

THE BLUE PRINT

OFFICIAL PLAN REVIEW



Housing Background Paper

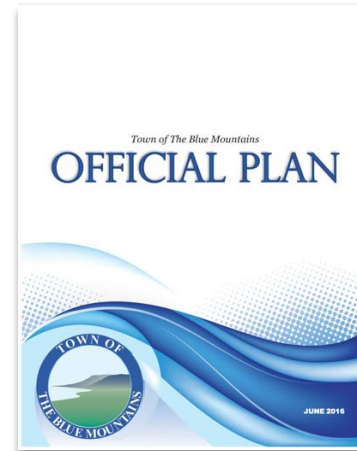
Table of Contents

1	Introduction	1
1.1	Purpose	1
1.2	Report Structure	2
2	Provincial and County Direction for Housing.....	3
2.1	Provincial Policy Statement	3
2.2	County of Grey Official Plan	4
3	Town Plan Policy Direction for Growth and Housing	5
3.1	Goals and Strategic Objectives	5
3.2	General Housing Development Policies	6
4	Housing Framework Analysis	7
4.1	Primary Settlement Area Designations.....	12
4.1.1	Community Living Area	13
4.1.2	Downtown Area	15
4.2	Residential/Recreational Area	17
4.3	Blue Mountain Village – Low and Medium Density Residential.....	18
4.3.1	Low Density Residential	18
4.3.2	Medium Density Residential	19
4.4	Craigeith Village Community – Village Residential (B3.12.3.2).....	19
4.5	Castle Glen – Resort Residential	20
4.6	Hamlet Areas	21
5	Infill and Intensification.....	22
5.1	Infill and Intensification Policies	22
5.2	Secondary Dwelling Units/Accessory Apartments.....	23
5.2.1	Development Criteria.....	25
5.3	Converted Dwellings.....	26
6	Summary of Opportunities	28

1 Introduction

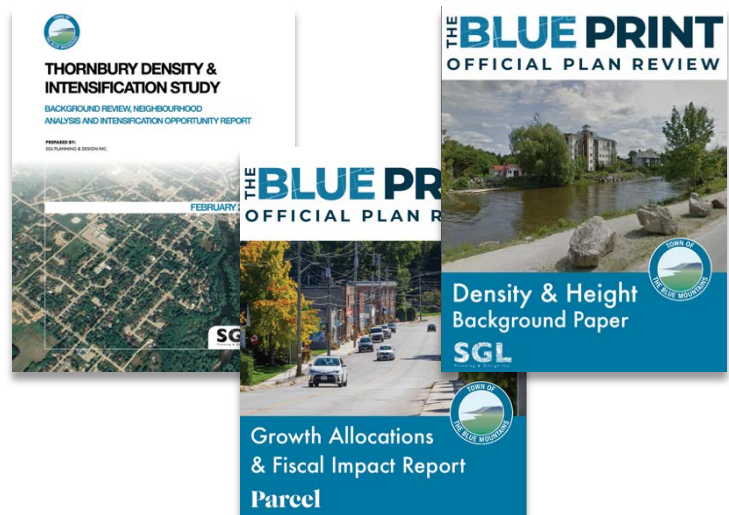
1.1 Purpose

The Town of the Blue Mountains is updating its Official Plan. Over the past years, the Town has been experiencing an influx of permanent and seasonal residential growth which is expected to continue due to demographic change, technological changes and the physical attraction of the Town. The Official Plan sets the foundation for where and how this residential growth is to occur.



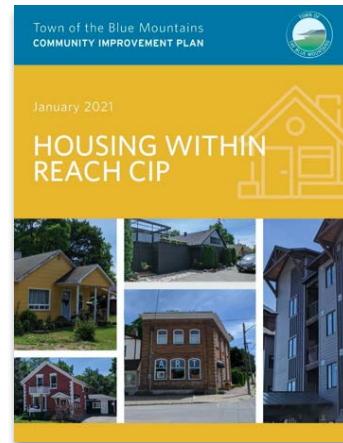
The purpose of this Housing Background Paper is to consider the current residential land use framework of the Town's Official Plan and housing policies in relation to actual housing growth experienced by the Town and expected future growth. The Background Paper identifies underrepresented housing types and addresses policies related to infill and intensification, setting out preliminary opportunities to update the Official Plan residential land use framework. The update is focused on addressing the housing dichotomy and ensuring the Town plans for the provision of an appropriate range and mix of housing to meet projected growth and housing needs.

This Housing Background Paper is intended to compliment the recently completed Thornbury Density and Intensification Study (February 2022). It also relies on and was prepared concurrently with the Growth Allocations and Fiscal Impact Report and Density and Height Background Paper as part of the Town's Official Plan Five-Year Review.



Ensuring there is a full range of housing opportunities, types and tenures is crucial in providing for the Town's evolving demographic composition. As the demand for housing grows and land values rise, a full range of housing is also crucial to provide for attainable housing. Attainable housing is achieved by providing a range of housing options (type, size, tenure and cost) within the local market to ensure that residents at various levels of income can secure (attain) suitable housing.

The financial incentive programs of the Town's Housing Within Reach CIP (January 2021) are also referenced as applicable, which are intended to facilitate and encourage housing and achieve the Town's attainable housing goals and objectives.



1.2 Report Structure

This Housing Background Paper is structured as follows:

Section 1 – Introduction: Provides an introduction to the Background Paper and its purpose.

Section 2 – Policy Direction for Growth and Housing: Provides an overview of the applicable policy direction from the Town's current Official Plan for residential growth and housing.

Section 3 – Housing Framework Analysis: Sets out the current Official Plan residential land use framework and provides a comparative analysis of the types of housing that currently exist versus what is needed through updated policy direction to accommodate growth to 2046.

Section 4 – Infill and Intensification: Describes the Official Plan's current policies for infill and intensification, as well as accessory apartments, and provides preliminary recommendations for policy adjustments and considerations.

Section 5 – Housing Framework Considerations: Provides an overview of the considerations and opportunities to be incorporated into the Official Plan update.

2 Provincial and County Direction for Housing

The Town of the Blue Mountains Official Plan must conform with the Provincial Policy Statement (PPS) and the County of Grey Official Plan. The PPS sets out high level policy direction for planning across Ontario related to growth, protecting the environment and public health. As land use planning is a shared responsibility between Grey County and its local municipalities, the County of Grey Official Plan contains goals, objectives and policies to manage and direct growth, as well as monitor its effects within the regional community.

Providing for an appropriate range and mix of housing is a key policy directive of the PPS and County of Grey Official Plan in order to provide current and future residents with appropriate and affordable housing opportunities.

2.1 Provincial Policy Statement

According to the PPS, healthy, livable and safe communities are sustained by:

“Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons)...” (Section 1.1.1.b).

Planning authorities are directed to provide for an appropriate range and mix of housing options and densities to meet the current and future needs of residents in part by:

- Establishing minimum targets for affordable housing;
- Providing for housing options that meet needs arising from demographic changes and employment opportunities;
- Providing for all types of residential intensification, including additional residential units and redevelopment;
- Directing new housing development where infrastructure and public service facilities exist or will be available;
- Promoting densities for new housing which efficiently use land and resources and support the use of active transportation and transit; and
- Establishing development standards for residential intensification, redevelopment and new development that minimize the cost of housing and facilitate compact built form (Section 1.4.3).

2.2 County of Grey Official Plan

Throughout the County of Grey Official Plan, and specifically within Section 4.1, the County also aims to provide for a variety of housing types to meet current and future needs and in doing so, prioritizes accessibility and affordability. The Official Plan encourages housing opportunities that address the needs of seniors and persons with disabilities, which also allow residents to remain and age in place as housing needs change over time. The County also encourages experimental housing types such as life lease, cooperative housing and lifestyle communities. The policies also state that new residential development shall be promoted at densities that efficiently use available servicing and are compatible with site conditions and existing development patterns.

3 Town Plan Policy Direction for Growth and Housing

This section summarizes the Town's Official Plan policy direction for growth and housing, all of which encourage the provision of a range and mix of housing in appropriate locations through compatible development and intensification.

3.1 Goals and Strategic Objectives

Official Plan Section A3

The current Official Plan sets out a series of Goals and Strategic Objectives, including those related to growth and settlement, as well as housing. These goals and objectives guide the direction for residential growth across the Town's various communities.

The Town's **Growth and Settlement Goal** is to: "*direct most forms of development to areas where full municipal wastewater and water services are available and to support the efficient use of land in these areas.*" This is achieved through a number of strategic objectives, the following of which are applicable to residential growth and this Background Paper:

- Encourage infilling, intensification and redevelopment in appropriate locations and with appropriate built form and design;
- Permit compatible development in Hamlets that maintain and enhance the existing character and scale; and
- Ensure there is an appropriate balance between residential and non-residential assessment.

The Town's **Housing Goal** is to: "*provide an appropriate housing supply and range of housing choices to meet the needs of present and future residents.*" The following strategic objectives applicable to this Background Paper relate to achieving this housing goal:

- Ensure there is an appropriate supply of land for residential development, subject to servicing capacity;
- Assist in the achievement of residential intensification and affordable housing by encouraging opportunities for mixed-use development in appropriate locations;
- Ensure that a full range of housing opportunities is available for residents;
- Encourage the development of seniors housing in the Town; and
- Ensure that a viable amount of rental housing continues to be available.

3.2 General Housing Development Policies

Official Plan Section D7

Monitoring of Housing

The Official Plan provides direction for the establishment of a housing monitoring program, which is directed to:

- *“Review historic housing production levels by location, type and tenure;*
- *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;*
- *Identify the price of housing available on the market;*
- *Describe the location, spatial distribution, the amount and pricing of housing available for rent;*
- *Describe the type, location and spatial distribution of infill housing development that has occurred; and,*
- *Identify how many accessory apartments have been legally created in accordance with this Plan.”*

Housing Supply

The Official Plan requires the maintenance of a ten-year supply of land for residential intensification and redevelopment, and if required, lands designated and available for residential development. 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 Official Plan directs the provision of a range and mix of housing types through development and redevelopment.

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. However, it is important to note that there are not many sites that are designated to specifically permit medium and high density residential development.

4 Housing Framework Analysis

This section of the Background Paper summarizes the current residential land use framework within the Town’s Official Plan and provides a comparative analysis of the types of housing permitted versus dwelling types that currently exist, as well as those developed in recent years. This analysis is useful in understanding the current housing mix across the Town’s various communities and where certain housing types may be underrepresented. Based on this comparison, this section also sets out preliminary opportunities to update the Town’s Official Plan in order to address the housing dichotomy and provide for an appropriate range and mix of housing to meet projected growth and housing needs.

Section A4 of the Official Plan sets out the **Land Use Concept** for the Town, which summarizes the general structure for urban land use designations applying to the Town’s various settlement areas which can generally be categorized as follows and as illustrated in **Figure 1** below:

- **Primary Settlement Area:** Thornbury/Clarksburg
- **Residential/Recreational Area:** Lora Bay, Camperdown, Castle Glen
- **Blue Mountain Village Resort Area**
- **Craigleith Village Community**
- **Tertiary Settlement Areas / Hamlets:** Ravenna and Heathcote (Hamlets)
- **Future Secondary Plan Area:** Swiss Meadows

Part B of the Official Plan sets out **Land Use Designation** policies. The Town is comprised of the following residential and mixed use designations, where residential uses are permitted:

Designation	Location
Primary Settlement Area	
Community Living Area	Thornbury/Clarksburg
Downtown Area	Thornbury/Clarksburg
Residential/Recreational Areas	
Residential/Recreational Area	Lora Bay, Camperdown, Craigleith, Swiss Meadows, Blue Mountain Village Resort Area
Resort Residential (12 Sub-Designations)	Castle Glen
Blue Mountain Village Resort Area	
Low Density Residential	Blue Mountain Village
Medium Density Residential	Blue Mountain Village

Craigleith Village Community	
Craigleith Village Residential	Craigleith
Tertiary Settlement Areas / Hamlets	
Hamlet Area	Heathcote and Ravenna
Future Secondary Plan Area	
TBD	Swiss Meadows

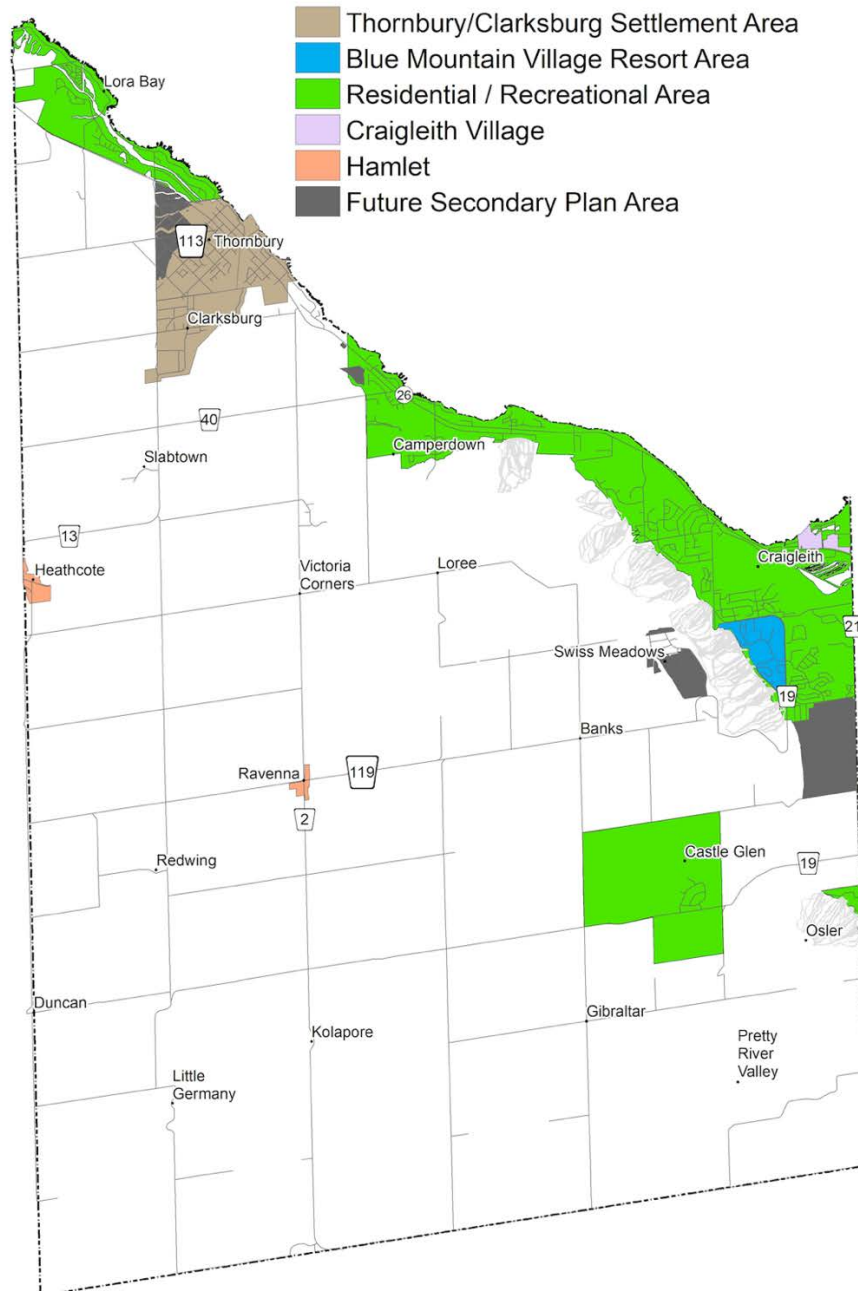


Figure 1. The Blue Mountains Settlement Areas

There are currently some discrepancies between how the County and Town Official Plans classify settlement areas. The settlement areas of Lora Bay, Camperdown, Craigleith, Swiss Meadows, Blue Mountain Village and Castle Glen are all identified as Recreational Resort Areas within the County Official Plan and as Residential/Recreational Areas within the Town's Official Plan, with the exception of Blue Mountain Village and Craigleith Village each having additional sub-residential designations. The Hamlets of Ravenna and Heathcote are identified as Secondary Settlement Areas within the County Official Plan and as Tertiary Settlement Areas within the Town's Official Plan. As part of the overall Official Plan Review, the Town is assessing how to organize the hierarchy of settlement areas in coordination with the County which will assist in providing greater clarity and direction for where growth shall occur.

Table 1 below is organized by residential designation and provides a comparison of the Town's Official Plan permissions for dwelling types compared to what currently exists, what has been developed within the past 10 years. Based on this comparison, underrepresented housing types are also identified. Based on recent development trends in the Town, when compared to unit forecasts from the County, there appears to be a shift from low density housing types to more compact housing types such as townhouses. For example, while the County assumes that 14% of growth will be in the form of townhouses, the current applications in the Town are comprised of 29% townhouses. This is one of the indicators of a shift in market demand to more compact housing types.

The sub-sections of this Background Paper after **Table 1** are also organized by residential designation and provide a more detailed summary of the opportunities for Official Plan policy updates.

Table 1. Official Plan Housing Framework

Settlement Area	Thornbury/Clarksburg		Lora Bay, Camperdown, Craigleith, Swiss Meadows, Blue Mountain Village Area, Castle Glen				Heathcote and Ravenna
	Community Living Area	Downtown Area	Residential/Recreational Area	<u>Blue Mountain Village:</u> Low Density Residential Medium Density Residential	<u>Craigleith:</u> Craigleith Village Residential	<u>Castle Glen Resort Community Secondary Plan:</u> Resort Residential – 12 Sub-Designations	Hamlet Area
Permitted Residential Uses	<ul style="list-style-type: none"> Single detached dwellings Semi-detached dwellings Duplex dwellings Townhouse dwellings Multiple and apartment dwellings Accessory apartments in single detached, semi-detached and townhouse dwellings 	<ul style="list-style-type: none"> Residential uses as part of a commercial building or multiple unit apartment <p><u>Along Main Streets:</u></p> <ul style="list-style-type: none"> Mixed use buildings <p><u>Along Side Streets:</u> (Subject to rezoning and approval)</p> <ul style="list-style-type: none"> Street townhouses Free-standing multiple unit buildings Apartments 	<ul style="list-style-type: none"> Single detached dwellings Semi-detached dwellings Townhouse and low-rise multiple units Accessory apartments in single detached, semi-detached and townhouse dwellings 	<p><u>Low Density Residential:</u></p> <ul style="list-style-type: none"> Single detached dwellings <p><u>Medium Density Residential:</u></p> <ul style="list-style-type: none"> Single detached dwellings Semi-detached dwellings Horizontally and vertically attached dwellings Townhouses Rowhouses Linked dwellings 	<ul style="list-style-type: none"> Single detached dwellings Semi-detached dwellings Linked dwellings Attached dwellings 	<ul style="list-style-type: none"> Single detached dwellings and/or multiple residential dwellings depending on sub-designation 	<ul style="list-style-type: none"> Single detached dwellings
Existing Dwelling Types	<p><u>Primary Residences:</u> 80%</p> <ul style="list-style-type: none"> Majority single detached and semi-detached dwellings, with some townhouses and apartments 	<p><u>Primary Residences:</u> 65%</p> <ul style="list-style-type: none"> Majority single detached and semi-detached dwellings, with some townhouses and apartments <p><u>Seasonal Residences:</u> 35%</p>	<p><u>Primary Residences:</u> 40%</p> <ul style="list-style-type: none"> Majority single detached and semi-detached dwellings, with very few townhouses and apartments <p><u>Seasonal Residences:</u> 60%</p>	<p>Low is 100% single detached and Medium is 100% townhouses (includes both permanent and seasonal housing)</p>	<p>Lands currently subject to development of single detached dwellings and townhouses</p>	<p><u>Primary Residences:</u> 50%</p> <ul style="list-style-type: none"> Single detached <p><u>Seasonal Residences:</u> 50%</p>	<p><u>Primary Residences:</u> 80%</p> <ul style="list-style-type: none"> Single detached <p><u>Seasonal Residences:</u> 20%</p>

	Seasonal Residences: 20%						
Building Permits (2008 to 2018)	<ul style="list-style-type: none"> Singles + Semis – 89% Rows – 11% Apartments – 0% 		<ul style="list-style-type: none"> Singles + Semis – 84% Rows – 9% Apartments – 7% 			<ul style="list-style-type: none"> Singles + Semis – 100% 	<ul style="list-style-type: none"> Singles + Semis – 100%
Underrepresented Housing Types	<ul style="list-style-type: none"> Townhouses Apartments 	<ul style="list-style-type: none"> Mixed use buildings Townhouses Apartments 	<ul style="list-style-type: none"> Townhouses Apartments 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> These lands are not yet developed and the policies permit a range of dwelling types. 	<ul style="list-style-type: none"> None

4.1 Primary Settlement Area Designations

Figure 2 below illustrates where the Community Living Area designation and Downtown Area designations apply within Thornbury and Clarksburg.

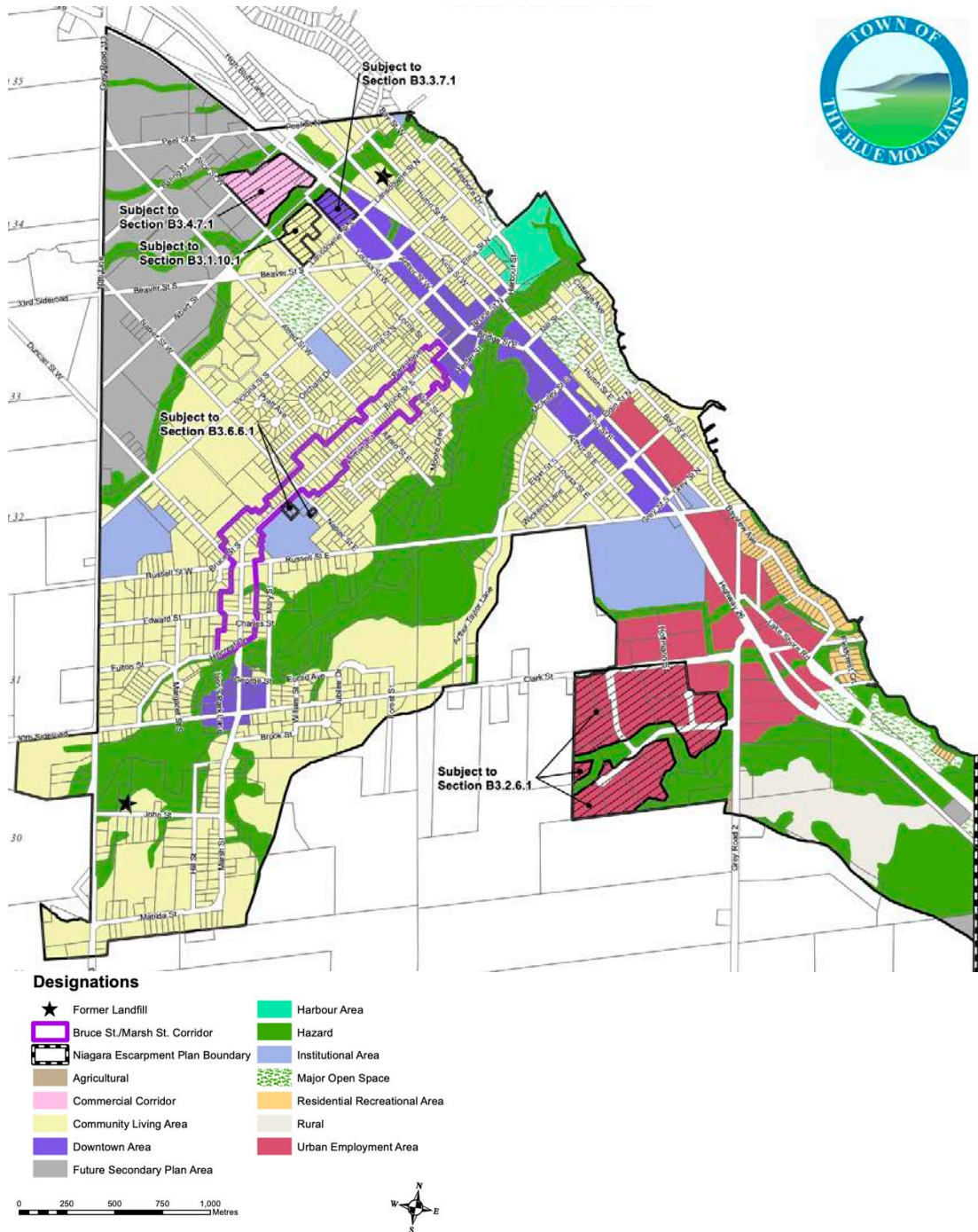


Figure 2. Official Plan Schedule 'A-2' Thornbury and Clarksburg

4.1.1 Community Living Area

Official Plan Section B3.1

The Community Living Area designation applies to the majority of Thornbury and Clarksburg. Objectives for the designation include:

- Maintaining a unique small town feel and character;
- Maintaining compatibility and enhancing the character of existing residential areas;
- Encouraging a full range of housing opportunities to meet projected needs;
- Promoting the efficient use of infrastructure through residential intensification where appropriate; and
- Maintaining the community's low height profile and density.

These objectives address a key component of this Housing Background Paper and the overall Official Plan Review, which include maintaining the Town's small-town character and low density profile while also providing for a full range of housing opportunities as growth continues to be directed to the Thornbury/Clarksburg Primary Settlement Area.

A range of housing types from single detached dwellings to three-storey townhouses and apartments are currently permitted. As the Town's Primary Settlement Area, it is particularly important that this full range is planned for and accommodated. However, as noted within this Background Paper as well as the Growth Allocation and Fiscal Impact Report, the majority of existing dwellings and recent development comprises single detached dwellings, with some semi-detached dwellings. Townhouse development continues to expand, and in recent years applications for townhouse dwellings have increased. The development of apartment dwellings, however, is greatly underrepresented. The Growth Allocation and Fiscal Impact Report also notes that the majority of the Town's growth is occurring outside of Thornbury/Clarksburg, and instead within the settlement areas of Craighleith, Blue Mountain Village and Swiss Meadows which are not the intended primary focus areas for growth.

There are a number of locations throughout the Community Living Area designation that could appropriately accommodate additional residential infill ranging from single and semi-detached dwellings to townhouses and low-rise apartment dwellings, several of which were identified within the Thornbury Density and Intensification Study. While single and semi-detached dwellings are not underrepresented, there are numerous opportunities throughout the designation to accommodate additional new dwellings on vacant lots or through severances or plans of subdivision. There are also a number of large lots that could accommodate a range of housing types as well as areas where the amalgamation of several lots could accommodate townhouses or apartment buildings. It is important to note that the Community Living Area designation already allows for a range of dwelling types; however, this range of dwelling types is not being realized.

Updating the Official Plan provides the opportunity to implement stronger encouragement for a broader mix of dwellings.

Official Plan Opportunities:

- In order to encourage a broader range of dwelling types beyond single detached dwellings, the objectives and policies for the Community Living Area should be updated to place a stronger emphasis on the need to accommodate additional growth through intensification and the development of Thornbury/Clarksburg as a diverse mixed-use community. The Official Plan should emphasize the need to develop additional housing options such as townhouses and apartment dwellings, which are already permitted up to three-storeys. This can be achieved by adding policies that recognize the need to provide for attainable housing options, direct the majority of residential growth to Thornbury/Clarksburg, require the efficient use existing infrastructure and services and require walkable and connected neighbourhoods.
- As discussed further within Section 5 of this Background Paper, the Community Living Area offers many opportunities to encourage the development of secondary dwelling units, as well as additional dwelling units through conversions of large dwellings to multiple apartments to accommodate more gentle intensification while maintaining existing small-town character.
- Preliminary recommendations with respect to height and density and the encouragement for higher density housing forms within the Community Living Area Designation are included in the Density and Height Background Paper. These recommendations include potential



criteria-based policies to permit higher densities and/or designating lands for medium and high density residential uses.

- The Official Plan could provide direction to pre zone sites exclusively for ground related multiple units and low-rise apartments.



4.1.2 Downtown Area

Official Plan Section B3.3

The Downtown Area designation applies to Downtown Thornbury and Downtown Clarksburg, with the intent to accommodate a mix of uses, which includes a strong residential component. The existing character of the Downtown Area is to be maintained and/or enhanced through the scale and location of new development and redevelopment, which is to be accomplished in part by:

- Encouraging the maximum use of buildings, with upper levels used for offices, residential and accommodation uses; and
- Maintaining façade consistency by limiting the height of new buildings to three storeys.

The Downtown Area designation permits residential units as part of a commercial building or multiple unit apartment. Under the Development Policies for the designation, new residential uses are directed to the upper floors of buildings along the main streets of King/Bridge/Arthur Street and Marsh Street. Along side streets, stand-alone townhouses, free-standing multiple unit buildings and apartments are permitted subject to a rezoning and site plan approval based on the following criteria:

- *“The proposed use will enhance commercial and/or business activity;*
- *Parking areas for the use are generally not located at the front of the building;*
- *The proposed use is pedestrian in scale; and*
- *The building is designed to blend in and complement adjacent buildings.”*

Single detached dwellings make up the majority of the residential uses within the Downtown Area (where they still exist) generally along the Highway 26 Corridor in Thornbury and on the edges of the Downtown Area designation within Clarksburg. The Thornbury Density and Intensification Study identified several opportunities within Thornbury’s Downtown Area designation where higher density mixed use buildings could be accommodated on vacant sites, sites with low lot coverages or sites with existing one-storey buildings. These opportunities are also applicable to similar sites within Downtown Clarksburg.

Generally, the historic low-rise character of these Downtown Areas should be maintained, particularly where built form is predominantly two storeys, however there is an opportunity for the Official Plan to include stronger policy direction for new mixed-use buildings leading to and from each central downtown core.

There is also opportunity along the Highway 26 Corridor within Thornbury’s designated Downtown Area, outside of the main downtown core, to encourage the development of mixed use buildings, as well as townhouses and apartments along side streets on vacant lots or redevelopment sites.

Official Plan Opportunities:

- The Town’s Housing Within Reach Community Improvement Plan introduces a Downtown Apartment Rehabilitation or Conversion Program. This Program applies within the Downtown Area designation and is intended to facilitate the rehabilitation of existing residential units, or the conversion of commercial, residential or mixed-use building spaces into attainable housing units on upper-storeys or in the rear floor space of buildings. This program will assist in facilitating appropriate residential intensification within the Town’s Downtown Areas and its intent should be incorporated and encouraged through stronger Official Plan policies for mixed use development and redevelopment.
- Generally, the Official Plan should place a stronger emphasis on encouraging the development of mixed use buildings, as well as the redevelopment of existing buildings, specifically within the core area of each Downtown to accommodate residential units above ground floor commercial uses. This policy direction will help maintain the commercial function of the Downtown Area while providing for a broader range of



residential uses. The policies could emphasize the importance of providing housing within proximity to a range of amenities, open spaces and services which assist in creating a vibrant and inclusive community.

- The policies of the Official Plan should identify opportunities to provide for taller, mixed use buildings on the periphery of Downtown Core areas, as well as townhouse and apartment dwellings along side streets within Downtown Thornbury, where compatibility criteria can be appropriately addressed. The larger, more extensive Downtown Area within Thornbury offers more opportunities for intensified apartment dwellings and mixed use buildings. This recommendation is further addressed within the Density and Height



4.2 Residential/Recreational Area

Official Plan Section B3.7

The Residential/Recreational Area designation applies to lands within the Town’s Secondary Settlement Areas including Lora Bay, Camperdown, Craigleith, Swiss Meadows and the Blue Mountain Village Area (**Figure 1**). These areas provide a seasonal and permanent residential and recreational function. A range of low-rise housing types are permitted from single detached dwellings to townhouses, as well as low-rise multiple units. The vast majority of existing and recently developed housing, however, consists of single detached dwellings.

Official Plan Opportunities:

- Within the Town’s Secondary Settlement Areas, there is an opportunity to bolster existing policies to encourage or require higher density forms of housing (such as townhouses or low-rise apartment buildings) by increasing the minimum density requirement. This would still allow for single detached dwellings but would also encourage the development of higher density housing types to provide for a more compact built form. This recommendation is further addressed within the Density and Height Background Paper.

- Alternatively, certain areas within communities could be identified and designated to permit only townhouses or higher density housing forms.

4.3 Blue Mountain Village – Low and Medium Density Residential

Official Plan Section B3.10

In addition to the lands designated Residential/Recreational Area, two area specific residential designations occur within the Blue Mountain Village Area: Low Density Residential and Medium Density Residential. As illustrated on **Figure 3** below, these two designations are generally located west of Grey County Road 19 and in closer proximity to the Village Resort Area Core.

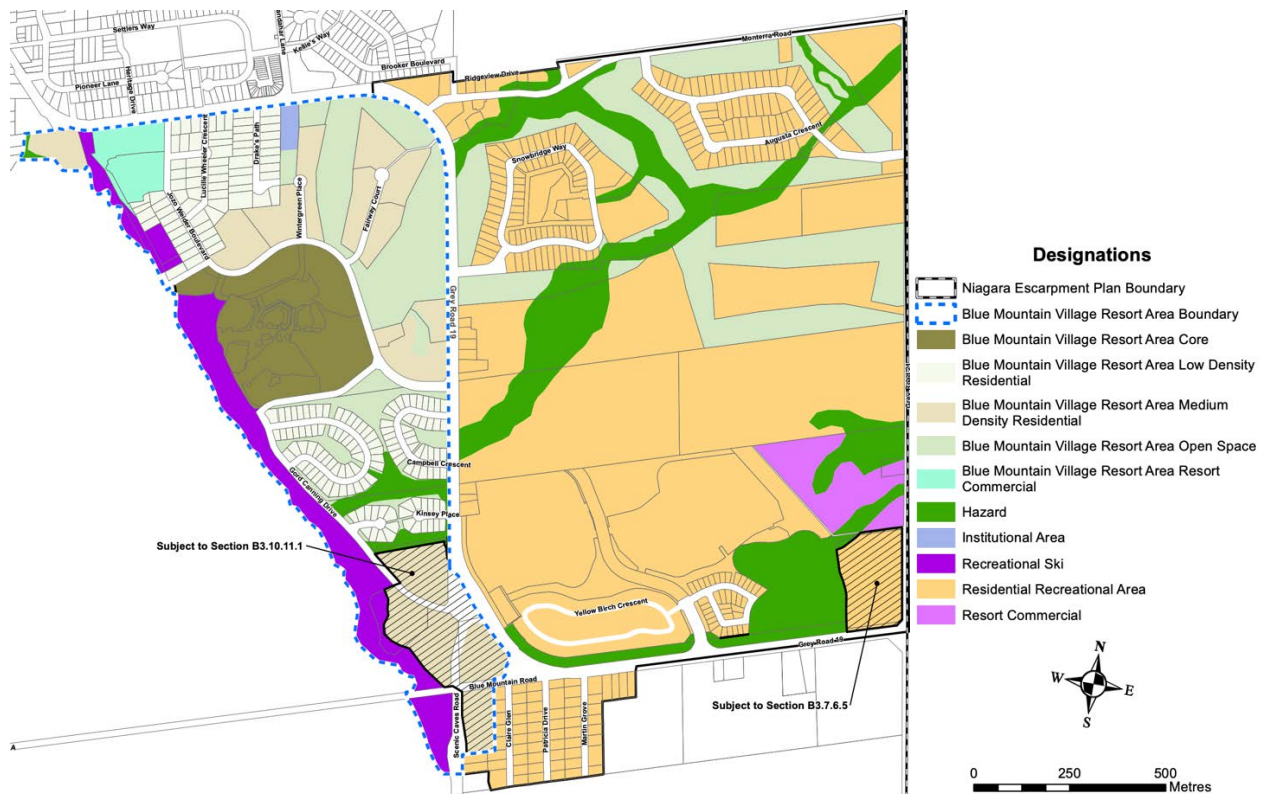


Figure 3. Official Plan Schedule ‘A-5’ Blue Mountain Village Area

4.3.1 Low Density Residential

The intent of the Low Density Residential designation is to recognize existing development and permit single detached dwellings on existing lots in registered plans of subdivision. New lots for single detached dwellings may be permitted on an infill basis in accordance with **Section B3.1.5.2** (which provides infill and intensification policies under the Community Living Area Designation).

Lands designated Low Density Residential within the Blue Mountain Village Area are developed with single detached dwellings with limited opportunities for infill. In order to maintain the unique resort residential community character of these areas, the current policy framework for single detached dwellings, with potential for infill, should remain.

4.3.2 Medium Density Residential

Lands within the Medium Density Residential designation permit a range of housing types from single-detached dwellings to townhouses, attached dwellings, commercial resort unit uses and recreational facilities. The majority of the lands within the Medium Density Residential designation are built, with the exception of lands subject to a site specific policy. As such, it is recommended that the policies for this designation remain, particularly recognizing that the lands already permit a range of townhouse and attached dwelling types.

It is recommended that the current housing framework for the Low Density Residential and Medium Density Residential designations be maintained.

4.4 Craigleith Village Community – Village Residential (B3.12.3.2)

While the majority of residential lands within Craigleith are designated Residential/Recreational Area, two areas of land north of Highway 26 and in proximity to the Craigleith Commercial Core designation are designated Craigleith Village Residential (**Figure 4**). The intent of this designation is to create a compact residential community and to accommodate a range of dwelling types including single detached, semi-detached, linked and attached dwellings.

The lands within the Craigleith Village Residential designation are currently being developed with single detached and townhouse dwellings, meeting the policy intent of their designation and the overall Craigleith Village Community, as well as the objectives of this Official Plan Review to promote compact development and the development of a range in housing types.

It is recommended that the current housing framework of the Craigleith Village Residential designation be maintained.

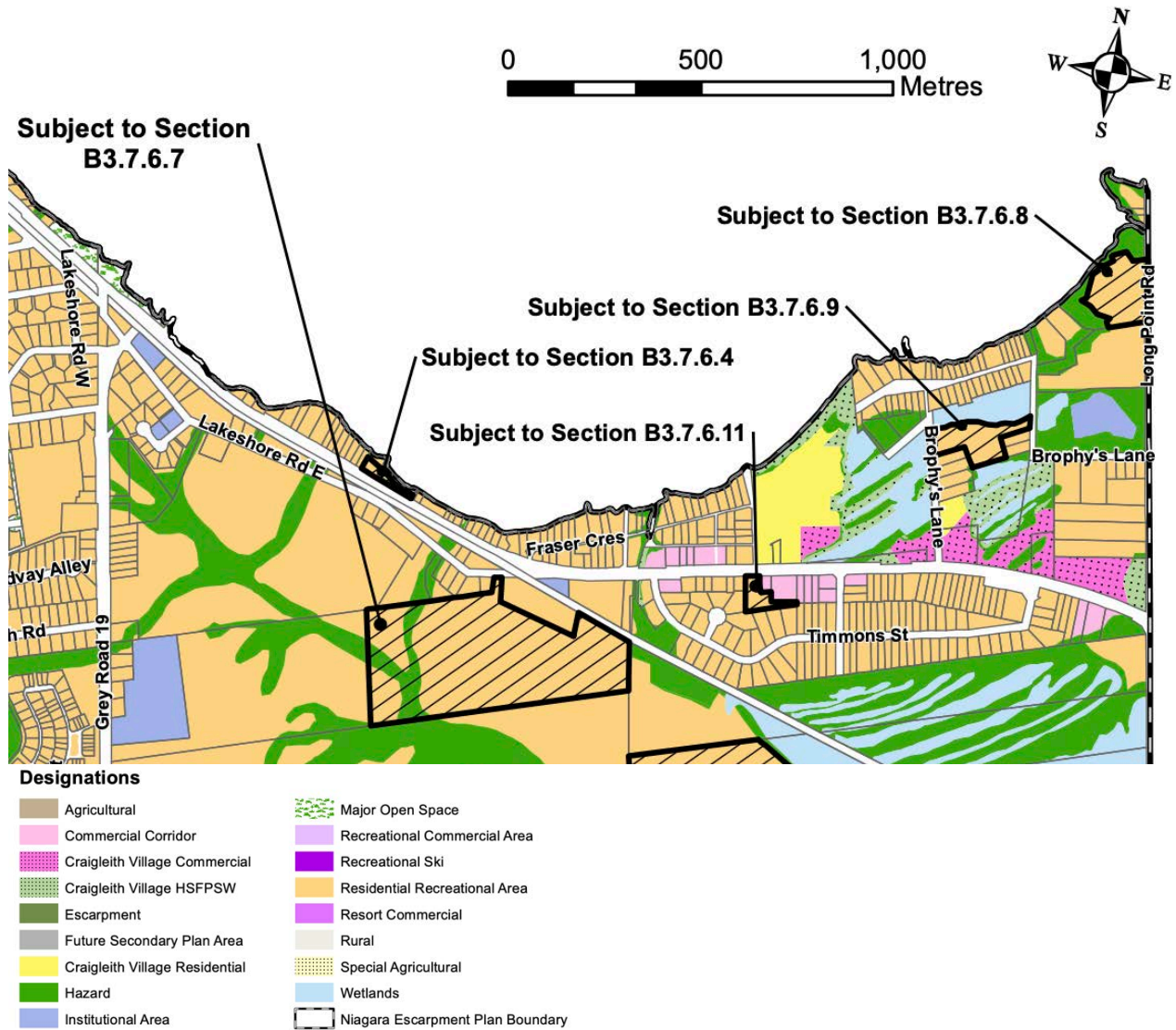


Figure 4. Official Plan Schedule 'A-4' Craigeleith

4.5 Castle Glen – Resort Residential

Residential lands within the Castle Glen Secondary Plan are designated Resort Residential, which are split into 12 different sub-designations, with permit single detached dwellings, multiple residential dwellings or both depending on the sub-designation.

An additional Resort Residential (Thunderhill) RST R(T) designation recognizes the existing low density residential neighbourhood with the permission for single detached dwellings on existing lots. With the exception of the existing residential community in the Northmount Crescent area, the entire Secondary Plan remains unbuilt.

It is recommended that the current housing framework for the Castle Glen Resort Residential designation be maintained, as a range of dwelling types are permitted.

4.6 Hamlet Areas

Both Heathcote and Ravenna are designated as Hamlet Areas. These areas are intended to provide limited opportunities for growth with carefully controlled new residential development in order to maintain the existing character and scale. Single detached dwellings are the only permitted residential dwelling type, as well as the only existing dwelling type.

In order to maintain the existing scale and character and respect the Tertiary Settlement Area designation of the Town's Hamlets, the housing framework for the Hamlet Area designation should generally remain the same.

5 Infill and Intensification

This section of the Background Paper evaluates the Official Plan's current policy framework for infill, intensification and secondary dwelling units.

5.1 Infill and Intensification Policies

Infill and intensification policies for Thornbury/Clarksburg are set out in the Community Living Area designation in **Section B3.1.5**. These policies set a good framework for context-sensitive and compatible development within existing residential neighbourhoods, and importantly emphasize that 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**). This is a concept that many other municipalities are starting to follow and put into place within their planning and policy contexts, rather than requiring all development to be similar or specifically “protect” existing character, as it provides for diversity in neighbourhoods while still ensuring existing physical character if reinforced.

A comprehensive set of criteria for infill development is set out within **Section B3.1.5.2** and criteria for intensification and greenfield development is set out within **Section B3.1.5.3**. Further evaluation of how and where growth is to occur within the Town through the Official Plan Review and updates to the housing framework may impact these policies. However generally they provide a strong foundation for guiding development and touch on a number of key areas of concern raised by residents in the Thornbury Density and Intensification Study Survey (June 2021 – Results Found in Appendix A of the Report) and the Town's Official Plan Review Phase 1 Survey (April 2022).

Overall, public opinions are varied when it comes to accommodating intensification. There is concern for incompatible development and density, however the benefits that come with intensified development such as minimizing sprawl, efficiently using existing infrastructure and providing a range of housing options is also a priority for residents. The public has emphasized the importance of preserving the character and existing design of the Town's neighbourhoods including existing built form and green space, through appropriately locating and designing development at compatible densities and at a stable rate of growth.

Consideration may want to be given to increase flexibility in these policies further, which may include removing specific numerical thresholds such as those found in **Section B3.1.5.2** as these can be difficult to implement on a site-specific basis:

- *“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.”*
- *“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.”*

Another relevant policy change was identified in the Density and Height Background Paper which included a discussion on the opportunity to increase the maximum height allowance for residential dwellings based on a set of specific criteria. The intensification policies of **Section B.1.5.3** may serve as a good place to include this recommended policy.

These infill and intensification policies only apply in the Community Living Area designation. However, based on the information contained within this Background Paper and the Density and Height Background Paper, there are opportunities to encourage infill and intensification, as well as a broader range of dwelling types and heights through other parts of the Official Plan. It may be beneficial to apply these policies to other designations in the Town such as the Downtown Area and Residential/Recreational Area as these areas are intended to accommodate the majority of the intensification within the Town.

5.2 Secondary Dwelling Units/Accessory Apartments

Recent changes to the Planning Act in 2019 require municipalities to permit, plan for and encourage accessory apartments, also referred to as secondary dwelling units, through updated official plan policies and zoning permissions, including the permission for two accessory apartments per property (in addition to the primary dwelling).

Accessory apartments 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 5** below. They may also include the development of an additional dwelling unit within a detached accessory building to a residential unit type on the same lot, which may be referred to as laneway suites, coach houses or garden suites as shown in **Figure 5** below.

Accessory apartments can serve as an effective form of gentle intensification within neighbourhoods, allowing up to three dwelling units per property, making efficient use of the existing housing stock. They are currently permitted as-of-right within single detached, semi-detached and townhouse dwellings in the Community Living Area and Residential/Recreational Area designations. According to data collected by the Town, 27 secondary residential dwelling units have been developed since 2017, located within the primary dwelling units as well as within separate, detached accessory structures.

Start With: **End With:**

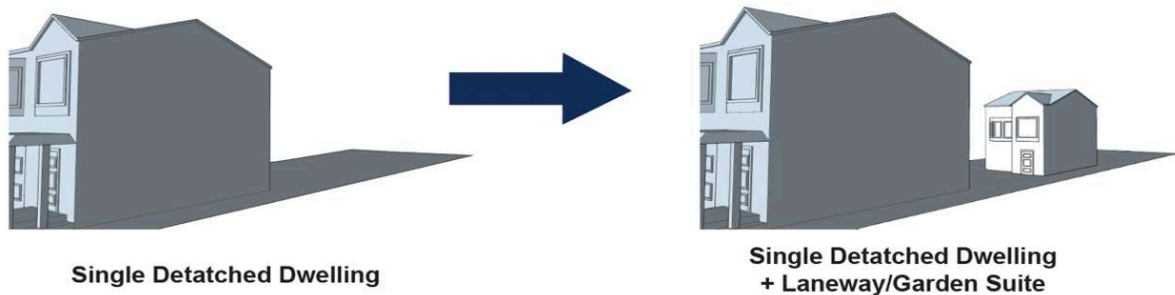
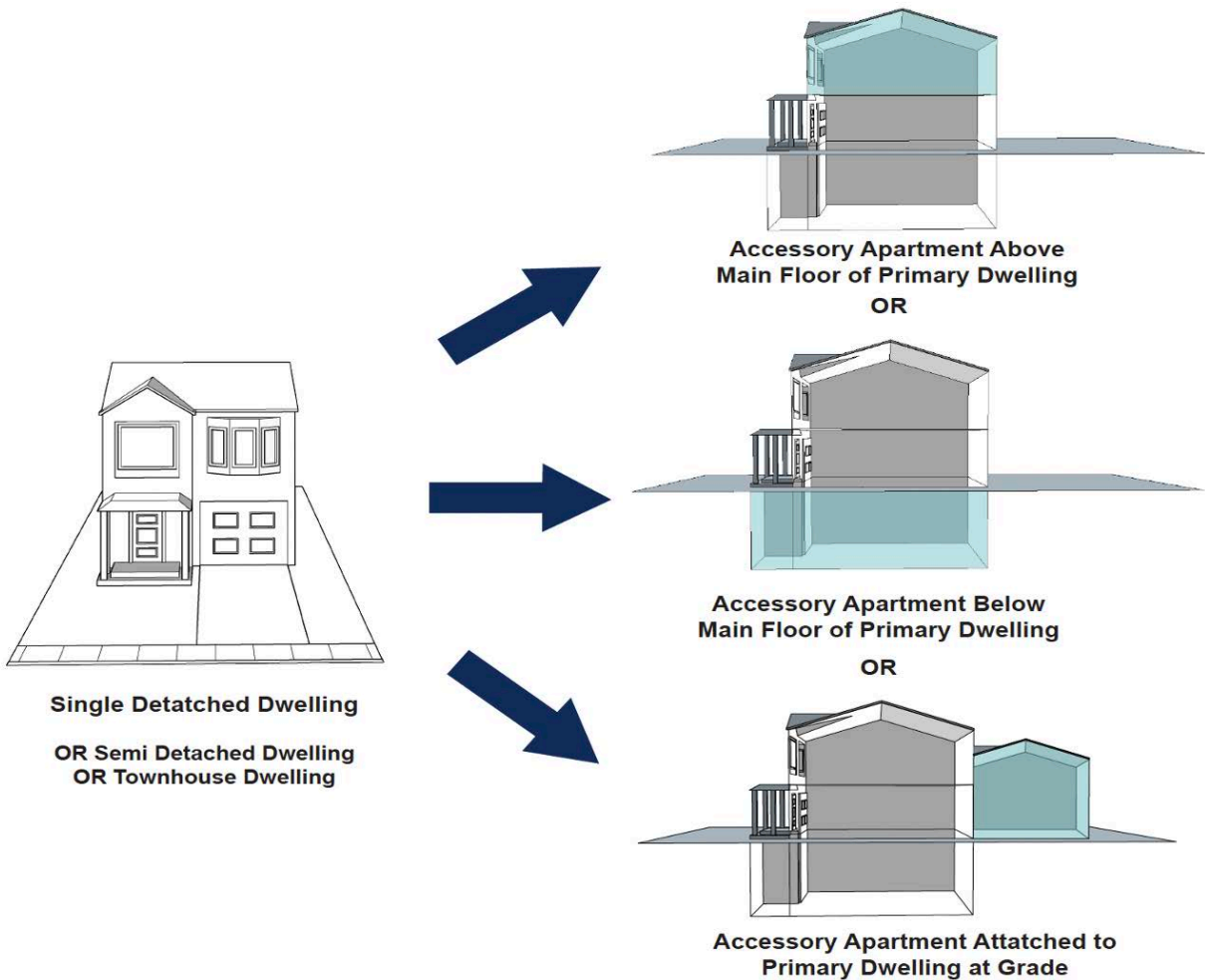


Figure 5. Examples of One Additional Dwelling on a Lot

5.2.1 Development Criteria

Official Plan Section B2.7

The Official Plan specifies one accessory apartment may be permitted within any existing dwelling or within a detached accessory building. This reference will need to be updated to allow for two accessory apartments per property in accordance with the Planning Act. The Official Plan also sets out a number of requirements for accessory apartments to ensure:

- It meets the relevant requirements of the Town, Ontario Building Code and Fire Code;
- There is sufficient space provided for an additional parking space;
- The nature of the existing residential buildings is maintained;
- The apartment is limited to two bedrooms; and
- Adequate servicing is provided.

Official Plan Section B2.9

The Official Plan additionally sets out separate policies for garden suites, which in today's current planning context can be classified as a type of accessory apartment. Garden suites are permitted in all land use designations on the same lot as existing single detached dwellings, provided they are appropriately serviced. However, they may only be provided on a temporary 20-year basis

The Official Plan requires that garden suites maintain the existing character of the area, which includes the following:

- Conforming with floor area, setback, lot coverage and height requirements;
- Providing for one additional on-site parking space;
- Buffering the dwelling from adjacent neighbours; and
- Designing the dwelling in a compatible manner with surrounding uses in terms of location, scale and size.

Official Plan Opportunities:

- The Housing Within Reach CIP sets out the Additional Housing Unit Program which provides financial assistance to improve, convert, legalize or construct new attainable additional dwelling units. Official Plan policies for accessory apartments will be examined to ensure that the intent of this program is implemented through a flexible policy approach.



- Accessory apartments should be permitted in all residential land use designations as-of-right to allow for more gentle intensification within the Town, and the policies should be updated to permit two accessory apartments on all properties permitted to accommodate such units.
- The Town’s Official Plan currently sets out specific policies for temporary garden suites, however these are now permitted as forms of accessory apartments under the Planning Act. Accessory apartments within garden suites should be permitted on a permanent basis and considered as an accessory apartment (secondary dwelling unit).
- There is opportunity for the Official Plan to provide a number of examples of types of accessory apartments and allow for flexibility and creativity in their development.



5.3 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, however could be incorporated as a way to introduce intensification within established residential areas and buildings as set out within the Thornbury Density and Intensification Study.

The adjacent image provides an example in Thornbury where eleven individual units have been appropriately accommodated within a previously large single unit detached dwelling.



Official Plan Opportunities:

- Further review of the Town's Official Plan policies should contemplate the potential to permit converted dwellings, particularly within the Thornbury/Clarksburg Settlement Area. The Thornbury Density and Intensification Study specifically set out a number of key areas where these may be accommodated in existing neighbourhood areas with larger dwellings in locations close to Downtown and other amenities that are within walking distance.
- Another option to permit additional units within existing dwellings and neighbourhoods would be to permit up to four or five units within a dwelling in certain areas. However, restricting converted dwellings to a maximum number of units could unnecessarily restrict opportunities where more dwelling units could potentially be accommodated, depending on the original size of the dwelling and context. Alternatively, the Official Plan could set out specific parking, open space, built form requirements such as massing and setbacks in order to ensure the additional units are appropriate for their site context.

6 Summary of Opportunities

The following provides a summary of the preliminary opportunities addressed within this Background Paper to update the Town’s Official Plan residential land use and housing framework:

- The Town is currently working to clarify the delineation of settlement areas in coordination with the County’s designations, which is recommended in order to provide stronger clarity on where growth should occur and is primarily directed.
- It is recommended that the Official Plan provide for consistent terminology for dwelling types across each residential land use designation. For example, across the different designations similar multiple unit dwelling types are called a number of different things such as “multiple dwellings”, “multiple units”, “horizontally and vertically attached dwellings”, “rowhouses”, “linked dwellings” and “attached dwellings”. To provide clarity, similar terminology should be used within all sections of the Official Plan to describe various dwelling types.
- There is an opportunity to bolster existing policies to encourage or require higher density forms of housing, such as townhouses and apartment dwellings, which are currently underrepresented within the Community Living Area, Downtown and Residential/Recreational Designations. While the Official Plan currently permits a range of dwelling types within these designations, the development of single detached dwellings on individual lots and low density plans of subdivision continue to be the predominant form of residential growth. The Official Plan could include additional policies to encourage or require a range of dwelling types within new plans of subdivision.
- The Official Plan could direct development incentives or programs, such as the Housing Within Reach CIP, that would encourage a range of dwelling types, including attainable housing.
- It is recommended that a framework for Thornbury and Clarksburg’s Downtown Areas be established that preserves the historic low-rise character of these downtown core areas, while also encouraging the development of new mixed use buildings and higher density dwellings on the periphery, particularly along the Highway 26 Corridor in Thornbury.
- For undeveloped and/or developing areas such as lands within the Craigeith Village Residential designation and Castle Glenn, the existing policy and housing framework is generally recommended to remain the same. Update of the Official

Plan should consider including additional policies to generally encourage the development of these planned areas to facilitate the provision of more housing options in the Town.



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