



**The Corporation of The Town of Cobourg  
Public Planning Meeting**

**Monday, November 9, 2020**

**5:00 P.M.**

**Electronic Participation**

Topic: Statutory Public Planning Meeting - 265-327 Elgin Street East, Cobourg.

Time: Nov 9, 2020 05:00 PM Eastern Time (US and Canada)

Join Zoom Meeting

<https://us02web.zoom.us/j/88459087524?pwd=OW9zUUUVYbGNZQ1JRSmUyNFhES0JuQT09>

Dial by your location

+1 647 374 4685 Canada

+1 647 558 0588 Canada

Meeting ID: 884 5908 7524

Passcode: 801894

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**Pages**

**1. CALL TO ORDER**

Chair, Councillor Beatty, Coordinator of Planning and Development Services.

**2. INTRODUCTION**

Chair, Councillor Beatty, explains the general purpose of the meeting.

The purpose of the Public Meeting is to hear submissions regarding the proposed Zoning By-law Amendment for the re-development of the 0.80 ha site known municipally as 265-327 Elgin Street East, Cobourg (see Key Map on reverse). The re-zoning would facilitate the phased re-development of the existing 9 semi-detached buildings into 4, two-storey 10-plex buildings, resulting in an increase from 18 to 40 units, with 28 units being subsidized (a net increase of 10 subsidized units) and 12 units at market rent. The Subject Lands are currently designated Residential Area in the Town of Cobourg's Official Plan (2017) and Residential Type Three (R3) Zone in the Town of Cobourg's Comprehensive Zoning By-law No. 85-2003.

**3. DECLARATION OF PECUINARY INTREST**

#### **4. NOTIFICATION PROCEDURE**

Municipal Clerk

Notice published in the local newspaper, posted on the Municipal Website [www.cobourg.ca](http://www.cobourg.ca) and circulated to neighboring property owners in accordance with the provisions of *the Planning Act*. In addition, notice in the form of an Application Notice Sign was installed on the Elgin Street East and D'Arcy Street frontages in accordance with Council's procedures.

#### **5. ZONING BY-LAW AMENDMENT 265-327 ELGIN STREET EAST – ELGIN PARK RE-DEVELOPMENT**

- |      |   |    |
|------|---|----|
| 5.1. | Rebecca Carmen, Housing Services Manager, Northumberland County and Nick Swerdfeger, Barry Bryan Associates, to provide background and an explanation of application for Zoning By-Law Amendment 265-327 Elgin Street East – Elgin Park Redevelopment | 3  |
| 5.2. | Memo from the Manager of Planning, Notice of Complete Application for Zoning By-Law Amendment 265-327 Elgin Street East – Elgin Park Re-development, Northumberland County Housing Corp., Barry Bryan Associates                                      | 84 |

*Additional background information associated with the application may be found by accessing the following Planning & Development webpage link: <https://www.cobourg.ca/en/business-and-development/Planning-Applications.aspx>*

#### **6. PUBLIC SUBMISSIONS** 90

Councillor Beatty explains the order of public submissions and requests all persons addressing the public meeting to state their name and address for the official record of the public meeting.

1. Public submissions in Support.
2. Public submissions in Opposition
3. Written comments/submissions received by the Municipal Clerk as of printing of Agenda.
4. The Director of Planning and Development Services advises of any written submissions received from commenting agencies.
5. Applicant Response, if desired.

#### **7. FURTHER NOTICE**

All persons requiring notice of passage of the proposed approval of the Zoning By-law Amendment are to advise the Municipal Clerk of their name and address to ensure receipt of notice.

#### **8. ADJOURNMENT**

# ELGIN PARK REDEVELOPMENT

Public Meeting Presentation for Town of Cobourg

November 9<sup>th</sup> 2020





# Items for Discussion

- **INTRODUCTIONS**

NCHC (Northumberland County Housing Corporation)  
Northumberland County  
Consulting Team

- **BACKGROUND**

Need for Housing  
NCHC Mandates  
Elgin Park Redevelopment Project

- **DESIGN REVIEW**

What Is The Project ? Elgin Park Redevelopment  
What Is The Status Of The Project  
Current Design Review  
Design & Planning  
Unit Types And Design  
Sustainability

- **NEXT STEPS**

Re Zoning & Site Plan Application Process  
Funding Timelines  
Schedule: Tender/Permit, Demolition & Construction  
Phased Construction



# BACKGROUND:

## *The Northumberland Context*



- Currently approximately 1000 households on the centralized waitlist for community housing (Rent Geared to Income – RGI) in Northumberland
- The waitlist has grown by more than 260% in 10 years
- The waitlist list for community housing is now approaching 10 years in some communities (namely Cobourg)
- In 2019, 340 households were added to the centralized waitlist and only 61 were housed.
- There are currently 180 households on the waitlist for Elgin Park – not including for the forthcoming units (one bedroom and market rent units)

# BACKGROUND:

## ***Context in Northumberland (Continued)***

- 22.2% (7,925 households) of households are spending more than 30% on housing costs
- 8.7% (3,115 households) of households are spending more than 50% on housing costs
- Based on the average rental costs of available units in Northumberland County, the current rental market is unaffordable for all low-income households, most moderate-income households and in some cases for high-income households.
- Average household incomes in Northumberland County are not keeping up with the increase in house prices. Between 2005 and 2015, house prices have increased by 45.9% compared to 29.1% increase to average household incomes.
- The average house price in 2019 in Northumberland County was \$484,177, well above what the average household income can afford.
- The average market rent in Northumberland is more expensive than neighbouring communities, including the City of Peterborough, the City of Kawartha Lakes and Hastings County.

Source: 2019 Affordable Housing Strategy with some more updated statistics

# BACKGROUND:

## *Elgin Park Redevelopment – The Vision*

- The vision for Elgin Park is to develop 40 units of both subsidized and market rental housing with shared green space, responding to two critical housing gaps in the community (as identified in the 2019 Affordable Housing Strategy):
  1. There is a need for affordable rental housing options for households with low incomes.
  2. There is a need for more purpose-built rental housing options.
- Key priorities for this project include:
  - Maintaining existing stock of multi-bedroom units alongside the introduction of one-bedroom units
  - Introducing a mix of RGI and purpose-built market rent units
  - Supporting tenants impacted by this project including in any required relocations
  - Achieving a LEED Silver design rating
  - Ensuring Elgin Park is designed with the neighbourhood in mind and is a source of pride for the community
  - Provide a common green space and programming space for tenants



# BACKGROUND:

## ***Procurement***

- Request for Proposal for Architectural Services was posted by the County in July 2019
- Contract awarded to Barry Bryan and Associates in November 2019
- Anticipated that Construction Contract will be posted in early Spring 2021

## ***Funding***

### Pre-Construction

- CMHC Seed Funding Received for pre-construction work (\$30,000 grant and \$120,000 loan)
- Draw from housing reserves to fund the remainder of pre-construction work as required (outside of any other funding sources)

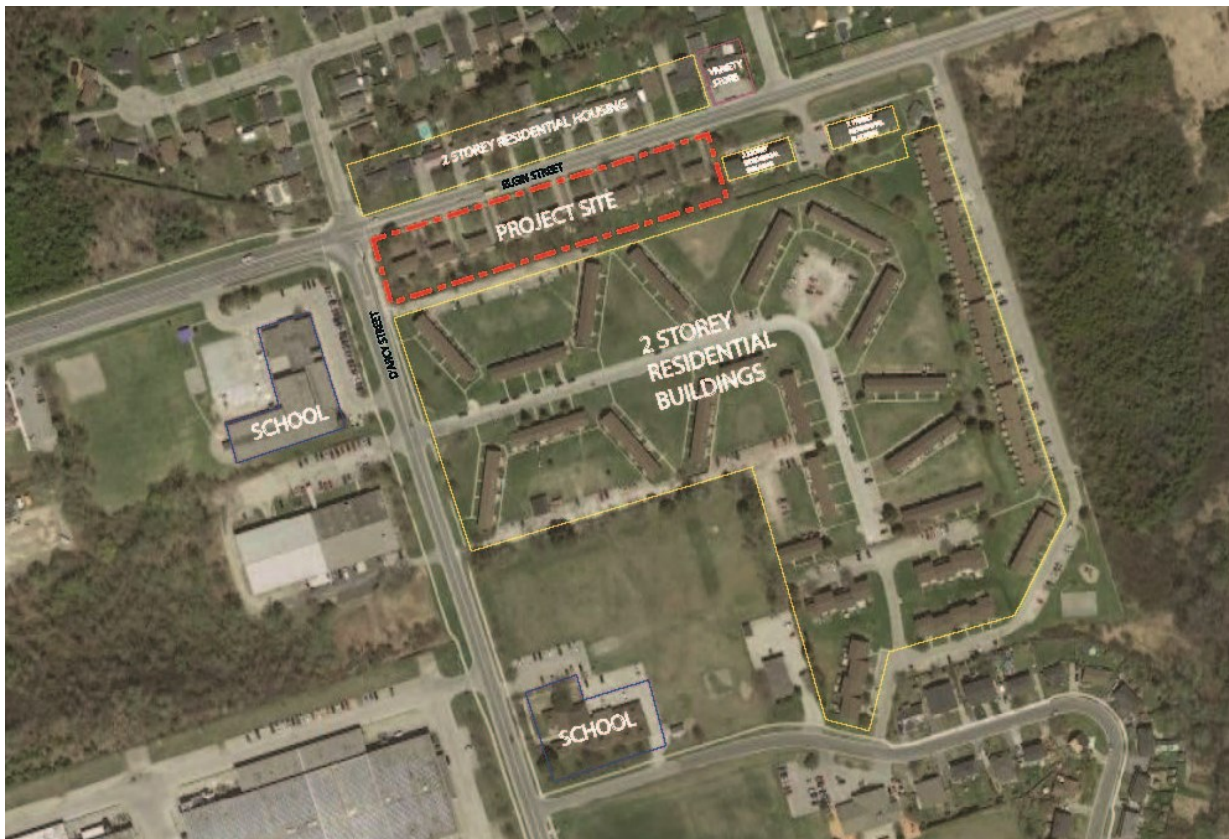
### Construction

- Canada-Ontario Community Housing Initiative Residual Funding - \$5,770,000
- Planned application to CMHC Co-Investment Fund upon receipt of rezoning from the Town of Cobourg (estimated required funding: \$5,935,000)
- NCHC – land equity contribution

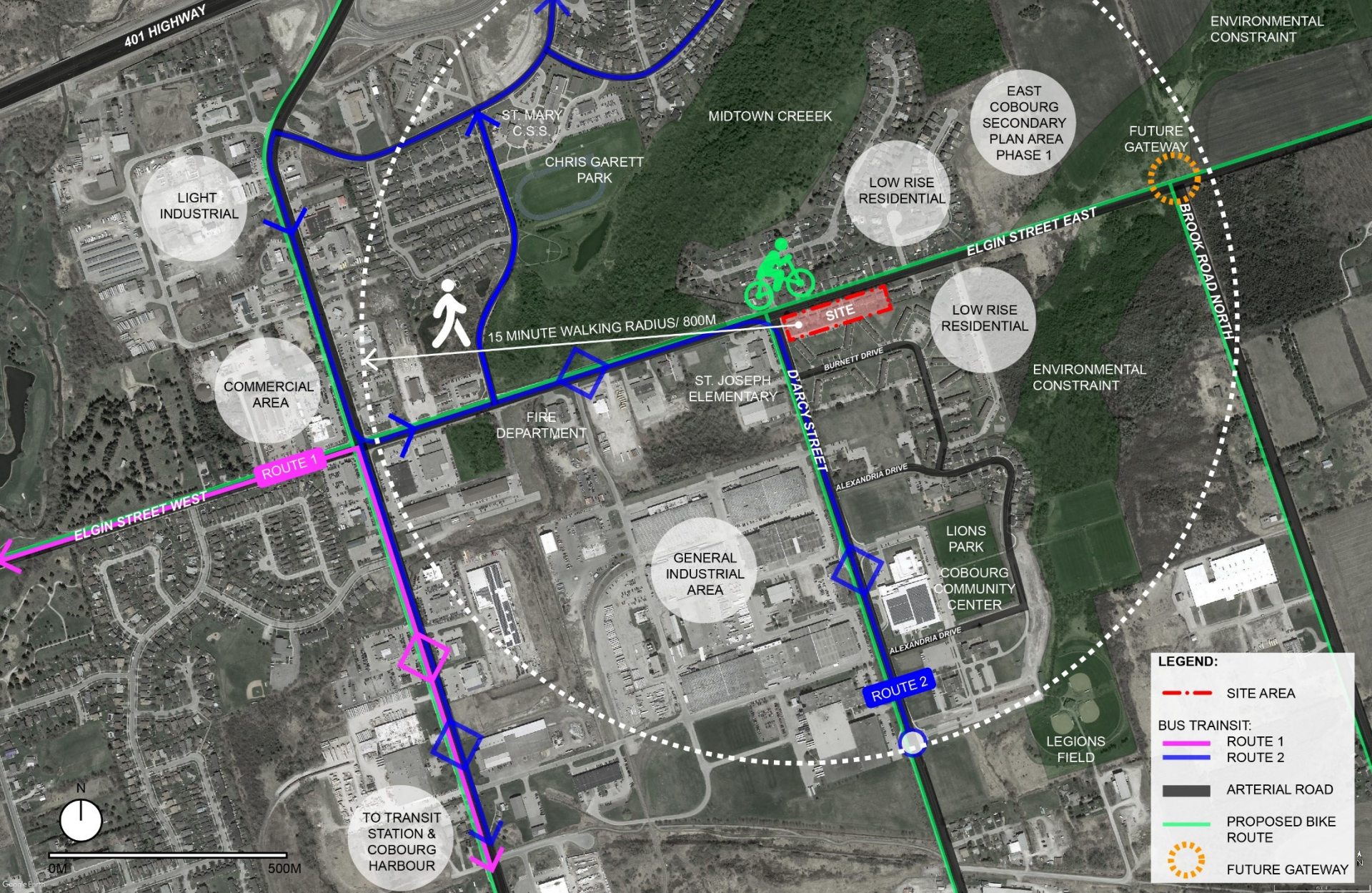
# DESIGN REVIEW

## Site Analysis-Context & Neighbourhood

The surrounding context / neighborhood at the Elgin Park Site is comprised of a variety of zoning and typologies that have evolved in time. Single Family Homes (North-Adj.), School Site (West), Multiple-2 Storey Dwelling-Community Housing (South) and Townhouse (East).





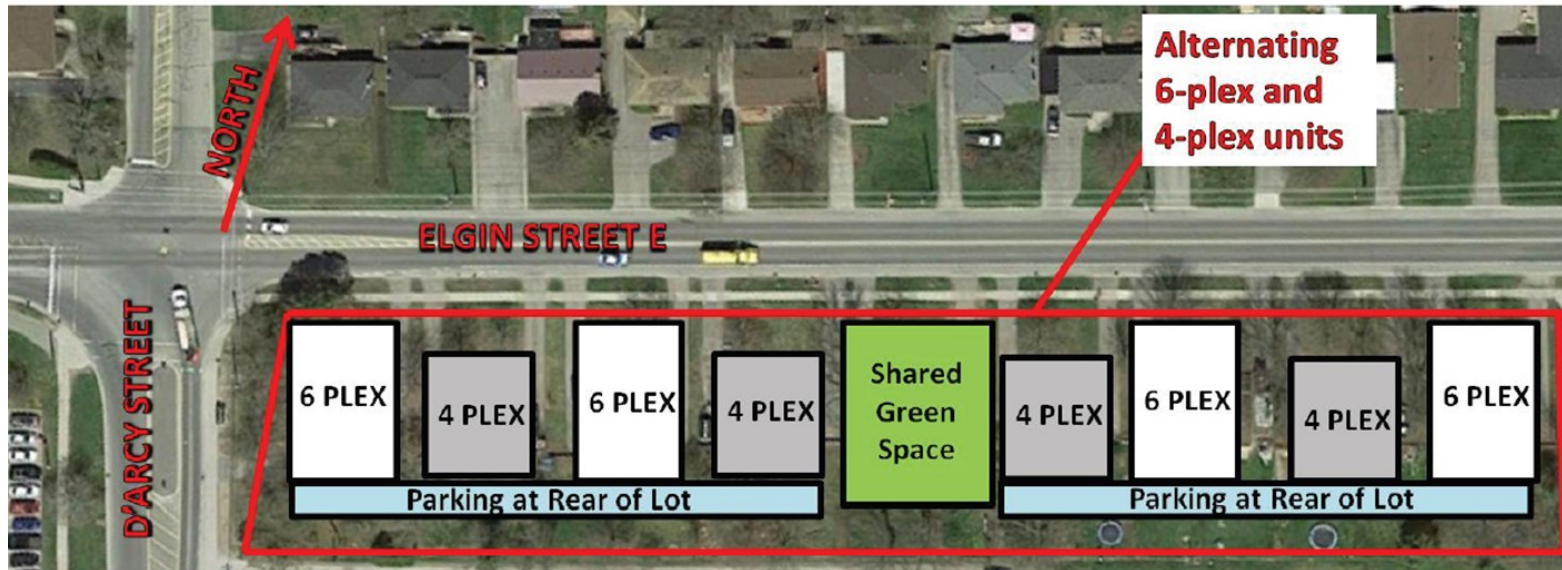


## Site Analysis - Transportation



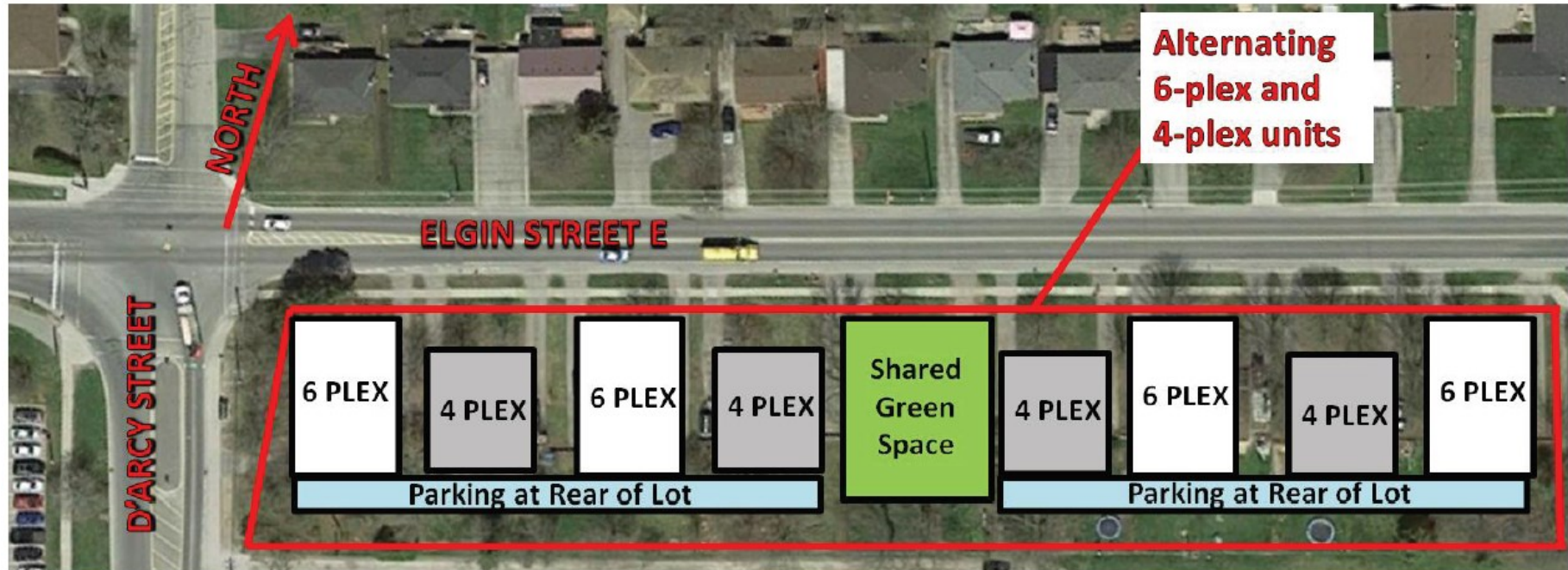
# REVIEW - PROJECT UNDERSTANDING

The goal of this project is to intensify the existing housing stock from 18 units to 40 units. The existing semi-detached buildings are reaching the end of their useful life and will be demolished as part of the scope of this project.



The County's vision for the new development is for a series of alternating 4-plex and 6-plex buildings that would be constructed on the existing property. A shared green space would occupy the area in the middle of the units. The target markets for the new development are: single person, seniors, families and people with physical disabilities.

# REVIEW - PROJECT UNDERSTANDING



40 units total:

- 14 one bedroom units
- 10 two-bedroom units
- 10 three-bedroom units
- 6 four-bedroom units
- Laundry facilities in 2 of the 6-plex housing facilities
- 5% of the space will be designated to accessible laundry
- Proposed park in the centre
- Re-zoning required
- Phased Design/ Construction



# REVIEW - PROJECT UNDERSTANDING

**DESIGN:** *Programmatic & Design Intent = 40 units / 60 Parking (NCHC)*

One Bedroom Units  
(450 sq. ft. / unit)



Two Bedroom Units  
(600 sq. ft. / unit)



Three Bedroom Units  
(750 sq. ft. / unit)



Four Bedroom Units  
(857 sq. ft. / unit)



Laundry Facilities  
(200 sq. ft.)



Common Amenity  
(500-750 sq. ft.)





# ZONING & DEVELOPMENT

## Zoning & Development: Current Zoning : **R4 Residential (Permitted)**

Town of Cobourg  
Zoning By-law No. #85-2003

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### SECTION 10: MULTIPLE RESIDENTIAL 4 (R4) ZONE REGULATIONS

#### 10.1 GENERAL USE REGULATIONS

##### 10.1.1 Permitted Uses

- i) public use in accordance with the provisions of Section 5.3.2;
- ii) residential use.

##### 10.1.2 Permitted Accessory Uses

- i) accessory use to the Permitted Uses under Section 10.1.1;
- ii) home occupation use;
- iii) one bed and breakfast establishment.

##### 10.1.3 Permitted Buildings and Structures

- i) one unit of a semi-detached dwelling on one lot;
- ii) one semi-detached dwelling on one lot;
- iii) one duplex dwelling on one lot;
- iv) one triplex dwelling on one lot;
- v) one converted dwelling on one lot;
- vi) one four-plex dwelling on one lot;
- vii) townhouse dwelling including a townhouse dwelling for senior citizen's and/or the disabled;
- viii) one multiple dwelling on one lot including a multiple dwelling for senior citizens and/or the disabled;
- ix) one rooming or boarding house containing no more than ten guest rooms on one lot;
- x) one apartment dwelling including apartments for senior citizens and/or the disabled;
- xi) buildings and structures for public uses in accordance with the provisions of Section 5.3.2;
- xii) accessory buildings and structures for the permitted uses.

##### 10.1.4 Lot Area

- i) one unit of a semi-detached dwelling; 278 m<sup>2</sup> (3000 ft.<sup>2</sup>) minimum
- ii) one semi-detached dwelling on one lot, 557 m<sup>2</sup> (6,000 ft.<sup>2</sup>) minimum  
or one duplex building on one lot;
- iii) triplex building; four-plex building; 650 m<sup>2</sup> (7,000 ft.<sup>2</sup>) minimum  
converted building; a rooming or  
boarding house; or multiple dwelling;
- iv) townhouse dwelling; 215 m<sup>2</sup> (2314 ft.<sup>2</sup>) minimum per dwelling unit
- v) apartment dwelling; not applicable

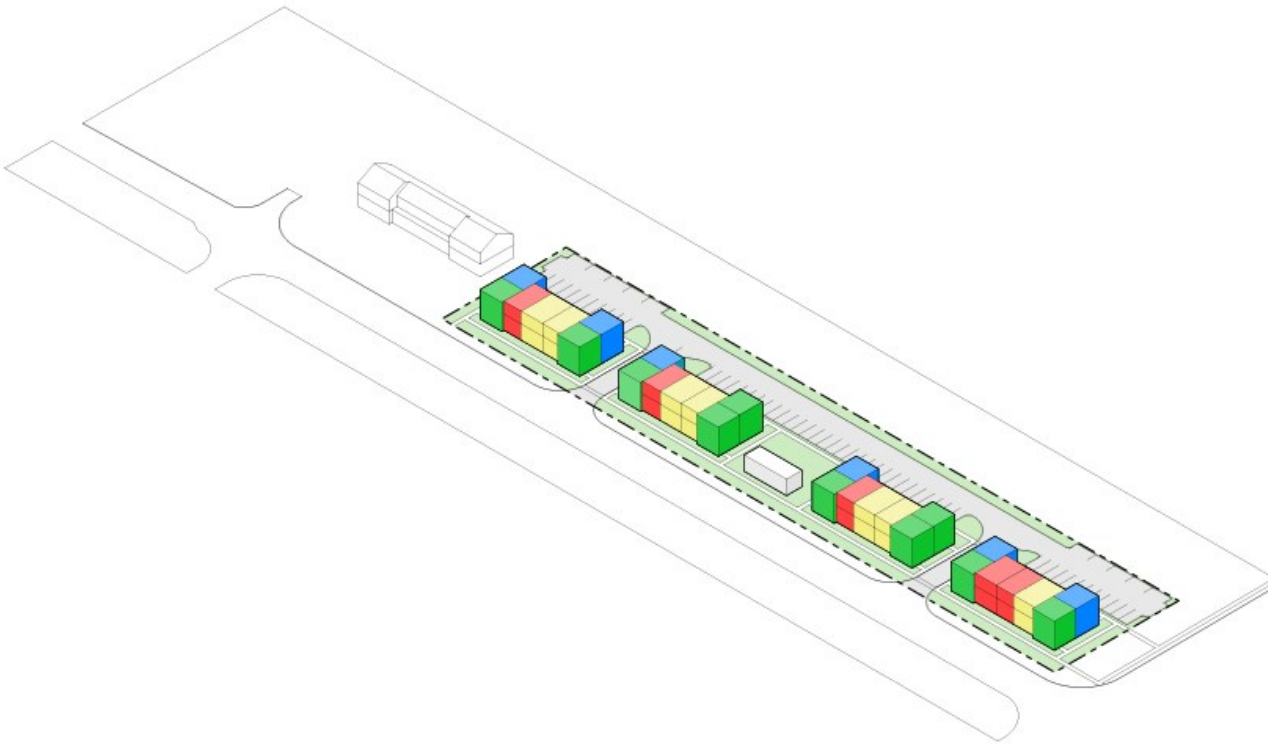
#### 10.1.8 Floor Area Per Dwelling Unit:





Type of Dwelling Unit	Minimum Floor Area
Bachelor Unit	28 m <sup>2</sup> (300 ft. <sup>2</sup> )
One Bedroom Unit	42 m <sup>2</sup> (450 ft. <sup>2</sup> )
Two Bedroom Unit	56 m <sup>2</sup> (600 ft. <sup>2</sup> )
Three Bedroom Unit	70 m <sup>2</sup> (750 ft. <sup>2</sup> )
Each Additional Bedroom	10 m <sup>2</sup> (107 ft. <sup>2</sup> )
Dwelling, Senior Citizen - Bachelor Unit	27 m <sup>2</sup> (290 ft. <sup>2</sup> )
Dwelling, Senior Citizen - One Bedroom Unit	40 m <sup>2</sup> (430 ft. <sup>2</sup> )
Dwelling, Senior Citizen - Two Bedroom Unit	48 m <sup>2</sup> (516 ft. <sup>2</sup> )
Dwelling, Senior Citizen - Three Bedroom Unit	62 m <sup>2</sup> (667 ft. <sup>2</sup> )

Rezone to allow for multi unit townhomes

# DESIGN

**DESIGN: Programmatic & Design Intent = 40 units / 71 Parking**



-  1 BEDROOM UNIT
-  2 BEDROOM UNIT
-  3 BEDROOM UNIT
-  4 BEDROOM UNIT

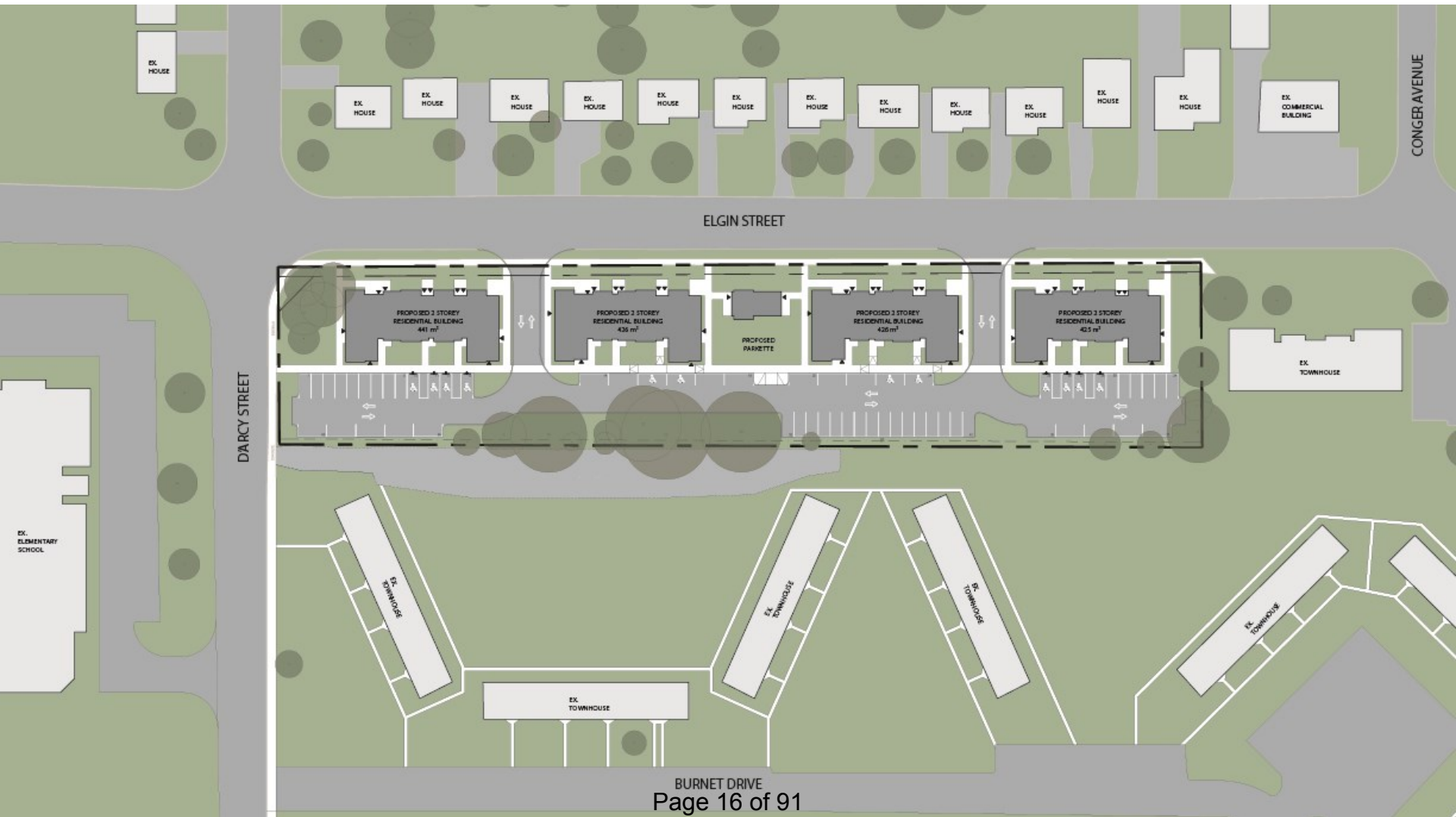
40 UNITS – 2 Storey

1 BEDROOM APARTMENT UNIT-14  
2 BEDROOM APARTMENT UNIT-10  
3 BEDROOM APARTMENT UNIT-4  
3 BEDROOM TOWNHOUSE UNIT-6  
4 BEDROOM TOWNHOUSE- 6

1.5 parking spaces +/-unit  
1 accessible parking space for every 20 spaces

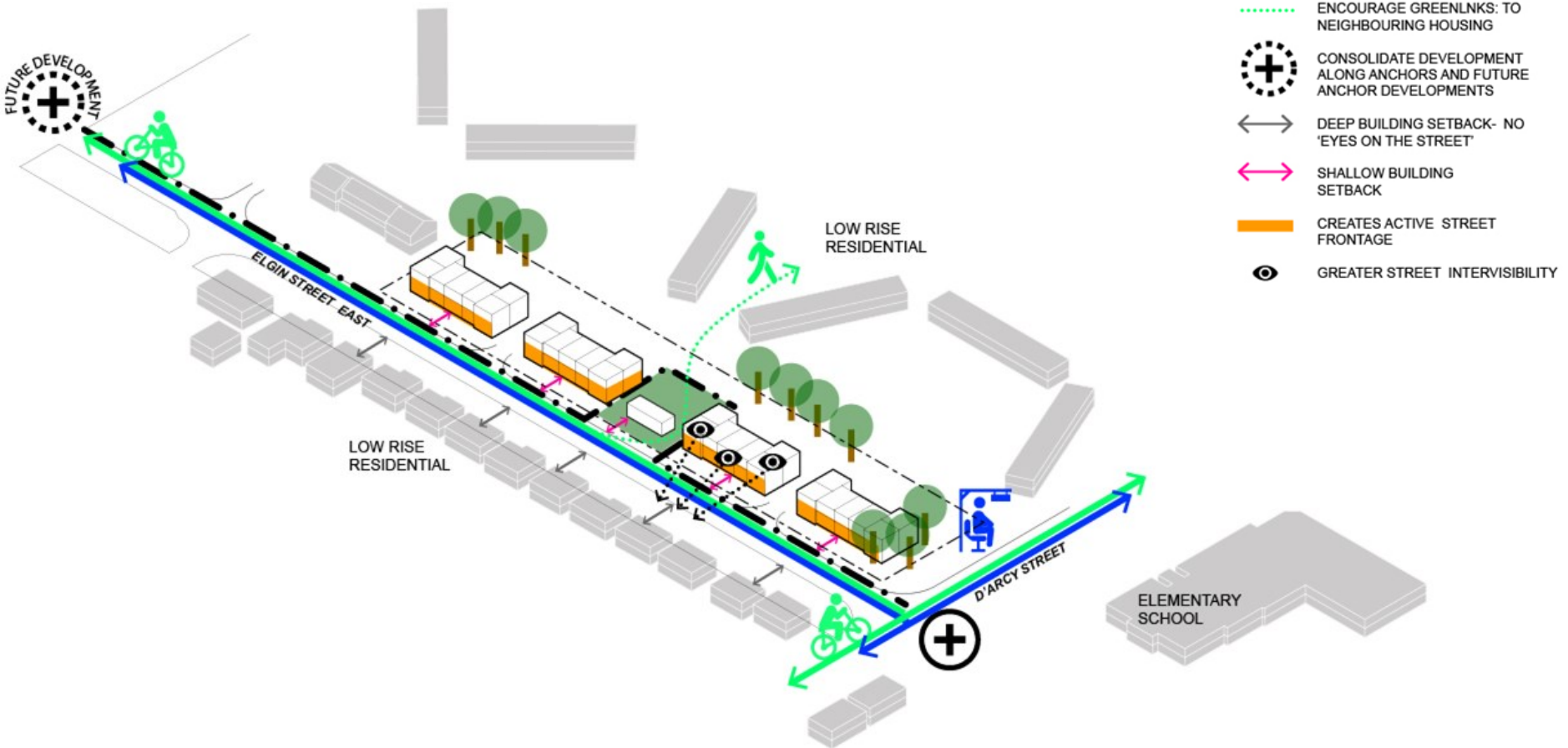
# DESIGN

## DESIGN: *SITE PLAN*

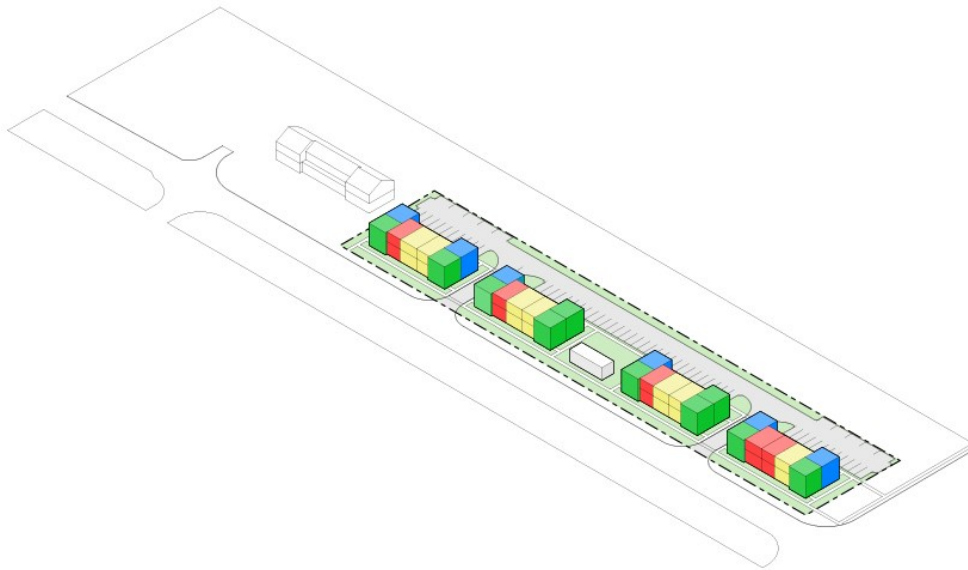


# DESIGN

## DESIGN: *PUBLIC REALM*







**BUILDING TYPE 01**

**BUILDING TYPE 02**

**BUILDING TYPE 02**

**BUILDING TYPE 03**



D'ARCY STREET

## SITE PLAN

- 1 BEDROOM APARTMENT UNIT - 14
- 2 BEDROOM APARTMENT UNIT - 10
- 3 BEDROOM APARTMENT UNIT - 4
- 3 BEDROOM TOWNHOUSE UNIT - 6
- 4 BEDROOM TOWNHOUSE - 6
- TOTAL UNITS - 40

## ACCESSIBLE UNIT COUNTS

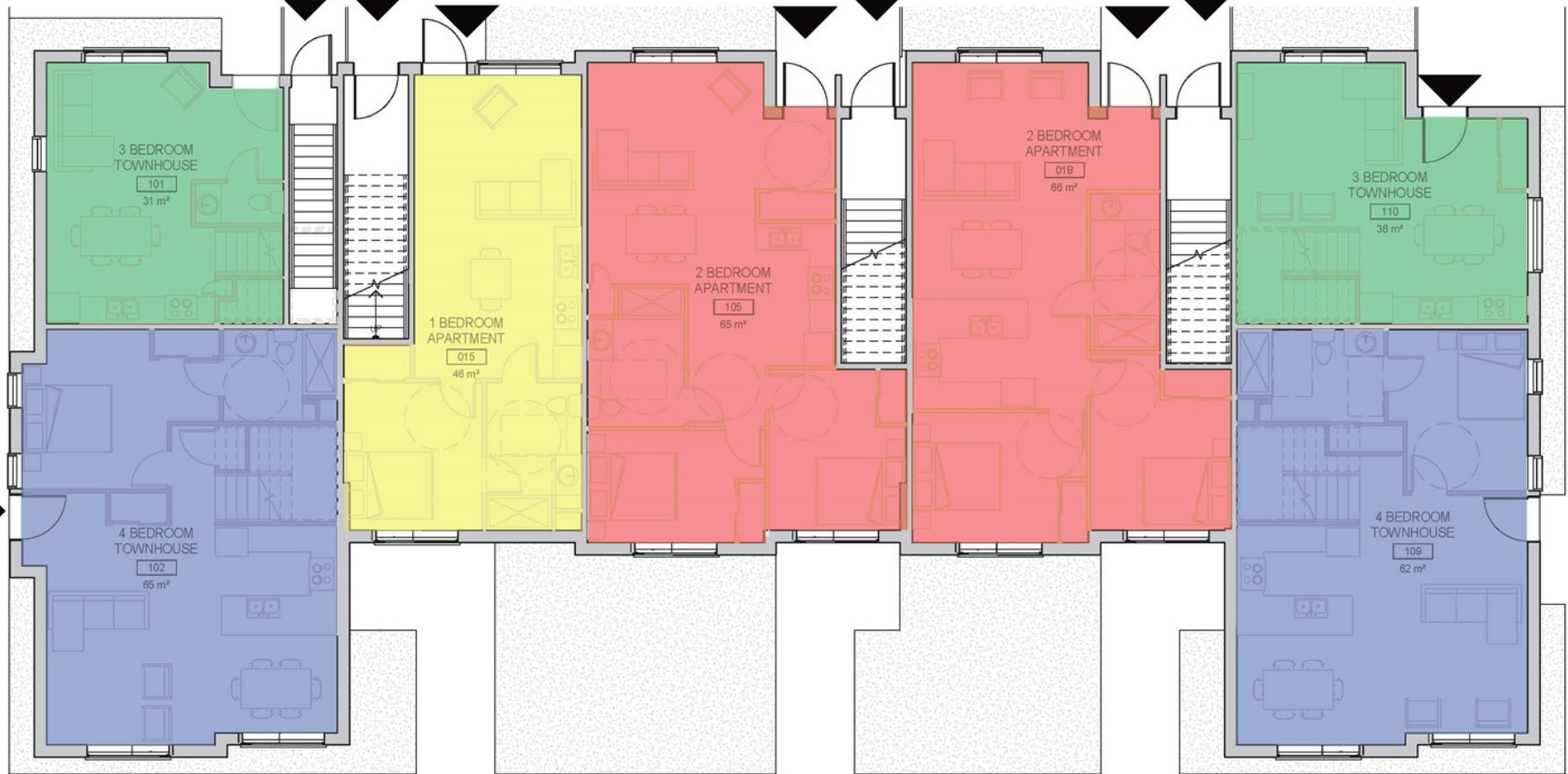
- 1 BEDROOM ACCESSIBLE UNIT - 3
- 2 BEDROOM ACCESSIBLE UNIT - 2
- 3 BEDROOM ACCESSIBLE UNIT - 2
- 4 BEDROOM ACCESSIBLE TOWNHOUSE - 2
- TOTAL ACCESSIBLE UNITS - 9

ACCESS TO BASEMENT

ACCESS TO  
SECOND FLOOR 1BD

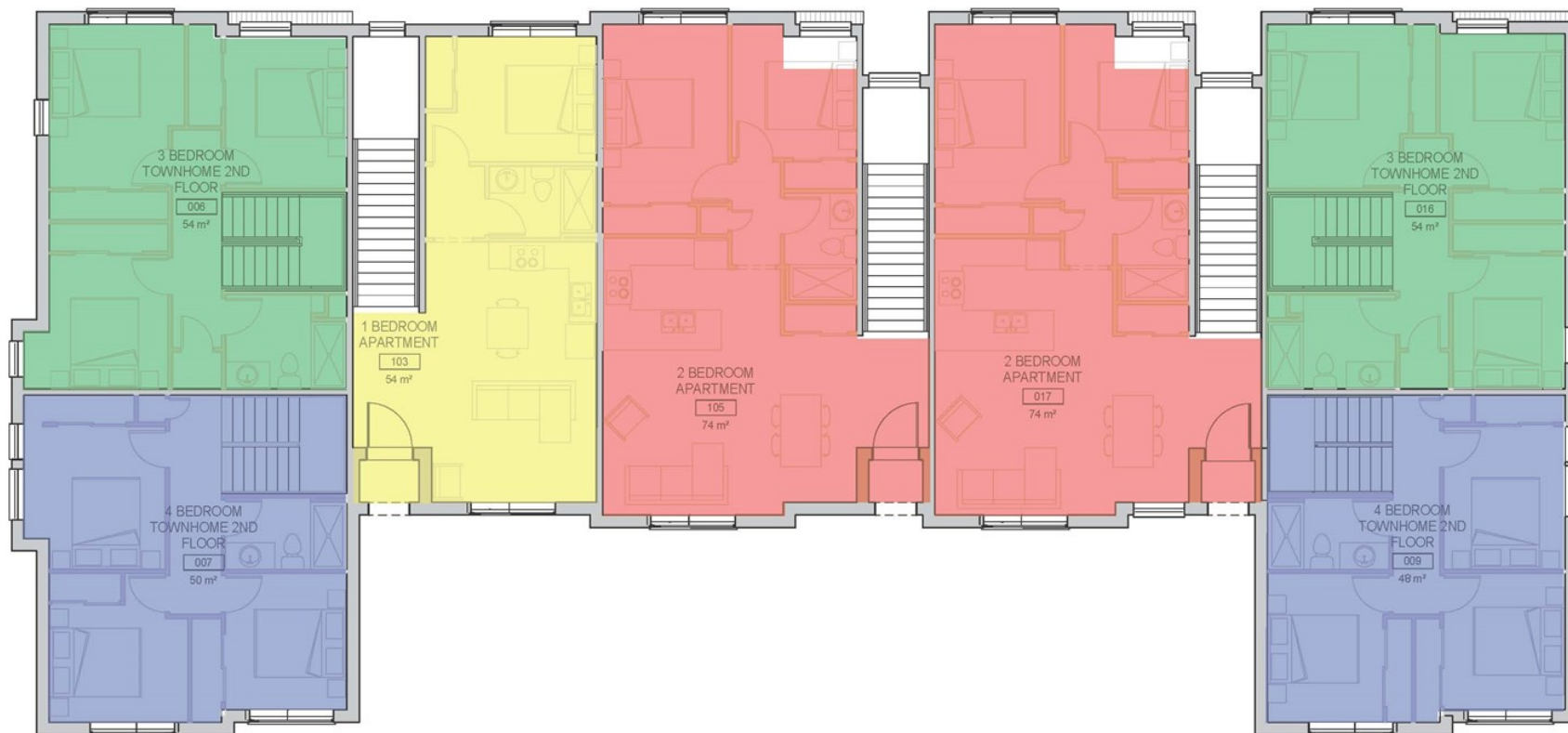
ACCESS TO  
SECOND FLOOR 2BD

ACCESS TO  
SECOND FLOOR 2BD



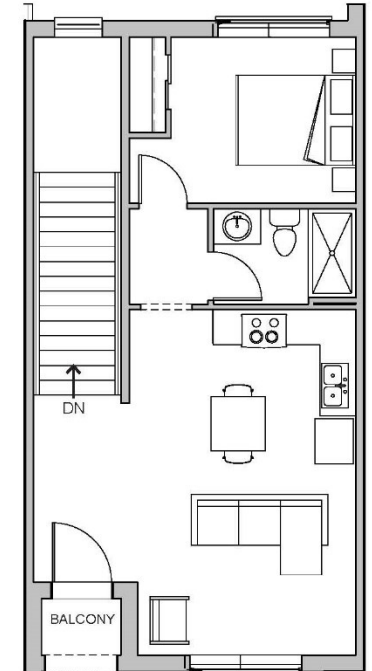
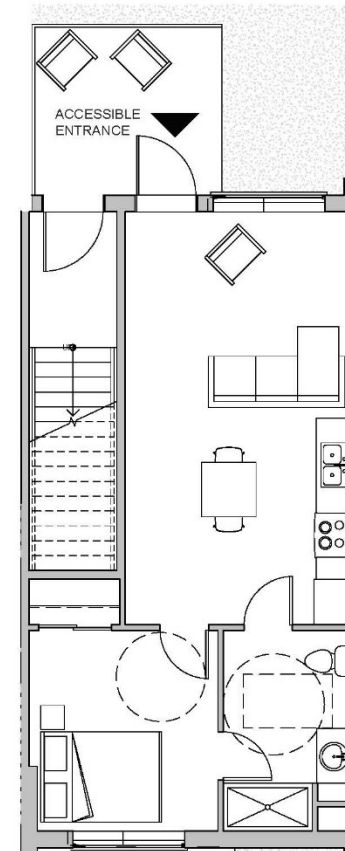
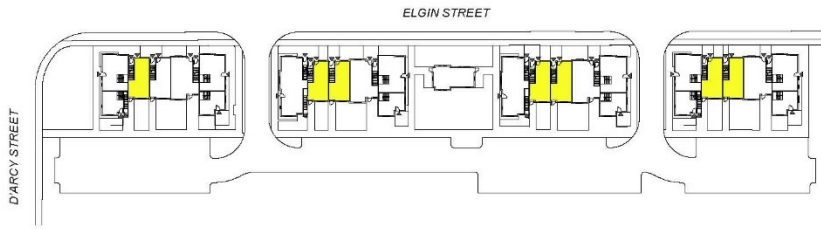
## TYPICAL GROUND FLOOR PLAN (BUILDING TYPE 01)

- 1 BEDROOM ACCESSIBLE UNIT
- 2 BEDROOM ACCESSIBLE UNIT
- 3 BEDROOM TOWNHOUSE UNIT
- 4 BEDROOM TOWNHOUSE UNIT



## TYPICAL SECOND FLOOR PLAN (BUILDING TYPE 01)

- 1 BEDROOM UNIT
- 2 BEDROOM UNIT
- 3 BEDROOM TOWNHOUSE UNIT
- 4 BEDROOM TOWNHOUSE UNIT



### CMHC – Co-Investment Accessibility Guidelines:

- Fully Accessible Kitchen
- Fully Accessible Bathroom
- In Suite Accessible Laundry

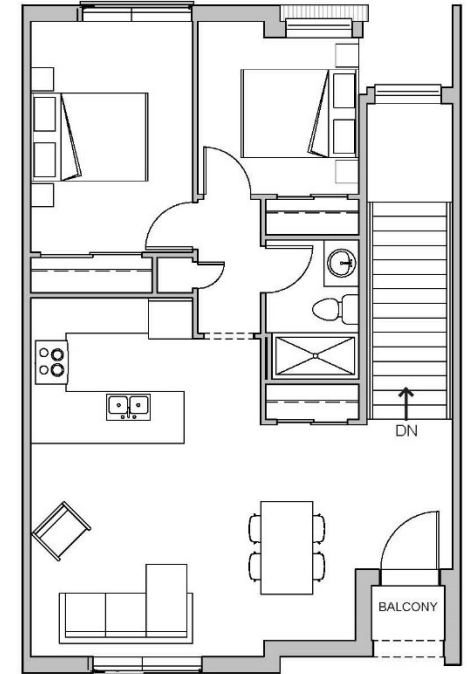
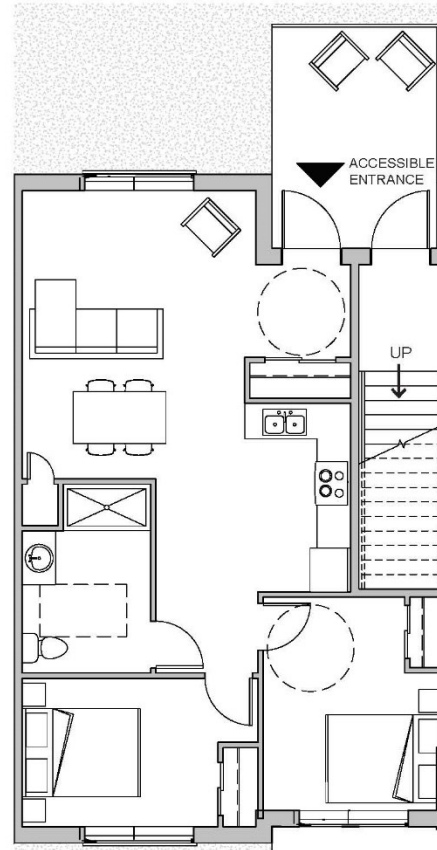
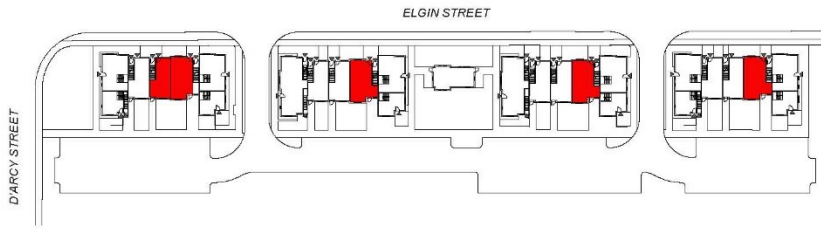
### GROUND FLOOR - ACCESSIBLE

1 BEDROOM ACCESSIBLE UNIT - 7

### SECOND FLOOR

1 BEDROOM UNIT - 7





### CMHC – Co-Investment Accessibility Guidelines:

- Fully Accessible Kitchen
- Fully Accessible Bathroom
- In Suite Accessible Laundry

### GROUND FLOOR - ACCESSIBLE

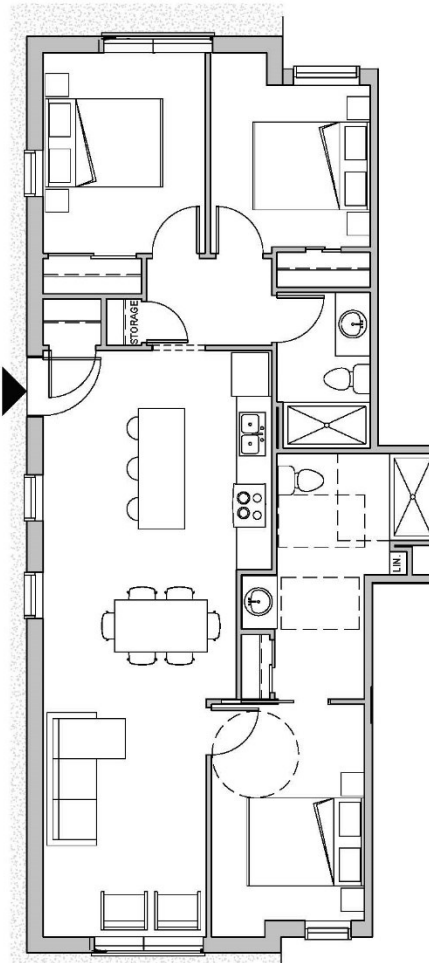
2 BEDROOM ACCESSIBLE UNIT - 5

### SECOND FLOOR

2 BEDROOM UNIT - 5

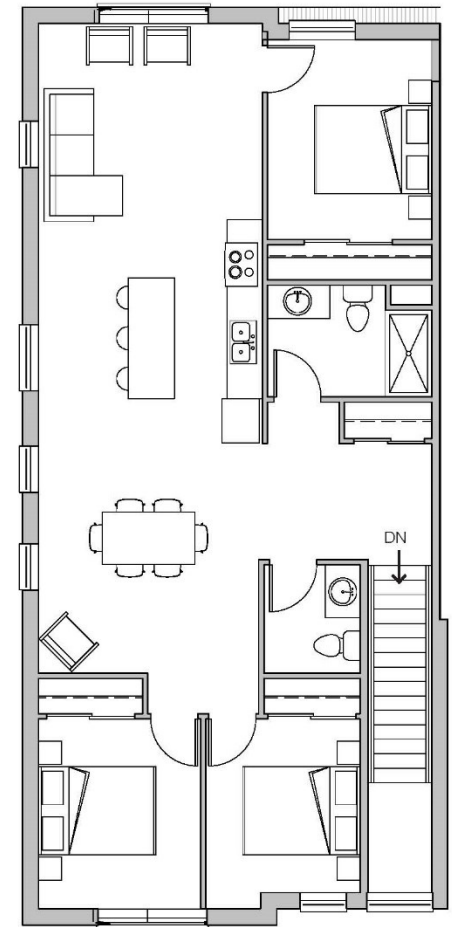


ACCESSIBLE  
ENTRANCE



GROUND FLOOR - ACCESSIBLE

3 BEDROOM ACCESSIBLE UNIT - 2

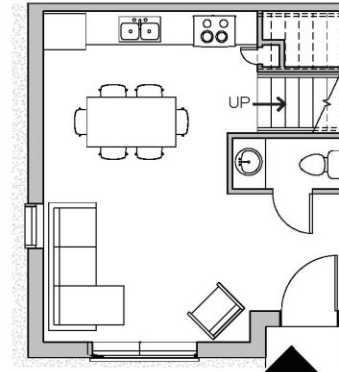


SECOND FLOOR

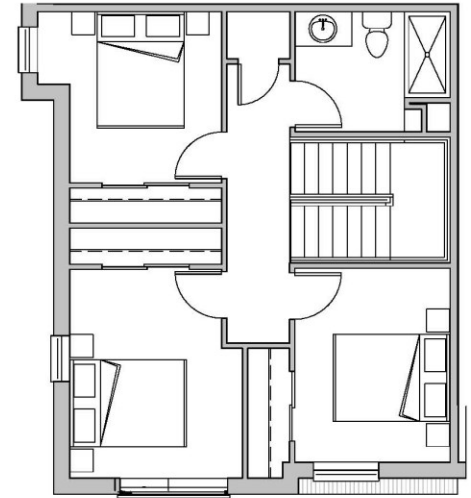
3 BEDROOM UNIT - 2

### CMHC – Co-Investment Accessibility Guidelines:

- Fully Accessible Kitchen
- Fully Accessible Bathroom
- In Suite Accessible Laundry

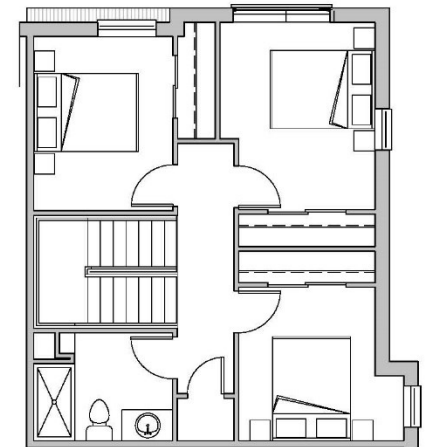
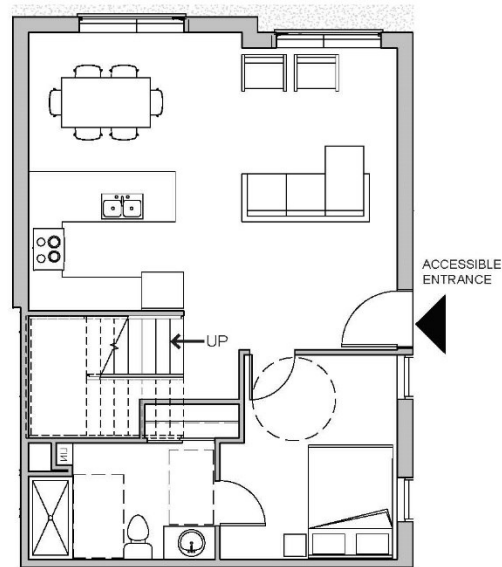


TOWNHOUSE GROUND  
 3 BEDROOM UNIT - 6



TOWNHOUSE- SECOND FLOOR





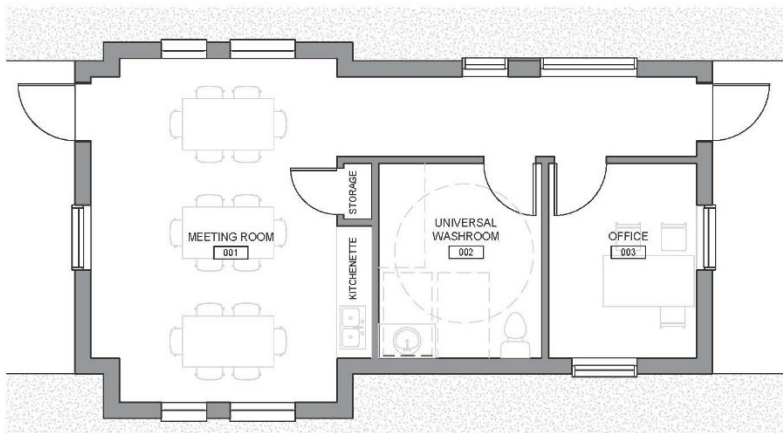
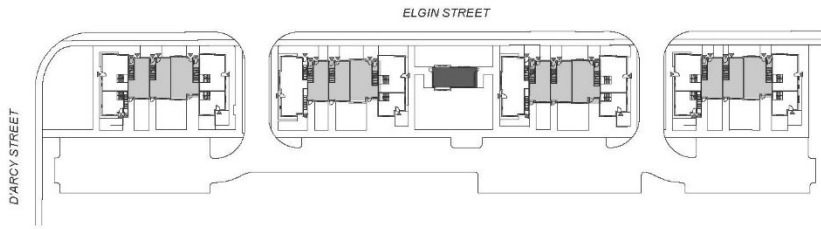
### CMHC – Co-Investment Accessibility Guidelines:

- Fully Accessible Kitchen
- Fully Accessible Bathroom
- In Suite Accessible Laundry

TOWNHOUSE - ACCESSIBLE GROUND

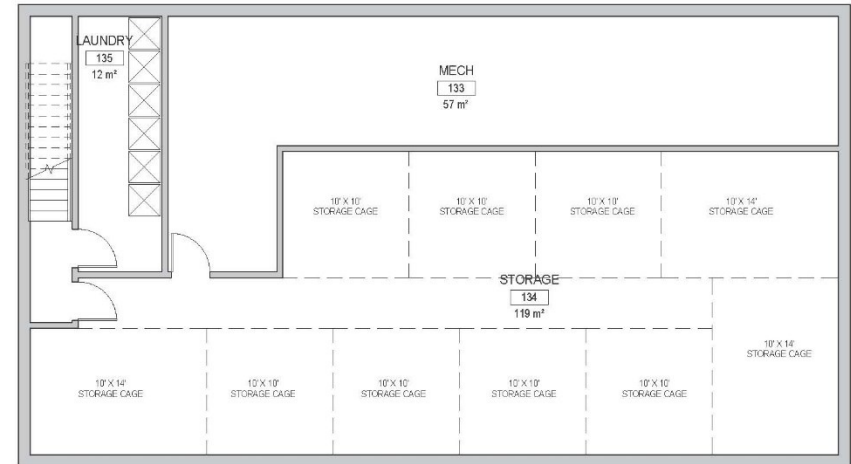
TOWNHOUSE - SECOND FLOOR

4 BEDROOM ACCESSIBLE UNIT - 6



AMENITY BUILDING - ACCESSIBLE

■ AMENITY BUILDING



TYPICAL BASEMENT

■ BASEMENT



	WHITE WOOD SIDING
	DARK BLUE WOOD SIDING
	WOOD SIDING





**RENDERING - ELGIN PARK REDEVELOPMENT – SOUTHEAST VIEW FROM ELGIN STREET EAST**





**RENDERING 2 - ELGIN PARK REDEVELOPMENT – SOUTHEAST VIEW FROM ELGIN STREET EAST**





**RENDERING 3 - ELGIN PARK REDEVELOPMENT AMENITY BUILDING**  
**SOUTHEAST VIEW FROM ELGIN STREET EAST**





**RENDERING 4 - ELGIN PARK REDEVELOPMENT  
AXONOMETRIC VIEW**

# DESIGN

## DESIGN: PHASING

**LEGEND:**  
**PHASE 1**  
 EXISTING BUILDING  
 DEMOLITION

**PHASE 2**  
 EXISTING BUILDING  
 DEMOLITION

**LEGEND:**  
**PHASE 1**  
 TEMPORARY BACKYARD  
 FENCING

PROPOSED  
 STORMWATER LINE TO  
 CONNECT TO MAIN

PROPOSED SEWERAGE  
 LINE TO CONNECT TO  
 MAIN

PROPOSED WATER MAIN  
 LINE TO CONNECT TO  
 MAIN

TEMPORARY VEHICULAR  
 CIRCULATION

**PHASE 2**  
 FUTURE BUILDING

FUTURE :  
 STORMWATER  
 SEWERAGE  
 WATER MAIN LINE

### EXISTING DEMOLITION

### PHASE 01 – NEW BUILD & SITE SERVICEING

### PHASE 02 - NEW BUILD & SITE SERVICEING



# SUSTAINABILITY

The County intends to pursue **LEED for Homes Silver Certification** for this project. The current LEED version 4, as provided by the Canada Green Building Council (CaGBC) will be used. This direction is a holistic approach for meeting sustainability targets, CMHC environmental requirements, budgetary and schedule constraints.

The **LEED for Homes** program offers a unique, comprehensive approach to the design of the project from the Planning Stages to Operation. This program incorporates a wide range of sustainability aspects including Location, Transportation, Site Considerations, Water Efficiency, Energy Use, Building Materials, and Indoor Environmental Quality.

PROGRAM	ADVANTAGES
<p>LEED for Homes Version 4</p> <p>Thresholds: Certified, Silver, Gold, Platinum</p>	<ul style="list-style-type: none"> <li>○ Most holistic approach to overall site and building design.</li> <li>○ BBA can administer this program.</li> <li>○ The project will carry a third-party certification.</li> <li>○ Benefits of the program include: <ul style="list-style-type: none"> <li>• Reduced <b>energy</b> and water usage.</li> <li>• Lower operating <b>costs</b>.</li> <li>• Less construction <b>waste</b>.</li> <li>• Reduced liability.</li> <li>• More <b>durable</b> buildings.</li> <li>• Improved indoor <b>air quality</b>.</li> </ul> </li> </ul>





# Engagement Activities to Date

- Substantial tenant engagement throughout process, since project plan was announced in March 2019
- Project website ([www.Northumberland.ca/elginpark](http://www.Northumberland.ca/elginpark))
- Online open house (Join In Northumberland) from September 29 through to October 29
  - 489 visits to this page
- Virtual Question and Answer Session and Public Engagement held on October 15
  - 9 members of the public participated
- Print neighbour notice and tenant notice September 23 and September 29
- Media releases, social media campaign, digital ads and print notice in newspaper

# NEXT STEPS

Through the Integrated Design Process (IDP) Northumberland County and the BBA project team will strive to develop a holistic concept for Northumberland County, and the Town of Cobourg.

The next steps for the Elgin Park Re-Development will include, but are not limited to:

## **Funding-Grant Timelines**

**Re Zoning Application (Fall 2020) & Approvals (Spring 2021)**

**Site Plan Application (Fall 2020) & Approvals (Spring 2021)**

**Building Permit (Spring 2021)**

**Tender (All Phases) (Spring 2021)**

**Demolition-Phase 1 (Spring 2021)**

**Construction-Phase 1 (Summer 2021)**

# End of Presentation

To reach out to one of our team members:

- Rebecca Carman, Housing Services Manager (County of Northumberland)
- Nick Swerdfeger, Principal Architect (BBA)

Contact:

- [elginparkredevelopment@northumberlandcounty.ca](mailto:elginparkredevelopment@northumberlandcounty.ca)
- [www.Northumberland.ca/ElginPark](http://www.Northumberland.ca/ElginPark)



**265 – 327 Elgin Street East**  
Cobourg, ONTARIO

# PLANNING JUSTIFICATION REPORT

September 2020

Prepared by

**LARKIN+**  
land use planners inc.  
larkinplus.com 905-895-0554  
849 Gorham Street, Newmarket ON Canada L3Y 1L7





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## 1.0 INTRODUCTION

LARKIN+ Land Use Planners Inc. ("LARKIN+") has been retained by Barry Bryan Associates (Proponent/Applicant) to prepare a Planning Justification Report (PJR) in regards to the proposed redevelopment of a property described as 265-327 Elgin Street East (the "Subject Lands") in the Town of Cobourg. The Subject Lands currently comprise an amalgamation of 9 lots which are occupied by 18 semi-detached units in 9 buildings with direct frontage onto Elgin Street East. The intent of the Applicant is to redevelop the Subject Lands for an Affordable/Market Rent residential development consisting of forty (40) stacked townhouse units in 4 buildings and 1 Auxiliary building. The development will provide of a variety of sizes and will include several accessible units as follows:

- 14 @ 1 bedroom units including 3 accessible, 7 non-accessible and 4 potential future accessible retrofit units.
- 10 @ 2 bedroom units including 2 accessible, 5 non-accessible and 3 potential future accessible retrofit units.
- 10 @ 3 bedroom units including 2 accessible and 8 non-accessible units.
- 6 @ 4 bedroom units including 1 accessible and 5 potential future accessible retrofit units.

Access to the townhouse units will continue to be provided from Elgin Street East. In order to facilitate the proposed development, two applications are required:

APPLICATIONS REQUIRED...	INTENT OF APPLICATIONS...
<b>ZBA: Zoning Bylaw Amendment</b>	<i>An application is required to rezone the Subject Lands from Residential 3 "R3" Zone to Residential 4 "R54" to permit a stacked townhouse development.</i>
<b>SPA: Site Plan Approval</b>	<i>A Site Plan Approval Application is required to confirm the layout of the development on the Subject Lands based on the development of detailed floor plans and elevations for the proposed units.</i>

Both the Zoning By-law Amendment and the Site Plan Approval applications were the subject of a Pre-Consultation meeting (2020.07.08) which identified the following documents that as being required to support the applications:

- A Functional Servicing Report and Stormwater Management Report
- A Tree Inventory & Preservation Study/Arborist Report
- Urban, Landscape and Sustainable Design Report
- A Traffic Study
- A Noise Study

This Planning Justification Report (PJR) also is required as part of a complete application and will be submitted with the application for a Zoning By-law Amendment. A Site Plan Application will follow which will include the Traffic and the Noise Study as part of that submission. The purpose of this report is to review the applications in light of the applicable land use planning policies, as articulated through Provincial and Regional and local planning policy, and the supporting studies in order to evaluate the appropriateness of the Subject Lands for proposed residential development and to determine conformity of the proposed development to the planning policy regime.

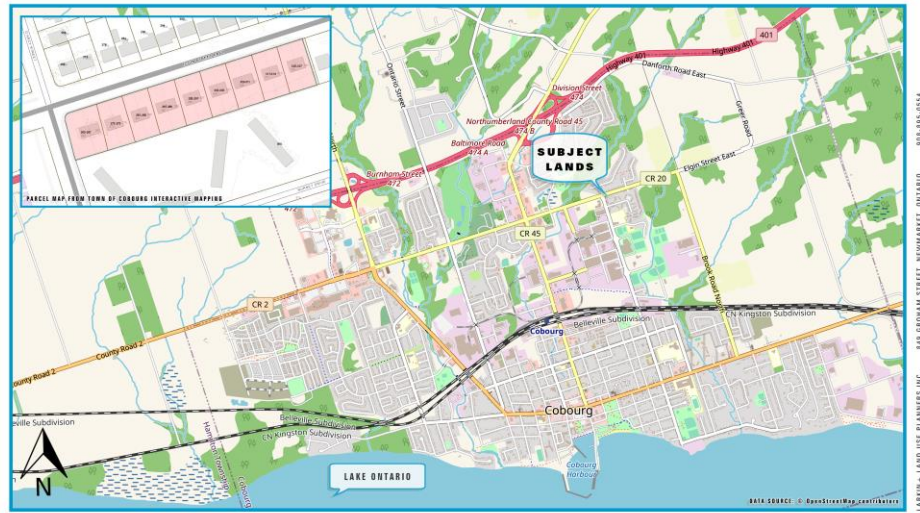


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## 2.0 SITE LOCATION & DESCRIPTION

The Subject Lands are located in the northeast corner of the Town of Cobourg just south of Highway 401 between Brook Road North and Division Street (Figure 1 Location Map). More specifically, the property is located on the southeast corner of D'arcy Street and Elgin Street and extends east along Elgin Street comprising several properties. Access to the Subject Lands is from Elgin Street East.

The Subject Lands are 0.8429 ha (2.10 acres) in size and can be described as rectangular in shape with a total frontage of 207.3 m along Elgin Street East. The property currently is occupied by a total of 18 older semi-detached units. Trees and vegetation exist along Elgin Street at the front of the existing units and along the rear in the backyards.



**FIGURE 1**  
**LOCATION MAP**  
265-327 ELGIN STREET EAST, COBourg, ONTARIO

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**FIGURE 2**  
**AERIAL OF SUBJECT LANDS**  
265-327 ELGIN STREET EAST, COBourg, ONTARIO

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The Subject Lands are located within an area that supports a mix of use including a range of residential uses. Generally, the lands to the north can be described as low density residential and the uses to the east and south as medium density residential in the form of townhouses. Further to the east, the lands are environmental along Brook Creek and rural which are targeted for future development as the Town expands. Lands to the west lands generally can be described as institutional, including a school, and industrial uses.



The surrounding uses can be described as follows

- ▶ South: Medium density residential in the form of townhomes and Grant Sine Public School and the Northumberland Centre for Individual Studies.
- ▶ East: Medium density residential uses which are part of the Cobourg Non-Profit Housing Corporation.
- ▶ West: Institutional and Industrial uses including St. Joseph Catholic Elementary School and Custom Plastics International.
- ▶ North: Single detached residential uses and commercial uses such as the Elgin Variety Store.

The area also is well serviced by public schools to the south and the west, a day care to the south, employment uses to the west and open space uses to the east, providing an opportunity to live, work and play within the general area.



**FIGURE 3**  
**AERIAL OF SURROUNDING LAND USES**  
 265-327 ELGIN STREET EAST, COBOURG, ONTARIO

### 3.0 PROPOSED DEVELOPMENT

The following subsections describe the site plan design and summarize the supporting studies that are required as part of a complete application.

#### 3.1 Background on the Proposal

The proposed development comprises a project by the Northumberland County Housing Corporation (NCHC) which owns and operates nine (9) existing semi-detached buildings on 265 – 327 Elgin Street East. The existing buildings are nearing the end of their useful lifespan and, therefore, the NCHC would like to re-develop the property through an intensification of the existing housing stock. The existing semi-detached buildings will be demolished as part of the re-development and replaced with a new affordable/market rent residential stacked townhouse development to meet the current housing needs in the County of Northumberland. The units will be targeted to seniors, families and people with physical disabilities.

#### 3.2 Site Plan Design

The application for a Zoning By-law Amendment will enable the creation of 40 residential units within 4 2-storey buildings with basements all fronting onto Elgin Street East (see Figure 4: Conceptual Site Plan of Proposal). The buildings will front along and have entrances from Elgin Street East but driveway access will be provided via a parking lot that is located to the rear of the property and runs parallel to the proposed buildings.



**FIGURE 4**  
**SITE PLAN OF PROPOSAL**  
265-327 ELGIN STREET EAST, COBourg, ONTARIO





Each of the four buildings will include 10 units on the ground floor and the second floor and laundry and storage units in each basement. Each building is described as follows:

**a) Building 1**

Building 1 is proposed to have a Gross Floor Area (GFA) of 1083 m<sup>2</sup>, including the basement, and will be comprised of the following units:

- 2 @ 1 bedroom townhome units
- 4 @ 2 bedroom townhome units
- 2 @ 3 bedroom townhome units
- 2 @ 4 bedroom townhome units.

**b) Building 2 & Building 3**

Buildings 2 and 3 are proposed to have a Gross Floor Area (GFA) of 1053 m<sup>2</sup> including the basement, and will be comprised of the following units:

- 1 @ 3 bedroom townhome units
- 1 @ 4 bedroom townhome units
- 4 @ 1 bedroom apartment units.
- 2 @ 2 bedroom apartment units.
- 2 @ 3 bedroom apartment units.

**c) Building 4**

Building 4 is proposed to have a Gross Floor Area (GFA) of 1042 m<sup>2</sup> including the basement, and will be comprised of the following units:

- 4 @ 1 bedroom townhome units
- 2 @ 2 bedroom townhome units
- 2 @ 3 bedroom townhome units
- 2 @ 4 bedroom townhome units.

A total of 8 units will be designed as fully accessible in a variety of unit sizes as well as 25 units are designed to be convertible to accessible units. A total of 5% of the space in the development will be designed as accessible laundry facilities. Entrances to the buildings are provided at both the front of the buildings to Elgin Street and the rear of the buildings to the parking lot.

Road access will be provided to Elgin Street through two driveways that will pass between 1) Building One and Building 2 and 2) between Building 3 and Building 4 and lead to a parking lot located along the rear of the property. A total of 60 parking spaces are proposed in the form of parallel and aisle parking styles and including a total of 8 accessible parking spaces. Accessible parking spaces are designed to flank ramps for easy access to the sidewalks that link to the entrances of the buildings.

Finally, an Auxiliary Building is proposed between Building 2 and Building 3 which is designed to provide a 152.4 m<sup>2</sup> (500 ft<sup>2</sup>) area for laundry facilities and a 152.4 m<sup>2</sup> (500 ft<sup>2</sup>) amenity space area. Landscaped area on the site plan accounts for a total of 46.8% of the proposed development including 37.4% dedicated to “softscaping” and the remainder as permeable paver.





### 3.3 Functional Servicing Report & Stormwater Management Report

MGM Consulting was retained to prepare a Functional Servicing and Stormwater Report to address the infrastructure required to support the Zoning By-law Amendment application for the proposed development on the Subject Lands. The proposed site works were summarized as follows:

- **Grading & Drainage** – Slopes within the paved areas will be set between 1% and 5% and will be completed such that the majority of the storm drainage will be contained with storm runoff being conveyed to proposed on site catch basins, swales and bioswales and an internal storm system outletting to existing storm sewers on Elgin Street. Drainage from roofs will be conveyed to landscape areas via rainwater leaders with a portion of the rear roofs being directed to infiltration pits. An overflow from the pits will redirect storm flows to the proposed private storm sewer.
- **Stormwater Management** – Internal storm sewers will convey minor storm flows to the existing municipal storm system and stormwater management peak flow objectives will be achieved with the installation of a control orifice. Sufficient on-site storage will be provided in surface ponding areas and below ground in the internal storm system and proposed underground storage chambers. Quality controls will be achieved using a “treatment train” that includes a package treatment unit, bio-swales and isolator row inside storage chamber.
- **Proposed Sanitary Servicing** – Sanitary servicing is proposed with a 200 mm connection to the existing 375 mm sanitary sewer located within the D’Arcy Street right of way.
- **Proposed Water Servicing** – A new 50 mm watermain is proposed to provide domestic water supply to the site; however, the final location of domestic water service connections will be confirmed during the detailed design phase. Fire protection will be provided from two existing fire hydrants located north of Elgin Street and north-west corner intersection of Elgin Street and D’Arcy Street.

### 3.4 Tree Protection Plan/Arborist Report

A Tree Removal and Compensation plan was undertaken by NewLeaf Landscape Architecture as part of the submission. A total of 63 trees are present on the Subject Lands including 19 trees that are under 30 cm in diameter. Tree removals will be determined based on the final site plan layout and limits of excavation, servicing and grading and appropriate tree compensation will be provided for trees with a caliper of 300 mm diameter to be removed for the purpose of the development. Preliminary removals will include 36 trees over 30 cm DBH and tree preservation will include 8 trees along the west and east edge.

### 3.5 Urban Design Report

An urban design report has been submitted as part of the application. The analysis concluded that the proposed design meets the general intent of the Urban Design policies as defined in the Town of Cobourg Official Plan. The proposed development will provide the following:

- Housing intensification that meets the intent of the Urban Design Policy of the Town of Cobourg Official Plan
- Building design that responds to the pedestrian scale and creates a continuous, active frontage along Elgin Street and internal to the development.
- High quality design with resilient material for lower maintenance.
- Contextually sensitive landscape and architectural design that complements adjacent uses.

The analysis conclude that the housing intensification proposal is an appropriate development along Elgin Street East and D’Arcy Street intersection that respects the surrounding community.



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## 4.0 POLICY CONFORMITY REVIEW

A review of planning documents must be undertaken in order to determine conformity of the application to the Planning Act as well as the provincial, regional and local municipal planning documents. A review of the applications in regards to the applicable planning documents made the following conclusions:

- ✓ **The Proposed Development has Regard for Matters of Provincial Interest (Section 2 and Section 3 of the Planning Act, 1990).** The applications will facilitate the redevelopment and intensification of existing residential properties on full municipal services within a general area that already supports medium density uses in the form of townhouses. The proposed development is appropriately located, will expand the availability of affordable housing/market based rental units and accessible units in Cobourg and will be compatible with the surrounding uses and the available infrastructure. The site will be designed to be accessible and to expand the availability of a range of household types, incomes and sizes.
- ✓ **The Proposed Development is in the Public Interest.** The proposed development will assist the Town of Cobourg in accommodating projected growth and will expand the availability and range of affordable housing options in the area and the availability of accessible units. The proposed development will intensify the use of an existing property and provide much needed affordable housing in an appropriate area within the Town. The Conceptual Site Plan depicts a layout of units, parking and landscaping that has been designed to reflect the surrounding uses and to maximize the use of the available land.
- ✓ **The Proposed Development is Consistent with the Provincial Policy Statement 2020.** The proposed application is consistent with the Provincial Policy Statement 2020 (PPS). The PPS promotes intensification through the re-development of existing properties and promotes the development of affordable and accessible housing. Growth and development are directed to appropriate locations within settlement areas on full municipal services.
- ✓ **The Proposed Development Conforms to the Northumberland County Official Plan and the Town of Cobourg Official Plan.** The proposed application conforms to the plans which guide growth and development in the Town of Cobourg. The proposed development will appropriately accommodate projected growth on full municipal services and support the affordable housing policies through the provision of affordable housing units in an area with services and facilities needed to support medium density residential uses.

A detailed review of the applicable planning documents in light of the proposed applications is provided in the following sections.

### 4.1 The Planning Act, RSO, 1990.

The Planning Act must be considered when reviewing planning applications. In consideration of the proposed Zoning By-law Amendment, Sections 2 and 3 of the Planning Act apply. Section 2 requires that regard be given to matters of "Provincial Interest" and provides a list of examples including the following relevant matters:

- Efficient use of water, energy and infrastructure.
- Orderly development of safe and healthy communities.
- Accessibility for persons with disabilities.
- Provision of a full range of housing, including affordable housing.
- Appropriate location of growth and development.
- Promotion of development that is sustainable, supports public transit and pedestrian oriented.
- Promotion of well-designed built form.





The zoning by-law amendment proposes the re-development of an existing residential property for 40 new affordable housing units in an area well serviced by local transit and public services such as schools and day cares as well as employment opportunities. The Subject Lands are located within an area that already is developed for similar medium density uses in the form of townhomes and is a site that is suitably located for intensification being on a bus line. The proposed development, therefore, provides for the orderly development of the community and expands the range of affordable housing units available within the Town. The Conceptual Site Plan depicts a design that is in keeping with the surrounding area and is adequately sensitive to the existing residential uses that are adjacent to the Subject Lands and the site design includes accessible units and features and a range of unit sizes to meet the diversity of needs within Cobourg. Provincial policies support intensification through the re-development of an existing site providing for the efficient use of resources such as energy and water, as well as the efficient use of available infrastructure.

Section 3 (5) (a) of the Planning Act requires that decisions affecting planning matters be consistent with policy statements and conform to provincial plans that are issued under the Act. In regards to the proposed applications, the Provincial Policy Statement (PPS) 2020 applies and is addressed in the following section.

Further details of the suitability of the site for the proposed development, the suitability of the proposed location, the availability of services and conformity to plans and policies are provided within this report.

**CONCLUSION:** The proposed application successfully addresses the requirements of the Planning Act 1990.

## 4.2 Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) 2020 recognizes that Ontario's long term prosperity, environmental health and social well-being rely on wisely managing change and promoting efficient land use and development patterns. The PPS directs growth to settlement areas and promotes efficient development patterns that encourage a mix of housing, employment, recreation and park and open spaces and transportation. The Town of Cobourg is identified as an urban settlement area within Northumberland County and growth is directed to communities like Cobourg which have the infrastructure to absorb growth.

A review of the PPS identified relevant policies within Section 1.0 that guide Building Strong Healthy Communities. This section recognizes that healthy, liveable and safe communities are sustained by (policy 1.1.1):

- ▶ The promotion of efficient and cost-effective development and land use patterns;
- ▶ The accommodation of an appropriate, affordable and market-based range and mix of residential types;
- ▶ The minimization of land consumption and servicing costs; and
- ▶ Improving accessibility for persons with disabilities and older persons.

Section 1.1.2 requires that sufficient land be made available to meet projected needs through intensification and redevelopment. The proposed ZBA will facilitate the development of additional affordable housing units through the re-development and intensification of an older existing residential site. The development has been designed to more efficiently use the land and resources and to meet the future accessibility needs of residents of the development. Furthermore, the development will include a range of residential unit sizes in order to meet a range of household types and family sizes.

Section 1.1.3.1 directs growth and development to settlement areas like Cobourg and requires that settlement patterns are based on densities and a mix of uses which (policy 1.1.3.2):

- ▶ efficiently use land and resource,
- ▶ are appropriate for and efficiently use the available infrastructure and
- ▶ are transit supportive.



A range of housing options and opportunities for intensification, redevelopment and transit supportive development are promoted where it can be accommodated (policy 1.1.3.2) and where appropriate given the existing area and availability of infrastructure (policy 1.1.3.3). The PPS also requires that appropriate development standards are promoted which facilitate intensification, redevelopment and compact form within built-up areas (policy 1.1.3.4) and requires that planning authorities provide targets for intensification and re-development based on local conditions (policy 1.1.3.5). The County of Northumberland sets an intensification target of 39% for Cobourg and the proposed development will assist the Town in meeting this target. The proposed location provides an opportunity to re-develop an existing site for a more compact, intensive and efficient residential development that will help to support the local transit services. The proposed development also provides an opportunity to expand the availability of affordable housing options in the area at an appropriate location which already supports similar housing units with easy access to transit and public service facilities such as schools and daycares.

Finally, the Housing policies in Section 1.4 also direct municipalities to provide for an appropriate range and mix of housing options and densities to meet projected needs and to maintain a supply of land suitably zoned to facilitate residential intensification and development (policy 1.4.1). Section 1.4.3 requires that municipalities establish targets for housing that are affordable to low and moderate income households by permitting and facilitating:

- ▶ all housing options to meet all needs of the community including special needs;
- ▶ all types of residential intensification and redevelopment in accordance with policy 1.1.3.3;
- ▶ promoting densities that efficiently use infrastructure and public service facilities;
- ▶ transit supportive development in proximity to transit; and
- ▶ development standards which minimize the cost of housing and facilitate compact form.

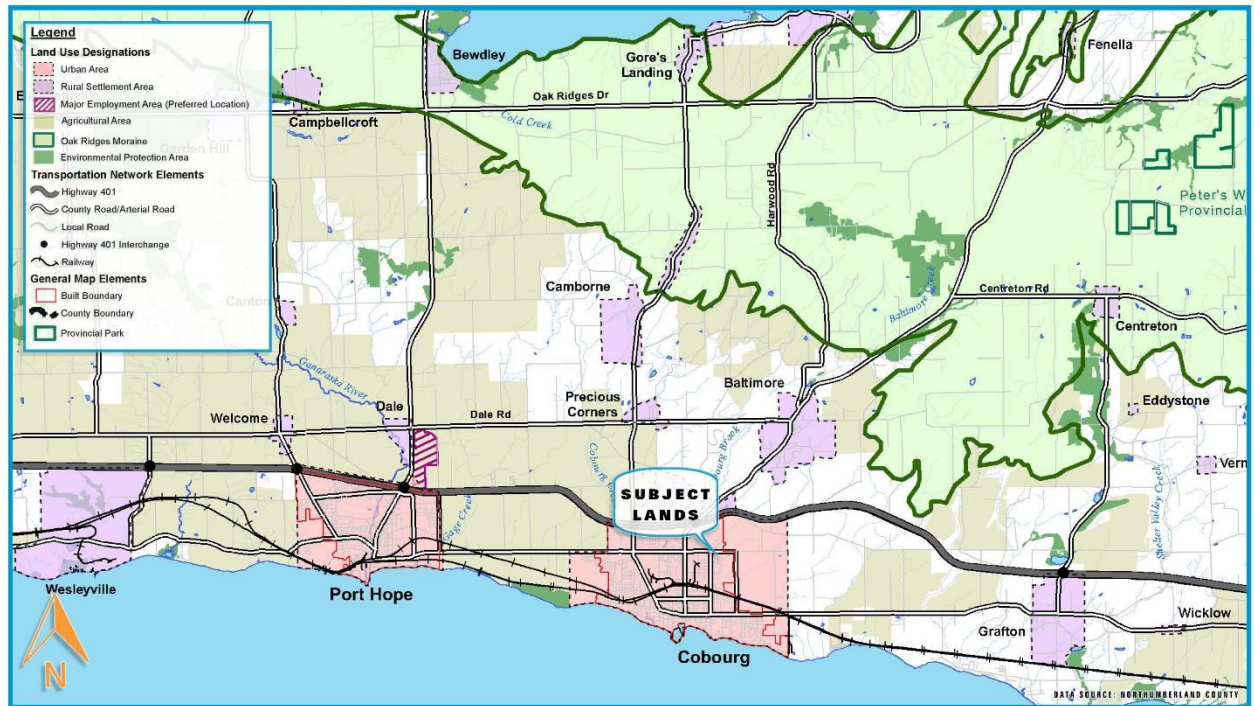
Finally, the Infrastructure and Public Service Facilities policies in Section 1.6 also support the efficient use of infrastructure and the optimization and re-use of the existing infrastructure before considering new infrastructure and public service facilities. The re-development of an existing site for a more compact and intensive development based on existing infrastructure and public service facilities supports these policies. The Long-Term Economic Prosperity policies in Section 1.7 encourage residential uses to respond to dynamic market based needs and provide housing options to meet the needs of a diverse workforce. The provision of housing that is affordable to the lower and middle income levels and creates market based rental housing is an ongoing challenge in communities and opportunities to provide housing to meet these needs are promoted by provincial policies.

The proposed Zoning By-law Amendment supports the PPS policies through the intensification and redevelopment of existing residential property for a more compact, higher density form of development that will enable the Applicant to provide affordable housing in the form of stacked townhouses at a variety of sizes and configurations, including accessible housing and rental units. The location close to a local transit stop will support the Cobourg's transit system and support the efficient use of infrastructure and existing services in the area.

**CONCLUSION:** Consistency with the Provincial Policy Statement 2020 has been demonstrated.

### 4.3 Northumberland County Official Plan, 2016

The Subject Lands are designated “Urban Area” on Northumberland County Official Plan Schedule A – Land Use (NCOP) (see Figure 5 – Northumberland County Schedule A – Land Use). The settlement areas in the County of Northumberland are divided into urban areas which have built boundaries, one being the Town of Cobourg.



**FIGURE 5**

**NORTHUMBERLAND COUNTY OFFICIAL PLAN, SCHEDULE 'A', LAND USE**

265-327 ELGIN STREET EAST, COBOURG, ONTARIO

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The Guiding Principles in Section A2 of the NCOP recognizes the importance of the efficient use of land and infrastructure to ensure an adequate supply of land and housing choices to meet the future needs of residents while respecting the character of existing urban areas. All forms of housing are encouraged in order to meet the needs of all ages, incomes and household sizes and housing is encouraged to locate near public transportation, jobs and essential goods and services. The proposed development supports the guiding principle in Section A2.

A review of the NCOP identifies relevant policies in Section B - Growth Management, Section C - Land Use designations and Section E - General Development Policies

#### 4.3.1 Section B: Growth Management

Urban areas and rural settlement areas are the focus of growth and their vitality and regeneration are promoted. A minimum of 80% of growth is expected to occur within the six urban areas in Northumberland County, one of which is Cobourg and, accordingly, the NCOP projects that approximately 48% of population growth will be directed to Cobourg (Section B2). Cobourg is projected to grow to 26 205 persons by 2034 and the housing forecast identifies a total of 3096 households.

Section B8.1 (Servicing Growth) states that planning for sewage and water services shall direct and accommodate growth or development in a manner which promotes the efficient use and optimization of existing services and intensification and





redevelopment within settlement areas on existing infrastructure should be promoted wherever feasible. Intensification targets are set in Section B9 identifying a minimum intensification target of 39% for Cobourg. A minimum of 40% of all residential development occurring annually within the County will be within the built boundary of urban areas in accordance with these intensification targets.

The proposed development will assist the Town in meeting these growth projections and targets, specifically the intensification targets as the proposed development provides an opportunity to intensify the use of existing residential properties on existing services within the built boundary of Cobourg.

#### **4.3.2 Section C1: Urban Areas Designation**

Chapter C encourages the urban areas to become complete communities where there is (policy C1.1):

- a strong live/work ratio,
- choice in the market place,
- a range of education and training opportunities,
- a range of housing types to meet the needs of all income levels and age groups,
- a range health care, cultural and recreation services to meet the needs of the majority of residents and
- a population level and density that is transit supportive.

This section also provides objectives for residential areas within Urban Areas that encourage the following (policy C1.2.1):

- the provision of a range of housing types to accommodate diverse needs while promoting existing housing stock;
- the efficient use of infrastructure and public services by supporting residential intensification; and,
- a high standard of urban design for development and redevelopment.

The proposed development will expand the range of affordable housing options, including rental units, in the Town of Cobourg in an area that is well serviced by educational and recreational services and at a density that is more efficient and transit supportive than what currently exists on the Subject Lands.

#### **4.3.3 Section C1.5: Housing Policies**

The Housing Policies in Section C1.5 also encourage the provision of a range of housing types and densities, the efficient use of infrastructure through higher densities and the achievement of residential intensification and affordable housing in order to meet the current and future housing needs. Furthermore, the housing policies support universal access and encourage the building industry to incorporate accessible features into new residential structures. As has been discussed, the proposed Zoning By-law Amendment will facilitate a more compact and efficient affordable/market based housing development which has been designed to include a range and number of accessible units and includes other accessibility features in common areas. The Urban Design report confirmed that the building design is high quality, contextually sensitive and complementary to the adjacent uses and responds to the pedestrian scale, creating a continuous, active frontage along Elgin Street and internal to the development.

The General Policies in Section C1.5.2 support residential intensification and redevelopment within urban areas where appropriate infrastructure is available and Section C1.5.4 supports the provision of housing which is affordable to low and moderate-income households and a minimum target of 25% affordable housing within Northumberland County is identified. The proposed development supports the policies of these sections by intensifying and redeveloping an existing residential property and by assisting the County in meeting the affordable housing target.

#### 4.3.4 Section E2: Transportation

Section E2.3 requires a Noise Impact Study for sensitive land uses, like residential uses, that are adjacent or in proximity to a highway, arterial road, industrial use or any other stationary noise source. A Noise Impact Study has been identified as a required report in support of the proposed development and will be submitted with the Site Development Application. Given that the property already is the location of residential uses, the use is considered to be compatible, however the noise study will inform the final site and building design.

Section E2.4 provides policies for sensitive land uses in and adjacent to Industrial Areas. This section applies to new land uses whereas the proposed development re-develops the site for residential uses through the re-development of an existing residential use and, therefore, is not introducing a new land use that could create a potential conflict with the existing industrial uses to the west of the Subject Lands.

**CONCLUSION:** Conformity to the Northumberland County Official Plan has been established.

#### 4.4 Town of Cobourg Official Plan

The Subject Lands are designated as “Residential Area” on Schedule ‘A’ Land Use Plan in the Town of Cobourg Official Plan (TCOP) (see Figure 6: Town of Cobourg Official Plan Schedule ‘A’ Land Use Plan).



**FIGURE 6**  
**TOWN OF COBOURG OFFICIAL PLAN, SCHEDULE 'A', LAND USE PLAN**  
 265-327 ELGIN STREET EAST, COBOURG, ONTARIO



The vision of the TCOP in Section 2 identifies some key themes that guide development within the Town and support the proposed development including:

- Emphasis on sustainable and compact development which supports public transit and active transportation;
- New residential development will primarily occur through a mix of intensification and new development that is in keeping with the surrounding neighbourhoods; and the
- Provision of a Variety of housing which includes a mix of lot sizes, housing types and densities and the provision of affordable housing and housing to allow residents to “age in place”.

The proposed development supports the vision of the TCOP by creating a sustainable, compatible and compact development through intensification and by providing a variety of affordable housing units that are designed to meet the needs of residents at all stages of life.

A review of the TCOP identified relevant policies in Section 3, Land Use Strategy, Section 5, Community Design and Section 6, Transportation.

#### **4.4.1 Section 3.0 – Land Use Strategy**

Section 3 provides the Land Use Strategy for the Town of Cobourg. The Subject Lands are located within the “Residential Areas” designation which are existing and future residential areas that are primarily low density in nature and include related uses (S. 3.2.1). The property also is located within the “Built Boundary” and within a “Stable Residential Area”. Any development within the built boundary is considered intensification and contributes to the intensification targets in Section 3.2.3 and, within a “Stable Residential Area”, intensification potential is modest and incremental (S. 3.2.2). The TCOP provides population projections that mirror the County of Northumberland Official Plan and identifies the housing mix target as 65% single detached housing and 35% multiples including townhouses and apartments. The Town’s intensification target is for 39.34% of new residential dwelling units to be provided within the Built Boundary (S. 3.2.3).

The Zoning By-law Amendment proposes to re-zone the Subject Lands from Residential 3 (R3) to Multiple Residential 4 (R4) in order to accommodate stacked townhouses. The R4 Zone category and proposed housing type is prevalent in the area and is associated with the adjacent lands to the south and the east, and the proposed density can be considered an incremental increase from the existing density and in keeping with the style of housing in the area. The proposed development is considered intensification and will assist the Town in meeting their intensification targets as set by the Town’s and the Northumberland County’s Official Plans. Finally, Section 3.2.3 b) permits intensification within Stable Residential Areas of a scale and built form that reflects the surrounding areas, subject to criteria in Section 3.4.

Section 3.2.5 provides policies that encourage the provision of Affordable Housing through several measures including:

- Fast Track applications where applicant committed to the provision of affordable rental and ownership housing;
- Reduced development charges and fees;
- ZBL permits secondary units as of right;
- Raise community awareness and acceptance of affordable housing;
- Following and participating in federal and provincial affordable housing initiatives;
- Control conversion and demolition of affordable housing units and ensure that affordable housing remains affordable; and
- Establishing an affordable housing targets.

As has been discussed, the Applicant is proposing affordable housing/market based residential development and, therefore, will assist the Town in meeting their affordable housing targets.



Finally, Section 3.4 provides policies that guide development within areas of the Town designated as “Residential Area”, such as the Subject Lands. This designation permits a variety of residential uses including medium density residential in the form being proposed: stacked townhouse units (S. 3.4.2). The policies in Section 3.4.3.1 guide new development and redevelopment within Stable Residential Areas advising that intensification must be modest and incremental. Applications for new development are evaluated based on the ability to maintain the following elements of the structure and character of the immediate surrounding residential area:

Evaluation Criteria for Intensification in Stable Residential Areas	
Criteria	Proposed Development
i) <i>scale of development with respect to the height, massing and density of adjacent buildings and is appropriate for the site</i>	The proposed scale of development is complementary and similar to the adjacent residential uses to the south and east and are separated from the uses to the north by Elgin Street East and landscaping features.
ii) <i>respects the nature of the streetscape as defined by such elements as landscaped areas, and the relationship between the public street, front yards and primary entrances to buildings;</i>	The Urban Design Brief confirmed that the building design responds to the pedestrian scale and creates a continuous, active frontage along Elgin Street and internal to the development.
iii) <i>respects the relationship between the rear wall of buildings and rear yard open spaces;</i>	Any rear yards of the proposed development are facing the rear yards of adjacent development. The orientation of the buildings is similar to what currently exists. The proposed development is buffered from adjacent properties by, parking areas, distance and landscaping.
iv) <i>siting of buildings in relation to abutting properties ensures that there will be no significant negative impacts with respect to privacy and shadowing and appropriate buffering can be provided;</i>	The proposed townhome blocks have been appropriately sited in consideration of adjacent uses. The Urban Design Brief concluded that the proposed site plan provides for a contextually sensitive landscape and architectural design that complements adjacent uses.
v) <i>conforms with density provisions of the Section 3.4.3.3;</i>	The proposed density conforms to Section 3.4.3.3 which identifies medium density as providing a range between 12 units/net ha and 20 units/net ha. The Applicant is proposing 40 units on a total of 0.8429 ha which is within the permitted density of the TCOP.
vi) <i>conforms with the policies of Section 5.5, Cultural Heritage Preservation and preserves designated and listed cultural heritage buildings and structures, and where located adjacent to such buildings and structures is designed to be compatible;</i>	No cultural heritage resources are associated with the Subject Lands. The lands are already developed for residential uses.
vii) <i>respects the residential lotting pattern in the immediate surrounding area;</i>	The proposed lotting is similar to adjacent properties.
viii) <i>Town is satisfied with the proposed grading, drainage and stormwater management, and, in particular that there is no impact on adjacent properties;</i>	A Functional Servicing Report and a Stormwater Management Report have been submitted with the application for a ZBA which demonstrate that there will be no impacts to adjacent properties.

<i>ix) development has direct access from a public or condominium road;</i>	The development has direct access from Elgin Street East.
<i>x) alignment of any proposed streets with existing streets promotes acceptable traffic circulation;</i>	No additional streets are proposed as part of the proposed development.
<i>xi) any proposed streets are adequate to accommodate municipal services;</i>	The Functional Servicing Report confirmed that adequate municipal services are available to service the proposed development.
<i>xii) protection of trees and other natural features identified as significant by the Town in consultation with the Ministry of Natural Resources and/or the Conservation Authority;</i>	The Arborist Report/Tree Protection Plan was undertaken which recommends appropriate measures to ensure the protection of significant trees. No natural heritage features are associated with the property given the location and the fact that the ZBA proposes the redevelopment of an existing residential property.
<i>xiii) does not hamper or prevent orderly development of adjacent properties;</i>	The proposed development is an appropriate extension of the adjacent development to the south and the east which also features medium density in the form of townhomes.
<i>xiv) garages are designed so that they are not the dominant feature in the streetscape;</i>	The conceptual site design demonstrates that the garages will not create a dominate feature on the streetscape.
<i>xv) development incorporates measures that enhance sustainability (e.g. energy conservation measures such as increased insulation, earth source energy, solar panels; stormwater control measures which minimize runoff including rainwater harvesting and bioswales); and,</i>	The Stormwater Management Report confirmed the ability of the Subject Lands and the design of the development to address any stormwater management concerns. The sustainability of the building design will be addressed as part of the site development application; however, the goal of the Applicant is to Achieve LEED Silver Certification.
<i>xvi) is in accordance with the Town's Urban and Landscape Design Guidelines.</i>	The Urban Design Report confirmed that the design of the proposed development is in accordance with the Town's urban design principles and guidelines.

Regard also must be given to the policies of Section 5, in particular Sections 5.2.3 and 5.5. For the purposes of this policy, the immediate surrounding area is defined by the road pattern, the lotting pattern, boundaries created by physical features, the building type and any special features such as landscape. The Urban Design Report concluded that the proposed development has been designed to sensitively reflect and complement the surrounding area and that the proposed development meets the intent of the design policies of the Town of Cobourg Official Plan. Section 3.4.3.4 provides a height requirements for Stable Residential Neighbourhoods, permitting a maximum height of three storeys. The proposed townhomes development will be 2 storeys in height.

#### 4.4.2 Section 5.0 – Community Design

This section of the TCOP outlines the general design policies for the Town of Cobourg as well as the policies related to the Neighbourhood Planning Areas, heritage preservation and community improvement. In regards to the proposed ZBA, the design policies and the Neighbourhood Planning Areas are relevant.

The Urban Design Brief has been submitted as part of the application which adequately addresses the TCOP and the Town's Urban Design Guidelines in Section 5.2. The Brief concluded that the proposed development has been designed to

sensitively reflect and complement the surrounding area and that the proposed development meets the design policies of the Town of Cobourg Official Plan in regards to elements such as: the public realm, building form and siting, landscaping, existing typology/context, architectural elements, sustainability, accessibility, public art, views/vistas, gateways, filling and intensification and parking.

Generally, the Neighbourhood Areas are primarily composed of low and medium density forms of housing. This section of the TCOP requires the development of a Secondary Plan prior to any major redevelopment that would substantially alter the pattern of land use within the Neighbourhood Area in which the proposal is located. The proposed ZBA proposes a form of development that is similar to what exists in the area and is not expected to significantly alter the pattern of development.

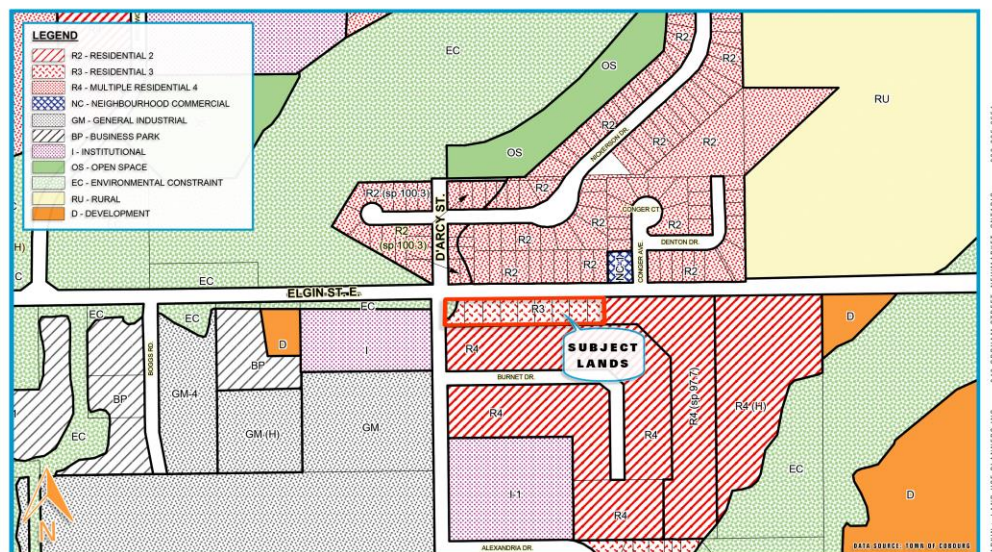
#### 4.4.3 Section 6 - Transportation

Relevant policies in Section 6 of the TCOP provide design requirements for roads and general parking requirements requiring that adequate off-street parking and loading as a condition of development or redevelopment and that access points on arterial roads such as Elgin Street East be shared when possible (S. 6.6). A Traffic Impact Study is being undertaken and will be submitted as part of the Site Development Application.

**CONCLUSION:** Conformity to the Town of Cobourg Official Plan has been established.

#### 4.5 Town of Cobourg Comprehensive Zoning By-law, 85-2003

The property is currently zoned Residential 3 (R3) Zone which permits single detached dwellings, semi-detached dwellings and duplexes but does not permit stacked townhouse units (see Figure 7: Town of Cobourg Zoning By-law 85-2003). The ZBA proposes the application of Multiple Residential 4 (R4) Zone to the Subject Lands similar to the lands to the south and the east. The R4 Zone is a medium density zone category which permits multiple residential units.



**FIGURE 7**  
TOWN OF COBOURG ZONING BY-LAW 85-2003, SCHEDULE 'A'  
265-327 ELGIN STREET EAST, COBOURG, ONTARIO

Section 10 of the Zoning By-law provides for zoning standards associated with townhomes in the R4 Zone category as detailed in the following chart:

Zone Standards for Multiple Residential R4		
Standard	Requirement	Proposed
Lot Area	215 m2 minimum per dwelling unit	210.725 m2/unit
Lot Frontage – where each townhouse dwelling unit fronts onto a public street.	6.5 m per dwelling unit	Stacked townhouse.
Lot Coverage	40% maximum	20.3%
Net Density (maximum)	50 units/net ha	40 units/0.89 ha
Floor Area Per Dwelling Unit (minimum)		
• Bachelor	n/a	n/a
• One Bedroom Unit	42 m2	45m2 +
• Two Bedroom Unit	56 m2	60 m2 +
• Three Bedroom Unit	70 m2	62 m2 +
• Each Additional Bedroom (Four Bedroom Unit)	+ 10 m2	124 m2
Front Yard minimum	6 m	5.3 m
Rear Yard minimum	7 m	15.5 m approximately
Interior Side Yard minimum	3.65 m	9.5 m
Exterior Side Yard minimum	6 m	15 m
Distance Between Exterior Walls of a Townhouse Building	5 m	12 m
Distance Between Multiple Buildings*	Equivalent to the average height of the two buildings (11m)	n/a – stacked townhouse building
Landscaped Open Space	35% of the lot.	46.8%
Building Height	3 storeys	2 storeys
Parking	1.5 spaces/dwelling Unit	60 spaces including 8 accessible spaces

\*Where neither external wall facing the other building contains a window of a habitable room, the distance may be reduced to ½ the height of the two buildings.

#### Section 10.1.19 Regulations for Accessory Buildings (Auxiliary Building)

- Rear Yard Minimum – 1 m
- Height Maximum – 4.5 m
- Not be located within 1.5 m of any other building or structure on the lot.

The proposed accessory building (Auxiliary Building) meets the zone regulations of Section 10.1.19.

Based on a review of the Comprehensive Zoning By-law in light of the R4 zone regulations, it appears that the future development generally will comply with the ZBA. Site specific exceptions will be required to address the deficiencies in unit size and front yard minimum. A Zoning By-law Amendment has been submitted with this application.





## 5.0 CONCLUSIONS

This Planning Report has been prepared in support of a Zoning By-law Amendment to facilitate the redevelopment of an existing residential property for a 40 unit affordable/market rent stacked townhouse complex. The proposed Zoning By-law Amendment meets the requirements of the Planning Act RSO 1990, is consistent with the Provincial Policy Statement, 2020 and conforms to the County of Northumberland Official Plan and the Town of Cobourg Official Plan. It meets the intent of the proposed Multiple Residential R4 Zone Category but will require some site specific permissions which have been included in the proposed amendment.

Based on the above review, it is the opinion of the author that the proposed Zoning By-law Amendment is in conformity with the applicable planning documents and represents good land use planning.

### CERTIFICATION:

*I hereby certify that this plan/report was prepared by or under the supervision of a Registered Professional Planner (RPP), within the meaning of the Ontario Professional Planners Institute Act, 1994. I further hereby certify that the opinion(s) expressed herein were reached independently, and represent my personal professional planning opinion(s) based on the information used to prepare this document.*

Michele I Freethy, RPP  
mif@larkinplus.com

Date: 2020-09-23



**ELGIN PARK - URBAN DESIGN BRIEF**  
**Project No. 19284**



BARRY BRYAN  
ASSOCIATES  
Architects  
Engineers  
Project Managers

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# 1.0 INTRODUCTION

BBA has prepared this Urban Design Brief in support of the application to amend the Town of Cobourg Zoning By-law to permit a medium density townhouse development consisting of 40 units. The property is municipally addressed as 265 – 327 Elgin Street East, in the Town of Cobourg, which will herein be referred to as “subject site.”

The residential proposal involves the development of four buildings as townhouse typologies. Each building will be divided in a mix of two-storey townhouses and single-storey apartment units. The development has been designed to provide frontage onto Elgin Street East, with private, shared roadways leading to the back of the site. Surface parking will be provided behind the development.

A Zoning By-law Amendment (ZBA) is required to establish the appropriate zone category and rezone the lands from a “Residential 3 (R3) Zone” to a “Multiple Residential 4 (R4) Zone”. This rezoning will permit stacked, multi-unit townhouse dwellings, and allow a higher density of units.

Site plan approval will be submitted in the future to address more detailed building and site design matters. This brief will assist in providing justification for the housing proposal, which will be a positive addition to the existing community.



## 2.0 EXISTING CONTEXT

### 2.1 Location

The proposed redevelopment site is located at 265-327 Elgin Street East in the Town of Cobourg. The subject lands are legally described as Part of Lots 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94 & 95, Registered Plan No 227, Town of Cobourg, County of Northumberland. The subject site comprises a gross lot area of 0.84 hectares and is located on the south side of Elgin Street East, east of D'Arcy Street and abuts residential lots along its south and east limits.



*Figure 01. Subject site consisting of existing residential lots and dwelling units*

The subject site is situated within the northeastern portion of the Town of Cobourg. The surrounding neighborhood consists of a variety of zoning functions and built typologies that have evolved in time. Uses that immediately surround the subject lands include:

**North:** Low density, single detached residential dwellings of varying lot sizes and St. Mary's C.S. School.

**West:** St. Joseph Catholic Elementary School and community center. Further West (within 1km radius) contains a variety of residential and commercial uses on Division Street.

**East:** There is a Townhouse adjacent to the property. Further east is undeveloped green field area that is currently under review for a mix of residential use. The Elgin Street & Brook Road North (major arterial road) intersection will provide a significant future gateway to this largely residential zone.

**South:** Multiple-2 Storey Dwelling-Community Housing, Cobourg Community Center, and a day care. A large section of Cobourg's North Industrial Employment Zone is also proximate to the subject land.

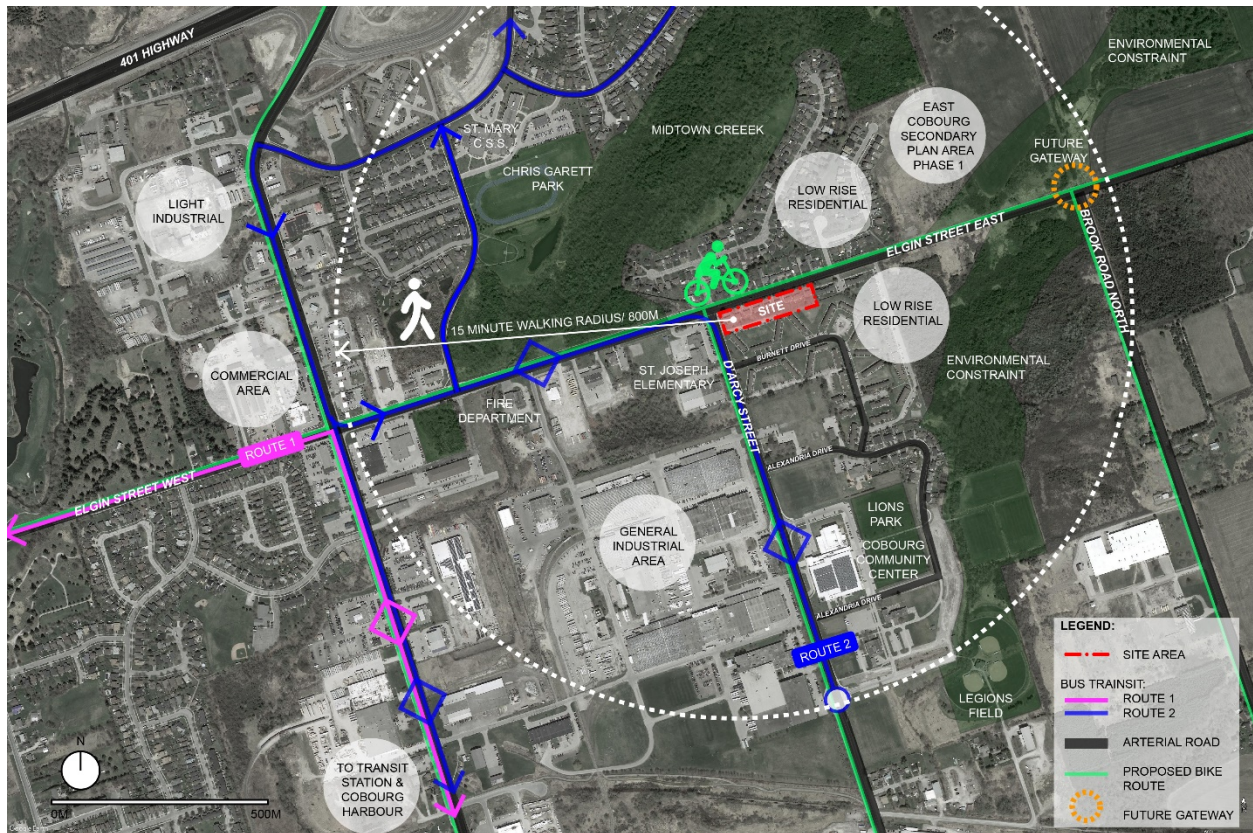


Figure 02. Context analysis and transit links surrounding the subject site

There are currently eighteen semi-detached two-storey dwelling units (9 buildings), on each residential parcel that make up the subject site. Northumberland County Housing Corporation (NCHC) owns and operates these houses. These houses are similar in massing and have stylistic residential elements including brick, wood siding, and asphalt shingles, that are typical of the area. All eighteen existing dwellings are planned for removal to accommodate the proposed development.

## 2.2 Transit & Amenities

The site is situated along main arterial roads, where existing bus connections run along D'Arcy Street (Route 1 & 2) and Elgin Street (Route 2). There is a bus stop at the north-west corner of the property. A planned bike path is running adjacent to the property on Elgin Street, connecting to the larger cycling network in the area. The subject site is well served by parkland, with two parks (Chris Garrett Park and Lions Park) and Midtown Creek (natural protected) within a five-minute walking distance.

The site is well situated in relation to a primarily residential context, with access to amenities and services. The new development can provide an opportunity to further consolidate the community, through the proposed process of residential intensification.

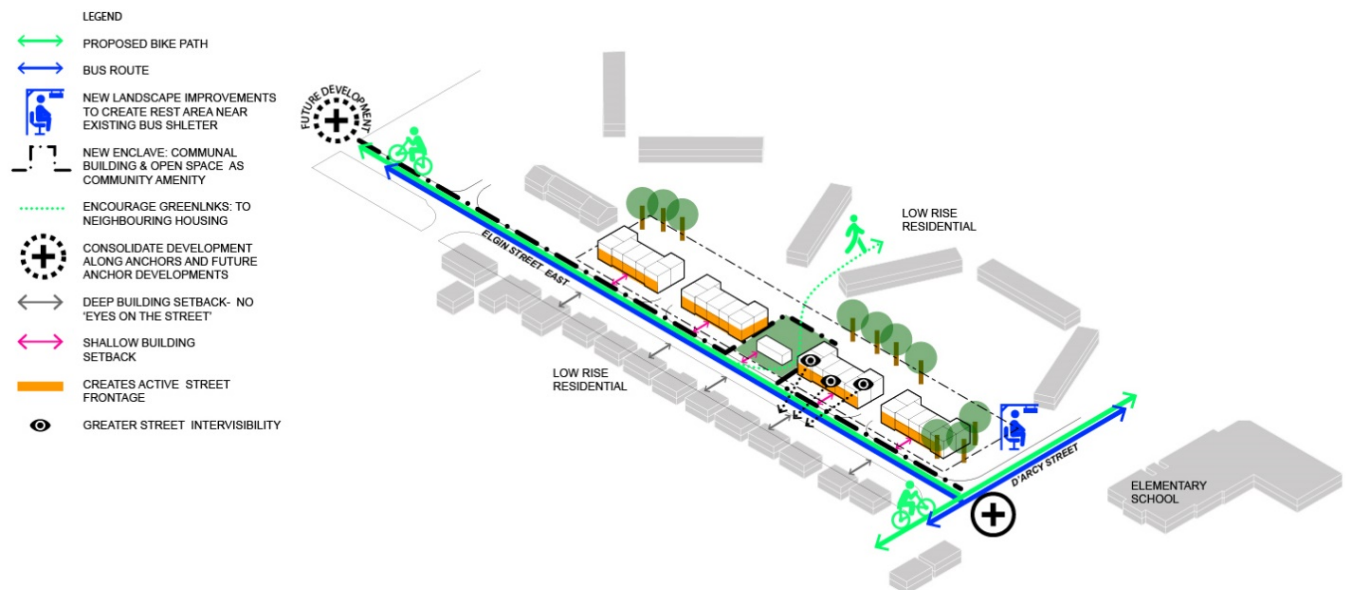


Figure 03. Public realm analysis

## 3.0 DEVELOPMENT PROPOSAL

### 3.1 Project Overview:

The goal of this project is to intensify the existing housing stock from eighteen to forty units. The existing semi-detached buildings are reaching the end of their useful life and will be demolished as part of the scope of this project.

The property is currently underdeveloped, with its relative siting at the periphery of the Town Development ceases past Elgin Street and Conger Avenue to the east and any new development of the Town further east will take several years to develop. Typical single-family residential lots provide deep setbacks from the street, which does not foster an active and safe street front. The site is however at the corner of an intersection, which can benefit from increased density to encourage active street nodes and edges.

This project aims to provide needed affordable housing to Cobourg and the Region. It will intensify the available housing in the area, and approximately double the number of units on the site. The housing is targeted at a diverse user base including single persons, seniors, families, and people with physical disabilities.

From a design perspective, the new buildings will be sensitive to the existing community. They will use community housing typologies (exterior materials and colours, scale and form, roof design, etc.) similar to the existing environment that ensures a unified neighbourhood. Smaller building setbacks will improve community safety and increase visibility between the new residential dwellings. The building articulation and massing will have variation to create visually stimulating homes in keeping with the existing community.

The project will improve pedestrian links and midblock connections to housing towards the south creating a better integrated community. A pedestrian friendly and active streetscape with amenities (benches lighting, pathways, improved signage, landscape etc.) will enhance transit use, bike path use, and neighbourhood walkability.



### 3.2 Detailed Objectives

The County's vision for the new development is for four, alternating 10-plex buildings that would be constructed on the existing property creating a total of forty (40) units. These low-rise multi-unit residential buildings will offer a mix of townhome and apartment units. The overall building area is 1,807 sq.m., which provides 21.3% coverage of the site. Twenty-eight (28) units will be affordable housing and twelve (12) units will be market rate rentals.

A shared green space and smaller amenity building would occupy the area central to the subject site. The target markets for the new development include single person, seniors, families, and people with physical disabilities.

The proposed site area will be the combined lots at 265 – 327 Elgin Street East, Town of Cobourg, ON, which is an area is 8,429 sq.m. The four proposed buildings consist of 40 residential walkout units that range from 550 sq.ft./ 51sq.m. to 1430 sq.ft./ 133 sq.m. and consist of one, two, three, and four-bedroom units (See *Figure. 04* for a summary of unit types). The subject site servicing will be provided municipally through the extension of storm water, sanitary and water servicing to the site.

The development is intended to be constructed in phases. In the first phase, eight semidetached dwellings (4 buildings) on the east will be demolished. This will allow for the first two (2) 10-plex buildings to be constructed. In the Second Phase, the remaining existing dwellings will be demolished, and the two remaining 10-plexes and amenity building will be constructed. The exact phasing plan will be determined in the Site Plan Application and Building Permit stages.

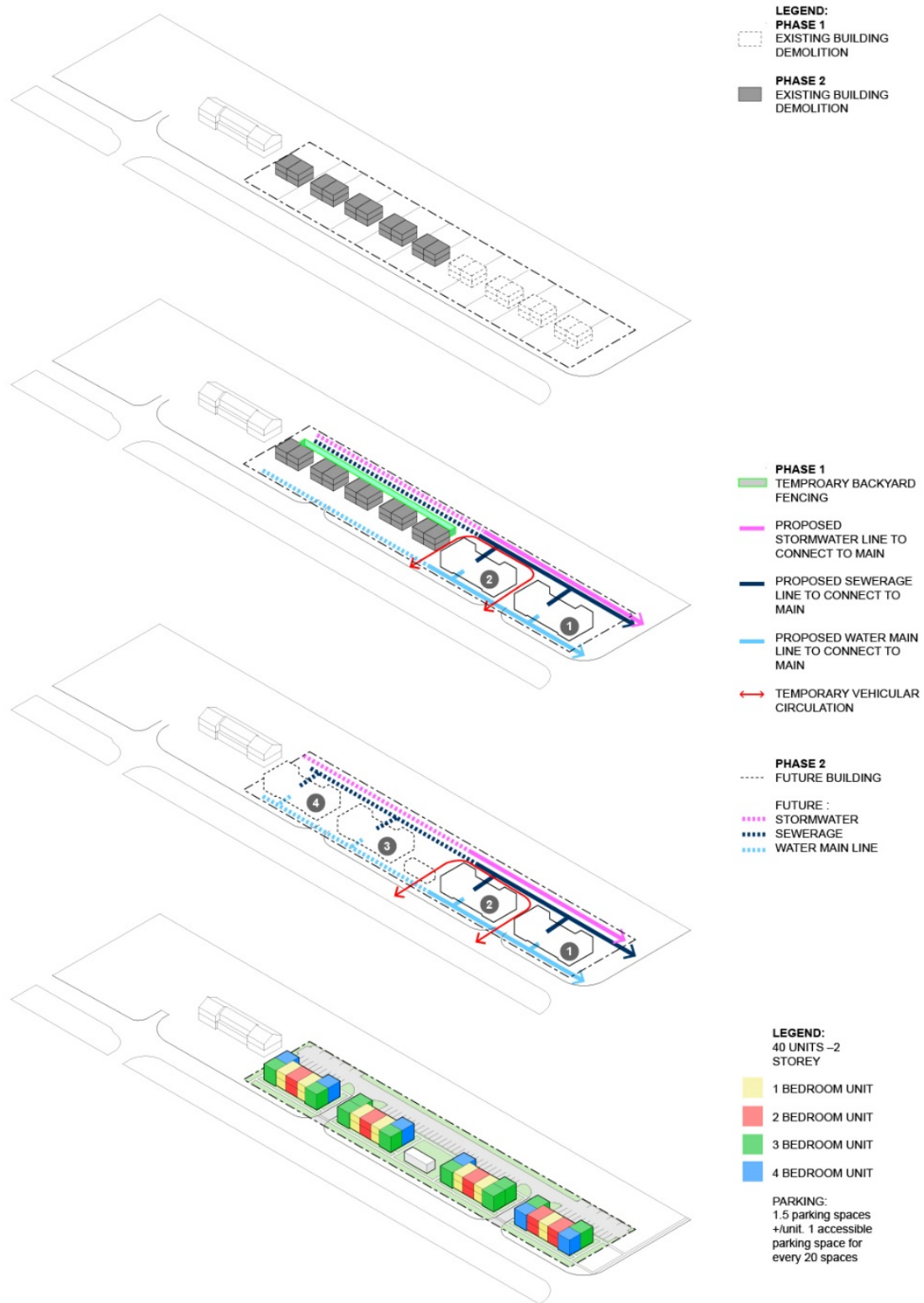


Figure 04. Proposed phasing strategy and unit types

### **3.3 Public Policy and Considerations:**

The existing density is 18 units/ 0.84 Ha. The Official permitted density 50 units/ ha, which allows for 42 units on this subject site. The goal of this project is to intensify the existing housing stock from 18 units to 40 units. The existing semi-detached buildings are reaching the end of their useful life and will be demolished as part of the scope of this project.

The Town of Cobourg has established a set of policies and guidelines in the Town of Cobourg Urban & Landscape Design Guidelines report. This study will evaluate the proposed development against the general urban design policies and guidelines in the various sections of the Official Plan and Urban Design Guidelines documents.

As per Official Plan and Municipal urban design guidelines (UD Guidelines Section 3.0 & Official Plan Policy 15.5.3), this project will create new housing intensification and a high-quality public realm design on Elgin Street East.

Particular attention will be given to the existing bus stop location and the proposed bike lane. Streetscape design located in the public right-of-way, consisting of street furniture, bus shelter, bike stands, mailboxes, and signage, etc., will be re-evaluated to provide considered and minimal design. This is to avoid visual clutter so that site elements integrate well with the new development. Servicing and utilities are also encouraged to be located underground.

The Development will promote traffic calming measures, for a safer pedestrian environment and/or to maintain vehicles within designated speed limits. All development planned for this project is proposed within the limits of the subject site, except for driveways, sidewalks, underground servicing connections.

The high-quality, pedestrian scaled architectural design proposed on Elgin Street East provides front facing lots, with direct access to a municipal sidewalk. Shallower building setbacks, large multiple windows and outdoor patios front the street. This promotes better public interaction and greater surveillance on to the street, which keeps in line with the Official Plan objectives.

The Official Plan Policy encourages infilling and intensification (Official Plan Policy 7.5.1/ 15.9). The development responds to the Infilling and Intensification Development policy that aims to efficiently manage and control land use and infrastructure expansion.

The following design objectives provided direction to the proposed development:

- Provide for a building and streetscape design that defines the Elgin Street East frontage at a pedestrian friendly scale to encourage interaction within the development and in the public realm.
- Provide for an accessible design through the site and within the design of the interior of the units.
- Provide for a design that is contextually sensitive to the surrounding context and functions.
- Prescribe landscaping and building materials that are resilient to weather effects and are low maintenance over the entire life cycle of the development.
- Improved midblock pedestrian connections from Elgin and D'Arcy Street to adjoining communities through improved landscaping, outdoor seating, and lighting.
- Sustainability and safety of the proposed development will be considered.
- A phasing strategy will be applied to divide the building construction and servicing in at least two phases. This strategy will be clarified in the site plan development stage.



## 3.4 Architectural elements

The proposed site plan reflects the design objectives and incorporates the following design elements:

The Buildings are oriented to the street with a central parkette and amenity building, to create a greater sense of community. In addition to the massing above grade, basements are provided in each building that consist of a mechanical room, storage cages and laundry room. A strong street edge along the Elgin Street East frontage is provided, and the buildings are compatible with surrounding building heights

Multiple pedestrian connections throughout the site and direct access from residential units to the sidewalk on to Elgin Street is proposed. Common Amenity Area is provided in a 1,000 sq.ft./ 93 sq.m. single storey building, sited centrally within the proposed parkette. This building will include laundry facilities and a Common Room.

Two entrances are provided into subject property from Elgin Street East for full circulation of two-way traffic for vehicles, including emergency vehicles, snow removal and waste management. Sixty (60) parking spaces each unit are provided (1.5 space per unit) including 3 designated accessible surface parking spaces (1 accessible space per 20 spaces). Please refer to the Site Plan in Appendix A, which demonstrates the proposed site layout.

Elgin Street East consists of detached one to two storey residential units, with finishes that are typically clapboard and brick veneer. All dwellings are consistent in setbacks (approx. 12-14m) and front facing towards Elgin street. South of the site area are several two storey multi-unit residential buildings, with brick veneer and vinyl cladding finishes. The unit's setback and angle away from D'Arcy street, organizing internally within the block, around large semi enclosed open spaces. The proposed multi-residential development has been designed to align with the existing row house form in its scale, massing, and architectural elements, in order to relate to the community context.

### **3.4.1 Landscaping and Site Plan**

The site plan has been designed according to the Official Plan and Urban Design Guidelines (UD Guidelines Section 3.2.3, 3.5.2 & Official Plan Policy 5.2.4). The development's siting in relation to the street intersection provides a strong urban relationship or 'gateway development.' This is further reinforced through the building entrance, canopy, exterior area at the site corner with landscape and adjacent semi-public spaces within the ground floor of the proposed development, lobby, amenity spaces, etc.

The proposed landscape design will be developed in the site plan process to provide definition to open spaces and walkways, provide direction for pedestrian movement, demarcation, and definition for open spaces. The proposed site grading and stormwater management design ensures there is no impact to adjacent properties. Additional lighting and street design will be included, particularly the existing bus stop area. Other site elements such as low masonry wall, fences, public art, rockery, and landmark features can be utilized to define the open spaces.

Existing trees will be maintained, where possible, for buffering from the neighboring residential uses and enhanced landscaping and fencing will be considered to separate uses and maintain privacy.

The proposed landscaped amenity (approximately 500 sq.m.) is included for the enjoyment of the residents. The scale of this amenity can liken this more as village square, that would serve as a community focal point within the center of the surrounding neighbourhoods. The park perimeter is within view to the road for easy accessibility. Some playground equipment, benches, bike racks and community gardens could be included as part of the landscape design. The landscape will provide buffer from main arterial roads as well as privacy/ screening of parking from the residential units.

Parking has been located behind the buildings, emphasizing the residential nature of the development and prioritizing pedestrians' relation to the street front. Parking is provided at the back of the buildings, with built form situated at the street where parking is screen at the back. Setbacks and landscape provide buffering, in relation to the street intersection and adjoining housing development at the south.

There are 60 proposed parking spaces, internal to the site, that also include three (3) accessible and parallel parking spaces. No parking reductions are required to accommodate the proposed development. A detailed lighting and landscape plan will be prepared to also indicate bicycle parking, lighting, and screen parking from the street for safety and privacy.

There are no significant views or vistas (UD Guidelines Section 3.0 & Official Plan Policy 5.2.2, 15.5.6) that need to be protected from the subject area, as the site is surrounded by residential use. However, the parkette does provide a visual link to the adjoining community towards the south.

Urban gateways are considered in the Official Plan and Urban Design Guidelines (UD Guidelines Section 3.4.1.9 & Official Plan Policy 15.5.7). The gateway associated with the Secondary Plan Area on Schedule X1 at Elgin Street East and Brooks Road North is envisioned as the main point of entry to this future residential area. The proposed development on the subject site, at Elgin and D'Arcy Street intersection, will provide an opposing anchor to the future gateway at Elgin and Brooks Road.

Public Art is encouraged in public and private spaces (UD Guidelines Section 3.4.3.3 & Official Plan Policy 15.5.5), which fosters community identity and memory through its local history and traditions. The opportunity for public art as a site feature will be considered as part of the detailed site design during the site plan process stage.

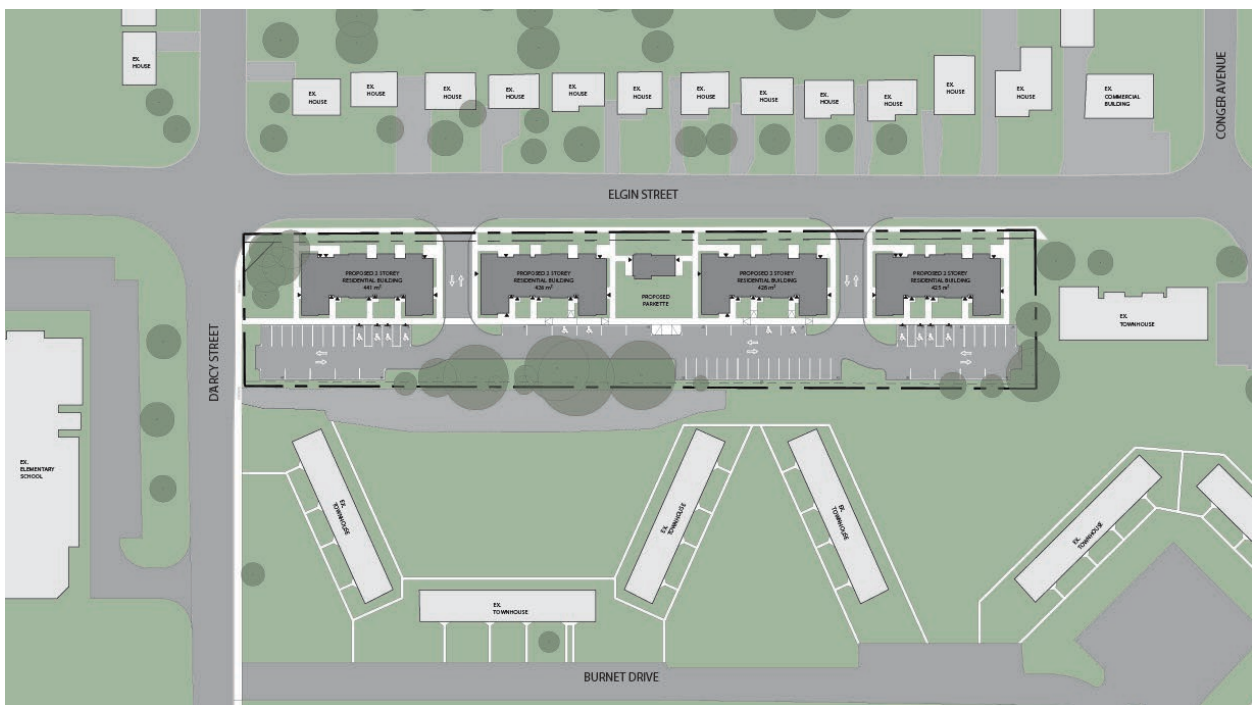


Figure 05. Proposed site plan

### 3.4.2 Building Massing and Siting

The external building design has incorporated principles detailed in the Official Plan and Urban Design Guidelines (UD Guidelines Section 4.4, 4.5.2 & Official Plan Policy 5.2.8). The external building design follows the policy to complement the heights, massing pattern, rhythm, and character of the adjacent existing developments.

The two (2) storey development is consistent with the townhouse row housing typology. It consists of a mix of back-to-back townhouse and stacked units. All units are walk-up dwellings with direct access to the street. The building heights also match with the surrounding housing scale.

The proposed massing creates continuous street fronting facades that creates a strong public face to the development. The variations in setbacks that break up the form and with enhanced building articulation, creates visual interest from the street. Shallow building setback and large windows facing on to the street create active frontages and create a sense of safety. This articulation also provides opportunities for small semi-public spaces that transition from private to public realm, which encourages a sense of ownership for this housing development.



*Figure 06. Proposed conceptual rendering – View from Elgin Street East*



Additional siting considerations include: Dual frontages are provided at the corners, continuity of front porch design is maintained in the attached dwellings, the roof line is varied and defined to express individual dwelling unit, and the roof forms and materials are consistent and contextually sensitive to the area.

Vehicular parking is provided at the back thereby being screened from the street. Vehicle access to the site is from Elgin Street, on the north side of the property, providing adequate vehicle distance from the intersection. All visitor parking and servicing is located behind the proposed development, screened from pedestrian view.

The massing of the proposed development is derived from a combination of context, density, and site. This placement of the building aligns itself with the Municipality Urban Design Policies. The building is sited close to Elgin Street, to create a more active frontage, while being buffered through landscaping from D'Arcy Street.

The existing residential context provides single detached home sited with deep setbacks, relative to the street (approx. 12-14M from the property line). To counter this residential trend of maximizing privacy from the street, the proposal provides shallower setback of 6m from the property line, to bring the massing closer to the right of way on Elgin Street. This allows for increased interaction between public and private realms and creating an 'urban street scape' relationship.

### **3.4.3 Roof**

The existing housing typologies often incorporate gabled roofs. The proposed roofs are split gabled front facing roofs. The height of the proposed development buildings is approximately 10.17m to the mid-point of the sloped roof line, which is approximately a 6/12 roof pitch, giving a strong balance and prominence to the development. The gable also splits to create a lower, secondary roofline, with its mid-point at 8.85m.

The amenity building is a one storey cross gabled structure with a height of approximately 6.23m to the mid-point of the sloped roof line. The varying heights create movement and rhythm in the roofline and contribute to visual interest at the street level.

### 3.4.4 Façade and Fenestration

The façade is articulated through various projections and recessions and is also enhanced through the variation in building materials.

The repetition of the two sets of rooflines at differing heights, in conjunction with the system of grouped windows, create a complimentary rhythm in the elevation. The variation in the design breaks up the mass of the building frontage and provides visual interest along the entirety of the façade.



Figure 07. Proposed elevations from facing Elgin Street East & Burnet Drive

Fenestration along the north facing buildings is planned with the main door access at Elgin street and large windows to encourage natural light along this facade. Larger windows are centrally placed to reinforce stability to the composition, whereas smaller windows with varied widths provide a break to the static order of openings. Wood paneling with a vertical run is placed between the first floor and second floor set of windows to visually reinforce their intended grouping. The verticality of the grouping also accentuates the rhythm of the vertical rise and fall of the pitched roofs.

### 3.4.5 Materiality

The intent of the design is to provide for frontage that is attractive along the public and private street frontage. Townhome units also open along the east and west side elevations. Building 2 and 3 units facing east and west respectively benefit from view to the parkette amenity. While the building design remains true to the existing house-form typology in the area, it is however reinterpreted in a more contemporary and minimal design. This is achieved through subtle means through materiality and detailing.



*Figure 08. Proposed conceptual rendering – View to central parkette*

Building materials are planned to be consistent along all the proposed buildings. The building materials planned for the development will be low maintenance and have a variety of colours and finishes to provide interest along the building façade. The materials and finish selection will be further refined during the site plan process. Wood clapboard siding is used horizontally on exterior walls of varying color. Projected walls are lighter, using white wood siding. The walls that are recessed relative to the former are prescribed to be blue wood siding, or similar neutral accent colour.

Roofs are designed with charcoal fascia trim to match roofing material/ blanket. Large windows are provided to allow for natural light. The glazing system will be designed with black metal low-profile frames to create a slim yet defined outline that punctuates the window openings. Hollow metal doors are used with full glass to match. Wood paneling is used for other projected

elements such as balconies facing Elgin Street and the private street, and awnings and privacy walls for the ground floor patios facing Elgin Street.

### **3.5 Accessibility**

The Official Plan (UD Guidelines Section 3.4.5 & Official Plan Policy 5.2.6) requires that all new development be consistent with the standards and regulations of the Accessibility for Ontarians with Disabilities Act, 2005 (AODA) and the Ontario Building Code (OBC) to provide barrier free access on site and within the residential units. Site provisions and elements e.g. curb ramps and accessible parking, that should be meeting AODA standards will be developed during site plan process stage. OBC requires 15% of all residential units to be accessible, while CMHC require a rate of 20%. The proposed accessible units are on the ground floor.

Units can also be built to facilitate future accessibility retrofitting. Additional ground floor units can be retrofitted from standard interiors to have accessible provisions. Typical shower tub can be replaced with an accessible shower and grab bars. Millwork counters can be replaced with accessible height units for kitchens. All washrooms, entry ways and paths of travel are adequately spaced to meet OBC and AODA requirements.

The entry way to the units are covered to shelter residents from seasonal elements. Most units will be primarily accessed by pedestrians from the Elgin Street East and the private street, while some townhomes and one (1) apartment will have access from the side elevations. Automobiles access off Elgin Street will have two entrances into the private street for parking.

Direct access to the units from Elgin Street will be provided to the street via private patios. These are included as part of the private amenity for related units and are adequately spaced for outdoor seating.

There is an amenity building in this development. Access to the amenity space is central to the development, with favorable connections through landscaped pedestrian walkaways.

Façade lighting will be planned at a pedestrian scale to ensure all building entrances and steps are illuminated for safety. This will be detailed though the site plan approval process. All outdoor spaces, fixtures and provisions must meet OBC and AODA compliance.



### **3.6 Safety**

Safety is a primary concern of the development (UD Guidelines Section 3.4.4 & Official Plan Policy 5.2.5). The site design adheres to the principles of Crime prevention through Environmental Design (CPTED). Each of the 40 townhouse and apartment units have direct access to public and private streets, which encourages a pedestrian oriented streetscape.

The development incorporates appropriate lighting and opportunities for public surveillance. The Landscape design will maintain clear views and clearly located signage which precludes entrapment.

All entry ways, driveways and sidewalk entrances will be well lit. The common amenity space will have appropriate signage and lighting to provide a safe and clearly demarcated common space for residents to gather in. A lighting and detailed landscape plan will be developed further as part of the Site Plan Process.

The location of windows and openings are front facing to the street, to create an active frontage on Elgin street, which improves street inter-visibility/ “eyes of the street”. Soft landscaping will be designed as low height features to provide clear views throughout the site. Details of the landscape plan will be confirmed through the Site Plan Process.

### **3.7 Sustainability**

The Official Plan (UD Guidelines Section 4.1 & Official Plan Policy 3.4.3.1) encourages energy efficiency and sustainability in neighborhood, site, building and roof design. The project is currently at the Zoning Amendment stage, therefore specific sustainable considerations will be determined through site plan and building design development process.

The Applicant intends to pursue LEED version 4 Silver for Homes for the proposed development. The Applicant considers the LEED program to be the most holistic approach to overall site and building design. The firm is also qualified to administer the LEED application internally. In addition to the LEED credits, the project is also required to meet the Ontario Building Code Standards for SB-12 compliance. The engineering design will meet Town of Cobourg standards for stormwater management on site.

The project will consider sustainable measures for the buildings and site design to include items such as: site and connectivity elements, mitigation of heat island effect, photovoltaics, site water infiltration and landscaping elements, water use efficiency (low flow faucets and toilets), energy efficient heating, indoor air quality, double glazed-windows, use of LED fixtures, ecologically preferred material selection, provision of on-site bike racks and occupant education.

## 8.0 CONCLUSION

Through this analysis we conclude that the proposed design meets the general intent of all Urban Design policies defined in the Town of Cobourg Official Plan.

The proposed development will:

- Provides for housing intensification that meets the intent of the Urban Design Policy of the Town of Cobourg Official Plan.
- Provide building design that responds to the pedestrian scale and creates a continuous, active frontage along Elgin street and internal to the development.
- Provide for a high-quality design, with resilient material for lower maintenance.
- Provide contextually sensitive landscape and architectural design that complements adjacent uses.

Through our analysis we consider this housing intensification proposal to be an appropriate development along Elgin and D'Arcy street intersection, that is respectful to the surrounding community.

Respectfully submitted,

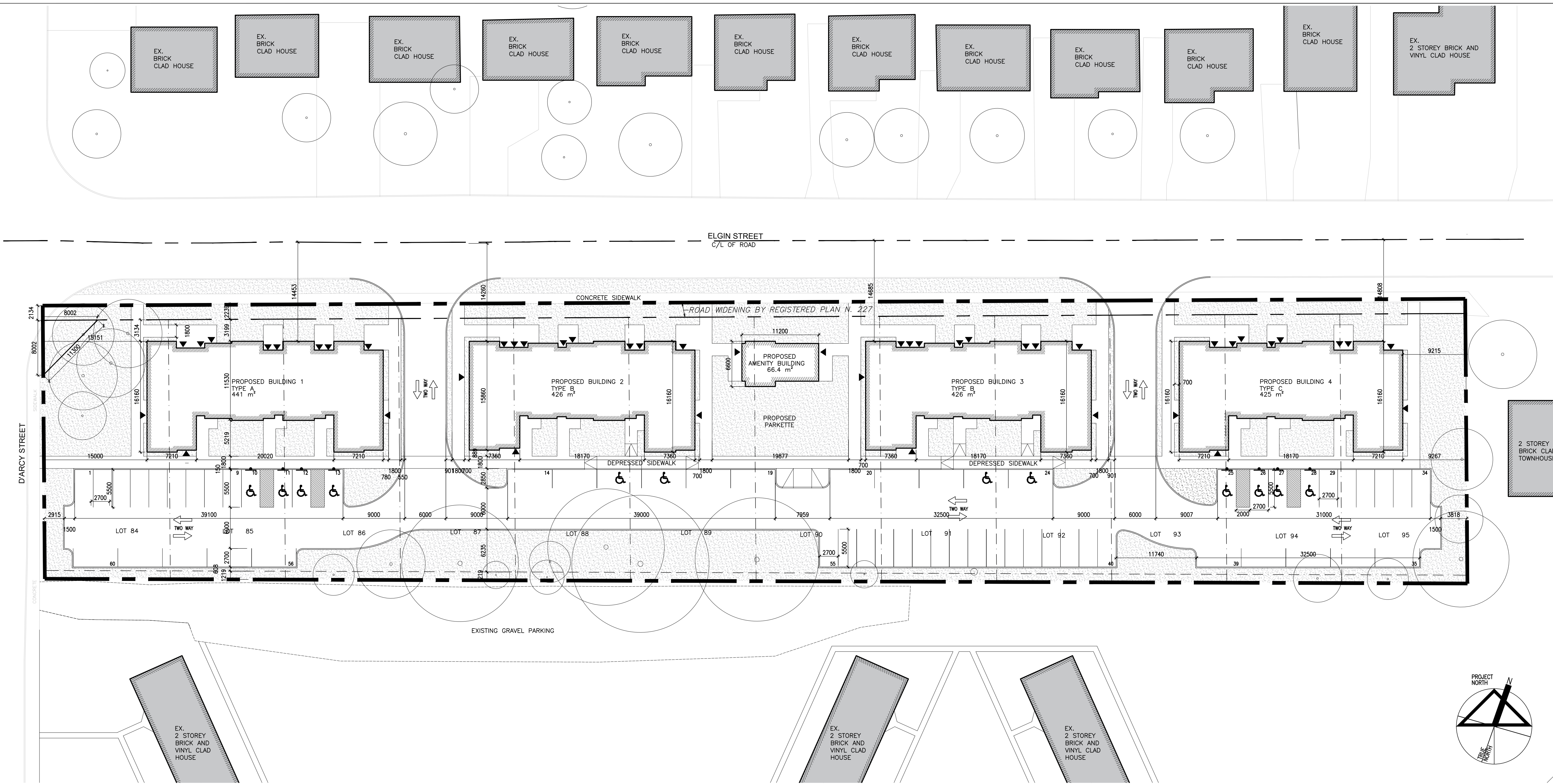
A handwritten signature in black ink, appearing to read 'Nick Swerdfeger', with a horizontal line underneath.

**Nick Swerdfeger** OAA MRAIC M.Arch B.Arch Sci  
*Principal*

**Barry Bryan Associates**

*Architects, Engineers, Project Managers*  
201 - 250 Water Street  
Whitby, Ontario L1N 0G5  
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FX: (905) 666-5256  
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1 SITEPLAN  
SP01 1:300



2 KEY PLAN  
SP01 NTS

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NO.	ISSUES	DATE	BY
1	ISSUED FOR REZONING	SEP. 30 2020	BBA

NO.	REVISIONS	DATE	BY

PROJECT:

**Elgin Park  
Redevelopment Project**

287-327 Elgin Street East  
Coburg, Ontario

Town of Coburg

DRAWING:

**SITE PLAN**

**BARRY BRYAN  
ASSOCIATES**

Architects  
Engineers  
Project Managers

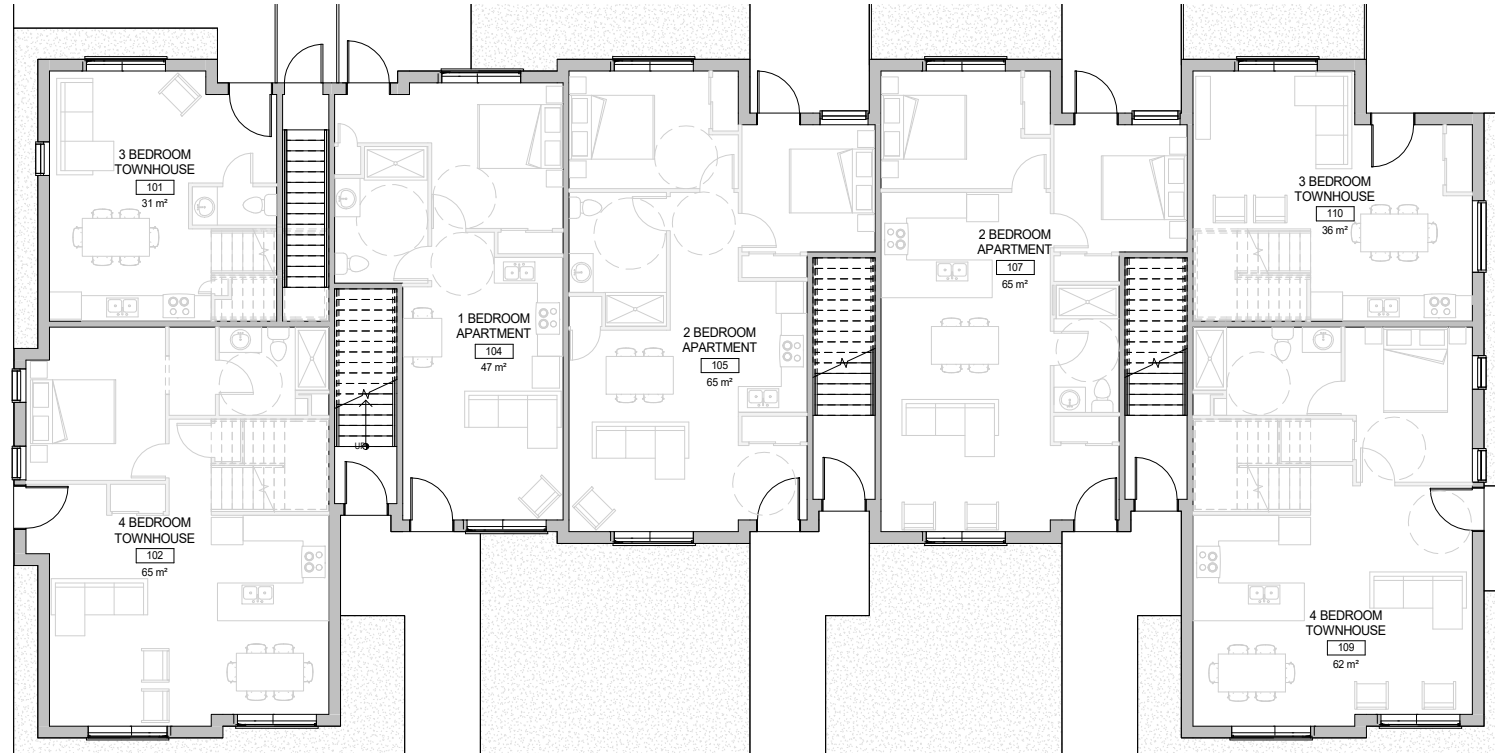
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Tel: (905) 666-6252  
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e-mail: bba@bba-archeng.com

DESIGN BY: NS	DOC. CONTROL: DATE:
DRAWN BY: HS	% COMPLETE:
CHECKED BY:	INITIAL:
DATE: 30 SEPTEMBER 2020	
SCALE: AS NOTED	
FILE:	

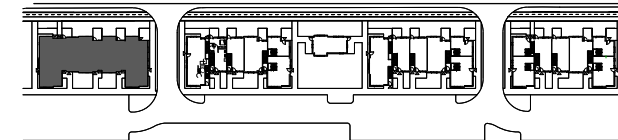
PROJECT NO: <b>19284</b>	DRAWING NO: <b>SP01</b>
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TYPICAL BUILDING:  
2 - 3 BEDROOM TOWNHOMES  
2 - 4 BEDROOM TOWNHOMES  
2 - 1 BEDROOM APARTMENTS  
4 - 2 BEDROOM APARTMENTS

TOTAL- 10 UNITS



KEY PLAN  
1:1000

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NO.	ISSUES	DATE	BY
1	ISSUED FOR REZONING	20/06/30	

NO.	REVISIONS	DATE	BY

PROJECT:  
**ELGIN PARK  
REDEVELOPMENT  
PROJECT**  
  
265 - 327 ELGIN STREET COBOURG  
ON.  
NORTHUMBERLAND COUNTY

DRAWING:  
**TYPICAL BUILDING  
FLOOR PLANS**



BARRY BRYAN  
ASSOCIATES

Architects  
Engineers  
Project Managers

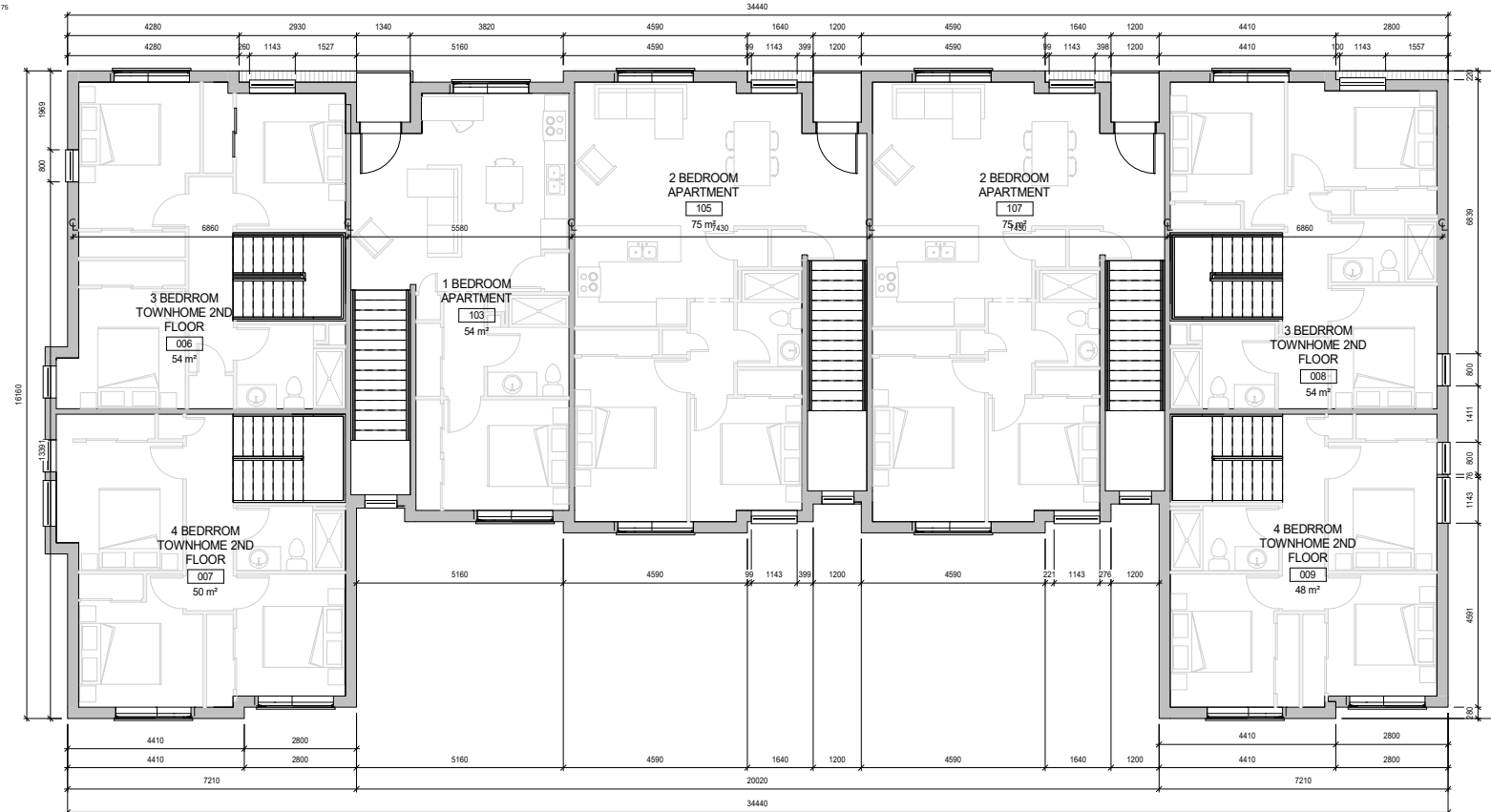
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email: bba@bbaarcheng.com

DESIGN BY: [Signature]  
DRAWN BY: [Signature]  
Author  
CHECKED BY: [Signature]  
Checker

DATE: 07/15/20  
SCALE: As Indicated  
FILE

PROJECT NO: 19284  
DRAWING NO: A201

1  
A002  
TYPICAL BUILDING GROUND FLOOR PLAN  
1:175



2  
A002  
TYPICAL BUILDING 2ND FLOOR  
1:175



2  
A009  
NORTH ELEVATION TYPICAL BUILDING ELGIN STREET  
1:75



1  
A009  
SOUTH ELEVATION TYPICAL BUILDING BURNET DR.  
1:75

	WHITE WOOD SIDING
	DARK BLUE WOOD SIDING
	WOOD SIDING

MATERIAL LEGEND  
1:75

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NO.	ISSUES	DATE	BY
1	ISSUED FOR REZONING	20/06/30	

NO.	REVISIONS	DATE	BY

PROJECT:  
**ELGIN PARK  
REDEVELOPMENT  
PROJECT**  
265 - 327 ELGIN STREET COBOURG  
ON.  
NORTHUMBERLAND COUNTY

DRAWING:  
**TYPICAL BUILDING  
ELEVATIONS**




**BARRY BRYAN  
ASSOCIATES**  
*Architects  
Engineers  
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DESIGN BY: <i>Designer</i>	DATE: 06/30/20
DRAWN BY: <i>Author</i>	SCALE: 1:75
CHECKED BY: <i>Checker</i>	FILE

PROJECT NO: <b>19284</b>	DRAWING NO: <b>A301</b>
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 <b>COBOURG</b>	<b>THE CORPORATION OF THE TOWN OF COBOURG</b>	
	<b>COUNCIL STAFF REPORT</b>	
TO:	Mayor and Council members	
FROM:	Rob Franklin, MCIP, RPP	
TITLE:	Manager of Planning	
DATE OF MEETING:	October 13 <sup>th</sup> , 2020	
TITLE / SUBJECT:	Notice of Complete Application for Zoning By-Law Amendment 265-327 Elgin Street East – Elgin Park Re-development Northumberland County Housing Corp., Barry Bryan Associates	
REPORT DATE:	October 5 <sup>th</sup> , 2020	File #: Z-05-20

### **1.0 STRATEGIC PLAN**

N/A

### **2.0 RECOMMENDATION**

The following actions are recommended:

- a) That the application be received by Council and referred to the Planning Department for a report; and,
- b) That the notice requirements of the Planning Act, R.S.O. 1990, c.P. 13, as amended, be implemented, including the scheduling of a Public Meeting.

### **3.0 PUBLIC ENGAGEMENT**

Sections 34 (10.4) & (13) of the Planning Act, R.S.O 1990, c.P. 13, as amended prescribe statutory public notice requirements for a complete application for Zoning By-law Amendment and for the scheduling of a public meeting.

The notice of a statutory Public Meeting can be provided together with notice of complete application, or separately. The Municipality is required to give notice by either:

- a) Publication in a newspaper that is of sufficient circulation in the area which the application applies; or
- b) Personal or ordinary service mail to every land owner with 120 metres of the subject land, and by posting a notice, clearly visible from a public highway or other place the public has access on the subject land, or a location chosen by the municipality.

Under the Town of Cobourg's new public notification procedures, notification will be provided via both a) and b) above, including sign posting. Additionally, the application is posted on the municipal website under the *Planning Applications* page (Planning & Development).

An applicant-led Open House will be required for the subject re-zoning application in accordance with the Town's procedures. As part of its public engagement strategy, the County of Northumberland has scheduled a public virtual "Q & A" session on Thursday, October 15, 2020 from 5 pm – 7 pm, and has also published a dedicated public engagement webpage on its 'Join In Northumberland' platform where further information about the project can be viewed (<https://joinin.northumberland.ca/elgin-park-redevelopment-zoning-application>).

The Municipality's notification procedures for complete applications and public meetings meet and exceed the notice requirements prescribed by the *Planning Act*.

#### **4.0 ORIGIN**

On September 30, 2020, the Planning Department received an application for Zoning By-law Amendment from Barry Bryan Associates on behalf of the Northumberland County Housing Corporation to permit a phased residential re-development at 265-327 Elgin Street East. **See Schedule "A" Location Map.**

#### **5.0 BACKGROUND**

The subject application proposes an amendment to the Zoning By-law to change the Residential Type Three (R3) and Environmental Constraint (EC) Zones to a site-specific medium-density residential (R4-) Zone on the overall 0.80 ha site. The re-zoning would facilitate the re-development of the existing 9 semi-detached buildings into 4, two-storey 10-plex buildings, resulting in an increase from 18 to 40 units, with 28 units being subsidized (a net increase of 10 subsidized units). Refer to **Schedule "B" Conceptual Site Plan** (note: the site plan is conceptual for the purposes of this re-zoning and may be subject to change prior to final Site Plan Approval by Council).

The Subject Lands are designated as Residential Area in the Town of Cobourg Official Plan (2017) and Residential Three (R3) Zone in the Town of Cobourg's Comprehensive Zoning By-law No. 85-2003. At present, the land use



permissions for the subject lots only permit up to two units per lot plus any secondary dwellings per lot.

The following plans and reports have been submitted in support of the application:

- Site Survey with topography, JD Barnes, May 2020
- Architectural Site Plan, Barry Bryan Associates, Sept 2020;
- Planning Justification Report, Larkin Planning Consultants, Sept 2020;
- Urban Design Brief, Barry Bryan Associates, Sept 2020;
- Traffic Brief, Asurza Engineers, Sept 2020;
- Tree Inventory and Arborist Report, NewLeaf Landscape Architect, Sept 2020;
- Functional Servicing and Stormwater Management Report, MCG Consulting Inc., August 2020.

Following a review of the application, Planning staff has concluded that it constitutes a complete application in accordance with the provisions of the *Planning Act* and the Cobourg Official Plan and is in a position to be formally received by Council. Pursuant to the provisions of the *Planning Act*, if the Municipality fails to approve the complete application within 90 days after its receipt by Council, the Owner may appeal the application to the Local Planning Appeal Tribunal (LPAT).

## **6.0 ANALYSIS**

This memo is for application receipt notification purposes only, and there is no staff analysis at this point in time. Once the plans and reports have been reviewed by the Development Review Team and partner review agencies, and a Public Meeting convened, a report will be brought back to Council for consideration.

## **7.0 FINANCIAL IMPLICATIONS/BUDGET/STAFFING IMPACT**

There are no anticipated negative financial implications imposed on the Municipality as a result of the application for Zoning By-law Amendment. The Owner has submitted the requisite \$11,000.00 fee and deposit.

## **8.0 CONCLUSION**

The application package and supporting information are currently being circulated to the Development Review Team for review and comments before being brought back to Council for consideration, including the convening of a Public Meeting.

## 9.0 **POLICIES AFFECTING THE PROPOSAL**

The primary policies affecting this application relate to the Residential Area designation and the Community Design and Improvement policies of the Cobourg Official Plan.

## 10.0 **COMMUNICATION RESULTS**

This Report is intended to advise Council and the public of the application, and to recommend that Council receive the application, and refer the application to the Planning Department for a report, and implement the public notification requirements of the *Planning Act*, including the scheduling of a Public Meeting.

Please contact the Planning Department if you have any questions or concerns.

### **Report Prepared by:**



Rob Franklin, MCIP, RPP  
Manager of Planning

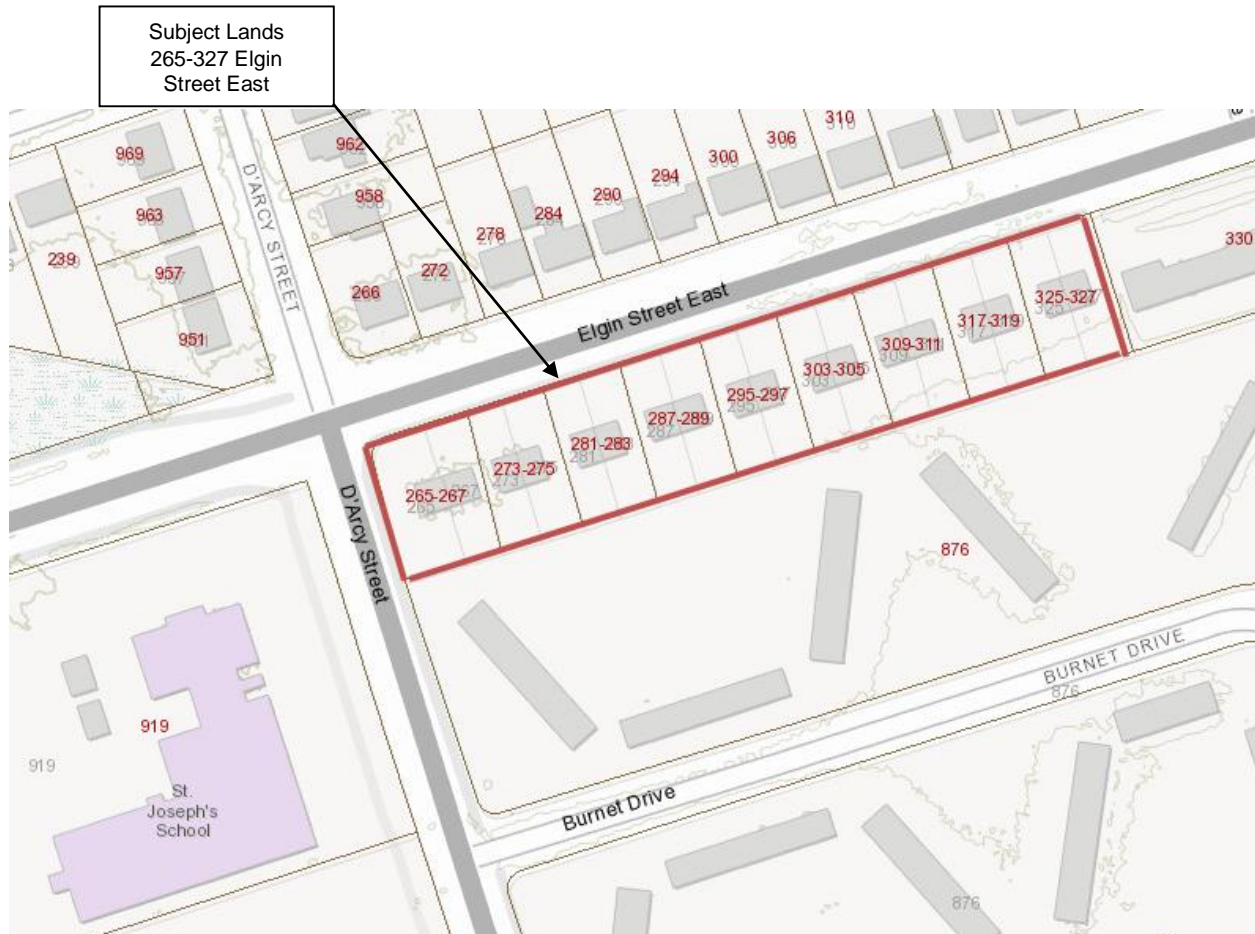
### **Report Approved By:**

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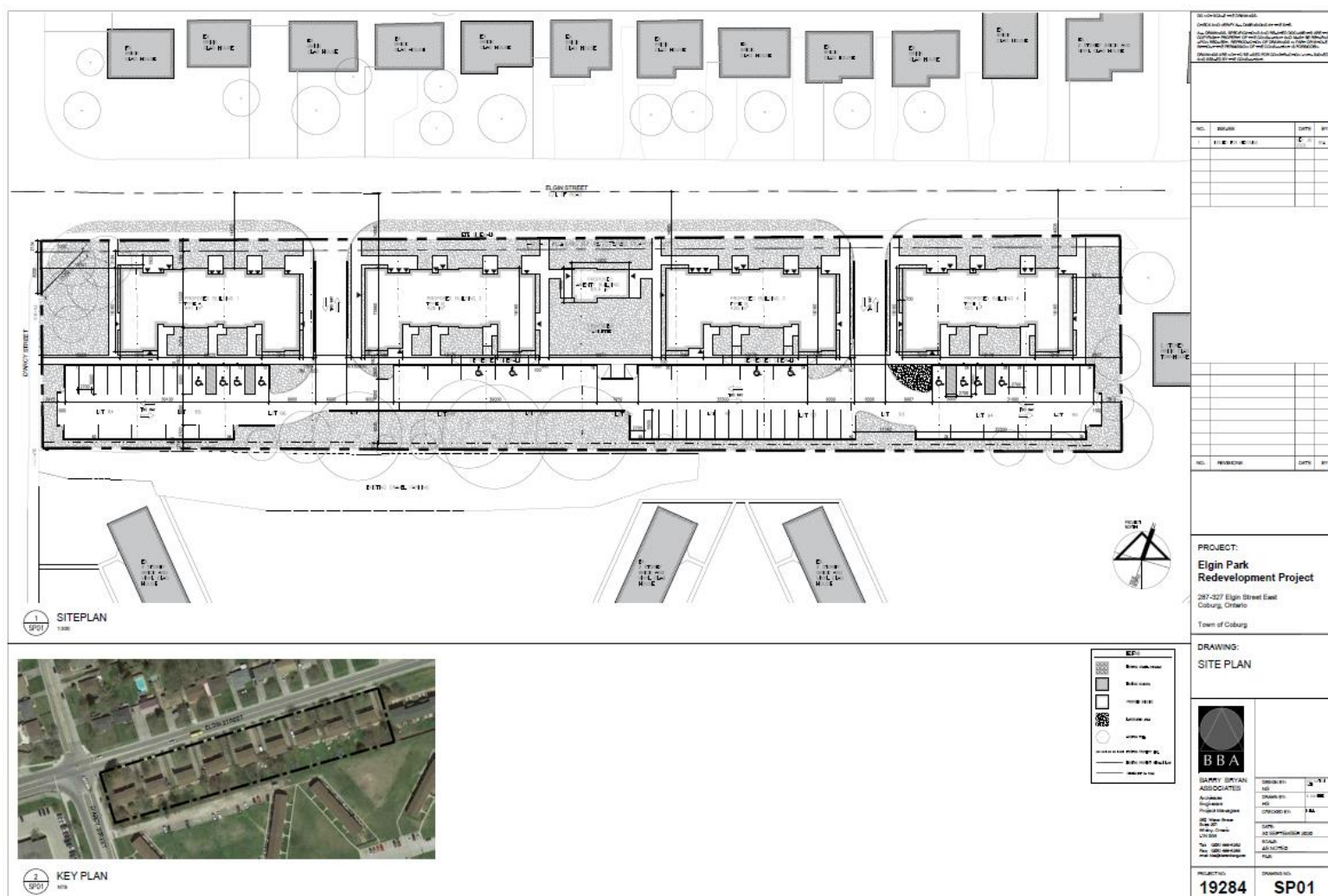
Glenn J. McGlashon, MCIP, RPP  
Director of Planning & Development



## Schedule "A" Location Map



## Schedule “B” Conceptual Site Plan





## **Public Submission**

### **Statutory Public Planning Meeting – Zoning By-Law Amendment**

**265-327 Elgin Street East, Cobourg, Ontario (County of Northumberland)**

November 9, 2020

Members of Council and Staff:

In essence, I support intensification based upon good planning principles for mixed neighbourhoods and the creation of a variety of quality living places. I believe that this proposal seeks to do this. I also support development based on efficient use of energy and with goals in sustainability which also include considerations for prioritizing reparability versus replacement.

I acknowledge that more project details will follow as part of the planning process, but project intent is clear in the reports and drawings included in the public meeting agenda. I support a zoning by-law amendment which seeks to improve quality of living for current and future residents; but, not an amendment enabling change to waste resources, including land and buildings, or compromises quality of life.

If I can only leave you with a main message, it is this: every resident needs their own private and conveniently accessible outdoor place where they can be in nature and sunshine. This time of pandemic has reminded us that some simple pleasures are in fact very important to human physical and emotional health.

And, it is not ok to pave over almost all the existing backyards for the parking of vehicles ... or to have a site plan necessitating the removal of more than 80% (36) of mature trees on site with trunks (DBH) over a foot in diameter. It is unclear if any of the additional 19 trees (under 12" DBH) will be removed. (see page 7 Larkin Planning Justification Report). I encourage you to revisit not only the proposed site plan but also, in regard to rezoning and optimizing land use, the setbacks for front, side and rear yards.

I was unable to attend the Q&A session on October 15 and will take this opportunity to mention a few concerns.

First, I question the need to demolish the existing homes entirely rather than going back to their skeletons, for example solid wood wall studs, and refinishing them and adding new build additions between beyond and above the existing building footprints. The reports claim that the existing homes are at the 'end of their useful life'. How many people do you know who live in homes built before 1980? As example, my own smaller residence is more than three and half times older than the existing homes on site to be demolished.

I raise this issue because there appears to be no report which explored alternatives. What are the core materials used in the existing structures and can the materials like wall board, wiring and insulation, among other updates, be economically removed and replaced? Relatedly, has there been an analysis of proposed construction and its anticipated life span? How long are the new buildings supposed to last? Was there an assessment of reparability vs. replacement?

Secondly, it is mentioned in the reports that overall there will be 46.8% landscaped area, of which 37.4% is soft landscaping and the rest permeable paver. It may be too early to ask about details but I will express concern for quality of outdoor areas for residents. What part of the percentage of landscaped area is general (common element) versus usable and purposeful outdoor areas specific for private use for each home unit? For example fenced yards suitable for a pet, or as play area for young children within sight of home and parent/guardian. And, where are the reasonably sized balconies for upper floor units? I noticed on a drawing the outdoor balcony space for some units, it is very very small, with hardly room for a chair. This raises the matter of allowable second and third floor projections into a required yard setback which would be specific zoning to this project. In addition, private outdoor space could help further the resident's interests in their own food security by growing some food or tending a small flower garden ... a great way to relieve stress, by the way. In addition, where would residents and their guests securely store their bicycles and e-transport devices?

And, it is also healthier and more cost effective to hang laundry outside to dry. All units, not only selected ones, need their own washer/laundry facilities. Imagine you are a hard working single parent, multi-tasking and doing chores while making dinner for a young family ... the last thing you want to do is leave the children and stove unattended while you go (should you lock the door to your home unit?) downstairs to the shared basement to check on the washing.

And, finally. Are those real windows on the third floor? I hope those are habitable roof spaces with usable space beneath the roof, like an extra bedroom. Aging in place can be for any stage in life, like having options for extra space for a growing family. The rezoning to R4 allows a third storey and needs to permit, possibly even require, the proposed design of building envelope to accommodate habitable roof space for this project of stacked townhouse development. Otherwise, it would be a shame to waste so much space within the building envelope.

Sincerely,

Miriam Mutton  
■ George Street  
Cobourg, Ontario