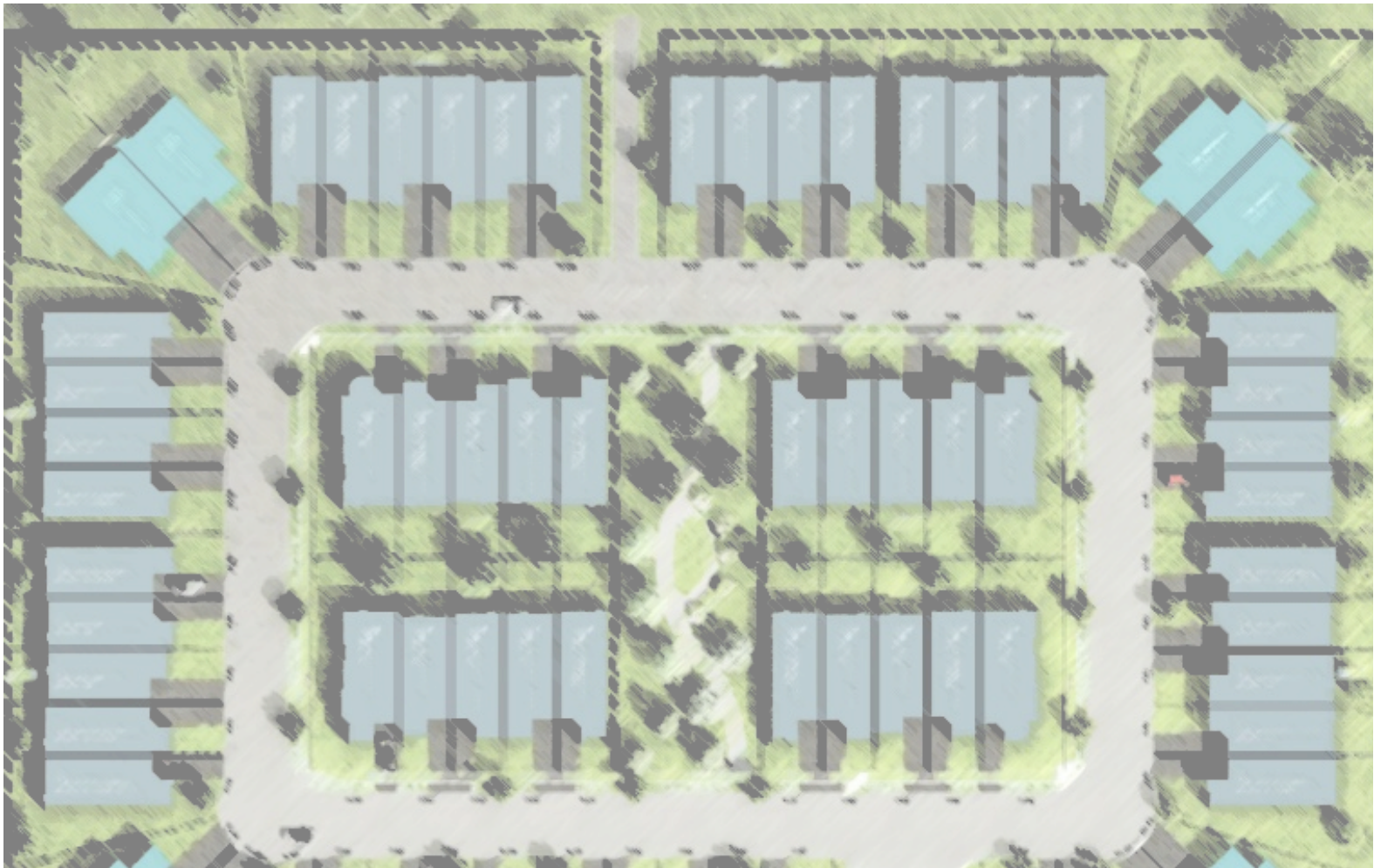


PLANNING & URBAN DESIGN RATIONALE

May 2020

Subject Address:

Concession A, Part Lot 23
Plan 39R13261 Part 1
Cobourg, ON



1.0 Background

1.1 Introduction

Batory Management has been retained as the planning consultant for the development of vacant lands, located on the south side of Elgin Street West, between Rogers Road and Wilkins Gate in the Town of Cobourg.

Through a proposed draft plan of subdivision, the developer intends to develop the subject lands into two distinct land use segments; commercial uses on the northern portion of the lands, fronting onto Elgin Street West, and residential uses on the southern portion of the lands with access from Carlisle Street. The residential portion of the development will include a total of 72 residential townhouse units as well as a central park block, which will be accessed through a single vehicular access point from Carlisle Street. For the commercial portion of the site, a service retail plaza consisting of 3 stand- alone commercial buildings and associated parking areas is proposed, with access from Elgin Street West.

The following Planning and Urban Design Rationale provides an overview and justification of the proposed development on the subject lands.

1.2 Location and Size of the Subject Site

Located on the south side of Elgin Street West between Rogers Road and Wilkins Gate in the Town of Cobourg, the subject lands are irregular in shape and are currently vacant. The applicant seeks to development the lands with commercial uses on the northern portion of the lands and residential uses on the southern portion of the lands. The subject site is 3.7 hectares (37,028 m²) in size with frontage on Elgin Street West. The site's frontage along Elgin Street West is approximately 129 metres (423 feet) As noted, the site is currently vacant.



Figure 1 – Aerial Photo

1.3 Land Use Context

The subject lands are located within the Town of Cobourg urban environment and are bounded by the following residential, commercial, and rural land uses:

- To the north: Elgin Street West; rural agricultural uses; scrap metal drop-off
- To the south: Residential townhouses and single detached dwellings
- To the west: Carpet store and truck repair service uses; residential townhouses, semi-detached and single detached dwellings
- To the east: Canadian tire retail store and gas station, Tim Horton's restaurant, Mark's clothing retail store.





Figure 2 – Context Photos (existing and surrounding the site)

1.4 Transportation and Road Classification

While the site has frontage on Elgin Street West, it is also intended to have access to Carlisle Street to the south through an extension of Greenly Drive to a new proposed road within the site. On Schedule E of the Cobourg Official Plan, Elgin Street West is a designated Arterial Road, and is also planned for a pedestrian / bicycle path. The maximum intended width of the right of way is 30 metres. On Schedule DD of the New Amherst Community Secondary Plan, Carlisle Street is a collector Road, with a maximum intended right of way width of 26 metres. Route 1 and 2 of the Cobourg Bus Transit stop is also located to the east of the subject site, at the intersection of Rogers Road and Elgin Street West.

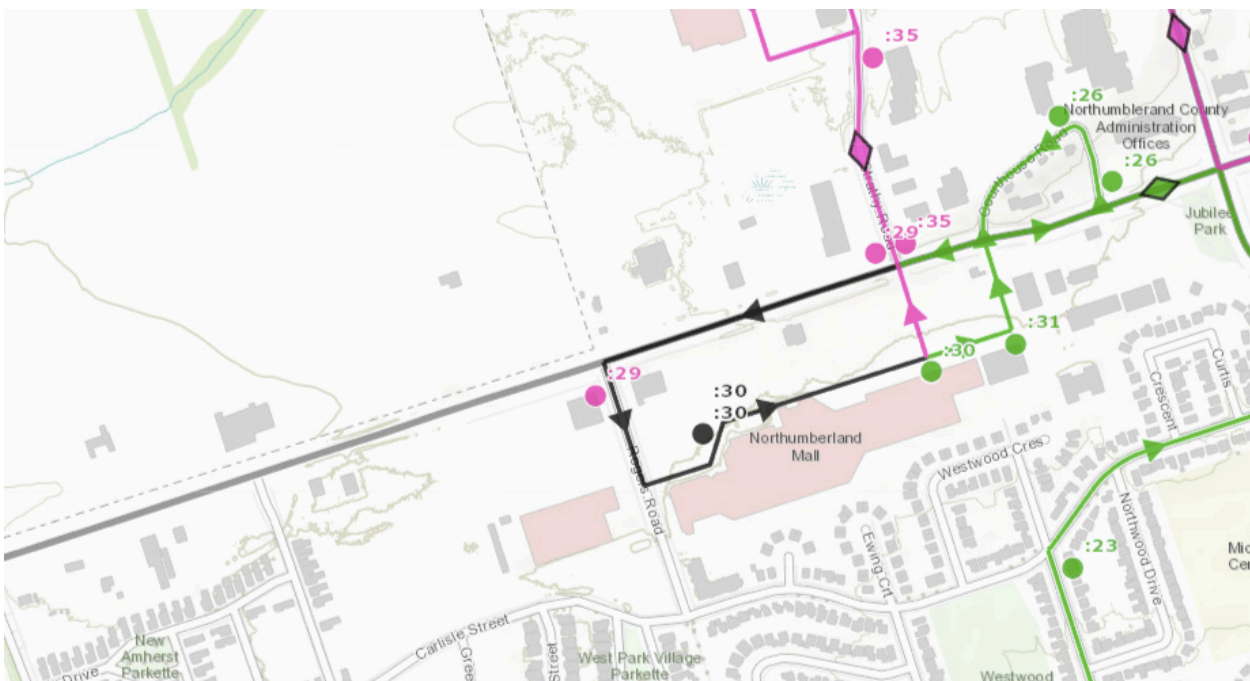


Figure 3 – Cobourg Transit Map

1.5 The Proposed Development

The proposal involves the development of the existing vacant lands. The developer intends to develop the subject lands into two distinct land use segments of commercial and residential uses through a draft plan of subdivision. Applications for original Official Plan Amendment, Zoning Amendment, and Draft Plan of Subdivision on the subject lands were filed July 22, 2013. The approval of these applications was completed on July 14, 2014. The existing Official Plan designation and site specific Zoning on the property has been in place since this time. For the Draft Plan of Subdivision, a 2-year extension was granted (June 26, 2017 to July 14, 2019), although this had lapsed on July 15, 2019. The applicant is seeking an approval to the proposed draft plan of subdivision which would essentially renew the previously approved plan.

The proposed commercial uses on the northern lands front onto Elgin Street West and are approximately 0.6 hectares (1.5 acres) in size. The commercial block is intended for up to 1,400 square metres (15,000 square feet) with up to three stand-alone commercial buildings and associated parking. The proposed residential blocks on the southern portion of the subject site are approximately 3.1 hectares (7.6 acres) in size, and is proposed for 62 townhouse units and 10 semi-detached units on a municipal loop road. The access to the site is proposed from an extension to Greenly Drive to the south. At the centre of the residential development is a proposed parkette, which is 0.12 hectares (0.3 acres) in size and is intended to function as a central public focal point and open space area.

The proposed residential lotting pattern of the townhouse and semi-detached lots are intended to provide an appropriate lot fabric context within the existing low-rise neighbourhood to the south and west of the subject site. The built form of both the residential and commercial blocks is also intended to enhance the existing streetscape and complete the build-out of this portion of the New Amhest Community.

1.6 Amenity Space

The new residential dwelling units will have individual private rear-yard amenity areas. A central parkette is also proposed as part of the Plan of Subdivision, which will service the immediate neighbourhood. Pedestrian and emergency access connections are proposed through the site, from the commercial block to the north, through the central parkette and to the southern extension of Greenly Drive.

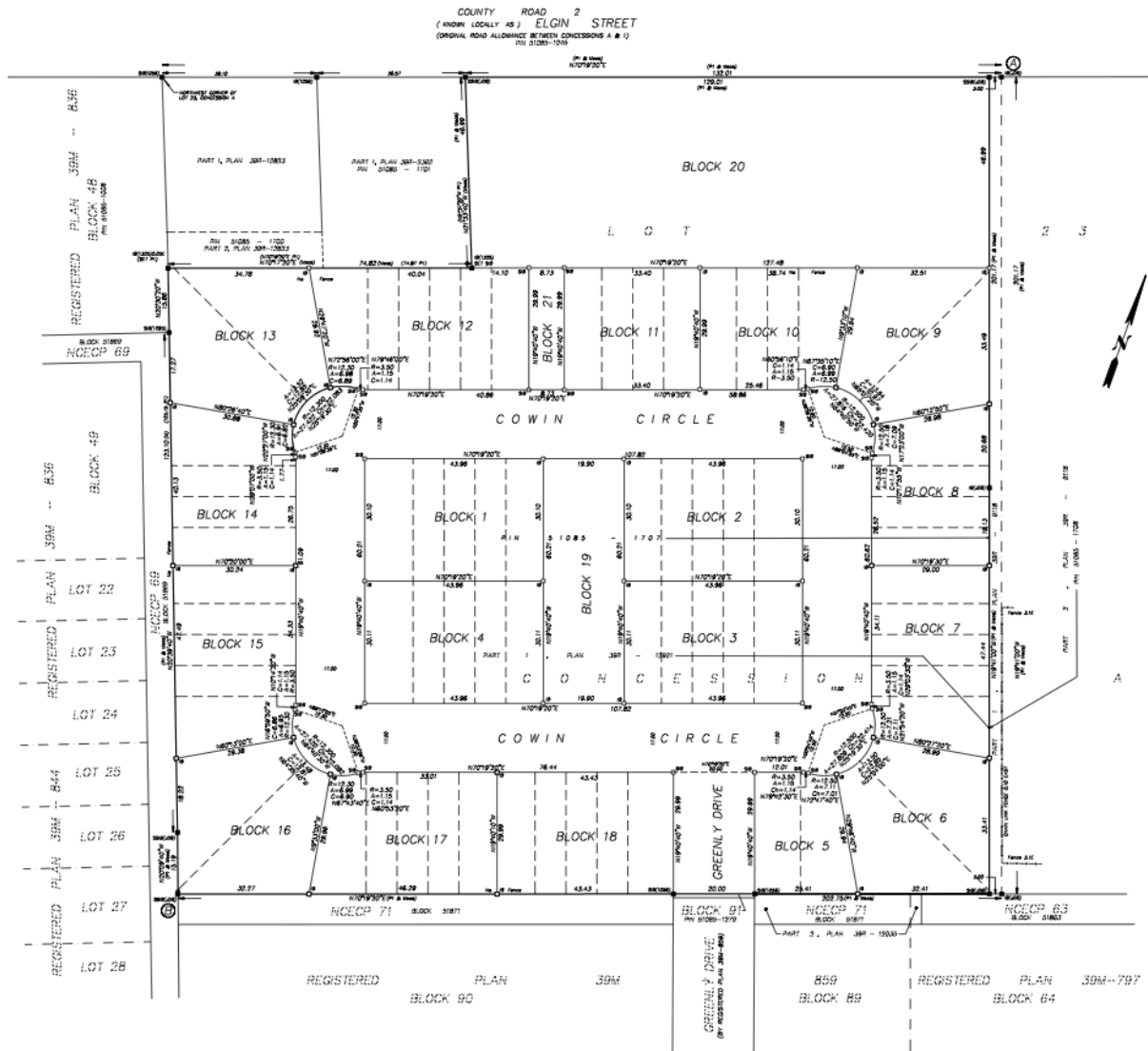


Figure 4 – Draft Plan

1.7 Accessibility, Parking & Loading

For the residential units, a sole access point will be provided from Carlisle Street through an extension to Greenly Drive. Parking is provided on each lot with a private garage and driveway parking spaces.

The commercial use block will have sole vehicular access from Elgin Street West and will also be provided with surface parking and opportunities for future commercial loading spaces, which will require future Site Plan design and approvals.

2.0 Planning Policies, Regulations, and Analysis

This section of the Planning Justification Report will provide an analysis of the proposed development in the context of the following provincial and local documents:

- Planning Act
- Provincial Policy Statement (PPS) (2014)
- Provincial Policy Statement (2020)
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe
- County of Northumberland Official Plan
- Cobourg Official Plan, 2010
- New Amherst Secondary Plan
- Design Guidelines
- Cobourg Zoning By-law

2.1 Planning Act

In accordance with the approval process of the Planning Act, the Municipality is required to have regard to various criteria during the evaluation of a draft plan of subdivision as contained in Section 51(24) of the Planning Act, including the following applicable matters:

- a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;
- b) whether the proposed subdivision is premature or in the public interest;
- c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;
- d) the suitability of the land for the purposes for which it is to be subdivided;
- e) the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with
- f) the dimensions and shapes of the proposed lots;
- g) the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;
- h) conservation of natural resources and flood control;
- i) the adequacy of utilities and municipal services;
- j) the adequacy of school sites;
- k) the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;
- l) the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and
- m) the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act

Planning Act – Section 51(24) Analysis

In our opinion, the proposed development meets all of the applicable criteria under Section 51(24) of the Planning Act. Specifically:

- The proposed development and Plan of Subdivision meets objectives and policy of the Growth Plan and Provincial Policy Statement, as further outlined in subsequent sections of this report.
- The development of the subject lands represents the compatible continuation of the existing phases of development within the New Amherst neighbourhood.
- The proposed development conforms to the Cobourg Official Plan. The proposed draft plan of subdivision proposes a public street and lotting design, which is compatible with the existing built form and a similar density to the surrounding subdivision. The proposed commercial block is appropriate with frontage on an arterial road and is compatible with adjacent land uses.
- The subject site is relatively flat and contains no natural heritage features; it is well suited for development.
- The development of the proposed plan of subdivision will be accessed through the extension of Greenly Drive, which is a municipal street. This proposed extension was originally contemplated through previous subdivision plans to allow for the development of the subject site. As the site grading is relatively flat, the street connections will integrate appropriately throughout the site, and the original traffic report demonstrates the site will function appropriately within the context of the existing road network.
- The dimensions and shapes of the proposed lots are compatible for the neighbourhood.
- The lands are subject to the New Amherst Community Secondary Plan policies and applicable municipal design guidelines and engineering standards. The subject site is one of the last undeveloped parcels in the New Amherst community. The proposed plan will be subject to conditions of draft approval and the applicable cost-sharing agreement to permit the development.
- The subject lands do not contain any natural heritage features. A Stormwater Management Report has been submitted with the applications which has identified options for managing stormwater and will be included as part of the conditions of draft plan approval.
- There are adequate services and utilities to service the proposed development
- The existing schools in the area can adequately serve the proposed development.
- The proposed development includes the dedication of a 0.12 ha (0.3 ac) landscaped central parkette for public parkland purposes. While the proposed parkette will primarily serve the residents in the immediate neighbourhood, it will be connected to the greater trail network in the greater community and be accessible to all residents.
- The proposed density represents a desirable compact built form and an efficient use of resources. The subdivision design is comprised of a short, looping street pattern, with access to the public open space network and nearby commercial amenities.
- The commercial block will be subject to a future site plan approval with the Town of Cobourg to control the orderly development of the block. The plan of subdivision will be controlled by conditions of draft approval and a Subdivision Agreement approved by the Municipality.

2.2 Provincial Policy Statement (2014)

The Provincial Policy Statement (2014) provides direction on matters of provincial interest primarily related to land use planning and development. The policies within the PPS apply province-wide and are issued under section 3 of the Planning Act. As an integral part of the Ontario's policy led planning system, all decisions affecting planning matters within the province, "shall be consistent" with the PPS. Among other things, the PPS encourages the wise management of land, protecting public health and safety, and promoting the quality of the natural environment.

The following PPS policies are of particular relevance and importance to the redevelopment of the subject lands:

Policy 1.1.1 provides that healthy, liveable and safe communities are to be sustained by promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment (including industrial and commercial), institutional, recreation, park and open space, and other uses.

Section 1.1.3 of the PPS outlines the importance of settlement areas and the importance of wise land use and resource management within settlement areas.

- Section 1.1.3.1 states: "Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted."
- Section 1.1.3.2 continues to state: "Land use patterns within settlement areas shall be based on:
 - a) Densities and a mix of land uses which:
 - 1) Efficiently use land resources
 - 2) 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;
 - 3) Minimize negative impacts to air quality and climate change, and promote energy efficiency;
 - 4) Support active transportation;
 - 5) Are transit-supportive, where transit is planned, exists or may be developed; and
 - 6) Are freight-supportive; and
 - b) A range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.
- Section 1.1.3.3 directs planning authorities to identify direct growth to appropriate intensification locations. Specifically, Section 1.1.3.3 states:

"Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs."

- Section 1.1.3.5 outlines minimum intensification and redevelopment targets within built-up areas: “Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.”
- Section 1.4.3 states:
 - “Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:
 - b) Permitting and facilitating:
 - 1) All forms of housing required to meet the social, health, well-being requirements of current and future residents, including special needs requirements; and
 - 2) All forms of residential intensification, including second units, and redevelopment in accordance with policy 1.1.3.3
 - c) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
 - d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
- Policy 1.6.2 states that “The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities.”
- Section 1.6.6.2 outlines that intensification within settlement areas where municipal services currently exist should be promoted:
 - “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 promoted, wherever feasible.”
- Section 1.6.6.7 outlines:
 - “Planning for stormwater management shall:
 - a) Minimize, or, where possible, prevent increases in contaminant loads;
 - b) Minimize changes in water balance and erosion;
 - c) Not increase risks to human health and safety and property damage;
 - d) Maximize the extent and function of vegetative and pervious surfaces; and
 - e) Promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development.
- In addition to municipal service infrastructure, the PPS is also focused on transportation of people and goods. Specifically, the PPS aims to minimize the length and number of vehicles.

- Section 1.6.7.4 states: “A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.”
- With respect to air quality and climate change section 1.8.1 states: “Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which:
 - a) promote compact form and a structure of nodes and corridors;
 - b) promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;
 - f) promote design and orientation which:
 - 1) Maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation;
 - g) Maximize vegetation within settlement areas, where feasible.

2.3 PPS Analysis

The proposed development of commercial uses as well as 72 residential townhouse and semi-detached dwellings contemplates an urban form that is consistent with the vision of the PPS. The subject land is located within the urban area and will provide for additional commercial uses and residential units within an area wherein this form of development is anticipated. The proposed development will utilize existing urban water and waste disposal services.

The intensification proposed on the site is supportive of policy directions of the PPS, which supports intensification in built-up urban areas which are well-served by municipal infrastructure, particularly transit. In this regard, the proposed commercial and residential development will reanimate an underutilized site by introducing commercial uses along a collector road and adding additional housing within an existing community.

The proposed development is consistent with the PPS, and specifically with respect to the provision of housing. Policy 1.4.3 requires provision to be made for an appropriate range of housing types and densities to meet the projected requirements of current and future residents by, among other matters, facilitating all forms of residential intensification and redevelopment and promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities. The proposed semidetached and townhouse built form is appropriate on the subject site in the context of the surrounding built form and due to its location and neighbouring built forms.

The PPS clearly indicates that full municipal services is the preferred avenue by which urban development is to be accommodated and that the utilization of said services should be optimized. The use of the area’s existing municipal infrastructure clearly responds to the direction of the servicing policies of the PPS. Further, the development does not contain any significant natural features nor will the proposed development adversely affect any features within the general area. As such, the proposed development plan conforms to the PPS.

2.4 Provincial Policy Statement (2020)

On February 28, 2020, the Ministry of Municipal Affairs and Housing released the Provincial Policy Statement (“PPS”), 2020. It will come into effect on May 1, 2020. All decisions on or after that date under the Planning Act, or that affect a planning matter, will be required to be consistent with the new PPS.

PPS 2020 continues the long-established approach within provincial planning policy to promote the efficient use of land, focusing growth within settlement areas, promoting a mix of housing, employment, recreation, and transportation choices that increase the use of active transportation and transit before other modes of travel.

Building on PPS 2014, PPS 2020 expressly encourages planning authorities: “to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs”.

Policy 1.4.3 of PPS 2020 sets out that planning authorities shall provide for an appropriate range and mix of housing options and densities by, “requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit including corridors and stations”.

It is our opinion that the proposed development is consistent with both the Provincial Policy Statement 2014 and the Provincial Policy Statement 2020, in particular, the policies relating to residential intensification and the efficient use of land and infrastructure.

2.5 A Place to Grow: Growth Plan for the Greater Golden Horseshoe

In May 2019, the Ontario government published A Place to Grow to strategically manage and direct growth within the Greater Golden Horseshoe. The policies within A Place to Grow provide direction on matters such as housing, infrastructure, and natural resources. As an essential part of Ontario’s planning led decision-making hierarchy, A Place to Grow replaces the Growth Plan (2017) and helps implement the vision of the Provincial Policy Statement. Decisions involving planning matters within the Province of Ontario must be consistent with A Place to Grow. A Place to Grow provides land use direction until the year 2041.

The following sections of A Place to Grow are of particular relevance to the proposed development on the subject lands.

1.2.1 Guiding Principles - 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:

- 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 to make efficient use of land and infrastructure and support transit viability.

- 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.

Section 2.2.1.1 states:

“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.”

The policies continue to direct this growth in section 2.2.1.2:

“Forecasted growth to the horizon of this Plan will be allocated based on the following:

- a) The vast majority of growth will be directed to settlement areas that:
 - i. Have a delineated built boundary;
 - ii. Have existing or planned municipal water and wastewater systems; and
 - iii. Can support the achievement of complete communities;
- c) Within settlement areas, growth will be focused in:
 - i. Delineated built-up areas;
 - iii. Located with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
 - iv. Areas with existing or planned public service facilities;

Section 2.2.1.3 states:

“Upper- and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this plan, which will:

- a) Establish a hierarchy of settlement areas, and of areas within settlement areas, in accordance with policy 2.2.1.2;
- b) Be supported by planning for infrastructure and public service facilities by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term;
- c) Provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form;

A Place to Grow recognizes that to build complete communities, a range of housing types, transportation options and recreational facilities must be available. Section 2.2.1.4 states:

“Applying the policies of this Plan will support the achievement of complete communities that:

- 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;
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;

- iii. an appropriate supply of safe, publicly accessible open spaces, parks, trails, and other recreational facilities; and
- e) provide for a more compact built form and a vibrant public realm, including public open spaces;"

Most of the growth within the Greater Golden Horseshoe is directed to delineated built-up areas, which refers to lands within the built boundaries of municipalities. To help realize the desired intensification targets for the Greater Golden Horseshoe, Policy 2.2.2.3 instructs municipalities to create strategies to achieve the minimum intensification target as directed by A Place to Grow. In addition to its support of achieving the desired intensification targets, Policy 2.2.2.3 is intended to direct growth to strategic locations, support the development of complete communities, and encourage investment in infrastructure and public service facilities.

Section 2.2.5 of the policy addresses employment. Specifically, the policy recognizes the importance of employment uses for current and future needs. The following sections within Section 2.2.5 are of particular relevance:

- 1) Economic development and competitiveness in the GGH will be promoted by:
 - a) making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
 - b) ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
 - c) planning to better connect areas with high employment densities to transit; and
 - d) integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

Section 2.2.6 of the policy addresses housing. Specifically, the policy recognizes the importance of a diverse housing stock for current and future needs. The following sections within Section 2.2.6 are of particular relevance:

- 1) Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
 - a) Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
 - a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
 - i. identifying a diverse range and mix of housing options and densities, including second units and affordable housing to meet projected needs of current and future residents; and
 - ii. establishing targets for affordable ownership housing and rental housing;
- 2) Notwithstanding policy 1.4.1 of the PPS, 2014, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:
 - a) Planning to accommodate forecasted growth to the horizon of this Plan;

- b) Planning to achieve the minimum intensification and density targets in this plan;
- c) Considering the range and mix of housing options and densities of the existing housing stock; and
- d) Planning to diversify the overall housing stock across the municipality

2.6 A Place to Grow Analysis

While A Place to Grow recognizes the importance of a diverse housing stock that meets the current and future demands, and the Plan also acknowledges the need to locate employment on vacant and underutilized lands and increasing employment densities.

The development opportunity of the subject lands into commercial employment uses and residential semi-detached and townhouse dwellings is consistent with the vision and objective of A Place to Grow. Specifically, A Place to Grow encourages strategic growth; within the delineated built up areas with direct access to existing infrastructure, services, transportation, and employment opportunities.

The proposed development seeks to redevelop land within the Town of Cobourg's delineated built up area that will make use of existing municipal infrastructure and services. In addition, the proposed development conforms to the policies within A Place to Grow that encourage to development of a diverse housing stock. To that end, the redevelopment of the subject lands will provide a range and mix of housing options. The proposed redevelopment opportunity will assist the Town achieve its required minimum intensification target and promote the development of complete communities, as noted in the Growth Plan. Further, the proposed development will increase the employment density along Elgin Street West, and is also located within close proximity to existing public transit.

2.7 County of Northumberland Official Plan

The County of Northumberland Official Plan identifies that the subject lands are located within the existing Built Boundary and are specifically designated as an Urban Area. Residential and Commercial development is permitted within the Urban Area. The County Official Plan directs growth to existing Urban Areas.

The County of Northumberland commissioned a Growth Management Strategy in consultation with the member Municipalities and adopted the study in December of 2009. The key objective of the Growth Management Strategy is to provide appropriate policy direction and establish minimum growth and density targets for the County as a region and for individual municipalities in accordance with the Provincial Policy Statement and Growth Plan. The recommended minimum greenfield density target for Cobourg is 35 persons and jobs/hectare.

The policies of the County Official Plan provide the direction that growth and development will occur in Urban Areas. These policies also promote development of existing areas on vacant or underutilized lands, and specifically along roads with adequate services. The proposed development is consistent with the policies of the County Official Plan. The intensification of these

lands will assist the County in attaining intensification targets for the Urban Area. The proposal further demonstrates the County's initiative to provide more compact forms of housing and intensity of commercial uses.

2.8 Cobourg Official Plan (2010); Approved by OMB in 2017

The subject lands are designated Neighbourhood General and Service Commercial in the New Amherst Community Secondary Plan Schedule 'AA' Land Use. Residential uses, such as the proposed semi-detached and townhome dwellings are permitted within the Neighbourhood General designation, while commercial uses are permitted within the Service Commercial Designation that applies to the subject lands. The following policies are of particular relevance to the redevelopment of the subject lands:

Section 3.2.2, Growth Management Related Structural Elements states: *"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 review.*

The following structural elements form the basis for the Town's growth management strategy.

- i) *Built Boundary: 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 Section 3.2.3 of the Official Plan.*

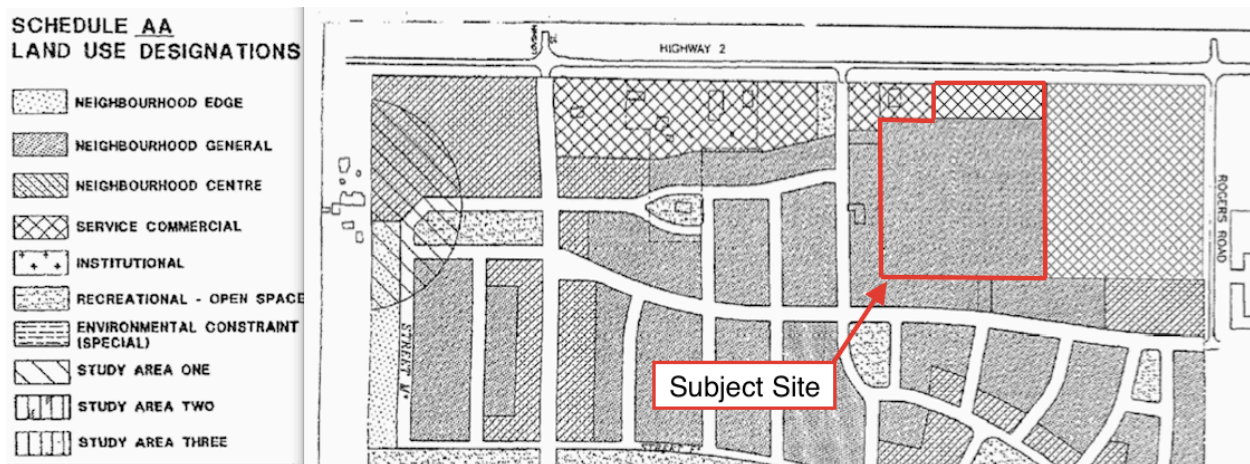


Figure 5 – Cobourg Official Plan Map

Section on 3.4.3.2, New Residential Areas states: *"In new residential areas or significant redevelopment areas, applications for development shall be evaluated based on their conformity with the Growth Management Strategy in Section 3.2 and all other applicable policies of this Plan and the following criteria:*

- i) *a mix of development forms and densities;*
- ii) *medium density residential uses are encouraged and shall be:*

- a) *intermixed with low density development in smaller groups;*
- b) *primarily street oriented in design; and,*
- c) *located adjacent to collector and arterial roads, park and greenland areas, community facilities and commercial areas and/or as a physical transition between high and low density residential development.*
- iii) *the road pattern is a modified, rectilinear grid pattern which provides for the maximum possible degree of connectivity internally, and externally with the existing developed areas and abutting arterial and collector roads with short blocks to promote active transportation modes; and,*
- iv) *the development incorporates linkages to the Town's greenland system and, incorporates private or public open space features or areas including Village Squares which serve as focal points for the residential development and/or structural elements which define the character and structure of the area."*

Section 5 contains policy related to Community Design and Improvement, which provides principles of development within the Town of Cobourg. Section 5.3 relates to Gateway Areas as identified in the Town.

- i) *... "Further development in these areas shall conform to the following:*
 - a) *buildings and structures shall incorporate architectural, landscaping or other features which emphasize the unique nature of the community;*
 - b) *buildings or structures are sited and massed toward the major intersection; and,*
 - c) *parking areas shall be at the rear or side of buildings*
- ii) *The Town shall incorporate features such as landscaping and signage in the road allowance to clearly identify gateway areas."*

Section 9.10 relates to Secondary Plans, which provide a more detailed policy direction than the Official Plan with respect to specific issues.

"iii) Secondary Plans shall generally conform to, and be designed to implement the policies of this Plan. However, where there is a conflict between the policies of the Official Plan and the Secondary Plan, the Secondary Plan policies will supersede those of the Official Plan for the area which is the subject of the Secondary Plan."

The New Amherst Community Secondary Plan contained in Section 13 of the Town of Cobourg Official Plan is intended to apply to subject lands. The New Amherst Community Secondary Plan was adopted as Amendment No. 49 to the Official Plan for the Town of Cobourg and was approved by the Ontario Municipal Board on September 29, 1998. The New Amherst Community Secondary Plan will be discussed further in Section 4.5 of this report.

New Amherst Community Secondary Plan

The subject lands are currently designated Neighbourhood General in the New Amherst Community Secondary Plan Schedule 'AA' Land Use Designations.

The objectives of the Secondary Plan are outlined in section 13.2.3. which states:

- a) *Land Use*
 - i) *To ensure continuity of neighbourhoods by developing the lands within the New Amherst Community in a staged manner through a series of development blocks.*

ii) To ensure that the development provides for a diversity of housing needs, through its mixed use design and provides, within walking distance, commercial, open space and employment opportunities.

iii) To integrate the New Amherst Community with existing and future development in the Town of Cobourg through road linkages, common public transit routes and pedestrian/bicycle path networks.

b) Residential Areas

i) To create a high quality residential community with a safe, healthy, functional environment.

ii) To provide a range of housing types and densities, including affordable housing, to meet the needs of future residents in accordance with Section 1.2 of the Provincial Policy Statement To provide a choice of lifestyles to enrich the New Amherst Community.

c) Commercial Uses

i) To promote economic growth and employment opportunities within the New Amherst Community through the establishment of neighbourhood commercial areas in close proximity to residential areas that service local community needs.

ii) To provide potential for commercial development to ensure a high degree and diversity of services to community residents as well as other public traveling through and to the area.

iii) To allocate commercial lands within the development so as to ensure that commercial establishments benefit from the close proximity of a residential client base and to provide a high degree of choice in terms of "setting" to potential commercial developments."

The Neighbourhood General designation policies are outlined in section 13.6 of the Official Plan. Permitted uses include:

"Low density residential uses identified in Section 13.5.2 (Neighbourhood Edge) as well as medium density residential uses including triplex, quadruplex, townhouse and similar dwelling units. In addition, institutional uses which are compatible with the permitted uses in the Neighbourhood General designation, are permitted. One garden suite building shall be permitted on each lot used for single, semi-detached and townhouses subject to the regulations of the Zoning By-law."

Section 13.6.3 include the following policies:

a) the Neighbourhood General designations shall provide a variety of low and medium density housing types to locate throughout the lands in the Neighbourhood General designation. The Zoning By-law may establish restrictions on the percentage of neighbourhood which can be used for any particular housing types.

b) Medium density housing is encouraged to locate on the lands immediately adjacent to the Neighbourhood Centre designation to provide a transition between the more compact development areas, and the surrounding lands designated as Neighbourhood General.

c) The predominant form of housing shall be single detached, semis, duplexes, triplexes, quadruples and townhouses. The overall net density shall not exceed 37 units per hectare with a minimum density of 12 units per net hectare.

The Service Commercial designation policies are outlined in section 13.8 of the Official Pan. Permitted uses include:

“The land uses within the Service Commercial designation shall be limited to service oriented commercial uses which rely heavily upon vehicular traffic for their economic existence including, but not limited to hotels, motels, eating establishments (including drive-in/take-out restaurants), motor vehicle service stations and car washes, automotive dealerships, specialized automotive repair and sales, recreational vehicle sales and service establishments. Limit of specialized retail commercial establishments such as building supply outlets, nursery sales/commercial greenhouses, or other similar retail uses shall also be permitted within the Service Commercial Designation. In addition, mixed use development may be permitted in accordance with the provisions of 3.9 of the Official Plan.”

Section 13.8.3, considers the following policy regarding Service Commercial Land Uses: Policies

a) *The design of development within the Service Commercial designation shall consider the following;*

- *The access/egress of vehicular traffic to/from the development shall not impede traffic flow along adjacent streets. A minimum number of joint access points is recommended.*
- *Adequate buffer using vegetation, fencing and separation distances shall be provided where a Service Commercial establishment adjoins Neighbourhood General uses.*
- *Outdoor storage areas will be fenced and suitably screened from adjacent land uses. Temporary storage of materials may be permitted for display/promotional purposes without screening provided vehicular traffic flow is not impeded and minimum parking requirements are complied with.*
- *The type, design and location of signs used by Service Commercial establishments shall be incorporated into the landscaping design plan for the development and shall, to the extent feasible, be compatible with surrounding Neighbourhood Centre uses and not be visually intrusive with Neighbourhood General uses.*
- *The impact of the proposed development on storm water quality and quantity.*

The above considerations shall be addressed through site plan control.

2.9 Official Plan Analysis

The land uses of the proposed commercial and residential draft plan of subdivision on the site meets the general land use objectives of the Official Plan as well as the objectives of the New Amherst Community Secondary Plan. Given the site’s context and adjacent land use designations, the proposed development is an appropriate development intensity and scale. The subject land is located within the Town’s built boundary and is an appropriate form of intensification within the context of the Official Plan. The proposed development will assist in achieving the Town’s intensification targets within the Built-up Area.

The proposed block and lotting pattern contemplated in the draft plan of subdivision is consistent with the Official Plan designation and applicable policies. The proposed siting of the townhouse blocks and semi-detached blocks are also compatible with the physical character of the existing neighbourhood. The massing and scale of built form that is proposed on the subject site is also intended to be a compatible development within the character of the neighbourhood. The units are street oriented and appropriately connect with the existing development in the area. A parkette is proposed in the centre of the residential component providing an open space link and central

amenity area for residents. Existing municipal infrastructure will be utilized by the development as well as existing community and open space amenities.

The proposed draft plan of subdivision also meets the key objective of the Secondary Plan, as the development pattern integrates appropriately with the existing development in the community. The development provides linkages to encourage walkability to create a pedestrian friendly environment. The development also provides a diversity of housing types and is intended to provide for compatibility and high quality architecture. The density of the proposed residential component of the draft plan of subdivision is approximately 24 units per hectare, which is in the mid-point of the range provided in the Plan. The commercial block of the proposed plan of subdivision is appropriately located along Elgin Street West, which complements the existing and adjacent commercial uses and is compatible with adjacent residential uses.

In our opinion, the proposed development largely conforms with the policies of the Town of Cobourg Official Plan.

3.0 Urban & Landscape Design Analysis

From an urban design perspective, it is our opinion that the proposal is contextually appropriate and represents a high-quality addition to the New Amherst Community. Accordingly, the proposed built form is consistent with the applicable built form policies of the Official Plan, New Amherst Community Secondary Plan, and the objectives of the Urban and Landscape Design Guidelines.

The following provides a review of the proposed development against the applicable guidelines recommended by the Official Plan and Urban and Landscape Design Guidelines:

Official Plan - Section 5 Community Design and Improvement

Section 5 of the Official Plan provides general design policies. These general design policies include a consideration of streetscapes, streetscape design, landscape design and safe community design, and each of these elements includes policy for new community development.

The Street System is to be designed to reflect an interconnected Street System, which facilitates continuous and direct movement within and between the development areas and the existing community.

- The proposed street pattern includes an extension to Greenly Drive and direct public access to Carlisle Street. An internal looped road and an access lane to the commercial development which connects to Elgin Street/Hwy 2 provides for an interconnected street system and facilitates this continuous and direct movement within the subdivision and existing community.

With respect to Streetscape design the follow areas area considered:

- No Reverse Lotting
 - All lots within the proposed development will front along a public street
- Unobstructed Road Frontage adjacent to Public Open Space
 - The park space to be provided in the centre of the development fronts on the public road system both on the north and south side of the park.
- Pavement and Right-of-Way Widths Reflect the Function of the Street
 - Access Road A is a 19.9 metre width right-of-way. The internal looped road has a 17 metre right-of-way. These right of way widths reflect the function of the applicable streets.
- Setting of parking areas and massing of buildings should create a high quality streetscape and sense of enclosure.
 - The siting of both the residential and commercial buildings provide a sense of enclosure and allow for a high quality streetscape throughout the development.
- Garages will be designed so that they are not the dominate feature and they shall not project beyond the facades of the residents and dominate the frontage of the lot.
 - The garages will be adequately designed to meet this objective.
- Parking areas for non-residential uses should be designed to reduce the visual impact both on the adjoining streetscape and non-users by screening of the lot at the street, locating the building and the parking in a manner which reduces the impact on the street, reducing the scale of the large parking areas by subdividing them into smaller areas and providing joint access where feasible.

- The parking area for the proposed commercial development is intended to achieve these objectives; the siting of the buildings will break up the parking on the site.



Figure 6 – North Elevation

- Landscape Design: Landscaping provides definition of the street and the public open space, frames views, and focal points and provides direction for pedestrian movement and demarcation of areas for different functions.
 - The landscape design of the draft plan of subdivision will provide a sense of place, focusing upon the central parkette and clear trail system and sightlines throughout the development. The commercial areas will also be landscaped which will provide an enhanced streetscape.
- Safe Community and Design; A series of policies are designed to promote safety and securities for public spaces and to minimize potential crime. These include the following: opportunity for visual overlook and ease of public access to adjacent parks and open spaces.
 - The looped road system provides access and together with the internal park space provides pedestrian access, which will ensure appropriate sightlines are provided throughout the development.
- Clear Unobstructed Views of Parks and Open Spaces
 - The open area with frontage on both the north and south side of the Street B loop and the direct connection to the commercial area will provide for unobstructed views of parks and open spaces.
- Appropriate Lighting, Visibility and Opportunity for Informal Surveillance for Walkways, Parking Lots, Parking Garages and Open Space Areas:

- The nature of the design ensures that visibility and visual surveillance are available. The lighting design will be developed in such a way that it will ensure the public areas will be adequately lit.
- Landscape Elements Maintain Views for Safety and Surveillance
 - The landscape elements have been designed in order to provide a sense of community as well as ensuring that there is safe surveillance of the public areas including sidewalks, the park space, and access to the commercial area.
- Sharing of Such Facilities as Parking and Walkways for increased use of Public Presence
 - The development incorporates sidewalks as well as internal park space with access to commercial area and access to Carlyle Street to the south.
- Promote a Sense of Community Ownership for Public Spaces
 - The design with the centralized park facility provide a sense of cohesion and community ownership.
- Provisions of Views Into, Out Of, and Through Publicly Accessible Park Space
 - The design of the commercial area provides for visibility from the Canadian Tire access with shared access facility, the access for Hwy 2 and the access lane from the residential development. In addition the park space provides the opportunity for views and publicly accessible interior spaces.
- Precludes Entrapment or the Perception of Entrapment
 - The design has been specifically prepared in order to ensure that the public spaces are visible and accessible.

Urban and Landscape Design Guidelines

The Town of Cobourg have adopted Urban and Landscape Design Guidelines in order to ensure that development achieves a high level of design and compliments the existing design character of the areas. The Vision and Guiding Principles identifies that, *"New residential development which will primarily occur through a mix of intensification and greenfield development with a variety of housing types and densities. Any intensification will be designed in keeping with the existing stable residential neighbourhoods where it is located within or adjacent to such areas."*

Section 2.2 outlines a series of design principles and they include:

Encourage compact mix use development

- The proposed development is a mixed use with both commercial residential land uses that efficiently utilize the subject lands.

Promote Active Transportation

- The linkage and connectivity within the plan of subdivision and the mixed use nature of the development will encourage pedestrians, cyclists, and use of transit.

Promote Sustainable Development

- The mixed use nature of the development and diversity of built forms will assist in promoting sustainable objectives of the guidelines.

Principle of Providing Variety of Housing

- The proposed development provides both townhouse and semi-detached housing which complement adjacent built forms.

Vital Setting for Employment Uses

- The proposed employment / commercial uses along with the residential uses in the draft plan of subdivision achieves the objectives of this guideline.

Create and Celebrate Public Spaces

- The central parkette within the subdivision creates an opportunity for interaction of residents and provides further linkages throughout the greater community.

Promote Healthy Lifestyles and Physical, Mental and Spiritual Well-Being

- The proposed mix of uses, housing types and improved linkages will promote this guiding principle for healthy lifestyle opportunities.

Section 4 of the Urban and Landscape Design Guidelines specifically provides direction on new building design, landscaping, and surface runoff. This section further discusses site layout and building orientation, universal design principles, signage, landscaping, storage servicing and loading, parking, as well as matters relating to building design.

The commercial development is designed to reflect the context of the streetscape on Elgin Street West, with buildings oriented to the arterial road to create a street edge and more urban environment. The residential lotting pattern and anticipated built form of residential units will frame the internal street and provide for high quality design and building orientation as outlined by the design guidelines. The housing mix of townhouse and semi-detached homes is compatible with the scale and character of the existing neighbourhood. Landscaping will be utilized to enhance curb appeal and maximize compatibility between land uses. The central park and pedestrian linkages will assist in accessibility and walkability in the immediate neighbourhood. Surface runoff has been designed in the existing stormwater management reports submitted on the subject development.

Final details associated with implementing the Municipality's community design principles including signage, landscape details, loading and parking and building details will be secured through the Subdivision and Site Plan Approval processes. It is our opinion that the proposed draft plan of subdivision is appropriate and desirable from a design and landscape perspective and meets the overall intent of the guidelines.

4.0 Zoning

The in-force zoning by-law applying to the site is Town of Cobourg Zoning By-law 85-2003, as amended. Under the Town of Cobourg Zoning By-law 85-2003, as amended, the site is currently zoned District Commercial Exception 27 Holding Zone (DC-27(H)), and Neighbourhood Residential 2 Exception 1 Holding Zone (NR2-1(H)).

District Commercial Zone

Under the District Commercial zoning label, the following uses are permitted:

- auction centre use
- bakery retail outlet
- building supply use
- call centre
- clinic use
- communications production use including radio and television studios
- conference centre
- convenience commercial
- driving school use
- dry cleaning distribution establishment
- eating establishment, including banquet hall facilities
- education and training use
- equipment rental use
- fresh fruit, vegetable and flower sales use
- institutional use
- light industrial within an enclosed building
- motel or hotel use
- nursery or garden centre use
- office use
- personal service use
- place of entertainment use
- private and commercial club use
- public use in accordance with the provisions of Section 5.3.2
- residential use as a secondary use in a commercial building
- taxi establishment use
- undertaker's establishment use
- vehicle service station use
- vehicle fuelling station use
- vehicle sales use
- vehicle rental use
- vehicular service and supply use, including specialty repair facilities, but excluding vehicle body repair facilities
- vehicle wash
- veterinary clinic use and domestic animal grooming use
- wellness centre use

The following are permitted accessory uses under the District Commercial Zoning:

- i. accessory uses to the Permitted Uses under Section 14.1.1;
- ii. open storage;
- iii. wholesale use;
- iv. service and repair use;
- v. automatic banking units.

The following are prohibited uses under the District Commercial Zoning:

- i. department store use;
- ii. supermarket or bulk food use;
- iii. retail commercial use, other than those identified in Section 14.1.1 and 14.1.2;

The District Commercial Zone is subject to the following provisions, as noted in the Zoning By-law:

- Lot Area Minimum – 740m²
- Lot Frontage Minimum – 25m

- Lot Coverage Maximum – 30%
- Front Yard Minimum – 3m
- Rear Yard Minimum – 7.5m
- Interior Side Yard Minimum – 4.5m where no rear yard access
- Landscaped Open Space Minimum – 15%
- Building Height Maximum – 4 Storeys
- Floor Space Index Maximum – 1.0

Additionally, exception 27 permits the following uses:

- Office use for the presentation, display and sale of new dwelling units.

Prohibited uses under exception 27 include the following:

- nursery or garden centre use;
- vehicle sales, service, supply, rental, wash and fueling uses.

The regulations of Section 14.1 shall apply to the uses permitted in the DC-27 Zone with the exception of the following:

- Rear Yard: 5.5 m minimum

Neighbourhood Residential Zone

Under the Neighbourhood Residential 2 zoning label, the following uses are permitted:

- accessory use, including a garden suite use;
- day nursery use;
- group home use in accordance with the provisions of Section 5.22;
- home occupation use;
- public use in accordance with the provisions of Section 5.3.2;
- residential use.

The following are permitted buildings and structures as noted under the Neighbourhood Residential 2 Exception 1 Zone:

- one semi-detached dwelling on one lot;
- one unit of a semi-detached dwelling on one lot;
- one townhouse dwelling on one lot;
- one unit of a townhouse dwelling on one lot;
- accessory buildings and structures for the permitted uses.

The Neighbourhood Residential 2 Zone is subject to the following provisions:

Neighbourhood Residential 2	Townhouse Dwellings	Semi-Detached
Provision	Required	Required
Lot Frontage (min)	7.0m/unit	7.6m
Front Yard (min)	4.5m	4.5m
Driveway Width (max)	3.5m	3.5m
Garage Width (max)	3.5m	3.5m
Exterior Side Yard (min)	2.4m	2.4m

Side Yard (min)	1.2m (end units)	1.2m
Rear Yard (min)	7.5m	7.5m
Building Height (max)	11m	11m
Lot Coverage (max)	50%	50%

Additionally, exception 1 is subject to the following regulations:

- Minimum required front yard for semi-detached and townhouse dwellings – 1.5m
- Minimum required rear yard for semi-detached and townhouse dwellings – 6.0m
- Maximum lot coverage for semi-detached and townhouse dwellings – 65%

Holding Symbol

The Holding (H) Symbol that applies to the subject site is subject on the following clause to remove the Holding Zone:

The Holding (H) Symbol shall not be removed until the Owner(s) has received approval of all applicable plans, drawings, and other related documentation by the Municipality, and after a Subdivision Agreement has been entered into pursuant to the Municipality's Subdivision Control requirements. The Agreement shall pertain to clauses including but not limited to: plans and/or other documentation which addresses site servicing, grading and other infrastructure; architectural, building and landscape design; fencing and other buffering measures; noise mitigation; traffic impacts and related improvements; pedestrian connections; parkland dedication and improvement; and, performance measures (re: regulations for construction and access).

Zoning Analysis

It is our opinion that the proposed Draft Plan of Subdivision meets all of the noted provisions and permitted uses of Town of Cobourg Zoning By-law 85-2003, as amended. The applicable commercial Block is intended to meet the uses and provisions noted within the District Commercial Exception 27 Holding Zone (DC-27(H)), and the residential blocks are intended to meet the uses and provisions noted within the Neighbourhood Residential 2 Exception 1 Holding Zone (NR2-1(H)).

The Holding Zone is intended to be removed as the developer works through the Draft Plan of Subdivision approval conditions. Furthermore, the commercial block will be required to achieve site plan approval prior to any development proceeding.

5.0 Supporting Plans and Studies

Draft Plan of Subdivision

A Draft Plan of Subdivision has been prepared by Ivan B. Wallace Surveyors, which identifies the siting and configuration of the proposed blocks within the plan of subdivision, including the delineation between the commercial blocks and the residential blocks. The proposed subdivision development will also include a central parkette, pedestrian linkages, as well a new looped road within the subject site and a new connection to Greenly Drive.

Transportation Analysis

A Traffic Study was completed by Trans-Plan Inc, which identifies the proposed retail/commercial uses and residential development that is contemplated in the plan of subdivision. The report identified the proposed access at Elgin Street West, as well as the proposed connection at Greenly Drive / Carlisle Street, and the findings indicate minimal traffic impacts to the existing street networks including the nearby intersections and access points.

Servicing and Engineering Report

A SWM and Servicing Report has been prepared by Masongsong Engineering. Water service will be provided by a connection to the existing 300mm watermain along Elgin Street West. Sanitary service is to be provided through a connection to the existing 200mm diameter sewer along Greenly Drive. Appropriate quality control of stormwater measured are to be provided and will be appropriately managed through the development.

Noise Impact Report

A Noise Analysis of the site was completed by Valcoustics Canada Ltd., which analyzed potential impact to the proposed residential dwellings from road traffic on Elgin Street West. The report determined mitigation measures to be implemented including air conditioning units for certain blocks, exterior wall and window construction meeting non-acoustical requirements of the OBC, as well as sound barriers for certain blocks. Additional measures for the commercial development block include rooftop mechanical screens and sound barriers, as well as a sound barrier along the western portion of the north property line.

6.0 Planning Conclusion

The landowner seeks to develop an underutilized vacant parcel in Cobourg's New Amherst neighbourhood located on the south side of Elgin Street West, between Rogers Road and Wilkins Gate. The proposed development will make use of existing infrastructure, services, and existing community amenities.

The proposed commercial and residential Draft Plan of Subdivision of the site is consistent with numerous policy directions articulated in the PPS, the Growth Plan, the County of Northumberland Official Plan, the Town of Cobourg Official Plan, and the existing Zoning By-law, all of which support the development on the existing vacant site which is well served by municipal infrastructure and community services and facilities. The development of an underutilized vacant site with a high quality residential development as well as new commercial services, represents an appropriate and desirable form of development.

From an urban design perspective, the proposed development will fit harmoniously within the existing built form context for both the residential and commercial uses. Furthermore, the proposed development conforms with policies of the Official Plan and New Amherst Secondary Plan, and is generally in keeping with the Town of Cobourg Design Guidelines. The proposed plan is also consistent with the previous approvals in 2014 regarding the Official Plan Amendment, Zoning By-law Amendment, and Draft Plan approval that were contemplated at that time. As the previous draft plan approvals have expired, the proposed draft plan will renew the approval and bring the site into conformity with the previous approvals.

The proposed redevelopment opportunity of the subject lands represents good land use planning and the application for Draft Plan of Subdivision should be approved.

Respectfully submitted by,



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