

November 25, 2021

To: Council of the Town of Cobourg

From: Members of the Tannery District Citizens Advisory Group

Introduction

This paper is a submission to Cobourg Council from members of the Tannery District Citizens Advisory Group (TDCAG). The TDCAG is an informal group of residents and landowners in the Tannery District and advocates of sustainability and affordable housing. A list of the members of the TDCAG can be found in Appendix A.

This paper is a response to Cobourg's proposed draft **Tannery District Sustainable Neighbourhood Secondary Plan**, released on November 10, 2021.

The TDCAG has for a number of years urged Cobourg Council to introduce a plan for the sustainable development of the Tannery District, and is pleased that Cobourg has prepared the **Tannery District Sustainable Neighbourhood Secondary Plan** and has asked for public comment on the proposed draft of this planning document.

The sustainable development of the Tannery District provides the opportunity to revitalize the use of underused land in the heart of Cobourg, and to do so using principles of sustainability which can provide a model for the future development and redevelopment of buildable areas in Cobourg.

The TDCAG is supportive of the direction in the secondary plan. However, we are recommending some changes to strengthen the sustainable, affordable, and livable mandate. We believe these proposed changes to the Secondary Plan will better achieve GHG reductions reflective of the current climate emergency, and at the same time enable the development of affordable housing to address the current affordable housing crisis. Finally, we have included recommendations which we believe will help mobilize the development of the Tannery site sooner than later

This paper contains two Parts:

- Part 1 provides recommendations for changes and additions to the draft **Tannery District Sustainable Neighbourhood Secondary Plan**.
- Part 2 provides recommendations for a proposed Phase 1 of the development of the Tannery District Sustainable Neighbourhood and recommendations for the role Cobourg should play during the proposed Phase 1.

Part 1

In Part 1, the TDCAG provides recommendations for changes and additions to the draft **Tannery District Sustainable Neighbourhood Secondary Plan** (Secondary Plan).

Recommendation 1

That the maximum building height in Medium Density planning areas be 3 storeys, and the maximum building height in High Density planning areas be 4 storeys.

Background

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The TDCAG assumes that, where possible, all new buildings developed in the Tannery District Sustainable Neighbourhood will be “net zero”, meaning that energy consumed by the new development will be supplied from renewable energy sources on site.

The draft Secondary Plan proposes building heights in higher density areas of up to 6 stories, and 8 stories with a bonus. In the experience of members of the TDCAG, it is challenging to achieve “net zero” building design with buildings of this height. Buildings in the range of 5 or 6 stories would likely require offsite renewable energy i.e., not achieve net zero. It may be possible to achieve net zero with geothermal heating at this height (ground source heat pump technology), but from our experience air-to-air heat pump technology is much less expensive than geothermal technology. With air-to-air design, the amount of energy required by residential apartment buildings could not be supplied from rooftop solar and from air-to-air heat pump technology if the buildings exceed 3 or 4 stories in height.

In addition, the TDCAG is assuming that almost all rooftops in the Tannery District Sustainable Neighbourhood will be covered with solar panels to provide renewable energy, green roofs, and amenity space. Buildings of 6 to 8 stories will likely creating shading issues for adjacent buildings.

Recommendation 2

That policies be added to the Secondary Plan to prevent shading of solar panels (both roof mounted and ground mounted).

Background

The Secondary Plan is assuming that the design of new development in the Tannery District Sustainable Neighbourhood will attempt to maximize the supply of renewable energy from within the neighbourhood. This will likely mean the maximization of solar energy (solar photovoltaic and solar thermal) and optimizing edible urban greenscape available within the neighbourhood, which all require an unobstructed view of the sun.

Recommendation 3

That the Building Energy Performance tables in Section 16.7.3.1 be amended as follows:

- 1. The energy performance table effective 2022 be removed.**
- 2. The table effective 2026 be changed to be effective 2022**
- 3. The table effective 2030 be changed to be effective 2026**

Background

There are a number of net zero standards which are stipulating an Energy Use Intensity (EUI) which is lower than the tables for 2022, and 2026 are mandating. Examples include the Zero Carbon Building standard (CagBC), and Net Zero by New Buildings Institute (NBI) <https://newbuildings.org/>. We think that the 2026 tables are readily achievable now, and the timeline for implantation should be accelerated to achieve GHG mitigation goals to address the climate emergency that has been recognized by all levels of government.

Recommendation 4

That affordable rent and purchase price be defined in Section 16.9.3.

Background

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The term “affordable” has a number of diverse definitions. Northumberland County has its definition. CMHC affordable housing programs have their definitions. Rent supplement programs have their definitions.

Cobourg should consult with Northumberland County in choosing a definition of “affordable” housing.

Recommendation 5

That Section 16.12.2.6 iii be amended to read:

*The costs of providing roads, services and other infrastructure to facilitate development of the Tannery District, including any expansion of the waste water and water treatment facilities, should be borne by the developers of the lands, rather than the municipality in accordance with the provisions of The Development Charges Act and the financing policies of the Town of Cobourg, **[added] provided that the Town of Cobourg shall bear these costs for non-profit affordable housing projects developed in the Tannery District Sustainable Neighbourhood.***

Background

This provision of requiring land developers in the Tannery District Sustainable Neighbourhood to bear all of the costs of providing roads, services and other infrastructure to facilitate development of the Tannery District will be a serious problem for non-profit affordable housing developers, and will likely prevent these housing providers from developing projects in the Tannery District. The development of affordable housing already is barely economically feasible for non-profit affordable housing providers.

Part 2

In Part 2, the TDCAG proposes a number of steps that Cobourg should take in Phase 1 of the development of the Tannery District Sustainable Neighbourhood, in order to facilitate development.

The TDCAG recognizes and acknowledges the challenges that Cobourg and land developers face in the development of the Tannery District, particularly developers of non-profit, affordable housing projects. These challenges include:

- The need to clean up contaminated lands in the Tannery District.
- The need to successfully integrate new development into the surrounding existing neighbourhood and existing land uses.
- The need to buffer the impact of a major rail corridor adjacent to the proposed new neighbourhood.
- The challenge of funding the costs of providing roads, services and other infrastructure to facilitate development of the Tannery District.
- The challenge of funding the development of much needed affordable housing in the Tannery District.

To address these challenges, which will be most difficult in the early stages of development, the TDCAG is proposing the following strategy for Phase 1 of the development of the Tannery District Sustainable Neighbourhood. The TDCAG proposes three Stages in Phase 1. In all these Stages Cobourg will play an active and facilitative role.

Phase 1 and its Stages

The proposed Phase 1 of the development of the Tannery District Sustainable Neighbourhood includes two components:

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1. The development of the initial housing projects. It is proposed that most of these housing projects be developed by non-profit affordable housing developers on land owned by the Town of Cobourg.
2. The construction by the Town of Cobourg of the roads, services, parks and other public infrastructure to serve these initial housing projects. All but a small piece of the land needed for these roads, parks, and services is already owned by the Town.

The development of the Tannery District Sustainable Neighbourhood bears many similarities to the development of the highly successful St. Lawrence Neighbourhood, developed by the City of Toronto. Similar to the St. Lawrence neighbourhood, the vision for the Tannery District Sustainable Neighbourhood is expressed in a Master Plan. Both neighbourhoods are a revitalization of an underused brownfield area which is very favourably located in the municipality.

There were two key elements of the successful strategy used in the development of the St. Lawrence Neighbourhood that TDCAG believes Cobourg should follow in the development of the Tannery District Sustainable Neighbourhood:

1. The initial development of housing in the new neighbourhood by non-profit affordable housing land developers.
2. The construction by the municipality of the roads, services, parks and other public infrastructure to facilitate development of the new neighbourhood.

These two steps, when completed, demonstrated concretely the attractive design of the new St. Lawrence neighbourhood and created the momentum for the further development which followed. The early success of the St. Lawrence neighbourhood as a result of early support by the City of Toronto, attracted an immense amount of development which followed, including the development of the highly successful Distillery District immediately to the east. The TDCAG believes that, with similar early support by the Town of Cobourg, the Tannery District Sustainable Neighbourhood will have similar success.

TDCAG's proposed Phase 1 includes four housing projects as well as the new Central Park, and the roads surrounding these. Three of the housing projects will be built on land owned by the Town. In addition, the Phase 1 roads will be built almost entirely on land owned by the Town.

The following recommendations are proposed by the TDCAG as a strategy for implementing Phase 1.

Recommendation 6

That, as a means of facilitating the development of the Tannery District Sustainable Neighbourhood Cobourg fund, design, and construct the roads, services, parks and other public infrastructure in Phase 1 of the neighbourhood development.

Background

Most of the roads required for the development of the Tannery District Sustainable Neighbourhood can be constructed in the proposed Phase 1 of development. Fortunately, Cobourg already owns all of the land required for the construction of the roads in Phase 1, except for a small piece of land at the north end of Parcel 2 shown in the Land Inventory below. In order to connect the extension of Alice Street with the existing Furnace St., this small piece of land would need to be purchased from Thomas Motors, the current owner.

Recommendation 7

That, subject to Recommendation 5 above, Cobourg develop a strategy for funding the cost of construction of the roads, services, parks and other public infrastructure in Phase 1, including but not limited to government grants, development charges, property tax revenue, and loans from Infrastructure Ontario.

Background

Cobourg will need to be creative in developing a funding strategy for the construction of the roads, services, parks and other public infrastructure in Phase 1. Fortunately, the development of the Tannery District Sustainable Neighbourhood will generate significant future property tax revenue as a result of the new assessment created by development.

Recommendation 8

**That, in Phase 1, Cobourg offer part of the lands that it owns in the Tannery District to non-profit affordable housing developers at no cost, and
That Cobourg subdivide these lands for the development of three separate affordable housing projects.**

Background

TDCAG anticipates three non-profit affordable housing projects can developed on land that the Town currently owns. These include:

- A four-storey 40-unit apartment building (Parcel C2 on drawing below)
- A four-storey 70-unit apartment building (Parcel D on drawing below)
- 8 to 10 townhouses (Parcel C3 on drawing below)

(See Draft Master Plan, Option 1 drawing below as well as additional information below)

Recommendation 9

That, in Phase 1 of development, Cobourg stage the development of roads, services, parks and other public infrastructure, and the adjacent development of housing projects as follows:

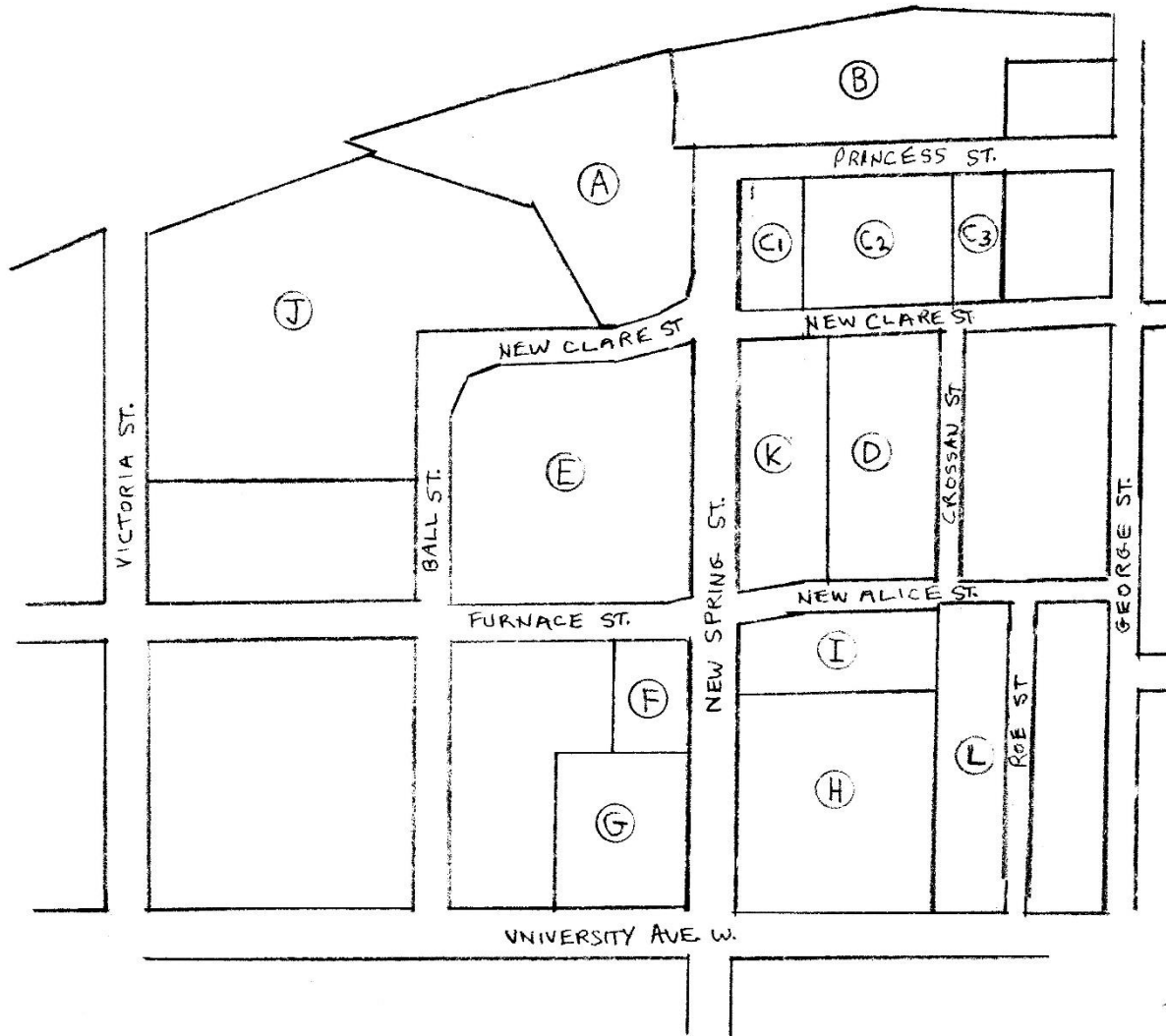
TDCAG proposes the following parcels be included in Phase 1 (see Draft Master Plan, Option 1 drawing below):

Stage 1: Parcel A (housing)

Stage 2: Parcels C1 (park) and C2 and C3 (non-profit affordable housing)

Stage 3: Parcels K (park) and D (non-profit affordable housing)

(See table below for more detail)



DRAFT MASTER PLAN, OPTION 1, V3

Proposed Phasing of roads and services in Phase 1

| TDCAG proposes the staging of Phase 1 roads and services as follows: | Parcels to be developed in each stage |
|---|--|
| Stage 1 <ul style="list-style-type: none"> • Upgrade Princess St. from George St. to the proposed New Spring St. • Construct a section of the new Spring St. from Princess St. to the proposed new Clare St. | Parcel A <ul style="list-style-type: none"> • The proposed housing development on Parcel A includes a 4-storey apartment building (approximately 76 to 80 apartments) (see Preliminary Concept Drawings [two examples] below). |
| Stage 2 <ul style="list-style-type: none"> • Construct a section of the new Clare St. from existing Clare St. to new Spring St. | <ul style="list-style-type: none"> • Parcel C1 would be a site for a public park. • Parcel C2 would be a site for a 4-storey non-profit affordable housing apartment building of approximately 40 apartments. • Parcel C3 would be a site for 8 to 10 townhouses, possibly to be developed by Habitat for Humanity. |
| Stage 3 <ul style="list-style-type: none"> • Construct a section of the new Spring St. from new Clare St. to new Alice St. • Construct the new Alice St. from existing Alice St. to existing Furnace St. | <ul style="list-style-type: none"> • Parcel D would be a site for a 4-storey non-profit affordable housing apartment building of approximately 70 apartments. • Parcel K would be a site for a public park. |

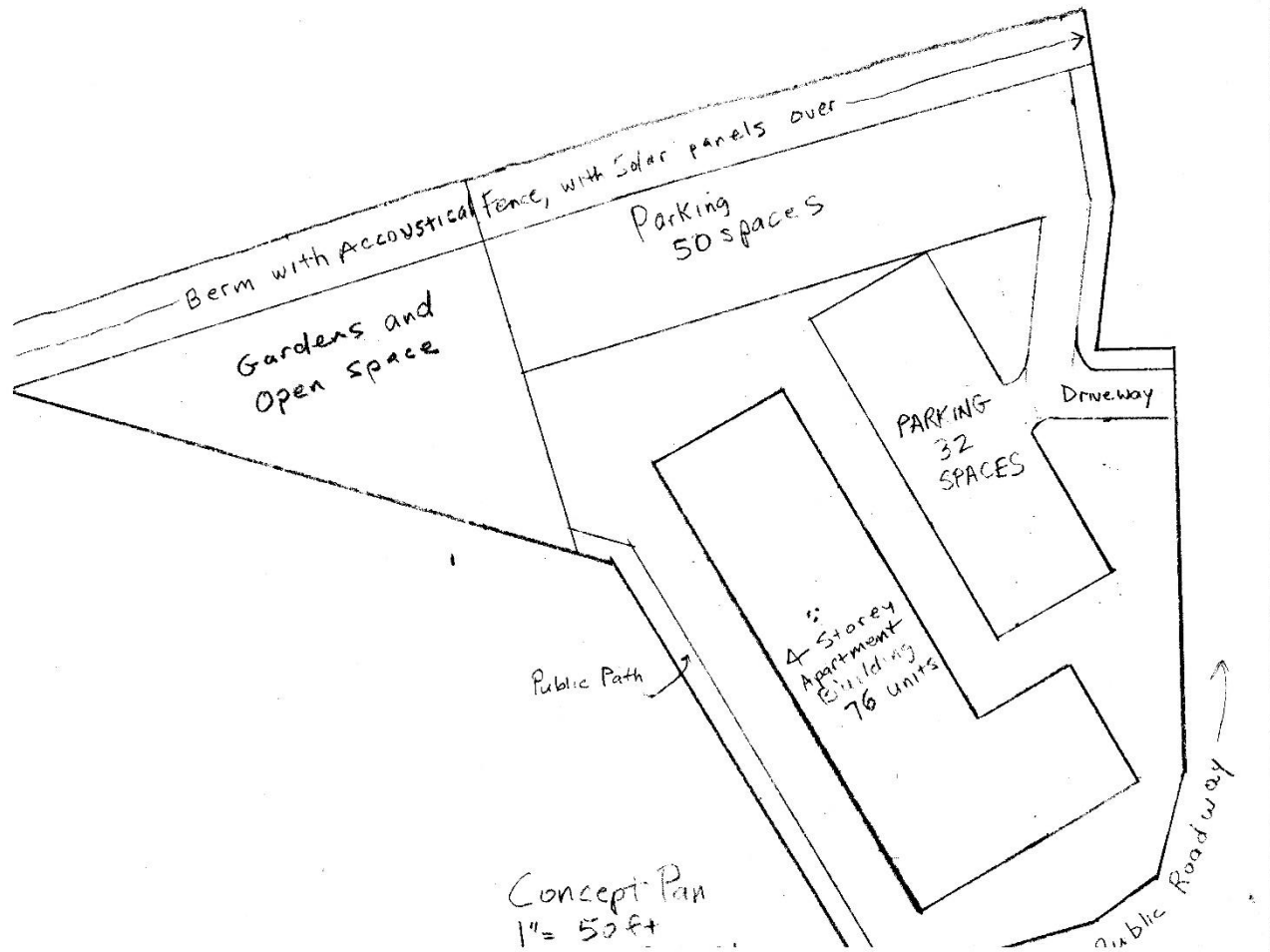
Background

Concept for Parcel A, to be developed in Stage 1:

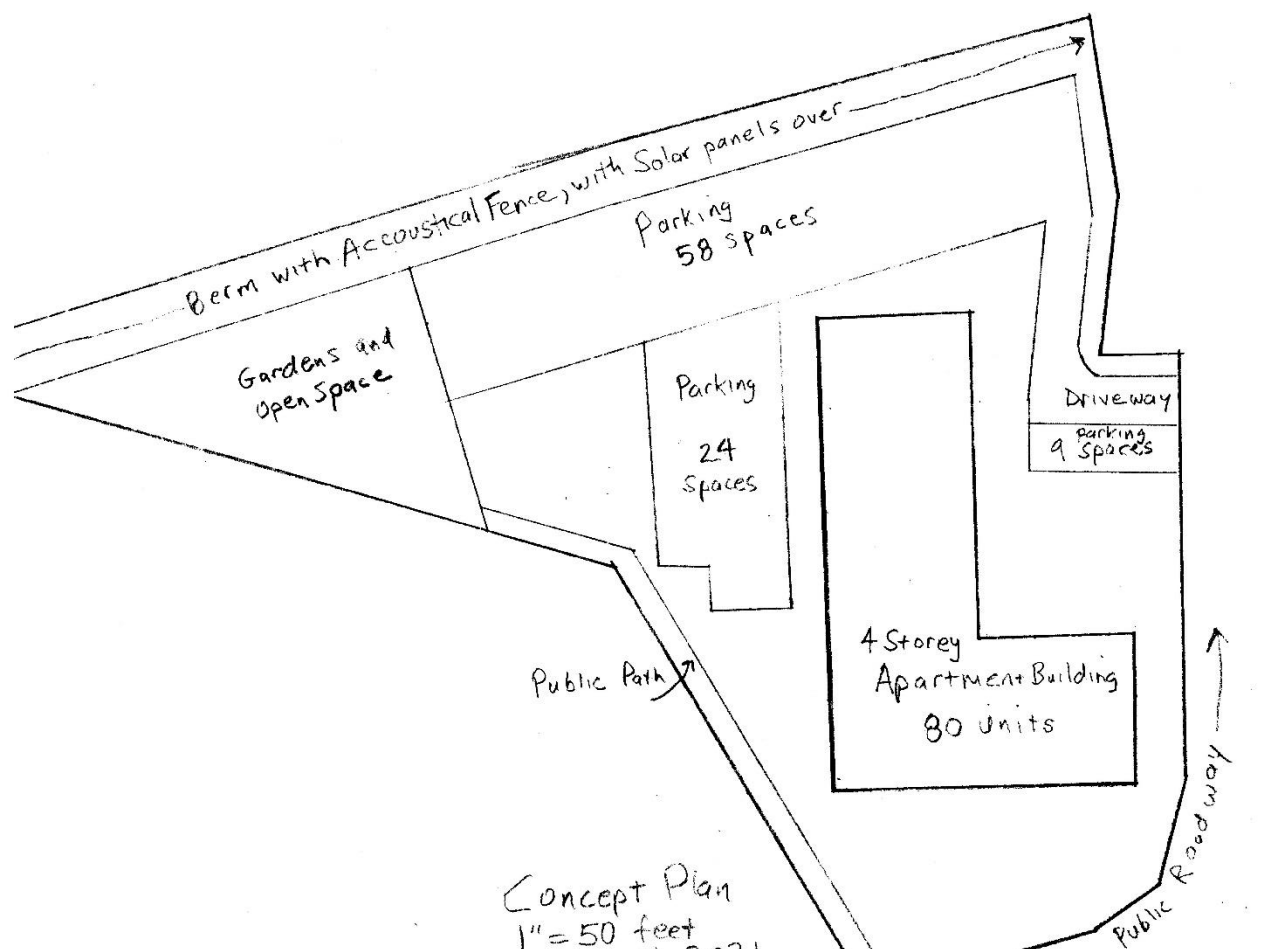
The TDCAG is proposing a 4-storey, apartment building in Stage 1 on Parcel A (see two examples of Preliminary Concept Drawings below). This building would contain approximately 76 to 80 apartments. The project would include the following features:

- A berm and acoustical fence would be constructed along the boundary with the railway. The building would be set back a minimum of 30 meters from the railway.
- The project would be net zero (annual solar electricity production to cover annual consumption. Solar panels would be constructed on the roof of the building and over the berm.)
- The land at the west end of the site could possibly be deeded to the Town of Cobourg for a public park, which could be combined with future park development along the south side of the rail corridor.

Preliminary Concept Drawing for Parcel A, Example 1 (see below)



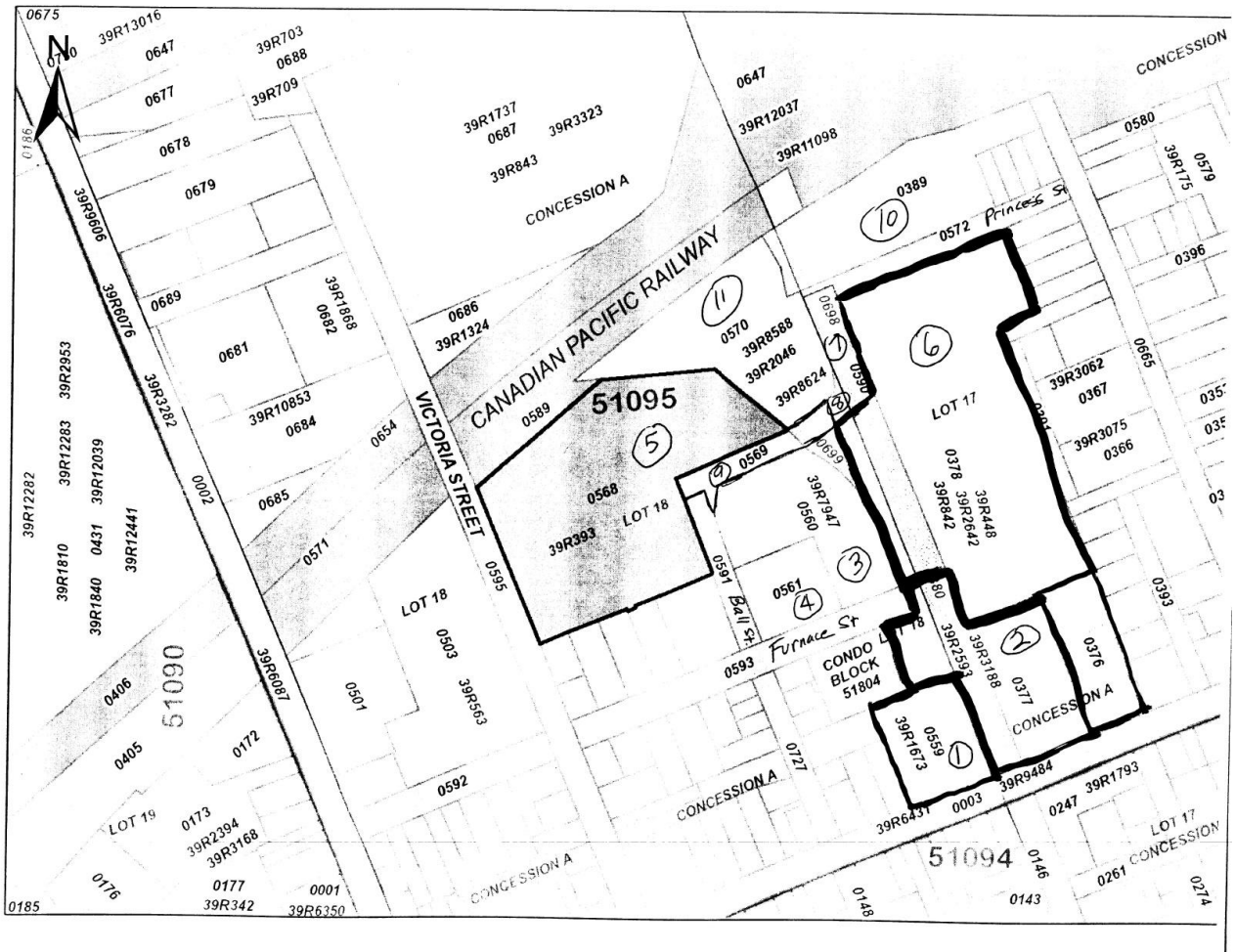
Preliminary Concept Drawing for Parcel A, Example 2 (see below)



All land proposed in Phase 1 for non-profit affordable housing development (in Stages 2 and 3) is owned by the Town of Cobourg (see Land Inventory below).

Tannery District Land Inventory

Drawing for Tannery District Land Inventory (below)



| TANNERY DISTRICT LAND PARCELS | | | | | | | |
|-------------------------------|--|--------------------------|------------|---|---------------|--------------|--|
| Parcel # | Address | Owner | PIN Number | Purchase Price at time of Purchase | Purchase Date | Area (Acres) | Notes |
| 1 | 128 University Ave. (Thomas Motors) | 1017595 Ontario Limited | 51095-0559 | \$430,000 | 4-Oct-07 | 1.014 | Part of Thomas Motors site |
| 2 | 100 University Ave. (Thomas Motors) | CAMKIDS Inc. | 51095-0377 | \$1,350,000 | 4-Oct-07 | 2.39 | Thomas Motors |
| 3 | 136 Furnace St. (parcel includes 500 Ball St.) | 946659 Ontario Limited | 51095-0560 | \$160,000 | 26-May-00 | 2.055103 | L shaped parcel with two addresses |
| | 500 Ball St. | | | | | | |
| 4 | 146 Furnace St. | Gregory Thomas McCracken | 51095-0561 | \$195,000 | 8-May-13 | 0.82 | McCracken storage yard |
| 5 | 495 Ball St. (Factory) | 1648672 Ontario Limited | 51095-0568 | | 2-Dec-05 | 0.7 | Estimated portion for development |
| 6 | 96 Alice St. (Tannery Site) | Town of Cobourg | 51095-0378 | \$0 (does not include costs to Town) | 24-Jun-14 | 6.67 | Town assumed land for unpaid taxes and charges |
| 7 | No address | Town of Cobourg | 51095-0590 | \$68,000 | 8-Apr-88 | 0.4 | Road allowance |

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| TANNERY DISTRICT LAND PARCELS | | | | | | | |
|-------------------------------|-----------------------------------|-------------------------|------------|--|---------------|--------------|-------------------------------------|
| Parcel # | Address | Owner | PIN Number | Purchase Price at time of Purchase | Purchase Date | Area (Acres) | Notes |
| 8 | No address | Town of Cobourg | 51095-0726 | | | 0.05 | Road allowance |
| 9 | No address | Town of Cobourg | 51095-0569 | | 10-Jun-88 | 0.47 | Road allowance |
| 10 | 90 Princess St. | 1297062 Ontario Limited | 51095-0389 | \$1 | 29-Jan-99 | 2.32 | Industrial building |
| 11 | Parcel at the end of Princess St. | 1297063 Ontario Limited | 51095-0570 | \$1 | 29-Jan-99 | 2.53 | Vacant land; has soil contamination |
| | TOTALS | | | \$ 2,203,002 (does not include 495 Ball St) | | 19.419 | |

Appendix A

Members of Tannery District Citizens Advisory Group*

* The TDCAG is an informal group of residents and landowners in the Tannery District and advocates of sustainability and affordable housing

| First Name | Last Name | Phone | Address |
|-------------------|------------------|----------------|--|
| Bill | Holmes | 905-372-9696 | 544 Maher Crescent, Cobourg, K9A 4S7 |
| Bruce | Bellaire | 905-372-8879 | 169 Queen St., Cobourg, Ontario K9A 1N3 |
| Elizabeth | Greaves | (905) 372-5578 | 468 George St Cobourg ON K9A3M8 |
| Gigi | Ludorf-Weaver | (289) 252-1529 | 703 Carlisle St., Cobourg, K9A2J9 |
| Jordan | Hoogendam | (905) 342-9210 | 421 Ontario Street Cobourg ON K9A 3C1 |
| Joyce | Matthys | 289-252-8122 | 5742 Grist Mill Rd., Port Hope, Ontario, L1A 3V8 |
| Judy | Smith Torrie | 905-372-0216 | 125 Perry St., Cobourg, K9A 1N8 |
| Julien | Winter | 905-373-1677 | 175 Tremaine St., Cobourg, K9A 2Z2 |
| Jurgen | Hansen | 905-373-1939 | 1505 Ontario St. RR4, Cobourg, Ontario K9A0N3 |
| Minnie | de Jong | 905-376-6978 | 154 Stuart St., Cobourg K9A 2Y2 |
| Miriam | Mutton | 905-373-0159 | 423 George St Cobourg ON K9A 3M7 |
| Rich | Tyssen | 905-377-1713 | 154 Stuart St., Cobourg K9A 2Y2 |
| Rick | Nonnekes | 289-879-0962 | 452A King St East, Cobourg K9A 1M6 |
| Tony | Walker | 905-373-0731 | 521 Lakeshore Rd, Cobourg, ON K9A 1S4 |
| Verner | Bill | | 465 George St Cobourg ON K9A3M9 |
| Barefoot | Marilyn | | 465 George St Cobourg ON K9A3M9 |