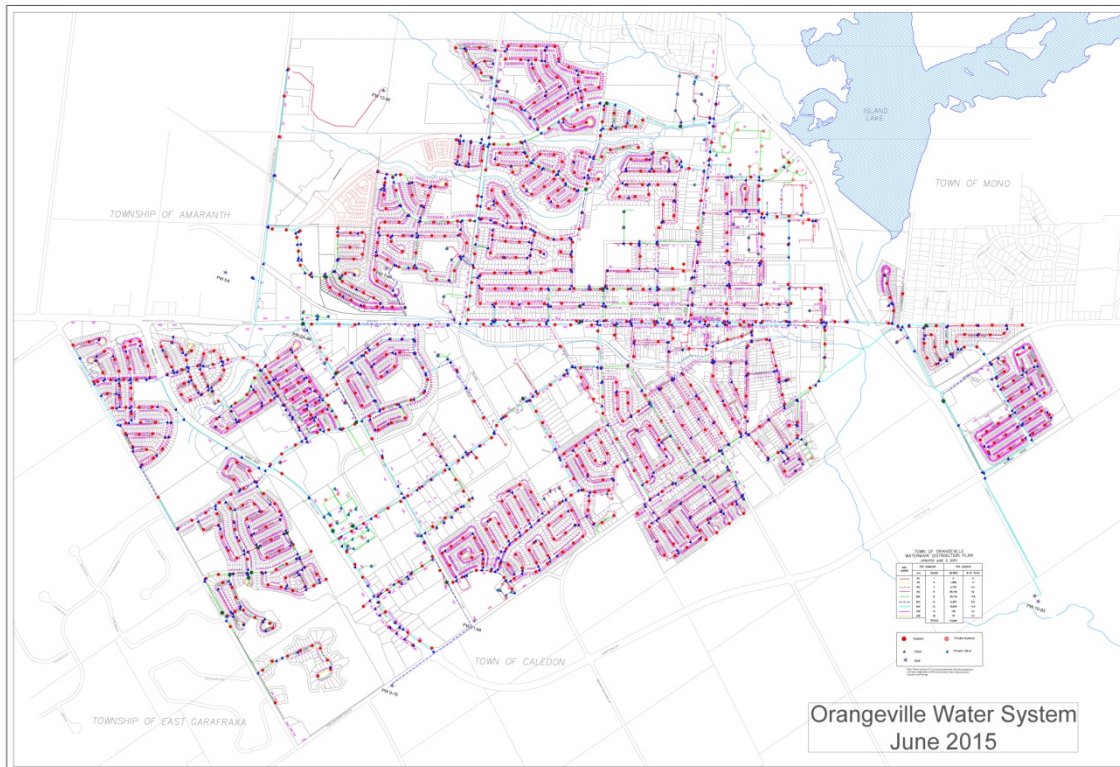
The expanded capacity of the water pollution control plant is sufficient to accommodate the “built-out” population threshold of 36,490 for the Town of Orangeville. Since the plant is located at the headwaters of the Credit River, expansion of the plant beyond the current expansion would require advances in science and engineering in order to meet strict environmental regulations. For the purposes of this planning period, up to 2036, it is assumed that the current expansion will be the final expansion available based on current technology.

The Town’s Public Works Department notes that, since universal water metering was instituted in 2003, there has been a continual decline in the generation of wastewater on a per capita basis. Should this trend continue, there may be limited opportunities to accommodate additional population within the plant capacity of 17,500 cubic metres per day. Ongoing monitoring will be necessary in order to determine whether that opportunity will exist in the future. Once the

expanded plant is in service, the flows into the plant will be monitored on a regular basis and an annual report on the flow rates, committed capacity and remaining capacity will be required under the Ministry of Environment and Climate Change Regulations.

Figure 3 illustrates the portions of the Town of Orangeville, which are presently serviced with water supply and distribution system. Sanitary sewers service is available in approximately the same areas. The Town benefits from a relatively high geographic elevation and most of the sewage flows by gravity to the water pollution control plant at the present time. For the entire Town of Orangeville, there are only four sewage lift stations in operation at the present time. The Public Works Department advises that most of the existing designated lands within Orangeville can be serviced within the existing trunk main and lift station infrastructure save and except for the lands located at the northwestern corner of Orangeville. This area was once used as an aggregate pit and therefore has topographic limitations, which would require the installation of a new lift station in order to service the area. In addition, new trunk mains would be required to connect to the existing infrastructure. As a result, the cost to provide sanitary services to this area would be significantly higher than the rest of the lands within the settlement area. These costs are not included in the Town's Development Charges By-law and would therefore need to be paid for by the developer.

Figure 3: Town of Orangeville Water System as of June 2015



4.2 Water Capacity

The Town's 2004 Long Term Servicing Strategy completed by R. J. Burnside & Associates Ltd. identified that the water supply for the Town of Orangeville at that time was provided through a series of 12 wells. At that time the wells had a "safe pumping" capacity of about 16,765 cubic metres per day. This capacity is augmented by four storage reservoirs.

Based on a build-out population of 36,490, the existing water supply system will experience a shortfall prior to the expected build-out of the Town. This will require the Town of Orangeville to seek an additional supply of water. As noted in **Section 4.1**, since installing water metres in 2003, water use in the Town has been reduced considerably. In addition, the Ontario Building Code requires low flow fixtures in all new development further reducing water demands. Notwithstanding the above, Orangeville will require additional sources of water supply before it reaches the build-out population threshold.

During this planning period, the Town will be required to undertake a municipal environmental assessment (EA) process to review options for providing additional water and provide an EA approved solution to the potential shortage. As with the water pollution control plant, the Town will need to monitor its water use over the next few years to determine the appropriate timing for undertaking the EA and initiating work on expanding the water supply capability.

4.3 Financial Implications of Future Development

While growth generally increases assessment and thus enhanced taxation revenue for the Town, it has been shown that not all growth is financially viable. Growth results in the need for expenditures for capital costs in order to service the growth. To offset the increased capital costs for growth, the Town has developed a Development Charges By-law under the provisions of the *Development Charges Act, 1997*. The 2014 Development Charges Background Study provides a clear assessment of the capital costs related to growth and provides a basis for the Town's Development Charges By-law in order to obtain sufficient funds to offset the capital costs associated with new developments. In theory, the development charge should offset any capital cost required to accommodate new growth and hence, the Town should continue to receive additional revenues from growth to taxation. These revenues are to off-set the capital needs to accommodate new development. In the absence of a development charge, existing taxpayers would need to offset the costs of development through increased taxes.

The general development charges currently payable in the Town of Orangeville are as follows:

Table 14: General Development Charges Payable in Orangeville

Single and Semi-detached	\$23,518
Apartments – Two Bedrooms Plus	\$12,828
Apartments – Bachelor and One Bedroom	\$8,037
Other Multiple	\$17,104
Non Residential	\$88.72 ¹ (per square metre)

¹ Industrial uses are exempt from Development Charges by the Town

In addition to these charges, the Development Charges By-law also assigns additional development charges for water, wastewater, stormwater and roads within area specific portions of the Town. The area specific water charges range from \$1,375 to \$25,658 depending on the location of the lands. Additional wastewater charges range from \$5,078 to \$10,571 and area specific stormwater management charges range from \$3,493 to \$13,494. These area specific charges are based on additional infrastructure required to service growth in those specific areas.

These provisions of the Development Charges By-law for the Town of Orangeville ensure that the financing and construction of infrastructure will occur as development proceeds and is therefore financially sustainable.

4.4 Tax Rates

The following table summarizes the 2015 tax rates for the Town:

Table 15: 2015 Tax Rates

Property Class	Tax Rate (%)			
	Town	County	Education	Total
Residential	0.827755	0.388143	0.195	1.410898
Commercial Full (Occupied)	1.009861	0.473534	1.024668	2.509063
Industrial (Occupied)	1.819737	0.853294	1.53	4.203031

Based on these tax rates, a house assessed at a value of \$500,000 would generate \$4,138 of tax revenue for the Town of Orangeville. The same commercial assessment would generate slightly higher, \$5,048, whereas the same industrial assessment would generate \$9,098.

Based on the municipal tax structure, which is similar to other mid-size towns in Ontario, there is a clear desire to increase the commercial and industrial assessment of the Town in order to reduce the overall tax burden on residential developments. Currently the Town's residential to non-residential tax ratio is 75:25. This is similar to the City of Barrie, City of Brampton and the City of Burlington. There is a financial interest in the Town in preserving as many opportunities for future

commercial and employment areas as possible in order to generate the funds necessary to maintain, operate and expand the municipal services and infrastructure while reducing the tax burden on residential tax payers. Preserving the land base required to achieve and maintain a desirable ratio between residential and non-residential land uses will ensure a complete community that is financially sustainable.

The 2014 Financial Report for the Town of Orangeville indicates that the Town is in a healthy financial condition with revenues providing a small surplus in each of 2013 and 2014 and relatively small municipal debt in relation to assets. From a planning perspective, the financial viability of new development is driven by policy as well as the ability to collect on capital expenditures through the *Development Charges Act*. It has been proven that making the most efficient use of existing and planned infrastructure ensures that there is sufficient tax revenue generated from the development, after the investment in the capital in the first place to ensure the ongoing maintenance and viability of the municipal services.

Since the Growth Plan and the County Plan provide for a minimum development density of 46 persons and jobs per hectare for Greenfield developments in Orangeville, it should be anticipated that future growth will generate considerable revenue for the Town above and beyond revenue generated by development charges. Directing growth to the existing serviced areas will be the most cost effective and viable form of growth from a financial perspective for the Town. As noted in **Section 4.1**, there are parts of the Town, predominantly the northwestern corner where there are no services at the present time. Given the cost to service the land, this area will only be developed only when the cost of extending services will be offset by increased land values and likely higher employment densities. Other areas designated for Employment Areas should be developed as a priority by the Town to make the most efficient use of existing services and other infrastructure. The Humber Lands are identified as an area where servicing is readily available which could be designated for future employment use.

4.5 Cross Jurisdictional Issues

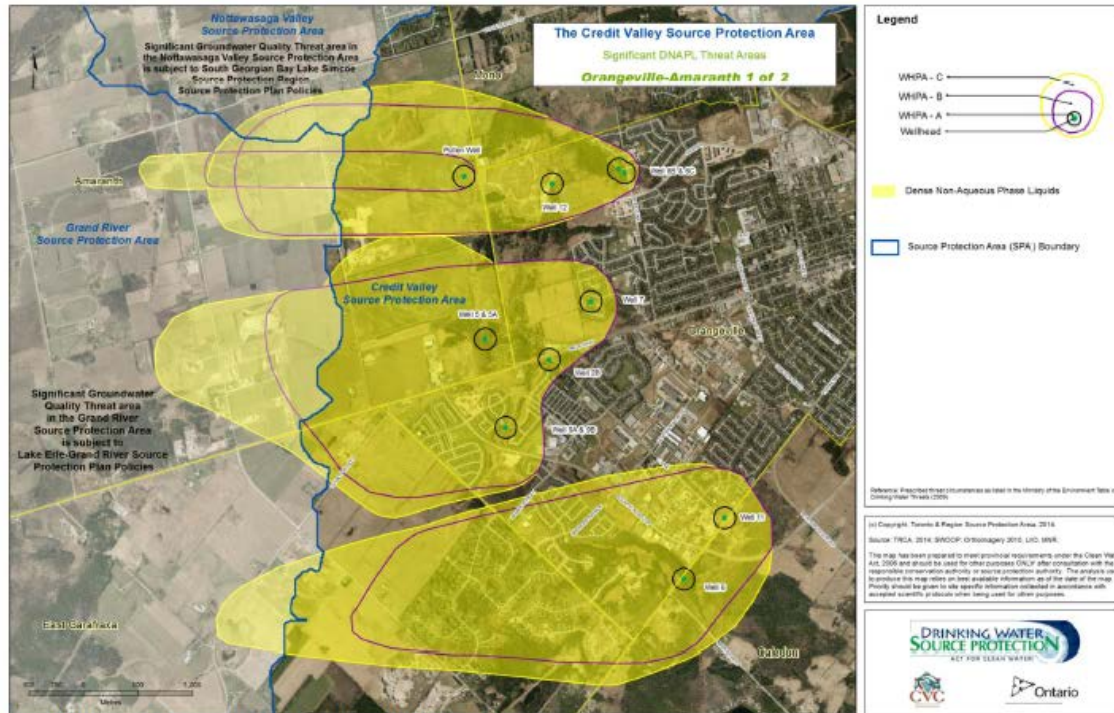
Section 1.2.1 of the PPS requires municipalities to coordinate planning across lower, single and/or upper-tier municipal boundaries and with other government agencies and boards. To a certain extent, this coordination is provided by ensuring that the Town of Orangeville Official Plan complies with the recently approved Official Plan for the County of Dufferin (2015). The County of Dufferin is the upper-tier municipality in the planning structure; however, the County does not have a full planning department but rather relies on consulting services for their needs.

In order to fulfill the requirements of the PPS, the municipalities of the Township of Amaranth, Township of East Garafraxa, the Town of Mono and the Town of Caledon were contacted to determine if there were any cross-jurisdictional issues that would needed to be considered as part of the Orangeville Official Plan update. The following is a summary of the issues that have been identified by the Town of Orangeville and the adjacent municipalities.

4.5.1 Water

As noted in **Section 4.2**, the Town of Orangeville will likely need to secure an additional source of water supply before it reaches its build-out population. The aquifers that provide drinking water to the Town are also shared by the Township of Amaranth, the Township of East Garafraxa and the Town of Mono. **Figure 4** shows an excerpt from the CTC Source Water Protection Plan identifying how the Source Water Protection Areas associated with the wells cross municipal boundaries between Orangeville, Amaranth and East Garafraxa.

Figure 4: CTC Source Water Protection Plan, 2012



The Township of Amaranth has approved estate residential development located just west of the Orangeville boundary that is dependent on the same aquifer used by the Town for a water supply. The Township of East Garafraxa has considerable Employment Lands designated located to the southeast of the Town border. The Town of Mono also has a large estate residential area northeast of Orangeville. The four municipalities will need to coordinate their use of this groundwater resources to ensure that the extraction of water is at a sustainable rate and can allow the full development of all three municipalities without one adversely impacting the aquifer. In addition, land uses currently permitted by the Official Plan need to be regulated in order to prohibit uses that could potentially impact the quality and quantity of ground water in accordance with the CTC Source Water Protection Plan.

4.5.2 Commercial Service Centre

The northern parts of Caledon, Township of Amaranth and Town of Mono have no major commercial service centres. Orangeville acts as the focus for the provision of goods and services to the broader area. Within the County of Dufferin, the Town of Shelburne acts as a secondary service area. However, the Town of Shelburne is approximately one fifth the size of Orangeville, and therefore, cannot support the higher order commercial goods and services that the Town of Orangeville can provide. Planning for commercial, institutional and employment lands needs to consider the continued regional focus that Orangeville plays in Dufferin County. The urbanMetrics (March 2016) report identifies that the commercial demand in Orangeville may be 20 percent higher than what may be attributed to population growth within the Town itself. Orangeville could continue to improve its role as a larger regional service centre by seeking to improve the variety of goods and services as well as employment opportunities that are sought by the larger service area by promoting this regional role through the Town's Economic Development efforts.

4.5.3 Employment Lands

It is noted that the Township of East Garafraxa has about 120 ha of largely vacant Employment lands directly abutting Orangeville to the south-west. The Township of Amaranth has approximately 24 ha of designated Employment lands abutting Orangeville to the west. These lands may be suitable for industrial uses that have very low density employment uses and require large land areas but not full municipal services such as warehousing and logistics. A portion of the lands is also within the CTC source water protection area described above. While these lands can potentially provide opportunities for employment uses, the density of development that can be accommodated and the limitations on use for environmental reasons limits the extent to which demand for these lands would compete with fully serviced lands within Orangeville. Should the lands develop as designated, they would further support employment related commercial uses within the fully serviced area of Orangeville.

5.0 Residential Intensification

As part of the Land Needs Study, it is necessary to look at opportunities for residential intensification within the Town. The current Official Plan for the Town of Orangeville includes intensification policies that specify the Town will meet the target of a minimum of 50% of all residential development occurring annually within the Built Boundary after 2015. Section E1.11, Intensification and Change, of the current Official Plan states Council will identify areas with the potential for infill development and intensification on an on-going basis based on the following criteria:

1. vacant and/or underutilized lots within previously developed areas;
2. the potential on a property for infill development; or,
3. the potential on a property for the expansion or conversion of existing buildings.

Based on these criteria, the Town has identified a number of residential intensification areas in the current Official Plan. These areas have not been reviewed in the past five years and a number of those areas have already built-out. The purpose of this assessment is to develop a comprehensive and sustainable residential intensification strategy to identify areas of intensification and infill development where appropriate, policies to satisfy intensification targets to achieve the intensification targets in the Dufferin County Official Plan and the Growth Plan and to determine areas where certain forms of intensification may not be appropriate in the Town of Orangeville.

To assist in this review, MHBC prepared mapping that illustrates opportunities for intensification areas from a locational perspective based on desirable walking distances to community facilities and amenities. A ten-minute walk from parks and transit provides a distance of approximately 500 metres. Destination oriented trips to community centres, schools and commercial amenities have been set at 800 metres, or about a 15-minute walk. These criteria result in the following parameters:

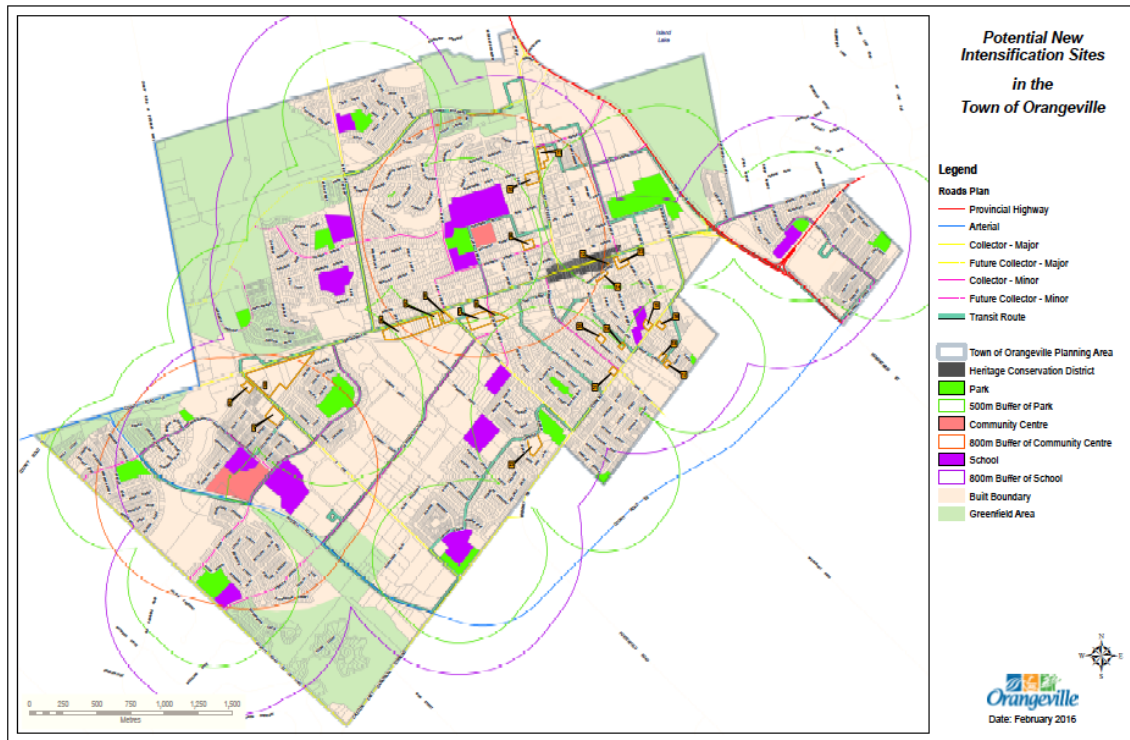
- 500 metres from a park;
- 800 metres from a community centre;
- 800 metres from a school;
- 800 metres to commercial amenities; and
- 500 metres to transit.

As shown on **Figure 5**, most of the Town of Orangeville meets these criteria.

These criteria are locational criteria only. Other criteria, such as character of the area, compatibility, traffic, parking, natural heritage constraints, topography, height, density and potential flooding

also need to be considered in more detail on a site by site basis based on the policies in the Official Plan and an application and associated background studies as submitted. The intent of the following analysis is to provide a policy-level assessment of potential intensification and infilling sites.

Figure 5: GIS Analysis of Intensification Sites in Orangeville



As noted earlier in this study, the intensification target for the Town of Orangeville after 2015 is 50 per cent of new residential development or approximately 1,800 residential units to be developed within the Built Boundary. As noted in **Section 2**, there is only 2.5 hectares of vacant residential land within the Built Boundary. It is therefore necessary to carefully review options for intensification within the Built Boundary.

Through air photo interpretation and on-site reviews, Town staff and MHBC identified 22 potential intensification sites that met the criteria with respect to proximity to community services, good transportation connections and full municipal services. Consideration was also given to the surrounding land uses, the density of surrounding land uses and the approximate density that could be located on the site respecting the character of the neighbourhood. In addition, each site was reviewed with floodplain mapping and natural heritage features mapping provided by the Conservation Authority. As a result, the maximum density permitted in the Official Plan was not always used to generate potential unit yield. Sites located within a Heritage Conversion District or Heritage Conservation District Study Areas that would result in demolition and reconstruction were deemed less suitable for significant intensification.

Appendix A provides a description and assessment of each of the intensification sites that were considered. All of these sites are within the Built Boundary. **Table 16** provides an assessment of our calculations for the unit counts and resulting development potential of all the intensification sites identified in **Appendix A**. Based on the assessment and providing for what has been assigned to be reasonable intensification levels, there is a potential for intensification within the Town of Orangeville on these sites for about 1038 residential units. This is approximately 50 percent of the intensification target established in the County Official Plan and the Growth Plan.

Table 16: Summary of the Assessment of Each of the Intensification Sites

Map ID	Official Plan Designation(s)	Area (ha)	Area of Constraints (Floodplain/NHS) (ha)	Remaining Area after Constraints Removed (ha)	Proposed Units/ha	Proposed No. of Resulting Units
1	Low Density Residential	1.0806	0	1.0806	100	108
2	Low Density Residential	0.3812	0.0208	0.3604	50	19
3	Low Density Residential, Open Space Conservation, Service Commercial, Open Space Conservation	6.6225	3.4079	3.2146	50	161
4	Restricted Commercial, Residential, Neighbourhood Commercial	3.3047	0.7501	2.5546	75	195
5	Restricted Commercial, Residential	0.5563	0.0619	0.4944	75	40
6	Restricted Commercial, Residential	0.3904	0.2496	0.1408	100	14
7	Neighbourhood Commercial	1.629	0.8287	0.8003	125	100
8	Medium Density Residential	0.469	0.2837	0.1853	50	9
9	Institutional	0.4936	0	0.4936	100	49
10	Restricted Commercial, Residential	0.7926	0	0.7926	50	40
11	Restricted Commercial, Residential, Neighbourhood Commercial	0.7769	0	0.7769	75	58
12	Central Business District	0.0333	0	0.0333	100	5
13	Service Commercial, Open Space Conservation	0.5606	0.4045	0.1561	100	16
14	Central Business District, Open Space Conservation	0.3052	0.1573	0.1479	100	15
15	Medium Density Residential, Low Density Multiple	0.3693	0	0.3693	66	24
16	Low Density Residential	0.2422	0	0.2422	35	8
17	Employment Area	0.1728	0	0.1728	50	9

Map ID	Official Plan Designation(s)	Area (ha)	Area of Constraints (Floodplain) (ha)	Remaining Area after Constraints Removed (ha)	Proposed Units/ha	Proposed No. of Resulting Units
18	Low Density Multiple	0.234	0	0.234	35	8
19	Low Density Residential	0.1465	0	0.1465	50	7
20	Low Density Residential	0.2996	0	0.2996	35	10
21	Neighbourhood Commercial	0.254	0	0.254	50	13
22	High Density Residential	1.03	0	1.03	125	129
Total						1038

Approximately, one third of the sites examined are currently designated for commercial use. To promote the redevelopment of these aging retail sites, the Town should consider allowing mixed-use redevelopment on these sites within the Built Boundary that includes a residential component. This may include vacant lands designated as General Commercial, Neighbourhood Commercial and Service Commercial designations. This will help to achieve the residential intensification targets set. The permission of mixed-use redevelopment on commercial lands will not adversely impact the provision of retail amenities in Orangeville. The further identification of appropriate sites based on criteria set forth by Section E1.11 of the current Official Plan should be encouraged.

The Town should consider adjusting policies for “Intensification Areas” and add specific prioritized sites, such as ones examined by this study, for urban intensification. A “Priority Intensification Area” designation may be established by Council to replace “Intensification Areas” to promote infill development. Such a designation would clearly identify that change will occur in those areas in order to achieve the intensification targets for the Town. A designation of “Stable Neighbourhood” may be applied to areas in Orangeville not suitable for intensification that requires demolition and reconstruction. Together, this set of land designation related to intensification can clarify the Town’s policies and intentions to meet intensification targets.

6.0 Recommendations

This study provides a number of key findings that are significant to the development of the Town of Orangeville. Generally, this report demonstrates there is no need to redesignate lands to meet population and employment targets in Orangeville and no need to expand the urban boundary.

Given the oversupply of lands for industrial and institutional purposes, there is some opportunity to consider changes to the current Employment Area designations. Limited conversion of employment or institutional lands within the Built Boundary could be considered as a mechanism to meet residential intensification targets in Orangeville at a limited scale.

Due to the limited residential land supply within the Built Boundary additional opportunities for intensification will need to be considered. It will be very difficult to meet the intensification targets through the development of vacant sites. Secondary suites within current and future housing provide limited opportunities for residential intensification. Therefore, new strategies for land designation, development incentives, and servicing capacity allocation to promote intensification should be considered.

The following is the summary of recommended actions for the Town of Orangeville to consider:

Recommendation 1: Establish a target of one job for every two new residents

The current jobs-per-person ratio in Orangeville is 1:2. This ratio should be maintained. Fifty-five per cent of the workforce who lives in Orangeville commutes to another municipality to work. In an effort to create a more complete community the Town should set a target of one job for every two persons. This includes all employment, including commercial and institutional uses.

This target and the analysis contained in this report should satisfy the requirements of the County Official Plan for allocating a substantial portion of the reserved 2016 employment target for the County to the Town of Orangeville.

Recommendation 2: Protect the most attractive Employment lands in the Greenfield Areas

Within the Greenfield areas, there are employment lands that are readily serviceable and have good access to major transportation infrastructure. Opportunity for significant conversion of these lands to residential or commercial uses should not be considered. Designation and promotion

of these lands for employment uses is necessary to achieve a more complete community in Orangeville.

Recommendation 3 Permit limited employment land conversion based on Provincial and County policies to achieve intensification targets in the Built Boundary

The Growth Plan for the Greater Golden Horseshoe and the Official Plan for the County of Dufferin permit the conversion of Employment lands to non-employment uses conditional on the demonstration of a need for a change, employment projections will be met, and intensification efforts will not be adversely affected.

The redevelopment of vacant or underutilized Employment lands in the Built Boundary that have been identified as potential intensification sites should be encouraged. However, the Town should only consider permitting the conversion of vacant Employment lands within the Built Boundary only if such conversion contributes to intensification efforts. Two such sites have been identified in the Intensification Study forming part of this Report.

Recommendation 4: Encourage mixed use development on older commercial lands

The Town should encourage mixed-use redevelopment on vacant and underutilized commercial lands to achieve intensification targets in the Built Boundary. These redevelopments should meet a set of criteria that ensures viability of retail amenities in Orangeville, in particular the downtown, will not be adversely impacted. The redevelopment of these sites should be evaluated by intensification policies set forth by Section E1.11 of the current Official Plan or updated policies that promote intensification in Orangeville. Bonusing policies could also be considered to permit increased height. (See also Recommendation 8)

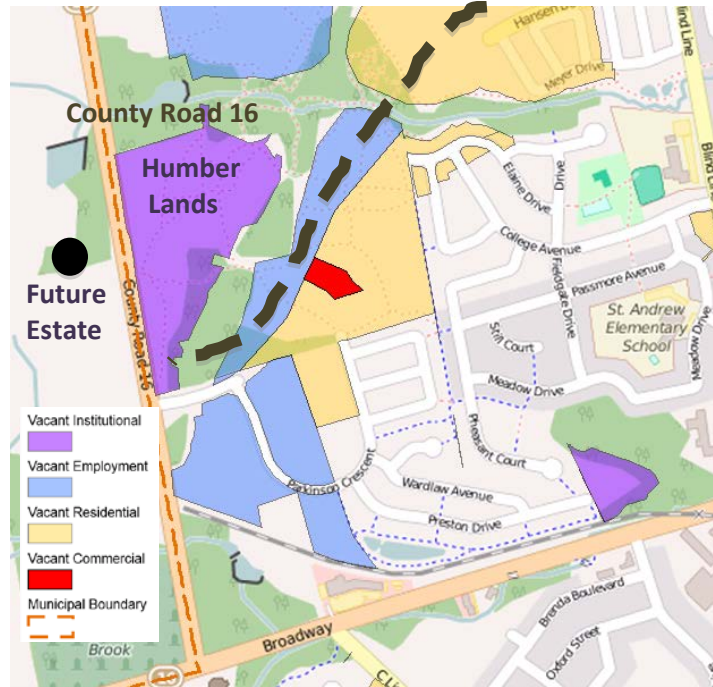
Recommendation 6: Options for the Humber Lands

urbanMetrics and MHBC identified two options for the future development of the Humber Lands.

The Town could maintain the Humber Lands as Institutional lands into the future but incorporate special policies that would enable the lands to be developed for specialized residential development. The development of a portion of the lands for residential purposes should only be considered as a master planned community associated with seniors housing, special needs care facilities or other special purposes.

A master planned community would need to include limited accessible commercial, institutional and community facilities for use by the immediate residents due to its proximity to existing amenities.

Figure 6: Humber Lands and Surrounding Areas (urbanMetrics, 2016)



Alternatively, the Town could introduce a new designation, such as a Humber Lands Special Policy Area, that would permit a combination of Prestige Industrial uses adjacent to Veteran’s Way, a master planned residential community geared to seniors in the south-easterly portion of the lands and a major open space area on the north-east corner to create a connected open space system with the environmentally sensitive lands to the east. Currently there are no lands in Orangeville that are designated for Prestige Industrial purposes. As shown in the urbanMetrics (March, 2016) assessment, there has been considerable growth in the public administration, health care, information and cultural industries and financial sectors of employment in Orangeville. Excellent access and available services provide opportunities for office-type employment uses in this area. Prestige industrial uses can also be designed to fit into the rolling landscape in a campus-like setting.

Recommendation 6: Enhance “Intensification Area” policies with “Priority Intensification Area” designations and policies

In an effort to ensure appropriate areas will be prioritized for urban intensification and clarify the current policies, the Town should revise the mapping and associated policies in the Town’s Official Plan to promote

infill development to meet the target of a minimum of 50% of all residential development occurring annually within the Built Boundary. The identification of a “Priority Intensification Area” should be considered by the Town. Priority Intensification Areas would develop in a manner that is compatible with the existing development, yet at higher densities in order to provide for more efficient use of infrastructure and services and provide for affordable housing.

Intensification outside of the Priority Intensification Areas may also occur in a manner that preserves and protects the character of existing residential areas in accordance with the criteria identified in Section E1.11.

The existing criteria in Section E1.11 of the Plan are recommended to be updated.

Recommendation 7: Create a “Stable Neighbourhood Area” designation

The Town should consider creating a designation of “Stable Neighbourhood” to be applied to areas in Orangeville that are not appropriate for significant intensification and redevelopment. These areas should be shown on Schedule B-2. These areas should include existing developed areas where there is a significant concentration of buildings that have historical, architectural or cultural significance. With the exception of secondary suites, forms of intensification that require demolition and reconstruction would only be permitted in areas designated as Stable Neighbourhood Area where Council is satisfied that the character of the neighbourhood is not altered as the result of the development or subsequent developments of similar density and massing.

Recommendation 8: Consider incentives for intensified units through bonusing or Community Improvement Plan

The Official Plan in an enabling document. Providing incentives for any form of development requires the enabling policies to be included in the Official Plan. The Town could provide bonusing provisions in the Official Plan that would then enable the Town to provide for additional density or height in return for achieving a development that is in the public interest, such as affordable housing or remediation of brownfield sites in accordance with Section 37 of the *Planning Act*.

The Community Improvement policies in Section D5 of the current Official Plan do not enable the Town to utilize Community Improvement to provide incentives for intensification and affordable housing. A Community Improvement Plan can provide incentives such as reduced Development Charges and reduced planning and building fees to provide

incentives for meeting the Town's housing targets. The Official Plan policies should clearly enable the Town to utilize bonusing and Community Improvement incentives to encourage affordable housing.

Recommendation 9: Amend the sewage allocation policy that balances capacity for intensification and greenfield residential areas

The Official Plan should contain policies that balance the allocation of servicing capacity between 'Greenfields areas' and the 'Built-up' area and support and promote infill and intensification development. Priority for allocation of servicing capacity should also be given to housing developments that assist in achieving the housing targets established in the Official Plan.

Recommendation 10: Request reconsideration of intensification targets for Orangeville

The detailed assessment of infill potential in Orangeville resulted in a potential for about 1038 units while achieving locational criteria established and providing some consideration for site conditions and the surrounding lands. It is difficult to achieve the 1800 units as required by the current 50% intensification target. Achieving the intensification target of 1800 units could only be done through approving densities that are not appropriate for the Town. The Town should ask the Province to either:

1. Reduce the intensification target to 38 per cent for all new development; or
2. Request that the built boundary be redelineated to include Greenfield areas that are currently designated for development.

APPENDIX A – INTENSIFICATION SITE ANALYSIS

Table 15 in the report provides a summary of the potential yield of the 22 sites in Orangeville that have been identified as potential intensification sites. This Appendix provides greater detail regarding each site and the rationale for assigning the potential unit yields identified in Table 15. Table A-1 provides greater detail regarding the opportunities and constraints and address of each site. As noted in this report, this assessment is intended to be a high level review. The unit yields estimated are based on a cursory review of each of the sites based on available mapping and observed site conditions. A detailed assessment may provide somewhat different results.

Figure A-1 Potential Intensification Site 1



Site No. 1

Site No. 1 is the existing lands owned by Rogers Communications formerly used as a transmitting site and now is used for local programming and studios. This site is located adjacent to an existing high-density residential development that was recently constructed, and abuts a grocery store to the south and residential development to the southwest that is built at approximately 25 units per hectare. This site is an ideal intensification area. Based on the adjacent uses and location of the lands a density of 100 units per ha has been used, resulting in a potential yield of 108 units.

Figure A-2 Potential Intensification Sites 2 and 3



Site No. 2

Site No. 2 is an existing single-detached dwelling located on C Line just south of Broadway. The land is adjacent to single-detached dwellings to the west; however, there is a medium density residential townhouse development presently under construction immediately southeast of the site and a number of other medium or higher density uses have recently been constructed further south. It is anticipated that the density of this site could reach 50 units per hectare resulting in 19 units.

Site No. 3

Site No. 3 is located south of Broadway and northeast of C Line. This site was identified as an intensification site in the Town’s current Official Plan. Through mapping acquired by the CVCA, it is noted that the majority of the frontage of the land is subject to flooding; and therefore, could not provide safe ingress or egress. The wooded area adjacent to the wooded area is identified as a natural heritage feature by the Conservation Authority. However, the rear portions of the land are largely underutilized and there are options for two means of access for the lands. Given the development abutting the lands as low density residential development, the intensification of this site has been based at 50 units per hectare, resulting in a potential yield of 161 units.

Figure A-3 Potential Intensification Sites 4, 5 and 6



Site No. 4

Site No. 4 is located on the south side of Broadway, east of Blind Line. The site includes approximately seven single detached dwellings as well as a number of commercial plazas. The commercial uses on the west side of the site include a motel and a convenience store. The commercial buildings are reaching the end of their life cycle. There is a vacant property located on the site, with recently approved Official Plan and Zoning By-law Amendment applications to allow for a total of 43 units. Redevelopment of the commercial lands for residential or mixed uses would be appropriate and desirable for the community. Redevelopment of the existing residential lots would require land assembly and would need to be sensitive to the single detached residential dwellings on the north side of Broadway, across from the proposed intensification site. The rear portion of the site is in the flood fringe according to the Conservation Authority. Some filling of this area may be permitted. The residential lots have previously been identified as an intensification area. This site would be ideal for a mixed-use development with commercial uses on the bottom floor. A residential density of 75 units per ha has been assigned, resulting in a potential yield of 195 units.

Site No. 5

Site No. 5 consists of four additional residential dwellings adjacent to Site No. 4 on the south side of Broadway. The development would require land assembly. The lands are not identified as having a specific residential density on Schedule C of the Town's Official Plan but had previously

been identified as within an intensification area. Development of the lands would need to be sensitive to the single-detached dwellings on the north side of Broadway. For this reason a density of 75 units per hectare has been used, which would result in about 40 units being potentially developed on this site.

It is noted that there are two individual lots between Site 5 and Site 6. The dwellings on these lots have been registered on the Town's Heritage Conservation Registry. While this does not prevent the development of lands, it could limit the density that could be achieved. For this reason these sites have not been included in the assessment of intensification potential.

Site No. 6

Site No. 6 is located on the southwest corner of Broadway and Dawson Road. There are three single-detached dwellings located on Dawson Road and a restaurant located at the corner of Broadway and Dawson Road. The development of these lands as a single site would require land assembly and may be partially constrained by flooding and the railway line to the south of the site. The site is also impacted by low level flooding that could be overcome subject to the approval of the Conservation Authority. The Town's Official Plan Residential Density Plan, Schedule C, identifies the site as having a future density of 25 units per net residential hectare. Given the prime location of the lands in proximity to schools, commercial uses and major transportation arteries, we believe that a density of 100 units per hectare could be attained, resulting in 14 units on the site.

Figure A-4 Potential Intensification Sites 7 and 8



Site No. 7

Site No. 7 is located adjacent to the Dufferin County Community Services building and is owned by Dufferin County. It is constrained somewhat by localized flooding; however, the Conservation Authority advises that the flooding on these lands would be considered flood fringe rather than flood way and some infilling may be permitted. The railway is also located north of these lands; however, the site is 100 metres away from local food and retail shopping and less than 100 metres away from a public school. The lands provide a great opportunity for social housing should the County determine that that was an appropriate use of lands. Currently, the lands are used for community gardening. Based on achieving a maximum density of 125 units per ha the site could potentially accommodate 100 units.

Site No. 8

Site No. 8 consists of three single-detached residential dwellings on deep lots. These lands are currently designated as an intensification area in the Town's Official Plan. The development of the site is somewhat constrained by the railway being located adjacent to the lots. The Orangeville Railway Development Corporation (ORDC) would require at least a 30 metre setback for new residential buildings from the rail line. The Conservation Authority also establishes a 30 metre buffer from the creek that runs beside the rail line. Given the constraints and adjacent low density uses an intensification density of 50 units per ha has been used potentially resulting in a yield of 9 units.

Figure A-5 Potential Intensification Site 9



Site No. 9

Site No. 9 is located adjacent to the former hospital at the corner of Elizabeth Street and Faulkner Street. A portion of this site is used for parking for the office and clinic uses now contained in the building; however, there is a large portion of the site that is vacant and underutilized. It could be an ideal site for assisted seniors housing or high density residential development. It is approximately two blocks from the downtown core of the Town. While there are low density uses to the north and south, the site lies between two higher density/mass buildings. For this reason a density of 100 units per ha has been assigned, potentially resulting in 49 units.

Figure A-7 Potential New Intensification Sites 10 and 11 of 23



Site No. 10

The two southern properties of Site No. 10 are in a Heritage Conservation District Special Study Area and may not be suitable for substantial intensification. However, the northern two parcels may follow the development pattern of parcels north of the site. These adjacent lands are currently being developed as townhouses. Considering the need to address the heritage issues related to the existing buildings on the southerly lots, a density of 50 units per ha has been assigned to the site, resulting in potential yield of 40 units total.

Site No. 11

Site No. 11 is a commercial plaza with a second storey office use. There is also a detached residential dwelling on the lot that has been converted to office use. The land is located on First Street and is adjacent to a considerable amount of medium density and higher density residential development. The commercial plaza appears to be at the end of its lifespan. This site would provide an excellent opportunity for mixed-use residential development with commercial uses on the ground floor and residential uses potentially with three additional storeys. The challenge associated with this site is that it is in excess of 800 metres from local schools; otherwise, it is close to all other residential amenities. Considering bottom floor commercial uses, a residential density of 75 units per ha has been assigned, resulting in a potential yield of 58 units.

Figure A-6 Potential Intensification Sites 12, 13 and 14



Site No. 12

Site No. 12 is located in the Central Business District. It is located adjacent to the historic train station. Previous development proposals for the site did not proceed due to issues related to density and compatibility with heritage character of the area. The lands are also constrained by the small size of the parcel (0.04 hectares). The site is been identified as an intensification area in the current Official Plan. At a density of 100 units per hectare only five units could be constructed on property. However, given the small size of the site, parking would be a major constraint to intensification.

Site No. 13

Site No. 13 is located adjacent to Broadway at the east end of the downtown core. The building is a steel and concrete block structure nearing the end of its lifecycle and is currently utilized as a dance studio and auto repair facility. It backs on to Mill Creek, a tributary of the Credit River, and provides an excellent opportunity for a small-scale condominium or apartment building that would have direct access to all of the services and facilities in the downtown area as well as a very attractive setting. However the Conservation Authority advises that setbacks from the stream and top-of-bank would reduce the future development envelope for the parcel. Given the location and natural buffering from adjacent low density uses an intensification density of 100 units per ha has been assigned resulting in 16 potential units. The challenges for this site relate to parking and height since underground parking would likely be required.

Site No. 14

Site No. 14 includes two buildings located on Armstrong Street, one block south of Broadway. The site backs on to Mill Creek and provides an attractive location for potential high density residential uses within walking distance of the downtown core and services. Given the configuration of the site, parking may be an issue. The Mill Creek valley provides excellent buffering from the low density uses to the south. However it also reduces the developable area due to required setbacks from top-of-bank required by the Conservation Authority. Given the site attributes but recognizing constraints related to parking, as density of 100 units per ha has been assigned, resulting in potentially 15 units being developed.

Figure A-7 Potential Intensification Sites 15 and 16



Site No. 15

Site No. 15 is located at the southern end of the Town. It is a vacant lot that abuts a school and provides excellent access through Town Line to other major transportation linkages. This site could be ideally be suited for medium density residential uses since the residential uses to the northeast and south of the site are low density. It has recently been approved for 24 units and therefore that is the intensification potential used in this analysis.

Site No. 16

Site No. 16 is located directly across from Site No. 15 and has the same locational characteristics. However, Site 16 is bound on three sides by low density residential uses; and therefore, intensification opportunities for this area is likely limited to medium density development. For this reason a density of 35 units per ha has been assigned, resulting in potentially 8 units.

Figure A-8 Potential Intensification Sites 17 and 18



Site No. 17

Site No. 17 is located in an Employment area. It is a vacant lot that is surrounded on two sides by residential uses and is not currently being used for employment uses. This site has been identified as an intensification area in the existing Official Plan and, at a density of 50 units per ha could accommodate approximately nine townhouse dwellings through intensification. Residential use of this site would require a conversion of the Employment lands to Residential.

Site No. 18

Site No. 18 is located at the corner of Green Street and Chisholm Street. It has recently been approved for eight townhouse dwellings. This development would contribute to the total intensification target for the Town.

Figure A-9 Potential New Intensification Sites 19 and 20



Site No. 19

Site No. 19 is located on Mill Street just north of Town Line. The site is designated Low Density Residential, although it is currently used as a salvage yard and should be considered a Brownfield. Redevelopment of the site would be beneficial to the Town and the neighbourhood and could be subject to community improvement policies that would encourage the redevelopment of this Brownfield and allow for intensification. Given the surrounding uses a density of 50 units per ha has been assigned, resulting in a potential yield of seven units.

Site No. 20

Site No. 20 is a former fuel storage site also considered a Brownfield site that is currently owned by a petroleum company. It is located adjacent to a park. The site is located adjacent to existing low density residential uses and, should the environmental constraints be overcome in this area, it would be an ideal site for medium density development. It is noted that both Sites No. 20 and 21 back onto the rail line that may limit the building envelope available on the site. Recognizing the low density uses on the street and mitigation that would be required to mitigate noise, vibration and crash attenuation studies a density of 35 units per ha has been assigned, potentially resulting in 10 units being developed.

Figure A-10 Potential Intensification Site 21



Site No. 21

Site No. 21 is located at the northwest corner of Town Line and John Street. The site is designated as an intensification area in the current Official Plan. The current use of the site is for a greenhouse and florist operation. The conversion of the site to residential uses would be permitted by the Official Plan. The surrounding land uses are low density residential to the north, west and east; however, to the south, there are employment uses; and therefore, it is anticipated that medium density residential uses may be considered on this site. Therefore a density of 50 units per ha has been assigned to the site, potentially resulting in 13 units.

Figure A-12 Potential Intensification Site 22



Site No. 22

Site No. 22 is located near the southeasterly portion of the Town. The site is owned by the County of Dufferin and is adjacent to community housing constructed by the County of Dufferin. The site is located adjacent to single-detached low density uses on the north and west sides but otherwise seems ideally suited for high density residential uses similar to the building that is directly to the east. If designed to be sensitive the low density uses in the area, assuming that community housing would be constructed, a maximum density of 125 units per ha has been assigned to the site, potentially resulting in 129 units being developed.

Table A-1 provides a summary of the assessment of each site for intensification potential based on the current Official Plan status, proximity to community amenities and the other factors identified above.

Table A-1 - Potential Intensification Sites

Map ID	Municipal Address	Official Plan Designation(s)	Area (ha)	Area of Constraints (Floodplain/NHS) (ha)	Remaining Area after Constraints Removed (ha)	Schedule C Maximum Residential Density (upnrh)	Proposed Units/ha	Proposed No. of Resulting Units	Site Considerations						Previously Identified Intensification Area	Current Use	Potential Issues	
									Positive				Negative					
									500m Proximity to Open Space	100m Proximity to Transit	800m Proximity to Schools	500m Proximity to Commercial Amenities	100m Proximity to Rail	Proximity to Heritage Special Study Area				
1	70 C Line	Low Density Residential	1.0806	0	1.0806	25	100	108	✓	✓	✓	✓	✗	✓	✓	Rogers	Possible multiple dwelling site	
2	10 C Line	Low Density Residential	0.3812	0.0208	0.3604	25	50	19	✓	✓	✓	✓	✗	✓	✓	Single detached	Possible townhouse or semi-detached dwelling site	
3	3 C Line	Low Density Residential, Open Space Conservation	6.6225	3.4079	3.2146	25	50	161	✓	✓	✓	✓	✓	✓	✓	Single detached		
	15 C Line	Low Density Residential							✓	✓	✓	✓	✓	✗	✓	✓	Single detached	
	31 C Line	Low Density Residential							✓	✓	✓	✓	✓	✗	✓	✓	Single detached	Possible townhouse or semi-detached dwelling site
	47 C Line	Low Density Residential							✓	✓	✓	✓	✓	✗	✓	✓	Single detached	
	334 Broadway	Low Density Residential, Open Space Conservation							✓	✓	✓	✓	✓	✓	✓	✓	Single detached	wooded area and potential floodplain
	336 Broadway	Service Commercial, Open Space Conservation							✓	✓	✓	✓	✓	✓	✓	✓	Petro Canada	Petro Canada at the front of the site
	340 Broadway	Low Density Residential, Open Space Conservation							✓	✓	✓	✓	✓	✓	✓	✓	Single detached	wooded area and potential floodplain


 Proposed density and number of units for discussion purposes


Table A-1 - Potential Intensification Sites

Map ID	Municipal Address	Official Plan Designation(s)	Area (ha)	Area of Constraints (Floodplain/NHS) (ha)	Remaining Area after Constraints Removed (ha)	Schedule C Maximum Residential Density (upnrh)	Proposed Units/ha	Proposed No. of Resulting Units	Site Considerations						Previously Identified Intensification Area	Current Use	Potential Issues		
									Positive				Negative						
									500m Proximity to Open Space	100m Proximity to Transit	800m Proximity to Schools	500m Proximity to Commercial Amenities	100m Proximity to Rail	Proximity to Heritage Special Study Area					
4	298 Broadway	Restricted Commercial Residential	3.3047	0.7501	2.5546	NA	75	195	x	✓	✓	✓	✓	✓	✓	Single detached	land assembly required rail line and possible flood fringe		
	300 Broadway (Eastside)								x	✓	✓	✓	✓	✓	✓	Single detached	land assembly required rail line and possible flood fringe		
	300 Broadway (Westside)								x	✓	✓	✓	✓	✓	✓	Single detached	land assembly required rail line and possible flood fringe		
	302 Broadway								x	✓	✓	✓	✓	✓	✓	Single detached	land assembly required rail line and possible flood fringe		
	304 Broadway								x	✓	✓	✓	✓	✓	✓	Single detached	rail line and potential flood fringe		
	306 Broadway								x	✓	✓	✓	✓	✓	✓	Single detached	rail line and potential flood fringe		
	308 Broadway	Neighbourhood Commercial							x	✓	✓	✓	✓	✓	✓	✓	Commercial plaza	rail line and potential flood fringe	
	310 Broadway								x	✓	✓	✓	✓	✓	✓	Vacant	Site plan application in process for multiple dwelling		
	312 Broadway								x	✓	✓	✓	✓	✓	✓	Commercial plaza	rail line and potential flood fringe		
	314 Broadway								✓	✓	✓	✓	✓	✓	✓	Medical imaging centre	rail line and potential flood fringe		
	316 Broadway								✓	✓	✓	✓	✓	✓	✓	Motel	rail line and potential flood fringe		
318 Broadway	✓	✓	✓	✓	✓	✓	✓	Commercial plaza	rail line and potential flood fringe										
5	292 Broadway	Restricted Commercial Residential	0.5563	0.0619	0.4944	NA	75	40	✓	✓	✓	✓	✓	✓	Single detached	low density across road			
	294 Broadway								✓	✓	✓	✓	✓	✓	✓		Single detached		
6	288 Broadway	Restricted Commercial Residential	0.3904	0.2496	0.1408	25	100	14	✓	✓	✓	✓	✓	✓	✓	restaurant	may be suitable as a mixed use location		
	2 Dawson Rd								✓	✓	✓	✓	✓	✓	✓	✓		Single detached	
	4 Dawson Rd	Residential							✓	✓	✓	✓	✓	✓	✓	✓		✓	Single detached
	6 Dawson Rd								✓	✓	✓	✓	✓	✓	✓	✓		Single detached	
7	14 Centre St	Neighbourhood Commercial	1.629	0.8287	0.8003	n/a	125	100	✓	✓	✓	✓	✓	✓	County owned; community garden	OSAT community garden; planned social housing site dependent on funding - adjacent to rail			
8	15 Centre St	Medium Density Residential	0.469	0.2837	0.1853	99	50	9	✓	x	✓	✓	✓	✓	✓	Single detached	Recently sold; owner proposing 20-28 townhouse dwellings		
	17 Centre St								x	x	✓	✓	✓	✓	✓	Single detached			
	19 Centre St								x	x	✓	✓	✓	✓	✓	Single detached			
9	1 Elizabeth St	Institutional	0.4936	0	0.4936	n/a	100	49	✓	✓	✓	✓	x	✓	✓	Medical centre	Site plan approval in August 2012 and recently constructed;		

Proposed density and number of units for discussion purposes

Table A-1 - Potential Intensification Sites

Map ID	Municipal Address	Official Plan Designation(s)	Area (ha)	Area of Constraints (Floodplain/NHS) (ha)	Remaining Area after Constraints Removed (ha)	Schedule C Maximum Residential Density (upnrh)	Proposed Units/ha	Proposed No. of Resulting Units	Site Considerations						Previously Identified Intensification Area	Current Use	Potential Issues
									Positive				Negative				
									500m Proximity to Open Space	100m Proximity to Transit	800m Proximity to Schools	500m Proximity to Commercial Amenities	100m Proximity to Rail	Proximity to Heritage Special Study Area			
10	62A First St	Restricted Commercial Residential	0.7926	0	0.7926	n/a	50	40	x	✓	✓	✓	x	x	✓	Single detached	Now in proposed Heritage Conservation District; only 64 First Street is on the Municipal Register
	64 First St								x	✓	✓	✓	x	x		Single detached	
	66 First St								x	✓	✓	✓	x	x		Single detached	
	68 First St								x	✓	✓	✓	x	x		Single detached	
11	67 First St	Restricted Commercial Residential	0.7769	0	0.7769	n/a	75	58	x	✓	✓	✓	x	x		vacant business	Possible mixed use commercial/residential development
	75 First St	Neighbourhood Commercial							x	✓	✓	✓	x	✓		Commercial plaza	
12	35 Armstrong St	Central Business District	0.0333	0	0.0333	n/a	100	5	✓	✓	✓	✓	x	x	✓	vacant	heritage compatibility, parking
13	62 Broadway	Service Commercial, Open Space Conservation	0.5606	0.4045	0.1561	n/a	100	16	✓	✓	✓	✓	x	✓		Dance studio, automotive services	Possible multiple dwelling site - potential heritage issue
14	16 Armstrong St	Central Business District, Open Space Conservation	0.3052	0.1573	0.1479	n/a	100	15	✓	x	✓	✓	x	✓	✓	Industrial use	Possible multiple dwelling site; parking issues; conservation issues
	24 Armstrong St	Central Business District, Open Space Conservation							✓	x	✓	✓	x	✓	✓	Vet	
15	30 Town Line	Medium Density Residential	0.3693	0	0.3693	99	66	24	✓	x	✓	✓	x	✓	✓	Vacant	Special Provision allows for a maximum of 18 units; Minor Variance approval for a 24 unit multiple dwelling
	32 Town Line	Low Density Multiple				49			✓	x	✓	✓	x	✓	✓	✓	Single detached
16	31 Town Line	Low Density Residential	0.2422	0	0.2422	25	35	8	✓	✓	✓	✓	x	✓	✓	Vacant	Low density neighbourhood
17	20 Chisholm St	Employment Area	0.1728	0	0.1728	n/a	50	9	✓	✓	✓	✓	✓	✓	✓	Industrial use	Appropriate conversion to residential
18	1 Chisholm St	Low Density Multiple	0.234	0	0.234	49	35	8	✓	✓	✓	✓	✓	✓	✓	Vacant	Site plan approval for 8 townhouse units
19	100-104 Mill St	Low Density Residential	0.1465	0	0.1465	25	50	7	✓	✓	✓	✓	✓	✓	✓	Industrial use	Legal non-complying scrap yard
20	27 Margaret St	Low Density Residential	0.2996	0	0.2996	25	35	10	✓	✓	✓	✓	✓	✓	✓	Vacant	Previously used for fuel storage; low density neighbourhood
21	78 John St	Neighbourhood Commercial	0.254	0	0.254	n/a	50	13	✓	x	✓	✓	x	✓	✓	Greenhouse	Corner lot
22	54 Lawrence St	Medium Density Residential	1.03	0	1.03	99	125	129	✓	✓	✓	✓	x	✓	✓	County owned; vacant	Ideal attainable housing site
							Total	1038									

 Proposed density and number of units for discussion purposes