

Subject: Official Plan Review: Statutory Public Meeting for Phase 1

Department: Infrastructure Services

Division: Planning

Report #: INS-2021-057

Meeting Date: 2021-10-04

Recommendations

That Report INS-2021-057, Official Plan Review: Statutory Public Meeting Information Report for Phase 1, be received by Council as information at the public meeting on October 4, 2021.

Background

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

The 2015 Official Plan Review

The Town last completed a review of its Official Plan (OP) in 2010. Following this, the Town commenced its next Official Plan Review (OPR) in the spring of 2015. At that time, the County had just obtained approval of its new Official Plan for the County of Dufferin, which provided new planning policy and growth management direction for its municipalities, including the Town. To spearhead the Town’s OPR, the Town retained consultants to undertake a land needs assessment and commercial market analysis to determine the projected land needs and availability in the Town for future employment, institutional, commercial, and residential growth. Through 2015 and into 2016, the Town undertook its consultation process and final [Land Needs Assessment \(2016\)](#), and [Commercial Market Impact Analysis \(2016\)](#) studies were completed as background information to inform the eventual update to the Town’s OP.

While the Town's OP Review was underway, in 2016, the province began its coordinated review of its four (4) Provincial Plans, which particularly included an update to the Growth Plan for the Greater Golden Horseshoe (Growth Plan, 2006). Most relevant to the Town's OPR were the changes being contemplated for the Growth Plan, which included new population and employment forecasts for single and upper-tier municipalities to the year 2041, as well as increases to minimum intensification and greenfield density targets. An updated 2017 Growth Plan was approved on July 1, 2017, which established the new growth forecasts and new targets for density and intensification described above. Single and upper-tier municipalities would have until July 1, 2022, to update their official plans to conform to the 2017 Growth Plan. From there, lower-tier municipalities would have one (1) year following the completion of the upper-tier conformity amendment, to bring their local official plans into conformity. As a result, the Town's OPR was halted to await the pending conformity exercise that would proceed at the County level.

County of Dufferin Municipal Comprehensive Review (MCR)

The County has initiated an MCR exercise to bring the County Official Plan into conformity with the new Growth Plan. In the time since the MCR was initiated, a new version of the provincial Growth Plan was approved on May 16, 2019, and a subsequent Growth Plan amendment was approved on August 28, 2020. The current Growth Plan now prescribes population and employment growth forecasts for upper and single-tier municipalities to the year 2051. Despite the recent changes to the Growth Plan, the conformity deadline for single and upper-tier municipalities remains unchanged.

The County MCR process is ongoing and has been adjusted to account for the updated growth projection framework contained in the current Growth Plan. Most recently, the MCR work plan has been phased to coordinate with Ministry consultation timeframes. Part 'A' of the County MCR is proceeding by way of a "Growth Plan Conformity" Amendment, which is focusing on growth allocation and policy directions for lower-tier municipalities to conform to the Growth Plan. This is expected to be adopted by the end of 2021 and referred to the province for approval in 2022, prior to the legislated conformity deadline of July 1, 2022. From there, the County MCR will proceed with Part 'B', which will form a subsequent "Policy Update" amendment to the County Plan. This part will proceed early 2022 and is expected to be completed and adopted by early 2023.

Proceeding with the OP Review in Two Phases

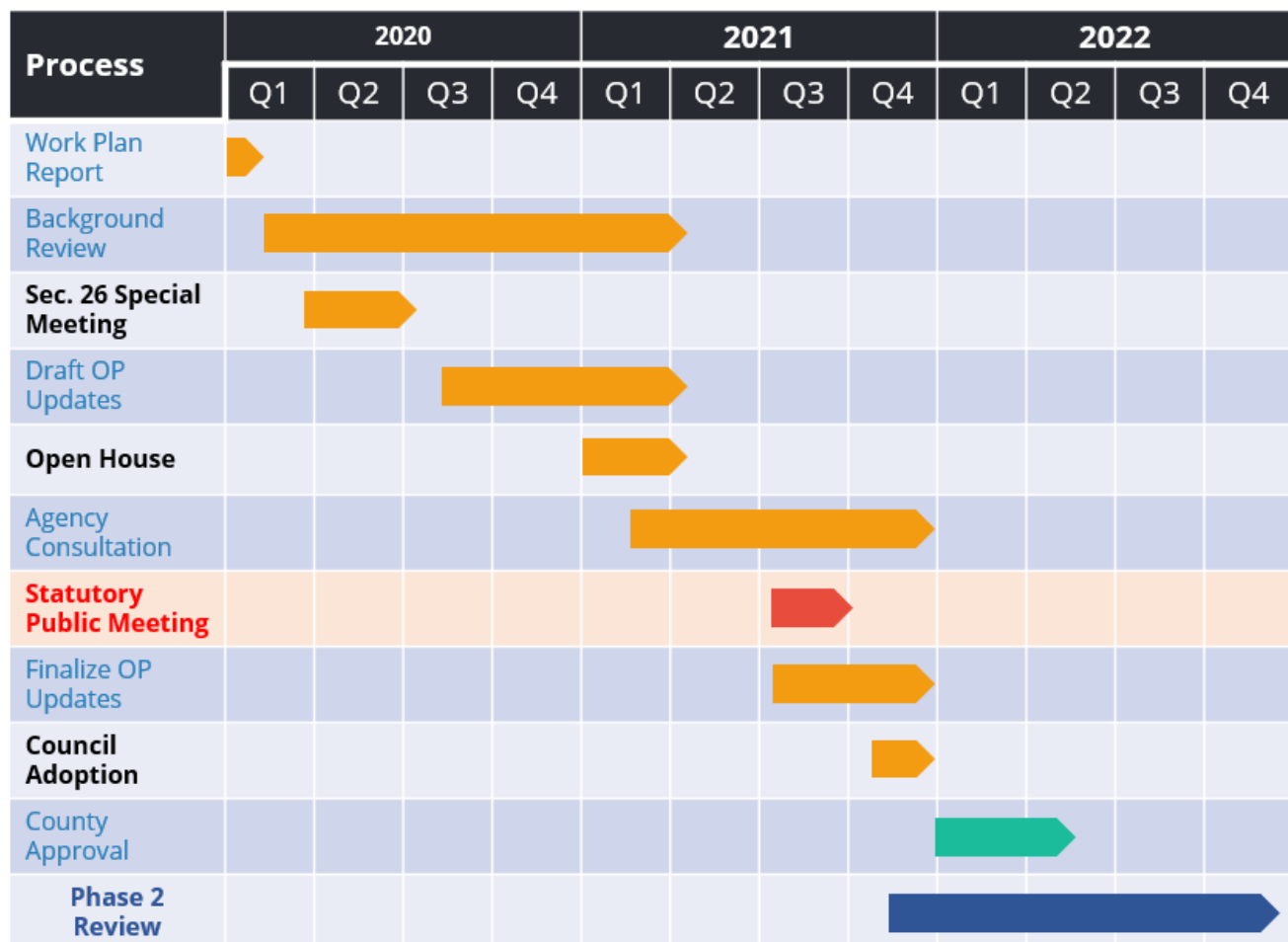
The main objective of the Town's OPR is to ensure its Plan maintains conformity with updated Provincial and County policies. With the updated Growth Plan and the County initiating its MCR to bring its Official Plan into conformity with updated provincial policies, immediately resuming the Town's OPR from where we left off in 2015-2016 would be redundant. The OP would need to be re-updated once the County MCR is complete. However, continuing to pause the Town's OPR to await the County MCR

completion would also be impractical, since there have been important policy/legislative changes unrelated to the County MCR that need to be reflected in updated OP policy. The Town has therefore proceeded to split its Official Plan review exercise into two phases:

Phase 1 is currently underway and is focusing on updating policy aspects of the plan that are not directly related to growth management direction or land use allocation.

Phase 2 will generally focus on aspects of the Plan related to growth management and land use matters.

The following chart illustrates the process timelines for items completed and remaining for Phase 1, as well as the expected timeline to complete Phase 2:



Analysis

Phase 1 Summary

The following table provides a summary of the key policy additions/changes proposed according to key review areas covered in this Phase 1 review exercise:

Review Area	Proposed Policy Additions/Changes
Preamble content to the Plan	<ul style="list-style-type: none"> Updating the content to ensure it is clear, concise and relevant to current times. Delete the “Goals” Section, as these policies are replicated in following sections throughout the Plan. <p style="text-align: right;">Section A (Introduction)</p>
Housing affordability and dwelling types	<p>Additional policy enabling Council to adopt a Municipal Housing Facilities By-law,</p> <p>New definitions for affordable housing:</p> <ul style="list-style-type: none"> “Affordable” “low and moderate income housing” “inclusionary housing” <p>New policies encouraging the use of inclusionary housing/zoning approaches to strengthen the provision of affordable housing,</p> <p style="text-align: right;">Section E1.10 (Housing Affordability) Section I20 (Glossary)</p>
Second dwelling units	<ul style="list-style-type: none"> New criteria for second dwelling unit permissions to be refined in the zoning by-law, including: <ul style="list-style-type: none"> Dwelling types Parking Suitable access Landscape open space/amenity area Permit second dwelling units in townhouses, subject to criteria Limit second dwelling units to one per lot Direction to adopt a program providing further public information and awareness on second units Direction to create a municipal registry as a means of monitoring and tracking second dwelling units <p style="text-align: right;">Section E1.5 (Residential – Converted Dwellings and Second Units)</p>

Review Area	Proposed Policy Additions/Changes
Housing for an Ageing Population	<ul style="list-style-type: none"> • New policies promoting and describing accessibility principles and age-friendly design for implementation in new developments • New policies encouraging “ageing in place” formats for residential developments <p>New Section D9 (Accessibility and Age Friendly Design)</p>
Heritage	<ul style="list-style-type: none"> • Clearer responsibilities of Heritage Orangeville (per the Ontario Heritage Act) • Added criteria for heritage identification • Direction for conducting Heritage Impact Assessments • Recognize trees and other vegetation that contribute to heritage character • Enable heritage conservation easements, agreements and securities to ensure heritage protection • New consideration for cultural heritage landscapes • Additional policies for archaeological assessments <p>Section D3 (Cultural Heritage Resources) formerly D4</p>
Downtown	<ul style="list-style-type: none"> • Maintain emphasis on function: primary concentration of commercial, economic/civic, and residential uses. • New policies to: <ul style="list-style-type: none"> ○ Permit hospitality activities ○ Support temporary event uses and spaces ○ Promote development that enhances the downtown, ensuring streetscapes remain pedestrian-friendly ○ Support Town-initiated measures (streetscape improvements, development on Town-owned lands) ○ Support increased residential activity within and near the Downtown. • New enabling tools for facilitating parking arrangements: <ul style="list-style-type: none"> ○ reduced or waived parking requirements ○ shared parking arrangements ○ cash-in-lieu of required parking <p>Section E2.4 (Central Business District) Section D5 (Downtown)</p>

Review Area	Proposed Policy Additions/Changes
Urban Design	<ul style="list-style-type: none"> • Stronger design policies to focus on enhancing the built environment, going beyond simply maintaining existing conditions. • Stronger policy criteria for: <ul style="list-style-type: none"> ○ Buildings, site design and landscaping, parking areas, lighting, outdoor storage and display, etc. ○ Drive-through facilities ○ Safe Environment: Crime Prevention Through Environmental Design (CPTED) ○ Implementation tools (architectural control) <p style="text-align: right;">Section D6 (Community Design)</p>
Active transportation	<p>Policy changes to promote awareness and benefits of encouraging active transportation:</p> <ul style="list-style-type: none"> • Add the following defined terms: <ul style="list-style-type: none"> ○ “active transportation” ○ “complete streets” • New goals and policies encouraging the implementation of the County of Dufferin Active Transportation and Trails Master Plan • Direction to implement a Complete Streets Policy, Standards, etc. <p style="text-align: right;">Section G7 (Active Transportation)</p>
Roads and mobility	<ul style="list-style-type: none"> • Update language for clarity and consistency with other initiative updates to other sections • Update Schedule E (Roads Plan) to reflect advancing roadways and development patterns <p style="text-align: right;">Section G1 (Transportation Goals) Section G8 (Road Classification Policies)</p>

Review Area	Proposed Policy Additions/Changes
Servicing Capacity	<p>Reorganize policies to provide further clarity as follows:</p> <ul style="list-style-type: none"> • Capacity Information to be included in Section C – Basis of the Plan • Policy Framework to be included in Section H – Municipal Services <p>Update servicing capacity:</p> <ul style="list-style-type: none"> • Sewage: 36,490 people • Water: 34,000 people <p style="text-align: right;">Section C3 (Basis of the Plan, Servicing Capacity) Section H2 (Sewage and Water Policies)</p>
Stormwater management	<ul style="list-style-type: none"> • Update policies to ensure stormwater management infrastructure is: <ul style="list-style-type: none"> ○ Consistent with CVC policies and guidelines ○ located outside of natural heritage systems ○ integrated as a local amenity ○ reflects current trends and best practices for treatment and conveyance • Encourage retrofit of existing development and infrastructure • Enable the future preparation of a stormwater management policy having consideration for climate change. <p style="text-align: right;">Section H3 (Stormwater Management)</p>

Review Area	Proposed Policy Additions/Changes
“Healthy developments”	<ul style="list-style-type: none"> • Introduce new policy concepts recognizing and stimulating how the built environment can influence healthy behaviours and lifestyles: <ul style="list-style-type: none"> • Enable reduced parking ratios for large-format commercial • Improve design for pedestrians in parking areas • Accessibility site design features per AODA • Age-friendly housing concepts (flex design) • Amenities within walking distance of residential areas • Modified grid street patterns • Rear laneway concepts to improve pedestrian-oriented residential areas. • Intensification developments to be interconnected with surroundings. <p style="text-align: right;">Section E1.9 (Residential – Neighbourhood Design) Section D9 (Accessibility and Age Friendly Design)</p>
Source water protection	<ul style="list-style-type: none"> • Implement the CTC Source Protection Plan framework: <ul style="list-style-type: none"> ○ Map schedules for vulnerable areas ○ Identify restricted activities in wellhead protection areas ○ Application submission requirements ○ More direction for infiltration and low impact development (LID) features <p>New Section E6 (Source Water Protection) New Map Schedules:</p> <ol style="list-style-type: none"> 1. Wellhead Protection Areas for Quality 2. Wellhead Protection Areas for Quantity 3. Vulnerable Scoring for Wellhead Quality Protection Areas 4. Groundwater Recharge and High Vulnerability Aquifer Areas
Parks and recreation	<ul style="list-style-type: none"> • Consolidate policies to one section of the OP • Provide more detail for parkland dedication and cash-in-lieu conveyance • Enable the Town’s Recreation and Parks Master Plan (2020) and Cycling and Trails Master Plan (2019) as the primary documents to guide future parkland and facilities <p style="text-align: right;">Section E4 (Open Space Recreation)</p>

Review Area	Proposed Policy Additions/Changes
Sustainability	<ul style="list-style-type: none"> • Changes to add more policy guidance and support for: <ul style="list-style-type: none"> ○ mitigating causes and adapting to climate change (Increasing greenspace and natural surfaces) ○ Sustainable development criteria (dark sky lighting, coordinating utilities, connected neighbourhoods, promoting local food sources) ○ Avoiding over-development (excessive demands on infrastructure, negative impacts to local character, exceeding height/density provisions, etc.) ○ Water conservation (fixtures, landscaping) ○ Energy efficiency ○ Waste reduction (using recycled materials) <p style="text-align: right;">Section F (Sustainability)</p>
Natural heritage	<p>Existing Natural Environment policies are generally represented by Open Space Conservation designation:</p> <ul style="list-style-type: none"> • Address features, avoiding negative impacts, requiring environmental impact studies. • Protection of water resources, parkland dedication and contaminated properties <p>Policies will be reorganized and updated within a new Natural Heritage section, which addresses:</p> <ul style="list-style-type: none"> • updated mapping based on info from CVC and/or County • development restrictions – to protect features • Identification of various feature types, some designated (i.e. wetlands, woodlands, etc.), some described in policy (i.e. wildlife habitat) • Restrictions on development within or adjacent to features • Clearer direction for what constitutes “adjacent lands” • Feature boundary identification being approximate and expected to be refined through adjacent development evaluation process • Intent for public acquisition of natural feature lands, but not to be considered as parkland dedication • Forestry policies, including tree canopy target (40%), compensation approach for tree removal <p style="text-align: right;">Section E5 (Natural Heritage)</p>

Review Area	Proposed Policy Additions/Changes
	Updated Schedule 'A' for new Natural Heritage System Designation(s)
Implementation tools	<p>Provides the Town's "tool kit" for implementing the Official Plan, giving direction for items such as Zoning, Holding Provisions, Applications (i.e., land division, site plan approval)</p> <ul style="list-style-type: none"> • Revise policies regarding the following tools: <ul style="list-style-type: none"> ○ Temporary Use ○ Legal Non-conforming ○ Holding Provisions ○ Financial Securities ○ Public Notification • Add new policies for the following tools: <ul style="list-style-type: none"> ○ Pre-Consultation ○ Community Benefits (Section 37 of the Planning Act) • Add a Glossary of defined terms to assist with interpretation <p style="text-align: right;">Section I (Implementation)</p>

Consultation on Phase 1

A webpage has been created specifically for the OPR project: www.orangeville.ca/official-plan-review. Copies of all previous public notices, staff reports, and presentation materials are posted to this webpage. In addition, the [Draft OP Policy Updates](#) and a [Background Report](#) explaining the basis for the proposed amendments are posted on this page.

Public

The Phase 1 review has followed the statutory requirements for reviewing and updating official plans in accordance with the Planning Act. The following consultation has been undertaken:

1. July 6, 2020: [Special Council Meeting](#) to introduce the review exercise and discuss changes/updates being considered.
2. April 19, 2021: [Public Open House](#) to present proposed policy updates to the Plan

No public comments have been received thus far with respect to this phase of the review.

External Agencies and Town Divisions

Pertinent external agencies and Town Divisions have been circulated for review and comment on the draft policy updates proposed to the OP. The following Town divisions have provided comments on the policy area updates of most relevance to the Division:

- Community Services,
 - Economic Development
 - Parks and Facilities
- Infrastructure Services,
 - Transportation & Development
 - Environment (Source Water Protection)

Credit Valley Conservation (CVC) and the County of Dufferin have completed thorough reviews of the draft OP update and have given detailed comments on existing OP policies and proposed changes. Planning staff will be reviewing all comments received and modifying proposed policy changes as appropriate. Staff will continue working with those commenting agencies and divisions in responding to their comments accordingly.

Next Steps in the Official Plan Review Process

The comments received through public consultation and agency/departmental circulation are being incorporated in the draft policy updates discussed above. Once comments are addressed through refinements to the updated policies as necessary, staff will bring forward a final series of updates for Council adoption as part of an overall Phase 1 amendment to the OP. Following this, the adopted amendment will proceed to the County of Dufferin for approval. The Town has authority to approve amendments to its OP, except for amendments related to certain matters, particularly including:

- a) Official Plan reviews conducted under Section 26 of the Planning Act
- b) Settlement area boundary expansions or adjustments
- c) Changes in population and/or employment growth allocation
- d) Employment land conversions; and
- e) Applications that may adversely affect County infrastructure

Staff are targeting the completion of the Phase 1 OP updates for Council adoption by the end of 2021.

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

In accordance with the requirements of the Planning Act, a Notice of Public Meeting was advertised in the Orangeville Citizen and published on the Town website on September 9, 2021. On September 15, 2021, the Notice was sent to all required public agencies and issued to all individuals who have expressed an interest in this matter and/or have formally requested to be notified of any future public meeting or decision with respect to this Official Plan Review.

There are no anticipated financial impacts to the Town arising from this Report.

Respectfully submitted

Douglas G. Jones, M.E.Sc., P. Eng.
General Manager, Infrastructure Services

Prepared by

Brandon Ward, MCIP, RPP
Manager, Planning

Attachment(s): None