



THORNBURY DENSITY & INTENSIFICATION STUDY

BACKGROUND REVIEW, NEIGHBOURHOOD ANALYSIS AND INTENSIFICATION OPPORTUNITY REPORT

PREPARED BY:
SGL PLANNING & DESIGN INC.

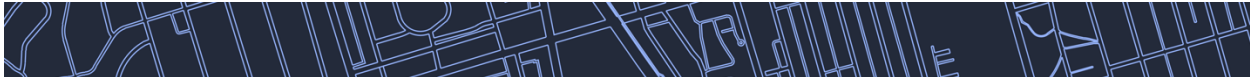


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1 Introduction



1.1 Study Purpose

Thornbury forms part of the Town of The Blue Mountains’ Primary Settlement Area, which also includes the community of Clarksburg. As the Town grows, a large portion of its permanent population and new units are to be allocated to the urban area of Thornbury. Current direction within the County of Grey Official Plan and The Blue Mountains Official Plan encourages intensification within Thornbury, which is to be achieved through appropriate infill, intensified development and redevelopment in suitable locations. This intensification is to be carefully balanced with compatible built form and design that protects and enhances the character of Thornbury’s neighbourhoods and distinct areas.

While infill and intensification can lead to changes in a neighbourhood, it is important not to discourage re-investment in homes. There is an important balance to strike between maintaining neighbourhood character and encouraging new residential development in order to improve housing affordability and provide for a broader and more inclusive range of housing options for Thornbury’s residents.

The purpose of the Thornbury Density and Intensification Study is to first recognize and inventory the key elements of character that make Thornbury’s individual neighbourhoods unique. Based on this assessment, the Study explores opportunities to accommodate compatible infill and intensification in Thornbury, as well as suitable housing types and densities based on current built form character.

1.2 Study Area

The Study Area includes lands within Thornbury that are designated for residential development. Generally, this Study Area includes lands bound by Peel Street to the north, Georgian Bay to the east, Russel Street to the south and 10th Line to the west. (Figure 1). However, the Study Area excludes the lands within the western portion of Thornbury designated Future Secondary Plan Area, as seen below. These lands will be developed through a comprehensive Secondary Plan process in the future.

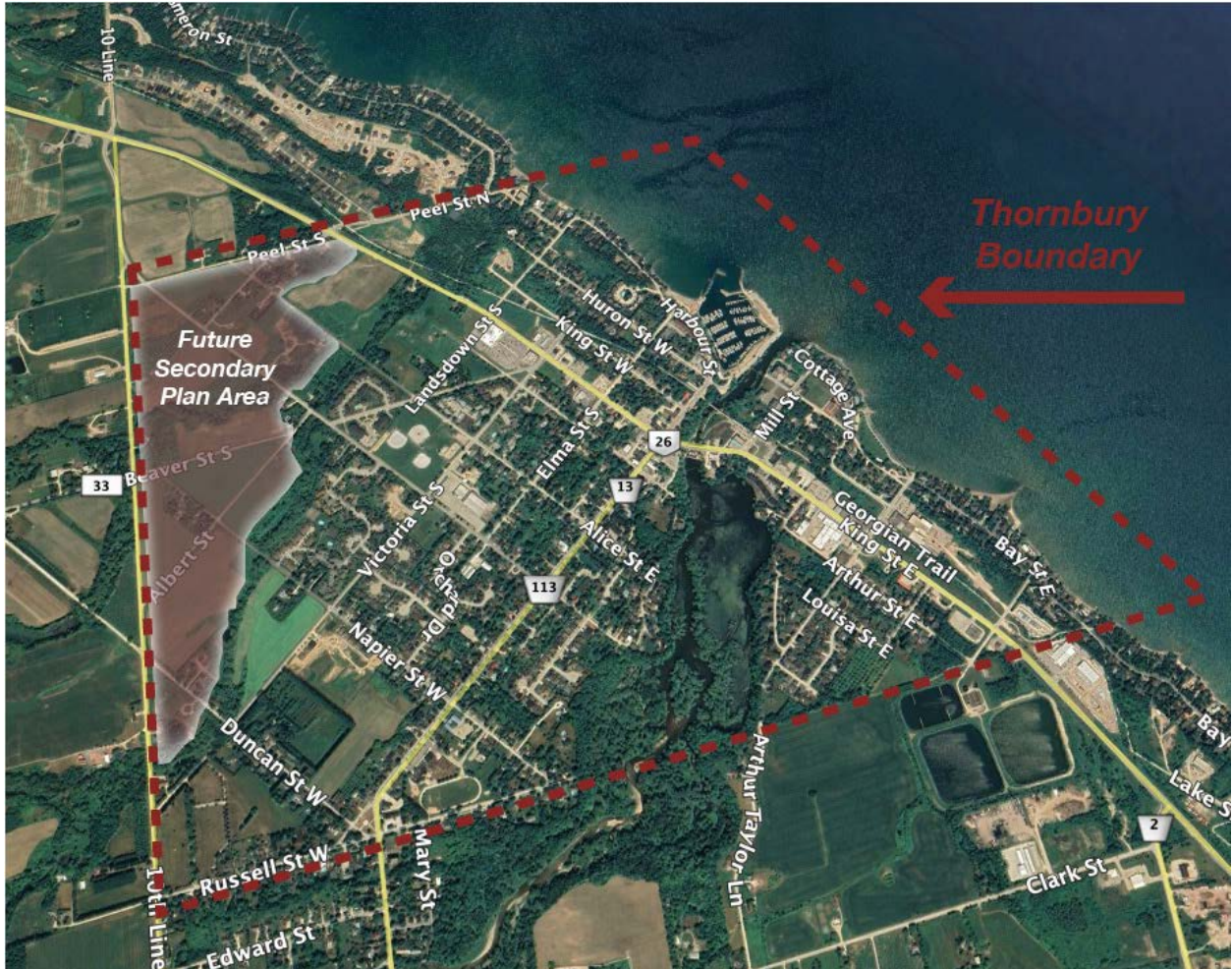


Figure 1. Study Area

1.3 What is Intensification?

The Town of The Blue Mountains Official Plan defines intensification as “development of a property, site or area at a higher density than currently exists through:

- Redevelopment, including the reuse of brownfield sites;
- The development of vacant and/or underutilized lots within previously developed areas;
- Infill development; and
- The expansion or conversion of existing buildings.”

Infill development is a type of intensification involving the creation of one lot or multiple lots for new single detached and semi-detached dwellings between existing residential lots.

1.4 Report Purpose and Structure

This Report provides an overview of Phase 1 and Phase 2 of the Study and is divided into two main sections accordingly. As part of **Phase 1: Background Review and Analysis**, this Report provides an overview of residential intensification, the Town’s existing policy and zoning context as it relates to intensification in Thornbury, current development trends, a summary of existing lot conditions and a summary of public consultation to date. Based on the research conducted in Phase 1, **Phase 2: Intensification Opportunities and Thornbury’s Planning Neighbourhoods**, involved the delineation of a number of Planning Neighbourhoods based on similar characteristics for the purpose of determining appropriate intensification within each neighbourhood. Within each Planning Neighbourhood, intensification opportunities and example sites are identified, along with applicable site and built form recommendations.

The Report is structured as follows:

Section 1 – Introduction: Provides an introduction to the Study including its purpose.

Phase 1: Background Review and Analysis

Section 2 – Intensification Overview: Provides an overview of what residential intensification entails, including examples of the various types of built form and development scenarios that may contribute to increased densities and intensification within Thornbury.

Section 3 – Official Plan Review: Provides an overview of the applicable policies of the Town of The Blue Mountains Official Plan with a focus on existing direction relating to residential infill and intensification within Thornbury.

Section 4 – Zoning Review: Examines the permitted uses and provisions of zones permitting residential uses within the Study Area.

Section 5 – Development Trends: Provides an overview of recent residential development applications within the Study Area.

Section 6 – Existing Lot Analysis: Provides an overview of the existing area and coverage of lots within the Study Area.

Section 7 – Phase 1 Public Consultation: Summarizes the results of the public online survey conducted as part of Phase 1 (see **Appendix A** for full survey results).

Phase 2: Intensification Opportunities and Thornbury’s Planning Neighbourhoods

Section 8 – Thornbury’s Planning Neighbourhoods: Provides an overview of the eight Planning Neighbourhoods identified as part of this Study, based on similar characteristics and features.

Section 9 – Downtown Core: Sets out the boundaries and defining characteristics of the Downtown Core Planning Neighbourhood, as well as potential intensification opportunities and applicable site and built form recommendations.

Section 10 – Highway 26 Corridor: Sets out the boundaries and defining characteristics of the Highway 26 Corridor Planning Neighbourhood, as well as potential intensification opportunities and applicable site and built form recommendations.

Section 11 – Shoreline Residential: Sets out the boundaries and defining characteristics of the Shoreline Residential Planning Neighbourhood, as well as potential intensification opportunities and applicable site and built form recommendations.

Section 12 – Linear Old Thornbury: Sets out the boundaries and defining characteristics of the Linear Old Thornbury Planning Neighbourhood, as well as potential intensification opportunities and applicable site and built form recommendations.

Section 13 – Old Thornbury Neighbourhood Blocks: Sets out the boundaries and defining characteristics of the Old Thornbury Neighbourhood Blocks Planning Neighbourhood, as well as potential intensification opportunities and applicable site and built form recommendations.

Section 14 – Low-Rise Planned Subdivisions: Sets out the boundaries and defining characteristics of the Low-Rise Planned Subdivisions Planning Neighbourhood, as well as potential intensification opportunities and applicable site and built form recommendations.

Section 15 – Multi-Unit Condominium Communities: Sets out the boundaries and defining characteristics of the Multi-Unit Condominium Communities Planning Neighbourhood, as well as potential intensification opportunities.

Section 16 – Greenfield Area: Sets out the boundaries and defining characteristics of the Greenfield Area Planning Neighbourhood, as well as potential intensification opportunities.

Section 17 – Summary and Next Steps: Provides a brief summary of each the intensification opportunities available within Thornbury and the Planning Neighbourhoods that can appropriately accommodate each type, as well as next steps for the Study and public consultation.

Phase 1



Background Review and Analysis

2 Intensification Overview



2.1 What is Intensification?

The Town of The Blue Mountains Official Plan defines intensification as development of a property, site or area at a higher density than currently exists through:

- Redevelopment, including the reuse of brownfield sites;
- The development of vacant and/or underutilized lots within previously developed areas;
- Infill development; and
- The expansion or conversion of existing buildings.

The following are example forms of residential intensification applicable to the context of the Study and future development within Thornbury.

2.1.1 Accessory Apartments

Accessory apartments, sometimes referred to as secondary suites or additional residential units, are additional self-contained dwelling units developed within single, semi-detached or townhouse dwellings. These apartments may be located above, below or behind primary dwelling units, as shown in **Figure 2** below. Accessory apartments may also include the development of an additional dwelling unit within a detached accessory building to any residential unit type. Recent changes to the Planning Act in 2019 require municipalities to permit, plan for and encourage accessory apartments through updated official plan policies and zoning permissions. Accessory apartments can serve as a valuable form of gentle intensification within neighbourhoods, making efficient use of the existing housing stock.

The Town’s current Official Plan already sets out a number of requirements for accessory apartments within Section B2.7 to ensure the apartment meets the relevant requirements of the Town, Ontario Building Code and Fire Code; provides sufficient space for an additional parking space; maintains the nature of the existing residential buildings; limits the apartment to two bedrooms; and provides adequate servicing. Floor area is regulated by the Town’s Zoning By-law and site plan control applies where the apartment is proposed in a detached building.

Start With: **End With:**

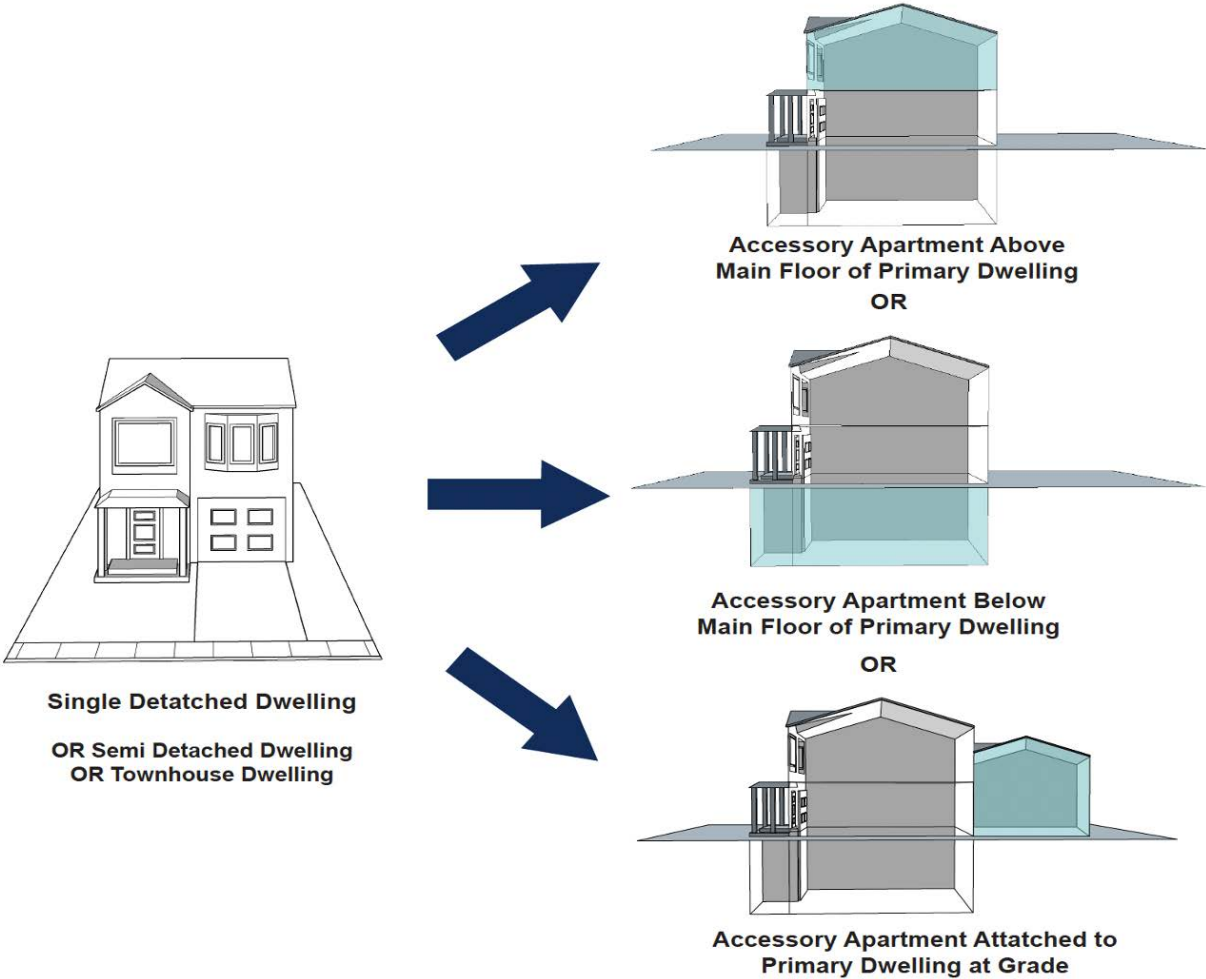


Figure 2. Accessory Apartment Examples

2.1.1.1 Laneway Suite/Coach House/Garden Suite

A laneway suite/coach house or garden suite is a form of accessory apartment permitted under the Planning Act within an accessory building on the same lot as a single detached or semi-detached dwelling. A garden suite is a self-contained detached residential structure that is accessory to a single detached dwelling unit, generally smaller in scale and located in the rear yard. Section B2.9 of the Official Plan requires that garden suites maintain the existing character of the area, with performance standards applied under the Zoning By-law and site plan control relating to floor area, setbacks, lot coverage, height, additional parking and buffering to screen the use from neighbours. Laneway suites or coach houses are accessory dwellings located on the second floor of a detached garage accessed via a driveway from the street or from a rear public lane. The Town’s Official Plan and Zoning By-law do not currently speak to

the permission for laneway suites or coach houses. **Figure 3** below provides an example of this development type.

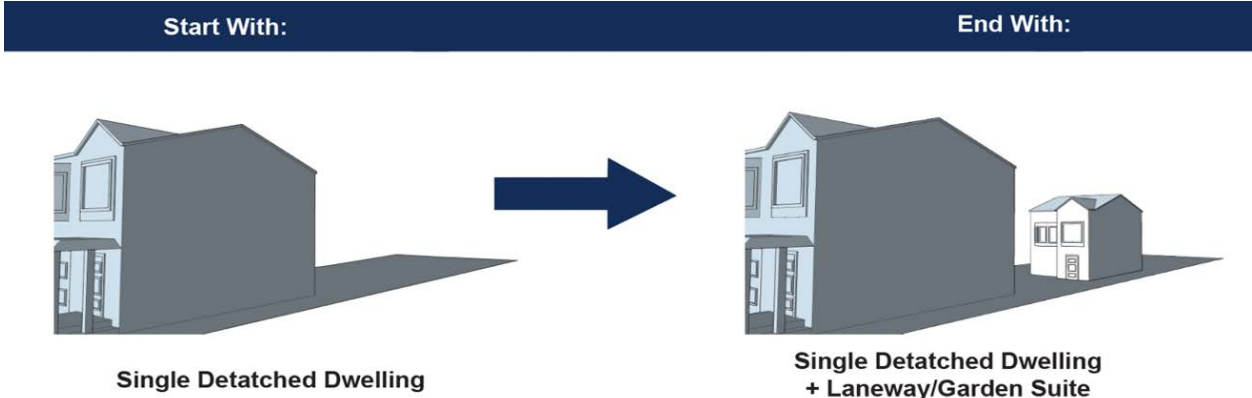


Figure 3. Laneway Suite/Coach House/Garden Suite Example

2.1.2 Converted Dwellings

Converted dwellings are typically larger single or semi-detached dwellings that have been internally altered to provide for additional dwellings units beyond that permitted by legislation permitting accessory apartments. The conversion of existing dwellings to include additional units may increase the number of main entrances, windows and/or parking spaces on site, among other elements. This dwelling type is currently not contemplated by the Town’s Official Plan or Zoning By-law.

2.1.3 Infill Development - Vacant Lots

Vacant lots within neighbourhoods provide opportunities for the development of single and semi-detached dwellings, as shown **Figure 4** below, and are a form of infill development. It is important that the proposed development is in keeping with the character of the neighbourhood and surrounding dwellings as it relates to the context of the vacant lot, as well as built form features such as height, massing and architectural details. These considerations are further discussed in this Report.

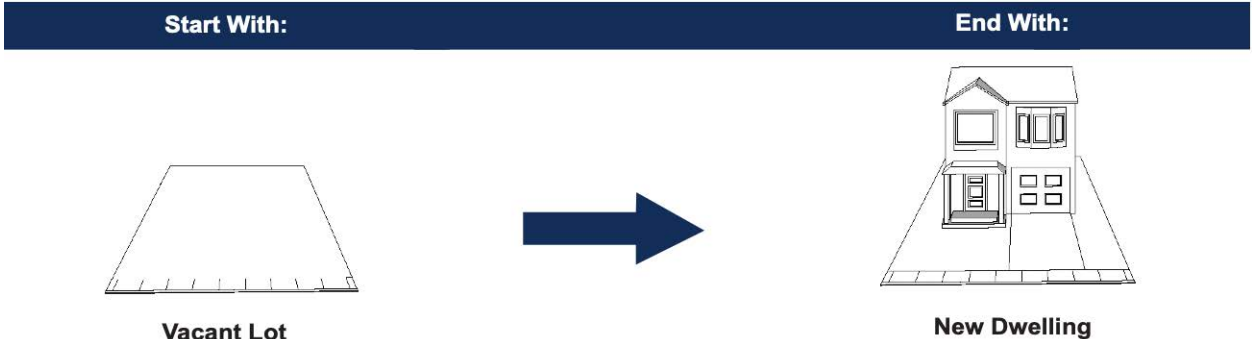


Figure 4. Example of Infill Development - Vacant Lots

2.1.4 Infill Development – Severances and Plans of Subdivision

Infill development through lot severances involves the creation of two or more lots from one existing larger lot, as illustrated in **Figure 5** below. Typically, a large lot with an existing single detached dwelling is severed to facilitate the development of a new adjacent single detached or semi-detached dwelling on the newly created lot. The existing dwelling may be demolished and replaced by a new dwelling, or it may be retained, depending on the configuration of the severance. This type of development may also involve subdivision development, which includes the division of one existing larger lot, or amalgamated underutilized lots, to create multiple new lots through a Plan of Subdivision.

Section B3.1.5.2 of the Town’s Official Plan sets out a number of requirements for infill development to ensure it respects the scale and built form of the surrounding neighbourhood context. These policies are further discussed in **Section 3** of this Report.

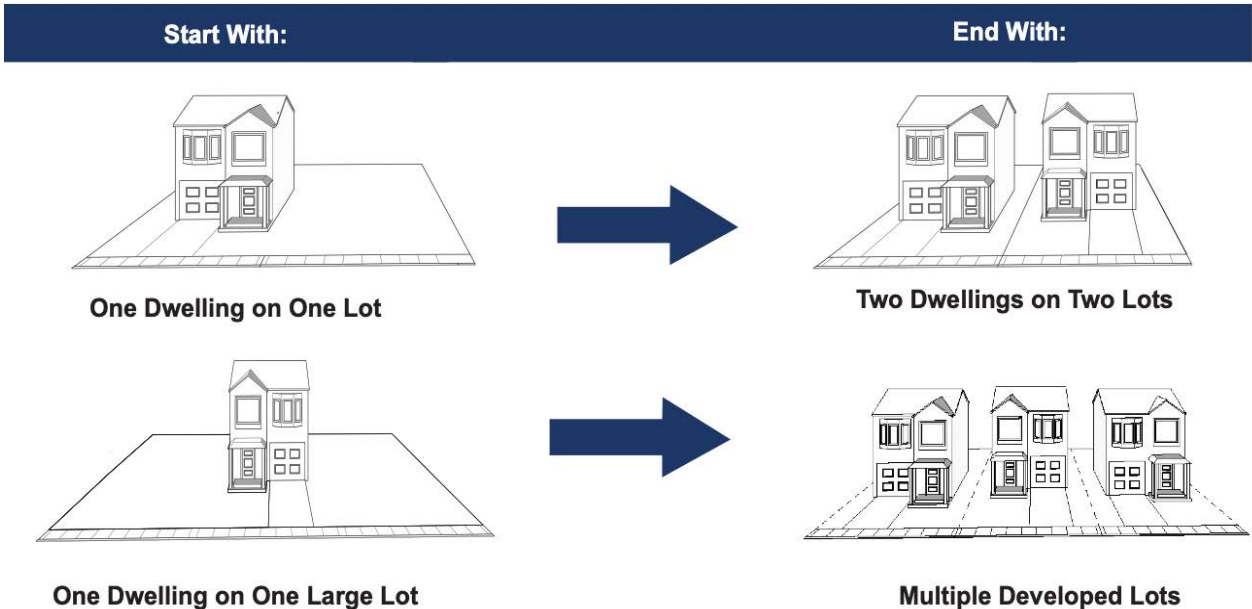


Figure 5. Examples of Infill Development - Severances and Plans of Subdivision

2.1.5 Multi-Unit Development

More dense forms of intensification include multi-unit development such as townhouses or apartment buildings. As shown on **Figure 6**, these may be developed on large vacant lots or through the amalgamation of multiple lots which may involve the demolition of existing dwellings. Where the predominant character is single detached dwellings, denser development may raise concerns regarding how it fits into the character of neighbourhood areas as well as potential impacts such as shadow, overlook, traffic, and changes to the existing neighbourhood character. The impact and appropriateness of each multi-unit development will differ by proposal and location.

Section B3.1.4 of the Town’s Official Plan restricts townhouses and apartments to a maximum height of three storeys. As further discussed within **Section 4** of this Report, the Town’s Zoning By-law currently sets out where these higher density uses (up to three storeys) are permitted in Thornbury. The majority of areas zoned to permit townhouses and apartment buildings already currently accommodate, or have plans to accommodate, these dwelling types.

While the Town’s planning documents currently restrict maximum building heights to three storeys, this Study explores opportunities where heights up to four or five storeys may be appropriate in certain locations based on surrounding context and built form, the ability to provide an appropriate transition to lower density housing, site access and proximity to amenities such as community services and parks. As discussed further in the sections of this Report on Thornbury’s Planning Neighbourhoods, this increase in permitted height, which will be further explored by the Town, would assist in making efficient use of appropriately situated lands as The Blue Mountains continues to rapidly grow.

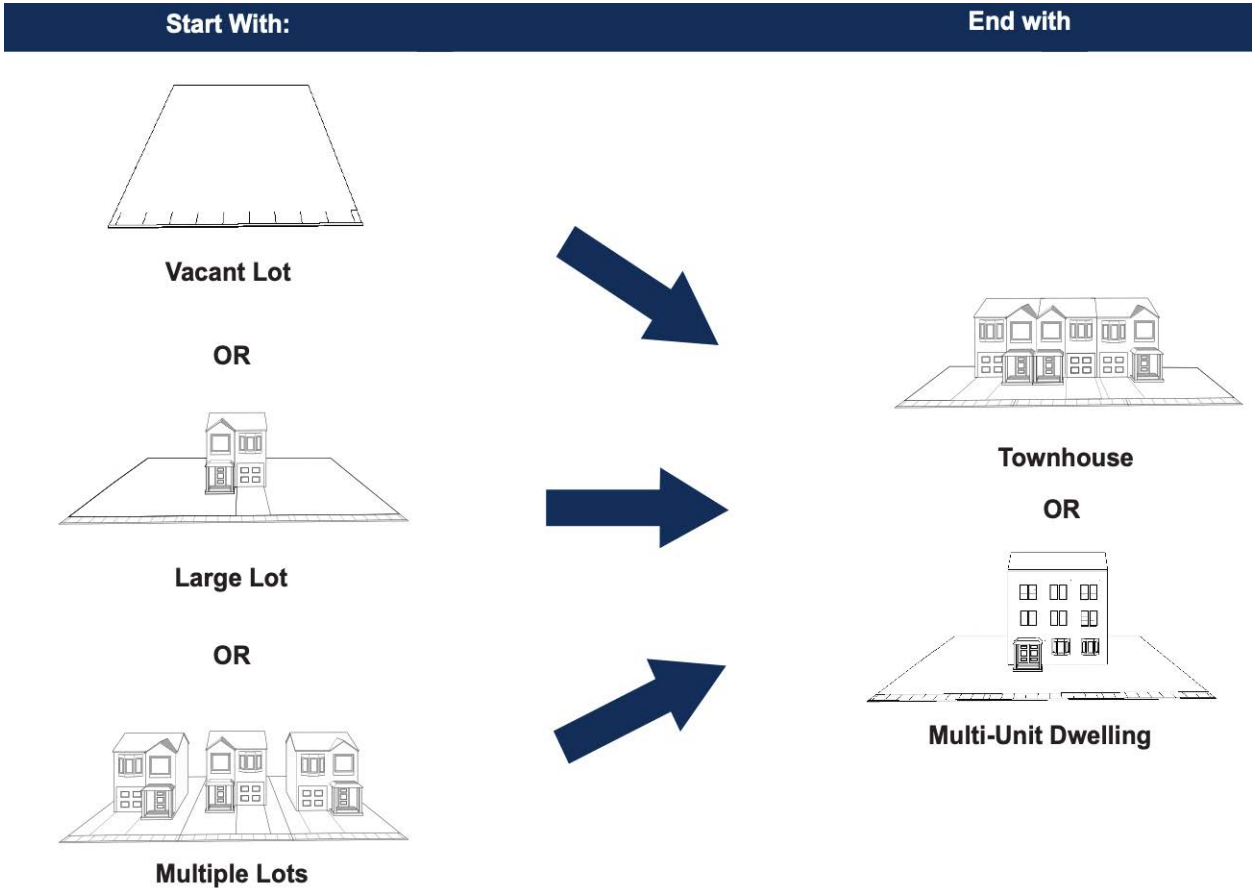


Figure 6. Examples of Multi-Unit Intensification

2.2 Upper Tier Policy

Residential intensification is a key component of the Provincial Policy Statement (PPS) and the County of Grey Official Plan. As set out below, upper tier Provincial and Regional policies direct intensification to the settlement areas of municipalities, in order to provide current and future residents with appropriate and affordable housing choices.

2.2.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) encourages planning authorities to permit and facilitate residential intensification in order to provide an appropriate range and mix of housing options and densities that meet the projected market-based and affordable housing needs of current and future residents. In settlement areas, such as Thornbury, the PPS directs that planning authorities to:

“Identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas...” (Section 1.1.3.3).

The PPS also requires municipalities to create appropriate development standards that facilitate intensification, redevelopment, and compact built form. Planning authorities are also required to “establish and implement minimum targets for intensification and redevelopment within built-up areas” (Section 1.1.3.5).

It is important to note that the PPS does not indicate that intensification is unlimited, but rather municipalities must take into account existing building stock and appropriate areas, as well as establish appropriate standards for intensification which may vary depending on the area and characteristics of different locations.

2.2.2 County of Grey Official Plan

The County of Grey Official Plan sets out minimum targets for residential intensification. According to Section 3.4.1 of the Plan, the Town of The Blue Mountains is to accommodate 10% of its residential development through intensification within its Primary Settlement Area of Thornbury/Clarksburg. An intensification strategy should be implemented through local municipal official plans in order to achieve intensification targets. Specifically, municipalities within Grey County are directed to:

- Promote intensification and the efficient use of land in developed areas;
- Identify areas for intensification, revitalization and redevelopment;
- Promote mixed use development and spaces within settlements;
- Identify the type, size and scale of built form appropriate for intensification areas;
- Identify measures or tools to mitigate the effects of intensification within existing residential areas and neighbourhoods, with consideration for transitions in height, built form, massing and land uses;

- Identify measures or tools to protect existing residential areas or neighbourhoods outside of intensification areas;
- Develop development standards that are cost-effective and make efficient use of land; and
- Identify programs to monitor the achievement and feasibility of intensification targets (Section 3.4.1.1).

3 Official Plan Review



The following section provides a review of the Town of The Blue Mountains Official Plan, with a focus on intensification policies applicable within Thornbury. This includes policies relating to intensification targets, residential uses and areas within Thornbury, permitted housing types, neighbourhood character, infill, built form and design.

3.1 Town of The Blue Mountains Official Plan

The Town of The Blue Mountains Official Plan was first approved in 2006 and reviewed/updated last in June 2016. The introduction to the Plan provides a framework for expected growth to 2026 and development expectations from the County. Between 2011 and 2026, the Town’s permanent population is estimated to increase by approximately 2,850 new residents and 1,370 new units, with 80% to 85% of these new units provided in urban areas (which includes the Thornbury/Clarksburg Settlement Area). The Official Plan also makes reference to the County’s requirement for an overall average development density of 20 units per hectare in Thornbury/Clarksburg, as well as a minimum target of 10 percent of new residential development as residential intensification. This means an average of 6 to 8 residential units per year should be provided through intensification.

3.1.1 Community Structure

According to Section A2 of the Official Plan, the Thornbury/Clarksburg Settlement Area is a key element of the Town’s Community Structure Plan (**Figure 7**). It is the main concentrated location of urban land uses including residential, commercial, cultural and government activities. The Town is supportive of a range of housing types within the Settlement Area, however new development should be designed to respect the character of existing neighbourhoods and areas and make efficient use of existing infrastructure.



Figure 7. Community Structure Plan
 Source: The Blue Mountains Official Plan Figure 1

3.1.2 Goals and Strategic Objectives

A series of goals and strategic objectives are set out within Section A3 of the Official Plan, which are intended to be long-term aims based on specific and measurable targets. Goals and strategic objectives applicable to this Study are summarized below.

Growth and Settlement

- The majority of new residential growth and development is directed to fully serviced areas, with support for the efficient use of land in these areas.
- The function of downtown areas should be reinforced as community focal points with business, entertainment, commercial, government and cultural uses.
- Infill, intensification and redevelopment with compatible built form and design is encouraged in appropriate locations.

Urban Community Character

- The character and stability of existing urban areas, including well-established residential neighbourhoods, should be preserved and enhanced, by ensuring development and redevelopment is compatible with the scale and density of existing development.
- Appropriate intensification and redevelopment, as well as with a broad mix of compatible uses, is encouraged within the downtown areas in order to foster economic development.

Housing

- The Town shall ensure there is an appropriate supply of housing and land for residential development, as well as a full range of housing options, in order to meet the existing and future needs of residents.
- Mixed use development in appropriate locations is encouraged in order to achieve residential intensification and provide affordable housing options.

3.1.3 Urban Land Use Designations

Thornbury is comprised of a variety of different land use designations, as delineated in **Figure 8** below. The Community Living Area designation makes up the majority of the Settlement Area, with lands along the Highway 26 corridor designated Downtown Area. These two land use designations both permit residential uses and are the focus of this Study.

3.1.4 Community Living Area Designation

The Community Living Area designation applies to fully serviced existing and planned residential lands within Thornbury. Objectives for the Community Living Area generally include maintaining Thornbury’s small town feel and the character of existing residential areas including the community’s low height profile and density, as well as encouraging a range of housing opportunities and promoting residential intensification where appropriate to make efficient use of infrastructure (Section B3.1.1).

3.1.4.1 Permitted Uses

Residential uses permitted within the Community Living Area designation include the following:

- Single detached dwellings;
- Semi-detached dwellings;
- Duplex dwellings;
- Townhouse, multiple and apartment dwellings (subject to Section B3.1.5: Infill, Intensification and Greenfield Development);
- Accessory apartments in single detached, semi-detached and townhouse dwellings (subject to Section B2.7: Accessory Apartments); and
- Special needs housing, including long-term care facilities and retirement homes, residential care facilities and emergency housing (subject to Section B3.1.6: Special Needs Housing).

On lands without full municipal services, residential development is limited to single detached dwellings on existing lots.

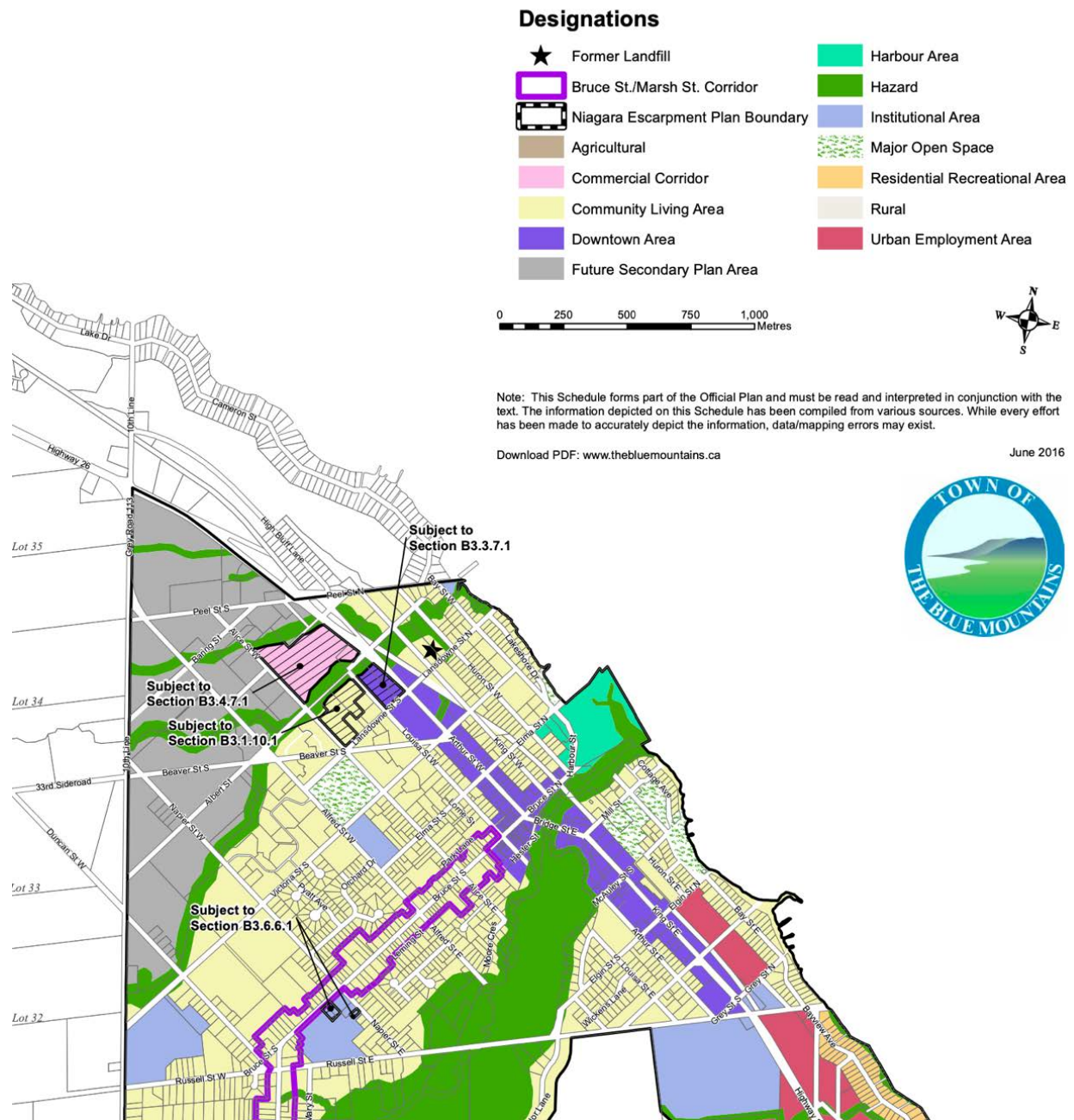


Figure 8. Thornbury's Land Use Designations
 Source: The Blue Mountains Official Plan Schedule 'A-2'

3.1.4.2 Density and Height

Table 1 below sets out the permitted density ranges and maximum heights for residential dwellings.

Table 1. Permitted Density Ranges and Maximum Heights by Dwelling Type

Dwelling Type	Density Range (Units / Gross Hectare)	Maximum Height (Storeys)
Single detached	10 – 25	2.5
Semi-detached & duplex	15 – 35	2.5
Townhouse	25 – 40	3
Multiple & apartment	40 – 60	3

Source: The Blue Mountains Official Plan, Section B3.1.4

In addition to these provisions, new Greenfield areas are to be developed at a minimum density of 20 units per hectare, as set out by the County of Grey Official Plan.

3.1.4.3 Infill, Intensification and Greenfield Development

Existing Residential Neighbourhoods

Within the Community Living Area designation, existing residential neighbourhoods should retain their exiting character with limited changes. However, the policies specify that new housing does not need to “mimic the character, type and density of existing housing, but rather, it shall fit into and reinforce the stability and character of the neighbourhood” (Section B3.1.5.1). Appropriate infill and intensification that respects the scale and built form of its surrounding neighbourhood context will be permitted, granted it conforms to all applicable policies of the Official Plan.

Infill Development

The Official Plan defines infill development as “the creation of lot(s) for single detached and semi-detached dwellings between existing residential lots”. Section B3.1.5.2 sets out the following list of criteria for infill development:

- a) “The proposed development, including building form and density, is compatible with the character of the existing neighbourhood;
- b) New buildings are designed in a manner that is sensitive to the location, massing and height of adjacent buildings;
- c) Proposed building height reflects the pattern of heights of adjacent housing and shall not exceed two storeys;
- d) A similar lot coverage to adjacent housing is provided to ensure that the massing or volume of the new dwelling reflects the scale and appearance of adjacent housing;
- e) The predominant or average front yard setback for adjacent housing is maintained to preserve the streetscape edge, and character;

-
- f) Similar side yard setbacks are provided to preserve the spaciousness on the street;
 - g) The frontages of new interior lots are generally no less than 70% of the average lot frontages on the same side of the public road to provide for, to the greatest extent possible, appropriate separation between new and existing dwellings;
 - h) The frontages of new corner lots are generally no less than 80% of the average lot frontages on the same side of the public road to provide for an appropriate setback from the exterior side lot line;
 - i) The depth of the new home provides for a usable sized rear yard amenity area and minimizes the potential impacts of the new home on the enjoyment of adjacent rear yards;
 - j) The use will have minimal impacts on adjacent properties in relation to grading, drainage, access and circulation, and privacy;
 - k) Existing trees and vegetation will be retained and enhanced where possible and additional landscaping will be provided to integrate the proposed development with the existing neighbourhood; and
 - l) The proposed development will not create a traffic hazard or an unacceptable increase in traffic on local roads.”

Intensification and Greenfield Development

Section B3.1.5.3 of the Official Plan sets out the following list of criteria for intensification and Greenfield development:

- a) “Where appropriate, considers the role of topography and natural vegetation in minimizing the impacts of taller buildings on adjacent land uses;
- b) Has demonstrated that the potential shadow impacts associated with taller buildings will be at an acceptable level on adjacent properties; new buildings that are adjacent to low rise areas are designed to respect a 45 degree angular plane measured from the boundary of a lot line which separates the lot from an adjacent lot with a low rise residential dwelling;
- c) Respects the character of adjacent residential neighbourhoods, in terms of height, bulk and massing;
- d) Building height(s) reflect the pattern of heights of adjacent housing;
- e) Is designed in consideration of lot coverages of adjacent housing;
- f) Considered the predominant or average front yard setback for adjacent housing to preserve the streetscape edge, and character;
- g) Provides for similar side yard setbacks to preserve the spaciousness on the street;
- h) Is designed in order that new lots backing onto existing single detached residential lots have rear yards that are comparable in size to these existing residential lots;
- i) Provides a built form that reflects the variety of façade details and materials of adjacent housing, such as porches, windows, cornices and other details;

- j) Retains and enhances existing trees and vegetation where possible and additional landscaping will be provided to integrate the proposed development with the existing neighbourhood
- k) Will not cause or create traffic hazards or an unacceptable level of congestion on surrounding roads;
- l) Is located on a site that has adequate land area to incorporate required parking, recreational facilities, landscaping and buffering on-site;
- m) If applicable, creates a street and block pattern, which serves as a seamless extension of the surrounding neighbourhoods by providing an interconnected block structure and the extension of the existing local road network;
- n) Will have minimal impacts on adjacent properties in relation to grading, drainage, access and circulation, and privacy;
- o) Buffers any loading and storage facilities that are provided so as to minimize disruption and to protect the enjoyment of neighbouring residential properties; for adjacent residential areas; and
- p) If large in scale, will not obstruct views of Georgian Bay along streets that terminate at or close to the water’s edge.”

According to this policy, the Town may consider pre-zoning specific lands to permit medium and high density residential uses, subjecting these areas to a Holding provision. The provision may be lifted once the above conditions for intensification and greenfield development are satisfied.

3.1.5 Downtown Area Designation

The Downtown Area designation applies to Thornbury’s downtown area, consisting of commercial, institutional and residential uses. Objectives of the designation applicable to this Study include encouraging a mix of uses to enhance existing character and promote revitalization, while also protecting the residential character of adjacent neighbourhoods (Section 7.11). The existing character of the Downtown Area is to be maintained and/or enhanced through the scale and location of new development and redevelopment, to be accomplished in part by:

- Locating compatible land uses in proximity to one another;
- Encouraging the maximum use of buildings, with upper levels used for offices, residential and accommodation uses; and
- Maintaining facade consistency by limiting the height of new buildings to three storeys (Section B3.3.4, in part).

3.1.5.1 Permitted Uses

A broad range of uses are permitted within the Downtown Area designation, including residential uses as part of a commercial building or multi-unit apartment (Section B3.3.3).

3.1.5.2 Development Policies

Section B3.3.4.1 sets out a list of criteria for new development including details regarding adequate parking and vehicular access, compatibility, infrastructure, streetscape, building design and placement and services. Development policies are also set out for residential uses within the Downtown Area, as summarized below. Residential components of the Downtown Area are intended to benefit the area’s overall vibrancy and safety, and provide support for other commercial, service, cultural and entertainment uses (Section B3.3.5.3).

Residential Uses on Main Streets

King/Bridge/Arthur Street and Bruce Street are Thornbury’s main Downtown streets, which are intended to function as focal commercial and economic activity areas. The Official Plan directs new residential uses to the upper floors of buildings on these streets to ensure the provision of street level commercial uses (Section B3.3.5.3.1).

Residential Uses on Side Streets

At street level on side streets within the Downtown Area designation, the Official Plan permits new street townhouses, free-standing multiple unit buildings and apartments. These residential uses require a rezoning and site plan approval from the Town, in conformity with the following criteria:

- a) “The proposed use will enhance commercial and/or business activity;
 - b) Parking areas for the use are generally not located at the front of the building;
 - c) The proposed use is pedestrian in scale; and
 - d) The building is designed to blend in and complement adjacent buildings”
- (Section B3.3.5.3.2).

3.1.6 General Development Policies

3.1.6.1 Community Design

Section D5 of the Plan sets out community design policies for the Town, which encourage high quality built form and the enhancement of existing built up areas through redevelopment and intensification, as well as new greenfield area development. Community design objectives of the Official Plan applicable to this Study include:

- Improving the aesthetic quality of built form and encouraging good design principles and standards through development;
- Promoting high quality design that is “complementary and compatible” with its surroundings in order to enhance the character of the Town’s community areas; and
- Strengthening the downtown community of Thornbury, while revitalizing the Highway 26 corridor (Section D5.1 a, b, c, in part).

The design policies of Section D5.2 set out that the Town will consider all applicable municipal development controls in the review of applications, including but not limited to, the implementing Zoning By-law, the Blue Mountains Community Design Guidelines, the Site Plan Manual and utilizing architectural control in new development areas. This will ensure a high standard of site, building and landscape design.

3.1.6.2 Housing

Monitoring of Housing

Section D7.1 provides direction for the establishment of a housing monitoring program, which shall, among other matters:

- “Identify the location and spatial distribution of the supply of vacant designated residential land within the Official Plan”;
- “Identify the number of draft approved and vacant registered residential lots”; and
- “Describe the type, location and spatial distribution of infill housing development that has occurred” (Section D7.1, in part).

Housing Supply

Within the context of the Town’s population targets, the Official Plan requires the maintenance of a ten-year supply of land for residential intensification, redevelopment and if required, lands designated and available for residential development (Section D7.2). A three year supply is required of land zoned for residential intensification and residential lots/units in registered and draft plan approved subdivisions.

Housing Mix

Within the Town’s settlement areas, the provision of a range of housing types through new development is encouraged. Amendments to the Official Plan that propose the down-designation of medium and high density residential sites is discouraged, as these areas are essential in achieving an appropriate housing mix (Section D7.3).

4 Zoning Review



The purpose of the following section is to examine Thornbury’s existing zones under Comprehensive Zoning By-law #2018-65 (Figure 9) and their permitted uses, as well as provide a preliminary review of zone permissions and provisions. The following zones located within the Study Area permit residential uses and are the focus of this Study:

- Residential One (R1);
- Residential Two (R2);
- Residential Three (R3); and
- Village Commercial (C1).

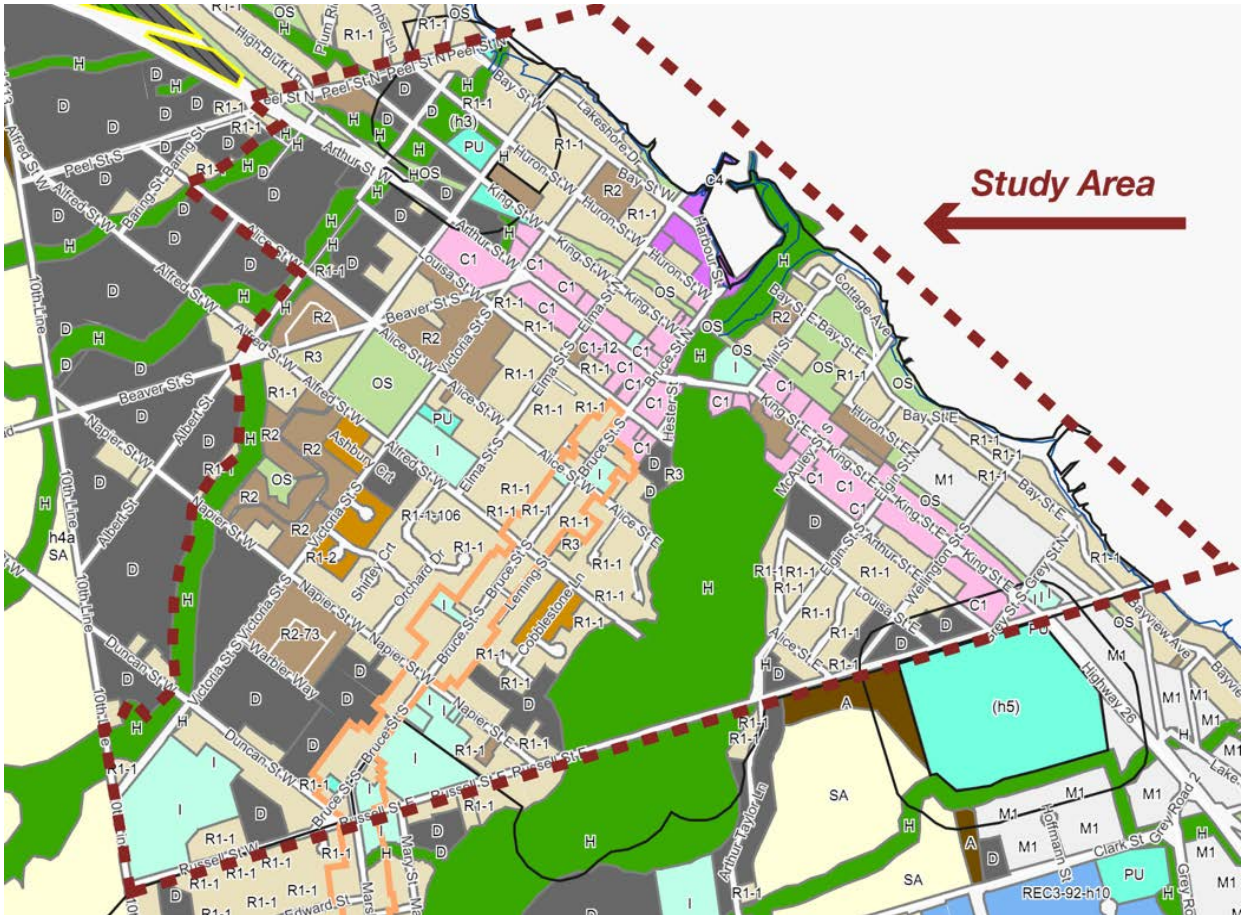


Figure 9. Distribution of Zones in Thornbury
Source: Comprehensive Zoning By-law #2018-65

Lands zoned Development (D) permit existing uses, subject to provisions of the former Town of Thornbury By-law 10-77. While most of these lands are located within the Thornbury’s Future Secondary Plan Area and outside the scope of this Study, there are

several vacant lots, as well as a few lots containing one single detached dwelling, zoned Development within the Study Area. The development of these lands would require the introduction of new zoning permissions and provisions. These areas should be considered as viable residential intensification opportunity sites.

4.1 Residential Zones

Under Comprehensive Zoning By-law #2018-65, all three of the Town’s parent residential zones are found within Thornbury, including:

- Residential One (R1);
- Residential Two (R2); and
- Residential Three (R3).

The dwelling types permitted within these zones are set out within **Table 2** below.

Table 2. Residential Zone Use Permissions

Permitted Dwelling Type	R1 Zone	R2 Zone	R3 Zone
Accessory apartment	X	X	
Apartment dwelling			X
Duplex dwelling		X	
Group home	X		
Multiple dwelling		X	
Retirement home			X
Rowhouse dwelling		X	
Semi-detached dwelling		X	
Single detached dwelling	X		
Townhouse dwelling		X	
Triplex dwelling		X	

Source: Comprehensive Zoning By-law #2018-65 Table 6.1

4.1.1 R1 Zone

The majority of the Study Area is occupied by the R1 Zone, which permits low density dwellings including single detached dwellings, accessory apartments and group homes. Permissions for the R1 Zone are split into five sub-zones (R1-1, R1-2, R1-3, R1-4, R1-5), however as identified on **Figure 4** above, only the R1-1 Zone and R1-2 Zone are found within the Study Area. **Table 3** below sets out the provisions for these zones.

Table 3. R1-1 and R1-2 Zone Provisions

Zone Standard	R1-1 Zone	R1-2 Zone
Minimum lot area	550 m ²	450 m ²
Maximum lot coverage	30%	35%
Minimum lot frontage	18 m	15 m
Minimum front yard	7.5 m	6 m

Minimum exterior side yard	5 m	2.4 m
Minimum interior side yard	2 m	1.2 m on one side, 0.6 m on the other side
Minimum rear yard	9 m	6 m
Maximum height	9.5 m / 2.5 storeys	8 m / 2.0 storeys

Source: Comprehensive Zoning By-law #2018-65 Table 6.2.1

4.1.2 R2 and R3 Zones

There are several areas throughout Study Area zoned R2. This zone permits medium density dwellings including accessory apartments, semi-detached dwellings, duplex dwellings, rowhouse dwellings, triplex dwelling, multiple dwellings and townhouse dwellings. The majority of areas zoned R2 in Thornbury currently accommodate, or are planned to accommodate, townhouse dwellings. Three distinct lots within the Study Area are zoned R3, which permits apartment buildings and retirement homes. These uses currently all exist on lots zoned R3. **Table 4** sets out provisions for these zones.

Table 4. R2 and R3 Zone Provisions

Zone Standard	Semi-detached Dwelling	Duplex & Triplex Dwellings	Multiple Dwelling	Apartment Dwelling	Rowhouse Dwelling	Townhouse Dwelling
Minimum lot area	350.0 m ²	500 m ²	600 m ²	600 m ²	190 m ²	650 m ²
Minimum lot frontage	9 m	16.5 m	20 m	20 m	6 m	18 m
Minimum front yard	6 m	7.5 m	7.5 m	7.5 m	6 m	7.5 m
Minimum exterior side yard	3 m	4 m	7.5 m	7.5 m	4 m	7.5 m
Minimum interior side yard	1.2 on one side	2.4 m	2.4 m	2.4 m	1.2 m	4.5 m
Minimum rear yard	6 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m
Maximum height	9.5 m / 2.5 storeys	Duplex: 9.5 m / 2.5 storeys. Triplex: 11 m / 3 storeys	11 m / 3 storeys	11 m / 3 storeys	11 m / 3 storeys	11 m / 3 storeys

4.2 Village Commercial Zone

As depicted in **Figure 4** above, the Village Commercial (C1) Zone generally runs along the Arthur Street West/Bridge Street East/King Street East/Bruce Street Corridor through Thornbury. The C1 Zone permits a range of commercial uses, in addition to the permission for a dwelling unit in a non-residential unit above the ground floor of a building. **Table 5** sets out the provisions for the C1 Zone.

Table 5. C1 Zone Provisions

Zone Standard		Special Provisions
Minimum lot frontage	9 m	
Minimum front yard	3 m	<ul style="list-style-type: none"> At least 50% of the main wall opposite Arthur Street West, Bridge Street East, King Street East and Bruce Street shall be located no closer than 1 m and no greater than 6 m from the front lot line. 0 m for lots with frontage on Bruce Street North and Bruce Street South between King Street and Louisa Street.
Minimum exterior side yard	4.5 m	
Minimum interior side yard	3 m	
Minimum rear yard	7.5 m	<ul style="list-style-type: none"> 6 m abutting a Residential Zone boundary. 0 m for lots with frontage on Bruce Street North and Bruce Street South between King Street and Louisa Street.
Maximum height	11 m / 3 storeys	<ul style="list-style-type: none"> 9 m abutting a Residential Zone boundary. 0 metres for lots with frontage on Bruce Street North and Bruce Street South between King Street and Louisa Street.

Source: Comprehensive Zoning By-law #2018-65 Table 7.2

5 Development Trends

Thornbury has been experiencing residential growth and a number of large site plan and subdivision development applications for single detached, semi-detached and townhouse dwellings. The Town’s current residential applications within the Study Area (as of November 2021) are located on vacant lots within the Study Area (**Figure 10**).

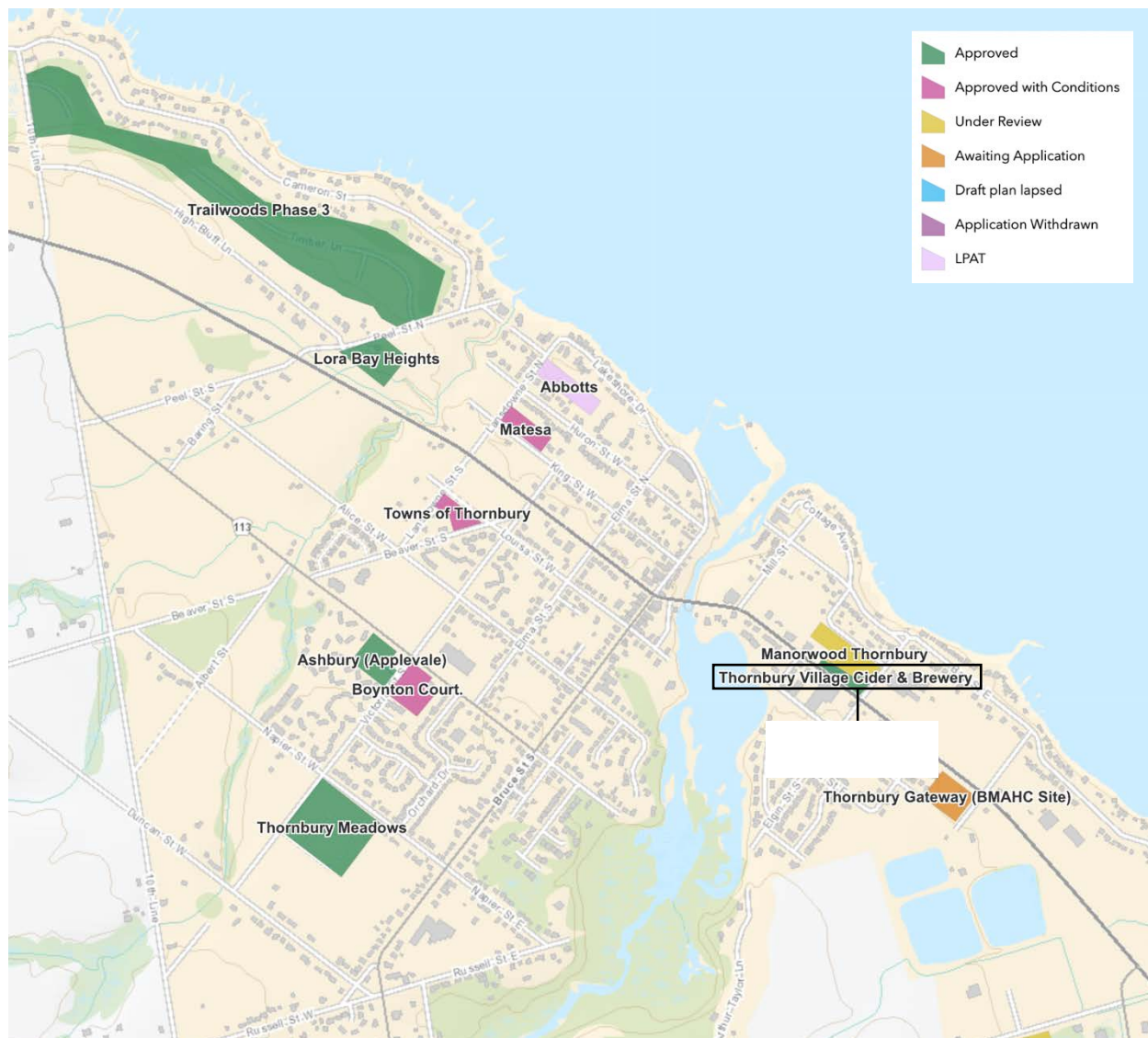


Figure 10. Current Development Applications in Thornbury

Source: The Blue Mountains Active Development Map

The following provides a brief overview of each residential application:

Thornbury Meadows: Approved and under construction. Site Plan application to permit the development of 86 rowhouse units.

Ashbury (Applevale): Completed subdivision development of 11 single detached lots.

Boynton Court Subdivision: Approved by the Town. Subdivision application to permit five semi-detached lots with 10 residential units and two blocks of row townhouses with 9 units.

Towns of Thornbury: Approved by the Town with conditions and under construction. Site Plan application to develop 23 townhouse units.

Matesa: Approved by the Town with conditions. Subdivision application to permit the development of 17 townhouse units divided into four blocks.

Abbots: Application has been appealed to the Local Planning Appeals Tribunal (LPAT), now Ontario Land Tribunal (OLT). Subdivision application to permit the development of 22 semi-detached dwellings.

Lora Bay Heights: Approved and under construction. Subdivision application to develop two single detached and 22 semi-detached units.

Manorwood Thornbury: Under review by the Town. Applications to develop 42 townhouse units with an east-west internal roadway.

BMAHC Gateway Site (The Blue Mountains Attainable Housing Corporation): Town initiated Official Plan and Zoning By-law Amendments to explore the development of attainable housing options to a maximum of four storeys on the former Thornbury Foodland site.

6 Existing Lot Analysis



In determining the character of Thornbury’s various neighbourhoods, trends in the area and coverage of existing lots can be a telling analysis in understanding the similarities and differences between areas and assessing where residential intensification is appropriate. The following provides an overview of the spatial analysis conducted of lots designated Community Living Area and Downtown Area within the Study Area based on available building polygon and lot data. The results of this analysis are also discussed throughout **Section 6** of this Report, as they relate to the delineation of Thornbury’s Planning Neighbourhoods.

The following analysis demonstrates that Thornbury contains a number of larger residential lots, typically not present in larger and more urban communities. The large lot area and low coverage of these existing lots plays a key role in establishing the character of each different neighbourhood. Due to existing context, a considerable number of lots within Thornbury could see pressures for infill and intensification. Across municipalities, there is no standard lot size or coverage in considering what is an efficient use of land or determining whether a parcel is underutilized. The existing context of the adjacent lots and the character of the neighbourhood will be the determining factors in considering the appropriate size and nature of intensification.

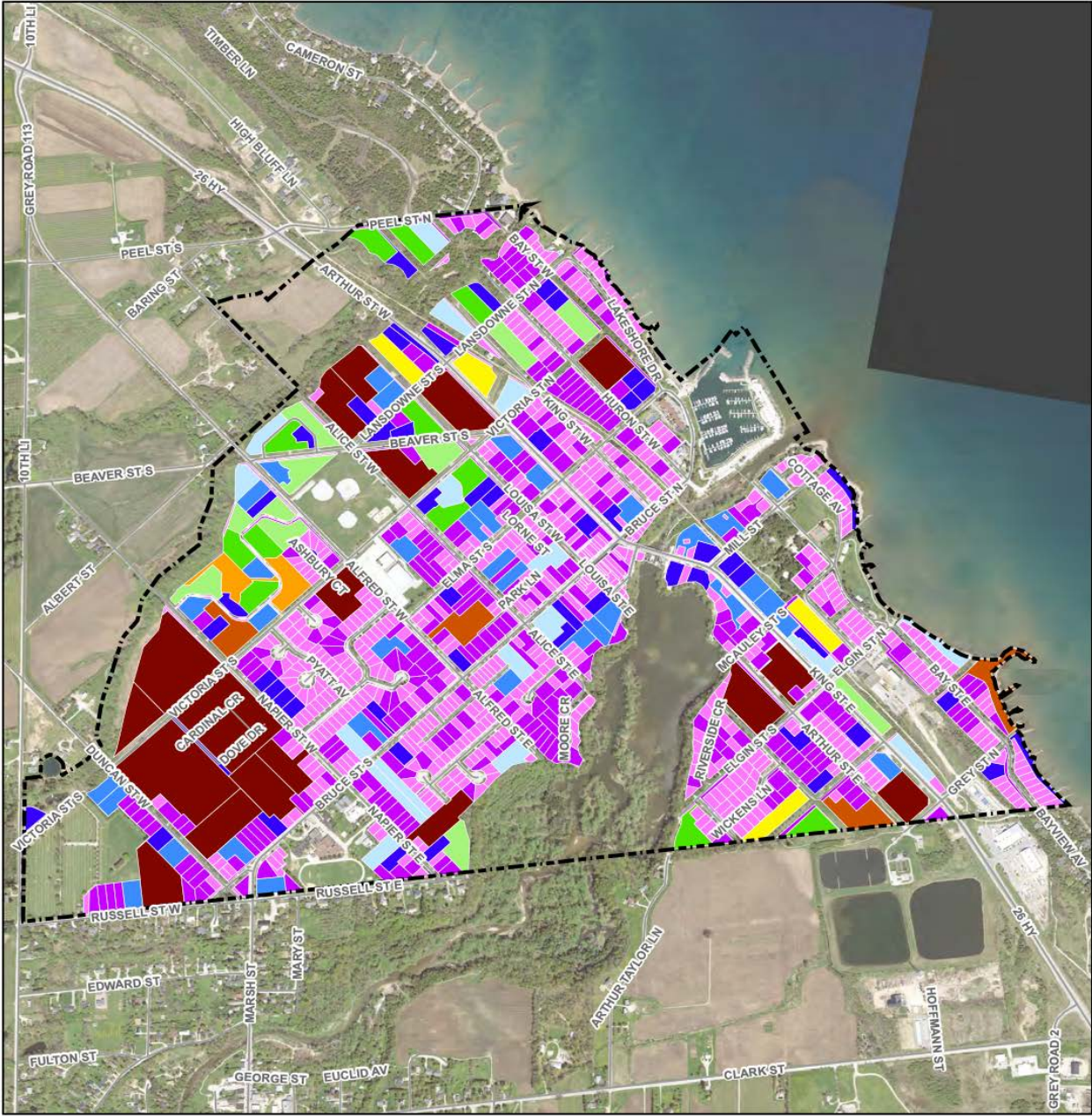
6.1 Lot Area

There is a large variation of lot sizes within the Study Area. **Figure 11** delineates the area of all residential and downtown lots from 0 m² to 10,000 m² and above. This analysis is useful in determining generally where existing residential neighbourhood lots are located, which tend to be between 0 m² and 2,000 m², as well as the much larger parcels of land within Thornbury including Greenfield areas and potential development sites that may be able to accommodate a high density. Thornbury’s largest lots tend to be located at the edges of the Study Area, however there are still a number of large lots interspersed throughout, specifically along the Highway 26 Corridor. The smallest lots are found within the downtown core of Thornbury, where Bruce Street intersects Arthur Street West/Bridge Street.

Figure 12 illustrates a breakdown of lot sizes between 0 m² to 2000 m². This analysis is useful in determining the general character and composition of lots in Thornbury’s residential neighbourhoods. Similar and/or differing lot sizes between adjacent dwellings and within a general area can be a telling feature of the age of a neighbourhood, as well as opportunities for intensification on larger lots than typically exist. Generally, the lot sizes within Thornbury’s existing residential neighbourhoods are quite large and range from 500 m² to 1,250 m². It is very common for a number of even larger residential lots between 1250 m² to 3000 m² to be interspersed within

established neighbourhood areas. Within newer low-rise subdivision areas, adjacent lot sizes are more consistent, however they are still large and fall within the 500 m² to 1,000 m² range. In comparison, a lot within a new subdivision of an urban municipality is typically between 350m² to 450m² in size.

Due to the nature of Thornbury's large residential lots, many neighbourhoods may be subject to pressures for infill and intensification. However, it is important that opportunities for intensification are balanced with the existing context and character of a neighbourhood. For example, a new smaller residential lot between 350m² and 400m² in size may not be appropriate in the context of a neighbourhood where the established adjacent lots are all above 500 m². Where the creation of a new smaller residential lot may be appropriate is where an existing larger lot that is not a consistent size with adjacent lots and the severance into smaller lots is not out of keeping with the surrounding neighbourhood. The purpose of this Study is to identify these instances and consider where intensification may and may not be appropriate on larger lots.



Legend

Study Area Boundary	0 - 10	5001 - 6000
11 - 1000	6001 - 7000	
1001 - 2000	7001 - 8000	
2001 - 3000	8001 - 9000	
3001 - 4000	9001 - 10000	
4001 - 5000	10,001 +	

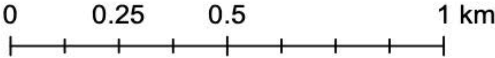
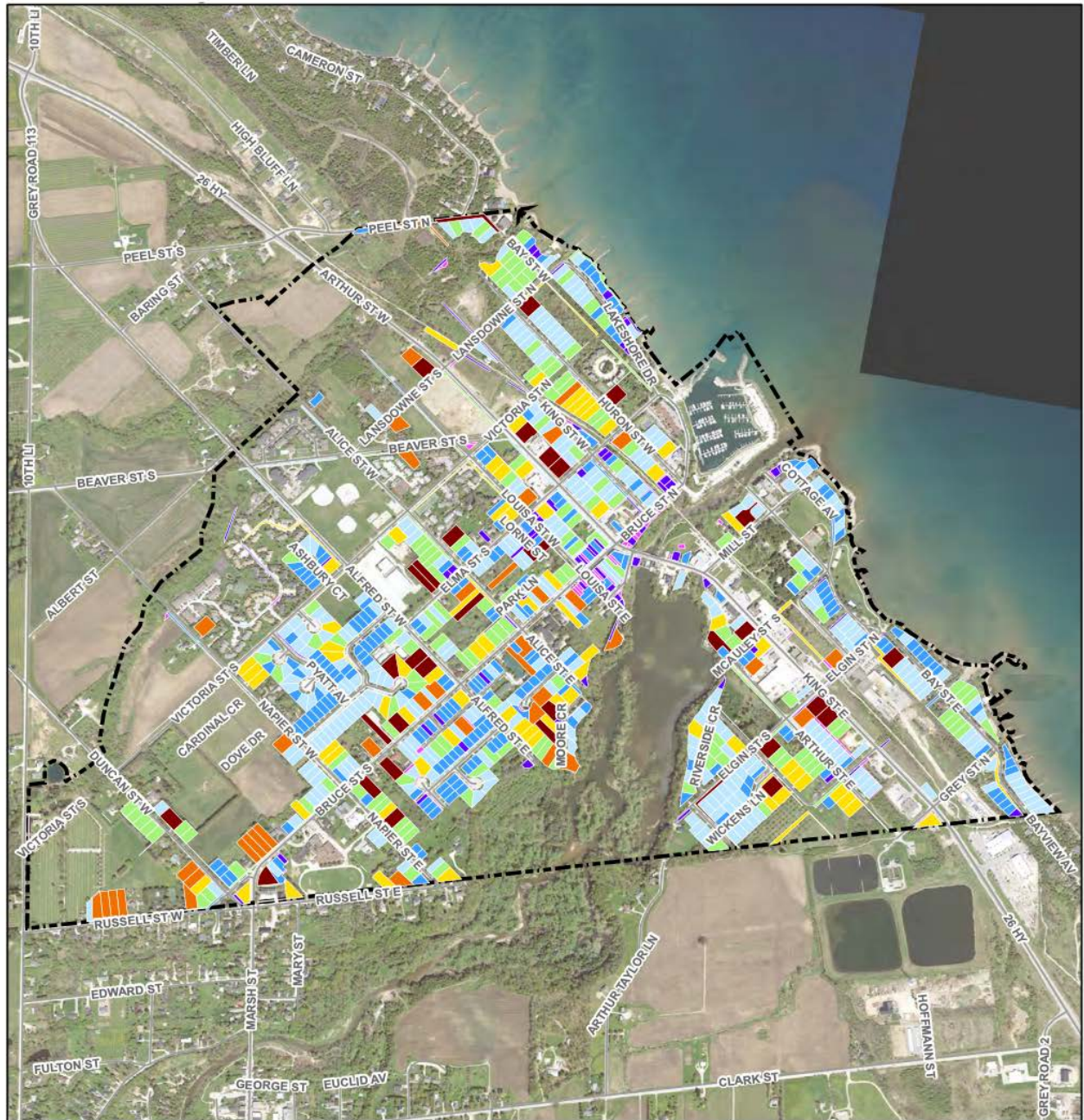


Figure 11. Existing Lot Area (m²) within the Study Area



Legend

Study Area Boundary	0 - 10	1001 - 1250
11 - 250	1251 - 1500	1501 - 1750
251 - 500	1751 - 2000	
501 - 750		
751 - 1000		

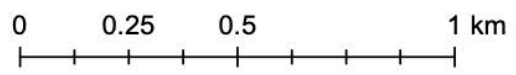
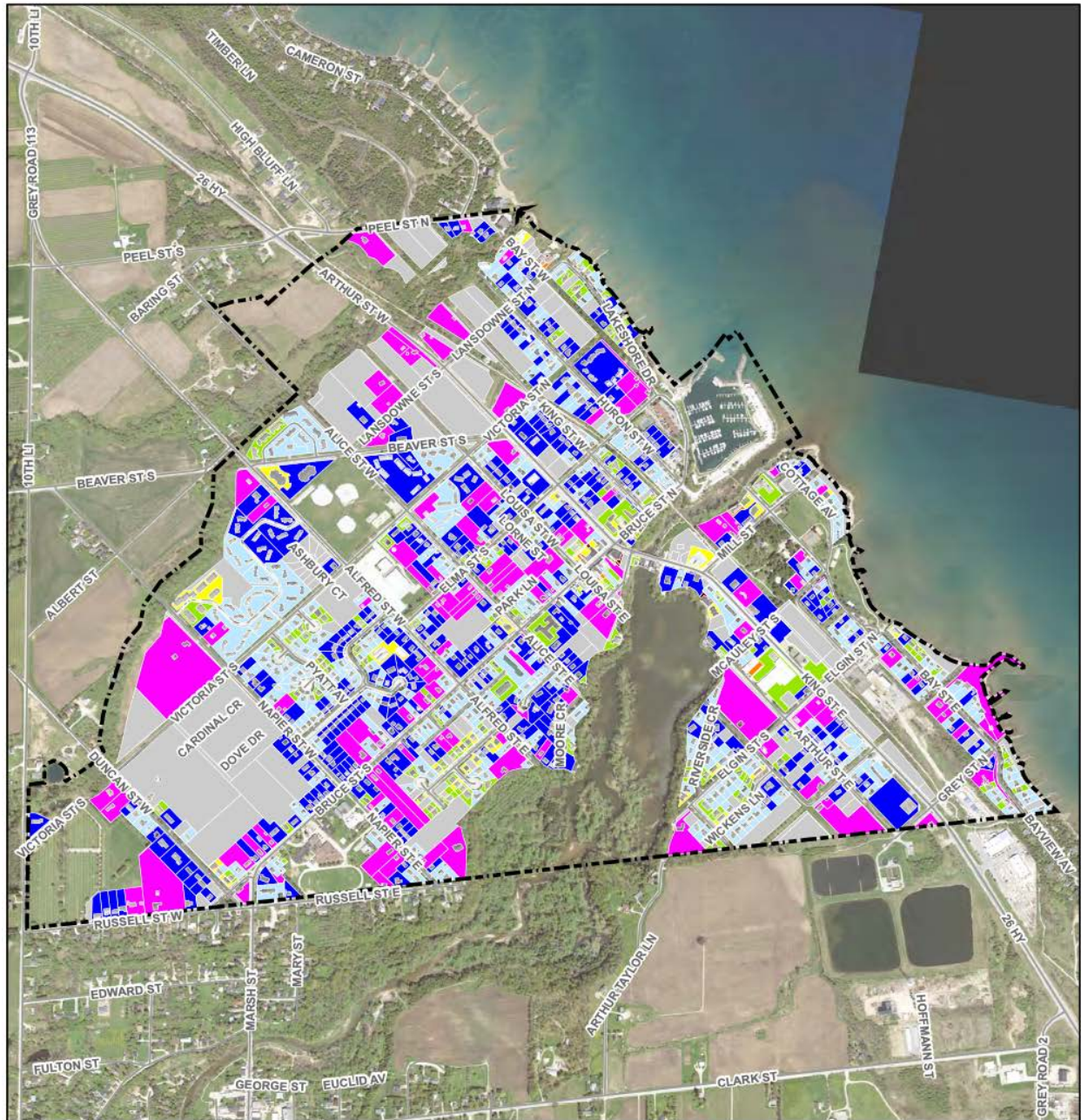


Figure 12. Existing Area of Lots Between 0 m² to 2000 m² within the Study Area

6.2 Lot Coverage

An analysis of lot coverage was prepared based on building polygon and lot data (**Figure 13**). Where building data was not available, lots that may contain existing buildings or structures show up as having 0% coverage. Although not perfect, the data allows for some high-level analysis that is useful to this Study. As seen in **Figure 13**, there are a number of large vacant lots throughout the Study Area which should be assessed for intensification opportunities.

For the most part, lots within Thornbury have a very low coverage. This low coverage can likely be attributed to the large area of most lots, however dwelling size also plays a role. Similarities and differences in lot coverage are a telling analysis in determining the character of a neighbourhood. Generally, neighbourhood lots within Thornbury have a low lot coverage of 10% to 30%, with adjacent lots reflecting similar coverages. There are also several lots interspersed throughout neighbourhoods with an even lower coverage between 1% to 10%. A lot within a subdivision of an urban municipality will typically have a coverage of 30% to 40%. In more established neighbourhoods of urban municipalities, lot coverages between 25% and 30% are typical. In this context, a lot with a coverage less than 20% is considered low. Lots with lower coverages are very common throughout Thornbury and offer many potential opportunities for infill and intensification, as this means there is a large portion of land without a building on it. Therefore, many areas within Thornbury's existing neighbourhoods may witness pressure for new infill development. Thornbury's existing apartment buildings tend to have a larger lot coverage between 30% to 40%.



Legend

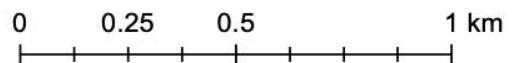


Figure 13. Existing Lot Coverage (%) within the Study Area

7 Phase 1 Public Consultation



A public online survey was available on the Town's public engagement website, *Your View The Blue Mountains*, from July 8 to July 28, 2021. The purpose of the survey was to gain public feedback on residential intensification within the current and future context of Thornbury. The survey gathered opinions on past and current intensification projects; on which aspects of neighbourhood character are important to preserve when development is proposed; on prioritizing the potential benefits/disadvantages of intensification; and on determining the most appropriate types of built form and locations for residential intensification.

In total, the survey received 252 responses. Overall, based on the survey results, public opinions are varied when it comes to accommodating intensification. While there is concern for incompatible development and density within Thornbury, the benefits that come with residential intensification such as minimizing sprawl and increasing housing affordability/options are also a priority for residents. Respondents to the survey emphasized the importance of maintaining the unique character of Thornbury including existing built form and green space, through appropriately locating and designing development at compatible densities and at a stable rate of growth.

A detailed summary of the public online survey results is provided in **Appendix A**.

Phase 2



Thornbury's Planning Neighbourhoods and Intensification Opportunities

8 Thornbury’s Planning Neighbourhoods



The Settlement Area of Thornbury is made up of several different Planning Neighbourhoods with distinct characteristics and defining factors. The following sections provide an overview of identified Planning Neighbourhoods based on an analysis of the Study Area using Geographic Information System Mapping (GIS), development data and visual examination. This analysis captured a broad view of the overarching character elements of the different Planning Neighbourhoods. **Figure 14** identifies the boundaries of each Planning Neighbourhood.

It is recognized that, within each identified Planning Neighbourhood, there is inherent variability. The intent of delineating each neighbourhood is to identify predominant lot and housing characteristics for broad areas in order to confirm existing built form typologies, residential density and any opportunities for intensification based on existing context. As such, there may be buildings and lots within the Planning Neighbourhoods that do not fit the predominant character. It is further recognized that there is some level of subjectivity in this analysis, and therefore it should not be viewed as strict categorization of the areas. The main intent of identifying Planning Neighbourhood boundaries is to get a feel for the unique character and attributes of these areas.

Within each Planning Neighbourhood described in **Sections 9 to 16** below, there are various opportunities for intensification. These opportunities may include accessory apartments; laneway suites, coach houses or garden suites; converted dwellings; single or semi-detached dwellings on vacant lots or through severances or draft plans of subdivision; and townhouses, apartments or mixed use buildings on vacant lots, through draft plans of condominium or redevelopment. The analysis of each Planning Neighbourhood includes a description of where intensification may be accommodated and outlines example sites where applicable, based on lot area and coverage, existing land uses, land use policies and zone permissions and feedback received from the public. Site and built form recommendations are also provided.

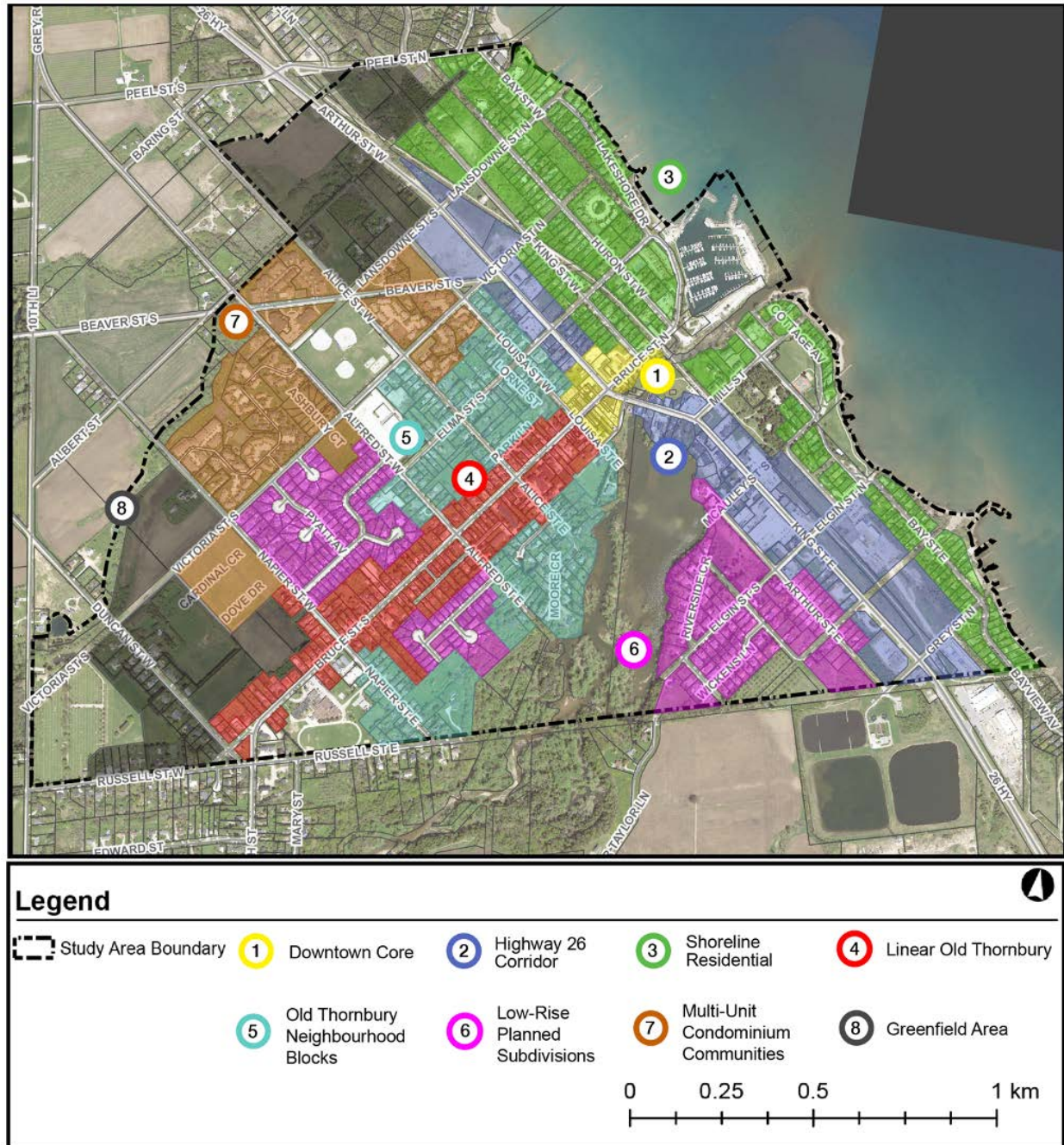


Figure 14. Thornbury’s Planning Neighbourhoods

9 Downtown Core



Thornbury's Downtown Core encompasses the historic commercial area at the intersection of Bruce and Arthur Street. The area is characterized by one and two storey commercial units, with consistent setbacks along Bruce Street. Lots generally range in size up to 1000 m², with consistently small frontages when compared to other commercial lots along the Highway 26 Corridor. The Downtown Core neighbourhood is unique to Thornbury and should continue to function as the focal area for commercial and economic activity, with its existing character preserved and enhanced.



Downtown Core Neighbourhood Boundary



Bruce St. Downtown Character



9.1.1 Intensification Opportunities

This Planning Neighbourhood is located within the Downtown Area designation of the Official Plan. Policies for this designation are detailed within **Section 3** of this Report.

In order to preserve the commercial and economic function of Thornbury’s main downtown, the Official Plan directs new residential uses to the upper floors of commercial buildings along King/Bridge/Arthur Street and Bruce Street. The majority of the Downtown Core is zoned Village Commercial (C1). As set out within **Section 4** of this Report, the C1 Zone permits a range of commercial uses, as well as residential dwelling units above the ground floor of a building, to a maximum height of three storeys. There are currently no development applications within this Planning Neighbourhood. Where residential units above existing ground floor commercial buildings don’t exist, they should be encouraged.

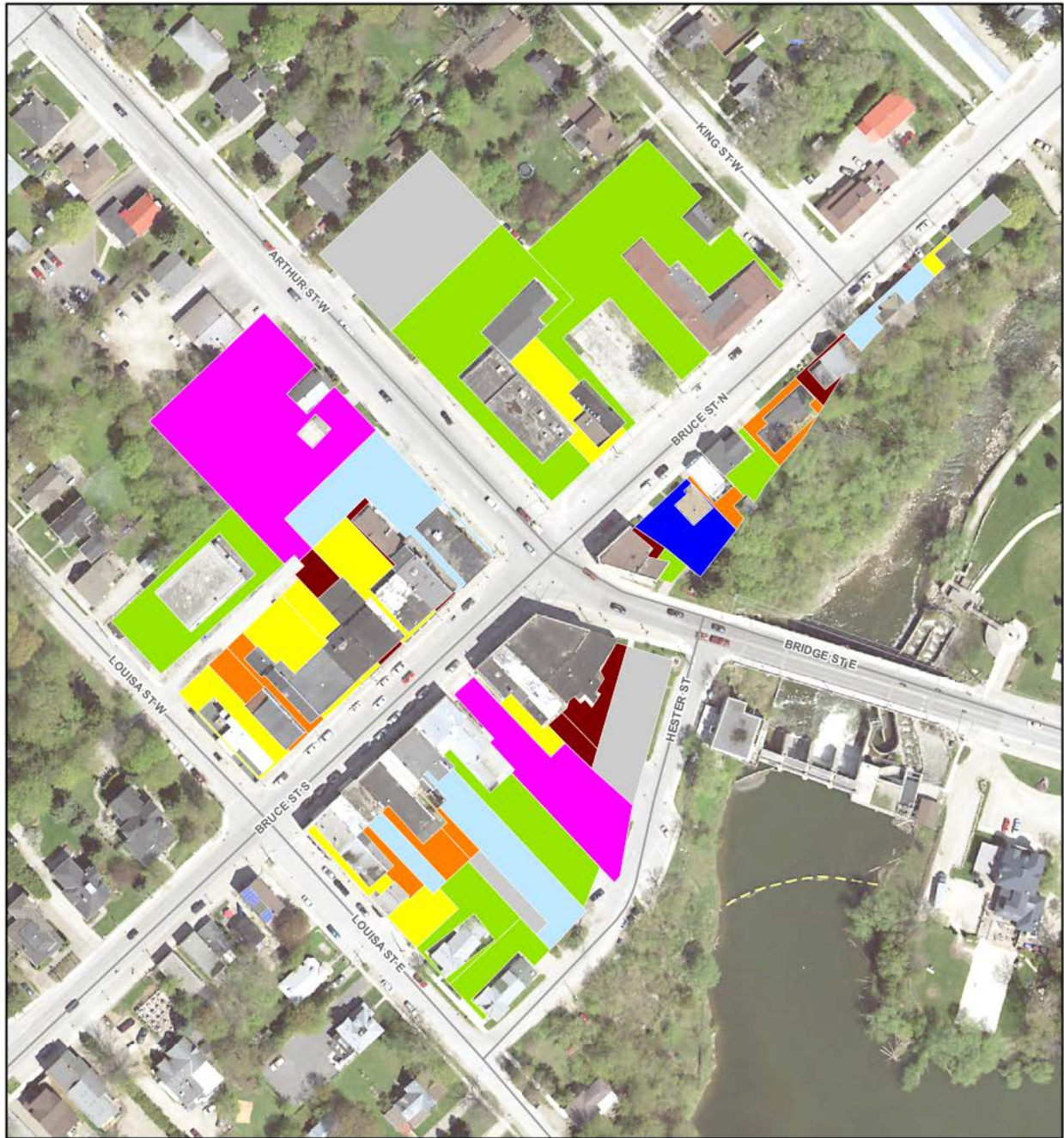
Generally, the historic low-rise character of the Downtown Core should be maintained, specifically south of Bridge/Arthur Street where the historic built form is predominantly two storeys, while encouraging taller three to five storey buildings outside the Downtown Core particularly along Arthur Street, Bruce Street North and the Highway 26 Corridor leading to and from the Downtown Core. As the Town undertakes their Official Plan Five Year Review, an increase in permitted heights within these parts of the Downtown Core could be considered.

There are many opportunities for new mixed use buildings on sites surrounding the main Downtown Core. As shown in **Figure 15**, there are several vacant lots and lots with low coverages, some of which contain surface parking areas. While it is important to provide an appropriate amount of parking within the Downtown Core, there are opportunities for some of these sites to intensify and redevelop, with encouragement for on-street parking or the relocation of parking behind buildings.

There are also opportunities for intensification through the redevelopment of existing one storey single-use buildings. This includes mixed use buildings up to three storeys in height that respect the historic character of the Planning Neighbourhood and adjacent uses and built form. On deeper lots, buildings up to four storeys may also be appropriate, provided there is an appropriate transition to any adjacent residential properties.

The following sets out the realm of opportunities for residential intensification within the Downtown Core:

1. Residential units above the ground floor of existing commercial or office buildings;
2. Mixed use buildings on vacant lots;
3. Mixed use buildings on sites with low lot coverages that can appropriately accommodate another building; and
4. Mixed use buildings on redevelopment sites, specifically those with existing one storey commercial buildings.



Legend









 Study Area Boundary	 0% - 1%	 30.1% - 40%
 1.1% - 10%	 40.1% - 50%	
 10.1% - 20%	 50.1% - 60%	
 20.1% - 30%	 60.1% +	

Figure 15. Existing Lot Coverage (%) within the Downtown Core

9.1.2 Potential Intensification Sites

The following sets out site design and built form recommendations for example sites that have the potential to intensify. As there are several sites within the Downtown Core that could accommodate development, this direction is intended to be comprehensive and applicable across other similar situations.

The cluster of sites located at the northwest corner of Arthur Street and Bruce Street North (Figure 16) provide a good example of the different intensification opportunities available within the Downtown Core. This cluster includes the opportunity for vacant lot development and the redevelopment of existing one storey single-use buildings. Over time, the one storey buildings on these sites should be redeveloped as they do not meet the long term policy intent for the Downtown Core. Infill development should also be considered on surface parking lot areas, as well as underutilized land such as at the corner of Bruce Street and King Street.

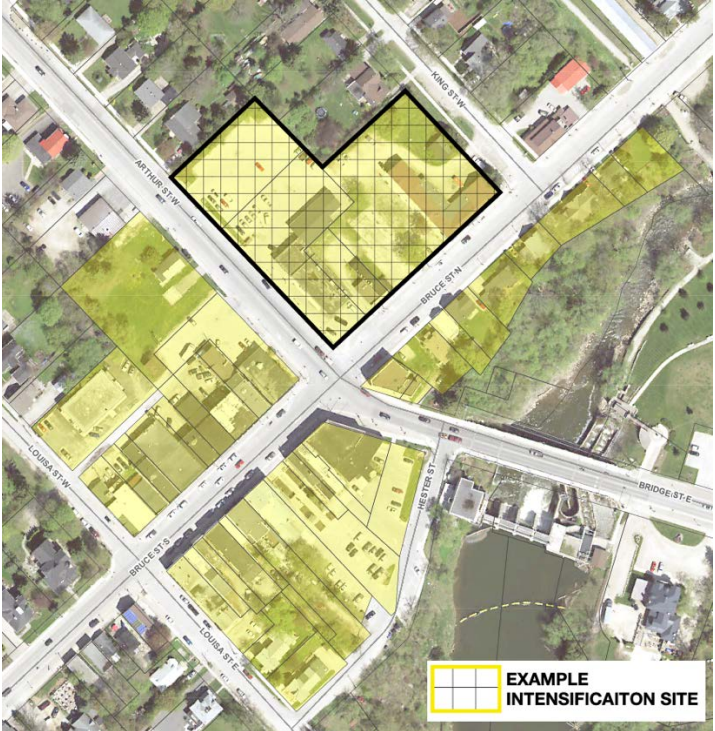


Figure 16. Potential Intensification Sites

Three to four storey mixed use buildings, with commercial uses at the ground level and residential uses on the floors above, are encouraged to be developed. This site is a good example of where a four storey building may be accommodated based on its size, corner location and ability to provide transition to low density residential uses.



Potential Intensification Sites Along Arthur St. W.



Potential Intensification Sites Along Bruce St. N.

Following the consistent built form setback pattern along Bruce Street South, new mixed use buildings should be set close to the street with the intent of continuing the traditional downtown style-street with a consistent street wall. Locating buildings towards the street on these sites will also assist in providing a transition in height to the existing residential neighbourhood to the north. Higher ground floor ceiling heights should be encouraged with clear glazing to foster interaction between the public and private realm and provide for flexible use of the space. Site development should include new public and private outdoor gathering spaces and streetscape features such as patios, lighting, street furniture and public art to enhance pedestrian comfort.

Visual buffers such as fencing and landscaping should also be used. Shared parking for commercial and residential uses should be located within the rear and side yards where possible, in order to screen parking from the street and encourage a more walkable downtown environment.



Buffered Surface Parking Located to the Rear



Precedent Mixed Use Buildings

The example images below illustrate how a similar corner site in Ottawa’s The Glebe neighbourhood was redeveloped to accommodate intensified built form in a pedestrian oriented manner, based on the built form principles described above.



2016 Street View
Precedent Mixed Use Redevelopment



2021 Street View

10 Highway 26 Corridor



The Highway 26 Corridor Planning Neighbourhood encompasses the area along King Street East, Bridge Street and Arthur Street West on the east and west sides of the Downtown Core.

A broad range of small to large, one to three storey commercial uses are located along the Highway 26 Corridor, situated on a variety of different lot sizes. Parking is typically located towards the front and/or side of commercial buildings. There are also several small one storey single detached dwellings interspersed along the corridor. These dwellings are generally located close to the street on lots ranging in size from 500 m² to 1250 m². Many existing dwellings have also been converted for commercial and office uses. In addition, there are a number of large vacant lots.



Highway 26 Corridor Neighbourhood Boundary



King St. E. Existing Character





Arthur St. W. Existing Character

Several one and two storey townhouse blocks are located at 59 King Street East, surrounded by existing commercial uses.



59 King St. E. Townhouses

The Blue Mountains Attainable Housing Corporation is currently exploring opportunities for the development of attainable housing options, to a maximum of four storeys, on the former Thornbury Foodland site along King Street East.



Former Foodland Site

10.1.1 Intensification Opportunities

Numerous intensification opportunities exist within the Highway 26 Corridor Planning Neighbourhood. Similar to the Downtown Core, the majority of the Highway 26 Corridor Planning Neighbourhood is designated Downtown Area. Some larger properties are designated Urban Employment Area between Elgin Street North and Grey Street North, north of the Georgian Trail. Over time, these existing industrial sites are encouraged to relocate in order to improve compatibility between the Highway 26 Corridor and adjacent residential neighbourhoods and provide further intensification opportunities.

Along King Street East and Arthur Street West, the Official Plan directs new residential uses to the upper floors of mixed use buildings in order to preserve the commercial function of the corridor. New street townhouses, free-standing multi-unit buildings and apartments are directed to side streets. The majority of the Highway 26 Corridor is zoned Village Commercial (C1).

As shown in **Figure 17**, there are a number of large vacant lots available for development, which should be strongly considered for intensification purposes, as well as several underutilized commercial properties with a low lot coverage. The existing one storey single detached dwellings along Highway 26 could also be encouraged to consolidate and intensify with a mix of uses. Underutilized commercial buildings or vacant buildings are also encouraged to redevelop.

While the Town's Official Plan and Zoning By-law limit building heights to three storeys, there are numerous opportunities to accommodate taller four or five storey buildings in appropriate locations. Generally, Thornbury's tallest buildings should be directed along the Highway 26 Corridor, provided a transition in heights and density is provided to any surrounding low density residential uses, which in many cases is achievable. Development greater than three storeys will assist the Town in providing for a range of housing opportunities as The Blue Mountains continues to rapidly grow. Circumstances where four to five storey buildings may be appropriate include, but are not limited to the following:

- On sites where community services and amenities are within walking distance;
- Where it can be demonstrated that the development will not cause traffic or congestion issues;
- Where it can be demonstrated that the development will not cause impacts on adjacent low density residential areas, parks or the public realm from shadow, overlook or massing impacts; and
- Where the use of intervening two to three storey buildings can be provided between existing low density neighbourhoods and taller buildings.

As the Town undertakes their Official Plan Five Year Review, an increase in permitted heights along the Highway 26 Corridor could be considered.

The following sets out the realm of opportunities for residential intensification along the Highway 26 Corridor:

1. Mixed use buildings along King/Bridge/Arthur Street on vacant lots;
2. Mixed use buildings on sites along King/Bridge/Arthur Street with low lot coverages that can appropriately accommodate another building;
3. Mixed use buildings on redevelopment sites, specifically those with existing one storey single use buildings; and
4. Townhouses and apartment buildings along side streets on vacant lots or redevelopment sites.



Legend



Figure 17. Existing Lot Coverage (%) Along Highway 26

10.1.2 Potential Intensification Sites

There are several sites along the Highway 26 Corridor that could accommodate development or redevelopment. The following sets out site design and built form recommendations for example sites that have the potential to intensify, as identified on Figure 18. These recommendations may also be applicable across other similar sites.



Figure 18. Potential Intensification Sites

There are currently two development applications within the Highway 26 Corridor Planning Neighbourhood. The Town is exploring opportunities for the development of attainable housing on the former Foodland site at the corner of King Street East and Grey Street (Site 1). A residential subdivision is proposed on the vacant lands located between King Street East and Huron Street East, comprised of seven two storey townhouse blocks along an east-west internal roadway with primary access onto Elgin Street (Site 2).

Site A

Large vacant parcels of land along King Street East, such as those identified as **Site A** on **Figure 18** above, provide excellent opportunities for intensification. There is opportunity for the development of several mixed-use buildings. In the context of **Site A**, these buildings could range in height from three to five storeys, as the site backs onto employment uses and there is no direct relationship with any residential properties. Mixed use buildings would complement the commercial character of the Highway 26 Corridor while providing for residential intensification. These sites specifically offer the opportunity to create a distinct gateway into Thornbury.

Development will need to consider the provision of appropriate buffers to the adjacent employment uses to the north. Generally, the potential for these adjacent employment uses to relocate in the future should also be considered in order to provide for stronger compatibility with the surrounding neighbourhood and further intensification opportunities. Buffering, as well as appropriate access, to the Georgian Trail should also be accommodated.



Potential Intensification Site A North of King St. E. between Elgin St. N. and Grey St. N.

A portion of **Site A** is located across King Street East from the Town’s proposed attainable housing project on the former Thornbury Foodland site. Different site layout and built form options were considered and brought forward to the public, which involved the development of one or two mixed use buildings at heights of three to five storeys, as shown on the concepts below. It was determined that a four storey building could best achieve the economic and social goals of the project. The Town’s preliminary options address many of the positive built form characteristics and features specified by the public through consultation throughout this Density and Intensification Study, which include the following:

- The use of varied building materials;
- Architectural design and features that fit within Thornbury’s context;
- Massing and architectural differentiation between units;
- Traditional peaked roof lines;
- Ground-related main floors; and
- Quality construction and curb appeal.

The development of **Site A** in alignment with the redevelopment of the former Thornbury Foodland site will assist in creating a walkable corridor supportive of compatible intensification. Compatible site layout, massing and architectural details are recommended.



BMAHC Gateway Site Concept – Option 1



BMAHC Gateway Site Concept – Option 2



BMAHC Gateway Site Concept – Option 3

Parking should be directed towards the side or rear yards of new buildings, with individual vehicular access from internal laneways. The option to introduce stand-alone residential townhouses or multi-unit buildings to the rear of new mixed-use buildings should be explored to maximize intensification potential on these sites, as shown in some of the example images below.



Precedent Corridor Mixed Use Development

Site B

There are several corner vacant lots along the Highway 26 Corridor, two of which have been identified as **Site B** on **Figure 18** above. Development of these sites should follow the mixed use built form direction provided above.

As a corner lot, both street frontages should be addressed in a consistent manner, with a similar level of architectural and massing treatment on both sides. Buildings are encouraged to be brought towards front lot lines to create a sense of enclosure along the street. Based on public consultation, there is a desire to preserve green space within Thornbury while balancing intensification. Corner sites such as Site B provide the opportunity to develop functional public and/or private spaces through both hardscape and soft landscaping features, making use of vacant lands and contributing to an enhanced streetscape.



Southeast Corner of Arthur St. W. and Victoria St. S.



Northwest Corner of King St. E. and Mill St.



Precedent Mixed Use Development

Site C and D

Site C and **Site D** identified on **Figure 18** above are good examples of redevelopment sites, both with low lot coverages. **Site C** is a large site, offering the opportunity to redevelop with more intensive uses and mixed use buildings. **Site D**, and other similar sites with existing uses, provide the opportunity to introduce an additional mixed use building on underutilized land, such as large surface parking areas.



Potential Intensification Site C on the South Side of King St. E.



Potential Intensification Site D on the North Side of King St. E.

The example images below illustrate how sites within Whitby's Brooklin Community were redeveloped to accommodate intensified mixed use built form.



2011 Street View



**2021 Street View
Precedent Mixed Use Redevelopment**

11 Shoreline Residential



North of the Highway 26 Corridor, the Shoreline Residential Planning Neighbourhood comprises almost entirely of one to two storey single detached dwellings, mixed with green space, vacant land and access to Georgian Bay. A five storey apartment building and two townhouse developments are also located within this Planning Neighbourhood.



Shoreline Residential Neighbourhood Boundary

The residential lots and dwellings close to the shoreline along Lakeshore Drive, Bay Street and Cottage Avenue on both sides of the Beaver River have a unique neighbourhood character, with a mix of old bungalows and new larger dwellings located relatively close to the street and in proximity to one another. Mature trees along these streets provide a sense of enclosure to the street and privacy between dwellings. There are concentrations of lots along Lakeshore Drive, Bay Street and Cottage Avenue within the 500 m² to 750 m² size range, while south of these streets, lots tend to be between 750 m² to 1250 m².



Lakeshore Dr./Bay St./Cottage Ave. Existing Character

South of these lakeshore streets, residential lots along and surrounding Huron Street, Elma Street North and King Street West are larger and have lower lot coverage with large rear yards and longer driveways. There is a broad mix of single detached dwelling types, including smaller one to two storey old homes on large lots and larger two to three storey new homes. Typically, dwellings of the same construction period and style have consistent setbacks from the street. There are also a number of vacant parcels in these areas, west of the Beaver River.



Huron St./Elma St. N./King St. W. Existing Character

A five storey apartment building is located at 10 Bay Street East, adjacent to the Beaver River and generally situated away from the condensed neighbourhood areas of the Shoreline Residential Planning Neighbourhood.



Riverwalk Apartments

Across from the Riverwalk Apartments, two three storey townhouse blocks are located at the corner of Mill Street and Bay Street East, with a central driveway and parking area.



Eleven Bay Street Townhouses

On the west side of the Beaver River, the Bayside Villas Community is located at 63 Bay Street West and is integrated as a private cul-de-sac, with a long driveway from the public street.



Bayside Villas Community

11.1.1 Intensification Opportunities

Residential lands within the Shoreline Residential Planning Neighbourhood are designated Community Living Area within the Official Plan. As set out within **Section 3** of this Report, objectives of this designation include maintaining Thornbury's small town feel and the character of existing residential areas, including low height profiles and density, while also encouraging residential intensification where appropriate to provide for a range of housing opportunities.

Permitted residential uses, in addition to accessory apartments, include the following up to 2.5 storeys:

- Single detached dwellings (10 to 20 units per gross hectare); and
- Semi-detached and duplex dwellings (15 to 35 units per gross hectare).

The following residential uses are permitted up to 3 storeys:

- Townhouse dwellings (25 to 40 units per gross hectare); and
- Apartment dwellings (40 to 60 units per gross hectare).

The majority of Thornbury's other Planning Neighbourhoods as described in the sections to follow are also designated Community Living Area, with the same policies applying.

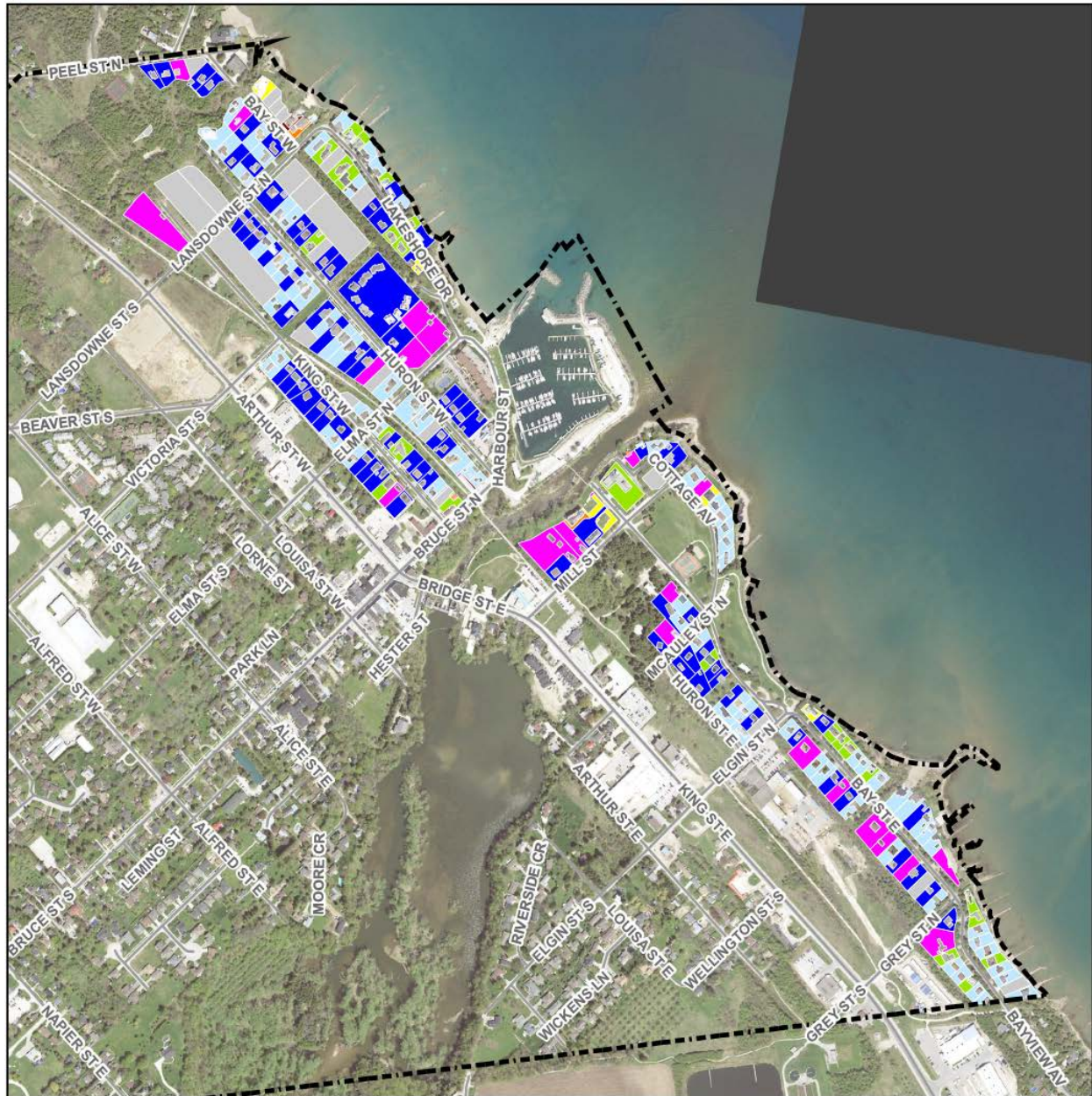
The majority of the Shoreline Residential Planning Neighbourhood is zoned Residential (R1-1) which permits single detached dwellings and accessory apartments. Some properties are zoned Residential Two (R2) which permits semi-detached, duplex, triplex, rowhouse, townhouse and multiple dwellings, as well as accessory apartments. Zone provisions are detailed within **Section 4** of this Report.

The majority of intensification opportunities within the Shoreline Residential Planning Neighbourhood exist on the west side of Beaver River along Huron Street, King Street West and Lansdowne Street North. There are several vacant sites within this area, as well as dwellings located on larger lots that could see pressure for severances for new development, as shown on **Figure 19**. These severances may include the development of single detached, semi-detached or townhouse dwellings.

Generally, lots along Lakeshore Drive, Bay Street and Cottage Avenue should be maintained as large single detached lots to reflect the existing character, although there may be opportunities for infill of single detached dwelling on vacant lots. Gentle intensification could also be introduced throughout the Shoreline Residential Planning Neighbourhood through the development of new accessory apartments in existing dwellings.

The following sets out the realm of opportunities for residential intensification within the Shoreline Residential Planning Neighbourhood:

1. Accessory apartments within existing single detached dwellings;
2. Single and semi-detached dwellings on vacant lots or through severances or plans of subdivision;
3. Townhouses on large vacant lots or several amalgamated lots on the west side of Beaver River generally along Huron Street, King Street West and Lansdowne Street North; and
4. Apartment buildings on large vacant lots or several amalgamated lots.



Legend

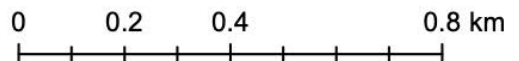
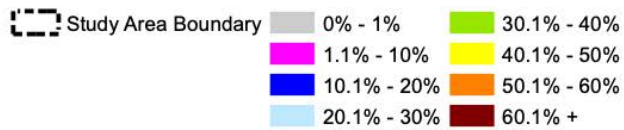


Figure 19. Existing Lot Coverage (%) within the Shoreline Residential Neighbourhood

11.1.2 Potential Intensification Sites

The following sets out site design and built form recommendations for example sites that have the potential to intensify (Figure 20). This direction is intended to be comprehensive and applicable across other similar sites. There are two development applications within this Planning Neighbourhood, both of which propose an infill subdivision. The application at Lansdowne Street North and Bay Street West has been appealed to the LPAT and proposes 22 semi-detached dwellings (Site 1). The application at Lansdowne Street North and King Street West proposes 17 townhouse units, divided into four blocks (Site 2).

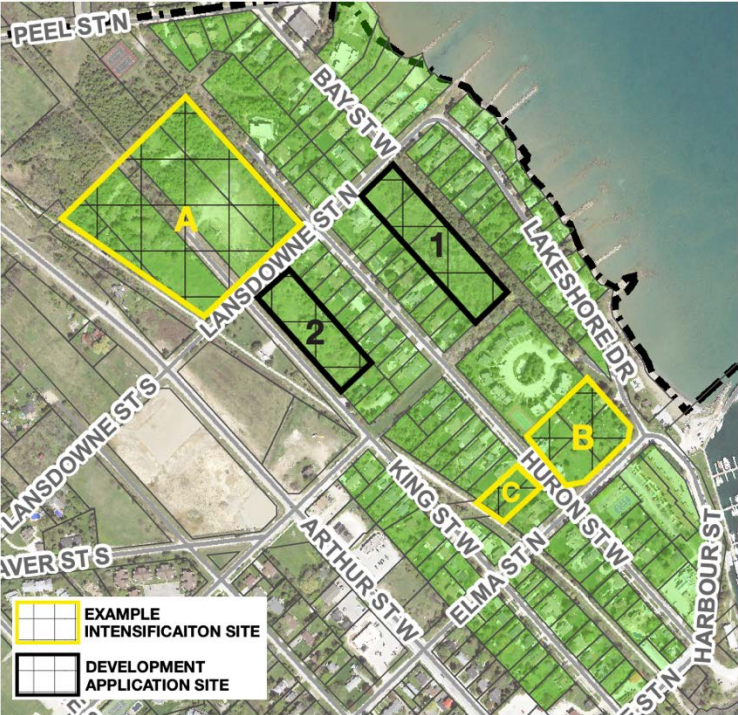


Figure 20. Potential Intensification Sites

Site A

Site A consists of large vacant land parcels, previously comprising of a landfill site. The location of these sites within the Shoreline Residential Neighbourhood offers a significant opportunity to develop a new residential subdivision. As detailed within Section 3 of this Report, the Official Plan sets out a comprehensive list of criteria for intensification and greenfield development (Section B3.1.5.3). These criteria generally relate to development that respects the character of adjacent neighbourhoods in terms of lot coverage and setbacks, as well as built form height, massing and façade articulation.



Potential Intensification Site A at King St. W. and Lansdowne St. N.

A consistent and interconnected street and block pattern should provide a seamless transition to surrounding neighbourhoods through extension of the existing local road network. Additionally, new development should not cause any traffic hazards or impacts to adjacent properties and should retain and enhance existing trees and vegetation where possible.

Site A has the potential to accommodate a new subdivision which could consist of a mix of dwelling types from single detached, semi-detached, townhouse and/or three storey apartment dwellings. Based on its location at the edge of the neighbourhood and current vacancy, the redevelopment of **Site A** is not expected to pose compatibility conflicts with adjacent residential uses. To maintain the grid pattern of the surrounding blocks, access to the site from King Street West should be provided, with new internal roads serving as an extension of the existing road network. It will also be important to preserve the existing tree canopy where possible, which currently serves a buffer to other residential uses. As raised through public consultation, the preservation of existing tree canopy and vegetation is a prevalent concern with regards to intensification in Thornbury. Higher density three storey dwellings should be located away from existing residential dwellings and towards the Highway 26 Corridor, providing a transition down in height towards Huron Street West and Lansdowne Street North.



Precedent Subdivision Integration of Single Detached Dwellings and Townhouses

Site A is zoned Public Utilities (PU) to the north where the former landfill was located and Development (D) to the south. The development of these lands would require the introduction of new zoning permissions and provisions to align with the new residential uses. Other sites zoned Development throughout Thornbury should similarly be considered as viable intensification opportunity sites.

Site B

As identified on **Figure 20** above, **Site B** is made up of four large lots, each with single detached dwellings occupying small coverages.



Potential Intensification Site at the Northwest Corner of Huron St. W. and Elma St. N.



Potential Intensification Site at the Southwest Corner of Elma St. N. and Harbour St.

The most efficient options for intensification on these sites based on their context would be the development of townhouses or a low-rise apartment building through the amalgamation of lots into one larger development site. **Site B** is located in close proximity to the harbour, across Elma Street North from an existing three storey resort building to the east and adjacent to the two to three storey Bayside Villas townhouse community to the west. These adjacent uses provide the opportunity to introduce denser development on the site. **Site B** is currently zoned R1. A rezoning to the R2 Zone would be required to permit townhouse dwellings. An apartment building would require a rezoning to the R3 Zone.





Precedent Townhouse Examples

Site C

Residential infill could be accommodated on **Site C**, located along Huron Street West. In keeping with the character along the street, the development of a new single detached dwelling is recommended. The Official Plan sets out a list of criteria for infill development (Section B3.1.5.2), which is detailed in **Section 3** of this Report. Much of the criteria relates to protecting and enhancing the character of an existing neighbourhood. The site is currently zoned R1.



Potential Intensification Site C Along Huron St. W.

Development should fit into and reinforce the stability and character of existing neighbourhoods. However, the Town’s Official Plan specifies that this does not mean new housing must mimic the character, type and density of existing housing. While similar characteristics are encouraged, this does not require new development be the same. Key elements to consider and help guide residential infill proposals include, but are not limited to, the following:

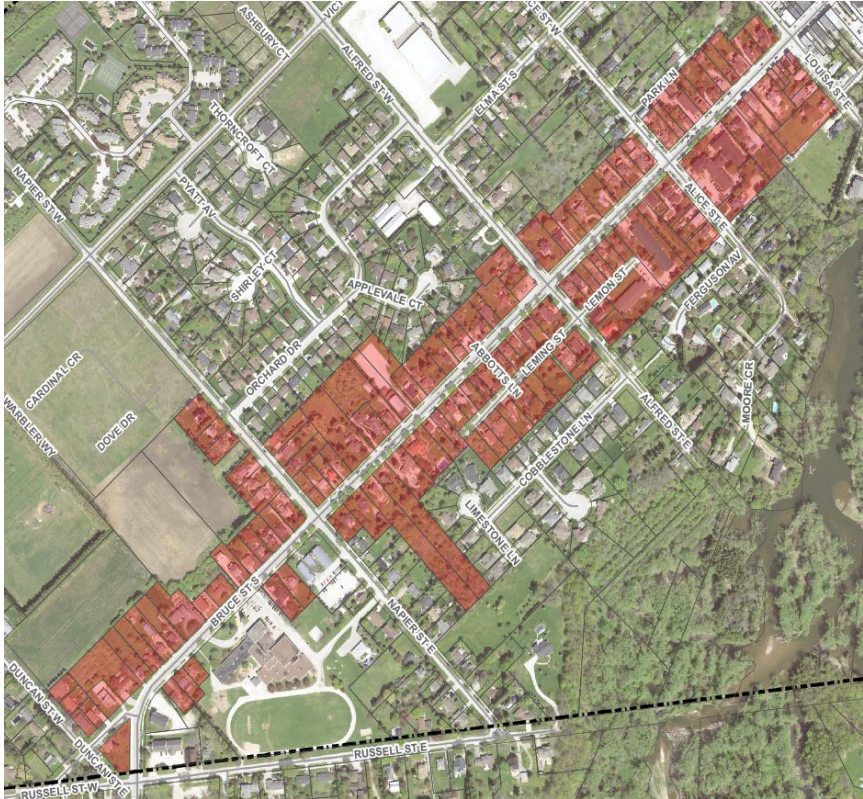
- Ensuring the height of new buildings provides an appropriate transition to existing buildings;
- Providing a lot coverage that is similar to existing dwellings to ensure that massing reflects the scale and appearance of the neighbourhood;
- Ensuring the depth of new dwellings minimizes potential impacts on the enjoyment of adjacent yards;
- Retaining existing trees and vegetation;
- Ensuring existing traffic flow is maintained or improved;

- Ensuring there are no impacts to adjacent properties (noise, shadows, privacy, views, etc.);
- Maintaining the prominent front yard setback between dwellings and the street to preserve the streetscape edge;
- Providing similar side yard setbacks between dwellings to preserve spaciousness on the street;
- Providing frontages that are similar to other adjacent lots on the street to provide for separation between dwellings; and
- Ensuring adjacent dwellings have similar façade details, such as porches, windows and building materials.

12 Linear Old Thornbury



The Linear Old Thornbury Planning Neighbourhood generally follows Bruce Street South from Thornbury’s Downtown Node, all the way to the Settlement Area of Clarksburg at the southern boundary of the Study Area. The arrangement of residential lots and single detached dwellings along this linear segment contributes to the historic character of Thornbury. The area is characterized by sidewalks on both sides of Bruce Street and large, mature trees.



Linear Old Thornbury Neighbourhood Boundary

Dwelling types include a mix of old two storey brick century homes, typically with significant front porches, and small one storey homes with siding or brick facades. For the most part, houses are located close to the street. There is a large range of lot sizes and dwelling coverages, however lots are consistently shaped, with few irregularly shaped parcels. There are a number of deep lots with large backyards located along the southern segment of Bruce Street.



Linear Old Thornbury Existing Character

The Maple Villa Apartments are located at 31 Bruce Street, setback from the street and located adjacent to existing single detached dwellings.



Maple Villa Apartments

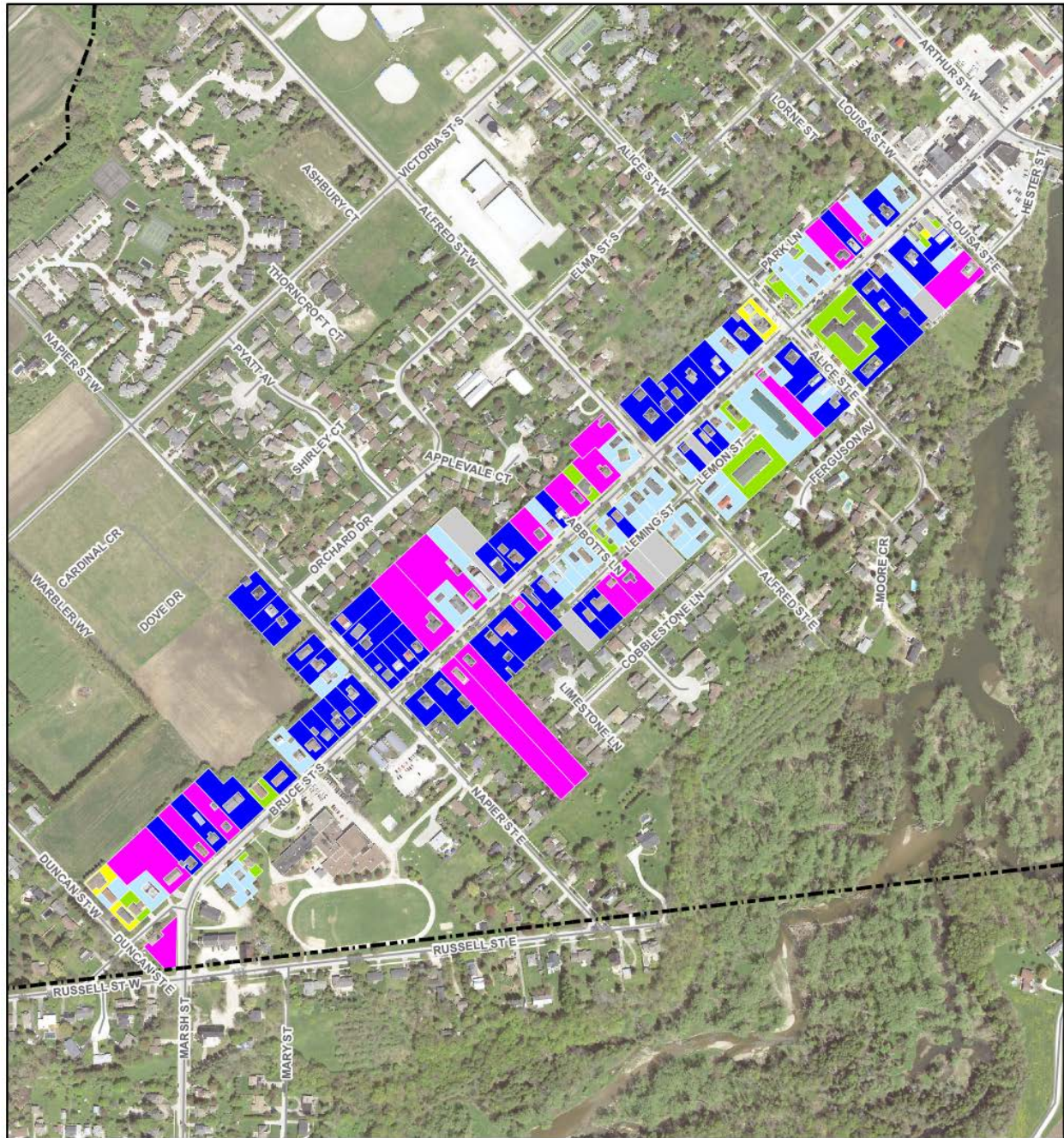
12.1.1 Intensification Opportunities

Residential lands within the Linear Old Thornbury Planning Neighbourhood are designated Community Living Area within the Official Plan, with the majority zoned Residential One (R1). Existing large residential lots may be suitable for the infill development of new single and semi-detached dwellings between existing single detached dwellings. The development of semi-detached dwellings would require a rezoning. As identified on **Figure 21**, there are a number of vacant lots, as well as those with a low coverage (less than 20%). New development should be appropriately located and designed to respect the existing character of the Linear Old Thornbury Planning Neighbourhood.

The existing housing stock within this Planning Neighbourhood also offers opportunities for the conversion of larger dwellings to accommodate multiple units, which may be suitable within the larger three storey homes situated on deep lots. This conversion would require a rezoning. Accessory apartments are also recommended on lots containing existing single detached dwellings. Garden suites or coach houses could also be appropriately accommodated on a number of lots with large rear yards.

The following sets out the realm of opportunities for residential intensification within the Linear Old Thornbury Planning Neighbourhood:

1. Accessory apartments within existing single detached dwellings;
2. Garden suites and coach houses on the same lot as single detached dwellings;
3. Converted dwellings; and
4. Single and semi-detached dwellings on vacant lots or through severances of large lots.



Legend



Figure 21. Existing Lot Coverage (%) within the Linear Old Thornbury Neighbourhood

The examples below illustrate the ability of gentle forms of intensification such as accessory apartments, garden suites and coach houses to respect the existing character of a dwelling and its surrounding neighbourhood. Additional residential units are a great way to sensitively add more housing options to existing neighbourhoods, while maintaining a low rise residential character and existing streetscape. As detailed within **Section 3** of this Report, the Town’s current Official Plan sets out direction for Accessory Apartments (Section B2.7) and Garden Suites (Section B2.9) which includes maintaining the nature of existing dwellings and surrounding area.

Additions or new stand-alone buildings should consider the impact of their location in the context of other adjacent dwellings as well as massing and architectural features that are compatible with the original dwelling. In the creation of additional units, it is important to ensure that outdoor spaces are not comprised and appropriate amenity spaces are provided for all dwelling units. Additionally, parking and vehicle access should be screened and not impact the character of the existing streetscape. Additional height should be encouraged where impacts to adjacent properties have been considered and mitigated.



Accessory Apartment with Private Outdoor Amenity Space



Large Dwellings Appropriate for Multi-Unit Conversion



Converted Dwelling and Garden Suite Example



Coach House Example

13 Old Thornbury Neighbourhood Blocks



Thornbury’s Old Neighbourhood Blocks are located internal to residential neighbourhoods, on both the east and west sides of Bruce Street. Three distinct areas make up this Planning Neighbourhood, as show in the adjacent map. A mix of single detached dwelling styles and heights are present, similar to the Linear Old Thornbury Planning Neighbourhood (two storey brick century homes and small one storey homes with siding or brick facades) with the exception of some larger newer homes interspersed. However, lots are typically larger, with many in the 2000 m² to 4000 m² area range. The specific defining feature of the Old Neighbourhood Blocks Planning Neighbourhood is its large, irregularly shaped and inconsistently sized lot parcels.



Old Thornbury Neighbourhood Blocks

The neighbourhood is also characterized by mature trees and sidewalks generally located on one side of the street. There are many residential lots within this Planning Neighbourhood that have a very low lot coverage between 1% and 10%, as well as a number of vacant land parcels located in the centre of blocks, behind other lots which is a unique characteristic of these areas.



Old Thornbury Neighbourhood Blocks Existing Character

13.1.1 Intensification Opportunities

Residential lands within the Old Thornbury Neighbourhood Blocks Planning Neighbourhood are designated Community Living Area within the Official Plan, with the majority zoned Residential One (R1). Due to the prevalence of large and irregularly sized lots, paired with low lot coverages and a number of large vacant lots, pressures for future infill and intensification within this Planning Neighbourhood are expected. It is

important that new development be appropriately designed to respect the historic, low-density character of these residential areas, which currently accommodate a range of dwelling types and styles.

Unique to these areas, there are a number of vacant parcels located in the centre of neighbourhood blocks, behind existing dwellings, as shown on **Figure 22**. Dwellings also tend to be located towards the street making room for large backyards. While the assembly of land may be a challenge in this scenario, the land behind existing dwellings may be subject to infill pressures in the development of multiple new single detached or semi-detached dwellings. This infill may include one new dwelling or several through plans of subdivision. The large rear yards of these lots could also introduce new coach houses or garden suites.

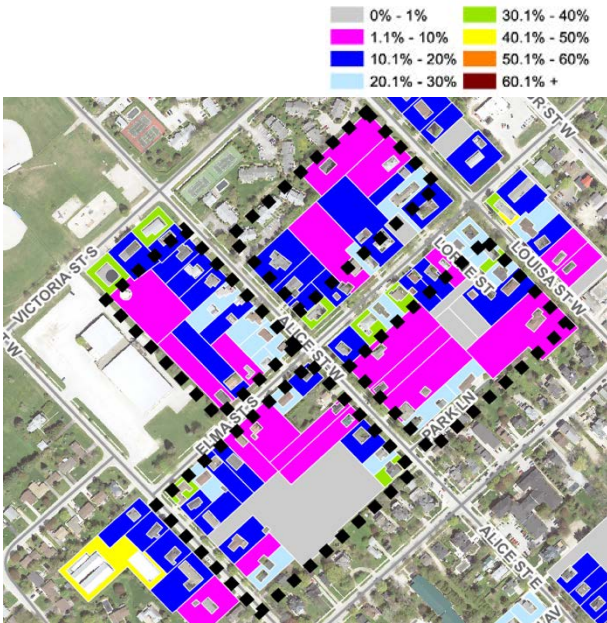
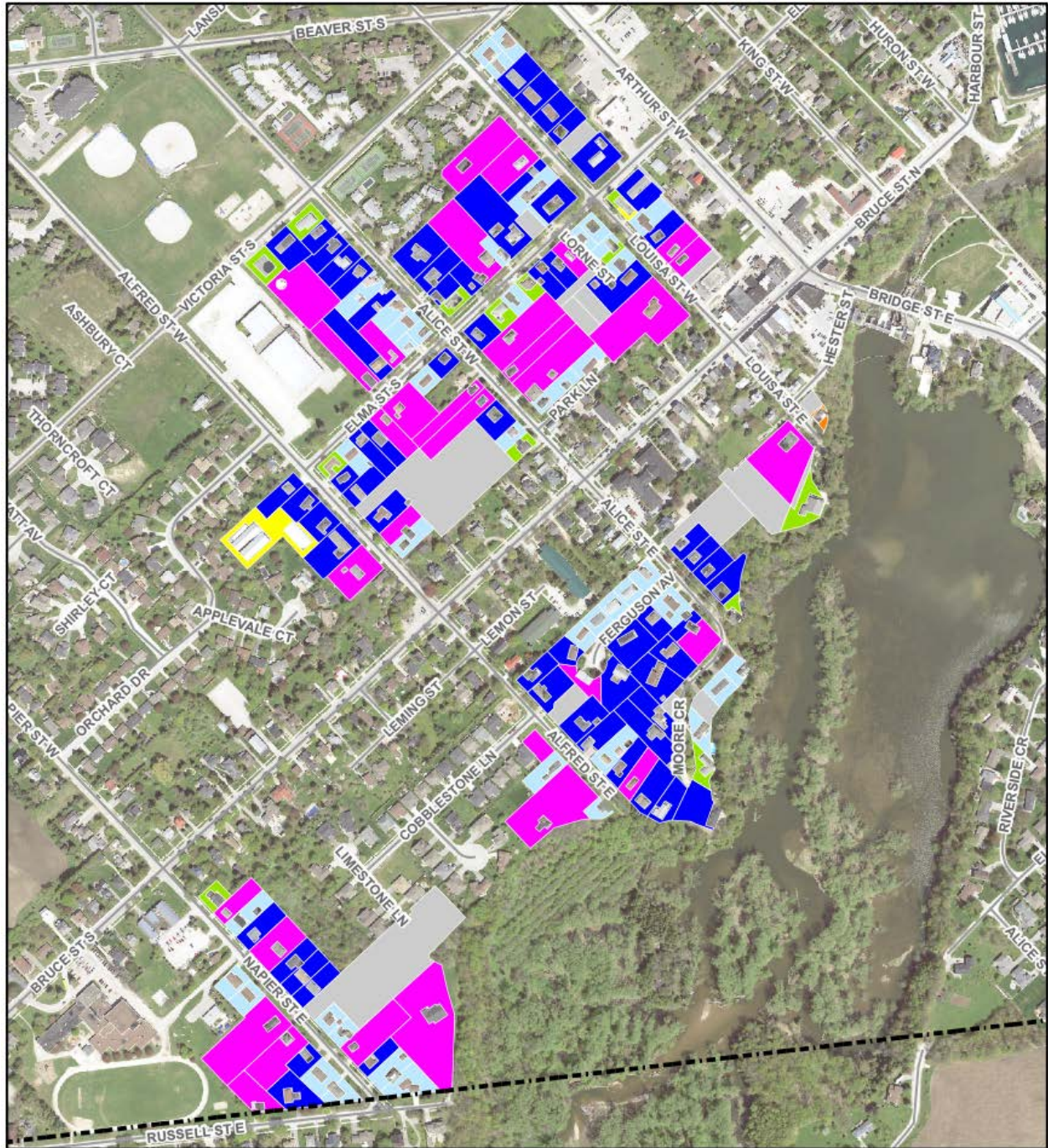


Figure 22. Small Lot Coverages, Large Backyards and Rear Vacant Lots

There are a number of other circumstances where new dwellings may be developed in between dwellings or on the corner of irregularly shaped lots through severances, as seen in some of the existing character images above. There are several larger lots with low coverages along Napier Street East, as well as in between Louisa Street East and Alice Street East as shown in **Figure 23** below, which may provide opportunities for infill development. Existing vacant lots also provide opportunity for infill development as well. Development should be considered on a case-by-case basis, in a manner that respects the character of these neighbourhoods.

The following sets out the realm of opportunities for residential intensification within the Old Thornbury Neighbourhood Blocks Planning Neighbourhood:

1. Accessory apartments within existing single detached dwellings;
2. Garden suites and coach houses on the same lot as single detached dwellings;
3. Converted dwellings;
4. Single and semi-detached dwellings on vacant lots or through severances or plans of subdivision; and
5. Low-rise townhouses on large vacant lots or several amalgamated lots.



Legend

 Study Area Boundary	 0% - 1%	 30.1% - 40%
 1.1% - 10%	 40.1% - 50%	
 10.1% - 20%	 50.1% - 60%	
 20.1% - 30%	 60.1% +	

Figure 23. Existing Lot Coverage (%) within the Old Thornbury Neighbourhood Blocks Neighbourhood

13.1.2 Potential Intensification Sites

The example sites illustrated on Figure 24 have been chosen to identify some of the existing opportunities for infill subdivision development. Some of these sites are very large vacant properties or those with low lot coverages, while others represent the opportunity to amalgamate several lots with low lot coverages and large rear yards, as discussed above.

In the development of infill subdivisions, block patterns should reflect the existing structure of the surrounding neighbourhood. The expansion of the public road network should provide connections to other streets to provide connectivity through a more compact grid network where possible. For example, there may be potential for a new residential road to connect Napier Street East to Limestone Lane within the southern portion of this Planning Neighbourhood. Other new roads could also connect Alice Street East to Louisa Street East in any one of the three identified intensification sites to the north of this Planning Neighbourhood. A more compact grid pattern will encourage walkability and better integration of new residential development.

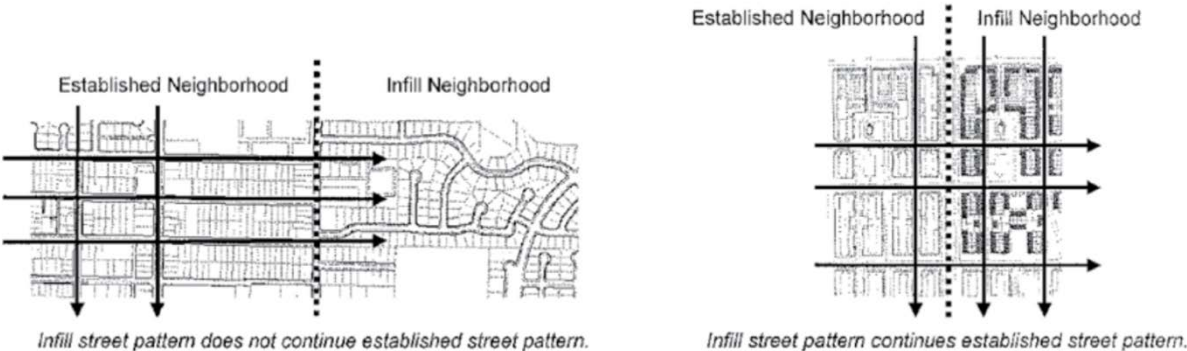


Figure 24. Potential Intensification Sites

New blocks should also be designed to preserve and/or compliment any remaining mature trees and vegetation. Consideration must also be given to the limits of development impacted by slopes and hazards related to the Beaver River. While there is a broad mix of lot sizes and shapes within this Planning Neighbourhood, the development of new residential lots through subdivision development should consider

the prevailing lot widths, depths and area of adjacent and surrounding lots. This consideration is especially important where new lots will front an existing street, such as the potential for new lots along Alfred Street.

However, the majority of larger subdivision development opportunities exist within the rear yards of lots. Where smaller lots are proposed than those that exist within an area, these should be located internal to development sites, providing a transition to larger lots which should be located on the edges of the new infill subdivision. Greater variation would be acceptable in the centre of a new infill subdivision. New lots should also be appropriately sized to accommodate the future proposed built form in a manner that respects the existing lot coverages and setbacks of the surrounding neighbourhood.



Infill Subdivision Block and Street Layouts

The example images below illustrate how several new infill dwellings in Collingwood were developed within an established neighbourhood with compatible heights, architectural features and setbacks from the street, maintaining the character of the street. The use of rear laneways screens additional parking and vehicular access and provides for maximized use of the front yard, which assists in maintaining the character of the existing larger lots and yards along the street.



Multiple Infill Dwellings Example

Similar built form and site design principles should be applied for larger infill projects, such as new townhouses, as illustrated in the example image in Oakville.



Infill Townhouses Example

14 Low-Rise Planned Subdivisions

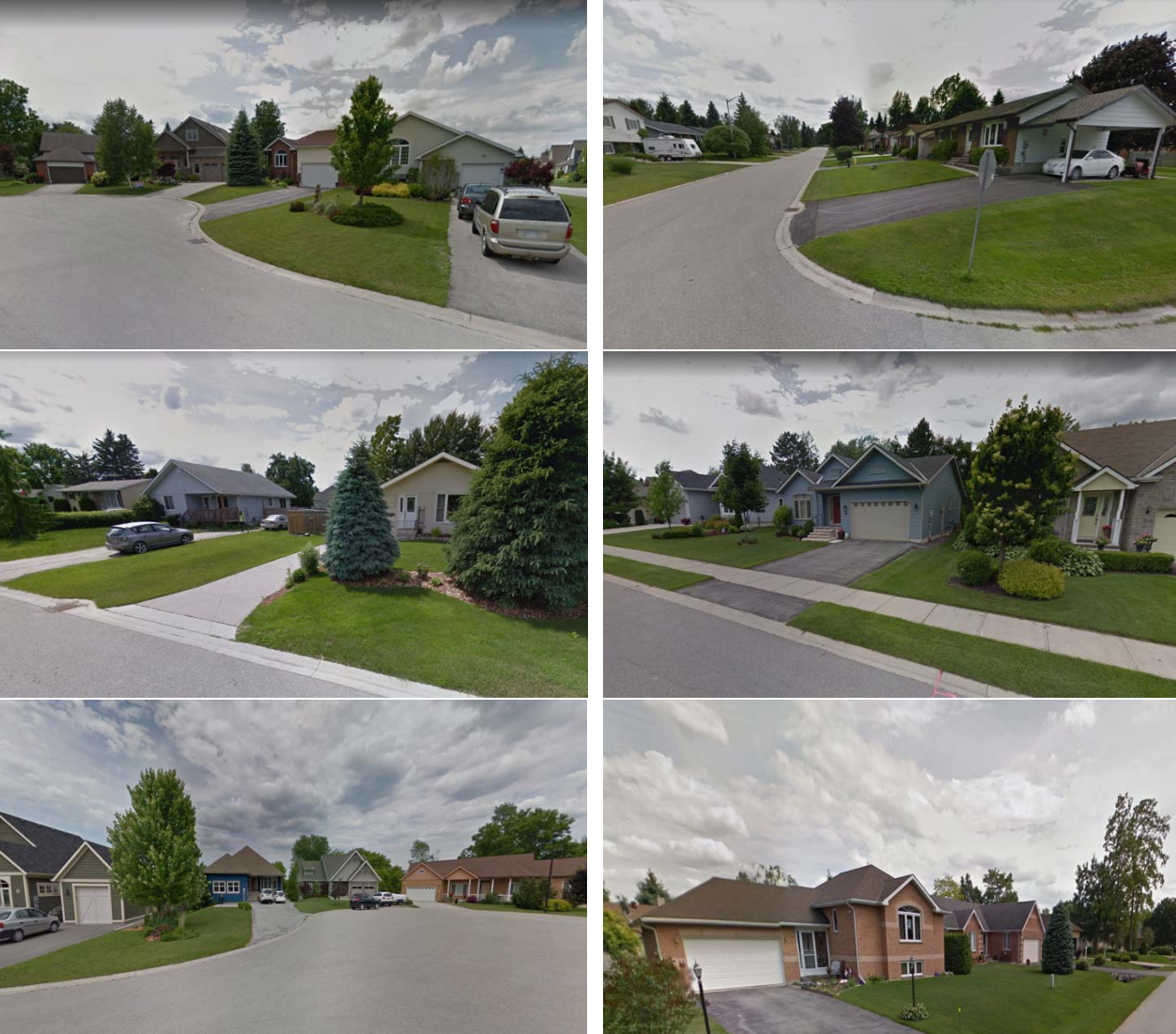


Thornbury’s Low-Rise Planned Subdivisions are characterized by consistently planned single detached low-rise dwellings and lots. There are three distinct but similar areas that make up this Planning Neighbourhood, as show in the map below. The majority of dwellings tend be bungalows and newer, one to two storey homes, that respect a more low-rise character. Generally, the lot sizes and coverage of adjacent dwellings are similar, with consistent setbacks from the street and between dwellings from the side yard. The use of cul-de-sacs is typical for these subdivision areas and there are generally no sidewalks on either side of the street within the three neighbourhoods.



Low-Rise Planned Subdivision Boundaries





Low-Rise Planned Subdivisions Existing Character

14.1.1 Intensification Opportunities

Residential lands within the Low-Rise Planned Subdivisions Planning Neighbourhood are designated Community Living Area within the Official Plan. The low-rise subdivision on the east side of the Beaver River, within the area of Elgin Street South and Louisa Street East, offers the most opportunities for additional infill and new residential development on vacant sites. Existing residential lots within this area are zoned Residential One (R1), with some larger lots zoned Development (D). For the most part, the two other areas to the west of the Beaver River have been comprehensively planned with no remaining vacant lots. These lands have been zoned Residential One (R1). There may be opportunities to introduce accessory apartments, however options may be limited due to the low-rise character of these areas which accommodate mostly bungalows.

Within the subdivision area of Elgin Street South and Louisa Street East, there are a number of vacant lots in between Arthur Street East and Louisa Street East, which could witness the infill development of new single detached or semi-detached dwellings (**Figure 25**). It is important to note that several of the vacant lots shown within the Town’s mapping have since been developed with single detached dwellings, highlighting this as the predominant development trend within the area. However, there may be opportunities for multiple unit buildings as well.

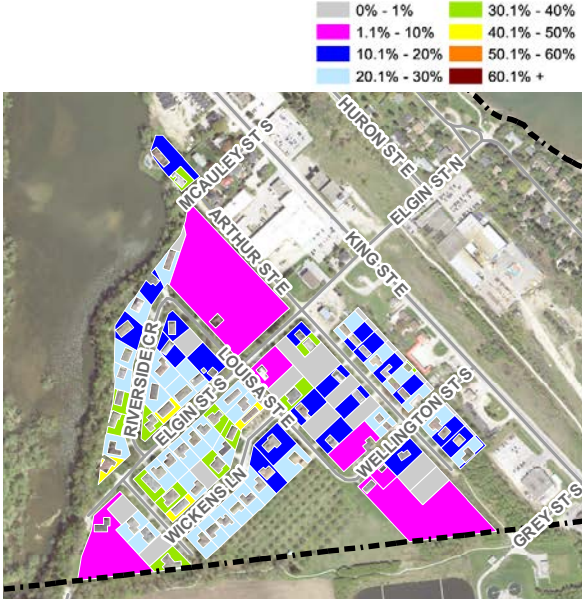


Figure 25. Lot Coverage (%)

There are also a number of large lots on the edges of this neighbourhood containing only one older single detached dwelling, which may also witness infill pressures such as the lot west of Elgin Street between Arthur Street East and Louisa Street East. On suitable larger vacant lots within this area, there may be opportunities for townhouses or low-rise apartments in proximity to the Highway 26 Corridor.

The following sets out the realm of opportunities for residential intensification within the Low-Rise Planned Subdivisions Planning Neighbourhood:

1. Accessory apartments;
2. Single and semi-detached dwellings on vacant lots or through the severance of large lots/plans of subdivision on the east side of the Beaver River; and
3. Townhouses or low-rise apartments on large vacant lots on the east side of the Beaver River.

14.1.2 Potential Intensification Sites

Two example sites that have the potential to intensify are identified within the Elgin Street South and Louisa Street East area as shown on **Figure 26**. Direction on these sites is intended to be comprehensive and applicable across other similar sites, as there are numerous lots appropriate for residential intensification within this area.

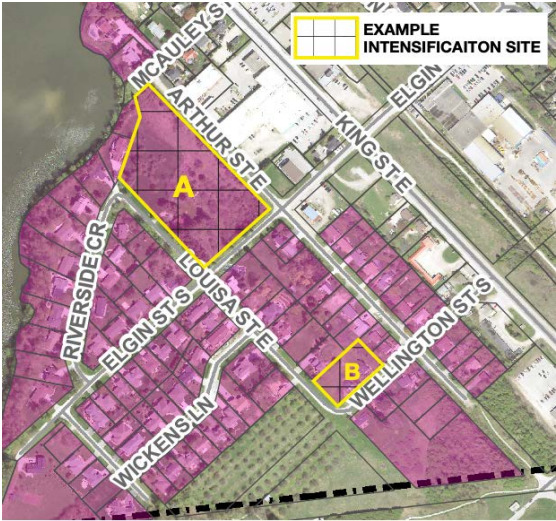


Figure 26. Potential Intensification Sites

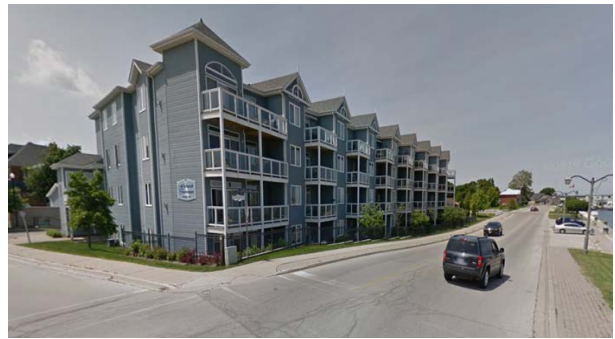
Site A

Site A is a very large vacant property. It is currently zoned Development (D) and located in proximity to the Highway 26 Corridor, providing a good opportunity for intensified residential development. Mature trees surround and buffer the site along Arthur Street East and Elgin Street South, separating the site from the existing commercial buildings on the north side of Arthur Street East.



Potential Intensification Site A Along Louisa St. E.

Site A provides the opportunity for the development of multiple dwellings. Townhouses or low-rise apartment buildings up to three storeys could be accommodated closer to Arthur Street East, providing for residential intensification close to Highway 26. Single and semi-detached dwellings could also be developed.



Precedent Low-Rise Apartment Buildings



Precedent Multi-Unit Buildings

Site B

Site B is a large residential property with one small single detached dwelling with a very low lot coverage (less than 10%). This property serves as a good example for potential infill, which could either accommodate one or two single detached dwellings or ground related multi-plex buildings that fit in the character of the neighbourhood.



Potential Intensification Site Along Louisa St. E.

Site B specifically, which fronts onto two roads, provides the opportunity for multi-plex development such as the example shown below from the Lora Bay neighbourhood. This example is well integrated alongside single detached dwellings, taking advantage of both road frontages, providing a compatible building design and landscape buffering. As seen in **Figure 25** above, there are several other vacant lots within this area that could accommodate this type of development although some have recently been built upon.



Precedent Multi-Plex Development

If the existing lot is severed, it will be important that the new lots reflect the existing lot coverage and frontage of surrounding lots, as well as building depth and setbacks. However, it is also important to note that many residential lots within this neighbourhoods, as well as throughout Thornbury, are unconventionally large and this existing character must be balanced with these opportunities to increase housing options and density.

15 Multi-Unit Condominium Communities



On the outskirts of Thornbury’s single detached neighbourhoods, there are a number of multi-unit condominium communities. These individual communities typically have their own internal road or driveway networks, providing access to individual townhouse units and parking areas. Many of these communities have become neighbourhoods in and of themselves, with similar built form character and landscaping.



Multi-Unit Condominium Communities





Thornbury’s Multi-Unit Townhouse Condominium Communities

Many of these communities incorporate extensive landscaping along the street so as to provide privacy for residents and preserve the existing low density character of adjacent neighbourhoods.



Street View of Thornbury’s Condominium Communities

Two three storey apartment buildings are located at 25 and 27 Beaver Street South, integrated as part of the Far Hills townhouse community and backing onto the Thornbury Ball Diamonds.



Far Hills Apartments

15.1.1 Intensification Opportunities

There is limited opportunity for intensified development on lots that already contain multi-unit townhouses and apartments. However, there are a number of applications for condominium style development and opportunities in vacant Greenfield areas which are further described in **Section 16** below.

Current multi-unit condominium applications are identified within this Planning Neighbourhood, in addition to existing development, and include:

- **Thornbury Meadows:** Approved and under construction. Site Plan application to permit the development of 86 rowhouse units.
- **Boynton Court Subdivision:** Approved by the Town. Subdivision application to permit five semi-detached lots with 10 residential units and two blocks of row townhouses with 9 units.
- **Towns of Thornbury:** Approved with conditions. Site Plan application to develop 23 townhouse units.

16 Greenfield Areas



Thornbury’s Greenfield Area Planning Neighbourhood encompasses the large, vacant parcels of land at the Study Area’s north-western and south-western boundaries. This Planning Neighbourhood also captures single detached dwellings located adjacent to Greenfield areas along Duncan Street West and Russell Street West, with lots generally ranging from 1000 m² to 1750 m². These lots generally share characteristics with the adjacent neighbourhood in the Settlement Area of Clarksburg.

The majority of Thornbury’s Greenfield lots have an area of 10,000 m² and above. Many of Thornbury’s multi-unit condominium communities are located adjacent to Greenfield areas.



Greenfield Areas

16.1.1 Development Opportunities

There are many opportunities for development within Thornbury’s Greenfield Planning Neighbourhood. Multi-unit townhouse and/or apartment communities may be recommended for these areas in order to provide additional housing in the community while minimizing impacts on the established low density residential neighbourhoods. Coordination with Thornbury’s Future Secondary Plan Area will need to be considered to ensure compatibility between these areas. As previously described within **Section 3** of this Report, Section B3.1.5.3 of the Official Plan sets out a number of criteria for intensification and greenfield development. According to this policy, the Town may consider pre-zoning specific lands to permit medium and high density residential uses.

The following sets out the realm of opportunities for residential intensification within the Greenfield Area:

1. Single detached and/or semi-detached dwellings through plans of subdivision on vacant land;
2. Townhouses through plans of subdivision on vacant land; and
3. Apartments on vacant land.

17 Summary and Next Steps



17.1 Intensification Opportunity Summary

There are several different opportunities for residential intensification within Thornbury’s various Planning Neighbourhoods. As detailed within this Report, these opportunities are based on the background review and analysis conducted within Phase 1 of the Study, as well as the characteristics of each Planning Neighbourhood identified within Phase 2. **Table 6** below provides a summary of each the intensification opportunities available within Thornbury and the Planning Neighbourhoods that can appropriately accommodate each type.

Table 6. Intensification Opportunities and Planning Neighbourhoods

Planning Neighbourhood	Intensification Opportunities
Downtown Core	1. Mixed Use Buildings
Highway 26 Corridor	1. Townhouses and Apartments – Side Streets 2. Mixed Use Buildings
Shoreline Residential	1. Accessory Apartments 2. Infill Dwellings – Single Detached and Semi-Detached 3. Subdivisions – Multiple New Single Detached and Semi-Detached 4. Townhouses and Apartments
Linear Old Thornbury	1. Accessory Apartments 2. Coach House and/or Garden Suite 3. Converted Dwellings 4. Infill Dwellings – Single Detached and Semi-Detached
Old Thornbury Neighbourhood Blocks	1. Accessory Apartments 2. Coach House and/or Garden Suite 3. Converted Dwellings 4. Infill Dwellings – Single Detached and Semi-Detached

Planning Neighbourhood	Intensification Opportunities
	5. Subdivisions – Multiple New Single Detached and Semi-Detached
Low Rise Planned Subdivisions	1. Accessory Apartments 2. Infill Dwellings – Single Detached and Semi-Detached 3. Subdivisions – Multiple New Single Detached and Semi-Detached 4. Townhouses and Apartments
Condominium Communities	N/A
Greenfield Area	1. Subdivisions – Multiple New Single Detached and Semi-Detached 2. Townhouses and Apartments

17.2 Next Steps

The background information and intensification opportunity recommendations contained within this Report will be utilized throughout the Town’s Official Plan Five-Year Review, providing guidance for housing, density and height considerations. Further public consultation to occur through the Town’s Official Plan Five-Year Review process will also provide the opportunity for review and comment on the work completed to date.

Appendix A



Kick-Off Survey Feedback

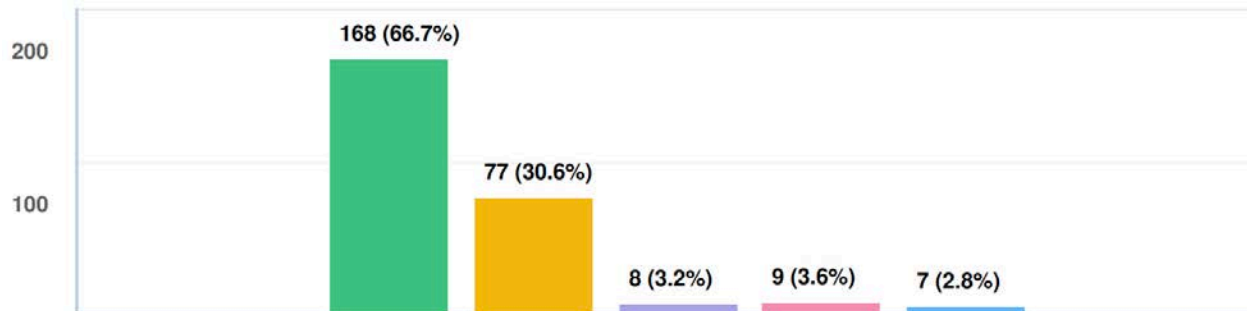
A public online survey was available on the Town's public engagement website, *Your View The Blue Mountains*, from July 8 to July 28, 2021. The purpose of the survey was to gain public feedback on residential intensification within the current and future context of Thornbury. This included gathering opinions on past and current intensification projects; considering which aspects of neighbourhood character are important to preserve when development is proposed; prioritizing the potential benefits/disadvantages of intensification; and determining the most appropriate types of built form and locations for residential intensification.

In total, the survey received **252 responses**. Overall, based on the survey results, public opinions are varied when it comes to accommodating intensification. While there is concern for incompatible development and density within Thornbury, the benefits that come with residential intensification such as minimizing sprawl and increasing housing affordability/options are also a priority for residents. Respondents to the survey emphasized the importance of maintaining the unique character of Thornbury including existing built form and green space, through appropriately locating and designing development at compatible densities and at a stable rate of growth.

The following consolidates responses and provides a summary of the survey results by question, listed in order as they appeared. Feedback received will be further considered in the next phase of the Thornbury Density and Intensification Study.

1 Respondent Demographics

Q1: “I am best described as a :”



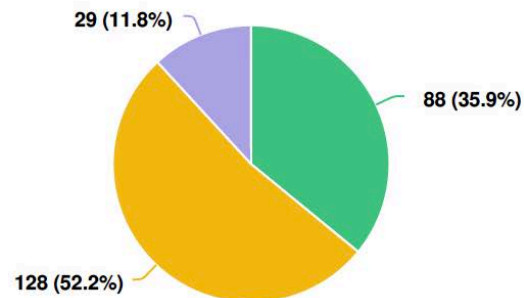
Question options

- Resident of Thornbury
- Resident of the Town of The Blue Mountains (outside of the Thornbury Boundary)
- Commercial/employment property owner or business within the Town of the Blue Mountains
- Person with professional or other interests in the planning and development industry in the Town of The Blue Mountains (for example: planner, builder, developer, architect, real estate, etc.)
- Other (please specify)

The majority of survey respondents (**66%**) indicated they are a resident of Thornbury, living with the Study Area. **30%** indicated they are a resident of the Town, outside of the Thornbury boundary. Other respondents indicated they are either commercial/employment property owners or businesses within the Town (**3%**) or persons with professional or other interests in the planning and development industry in the Town (**3%**).

2 Opinions on Residential Intensification in Thornbury

Q2: Intensification refers to the development of a property, site or area at a higher density than currently exists. Different forms of intensification may include: the redevelopment of existing sites or buildings; the development of vacant and/or underutilized lots; infill development between existing lots; or the expansion or conversion of existing buildings. Based on this definition, what is your current opinion on residential intensification within Thornbury?



Question options

- Intensification has been well balanced and new residential development typically does not stand out of place.
- There are instances within Thornbury where residential intensification has not been appropriately developed to fit in with its surrounding context.
- Other (please specify)

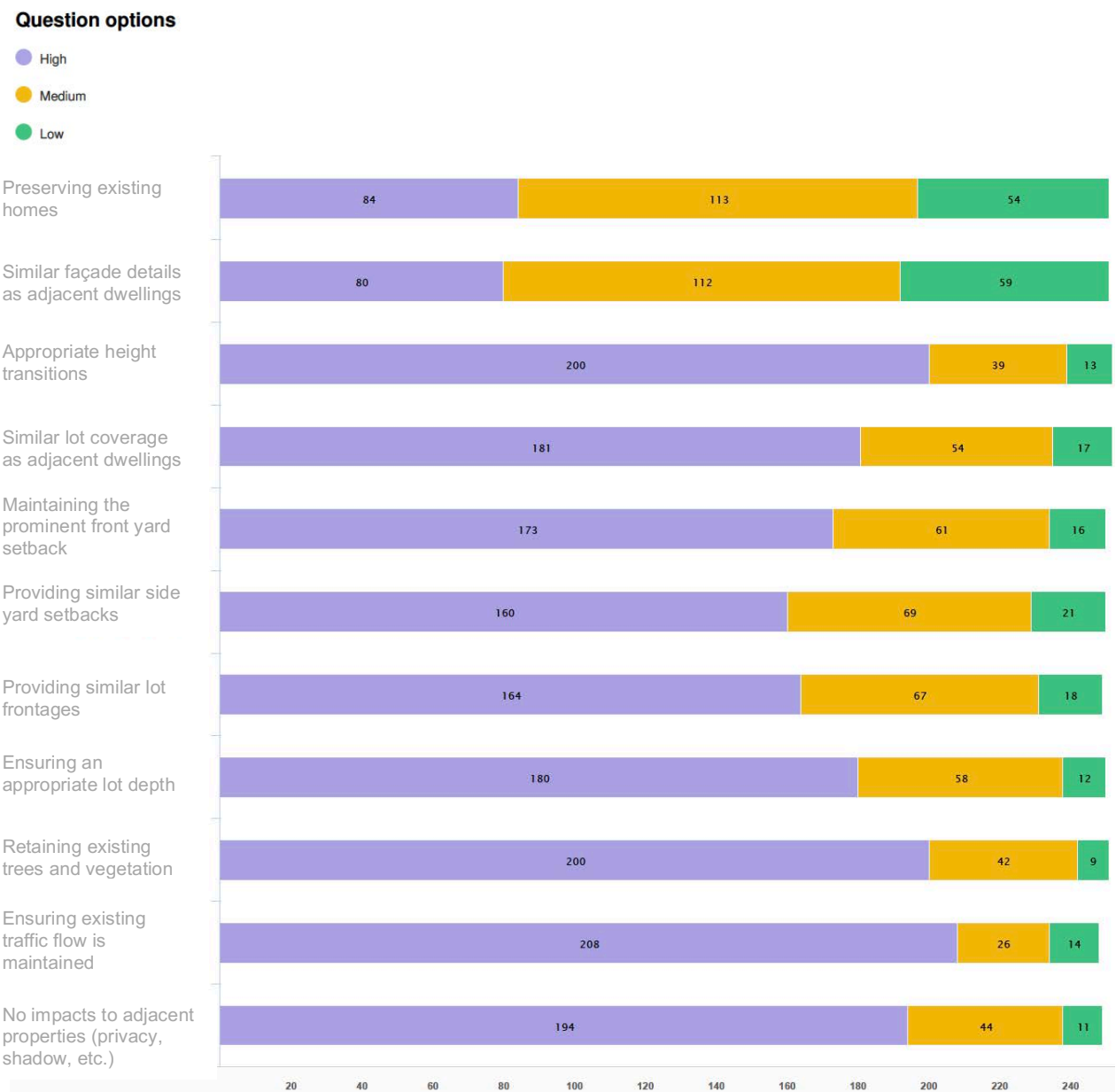
Based on the responses received, there are differing opinions on residential intensification in Thornbury. **52%** of respondents indicated there are instances within Thornbury where new residential intensification has not been appropriately developed to fit in with its surrounding context. On the contrary, **35%** of respondents indicated intensification has been well balanced and new residential development typically does not stand out of place.

29 respondents indicated “other”, as compiled and summarized below:

- Thornbury has been over-developed; and conversely, there has not been enough intensification in Thornbury to date;
- Existing intensification has been balanced, however there is concern for current and future development proposals going forward;
- Too many developments have exceeded height and density allowances;
- New subdivision and residential development has removed tree canopy, vegetation and green space;
- Incompatible intensification in the form of infill has been occurring in neighbourhood areas, whereas it should be focused along main streets and undeveloped land in the form of denser housing forms; and
- Development has been occurring too quickly and too densely.

3 Important Aspects of Neighbourhood Character

Q3: Character refers to the “look and feel” of an area, which is influenced by distinct built and natural features that work together to identify a particular place. Residential intensification within Thornbury is to be carefully balanced with the protection and enhancement of existing neighbourhoods and their character. New development is expected to fit into and reinforce existing character, however this does not mean that it must mimic adjacent properties. Based on these considerations, what aspects of neighbourhood character are important to you when considering proposals for residential intensification in Thornbury? Please rank on a scale of low, medium or high priority.



Respondents indicated that many aspects of neighbourhood character are important when considering proposals for residential intensification in Thornbury. Several key aspects stand out, with the large majority (**over 70%**) ranking them as a “high” priority, including:

- Ensuring the height of new buildings provides an appropriate transition to existing buildings;
- Providing a lot coverage that is similar to existing dwellings to ensure that massing reflects the scale and appearance of the neighbourhood;
- Ensuring the depth of new dwellings minimizes potential impacts on the enjoyment of adjacent yards;
- Retaining existing trees and vegetation;
- Ensuring existing traffic flow is maintained or improved; and
- Ensuring there are no impacts to adjacent properties (noise, shadows, privacy, views, etc.)

Character aspects that most respondents ranked either “high” or “medium” priority include:

- Maintaining the prominent front yard setback between dwellings and the street to preserve the streetscape edge;
- Providing similar side yard setbacks between dwellings to preserve spaciousness on the street; and
- Providing frontages that are similar to other adjacent lots on the street to provide for separation between dwellings.

Character aspects that most respondents (**44%**) ranked “medium” priority, however some ranked “high” (**31- 33%**) and some ranked “low” (**21- 23%**) include:

- Preserving existing homes from demolition or redevelopment; and
- Ensuring adjacent dwellings have similar façade details, such as porches, windows and building materials.

Q3: Are there other aspects of neighbourhood character that are important to you that are not listed above?

122 additional responses were received, commenting on other aspects of character as compiled and summarized below:

- Walkable, accessible sidewalks and bicycle paths;
- Street lighting;
- Privacy and buffering between dwellings;
- Restrictions on driveway size and number and type of parked vehicles;
- Maintenance of green space and parks;
- Maintenance of existing natural and environmental areas;

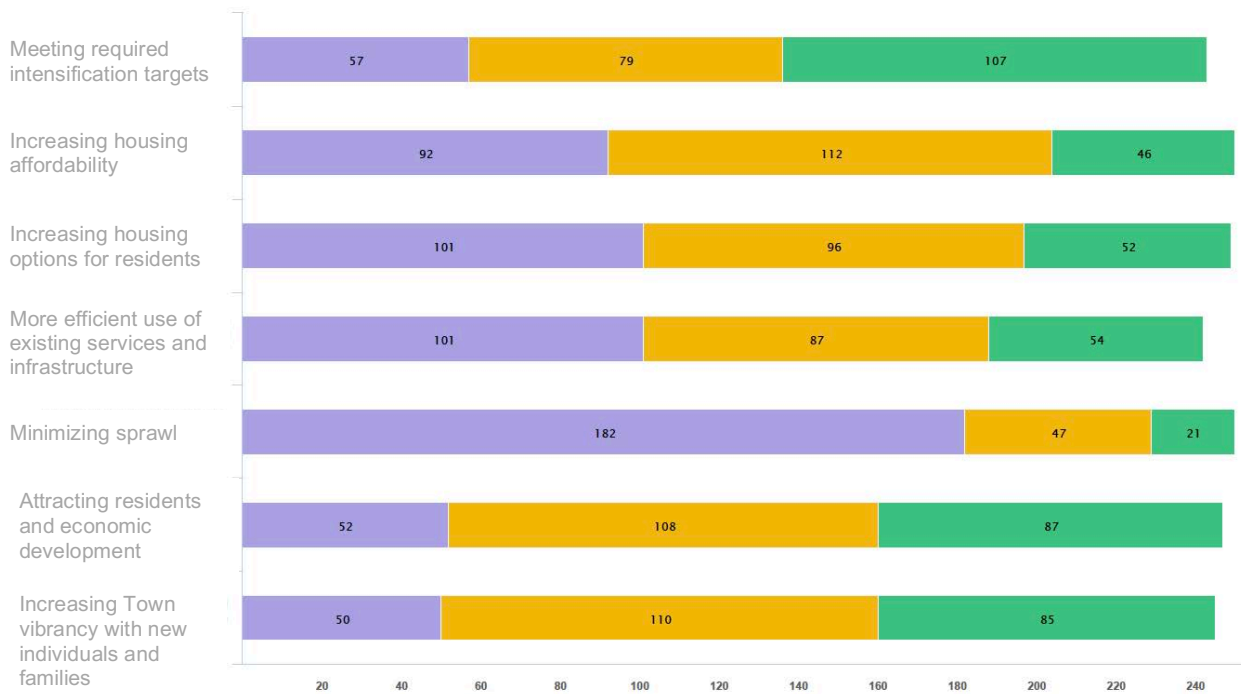
- Consistent and limited building heights; and
- Preservation of existing trees and introducing new vegetation.

4 Benefits of Residential Intensification

Q5: What potential benefits of residential intensification are of most interest to you? Please rank each on a scale of low, medium or high priority.

Question options

- High
- Medium
- Low



The largest perceived benefit of residential intensification with **72%** of respondents ranking it as a “high” priority is minimizing sprawl and protecting the Town's agricultural, rural and open space lands from development.

Other responses were mixed, with the following benefits ranked “high” by **36 – 40%** of respondents, “medium” by **34 – 44%** and “low” by **18 – 21%** of respondents:

- Increased housing affordability;
- Increased housing options for residents, including different varieties of dwelling types; and
- The more efficient use of existing services within Thornbury by connecting additional units to existing infrastructure.

Potential benefits with the majority of respondents indicating it as a “medium” or “low” priority include:

- Meeting required intensification targets set by the Town and County;
- Attracting new residents with increased support for economic development and nearby business and amenities; and
- New homes bringing new individuals and families, contributing to vibrancy within the Town and its neighbourhoods.

Q6: Are there other potential benefits of residential intensification that are of interest to you?

99 additional responses were received, commenting on other potential benefits of residential intensification, as compiled and summarized below:

- Increasing rental housing options;
- Expanding housing options to include forms such as accessory apartments and laneway suites;
- Attracting more workers and families, as well as a younger population;
- Supporting a more walkable downtown and community;
- Enhancing diversity and income mix in the Town; and
- Mitigating the effects of climate change.

While some responses indicated there are no potential benefits to intensification, many others indicated that intensification may be appropriate at a suitable rate of growth, however it must be in combination with improvements to infrastructure and community services such as schools, community centres, parks, swimming pools, etc.

5 Residential Infill

Q7: Residential infill is the creation of lots for new single and semi-detached dwellings between existing residential lots. The following are examples of infill opportunity lots within Thornbury. Please select as many of the images below that you think are good options for infill within the context of Thornbury.



Bruce Street



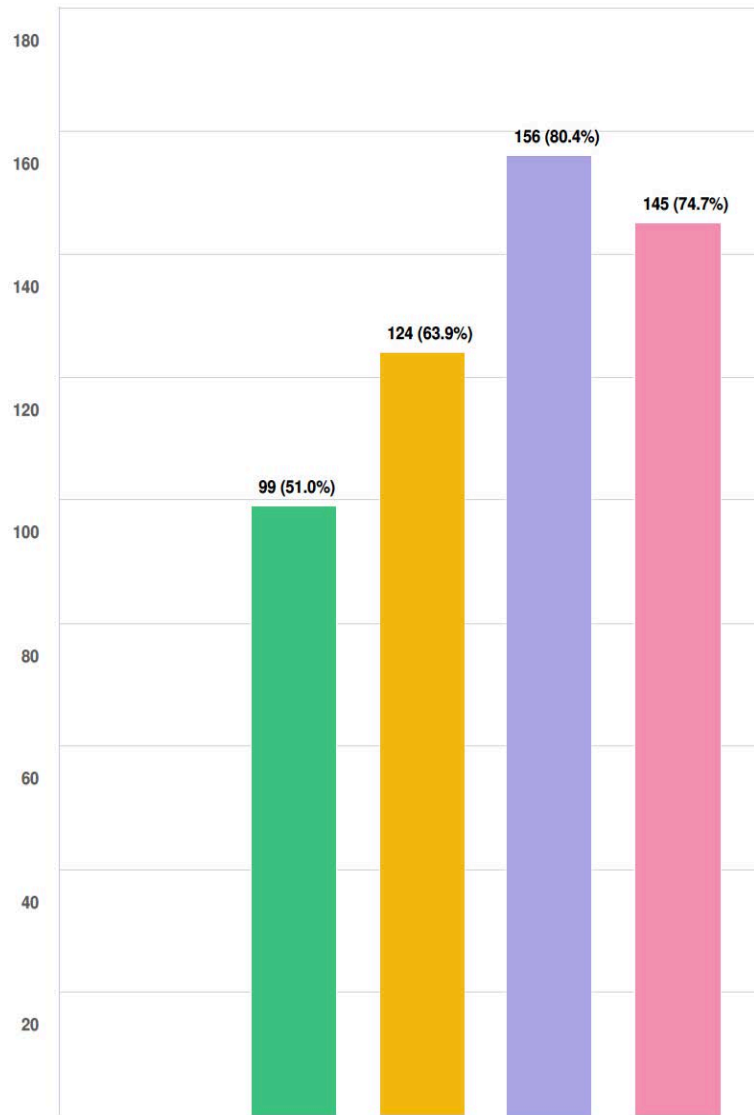
Napier Avenue



Huron Street West



Alfred Street



Question options

● Napier Avenue
 ● Huron Street West
 ● Bruce Street
 ● Alfred Street

6 Townhouse Developments

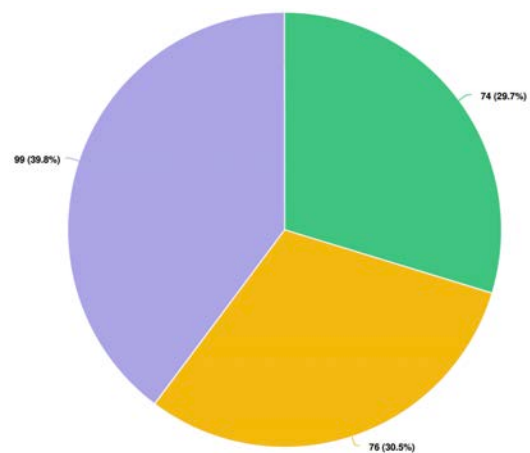
Q8: The following are examples of townhouse developments within the Thornbury and other nearby municipalities. Please identify below each image whether you think it is a positive or negative example of residential intensification within the context of Thornbury. Features to consider include façade details, building height and massing, relationship of the dwelling to the street, setbacks, access and landscaping.



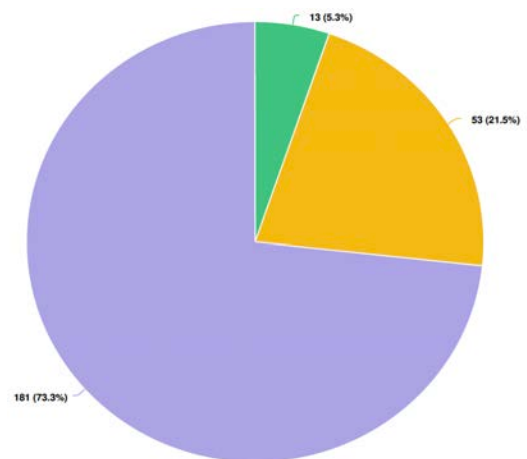
Towns of Thornbury (Under Construction)

Question options

Positive Example Neutral Negative Example



Far Hills Condominium Community

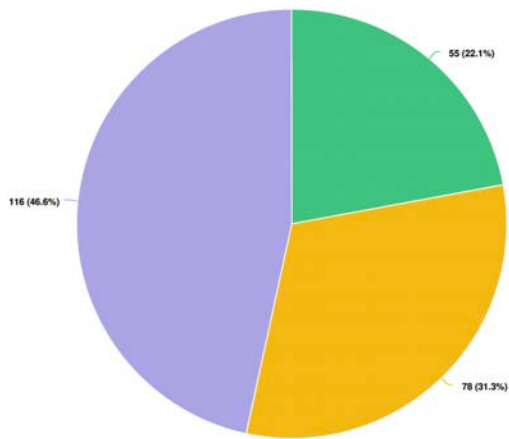




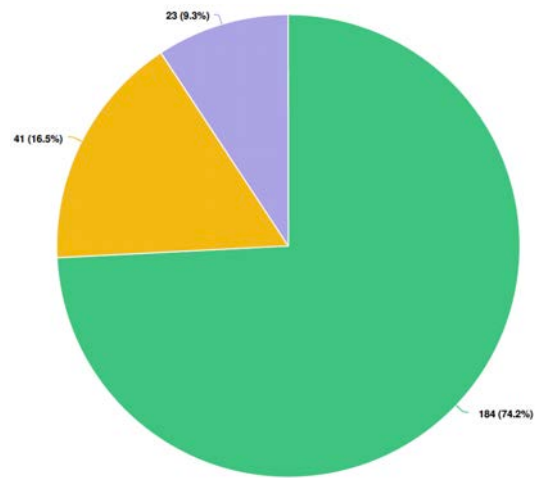
The Baysides Townhomes

Question options

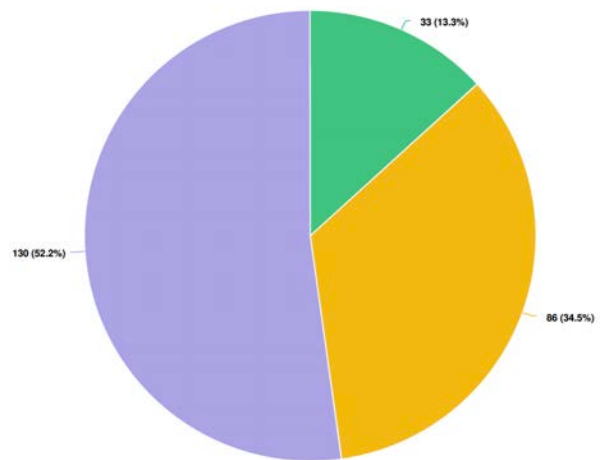
● Positive Example ● Neutral ● Negative Example



Elma Street Townhomes



Lora Bay Townhomes

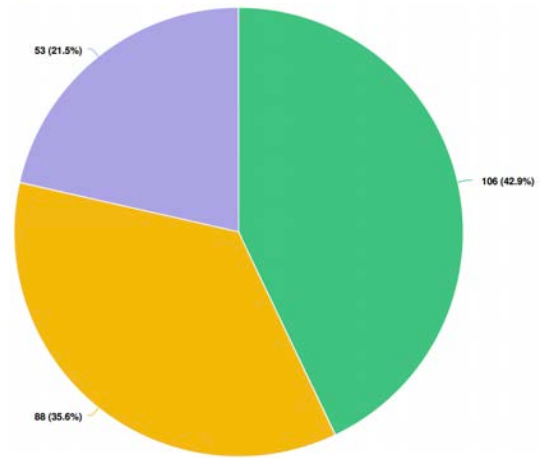




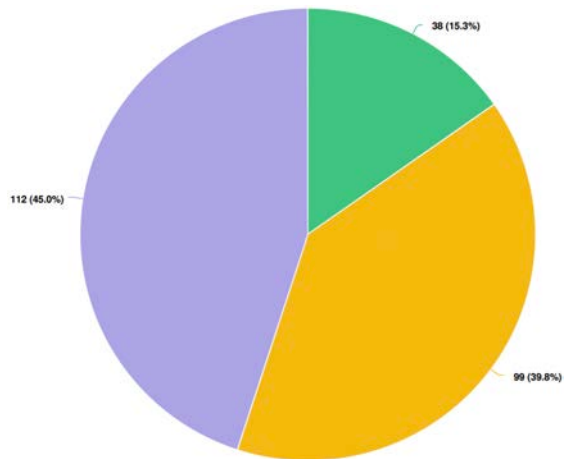
Bayside Villas Community

Question options

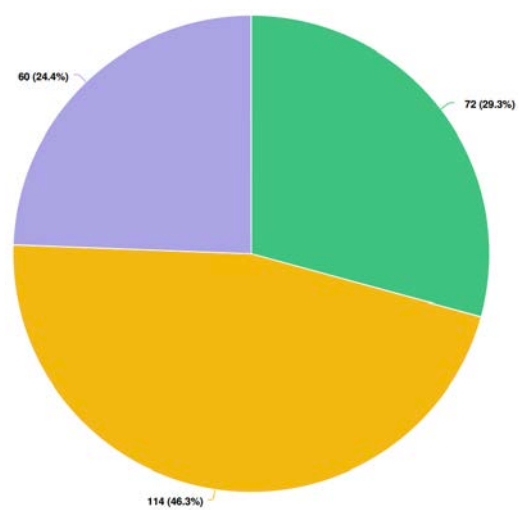
Positive Example Neutral Negative Example



Rankins Landing Condominium Community



Victoria Street Townhomes

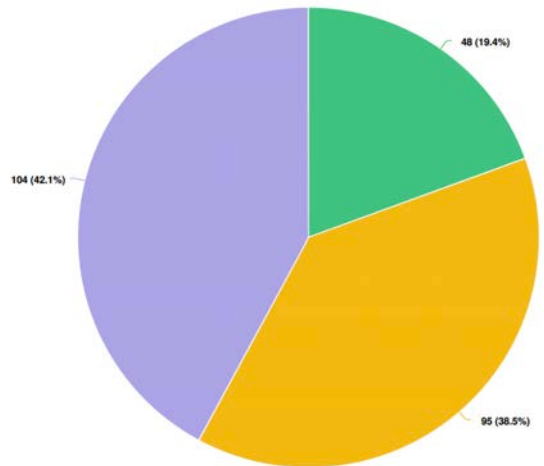




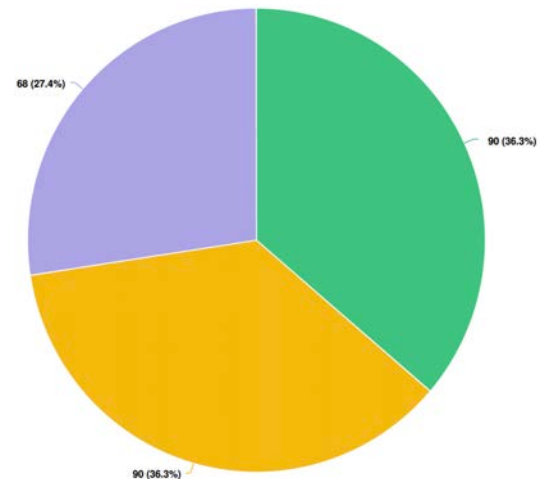
Applejack Condominium Community

Question options

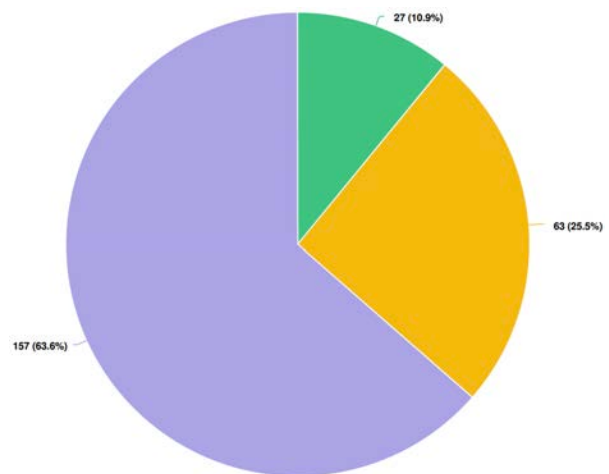
● Positive Example ● Neutral ● Negative Example



Thornbury Meadows Community



59 King Street East Townhomes

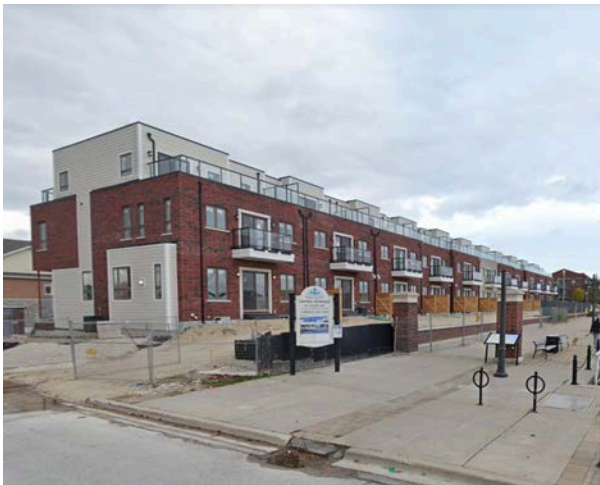
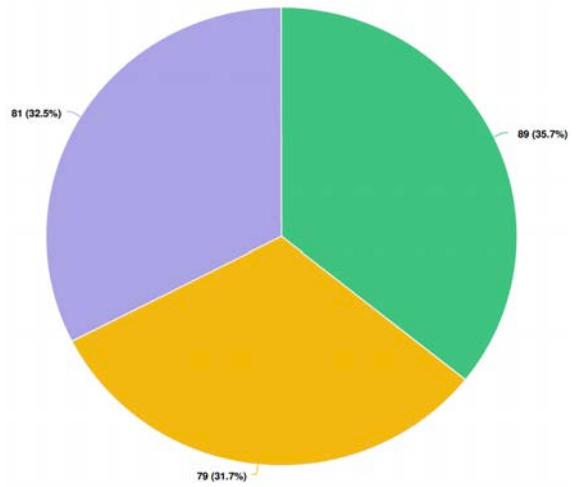




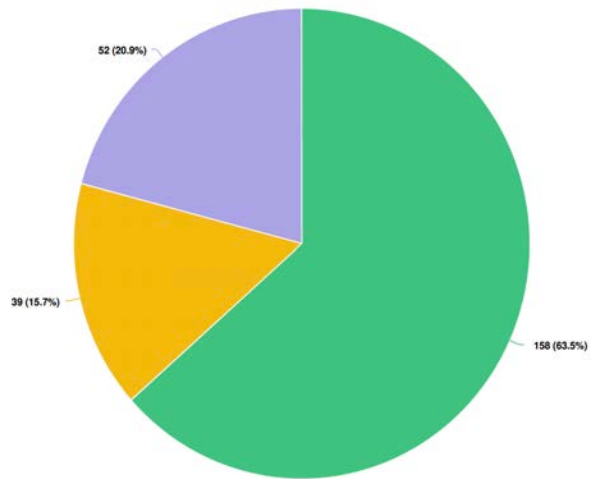
Wheelhouse Crescent (Collingwood)

Question options

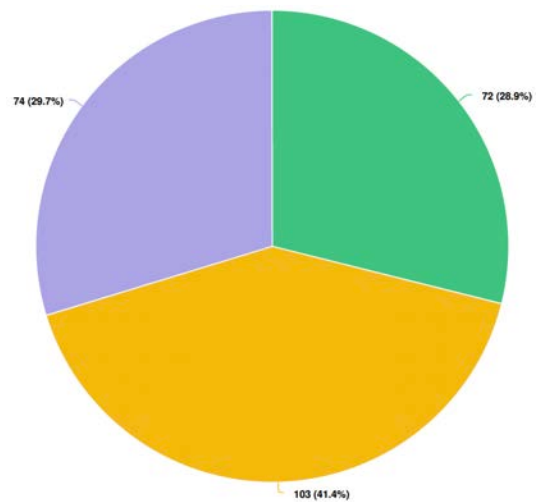
● Positive Example ● Neutral ● Negative Example



Side Launch Way (Collingwood)



Gates of Kent Townhomes (Meaford)



Q9: What features or characteristics in these developments led you to choose them as a positive example?

197 responses were received, commenting on the positive features and characteristics of the example developments, as compiled and summarized below:

- Suitability for their location;
- Less than 2 storeys in height;
- Green space;
- Privacy;
- Mature tree cover;
- Low profile built form;
- Ground related main floors;
- Dedicated land for development versus infill between existing dwellings;
- Private road developments;
- Setback from the street;
- Architectural and massing differentiation between units;
- Traditional peaked roof lines;
- Varied building materials;
- Quality construction and curb appeal;
- Designed to fit with the character of Thornbury;
- Contemporary design; and
- Screening of off-street parking and cars.

Q10: What features or characteristics in these developments led you to choose them as a negative example?

198 responses were received, commenting on the negative features and characteristics of the example developments. Generally, these responses were opposite reflections of the positive characteristics of the developments mentioned by respondents, as compiled and summarized below:

- Does not fit in with the character of surrounding area;
- Too many attached units;
- Lack of green space;
- 3 storey heights are too tall;
- Lack of privacy;
- Repetitive and plain appearance/row house design;
- Lack of street presence;
- Choice of building materials;
- Too modern;
- Too dense for lots; and
- Examples are not affordable, there is a need to design for diversity in mind.

7 Apartment Developments

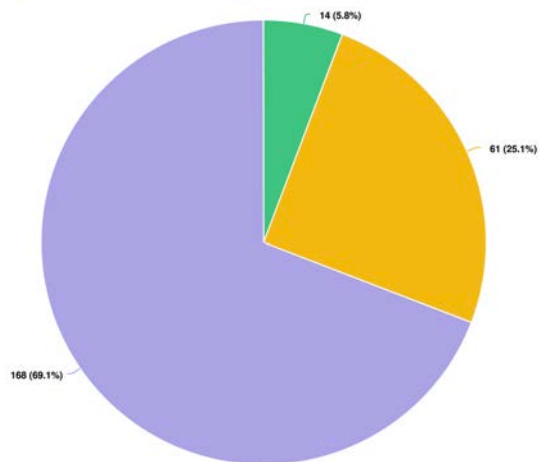
Q11: The following are examples of apartment developments within Thornbury and other nearby municipalities. Please identify below each image whether you think it is a positive or negative example of residential intensification within the context of Thornbury. Features to consider include façade details, building height and massing, relationship of the dwelling to the street, setbacks, access and landscaping.



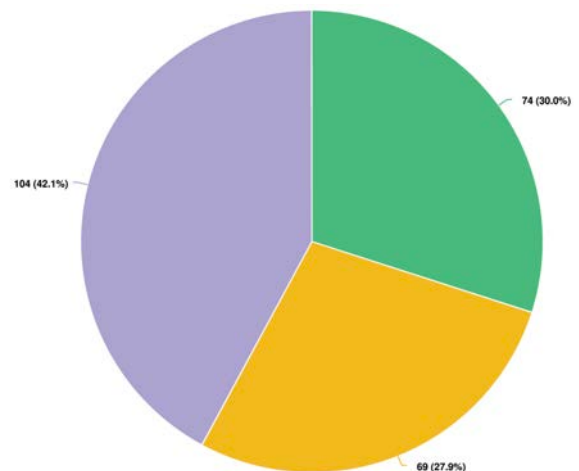
Far Hills Condominiums

Question options

Positive Example Neutral Negative Example



Riverwalk Condominiums

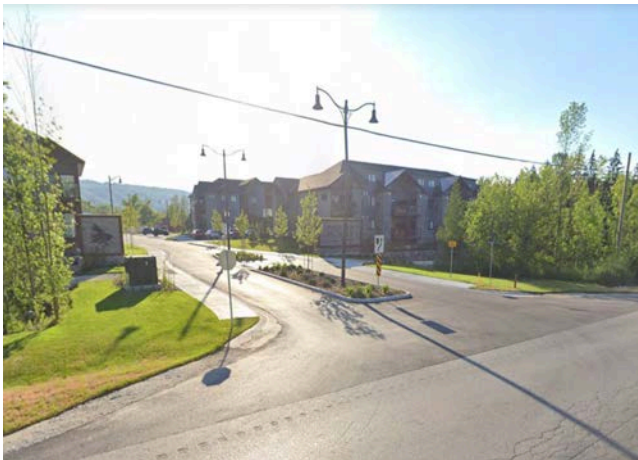
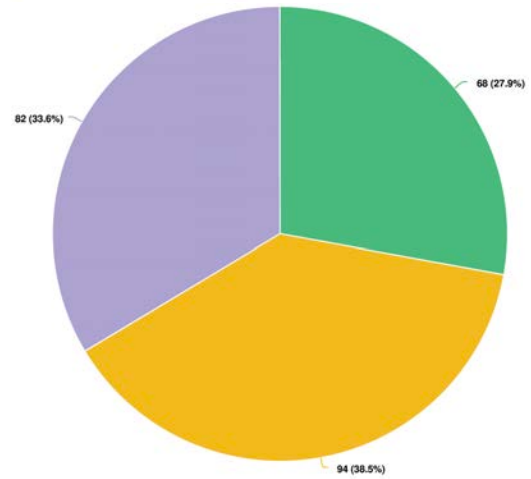




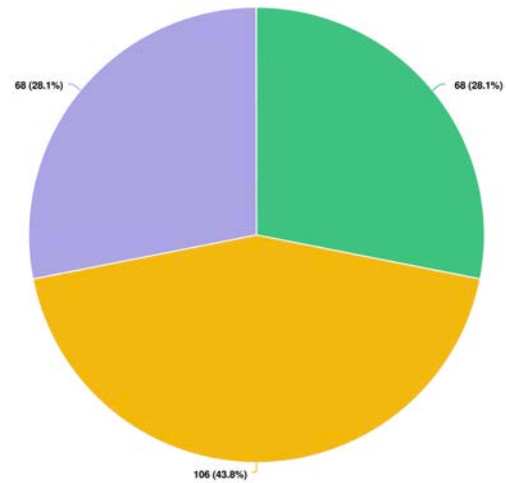
Maple Villa Apartments

Question options

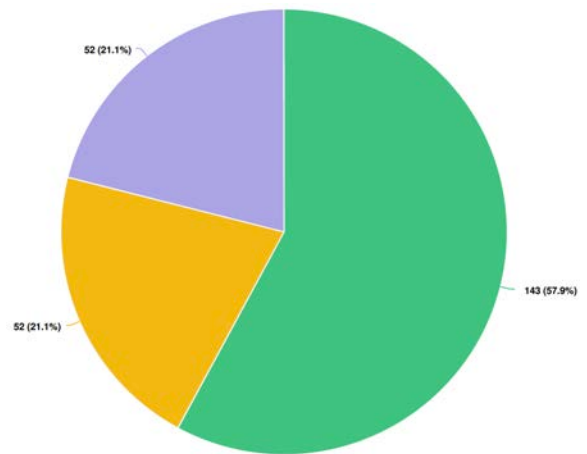
Positive Example Neutral Negative Example



Mountain House (Craigleith)



Monacolife Condominiums (Collingwood - Under Construction)

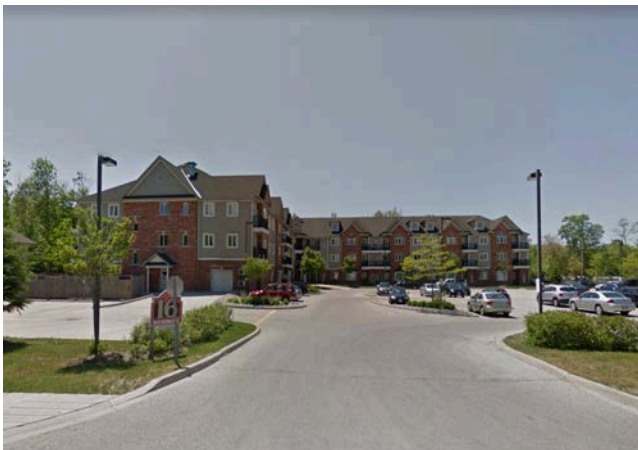
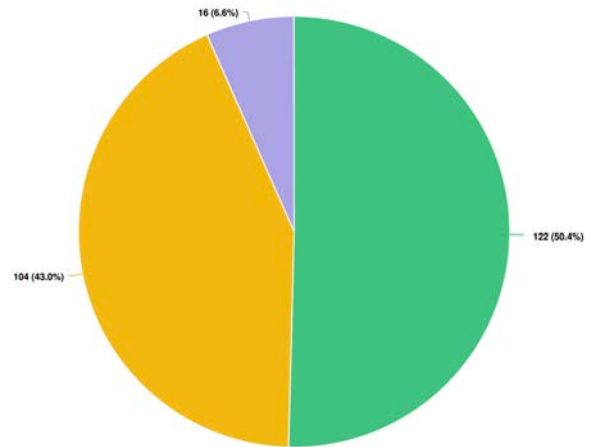




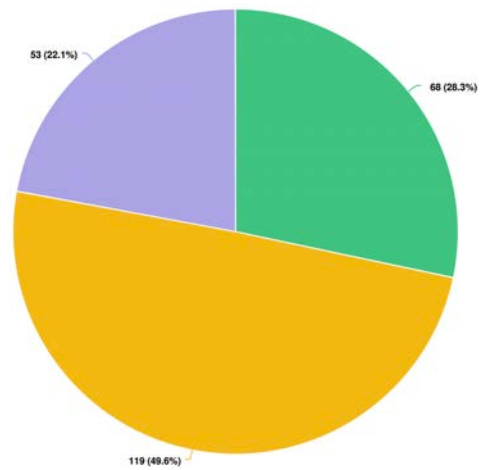
Aqua Condominiums (Wasaga Beach)

Question options

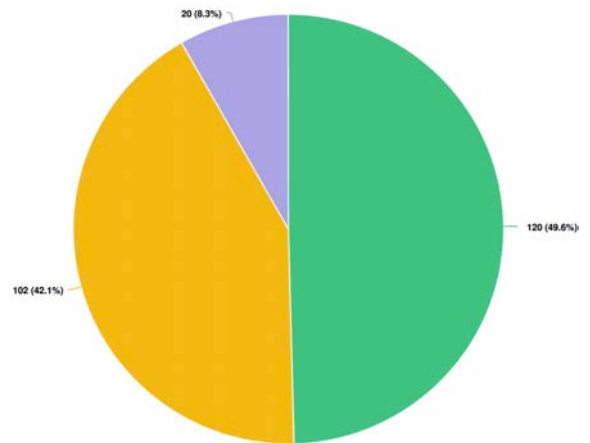
Positive Example Neutral Negative Example



16 Westbury Condominiums (Wasaga Beach)



250 Robert Street (Shelburne)

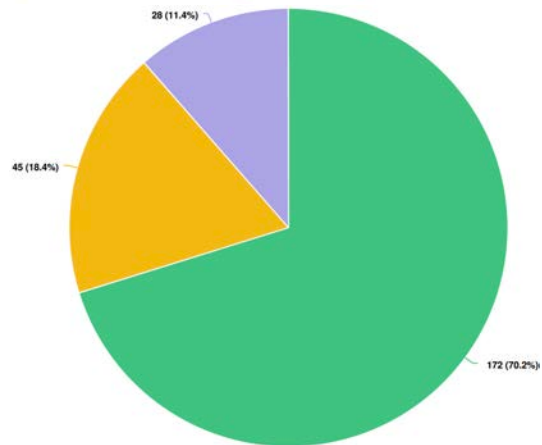




Skyline Apartments (Collingwood)

Question options

● Positive Example ● Neutral ● Negative Example



Q12: What features or characteristics in these developments led you to choose them as a positive example?

174 responses were received, commenting on the positive features and characteristics of the example developments, as compiled and summarized below:

- Green space, landscaping and mature trees;
- Small scale;
- Limited heights up to 3 storeys;
- In keeping with the character of the Town (or surrounding area context);
- Interesting/distinct designs and high quality architectural features;
- Massing and facades that are broken up/differentiation between units;
- Sense of spaciousness/lack of over-crowding;
- Presence of amenities for residents;
- Balconies;
- Slopped roofs;
- Parking areas that are screened from public view; and
- Developed on vacant land (opposed to infill).

Q13: What features or characteristics in these developments led you to choose them as a negative example?

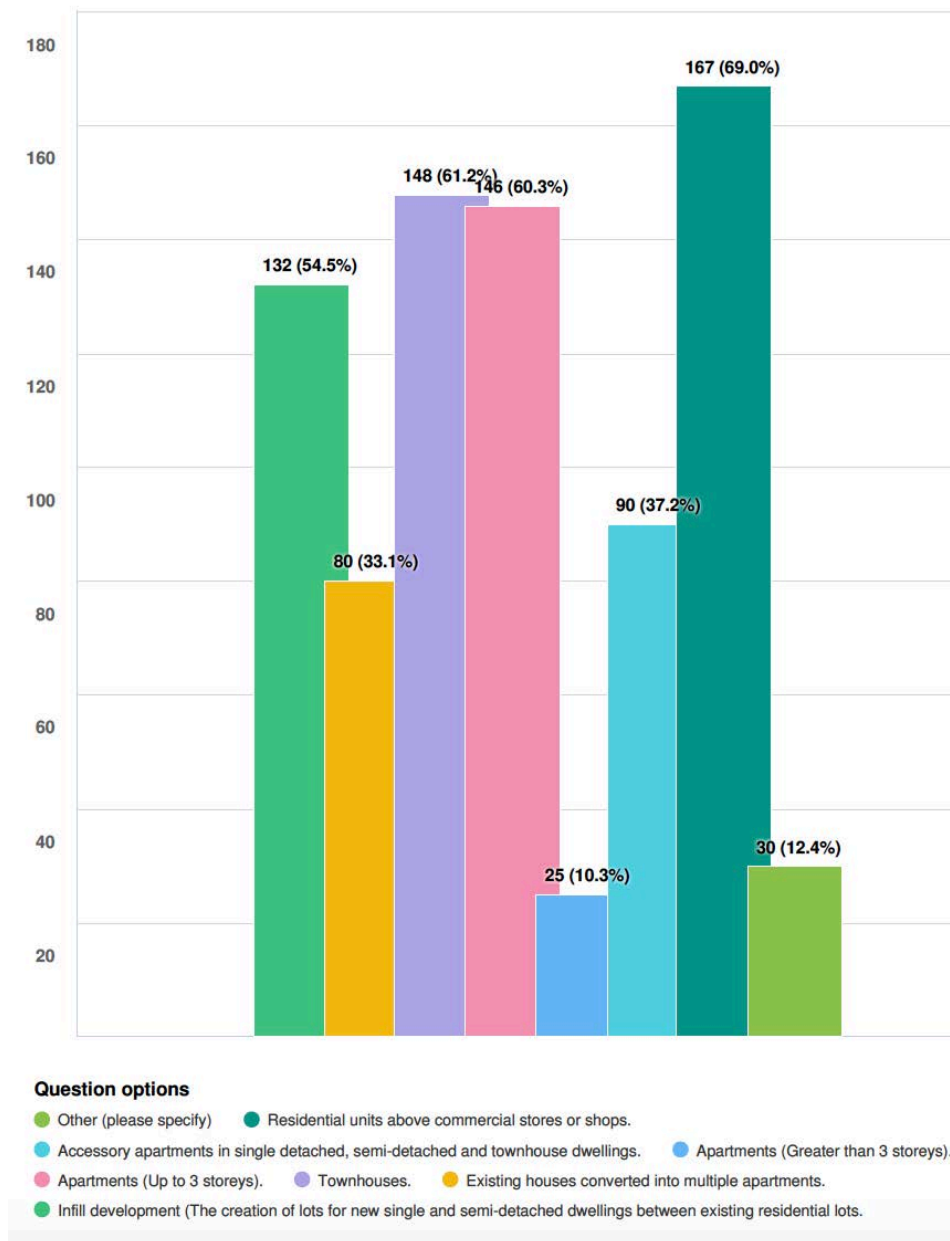
181 responses were received, commenting on the negative features and characteristics of the example developments. Generally, these responses were opposite reflections of the positive characteristics of the developments mentioned by respondents, as compiled and summarized below:

- Lack of façade articulation/overall character/street presence;
- Too urban;
- Too many units;

- Small sites;
- Too tall;
- Lack of green space;
- Large surface parking areas;
- Flat roof design; and
- Shadow impacts.

8 Types of Residential Intensification Projects Beneficial for Thornbury

Q14: In terms of development projects within Thornbury, what types of residential intensification do you think would benefit the Town? Please select all that apply.



Forms of residential intensification that over **50%** of respondents agreed would be beneficial for Thornbury include:

- Residential units over commercial stores or shops (**69%**);
- Townhouses (**61%**);

- Apartments (up to 3 storeys) (**60%**); and
- Infill development (**54%**).

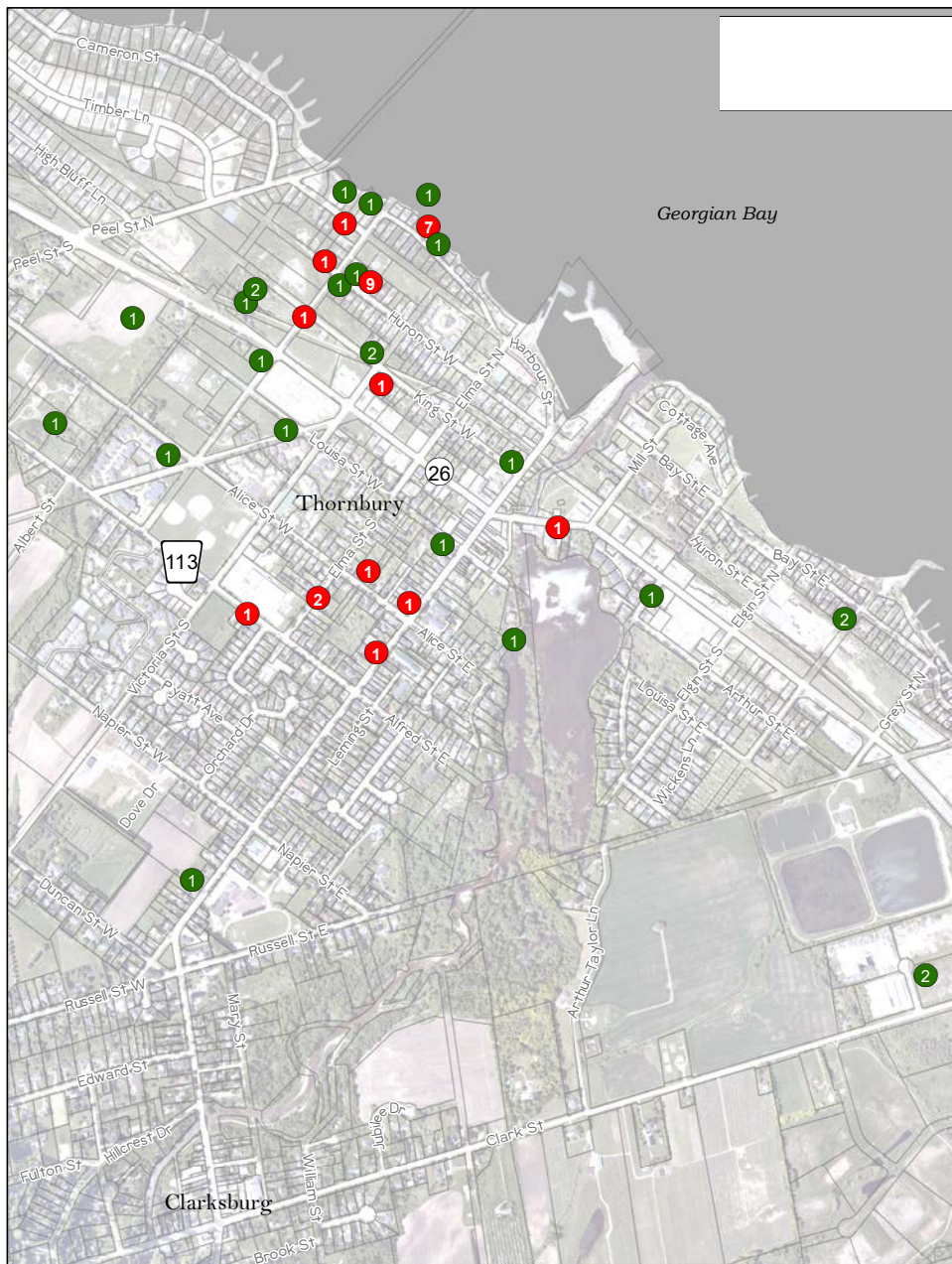
Other intensification forms such as accessory apartments received support from **37%** of respondents and converted dwellings received support from **33%** of respondents. Only **10%** of respondents indicated that apartments over 3 storeys would benefit the Town.

30 “other” responses were received, as consolidated and summarized below:

- Apartments for the purpose of affordable housing;
- Bungalows;
- Groups of smaller homes with common amenities;
- Live/work spaces; and
- Tiny homes.

9 Mapping Exercise

In addition to the survey, an interactive map was also posted to the Town’s public engagement website. The map provided the public an opportunity to identify any areas or sites within Thornbury they think are suitable/unsuitable for development such as vacant or underutilized sites. Approximately 30 people completed the exercise, providing comments on each site and the forms of development that should/should not be supported. The numbers on the map below indicate how many responses were received for each site.



Mapping Exercise Responses

