

STAFF REPORT

THE CORPORATION OF THE TOWN OF COBOURG



Report to:	Mayor and Council Members	Priority:	<input type="checkbox"/> High <input checked="" type="checkbox"/> Low
Submitted by:	Kaveen Fernando Planner I – Development Planning Department kfernando@cobourg.ca	Meeting Type:	Open Session <input checked="" type="checkbox"/> Closed Session <input type="checkbox"/>
Meeting Date:	January 11, 2022		
Report No.:	Z-11-21		
Submit comments to Council			

Subject/Title: Zoning By-law Amendment – 1005 Elgin Street West (Fleming Building)

RECOMMENDATION:

THAT Council be advised that the Planning and Development Advisory Committee (PDAC) has duly considered the application from Community Planning and Consulting Inc. on behalf of Linmac Inc. to amend Shopping Centre Exception Four (SC-4) Zone to permit “Medical Clinic Use” as a permitted land use at 1005 Elgin Street West (Fleming Building) to existing commercial building.

FURTHER THAT the Planning and Development Advisory Committee endorses the conclusions of the Planning Report.

1. STRATEGIC PLAN

N/A

2. PUBLIC ENGAGEMENT

The Application for Zoning By-law Amendment was submitted by Community Planning and Consulting Inc. to add “Medical Clinic Use” as a permitted use at 1005 Elgin Street West in November, 2021.

Council formally received the application for approval of Zoning By-law Amendment on November 15, 2021, the application was referred to the Planning Department for a report, and a Public Meeting was held on December 20th, 2021 in accordance with the provision of the *Planning Act, R.S.O. 1990, c.P.13*, as amended. There were no public submissions received regarding this application.

Section 34(10) & (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 the 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 main to every land owner within 120 metres of the subject land, and by posting a notice, clearly visible from public highway or other place of public has access to the subject land, or a location chosen by the municipality.

The Municipality's notification procedures for complete application and public meetings included both a) and b) above, including the posting of signs on the frontages of the site in question. In addition, the Town provided an information and application receipt memo to Council for information purposes in open session and posted relevant information regarding the development on its Planning Applications page of the municipal website (Planning and Development). Members of the public on record as making submissions to the Town, if any, will be notified, when the application and this report are being considered by Council for consideration.

3. PURPOSE

The purpose of this report is to provide a planning analysis and justification regarding an application for Zoning By-law amendment to add "Medical Clinic Use" as a permitted use at 1005 Elgin Street West (Fleming Building).

4. ORIGIN AND LEGISLATION

An application for approval of the Zoning By-law Amendment was submitted by Community Planning and Consulting Inc. on behalf of Linmac Inc. in November, 2021. Council moved that the application be received and referred to the Planning Department for a report at its meeting of November 15, 2021 and further directed that a Public Meeting be held. The Public Meeting was convened on December 20, 2021 regarding this application. In accordance with the provisions of the *Planning Act*, if the Municipality fails to approve the complete application within 90 days of its receipt, the applicant may appeal the application to the Ontario Land Tribunal (OLT).

5. BACKGROUND

5.1 Owner

Linmac Inc.

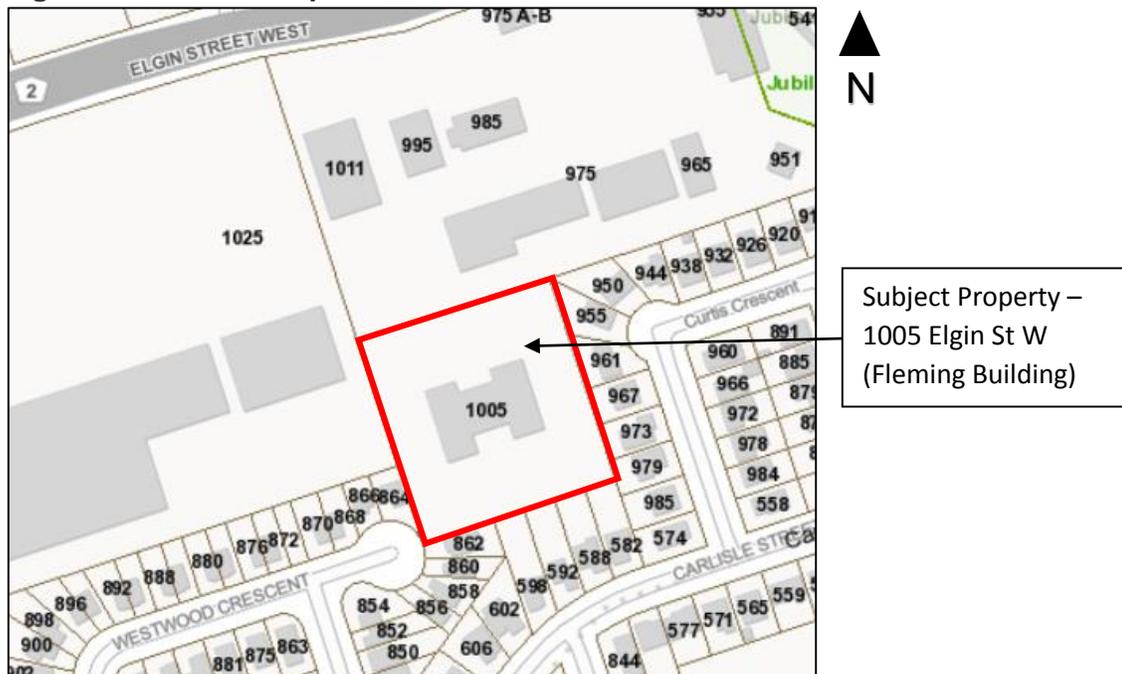
5.2 Applicant/Agent

Community Planning and Consulting Inc. - Agent: Kevin M. Duguay

5.3 Property Address

1005 Elgin Street West as illustrated in the attached Figure 1 – Context Map below.

Figure 1 – Context Map



5.4 Existing Land Uses

The subject land is developed and occupied by the “Fleming Building”, which currently houses institutional, commercial/office and clinic uses.

5.5 Surrounding Land Uses

The land uses in the vicinity of the subject property generally consist of a mix of commercial, residential and institutional land uses;

North: Commercial and office uses

East: Commercial, office and residential uses)

South: Residential uses (low density)

West: Commercial (Staples and Northumberland Mall)

5.6 Proposal

The Application Summary Section of the Community Planning and Consulting Justification Report (affixed hereto as **Appendix I**) provides an overview of the proposal and reasons for the amendment. The applicant, Linmac Inc., is proposing to convert existing vacant commercial units within Fleming Building into medical practitioner clinic spaces. The current zone permits “clinic use”, however, as per section 3.26 of the Comprehensive Zoning By-law No. 085-2003, a Zoning By-law Amendment is required to introduce more than four (4) medical practitioners. The property owner intends on introducing a maximum of seventeen (17) practitioners with in the building. There are no structural works proposed or any expansion plans for the existing building to convert existing commercial units to medical clinic spaces.

In support of the application, the following planning reports and documents were submitted by the applicant:

- **Appendix I** – Planning Justification Report, Kevin M. Duguay, Community Planning and Consulting Inc., dated October 29, 2021;

The following drawings also form part of this Planning Report:

- **Schedule “A”** – Location Map
- **Schedule “B”** – Parking Plan

Section 6 provides the Planning Analysis of applicable Provincial and Municipal policies, and regulations and guidelines.

6 ANALYSIS

In considering the subject application, an understanding of the applicable provincial legislation and local policies is beneficial when reviewing applications for approval of amendments to the Zoning By-law. Kevin M. Duguay’s Planning Justification Report (the “KMD Planning Report”) provides a detailed overview of relevant provincial and local policies, guidelines and standards and offer opinions relating to conformity.

It is not the intent of this Preliminary Planning Report to duplicate the planning review and analysis provided by the KMD Planning Report, however the following sections provide a general ‘high-level’ summary of relevant background and commentary from a municipal planning staff perspective and are intended to complement and be read in conjunction with the submission from the applicant.

6.1 Planning Act, RSO 1990, c.P. 13, as amended

In accordance with the approval process of the Planning Act, the requirements for considering an application for approval of Zoning By-law amendments include public notification, convening a Public Meeting, and awaiting an appeal period.

As referenced above, the Municipality shall have regard to matters of Provincial interest under Section 2 of the Act, which are encapsulated in the Provincial Policy Statement (PPS), 2020 and Provincial Plans, such as the Place To Grow Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”), 2019. In general, matters of Provincial interest include such applicable matters as: adequate provision and efficient use of infrastructure; orderly development of safe, healthy and complete communities; adequate provision of a full range of housing, including affordable housing; accessibility for persons with disabilities; the protection of public health and safety; appropriate locations for growth and development; the promotion of sustainable development; the use of pedestrian-friendly designs; and development which is transit supportive.

Comments/Opinion

The proposal to make use of a vacant units within an existing, serviced building, on a commercial property within proximity to regular municipal transit stops and other commercial amenities demonstrates an efficient utilization of existing infrastructure and, therefore, minimizes the unnecessary consumption of land. The proposal to permit a medical clinic at this location will ensure that the medical practitioners are accessible to the community by municipal transit and is well-positioned within the built-up area of the municipality, convenient to other services and businesses.

The KMD Planning Report acknowledges that the existing site provides adequate parking required for the use and ensures that existing businesses on the subject property are unencumbered by the proposed use. In my opinion, the proposed amendment has appropriate regards to matters of Provincial interest under Sections 2 and 34 of the Planning Act.

6.2 Provincial Policy Statement (PPS), 2020 & Growth Plan, 2020

The Provincial Policy Statement (PPS) provides a broader policy direction on land use planning and development matter of Provincial Interest as per the *Planning Act, R.S.O. 1990, c.P.13, as amended*. The PPS provides policies for appropriate development based on efficient use of land infrastructure, protection of natural resources, and supports a mix of employment that caters to municipal needs. As highlighted in the KMD Planning Report, the proposed development is consistent with Sections 1.1.1, 1.1.3.1, 1.1.3.2 and 1.6.6 policies of the Provincial Policy Statement;

- Promoting efficient development and land use patterns which sustain the financial well-being of the Province and Municipalities over the long-term;
- Settlement Areas shall be the focus of growth and development;
- Land use patterns within settlement areas shall be based on densities and mix of land uses which; a) sufficiently use land and resources and b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;

Comments/Opinion

The Growth Plan directs that the vast majority of growth will be directed to settlement areas that have a delineated built boundary, have existing or planned municipal water and wastewater systems, and support appropriate major institutional and office development in urban growth centres, supported by transit areas. In addition, the plan provides direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to encourage active transportation.

The KMD Planning Report acknowledges the policies of the PPS and the Growth Plan and confirms that the proposal is consistent with the Provincial policies. The report specifically cites that the proposal contributes to a liveable, healthy, complete community, and supports efficient, cost-effective development patterns, which makes use of the existing infrastructure and minimizes land consumption.

The prime location of the Fleming Building supports the transit-supportive land use patterns as highlighted by Provincial Policy Statement (PPS) and provides further amenities such as access to restaurants, retail and more importantly, quick access to Northumberland Hills Hospital in an emergency. Thus, the proposal to introduce more medical clinic uses in this location will contribute to better quality of life for surrounding residents and rest of Cobourg.

Additionally, with respect to the Provincial directive to improve accessibility for persons with disabilities and older persons, the interior renovation required to the existing commercial units will trigger the accessibility requirements within the Ontario Building Code (OBC), as

amended. The accessibility requirement within the OBC will ensure that interior improvements relating to accessibility provision are completed during the Building Permit Stage. The existing building does have an accessible entry ramp and lift device.

Based on the above discussion, it is my opinion that the application for Zoning By-law Amendment is consistent with and conforms to matters of Provincial Interests as reflected in the PPS and Growth Plan.

6.3 **County of Northumberland Official Plan, 2016**

The purpose of the County of Northumberland Official Plan (the “County OP”) is to:

- Establish a broad, upper tier policy framework intended to guide local municipalities in the preparation of their Official Plans, Official Plan Amendments and zoning by-laws;
- Implement the PPS and Growth Plan at the County level; and,
- Establish a framework for coordination and cooperation amongst local municipalities and the County on planning and development issues that cross municipal boundaries.

The County OP is not intended to duplicate the policies of local Official Plans, and recognizes that certain land use planning responsibilities are vested with local municipalities. Accordingly, the County OP provides over-arching guidance necessary to formulate detailed strategies, policies and land use designations at the local level. Thus, the land use designations and policies in the Cobourg OP essentially remain intact, but would need to be monitored and regularly updated to ensure conformity with the County OP.

The County OP encourages each of the six (6) urban areas in the County to become complete communities, including the provision of convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, health, transit, recreation and open space for their residents. From this perspective, it is the objective of the County OP to:

- Protect, enhance and maintain existing urban areas as diverse, livable, safe, thriving and attractive communities;
- Promote the efficient use of land and infrastructure by directing most development to urban areas where full services are available;
- Provide opportunities for a diversified economic base, including an appropriate mix of employment and institutional uses to meet long term needs;
- Establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including public transit, cycling and walking;
- Provide for an interconnected system of public spaces that offer convenient and comfortable access and promote safe and healthy environments; and,
- Encourage a high standard of urban design;

Comments/Opinion

It is my opinion that the proposal conforms with the County OP, and the proposed Zoning By-law Amendment provides a strong foundation for the expansion of the health care facilities within the Town of Cobourg settlement area, while providing additional employment opportunities that would benefit not only the Town of Cobourg but also the surrounding communities.

6.4 **Town of Cobourg Official Plan, 2017**

The Official Plan is a broad policy document that establishes an overall planning framework or vision for the community, including policies for maintaining and enhancing the existing community structure and for managing change, and for guiding the municipality in implementing the planning process through a variety of mechanisms and approaches. As per the Town of Cobourg Official Plan, Schedule “A” – Land Use Plan, the subject property is designated “Shopping Node Area”.

Section 3.8 provides a list of permitted uses: commercial including department stores and supermarkets; office; institutional; recreation; and high-density residential uses. The KMD Planning report further analyses of applicable Official Plan policies under “Town of Cobourg Official Plan” (page 9) and provides a detailed summary.

Comments/Opinion

The proposed development is located on the south side of Elgin Street West, amongst other commercial and office development (Northumberland Mall and Victoria Place Shopping Centre). It is my opinion that the proposal would be consistent with the existing office, commercial and institutional uses on site and the Official Plan policies. The proposed medical clinic use would be considered a commercial use and therefore, is a permitted use in the Shopping Node Area.

Urban and Landscape Design Guidelines

The Cobourg Official Plan contains number of references to sustainable community design, including the Vision, community design principles, sustainability strategy, and design & improvements. The sustainability strategy of the Official Plan encourages the Creation of a “culture of conservation” which reflects the principle of sustainable development – “Development that meets the needs of the present without compromising the ability of future generation to meet their own needs”. The policies contained within the strategy, and the supporting guidelines of the Town’s Urban & Landscape Design Guidelines, are aimed at encouraging development which are based on this principle and creation of an integrated community sustainability plan by encouraging reduced energy consumption, minimize waste material, water and limited resources, creating livable, healthy and productive environments etc....

Comments/Opinion

The abovementioned concepts and policies are mostly applicable to new construction, and since no new construction is proposed on the subject lands, it is my opinion that the proposal is consistent with the Urban & Landscape Design Guideline. Additionally, planning staff encourages the proponent and property owner to consider introducing additional energy efficient devices and to adopt green initiatives during the interior renovations that would contribute to the overall operations of the building.

6.5 **Zoning By-law No. 085-2003**

The subject property is currently zoned “*Shopping Centre Exception Four*” (SC-4) in the Comprehensive Zoning By-law, which currently permits clinic uses and does not permit “Medical Clinic” uses. Medical Clinic Uses are distinguished from clinic uses by having four (4) or more practitioners providing diagnosis and treatment to the general public. Medical Clinic uses are generally recognized within the Institutional Zone category, as they are more readily categorized with other larger public service, community facilities such as schools, hospitals, government offices, libraries and places of worship however, they fit within some larger commercial projects as well.

From a parking perspective, this is an existing development built in accordance with the approved Zoning By-law Parking standards for the existing commercial building. The KMG Planning Report and the parking plan demonstrates a total of 148 parking spaces for the development (refer to **Schedule B** - Parking Plan). Given the change in medical square footage from 871 m² to 1530 m² in the building, an addition of 659 m² of medical space, it would require a total of 102 parking spaces for medical clinic uses with an additional 43 for the existing commercial uses for a total of 145 parking spaces to support all uses. The intention of this Zoning By-law Amendment is to introduce approximately seventeen (17) medical practitioners within the building. The proposal satisfies the parking requirements and exceeds the required number of parking spaces for the site.

Comments/Opinion

The KMD Planning Report provides an overview of the zoning regulation applicable to the subject property. The Planning Department concurs with the findings of the report, and specifically, the analysis and conclusions relating to the parking requirements for the proposed use.

Although a medical clinic use is generally included in the Institutional Use, based on my review of the application, there are no apparent land use conflicts with providing the proposed medical clinic use within this commercially zoned building.

Based on the above discussion, the Planning Department concurs with the proposal in the KMD Planning Report to introduce medical clinic use with approximately seventeen (17) practitioners, and the expansion of floor area to accommodate approximately 1530 m² clinic space.

It is my opinion that the proposed amendment to the Zoning By-law is appropriate and represents good planning. The proposed amendment will appropriately responds to the current needs of the Community in a way that makes efficient use of existing resources and infrastructure, and support the use of transit and active transportation methods. The proposal does not adversely impact the existing users or tenants of the subject property.

6.6 Agency Comments

The application was circulated to Municipal Departments and External Agencies for review and comments. Largely, the Development Review Team had no objections or comments regarding the proposed Zoning By-law Amendment application, however, one comment highlighted by the Public Works Department was that no medical waste be disposed into Town of Cobourg sewers and all medical waste is disposed as per the MOE guidelines.

6.7 Public Submissions

No submission were received regarding the Zoning By-law Amendment application in writing, email or at the Public meeting held on December 20th, 2021 or subsequently.

7 FINANCIAL IMPLICATIONS/BUDGET IMPACTS

There are no anticipated negative financial implications imposed on the Municipality as a result of this application. The developer will be responsible for all infrastructure costs associated with servicing and developing the site. The applicant has submitted the requisite \$7,500.00 in application fees and deposit.

8 CONCLUSION

Based on the evaluation of the application relative to the applicable Provincial, County and Municipal policies and regulatory framework, it is my opinion that the proposed Zoning By-law Amendment is appropriate, desirable and represents good planning for following reasons:

- I. The proposal will satisfy the key policy and regulatory directives of the Planning Act, Provincial Policy Statement, A Place to Grow – Growth Plan, County of Northumberland Official Plan, the Cobourg Official Plan and assists the Town of Cobourg meet the long term economic needs by creating employment opportunities in vacant spaces.
- II. The proposed development is consistent with the intended purpose of Cobourg's Shopping Centre Area policies of the Town of Cobourg's Official Plan.

9 ATTACHMENTS

Appendix I – Community Planning & Consulting Inc. – Planning Justification Report (October 2021)

CONTEXT MAP





Kevin M. Duguay
Community
Planning and
Consulting Inc.



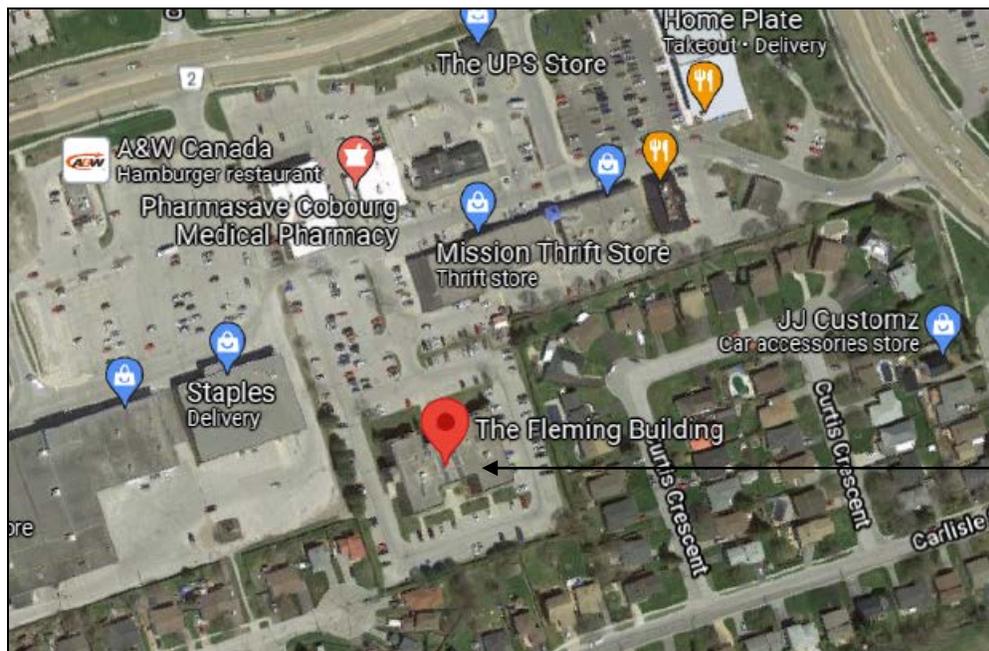
Planning Justification Report (October 29, 2021) - Zoning By-law Amendment Application 1005 Elgin Street West, Cobourg

Introduction

This Planning Justification Report has been prepared in support of a Zoning By-law Amendment Application filed with the Town of Cobourg Planning Department regarding the commercial property known municipally as 1005 Elgin Street West.

The property is located west of the signalized intersection of Burnham Street and Elgin Street West, with vehicular access, provided from Elgin Street West (by way of the adjacent (north) commercial/retail property).

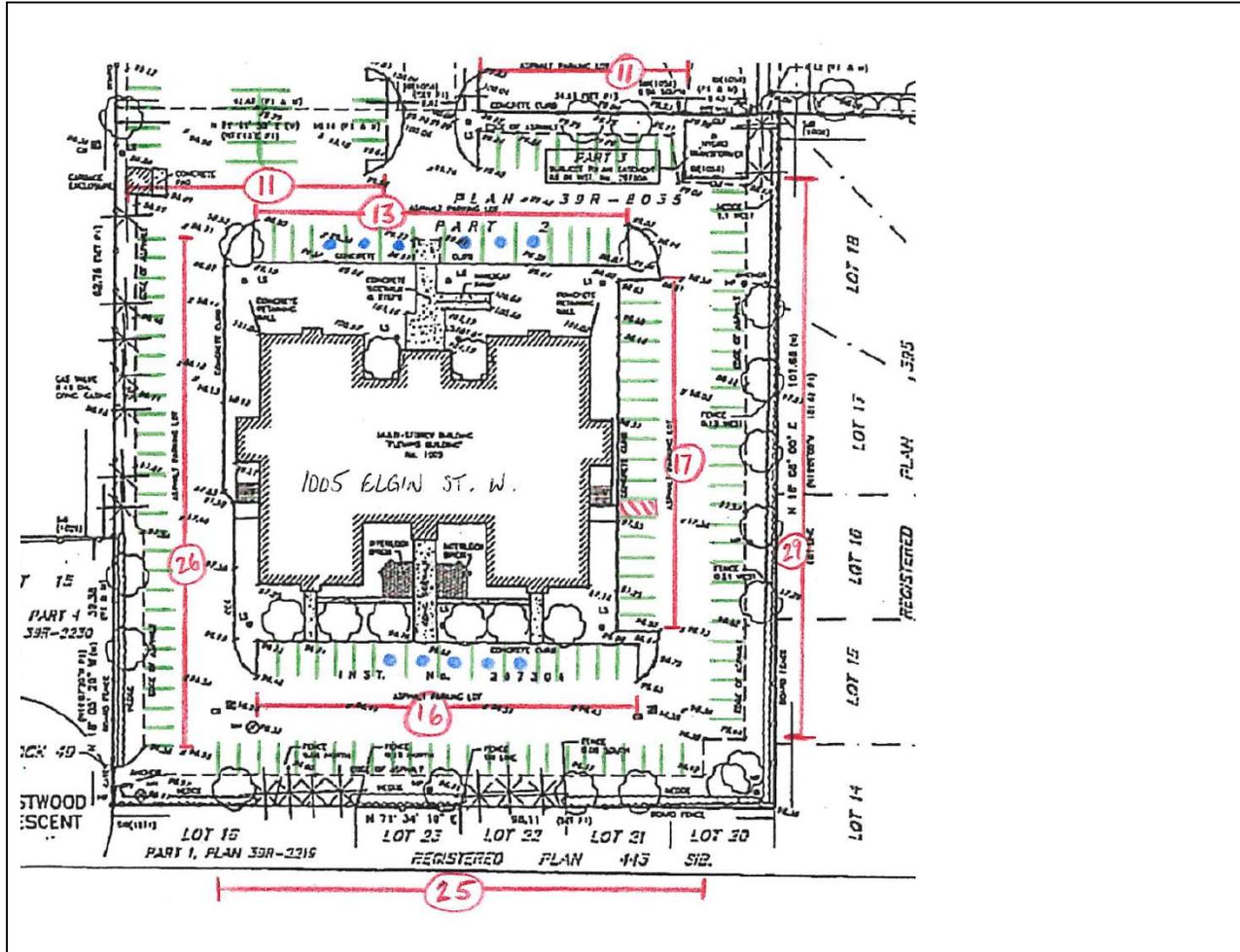
The Property



The Property

(Source: Town of Cobourg Website, October 2021)

The Concept Plan (Existing Property)



The property is surrounded by the following land uses:

Direction	Land Use/s
North	Commercial/Retail Plaza, Elgin Street West
South	Residential
East	Residential and Commercial/Retail
West	Residential and Commercial/Retail

The Application - Summary

The Zoning By-law Amendment Application seeks to permit additional clinic floor space within the existing commercial building. No expansions or external modifications of the existing building and its associated site Parking areas/facilities is proposed, no will be required.

The ZBLA Application request is summarized as follows:

“Notwithstanding the provisions of Section 3.26, and the provisions of By-law Exception SC-4, a medical clinic having a maximum floor area of 1530 square metres.”

As noted, the additional clinic space will be accommodated within the existing commercial building (The Fleming Building).

Analysis

2020 Provincial Policy Statement (2020 PPS)

The 2020 PPS came into effect on May 1, 2020 and sets forth a general policy framework applied on a provincial-wide basis addressing such matters as land-use, development, environment, culture/heritage, patterns of development and related concerns.

Relative to the ZBLA Application, the following policies are considered to have direct relevancy:

Policy/Section	Title - Details
Table of Contents	
1.1	Healthy, liveable and safe communities are sustained by: a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

	<p>c) avoiding development and land use patterns which may cause environmental or public health and safety concerns; d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;</p> <p>Opinion: It is my professional opinion that the proposed re-use of the existing commercial building to accommodate additional clinic space is representative of a cost-effective and appropriate development within the established built boundary part of an urban settlement area (Cobourg).</p>
1.1.3	<p>Settlement Areas</p> <p>1.1.3.1 Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.</p> <p>1.1.3.2 Land use patterns within settlement areas shall be based on:</p> <p>a. efficiently use land and resources;</p> <p>b. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;</p> <p>Opinion: The property forms part of an urban settlement area (Cobourg), within the limits of the designated Built Boundary. The proposed development can be serviced by existing municipal services and infrastructure (serving the existing building/property).</p>
1.6.6	Sewage, Water and Stormwater
1.6.6.1	<p>Planning for sewage and water services shall:</p> <p>a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:</p> <p>1. municipal sewage services and municipal water services;</p>
1.6.6.2	<p>Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be</p>

	<p>promoted, wherever feasible.</p> <p>Opinion: The property is served by existing municipal infrastructure (water and waste-water).</p>
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It is my professional opinion that the ZBLA Application is consistent with the policy directives of the 2020 PPS.

2020 A Place to Grow- Growth Plan for the Greater Golden Horseshoe (2020 Growth Plan)

The 2020 A Place to Grow Plan came into effect in August 2020 replacing the May 16, 2019, Growth Plan (which replaced the 2017 Growth Plan). The new 2020 Plan sets forth a series of detailed policies addressing population and employment growth and other related development, planning, and land use matters for the Greater Golden Horseshoe Area. The City of Kawartha Lakes is located within the eastern portion of the outer-ring part of the 2020 Plan.

Relative to the ZBLA Application, the following policies of the 2020 Growth Plan are considered to have direct relevancy:

Policy	Title - Details
1.2.1	<p>Guiding Principles</p> <p>The successful realization of this vision for the GGH centres on effective collaboration amongst the Province, other levels of government, First Nations and Métis communities, residents, private and non-profit sectors across all industries, and other stakeholders. The policies of this Plan regarding how land is developed, resources are managed and protected, and public dollars are invested are based on the following principles:</p> <ul style="list-style-type: none"> • Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime. • Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability. • Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional

	<p>industries, including resource-based sectors.</p> <ul style="list-style-type: none"> • Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households. • Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government. • Provide for different approaches to manage growth that recognize the diversity of communities in the GGH. • Protect and enhance natural heritage, hydrologic, and landform systems, features, and functions. • Support and enhance the long-term viability and productivity of agriculture by protecting prime agricultural areas and the agri-food network. • Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities. • Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate – and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions. <p>Opinion: The ZBLA Application serves to permit the existing additional clinic space within an existing (designated and zoned) commercial plaza. The development makes efficient use of available municipal infrastructure and services. The proposed development can also be considered as transit supportive.</p>
1.2.2	<p>Legislative Authority</p> <p>This Plan is issued under the authority of section 7 of the Places to Grow Act, 2005. It was approved through an Order in Council under that Act to come into effect on May 16, 2019. This Plan replaces the Growth Plan for the Greater Golden Horseshoe, 2017 that took effect</p>

	<p>on July 1, 2017.</p>
	<p>Read the Entire Plan</p> <p>This Plan is to be read in its entirety and the relevant policies are to be applied to each situation. The language of each policy, including the policies in Section 5, will assist decision-makers in understanding how the policies are to be implemented.</p> <p>While some policies refer to other policies for ease of use, these cross-references do not take away from the need to read the Plan as a whole. There is no implied priority in the order in which the policies appear.</p> <p>Opinion: I have reviewed/read the entire document for the purpose of preparing this Planning Justification Report.</p>
2.2	<p>Policies for Where and How to Grow</p> <p>2.2.1 Managing Growth</p> <p>1. Population and employment forecasts contained in Schedule 3 will be used for planning and managing growth in the GGH to the horizon of this Plan in accordance with the policies in subsection 5.2.4.</p> <p>2. Forecasted growth to the horizon of this Plan will be allocated based on the following:</p> <p>b) growth will be limited in settlement areas that:</p> <p>i. are rural settlements;</p> <p>Opinion: The property forms part of a designated Built Boundary (Cobourg). The property is within a part of the community that is supported by full municipal infrastructure and related municipal services.</p>
	<p>c) within settlement areas, growth will be focused in:</p> <p>i. delineated built-up areas;</p> <p>ii. strategic growth areas;</p> <p>iii. locations with existing or planned transit, with a priority on higher</p>

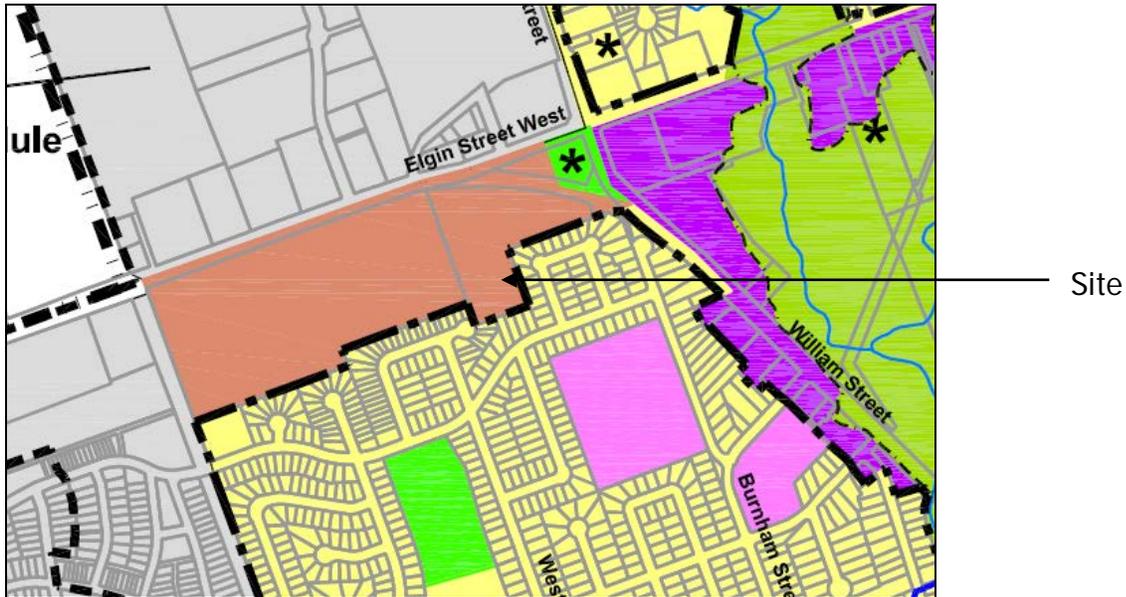
	<p>order transit where it exists or is planned; and</p> <p>iv. areas with existing or planned public service facilities;</p> <p>d) development will be directed to settlement areas, except where the policies of this Plan permit otherwise;</p> <p>Opinion: The property forms part of the designated Built Boundary (Cobourg). This part of the community is supported by full municipal infrastructure and related municipal services. The property is also within convenient distance to a range of commercial and retail/facilities and related land uses, forming part of the designated Shopping Area Node (Schedule 'A' – Land Use of the Official Plan).</p>
	<p>4. Applying the policies of this Plan will support the achievement of complete communities that:</p> <p>a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;</p> <p>b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;</p> <p>c) provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;</p> <p>Opinion: The ZBLA Application serves to permit additional clinic space within a designated and zoned commercial property/building, forming part of a Shopping Node. The property location is within convenient proximity to a full-range of private - public services facilities and land uses (part of the designated Shopping Node Area). The existing building has demonstrated compatibility with area land uses, both residential and commercial/retail.</p>

It is my professional planning opinion that the ZBLA Application is in Conformity with the policies of the 2020 Growth Plan.

Town of Cobourg Official Plan (Official Plan)

The property is designated as “Shopping Node Area” – Schedule ‘A’ – Land Use Plan

Official Plan Map



(Source: Town of Cobourg Website, October 2021)

The following table provides a summary of relevant policies of the Official Plan as it would pertain to the ZBLA Application:

Policy	Title - Detail
2.1	<p>Purpose</p> <p>The community vision, principles and objectives upon which the Official Plan is based are outlined in the following sections. The principles include specific urban design principles in recognition of the priority the Town places on good design. The vision, principles and objectives provide general guidelines for the planning of the Town of Cobourg, which are elaborated upon in the policies of the Plan. The vision, principles and objectives represent expressions of general intent which are not to be interpreted as direct statements of planning policy. It is not proposed that they be applied directly to any development or redevelopment proposal. They form a basis for the formulation of</p>

	the policies contained in this Plan.
2.2	<p>Town of Cobourg - Vision Statement</p> <p>COBOURG IS A REGIONAL CENTRE FOR NORTHUMBERLAND COUNTY AND ITS POSITION AS A STRONG, LIVEABLE AND HEALTHY COMMUNITY PROVIDING A FULL RANGE OF OPPORTUNITIES TO LIVE, WORK, PLAY AND SHOP WITHIN THE TOWN WILL BE REINFORCED THROUGH:</p> <p>ii) an emphasis on sustainable, accessible and compact development, particularly transit supportive, mixed-use built form along its main streets, which will enable Cobourg to enhance its function as a vibrant, environmentally aware urban centre;</p> <p>iv) a mix of employment uses, including innovative employment opportunities, which will promote Cobourg’s role as a major employment centre in Northumberland County; and,</p> <p>Opinion: The proposed expanded clinic use is to be located within the existing commercial building, which is supportive of compact development and emphasizing Cobourg’s role as the major employment centre - Northumberland County.</p>
3	Land Use Strategy
3.1	<p>Purpose</p> <p>The land use designations on Schedule “A” establish the general pattern of development for the existing and future use of the planning area during the planning period. The policies for these designations are set out in this section. Development shall also conform with all the other policies of this Plan. In particular, all development shall be evaluated with respect to conformity with the Community Design and Improvement policies in Section 5, which include the policies of Section 5.5, Cultural Heritage Conservation, and the Town’s Urban and Landscape Design Guidelines.</p>

<p>3.2.1</p>	<p>Existing Community Structure</p> <p>The land use designations generally reflect the basic existing structure of the Town which is comprised of the following key elements:</p> <p>iv) Commercial Facilities and Mixed Use Corridors</p> <p>The commercial structure is comprised of two major nodes, the pedestrian oriented traditional shopping area in the Main Central Area, and the large-scale commercial uses in the Northumberland Mall/ Strathy Road area. An additional, smaller commercial node is found in the Midtown Mall area, as well as a range of highway commercial uses along major arterial roads such as Division Street. Finally, there are some limited neighbourhood commercial centres or individual free-standing uses in residential areas. These areas also permit a range of other uses including institutional and residential development.</p> <p>Opinion: The property forms part of a designated Shopping Centre Node (Schedule A – Land Use of the Official Plan).</p>
<p>3.2.2</p>	<p>Growth Management Related Structure Elements</p> <p>The Town’s Urban Settlement Area Boundary (Schedule “A”) is fixed, and no changes to the boundary are anticipated during the planning period. Any such change in the future would only be considered in the context of a comprehensive municipal review.</p> <p>The following structural elements form the basis for the Town’s growth management strategy.</p> <p>i) Built Boundary</p> <p>Schedule “A” identifies the “Built Boundary” as determined by the Province. Lands within the boundary are considered to be those parts of the Town that are already developed as of June 2006. Any development within the Built Boundary is considered intensification and contributes to the intensification target in</p>

	<p>Section 3.2.3 of the Official Plan.</p> <p>Opinion: The property is located within the designated Built Boundary portion of the community (Schedule A – Land Use of the Official Plan).</p>
3.8	Shopping Node Area
3.8.1	<p>Purpose</p> <p>The Shopping Node Area designation is intended to apply to existing shopping areas which are anchored by one or more centres with a minimum gross floor area of 4,645 square metres (50,000 sq. ft.) and are comprised of shopping centres or other facilities which have been planned, developed and managed as a unit.</p> <p>Opinion: The existing building/property forms part of an existing Shopping Centre.</p>
3.8.2	<p>Permitted Uses, Buildings and Structures</p> <p>Permitted Uses, Buildings and Structures The permitted uses, buildings and structures are:</p> <ul style="list-style-type: none"> i) commercial including department stores and supermarkets; ii) office; iii) institutional; <p>Opinion: Clinic uses are permitted by the current zoning of the property, and the proposed expanded clinic use can be considered as an institutional use, pursuant to Policy 3.8.2 (ii).</p>
3.8.3	Land Use Policies
3.8.3.1	<p>New Shopping Facilities</p> <p>Opinion: The shopping node exists, including the building</p>

	located on the property.
3.8.3.2	Market Impact Study Opinion: No market impact study is required in this instance, as no new floor is being created.
3.8.3.3	New Development in Existing Shopping Nodes Opinion: No “new” development is proposed. The additional clinic space would be accommodated within the existing commercial building.

It is my professional planning opinion that the Zoning By-law Amendment Application is in keeping with general purpose and intent of the Shopping Centre Node policies and designations of the Official Plan.

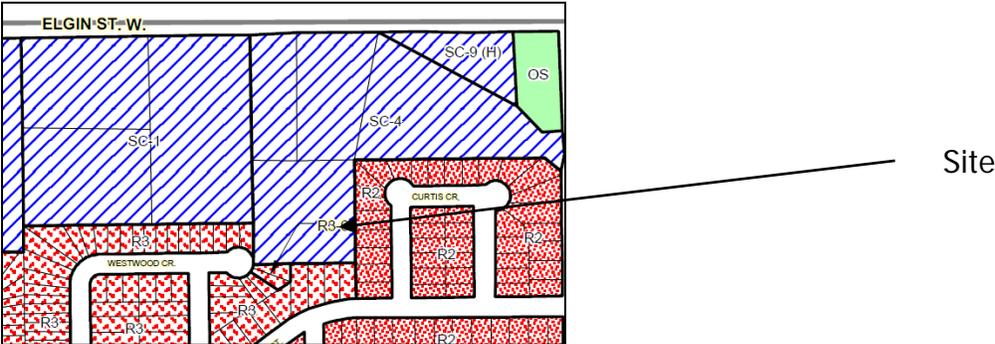
Town of Cobourg Zoning By-law (Zoning By-law)

The subject property is currently zoned “SC-4 Shopping Centre” Zone with By-law Exception 4.

The zoning of the property permits a clinic use. The ZBLA Application seeks to permit additional clinic space within the existing building.

“Notwithstanding the provisions of Section 3.26, and the provisions of By-law Exception SC-4, a medical clinic having a maximum floor area of 1530 square metres shall be permitted”.

Zoning By-law Zoning Map ‘8’ Detail (Land Use)



(Source: Town of Cobourg Website, October 2021)

The following table provides a summary site parking (current):

Parking Supply

Use	Floor Area	Parking Requirement
Clinic (Expanded)	1530	102 (17 physicians)
Office	1432	43
Total	2963	145

The ZBLA Application seeks to add 659 square metres of clinic floor area. The building contains an existing 871 square metres of clinic floor area. The proposed expanded clinic floor area will be 1530 square metres. Office uses have a floor area of 1432 square metres would occupy the remaining portion of the exiting building.

The property provides **148 parking spaces**, and thus the parking requirements for the proposed expanded clinic space combined with office space, can be satisfied.

It is my professional planning opinion that the ZBLA Application is in keeping with the general purpose and intent of the regulatory provisions of the Zoning By-law.

Summary

It is my professional planning opinion that the Zoning By-law Amendment Application , serving to permit additional clinic floor area within the subject designated and zoned commercial property is:

- Consistent with the policy directives of the 2020 PPS;
- In Conformity with the policy directives of the 2020 Growth Plan;
- In Keeping with the general purpose and intent of the policies of the Official plan;
- In Keeping with the general purpose and intent of the regulatory provisions of the Zoning By-law;
- Supportive of an appropriate infilling of an existing commercial building; and
- Is Representative of Good Planning.

Respectfully Submitted,



Kevin M. Duguay, MCIP, RPP