

Thornbury Adult Lifestyle Village

Planning Report

submitted in support of proposed development approval applications:

**Zoning By-law Amendment
Site Plan Review
Consent**

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Planning Report

Thornbury Adult Lifestyle Village (Napier Street)

Proposed Development Approval Applications (Zoning By-law Amendment, Site Plan and Consent)

Part 1 Introduction

1.1 Purpose

The purpose of this planning report is to support the approvals process for a proposed adult lifestyle village within the Town of The Blue Mountains (southwest portion of Thornbury). In particular, this report addresses the approval requirements of the municipality for proposed development applications, including Zoning By-law Amendment, Site Plan and Consent approvals. These applications would recognize the potential development of 97 leasehold townhouse dwelling units for the subject lands.

1.2 Location *(see Site Plan - Appendix A)*

The subject lands are located at the south-east corner of Napier and Victoria Streets, and comprise 4.29 hectares (10.6 acres). These lands are legally described as Part of Park Lot 4, Town Plot of Thornbury Southwest of Napier Street, in the Town of The Blue Mountains, (formerly the Town of Thornbury), in the County of Grey.

A site plan showing the location of the subject lands and the proposed development is contained in Appendix A (Site Layout Plan – WMI & Associates Limited).

1.3 The Site and Surrounding Uses

The subject lands are currently vacant. A former apple orchard has been partially removed. The adjacent lands to the south also have orchard which has been partially removed.

Lands in the vicinity of the subject lands are primarily residential, including some vacant lands intended for future residential development. A proposed draft plan of condominium is located immediately to the east.

1.4 Background

A development proposal for the subject lands was previously submitted by a proponent under a conditional agreement of purchase and sale for single detached residential units, however, that application does not have any current approval status and has been abandoned. The current application for a proposed adult lifestyle village with 97 townhouse dwelling units is considered a more appropriate use for the lands.

The proposed draft plan of condominium on the adjacent lands has received draft plan approval. The approved design features for that plan of condominium, including access and stormwater management provisions, appear to be independent and compatible with proposed development of the subject lands.

1.5 Preconsultation

Prior to the submission of these development applications, an attempt has been made to assess the feasibility of the proposed development. The proponent met with the Town planning staff to identify any relevant planning issues (see Section 3 Planning Issues). The proposed development and supporting documentation is intended to address the concerns of the municipality in order to facilitate the development approvals process.

The development proposal has been designed to optimize the number of townhouse units while maintaining an open space character with the proposed recreation, sidewalk, landscaping and stormwater management areas. As indicated later in this report, the proposed medium density development of 97 units is significantly less than the permitted maximum density of 154 units (see Section 2.4 Zonng By-law). There does not

appear to be any environmental or other land use issues that need to be addressed with any other agencies at this time.

The applications for Zoning By-law amendment, site plan and consent approval are made concurrently to ensure that all development approvals are properly coordinated in a comprehensive manner. The proposed consent is considered desirable to enable lease terms to exceed 21 years, but is discretionary, as further described under Section 3.17 Typical Business, Planning and Legal Model.

This submission generally reflects the direction received in the preconsultation meetings.

1.6 Proposed Development *(see Site Plan - Appendix A)*

The proposed development for the subject lands is to establish an adult lifestyle village. The proposed site plan is attached as Appendix A (Site Layout Plan – WMI & Associates Limited).

The proposed adult lifestyle village will include 97 townhouse residential dwelling units. There will be 17 townhouse buildings each containing 4 or 6 townhouse residential dwelling units and one stand alone dwelling unit. Each unit will include its own private garage and additional parking space with direct access onto the internal looped road. There will be no direct vehicular access to the units from the existing municipal roads.

The internal loop road will be privately maintained. The main vehicular entrance will be from Napier Street, with a more spacious roadway and centre island. Secondary access will also be provided from Victoria Street. Municipal services and utilities will be extended by easements. The servicing infrastructure, landscaping, snow clearing, and garbage collection services will also be privately maintained. Some of these private services may be contracted with the municipality, subject to approvals and appropriate property tax or other considerations.

A proposed private recreation clubhouse and maintenance building with associated parking and open space amenities will be centrally located on the interior of the looped road. Many of the units back onto the clubhouse to provide a more aesthetic setting. The site plan also shows all other relevant design features, including the building locations, roads, access, parking, sidewalks, landscaped areas, and stormwater management facilities.

Although the adult lifestyle village will be attractive for senior lifestyle purposes, there will be no age restrictions. Younger adults will also find the adult lifestyle village an appealing place to live. As the name "adult" suggests, however, this development is not intended for family occupants. The adult lifestyle village will be designed with clustered townhouse development connected to the internal looped private road, and linked by generous open space, landscaping and walkway systems.

The residential dwelling units will be smaller and more moderately priced, typically one storey with one or two bedrooms and no basement but a crawl space. Each unit will be approximately 110 square metres (1200 square feet). In addition, each unit will have an attached garage. Unit owners may also have exclusive use areas outside of their dwelling units, as well as non-exclusive (common) use areas and other associated use rights under renewable leasehold agreements. Residential unit owners will maintain ownership of their individual unit, but overall land ownership and stewardship for the adult lifestyle village will be the responsibility of the developer with land rental, management and service fees paid by each unit owner. Additional maintenance fees will also be required for common building, road and other infrastructure improvements. This form of land tenure with central administration and management responsibilities by the developer will minimize the burden of maintenance responsibilities for the unit owners, and has been employed very successfully in many areas of the Province (Additional details are provided under Section 3.17 Typical Business, Planning and Legal Model).

Proposed development also includes some recreational and service uses intended to serve the needs of the adult lifestyle village. These uses will primarily function from the central clubhouse facility, including administration, meetings, recreation, leisure, health and fitness, mobility, home care assistance, and other similar uses. Services will also be provided to enable "aging in place" for residents, including facilities to provide for increased care needs and to promote independent living.

Part 2 Existing Land Use Planning Policies

2.1 Provincial Policy Statement

The Provincial Policy Statement provides a planning framework to guide the planning approvals process throughout the province of Ontario. In relation to the proposed development, particular regard should be given to the settlement areas, housing, sewage and water infrastructure, and archaeological resources policies:

- Section 1.1.3, the following policy direction is provided for settlement areas:
 - these designated areas should be the focus of growth.
 - compact form, mix of uses and densities are encouraged to allow for the efficient use of land and service infrastructure.
 - phasing policies are promoted to ensure the orderly progression of development and the timely provision of service infrastructure.
- Section 1.4.1, an appropriate range of housing types and densities is to be provided.
- Section 1.6.4, municipal water and sewage services are the preferred form of servicing for settlement areas.
- Section 2.6, significant archaeological resources must be conserved.

There are no natural resources or other matters of provincial interest affecting the subject lands. Accordingly, there are no other relevant provisions under the Provincial Policy Statement which need to be specifically addressed in this planning report.

The County Official Plan, the local Official Plan and all development approvals must be consistent with the Provincial Policy Statement.

2.2 County Official Plan

The County of Grey Official Plan establishes a county wide planning approvals framework which addresses relevant provincial, county and municipal planning interests. The subject lands are located within the Urban designation, as shown on Schedule A to the Plan. This designation recognizes the former Town of Thornbury within the Town of The Blue Mountains.

The County Official Plan contains other general land use development policies and provisions, however, detailed planning policies and provisions applicable to the Urban designation are deferred to the local Official Plan, including the land use, servicing and implementation matters.

There are no other relevant policies under the County Official Plan which need to be specifically addressed in this planning report.

The local Official Plan must comply with the County Official Plan.

2.3 Local Official Plan

The local Official Plan includes special land use designations applicable to the former Town of Thornbury within the Town of The Blue Mountains. The subject lands are designated Thornbury Community – Residential as shown on the Official Plan Schedule A – Land Use Map 2.

The primary policies of the local Official Plan applicable to the subject lands include Section 4.27 Thornbury Community and Section 5 Servicing Policies. Various other Sections of the Official Plan also provide further policies and provisions related to development approvals and implementation matters. Particular regard should be given to:

- Section 4.27.3.1, the Residential designation within the Thornbury Community includes the following provisions:
 - a development density of 25 to 40 units per hectare is permitted for the proposed townhouse style development.
 - townhouse dwellings must be near a collector or arterial road.
 - buffering must be provided to ensure compatibility with the visual character of the community.

- Section 5, the Servicing Policies include the following provisions:
 - the subject lands are included within Service District 9 – Thornbury West as shown on Official Plan Appendix Map H – Service District Boundaries.
 - full municipal water and sewer services are required.
 - commitment of servicing capacity is subject to available design and existing plant facilities.
 - allocation of existing servicing capacity for first phase Stage 1 with a reservation of design capacity for remaining units Stage 2 the Town may utilize a holding (-h) zone for this purpose.
 - any proposed amendment to the Official Plan or the implementing Zoning By-law shall be subject to the availability of plant capacity based on the staging priorities and categories of the staging plan.
 - the development agreement shall include appropriate provisions for commitment of servicing capacity, phasing of development, securities, payment of Development Charges, and any other applicable matters.
- Section 6.4, the Parkland Policies generally encourage the required parkland dedication for smaller parcels as a cash-in-lieu provision.
- Section 8.12, a report is required to address the need for rehabilitation of lands used for former orchard production.
- Section 8.11, Cultural Heritage Resources, significant archaeological resources must be conserved. The subject lands are included within the Archeological Area as shown on Appendix Map Official Plan Appendix Map D – Natural Heritage Features. An assessment of any cultural heritage significance is required prior to development.
- Section 11.16, Official Plan/Zoning By-law Amendments must be in conformity with the intent and purpose of the Official Plan, with particular regard for the principle of development and the Amendment Criteria.

There are no other relevant policies under the local Official Plan which need to be specifically addressed in this planning report.

2.4 Zoning By-law

The subject lands are currently zoned within the Development D Zone which is intended to require a planned comprehensive approach for development and services. No development is permitted on the subject lands until development approvals have been obtained, including a rezoning.

The proposed townhouse form of development may be appropriately included under the Residential Multiple RM1 zoning category. Permitted uses within the RM1 Zone include townhouse dwellings and accessory uses, amongst other uses. Land use zoning provisions include the following:

- lot frontage (minimum) 27 metres
- lot area (minimum) 900 square metres
- front yard (minimum) 7.5 metres
- interior side yard (minimum) 4.5 metres
- exterior side yard (minimum) 7.5 metres
- rear yard (minimum) 10 metres
- internal setback (minimum) 3 metres – from lane or parking areas
- height (maximum) 3 storeys
- floor area (minimum) 69.2 square metres – one bedroom
79.2 square metres – two bedroom
- lot coverage (maximum) 35% for buildings

The maximum number of dwelling units permitted is calculated by dividing the site area of 4.29 hectares by 278 square metres which would permit up to 154 units.

The General Provisions of the Zoning By-law also establish requirements for off-street parking, amongst other requirements.

The Zoning By-law must comply with the local Official Plan.

2.5 Site Plan Control

The subject lands are subject to site plan control to address development related matters, including roads, access, parking, drainage, servicing, garbage storage, landscaping, visual impacts, and other relevant design issues. A development agreement will be required to ensure the provision and maintenance of these site plan matters, including financial considerations.

2.6 Part Lot Control

The part lot control provisions of Section 50(3) of the *Planning Act* prevent the conveyance of individual lots or dwelling units without a consent from the municipality (or other subdivision or condominium approval). Similarly, a consent from the municipality is required to permit the conveyance or renewal of leasehold interests for a period of 21 years or more. Under Section 50(9), this leasehold provision does not apply to any portion of a building.

Part 3 Planning Issues

3.1 Conformity

Based on the review of the applicable land use planning framework described above, development of the subject lands as proposed under these applications is consistent with the Provincial Policy Statement. The proposed development is also in general conformity with the County of Grey Official Plan, as well as the local Official Plan.

The proposed medium density, multiple residential development on the subject lands is an appropriate form of land use within the urban Residential designation of the Thornbury Community, and is keeping with the established principle of development under the local Official Plan.

The proposed recreation club house, maintenance building and other supporting uses are normally associated with this form of development. Landscaping and stormwater management are given priority in the site plan design. There will be no adverse visual, environmental or other related impacts.

There are no environmental or other constraints on the subject lands. Proposed development is compatible with the surrounding residential neighbourhood and will not result in any adverse on-site or off-site impacts.

3.2 Amendment Criteria

In order to ensure conformity with the Town of The Blue Mountains Official Plan, the following Amendment Criteria must be addressed under the approval process:

(a) the need for the proposed use:

- o the proposed development will provide an adult lifestyle opportunity which is not currently available within the municipality. The more affordable residential setting will also include services to promote independent living. The rezoning is an intended prerequisite for development in conformity with the policies and provisions of the

Official Plan. The proposed minor exceptions to the zoning standards will provide for a better overall site development design.

(b) the extent to which the existing areas in the proposed land use categories are developed, the nature and adequacy of such existing development and the adequacy and availability of other vacant lands designated for such use:

- the subject lands are currently designated for residential development. There are other similar existing, proposed and potential developments in the surrounding area. It is the intent of the Official Plan that this part of the Thornbury Community should be developed for such residential uses.

(c) The compatibility of the proposed development with adjoining uses and uses permitted by this Plan in the surrounding area:

- the proposed development is compatible with adjoining uses, and is in keeping with the residential character of the surrounding area. The low building profile and landscaping will be unobtrusive. There will be no adverse off-site impacts.

(d) The conformity of the proposed development with the principle of development permitted under this Plan, including the general land use objectives and the development policies applicable to the land use designation in question:

- the proposed medium density residential townhouse development is in conformity with the principle of development for the subject lands. The proposed development observes good planning design principles with respect to building locations, access, parking, landscaping and visual character. There will be no adverse impact on the planning policies, programs and interests of the municipality.

(e) The physical suitability of the land for such proposed use with respect to:

- (i) the existing environmental and/or physical hazards, with particular regard for the Environmental Constraints considerations under Section 8;*
- (ii) the potential impacts of these hazards;*
- (iii) the proposed methods by which these impacts may be overcome in a manner consistent with accepted engineering techniques and resource management practices:*

- There are no environmental constraints on the subject lands. Stormwater management will be designed in accordance with accepted engineering techniques and resource management practices.
- (f) *The location of the area under consideration with respect to:*
- (i) *the adequacy of the existing and proposed highway system in relation to the development of such proposed areas;*
 - Existing roads in the area are in good condition and no road improvements are required. There will be no adverse traffic impacts in relation to the proposed development (see Section 3.8 Traffic Impacts).
 - (ii) *the convenience and accessibility of the site for vehicular and pedestrian traffic and the traffic safety in relation thereto;*
 - only limited access is required through low density residential areas.
 - a pedestrian walkway system is proposed along the internal road to promote safety and aesthetic character, with easy access linkages to the recreation clubhouse area (see Section 3.7 Parking).
 - There are no anticipated adverse traffic impacts for the subject lands or the surrounding neighbourhood (see Section 3.8 Traffic Impacts).
 - (iii) *the adequacy of drainage, erosion control, and storm water management;*
 - no on-site or off-site adverse impacts are anticipated. (see *Functional Servicing Report – August 2008 – WMI & Associates Limited*).
 - (iv) *the adequacy of the potable water supply, sewage disposal facilities, and other municipal services in view of the policies contained in Section 5 of this Plan:*
 - full municipal services will be provided in accordance with all applicable requirements, including MOE guidelines and Town standards (see *Functional Servicing Report – August 2008 – WMI & Associates Limited*).
- (g) *The potential financial implications of the proposed use on the Town, in that all costs of the proposal which affect the municipality whether on or*

off site, whether capital, maintenance or operating will be met by the developer either through levies, property taxes, user fees or other charges.

- applicable development charges will address any increased demand for road, water, sewer, and other municipal services.
- internal roads and services will be privately maintained.
- there will be no adverse financial implications for the municipality. Consideration should be given to special allowances for reduced municipal servicing and development charges, as further described in Sections 3.11 and 3.12 respectively.

(h) The effect of such proposed use on the surrounding area and the environment in respect of minimizing of any possible depreciating or deteriorating effect upon adjacent properties, natural resources or quality visual landscapes.

- the proposed adult lifestyle village will present an attractive presence, and will have no adverse impacts upon natural resources, adjacent properties or the surrounding neighbourhood character.

(i) The conformity of the proposed use or development with the development with the County of Grey Official Plan.

- the proposed development is in conformity with the Urban designation and other relevant policies of the County of Grey Official Plan, including the matters of provincial interest under the Provincial Policy Statement.

(j) The proposed use or development is not in conflict with the Niagara Escarpment Plan.

- not applicable.

The proposed applications for approval are required in conformity with the intent and purpose of the current Development zoning category. The overall development proposal will satisfy the policies and provisions of the Official Plan and implementing Zoning By-law to ensure development on a comprehensive planned basis.

3.3 Former Orchard Lands

The former orchard has been partially removed from the subject lands. The balance of the orchard will be removed prior to development. Some of the topsoil has also been removed. A record of site conditions has been filed with no evidence of contamination in accordance with MOE guidelines. Decommissioning of the site does not appear to be needed.

3.4 Archaeology Area (see Official Plan Appendix Map D – Natural Heritage Features)

The subject lands are identified as an Archaeology Area. At this time, it is unknown whether there are any significant archaeological artefacts or other relevant cultural heritage issues. An assessment report should be prepared as a condition of development under the development agreement. Any required salvage or other appropriate measures can be addressed under the development agreement.

3.5 Parkland Dedication

There would not appear to be any need for the municipality to obtain a conventional parkland dedication for the subject lands. There is ample on-site open space within the proposed adult lifestyle village, including the stormwater management pond, landscaping and private recreation uses. Given the external location and aesthetic open space character of the stormwater management area, this corner could be dedicated to the municipality as a condition of development under the development agreement, which could also satisfy the requirement for 5 per cent parkland dedication.

3.6 Landscaping, Buffering and Setbacks

The required rear yard setback is 10 metres. The proposed development would provide a 6 metre rear yard setback along the easterly property line. This minor variance from the required setback is needed in order to properly accommodate the overall site plan design. The reduction would make optimum use of landscaping and building separations within the village.

There would not be any adverse impacts from this reduced setback. The rear yard minor variance would not be visually prominent from the street or adjacent properties. The proposed townhouse buildings are only one storey in height which helps to mitigate any perceived impacts. There is also a retaining wall to be established on the adjacent property to the east along this boundary. This would effectively serve as a buffer and would further help to mitigate any perceived impacts on both sides of the property boundary.

Accordingly, the Zoning By-law amendment should also establish a site-specific rear yard setback of 6 metres.

3.7 Parking

The Zoning By-law parking requirement of 1.5 spaces per unit is intended to include an allowance for visitor parking. Because each unit will have two spaces with one space inside a garage, there should be ample on-site parking. Although not required, the proposed site plan also provides additional off-street visitor parking at various locations along the internal road. On-street parking will not be permitted in order to maintain a safe and aesthetic community character.

Additional parking is also provided for the proposed recreation clubhouse. The on-site parking requirements for a clubhouse under the Zoning By-law are based on the number of persons in a stand alone place of assembly. The proposed recreation clubhouse is not intended as a public place of assembly and will be utilized by the residents of the adult lifestyle village. The convenient pedestrian walkways will diminish the need for vehicular access. Most users will likely walk to the clubhouse. As noted above, there is also ample on-site parking provided throughout the village.

The proposed site plan provides for 12 parking spaces in front of the clubhouse. It is anticipated that this will meet any associated parking demand, including possible additional visitor parking. There is also ample loading access area available. Additional parking spaces could also be provided in this area, if needed, however, this would detract from the aesthetic amenity of the area. This would also not appear to be warranted since the overall parking requirement is exceeded when combined with the ample residential parking.

Accordingly, the Zoning By-law amendment should also establish a site-specific parking requirement of 12 spaces for the recreation clubhouse.

3.8 Traffic Impacts

The subject lands are located at the intersection of Napier Street and Victoria Street. These roads are located in close proximity to the Collector roads along Alfred Street and Bruce Street, as shown on Official Plan Appendix Map G – Roads Plan).

The Town has included the existing roadways under the proposed development charges by-law. Any future road upgrading can be addressed under the Town's road needs strategy as part of the development charges implementation process. No road improvements are anticipated as a condition of development approval.

There are no anticipated adverse traffic impacts from the proposed development. The increased traffic generated from the proposed development is expected to be minimal. The daily peak cumulative vehicle generation trip rate is shown in the table below. These trip rates are hypothetical because there is no typical benchmark for the unique form of the proposed village development. Trip generation will be affected by the type of residents attracted to this development, and will likely be very low due to the primary recreational and senior lifestyle. Younger working adults will also be attracted, but the smaller units with only one or two bedrooms will not be attractive to larger families.

A daily vehicle trip rate range is identified below to illustrate two possible traffic scenarios. It is anticipated that there will likely be an average of less than 3 to 6 daily vehicle trips per unit. This would yield a total of between 291 to 582 daily vehicle trips for the proposed 97 units. It is anticipated that 60% of these trips would access the main entrance along Napier Street, with the balance along Victoria Street. The average peak hour trip rate will likely be about 8% of the daily vehicle trips, with 14 to 28 along Napier Street and 9 to 19 along Victoria Street.

With phase one of development limited to only 34 units, initial traffic impacts will be negligible. There will be less than 102 to 204 daily vehicle trips, with an average peak hour trip rate of 5 to 10 along Napier Street and 3 to 6 along Victoria Street.

Daily Peak Cumulative Vehicle Generation Trip Rate

Vehicle Trips	Napier Street (60%)	Victoria Street (40%)	Total
Phase One (34 units)			
@ 3 trips per unit	61	41	102
Peak Hour (8%)	5	3	8
@ 6 trips per unit	122	82	204
Peak Hour (8%)	10	6	16
Build-out (97 units)			
@ 3 trips per unit	175	116	291
Peak Hour (8%)	14	9	23
@ 6 trips per unit	349	233	582
Peak Hour (8%)	28	19	47

The proposed recreation building is a private club for residents of the adult lifestyle village. Trip generation will be negligible, with easy walking access to all of the residential units.

Internal traffic circulation is designed to be safe and efficient. There are good sightlines in all directions. There is also adequate off-street parking (see Section 3.7 Parking). It is intended to have no on-street parking so that traffic circulation will not be impeded. The median entrance and parking nodes will also promote traffic calming with slower speeds. Pedestrian traffic is separated by an internal walkway system. These design features will also combine to improve the visual amenity of the village. There is also ample separation from neighbouring lands and there should be no adverse impacts for adjacent development.

3.9 Site Servicing (see *Functional Servicing Report – August 2008 – WMI & Associates Limited*)

The proposed development and site servicing are designed to meet all applicable design standards and to mitigate potential adverse impacts. Additional information and documentation can be found in the accompanying Functional Servicing Report (August 2008 – WMI & Associates Limited) that forms part of the proposed development applications.

The Functional Servicing Report identifies the following servicing design considerations:

- the internal 6 metre wide private road has been designed based on Ontario Building Code requirements for emergency vehicle access.
- site locations will provide minimum pipe clearances in accordance with MOE guidelines.
- grading of roads and landscaping will be completed with minimum disruption to existing grades, and in accordance with Town standards.
- watermain and sewer connections to Napier Street are designed in accordance with the Ontario Building Code, MOE guidelines and Town standards, and will permit looping of watermains.
- a wet pond in the north-west corner of the subject lands will be designed to address stormwater quantity and quality with no net increase in post-development peak flows, in accordance with MOE, Grey Sauble Conservation Authority, and Town standards.
- on-site drainage is designed to be self-contained, including a cut off swale along the southerly limit of the subject lands directed to Victoria Street. The design also recognizes a retaining wall structure on adjacent lands along the easterly limit with run-off directed to Napier Street.
- site grading will be minimized to generally retain existing topography, with sediment and erosion controls during construction phases.

- utilities are currently available to the area, including hydro, natural gas, telephone and cable television.
- geotechnical and other required reports will be prepared during the detailed design stage.

Based on the recommended site servicing solutions for road, utilities, grading, water, sewage and stormwater systems, the Functional Servicing Report concludes that adequate services are available to support the proposed development, and supports the proposed planning applications.

Further detailed engineering based on the Functional Servicing Report will be provided under the development agreement with the municipality.

3.10 Development Phasing

The Thornbury area is ideally situated to promote the proposed form of adult lifestyle village. It is hoped that the adult lifestyle village concept will be an attraction for development to proceed quickly. The actual timing of development will depend upon a number of factors, including municipal approvals, availability of municipal servicing, and market demand. Some flexibility in development phasing is needed to keep pace with market demand.

It is anticipated that the proposed 97 dwelling units within 17 townhouse blocks and one stand alone dwelling unit will be developed in two or more phases. The first phase of development will be 34 units within 6 townhouse blocks, including units 1 to 22 and units 61 to 72 (see Site Plan - Appendix A). The maintenance building portion of the clubhouse and the stormwater management pond will also form part of phase one. The balance of the residential units will proceed in one or more subsequent phases as the blocks of units are sold. The recreation portion of the clubhouse could be developed in the first phase, but is not anticipated until a subsequent phase.

Provisions for development phasing should be included under the development agreement

3.11 Servicing Allocation

In accordance with the servicing and staging policies of the Official Plan,

once approvals are obtained from the municipality for the proposed development applications, then the reservation of plant design capacity will automatically be committed for all of the proposed units and development phases. This plant design capacity provides the necessary environmental approvals for the municipality to expand the existing plant capacity as needed for development, subject to suitable financing. It is the intent of the Official Plan that servicing priorities under the staging plan will ensure the availability and expansion of existing servicing capacity can keep pace with development approvals in a timely manner.

The necessary water and sewage servicing allocation to permit development is not committed until development approvals have been obtained and development charges have been secured under the development agreement. This allocation is based on available existing plant capacity which is in high demand from development throughout the municipality. Development phases up to 100 units are permitted under the Official Plan staging policies. The proponent would prefer to have servicing allocation committed for all of the proposed development up-front, however, it may not be feasible to secure all development charges within one development phase. Market demand cannot be assured within the immediate short term. The overall development may take place over several years.

The allocation of existing plant capacity is considered a commitment to Stage 1 priority, and guarantees that servicing capacity is available for development. In order to obtain commitment of existing plant capacity allocation for phase one development, the proponent intends to meet the requirement of the municipality to post securities for applicable development charges related to the proposed 34 units, and clubhouse/maintenance building. Actual payment of development charges would occur at the time of obtaining building permits.

The balance of the approved units and subsequent development phase(s) are recognized as Stage 2 priority. Each subsequent development phase will be advanced to Stage 1 priority, subject to the availability of existing plant capacity at that time and the further payment of development charges. The use of the holding symbol (-h) may also be applied to Stage 2 lands, with rezoning required to remove the holding symbol (-h) as a condition of advancement to Stage 1.

Provisions for servicing allocation and financing should be included under the development agreement.

3.12 Municipal Servicing Project

Notwithstanding the servicing allocation provisions described under Section 3.11, it is recognized that the municipality does not currently have adequate servicing capacity within the Camperdown, Thornbury and Lora Bay Service Areas. Although development charges are intended to recover growth related costs, including servicing infrastructure, the municipality has indicated that they are not in a financial position to undertake the necessary works.

The Official Plan provides for municipal servicing projects to be undertaken in cooperation with affected developers, as part of an overall municipal servicing strategy. Front-end financing and other cost sharing agreements may be needed for this purpose.

Note: The proponent has submitted separate correspondence (concurrent with these planning approval applications) related to the need for round table discussions between the municipality and affected developers to facilitate required service infrastructure expansions.

3.13 Municipal Services Contract

The private nature of the roads and services within the proposed adult lifestyle village will significantly reduce the municipal servicing requirements. In consideration of property taxes, the municipality could be contracted to provide normal municipal services, such as snowploughing and garbage collection.

3.14 Development Charges and Affordability

There are many aspects of the proposed adult lifestyle village which warrant consideration of revisions to the standard development charges. The proposed adult lifestyle village will be self-contained with relatively small units and adult living. This will result in a significantly reduced demand for conventional municipal services. The current Development Charges By-law does not distinguish levels of service demands for various types of residential development. It would be appropriate to reduce the development charges applicable to the proposed development.

It should be recognized that development charges also have a direct affect on the affordability of housing. At the present time, there is very little affordable housing within The Blue Mountains because of the more expensive recreation housing market. The municipality is currently considering revisions to the development charges that would recognize reduced development charges for smaller unit sizes. This approach could provide an incentive to promote more affordable housing.

Note: The proponent has submitted separate correspondence (concurrent with these planning approval applications) related to the current review of development charges by the municipality, including additional rationale for reduced development charges and more affordable housing.

3.15 Zoning By-law Amendment

Rezoning from the Development D Zone to the Residential Multiple RM1 Zone will permit the proposed adult lifestyle village on the subject lands.

Exceptions are needed to permit a rear yard reduction from 10 metres to 6 metres (see Section 3.6 Landscaping, Buffering and Setbacks) and to establish a parking requirement of 12 spaces for the proposed recreation clubhouse/maintenance building (see Section 3.7 Parking). The holding (-h) symbol may also be utilized for the Stage 2 portion of the development approvals based on the development phasing and servicing allocation considerations (see Section 3.11 Servicing Allocation).

An exception from the maximum 35% lot coverage provision is needed to permit up to 40% lot coverage. This exception is needed to facilitate the low rise design with ground floor units as opposed to multiple level units. This minor increase in lot coverage does not detract from the overall open landscape character.

An exception is needed to permit the proposed single dwelling unit. This unit is designed to be consistent with the character of the village.. All other units would be permitted under the RM1 Zone.

An exception should also be included to recognize the land lease tenure, in accordance with Section 46 of the Planning Act.

No other changes to the RM1 Zone provisions are required. The proposed development would also appear to meet all other applicable requirements of the Zoning By-law.

3.16 Site Plan Approval *(see Site Plan - Appendix A)*

This planning report should form the basis of site plan approval, including a site plan development agreement to address the following:

- the site plan contained in Appendix A.
- the provision and maintenance of all buildings, facilities and works, including the road, water and sewer services, stormwater management pond, grading, landscaping, parking areas and other required works.
- the preparation of archaeological and soils reports, detailed engineering, and other required reports.
- provisions for phasing of development, including servicing allocation.
- securities for financing, including service infrastructure works, development charges, and dedication of the parkland/stormwater management pond area.
- other applicable matters.

3.17 Typical Business, Planning & Legal Model for Projects of this Nature

The typical business, planning and legal model for adult lifestyle communities of this nature is as follows:

- the dwelling unit is sold to a purchaser under the authority of a bill of sale. The dwelling unit can either be a free standing structure or as in the current case, a townhouse unit situated in a townhouse block of either 4 or 6 dwelling units.
- if the purchaser requires financing, the dwelling unit can be used as security and typically chattel mortgages are secured and registered under the Personal Property Security Act.
- the dwelling unit purchaser (lessee) leases a parcel of land from the Developer (the lessor). The parcel is typically described by a part on a reference plan. The reference plan itself does not create an

interest in land, but describes the boundaries of the parcel that is leased. The dwelling unit is contained within the leased parcel. In addition, there is typically land to the front of the dwelling unit and to its rear that forms part of the leased area which is used exclusively by the lessee for driveway, parking and lawn (at the front) and lawn, ground level patio and similar uses to the rear.

- the parcel of land that is leased will include a crawl space. In other words, the Developer will continue to own the land parcel as well as the foundation and crawl space. The lessee will be responsible for ownership and maintenance of any plumbing, heating, electrical and other equipment and infrastructure that services the dwelling unit. The lease will define responsibilities and cost allocation.
- the lessee will pay a base rent for the land parcel (which includes the foundation and crawl space). This base rent is typically "capped" by the same indexing that applies to residential tenancies. There are typically expenses that the lessee will pay in addition to the base rent, including charges, fees and levies that are tied directly to the dwelling unit and leased parcel such as realty taxes, utilities, water and sewer charges, etc. There will also be a maintenance fee paid as a proportionate contribution to maintaining development infrastructure and facilities. Particulars of the financial responsibilities of the lessees are set out in the leases.
- use of the recreation clubhouse is typically provided for in the lease as well as rules and regulations. Cost of maintenance, operation and structural repairs and replacement are all covered in the leases.
- leases are transferable for a nominal administration charge to a new owner of the dwelling unit so that tenure of the dwelling unit and of the leased parcel remain in common tenure at all times. A new lease is typically provided to the new dwelling unit owner for the maximum period permitted by law (21 years less a day although many run for 20 years).
- this business, legal and planning model has worked very effectively in adult lifestyle communities throughout the Province. Community residents have the advantage of living in a community setting where most maintenance features are provided for them, cost of their dwelling unit is more affordable than subdivision or condominium tenures, and protection exists within the leasehold structure for aesthetic and other controls. Even after the project is sold out, the

Developer continues to oversee and manage the development. Management succession is also controlled so as to ensure the perpetual integrity of the property management.

- while leases can not exceed 21 years (Planning Act) in practice, lessees may request a new 21 year (less a day) (or 20 years as the case may be) lease from time to time and for a nominal administration fee a new lease is made available to them – same for dwelling unit sales to a new owner.

The 21 year limitation under the Planning Act is intended to prevent the indiscriminate use of multiple leases on a single parcel of land (see Section 2.6 Part Lot Control). The Proponent will be requesting the municipality to grant a “blanket consent” for all leases (initial lease and replacement leases) so that the initial term (including options) can exceed 21 years. This is consistent with the intent of the Planning Act to require consent approval based on sound planning principles.

The blanket consent is a unique approach which is preferred, but it is not critical to the viability of the proposed development. It is not consistent with most if not all adult lifestyle land lease developments throughout the Province. The planning, administration and tenure advantages would be considered an enhancement.

As an alternative to the proposed blanket consent, the municipality could consider multiple consent approvals for each leasehold parcel under a consolidated application. This might be considered a more conventional approach, but it would be much more cumbersome. The unique approach with a single blanket consent would be more comprehensive and less complicated. It would more closely resemble a blanket approval under the condominium or subdivision approval process.

In either case, the municipality will be asked to waive any multiple application and processing fees in lieu of a single consent approval fee.

Part 4 Conclusion

4.1 Summary

This Planning report and supporting documents are submitted in support of the proposed adult lifestyle village on the subject lands in Thornbury. These applications for Zoning By-law Amendment, site plan approval together with the associated development agreement, and consent approval are submitted concurrently in order to ensure a coordinated and comprehensive planning approach.

The proposed development is consistent with the Provincial Policy Statement, and is in general conformity with the intent and direction of the County of Grey Official Plan and the local Official Plan.

The unique adult lifestyle village concept will provide a valuable form of housing alternative for the area. All buildings and facilities are designed and situated in a manner that is consistent with accepted site design principles, and special attention has been given to create an aesthetic village character. The servicing infrastructure is designed to meet all applicable engineering standards. The proposed development is compatible with the surrounding area, and there will be no adverse on-site or off-site impacts.

These applications represent good planning for the subject lands.

4.2 Recommendation

Based on the foregoing, the following development approvals are recommended for the subject lands:

- a) a Zoning By-law Amendment to place the subject lands within the Residential Multiple RM1 zoning category, with an exception to permit a rear yard setback of 6 metres, 12 parking spaces for the recreation clubhouse/maintenance building, the land lease tenure, one single dwelling unit, and an increase to 40% lot coverage.
- b) site plan approval based on the Site Layout Plan contained in

Appendix A.

- c) a blanket consent approval for the subject lands to permit land leases to exceed 21 years.
- d) a municipal servicing project to facilitate required service infrastructure expansions, including front-end financing and other cost sharing agreements with affected developers.
- e) subject to other necessary approvals:
 - i. allocation of design capacity for 97 units.
 - ii. commitment of existing plant capacity for 34 units in phase one of development.
 - iii. permission to build a model suite (4 units) prior to the availability of servicing capacity.
- f) reduced development charges to reflect reduced unit servicing costs.
- g) a municipal contract to provide internal snowploughing and garbage collection in consideration of property taxes.
- h) a development agreement to address the road, buildings, services, servicing capacity allocation, stormwater management, landscaping, phasing, financing, and parkland dedication, amongst other relevant matters.

**Thornbury Adult Lifestyle Village
Planning Report**

**Appendix A
Site Plan**

GREY
CONDOMINIUM
PLAN N° 33

SKETCH OF PROPOSED DEVELOPMENT
PART OF PARK LOT 4
TOWNPLOT OF THORNBURY
SOUTHWEST OF NAPIER STREET
(FORMERLY TOWN OF THORNBURO)
TOWN OF THE BLUE MOUNTAINS
COUNTY OF GREY

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