



Subject: Humber Lands: Primacare Proposal and Options for Determining Future Land Use(s)

Department: Infrastructure Services

Division: Planning

Report #: INS-2021-053

Meeting Date: 2021-09-27

Recommendations

That report INS-2021-053, Humber Lands, Primacare Proposal and Options for Determining Future Land Use(s), be received;

And that Council direct staff to proceed with **Option 2** as recommended in report INS-2021-053, to implement a preferred land use framework for the Humber Lands, determined by a comprehensive planning process completed as part of the Town's Official Plan Review, which can include consideration of the Primacare development concept as part of that process; or alternatively;

Council direct staff to proceed with Option 1 as outlined in report INS-2021-053 to pursue discussions with Primacare to facilitate the proposed development concept for the Humber Lands.

Background

At its meeting of July 12, 2021, Council heard a delegation from Primacare Living Solutions ("Primacare") regarding a proposition to develop a new seniors residential and long-term care campus on a Town-owned parcel of land referred-to as the "Humber Lands". Council referred the Primacare proposal to staff for further review, comment and recommendations, which is to include consideration of alternative potential use approaches for the Humber Lands. Staff were requested to report back to Council no later than September 30, 2021.

1. What are the "Humber Lands"?

The Humber Lands are located north of Hansen Boulevard, on the east side of Veteran's Way (County Road 16) in the northwest quadrant of the Town's boundary.

The lands are approximately 12 ha (29.78 acres) in area, with approximately 552.8 metres (1,813.8 feet) of frontage along Veteran's Way. The subject property is currently vacant and is referred-to as the "Humber Lands" because it was previously envisioned for a future Humber College campus development. The lands are designated "Institutional" in the Town's Official Plan ("OP") and zoned "Development (D)" in the Town's Zoning By-law 22-90.

The lands immediately surrounding the Humber Lands are open space conservation lands owned by the Town. Further to the east and south, surrounding lands are vacant and designated "Employment Area" within the Veteran's Way South Community" policy area in the Town's OP. These lands are currently subject to Official Plan and Zoning By-law amendment applications for mixed-use development proposals by Cachet Developments (Orangeville) Inc. (File: OPZ-2019-03) and Sarah Properties Ltd. (File: OPZ-2019-05). Lands further to the north consist of estate residential lots fronting onto Veteran's Way, with a larger vacant area designated "Employment Area" in the OP. Lands to the west (opposite Veteran's Way) are within the Township of Amaranth and are designated "Estate Residential" in the Township's Official Plan. These lands are subject to draft-approved plans of subdivision that will create a total of 91 estate residential dwelling lots. A location map of the Humber Lands is included at Attachment No. 1

2. History of the Humber Lands

In October 2005, Humber College entered into a Memorandum of Understanding ("MOU") with the Town, whereby the Town would provide the 12.0 hectare subject property to Humber College for their development of a future 2,000-student campus facility. The college campus was to be developed over a 12-year period.

Before the MOU was executed, in December 2004, R.J. Burnside & Associates Limited prepared a Development Feasibility Report to assess existing and planned municipal services, stormwater management, traffic impacts and campus requirements to confirm the suitability the proposed future Humber campus at this location. The Report outlined the servicing and stormwater management infrastructure needed, confirmed servicing capacities available, and made recommendations regarding the expected financial costs to Humber College and to the Town, in order bring the college campus to fruition. Following this, the Town purchased the subject lands and subsequently transferred them to Humber. Humber would then be responsible for developing the lands and the Town would support any external infrastructure expansion needed to accommodate their development.

The lands were formerly designated "Estate Residential" in the Town's OP and zoned "Development (D) in the Zoning By-law. As part of the Town's Official Plan Review in 2008-2010, the lands were re-designated to "Institutional", in anticipation of the future Humber college campus development. The "Development (D)" zoning for the lands was maintained to allow the development details to be confirmed, which would be approved by Council through a Zoning By-law amendment process.

The MOU and eventual agreement executed between the Town and Humber College contained provisions for the lands to be returned to the Town, if construction did not proceed within a certain time period. In June 2013, Humber approached the Town with an intent to return the lands back to the Town because student enrollment was not reaching levels needed to make this new campus viable. The lands were officially returned to the Town's ownership in the spring of 2014.

3. What has happened with the Humber Lands?

On several occasions, the Town has contemplated options to release the lands and/or determine an appropriate land use framework. The Town also conducted an appraisal of the lands, which recommended different land valuations corresponding to different land use options. In 2015, Council directed staff to investigate options for the disposition of the lands. Options contemplated ranged from:

- selling the lands "as-is";
- determining an appropriate land use framework;
- issuing a request-for-proposals for the future acquisition and development of the subject lands;
- retaining the lands as-is for future public uses; or
- retaining the lands for a preferred development interest that may come forward in the future.

Land needs assessment studies were completed with the 2015 Official Plan review exercise. These studies also addressed the Humber Lands question and recommended the following policy options:

1. Maintain the Humber Lands as Institutional lands and add special policies that would enable the lands to be developed for specialized residential development, particularly for seniors housing, special needs care facilities and other special purposes; or
2. Introduce a new designation with a 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.

When the Official Plan review of 2015 was paused, the recommended options for the Humber Lands were not contemplated further. Since then, the Town has, and continues to receive numerous inquiries from interested parties looking to acquire the lands and develop a broad array of land use scenarios. Many different development concepts and land use options have been expressed, some of which are of considerable magnitude and strategic potential, such as:

- i) Large-scale employment uses
- ii) Mixed-use development

- iii) Greenfield residential development
- iv) Large-format commercial uses

4. The Primacare Proposal

Primacare is a developer and operator of long-term care (LTC) homes and a builder of seniors housing. They have completed several developments throughout Ontario and promote a holistic and integrated hub or “butterfly model” approach for LTC facility design and operation.

Primacare has been involved with the retirement residence development proposal for the property at 515 Broadway. As part of Primacare’s involvement in this location, a “butterfly model” facility concept has been under consideration, which would consist of a 151-unit LTC facility. Official Plan and Zoning By-law amendment approvals were granted for this development on November 23, 2020. These approvals included a Holding (H) Symbol restriction, which prescribes a series of conditions to be satisfied for the development to proceed. The conditions generally require confirmation of suitable access arrangements, environmental feature enhancements and servicing allocation before development can proceed.

On July 12, 2021, Primacare presented a delegation to Council expressing an interest in purchasing the Humber Lands to develop a comprehensive Senior’s Campus community anchored by a new LTC facility. Primacare has indicated that they have received a Provincial bed award for the construction of a new 192-bed LTC facility in the Orangeville area. They view the Humber Lands as strategic parcel that will help achieve their vision for a holistic, integrated and intergenerational campus consisting of a diverse seniors residential neighbourhood anchored by a “butterfly model” LTC facility. The Primacare concept plan, as presented to Council on July 12th, is summarized as follows:

- **192-bed LTC facility:** The “butterfly model” concept involves an integrated health hub, which contains centralized amenities for the residents and their visitors including: administrative offices, dining facilities, medical services, activity rooms, coffee shops and restaurants, banks and hair salons, etc.. Retirement residences are oriented in a series of “neighbourhood blocks” or “wings” extending from the integrated health hub.
- **Potential inclusion of a modern health sciences facility:** Primacare has initiated discussions with Georgian College to pursue a partnership for incorporating an educational facility in this location. This would provide a venue to train personal support workers in an interactive environment with seniors in the LTC facility.
- **Potential inclusion of a Medical Health Hub:** Primacare has also initiated discussions with the Hills of Headwaters Ontario Health Team (HHOHT) to include a satellite HHOHT medical centre in this location. This facility would serve the LTC facility plus the surrounding seniors residences within the neighbourhood, as well as the broader community. Primacare has stated that

- this fulfills a main objective of the Headwaters strategic plan, which includes community outreach and care delivered closer to home as a key measure to reduce hospital treatment congestion.
- **Inclusion of a Child Care Centre:** the incorporation of a daycare centre would allow staff to have their children close by and would provide a broader spectrum of ages within this community.
 - **Job creation:** Primacare estimates that approximately 250 new jobs would be created in the LTC alone, with a possibility of additional jobs being created through the potential Georgian College facility and HHOHT medical centre partnerships discussed above.
 - **Multiple residential housing types and formats:** Various building forms are proposed as part of this integrated seniors campus community, including:
 - ground orientated seniors-friendly singles (84 units);
 - townhouse buildings (36 units); and
 - apartments (units TBD).

These residential formats would facilitate a range of living arrangements and care options from independent lifestyles to significant care (LTC and Retirement Housing/Homes). This allows seniors to age in place by providing housing options and levels of care to meet changing needs.

- **A passive open space system:** including park features, indigenous monument areas, as well as an integrated trail network on adjacent Town-owned open space land.

A concept plan illustration of the seniors neighbourhood and LTC facility campus is included as Attachment No. 2.

Primacare is promoting this concept as an innovative and highly-desirable approach to seniors living. It consists of a comprehensive seniors-oriented community that will provide a full range of seniors housing arrangements and care options, amenities and services for the neighbourhood itself, as well as for the surrounding area. Primacare would lead off the seniors campus by immediately constructing the LTC facility, as this would be the critical anchor of the seniors neighbourhood. They wish to begin negotiations with the Town for the purchase of the Humber Lands in a phased manner to pursue this development. Although no specific timeframes or deadlines have been indicated with respect to the provincial award, Primacare has indicated that they are under tight timelines of the province to deliver this facility for the greater Orangeville area.

5. Factors to Consider

The Town has been facing a complex and careful decision to make with respect to the future use (and disposition) of the Humber Lands. The following summarizes the issues that have complicated this decision:

- a. **Humber Lands were positioned for a highly strategic land use:**

The concept of a future college campus in Orangeville originated in 2003, at a time when Humber was considering the possibility of developing a third college campus to serve the growing population in the GTA area north of Highway 7 and west of Highway 400. This aligned well with the strategic initiative outlined in the Town's Strategic Plan of 2003, which sought to attract post-secondary opportunities to the community, in order to enhance the economic well-being of Orangeville and the surrounding area. Key strategic benefits to this concept included:

- Addressing the need to enhance post-secondary programming availability in the Town.
- Retaining a younger population segment that typically leaves the community to pursue post-secondary education, often securing employment elsewhere after completion of their education.
- Expanding the local pool of skilled labour, which would stimulate new business and employer investment in the Town
- Return on investment for the Town, through campus jobs, operating revenues, and student/faculty expenditures in the community.

The lands were obtained and held for a strategic venture of greater benefit to the community. This basis remains a desirable objective for considering the future use and management of the Humber Lands.

b. Municipalities may manage developable land assets intended for functions that yield high community/public benefit and are difficult to materialize through normal development market conditions:

Subject to regulations under the Municipal Act, 2001, municipalities are permitted to acquire, retain, dispose and/or develop sites for residential, industrial, commercial and institutional purposes. This enables municipalities to facilitate new development or redevelopment of certain uses that will support a greater public interest or benefit. It empowers municipalities to stimulate desired development activity in strategic locations, areas of stagnation or decline, or areas where there may be competing interests that require municipal intervention to achieve its broader objectives.

For example, "shovel-ready" employment land supply in municipalities throughout Ontario is largely owned and controlled by the private sector. Municipalities have limited influence on employment development materializing on such lands, particularly when the municipality has no control over matters such as bringing the lands to market, pricing, preparing lands to a development-ready condition and landowner motivation to develop. To address this, municipalities will often acquire properties, establish the employment use permissions for the lands (i.e. "as-of-right" zoning) and install the necessary servicing infrastructure to simulate the type of development desired by the municipality. This enables municipalities to readily offer suitable parcels of "shovel ready" land at fair market value to employment use proponents, subject to agreed-upon terms and conditions. Whereas a private owner or developer may be more motivated by

maximizing land value or profit per hectare, a municipality is more inclined to be motivated by a return on investment in terms of increased tax assessment, job creation and broader community benefit.

Many municipalities throughout Ontario acquire, retain, and release lands for development ventures that would be of key strategic or economic benefit to the municipality. Lands are managed by municipalities in these circumstances for development activity that may be less attractive, or more difficult to come-by in the private development market. The Humber Lands were originally acquired and conveyed to Humber College on this basis. Decision-making for the future use and disposition of the Humber Lands should take this approach into consideration.

c. The Humber Lands account for a sizeable portion of dwindling lands remaining available for future greenfield development in the Town

The Town has approximately 118.52 hectares of vacant land remaining available for future development in the Town's Designated Greenfield Area. Designated Greenfield Areas (DGA's) are defined to include lands outside of built-up areas that are designated in an official plan for development and are required to accommodate forecasted growth.

Of the vacant lands remaining in the Town's DGA, approximately 77.3 hectares of these lands are subject to current planning applications, either approved or in process:

Development:	Proposal:	Area (Hectares)	Status
1. Edgewood Valley Phase 2B	118 units	9.4	Draft-approved
2. Orangeville Highlands Ltd. Phase 2	541 units	17.9	Draft-approved
3. Aldenhill Developments Ltd.	343 units (approx.)	14.2	In process
4. Transmetro Properties Ltd.	138 units (approx.)	20.6	In process
5. 670-690 Broadway	33 units	1.64	Approved
6. 780 Broadway	54 units and 920.5 sq.m of commercial	1.15	In process
7. Cachet Developments (Orangeville) Inc.	383 units and 2,215 sq.m of commercial	3.1	In process (appeal)
8. Sarah Properties Ltd.	374 units and 3,140 sq.m of commercial	9.3	In process (appeal)

TOTAL	1,984 units and 6,275.5 sq.m of commercial	77.29	
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When the lands undergoing current applications are removed from the Town's overall vacant greenfield land supply, there are 41.23 hectares of land remaining available for future development potential. Of these remaining lands, the 12.0-hectare Humber Lands property accounts for approximately 30% of vacant greenfield lands remaining in the Town that are not subject to a current planning application. As a result, the Humber Lands will play a key role in how the limited remaining supply of vacant greenfield lands are planned to accommodate long-term growth in the Town.

d. The Town must now plan to accommodate future growth 2051 and needs to plan its limited remaining lands for this purpose.

The current provincial Growth Plan now provides population and employment growth forecasts for single and upper-tier municipalities for the next thirty (30) years (to 2051). The County of Dufferin currently has a population of around 68,000 and is forecasted to grow to 95,000 by 2051. The employment forecast (i.e., number of jobs) for the County is projected to grow from its current level of around 25,000 jobs, to 39,000 jobs by 2051.

The County Official Plan (OP) must conform to the Growth Plan and provide a land use policy framework to implement this forecasted growth. This involves allocating forecasted growth to municipalities in a comprehensive manner. To bring its OP into conformity, the County is currently undertaking a Municipal Comprehensive Review (MCR) and through this exercise, matters demonstrating the ability of municipalities to accommodate future growth (i.e. land availability, servicing capacities, etc.) are being evaluated to determine the extent of growth allocation appropriate for municipalities.

The County expects to have the growth allocation framework part of its MCR completed by the end of 2021, or into early 2022. As this moves forward, the Town will have a clearer picture of the long-term population and employment growth expected for Orangeville through the next 30-year planning horizon.

There are certain policy approaches prescribed in the Growth Plan for facilitating growth that interact with land availability factors. For instance, the Plan prescribes minimum intensification targets for built-up areas, as well as density targets for greenfield areas. As an example to demonstrate how this approach works collectively, if it is confirmed through the MCR process that the Town has limited land available to accommodate future growth, approaches to facilitate additional growth on this limited land base would include increased greenfield density targets and greater targets for intensification within the built-up area. Essentially, this means focusing more growth and development in a more concentrated manner. Increased density targets typically lead to greater emphasis on more concentrated housing formats. Increased intensification targets put more pressure on established built-up areas to accommodate redevelopments within existing neighbourhoods.

The future use potential for the Humber Lands has important implications for the Town's need to accommodate projected growth for a long-term planning horizon. Because they represent such a significant piece (30%) of the Town's remaining vacant greenfield land availability (not subject to a current application), they have a profound ability to shape the Town's future build-out conditions. This factor is compounded by the fact that the lands were once poised for a strategic and sought-after use for the Town. It is also complicated by the fact that the lands are owned by the Town and in such circumstances, lands owned municipally for development purposes are often managed in a way that facilitates sought-after use(s) with key community benefits, which would not typically proceed as steadily under private development conditions. Collectively, these factors demonstrate that a comprehensive and strategic approach should be taken to determine the most appropriate and optimal future land use framework and management approach for the Humber Lands.

6. Current Options for the Humber Lands

Option 1: Proceed with the Primacare Concept as presented

This option would direct staff to begin negotiations with Primacare directly in pursuit of the proposed senior's residence and LTC facility campus on the Humber Lands.

As stated previously, Primacare intends to move forward imminently to construct the modern "butterfly model" 192-bed LTC facility to anchor their proposed senior's campus community. They wish to begin negotiations with the Town to purchase a portion of the Humber Lands to construct the LTC Facility as a first phase. Recognizing that it will take time to build the complete community, Primacare would pursue a phased approach to complete the balance of their development concept, with the extent of additional phases and respective timing undetermined at this time. As part of any future negotiations, Primacare wishes to ensure that they would have the ability to purchase remaining lands (on a phased basis) as the development of the community proceeds. Primacare has proposed that any lands purchased from the Town would be transacted at fair market value, whereby the means in which determining fair market value (both initially and at subsequent potential phase acquisitions) would be established through the process of negotiations.

The following is a summary of the general process anticipated to pursue this concept, along with additional matters that should be addressed as part of this process:

1. Determining feasibility and negotiations:

As part of negotiating arrangements for any land transaction, development approvals and phasing approach for this development, the following issues should be addressed:

- a) **Housing market:** What are the long-term senior's residential housing demands for the Town, taking into consideration long-term population and demographic projections with existing and anticipated seniors housing availability?

- b) **Infrastructure:** What are the anticipated water and wastewater servicing demands and is there infrastructure available to meet those demands? if not, what upgrades may be required?
- c) **Transportation:** What are the anticipated transportation impacts (traffic and transit) and what (if any) upgrades or improvements may be needed to accommodate this development?
- d) **Land valuation:** How will the assessment of “fair market value” of the lands be determined to the satisfaction of both parties; for the first phase and for subsequent phases of the development?
- e) **Development phasing:** How will the development of this LTC facility and seniors campus community be phased (in terms of areas or districts to proceed) and sequenced (i.e. timing for phase completion), taking into consideration the provision of servicing and transportation infrastructure, as well as the potential partnership arrangements with Georgian College and the Hills of Headwaters Ontario Health Team (HHOHT)?
- f) **Fiscal:** What are the anticipated fiscal impacts of this development?

2. Agreement execution between the Town and Primacare

Staff anticipate that the resolution of the matters discussed above would be articulated in an agreement executed between the Town and Primacare. The agreement would form the basis of any land transfer arrangements and would set-out the expectations of the Town, in terms of how Primacare is to pursue the development of the lands, including the type, form and phasing of development and obtaining approvals. An agreement of this effect would prescribe any arrangements determined through the review and resolution of the items outlined above. In other respects, the agreement would include provisions to stipulate how any remaining items to be addressed are to be resolved. The Town would require external legal advice in proceeding with negotiations and executing any such agreement with Primacare.

3. Primacare to pursue land use and site development approval process

As noted previously, the lands are designated “Institutional” in the Town’s Official Plan, and zoned “Development (D)” in the Town’s Zoning By-law.

The Institutional designation permits uses such as medical centres, convalescent homes, public or charity-supported senior citizen homes, which are similar to certain uses contemplated in the Primacare concept. Privately-operated, or for-profit senior’s residences, as well other residential use formats are not permitted by this designation.

For the Zoning By-law, the Development (D) Zone permits only existing uses, meaning that any proposed development would require a Zoning By-law amendment. Therefore, site-specific land use approvals (i.e., Official Plan and Zoning by-law amendments) would be required for this development concept, or any phase thereof, to proceed.

Staff anticipate that the planning approval process would be initiated and pursued by Primacare to reflect their proposed development and phasing approach. Primacare would be responsible for coordinating and submitting the required Official Plan and Zoning By-law amendment applications to facilitate their development proposal. Applications may be submitted for the lands in their full extent, or for any phase(s) of the development proposal. Notwithstanding this, the Town could utilize a Holding (H) Symbol as part of any Zoning By-law amendment approvals to regulate matters such as phasing, provision of servicing infrastructure, etc. that should be confirmed before development proceeds.

Supporting studies to demonstrate the appropriateness of the proposed development format would form the basis of any application submission. As with any amendment application process, public consultation and agency circulation would proceed before approvals are considered. As land use approvals are secured, the site development approvals, i.e., site plan approval and/or fulfillment of any Holding (H) Symbol conditions, would follow. The specific timing for coordinating any application submissions and potential approvals to this effect would be determined as part of any negotiations with Primacare.

Option 1 Analysis Summary

The foregoing summarizes the general process anticipated for proceeding with this Option, which is to engage in discussions/negotiations with Primacare directly to facilitate this development concept for the Humber Lands. Proceeding with this option would give more imminent closure to the long-remaining question of what the Humber Lands should be used for. By proceeding with this option, Council would essentially be stating their desire for the Humber Lands to accommodate senior’s residential uses. Many uncertainties would still remain with this option at this time, such as: timing for the development (including the initial LTC facility and subsequent senior’s residential phases); specific form and composition of the campus development concept; housing market implications as it relates to seniors housing in the Town; and overall impacts to the Town, in terms of infrastructure and fiscal implications. Moreover, the potential partnerships with Georgian College and HHOHT, which give this development concept key strategic benefits, remain uncertain. Although the LTC facility and senior’s residential campus concept has many important benefits excluding these partnerships, without them materializing, it brings into question whether this concept is most appropriate for the Humber Lands, or could a similar development concept proceed elsewhere in the Town under private, proponent-driven conditions.

The following table summarizes the anticipated strengths versus challenges for proceeding with this option at this time.

Strengths/Opportunities	Challenges or uncertainties
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<ul style="list-style-type: none"> • Meets an understood demand for seniors housing and LTC facility accommodation • Assists proponent’s efforts to secure provincial funding • Brings some closure to a long-outstanding question about the future use of the Humber Lands • Would assist proponent in expediting their LTC facility proposal at this location 	<ul style="list-style-type: none"> • Does seniors housing demand need to be addressed through disposition of Town lands? While it is well understood that there is high demand for adequate LTC facilities, along with quality and affordable seniors housing, The Town has a network of existing retirement residences and LTC facilities, with two of which in the process of expansion. Land use approvals have been granted for a proposed new facility at 515 Broadway and the Planning division has been in recent consultation with two other proposals for new or expanding retirement residences and LTC facility developments in the Town. While there is obvious demand for these uses, there is also consistent interest of private development proponents in meeting this demand. • Institutional partnerships are uncertain: Potential facility arrangements with Georgian College and HHOHT that give this concept some of its key strategic benefits, are preliminary and may not materialize • Other land use needs and priorities for the Town: Moving forward with this concept at this time prevents further consideration of other use potential of the Humber Lands, which can serve other important Town priorities and land use needs.
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Option 2: Proceed with a comprehensive planning analysis as part of the Town’s Official Plan Review underway, to determine the most desirable use for the Humber Lands.

This option would pause direct pursuit of the Primacare concept at this time, and proceed with a comprehensive process for determining the most appropriate and desirable use framework for the Humber Lands.

Proceeding with this option would occur through the Town’s Official Plan Review (OPR) exercise that is currently underway. The Town is in the process of recruiting a consultant to lead Phase 2 of the OPR, which will focus on updating growth management and land use aspects of the OP. As stated previously, the County is undertaking an MCR to bring its Official Plan into conformity with updated provincial

policy and in doing so, it will prescribe residential and employment growth projections for its municipalities for the next thirty (30) years (to 2051). Phase 2 of the Town's OPR will work in parallel with the County's conclusion of their growth allocation component to their MCR and will provide an updated policy approach and land use framework for the Town's OP to guide future growth and development to 2051. Phase 2 of the Town's OPR is expected to begin early this fall and conclude late 2022.

The Humber Lands account for a sizeable portion (30%) of the Town's overall remaining vacant greenfield land supply. The lands also offer greater strategic development potential for the Town. Since the lands remain under Town ownership, the Town therefore has greater control over making the lands available for the type and form of development most desirable. The question of what type and extent of development is most desirable for the Humber Lands would be best answered through a comprehensive planning evaluation (as recommended in this Option 2). As a result, the work plan anticipated for Phase 2 of the OPR includes an assessment of land use options for the Humber Lands. This analysis would be specific to the Humber Lands and would be harmonized with other land use matters being evaluated more broadly through this exercise, particularly including:

- **An Employment Land Strategy:** which will update the Town's existing policy and designation framework for employment areas, taking into account the employment growth forecasts prescribed by the County, along with land availability and employment use objectives of the Town; and
- **A Residential Strategy:** which will examine past and projected residential needs of the Town, including types and tenures, taking into account the population forecasts and policy targets (i.e. density and intensification) prescribed by the County.

Through this approach, the Town would maintain its ownership of the Humber Lands once the recommended land use framework has been determined. From there, options would remain available, in terms of future management or disposition of the lands to achieve the preferred land use scenario recommended by this exercise. Options would generally include:

- a) Offering the lands for sale with the preferred land use scenario now implemented through the Town's updated Official Plan framework being applied to the lands.
- b) Invite submissions from interested development proponents to present their development proposal to the Town, following the policy framework and development objectives set out by the Town. Submissions could be requested to include purchase offers that include a proposed purchase price and other terms to be evaluated by the Town.
- c) Retaining the lands for interested parties to develop the lands (all or in part) on a case-by-case basis. This would be similar to the approaches of other municipalities throughout Ontario, where the municipality (i.e. a Municipal

Development Corporation) holds a supply of serviced (or unserviced) lands made available for industrial/employment purposes.

- d) Pursue a further analysis of a development strategy for the lands, following the land use framework established through this process. This would examine different approaches, i.e., sale of the property, partnering with, or leasing to developer(s), etc. to achieve specific development objectives. This approach would be similar to that which the Town has been considering for the redevelopment of the Town-owned property at 82, 86 and 90 Broadway.

The following table summarizes the anticipated strengths versus challenges for proceeding with Option 2.

Strengths/Opportunities	Challenges or uncertainties
<ul style="list-style-type: none"> • Follows a thorough and defensible approach for confirming the most feasible and desirable land use scenario • Would take into account the Town’s long-term residential and employment growth needs, recognizing the Town’s dwindling greenfield land supply • By evaluating land use options more comprehensively as part of the Town’s growth management/land needs update, it will balance other Town objectives into consideration (i.e. lands for strategic employment) • The Town has an Official Plan Review now actively underway which has been scoped to accommodate an analysis of the Humber Lands. • The Primacare development concept proponents can engage themselves in this process. If it is determined through this exercise that this development is the most preferable/feasible use of the lands, it could proceed in accordance with the framework described in Option 1. 	<ul style="list-style-type: none"> • Prolongs decision-making and determining a preferred land use for the Humber Lands • Timelines for planning evaluation undertaken through Phase 2 of the OPR may not align with timelines for the Primacare concept, if the process determines that their concept is a feasible and preferred development for the lands.

Analysis Summary for Option 2

This option presents the most objective process to determine what is the appropriate future use for the Humber Lands. Proceeding with this option could still include consideration of the Primacare development concept as part of land use scenarios being considered. Essentially, instead of confirming the feasibility and approach for pursuing Primacare concept solely (as in Option 1), this approach would be confirming what use framework is the most feasible and desirable for these lands, based on multiple planning objectives and priorities of the Town. This process may conclude that the Primacare proposal is indeed the most feasible and desirable use of the Humber Lands. In this circumstance, the Town would have greater assurance that this determination results from an open and comprehensive planning evaluation that does not overlook other planning objectives. Furthermore, this approach could allow aspects of the Primacare concept that are undetermined at this time, such as partnership opportunities and phasing approach, to be confirmed later in the process.

Strategic Alignment

Orangeville Forward – Strategic Plan

Priority Area: Sustainable Infrastructure

Objective: Plan for Growth

Sustainable Neighbourhood Action Plan

Theme: Land Use and Planning

Strategy: Co-ordinate land use and infrastructure planning to promote healthy, liveable and safe communities.

Notice Provisions

No notice provisions are applicable to the recommendations of this report.

Financial Impact

There are financial implications associated with the options presented in this report.

Proceeding with Option 1 would require advice and support from the Town's solicitor on any negotiations and arrangements to be made with Primacare regarding the transfer and future development of the Humber Lands. Other consultant advice may also be necessary, i.e., for land appraisals or evaluations.

Option 2 includes a planning analysis of the Humber Lands to be undertaken as part of the Town's Official Plan Review, which has been included in the scope of work for Phase 2 of this review. The Phase 2 part of the Official Plan Review is a capital project within the approved 2021 Budget. There are additional financial implications to the Town pending the outcome of the Option 2 approach, depending on future approaches the Town pursues for the management or disposition of the Humber Lands.

Respectfully submitted

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Attachments:

1. Humber Lands Location Map
2. Primacare Development Concept