	<b>THE CORPORATION OF THE TOWN OF COBOURG</b>	
	<b>PLANNING REPORT</b>	
TO:	Members of Council	
FROM:	Glenn J. McGlashon, MCIP, RPP Director of Planning & Development	
DATE OF MEETING:	December 7, 2020	
REPORT TITLE/SUBJECT:	<b>Application for Approval of a Draft Plan of Subdivision – Lands West of Canadian Tire Vandyk – West Park Village Limited</b>	
DATE OF REPORT:	November 19, 2020	

**1.0 CORPORATE STRATEGIC PLAN OBJECTIVE**

N/A

**2.0 PUBLIC ENGAGEMENT**

Applications for Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and Site Plan Approval were originally submitted by VANDYK Development Group in 2013 for the Subject Lands.

The Municipality followed the Statutory notice requirements of the Planning Act R.S.O 1990, c.P. 13, as amended, with respect to these applications, including the scheduling of a Public Meeting. A Public Meeting of Council regarding the Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision was held in June 2014. Based on all information available, Cobourg Municipal Council approved the Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision Conditions as proposed in July 2014. In July of 2019, the conditions of draft plan approval for the subdivision expired and, thus, a new application for approval of a draft plan of subdivision is required.

On June 29, 2020, Council formally received a new application for approval of a draft plan of subdivision. The application was referred to the Planning Department for a report, and a Public Meeting was held on September 29, 2020 in accordance with the provisions of the *Planning Act, RSO 1990, c.P.13*, as amended. The applicant also convened a virtual Public Information Meeting/Open House on August 17, 2020 in accordance with Council's procedures for public engagement.

Section 51 (20) of the *Planning Act* prescribes Statutory notice requirements for a complete Draft Plan of Subdivision application, and for the scheduling of a Public Meeting. Notice of a complete plan of subdivision application and notice of a public meeting can be provided together. The Municipality is required to give notice by *either*:

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

The Municipality's notification procedures for complete applications and public meetings included both a) and b) above, including the posting of signs on the two frontages of the property, which met and exceeded the notice requirements prescribed by the *Planning Act*. 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 & Development). Members of the public on record as making submissions to the Town will be notified when the application and this Report are being considered by Council for consideration.

### **3.0 RECOMMENDATION**

THAT Council receive this Report for information purposes; and,

THAT the By-law attached as Appendix IV be endorsed by Council which grants draft plan of subdivision approval to Vandyk – West Park Village Limited for the development of the 3.7 ha (9.1 ac) parcel of land west of Canadian Tire for 62 townhouse units, 10 semi-detached units, a 0.6 ha (1.5 ac) commercial block, a 0.12 ha (0.3 ac) public parkette block, and an emergency/pedestrian-only access block, subject to the conditions outlined in Schedule "A" of the By-law.

### **4.0 ORIGIN**

An application for approval of a draft plan of subdivision was submitted by Vandyk - West Park Village Limited in June of 2020. At its meeting held on June 29, 2020, Council moved that the applications be received and referred to the Planning Department for a report, and further directed that the Public Meeting be scheduled. A virtual Open House was convened by Vandyk on August 17, 2020 and a Public Meeting of Council was convened on September 29, 2020 regarding this application. A number of public submissions have been received by the Municipality regarding the application.

In accordance with the *Planning Act*, if Council has not made a decision within 120 days of its receipt as a Complete Application by Council (by October 27, 2020), the applicant may appeal the application to the Local Planning Appeal Tribunal (LPAT).

## 5.0 BACKGROUND

### 5.1 Owner

Vandyk - West Park Village Limited

### 5.2 Applicant/Agent

Justin Mamone -- Vandyk - West Park Village Limited  
Paul Demczak, Batory

### 5.3 Property Address

The subject lands front onto Elgin Street West/County Road #2 (to the north) and Greenly Drive (to the south) and are located just west of Canadian Tire (there is no municipal address -- see *Figure 1 – Site Location Map* below).

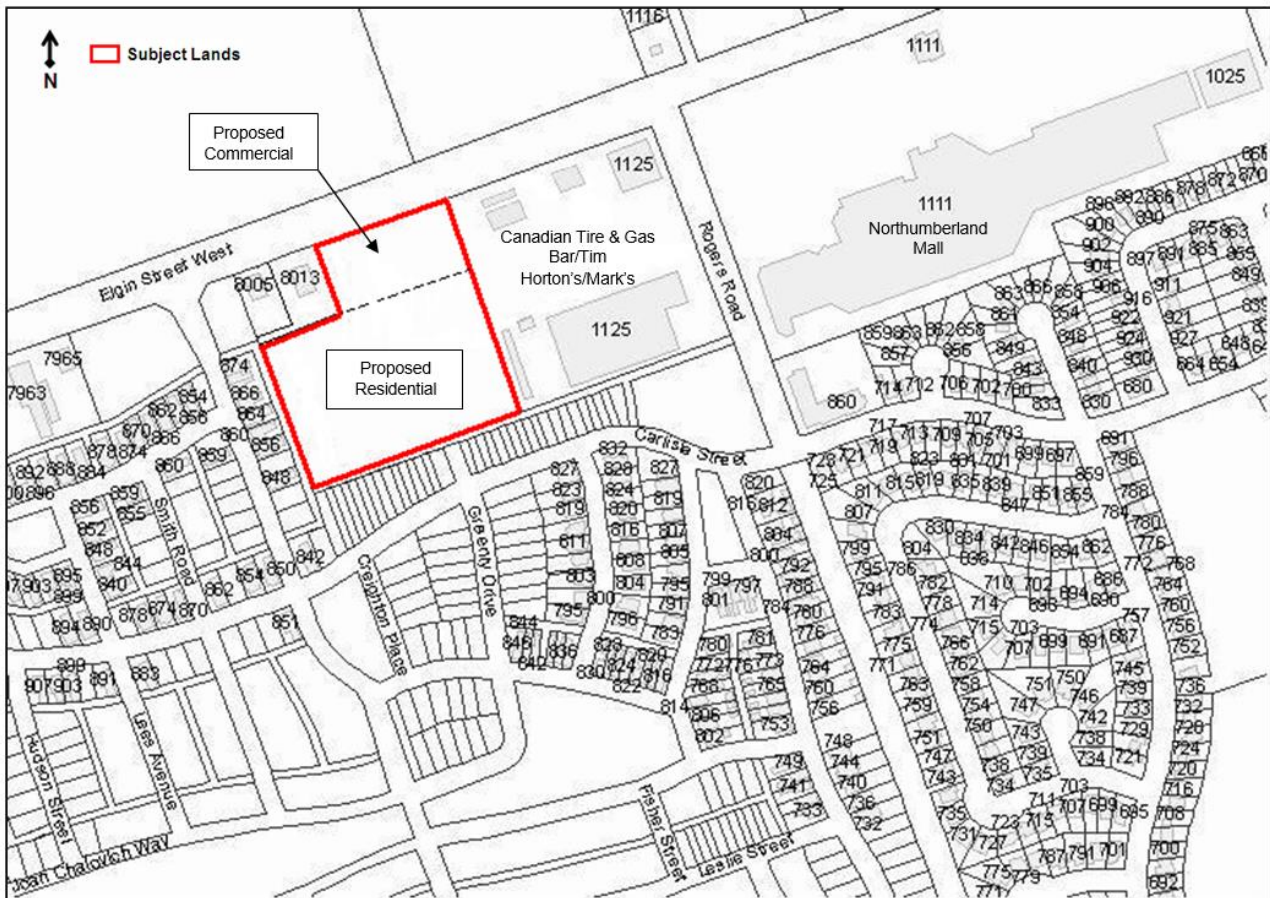


Figure 1 – Site Location Map

#### 5.4 Existing Land Uses

The subject lands are currently vacant, however site clearing and underground services have been installed by Vandyk for the residential component as part of a Pre-Servicing Agreement with the Town of Cobourg approved by Council in 2018.

#### 5.5 Surrounding Land Uses

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

North: rural agriculture  
East: Canadian Tire & CT gas bar, Tim Horton's, and Mark's WorkWearhouse  
South: townhouses and single detached dwellings  
West: carpet store, truck repair operation, and townhouses, semi-detached and single detached dwellings

#### 5.6 Proposal

As indicated in Section 2.0 above, applications for Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and Site Plan Approval were originally submitted by VANDYK Development Group in 2013 for the Subject Lands. Cobourg Municipal Council approved the Official Plan Amendment, Zoning By-law Amendment and draft plan of subdivision conditions in July 2014. In July of 2019, the conditions of draft plan approval for the subdivision expired and, thus, a new application for approval of a draft plan of subdivision is required. The proposed draft plan of subdivision is the same as what was previously draft approved by Council in 2014. Given the Official Plan and Zoning By-law provisions were approved by Council in 2014 to permit residential and commercial development and are in effect, no other land use permissions are required from the Municipality at this time.

The subject lands form a portion of the northern section of the New Amherst Community Secondary Plan area, north of the West Park Village neighbourhood. The proposal by Vandyk is broken into two segments (refer to *Figure 3 – Draft Plan of Subdivision* below):

1. The northern 0.6 ha (1.5 ac) of land adjacent to Elgin Street West/County Road 2 is proposed for commercial usage of up to 1,400 sq m (15,000 sq ft) to take advantage of the major arterial road frontage and exposure;
2. The remaining 3.1 ha (7.6 ac) of land to the south is proposed for 62 townhouse dwellings and 10 semi-detached dwelling units on a municipal road loop. A 0.12 ha (0.3 ac) landscaped parkette is proposed in the centre of the neighbourhood to act as a central public focal point and open space amenity area. A pedestrian/emergency vehicle-only access connection is planned between the residential and commercial land uses.

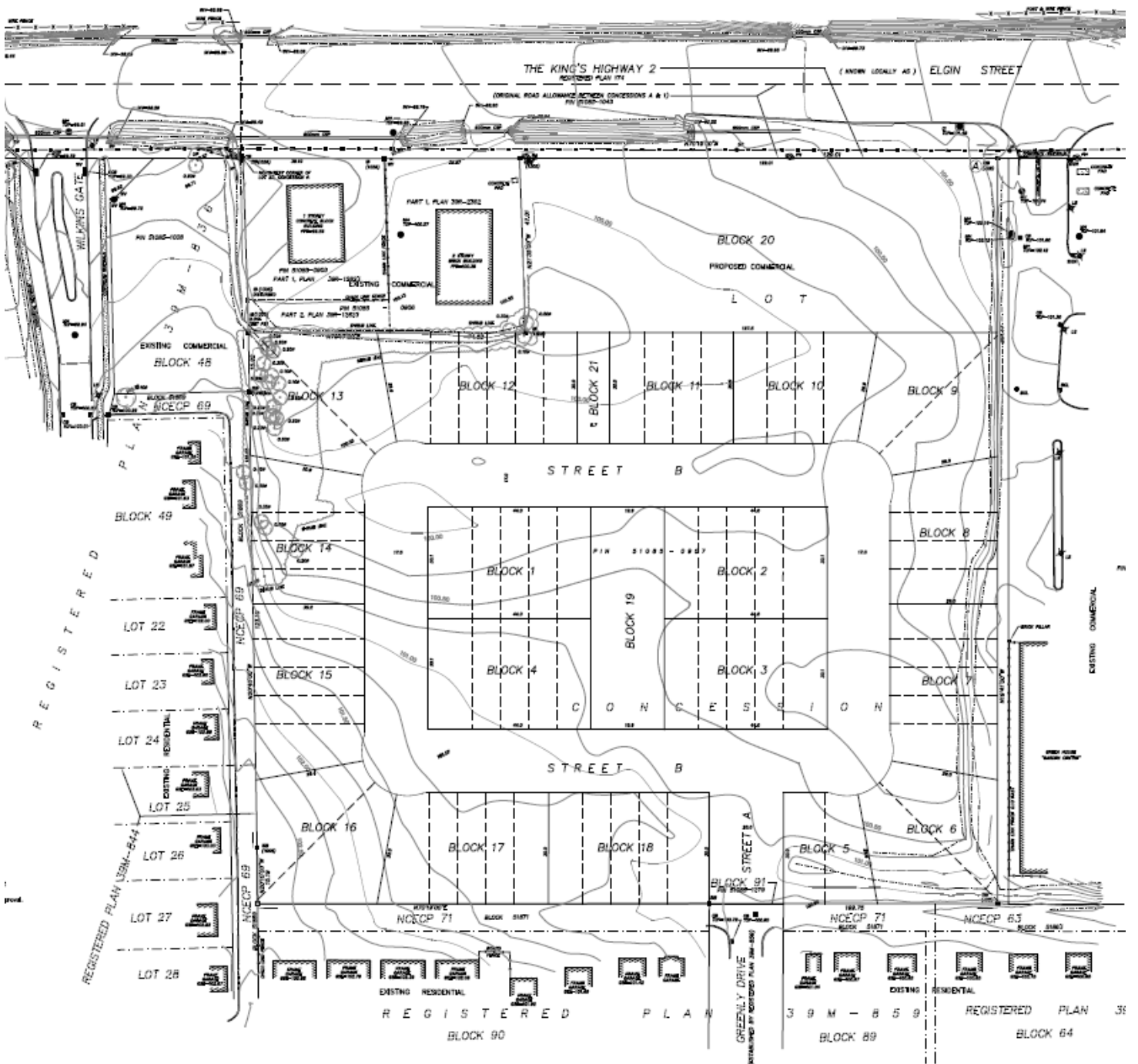
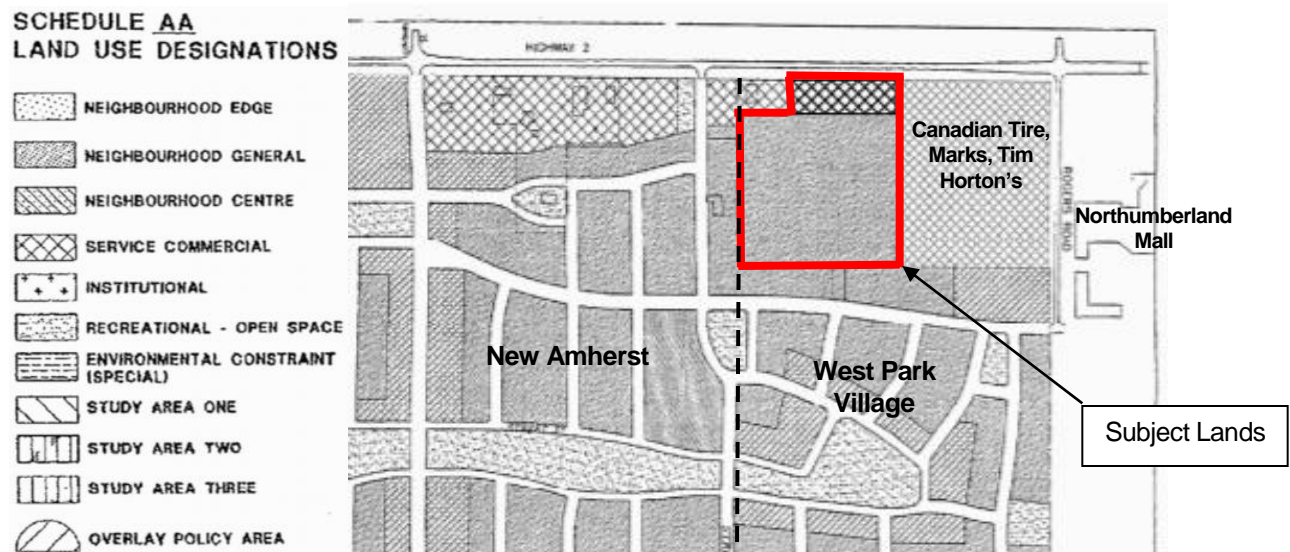


Figure 2 – Draft Plan of Subdivision

The subject lands are presently designated “Neighbourhood General” and “Service Commercial” in the New Amherst Community Secondary Plan and zoned “Neighbourhood Residential 2 Exception 1 Holding [NR2-1(H)] Zone” and “District Commercial Exception 27 Holding [DC-27(H)] Zone” in the Comprehensive Zoning By-law. The commercial land use designations permit a range of service commercial uses that reflect a highway commercial function and the residential designations permit

single detached, semi-detached, townhouse, and multiple dwelling units (up to 4-unit buildings) with a minimum density of 37 units and a maximum density of 114 units allowed on the subject lands. Refer to [Figure 3](#) -- *New Amherst Community Secondary Plan Land Use Schedule* below.



[Figure 3](#)– *New Amherst Community Secondary Plan Land Use Schedule*

The applicant submitted supporting studies in conjunction with the proposal, including:

- Planning & Urban Design Rationale Report, BATTERY Urban Planning & Project Management, May, 2020;
- Public Consultation Strategy, BATTERY Urban Planning & Project Management, May, 2020;
- Traffic Impact Study (Response to Comments) and Public Response Letter (September 29, 2020), Trans-Plan Transportation Inc., September, 2020;
- Environmental Noise Analysis, Valcoustics Canada Ltd., April, 2020;
- Stormwater Management Report, Masongsong Associates Engineering Limited, May, 2020.

The above reports were circulated to and reviewed by municipal departmental staff and partner review agencies, including the Ganaraska Region Conservation Authority (the “GRCA”) and County of Northumberland (the “County”), as part of the development proposal review process.

For the purposes of the land use planning review and due to size, only the Planning & Urban Design Rationale Report and the Traffic Impact Study (Response to Comments)

& the Public Response Letter have been appended to this Report. The following Appendices are attached:

- **Appendix I** – BATORY Planning & Urban Design Rationale Report (hereinafter referred to as the “BATORY Planning Report”);
- **Appendix II** – ***Traffic Impact Study (TIS) Response to Comments & Public Response Letter*** (the “Trans-Plan Traffic Reports”); and,
- **Appendix III** – ***Public Meeting Notes***
- **Appendix IV** – ***Draft Plan Approval By-law & Draft Plan of Subdivision Conditions***

Copies of the relevant background reports may be found on the Planning & Development webpage at <https://www.cobourg.ca/en/business-and-development/Planning-Applications.aspx>.

## 6.0 **ANALYSIS**

In considering the subject application, an understanding of the applicable provincial legislation and local policies is beneficial when reviewing applications for approval of a draft plan of subdivision. The following provides an overview of the relevant background and commentary where required.

The background reports submitted with the subject application, particularly the BATORY Planning Report, provide an overview of the subject application relative to relevant provincial and local policies and provide conclusions and opinions relating to conformity therewith. It is not the intent of this Planning Report to duplicate the review and analysis provided in these reports, however the following sections provide a general ‘high-level’ summary of the relevant background and commentary submitted by the applicant from a municipal planning staff perspective and are intended to complement and be read in conjunction with the submitted reports.

### 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 a draft plan of subdivision include public notification, convening a Public Meeting, imposing draft conditions, and awaiting an appeal period. 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. Section 2.0 (pgs. 7-8) of the BATORY Planning Report provides an overview of the applicable criteria:

- a) the effect of the proposed subdivision on matters of provincial interest, as reflected in Section 2 of the Act, the Provincial Policy Statement (PPS) and the Growth Plan for the Greater Golden Horseshoe (GP);

*Further reference to and discussion on these matters is found below and in Section 6.2.*

- b) whether the proposed subdivision is premature or in the public interest;

*The Draft Plan of Subdivision is located within an urban, serviced area of the municipality and is located within the “built boundary” as established by the Place to Grow Growth Plan for the Greater Golden Horseshoe, 2019 (the “Growth Plan”). The development of the subject lands represents a logical and compatible continuation of the existing phases of development within the greater West Park Village/New Amherst neighbourhood. Conditions of draft plan approval will include provisions relating to servicing, stormwater management, urban design/streetscapes, landscaping, pedestrian connections, performance security and other technical matters to ensure the development meets all relevant municipal and agency policies, guidelines, and standards prior to final approval of the Plan of Subdivision and a Subdivision Agreement by Council (refer to **Appendix IV**).*

- c) whether the plan conforms to the Official Plan (OP) and adjacent plan of subdivision;

*Discussion on Official Plan conformity is found in Sections 6.3 and 6.4. The proposed draft plan of subdivision is comprised of a density and development form that is compatible with the existing neighbourhood. The proposed commercial complex appropriately reflects its context on a major arterial road and is designed to be compatible with the adjacent land uses.*

- d) the suitability of the land for the subdivision;

*The subject land is relatively flat and is comprised of silty sand soils and till. Generally, the site is well-suited for the development proposed.*

- e) the adequacy of highways in the vicinity of the subdivision;

*In summary, the Trans-Plan Traffic Reports, dated April 2020 and updated in September 2020 in response to resident concerns, concluded that the existing municipal street pattern and transportation system in the vicinity of the subdivision lands are satisfactory to accommodate the proposed residential enclave. In particular, with the inclusion of future site traffic and growth conditions, the intersections of Carlisle Street and Roger’s Road, Carlisle and Greenly Drive, and Carlisle and Wilkins Gate are all expected to continue operating at an acceptable level of service for all movements during the peak hours. According to the Reports, the proposed townhouses are expected to have minimal traffic impacts on the surrounding intersections and road network and that future traffic volumes derived from the residential enclave will be acceptable for the local residential roadways.*

*Additional discussion and commentary on the transportation and traffic impact study are found in Section 6.4 vi) below.*

- f) the dimensions and shapes of the proposed lots;

*The dimensions and shapes of the proposed lots in the draft plan of subdivision are regular and appropriate for the area.*



- g) the restrictions on the lands to be subdivided or adjoining lands;

*The lands are subject to the policies and regulations of the New Amherst Community Secondary Plan and implementing Zoning By-law, both of which are in force and effect and permit the proposed development. The development form is consistent with the surrounding commercial and residential development. A comprehensive set of draft plan conditions will be imposed to ensure that the development complies with all applicable municipal and agency standards, and shall include the execution of Cost-Sharing Agreements with the developer to the west (New Amherst Ltd.) and the County of Northumberland and the registration of a Subdivision Agreement with the Town of Cobourg.*

- h) conservation of natural resources and flood control;

*The subject lands have been cleared as part of the pre-servicing process and are devoid of any significant vegetation. A subdivision and park planting plan will be required as a condition of draft plan of subdivision approval for the central parkette block.*

*With respect to flood control, the applicant has submitted a Stormwater Management Report, prepared by Masongsong Associates Engineering, to demonstrate that stormwater run-off and management systems are feasible to service the subject lands. The Masongsong Report considered drainage flows from the subject lands both pre- and post-development, and proposes an underground stormwater management facility to be located beneath the commercial component to capture and treat runoff from the subdivision lands before exiting into the Elgin Street West storm system. In accordance with a Cost-Sharing Agreement with the County of Northumberland, the proponent will be responsible for constructing a new underground storm sewer in place of the ditch along the south side of Elgin Street West to beyond New Amherst Blvd. All infrastructure costs associated with servicing the site will be borne by the proponent, save for any cost-sharing with the County. The technical stormwater management design details will be finalized as part of the conditions of draft plan approval to the satisfaction of applicable authorities and prior to final approval by Council.*

- i) the adequacy of utilities and municipal services;

*Utilities and municipal services to the site are adequate, and any infrastructure improvements required to service the Subject Lands will be further assessed prior to final approval of the draft plan of subdivision as a condition of development.*

- j) the adequacy of school sites;

*Originally, the New Amherst Community Secondary Plan identified a 2.32 ha (5.73 ac) public elementary school site attached to the community park in the south-west quadrant of the WPV lands. A number of years ago, the KPRD School Board confirmed that it did not require the school site for future student accommodation and it has since been removed from the plans. The public and separate School Boards have indicated that their current schools in the area can adequately serve the proposed development. The Conseil scolaire catholique MonAvenir School Board has acquired a site on the west side of New Amherst Blvd for a new elementary school.*

- k) the area of land to be dedicated for public purposes;

*The existing and planned West Park Village/New Amherst neighbourhoods include generous public park lands and connecting links to external trail systems. A 0.12 ha (0.3 ac) landscaped central parkette will be dedicated to the Municipality for public parkland purposes to act as a central focal point for the residential enclave and provide open space opportunities for residents in the immediate neighbourhood.*

- l) the efficient use and conservation of energy;

*The density of the proposal, at approx. 23 units/ha and 50 persons and jobs/ha represents a desirable compact built form and an efficient use of infrastructure. The subdivision design is comprised of a short, looping street pattern, with quick and easy access to the public open space network and nearby commercial uses, which will promote walk-ability. The proposed development supports the Town of Cobourg's sustainability strategy by reducing the consumption of land, creating livable, healthy and productive environments, and promoting the reduction of GHG's with a design that is supportive of transit use and active transportation modes of travel. Further sustainable design features for the proposed buildings will be captured as a condition of draft approval and evaluated prior to final approval by Council.*

- m) the interrelationship between the design of the plan of subdivision and site plan control matters relating to development on the lands.

*The plan of subdivision will be subject to detailed conditions of approval which must be satisfied prior to final approval by the Municipality, while the commercial block will be subject to the Municipality's Site Plan Approval (SPA) requirements. Both tools are effective and work well together in ensuring the appropriate development of the subject lands.*

As referenced above, the Municipality shall have regard to matters of Provincial interest under Section 2 of the Act, including such applicable matters as: the adequate provision and efficient use of infrastructure; orderly development of safe and healthy communities; accessibility for persons with disabilities; adequate provision of educational, health, social, cultural and recreational facilities; adequate provision of a full range of housing; protection of public health and safety; appropriate location for growth and development; and, promotion of sustainable and pedestrian-friendly design, and be transit supportive.

#### *Comment/Opinion*

Municipal planning staff has reviewed the applications in light of the aforementioned items of Provincial interest. The proposed draft plan of subdivision represents an orderly, staged development pattern on full municipal services and is comprised of an appropriate density and mix of housing types which is consistent with Provincial Policy and in compliance with the existing, approved Official Plan and Zoning By-law. The street layout provides ample opportunities for safe pedestrian movement and connections to an abundance of public open

spaces and adjacent commercial shops and services. The arrangement of dwellings around the perimeter of the site is compatible with adjacent land uses with appropriate buffering (ie. fencing) to be implemented as part of conditions of draft approval (**Appendix IV**). In my planning opinion, the proposed draft plan of subdivision has appropriate regard to matters of Provincial interest under Sections 2 and 51 of the *Planning Act*. Section 6.2 below provides further commentary of the proposal relative to matters of Provincial interest.

## 6.2 Provincial Policy Statement (PPS), 2020 & Growth Plan, 2019

The *Planning Act* requires that the Council of a local Municipality shall make decisions on development applications which are consistent with the Provincial Policy Statement (PPS) and conform to the Growth Plan. The PPS was issued by the Ministry of Municipal Affairs and Housing under the *Planning Act* and the Growth Plan was issued under the *Places To Grow Act*.

The BATORY Planning Report provides an in-depth overview of the key policies and principles as outlined by the Province in Sections 2.2, 2.3, 2.4, 2.5 and 2.6 (pages 9-15).

In general, the primary directives of the documents include such issues as:

- fostering the development of complete communities which are strong, sustainable, liveable, healthy and vibrant;
- promoting efficient, cost-effective and transit-supportive land use and development patterns to minimize land consumption and servicing costs and support active transportation;
- facilitating intensification, redevelopment and compact built form;
- directing growth and development to urban settlement areas with full municipal services;
- improving accessibility for persons with disabilities and older persons; and,
- protecting public health and safety;

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 can support the achievement of complete communities. In addition, the Plan provides 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. The urban built form shall include a diverse range and mix of housing options to accommodate the needs of the community, with convenient access to a range of transportation and

public open space options, including the safe, comfortable and convenient use of active transportation and publicly-accessible parks, trails, and other recreational facilities.

### *Comment/Opinion*

The subject site is located within an urban, serviced settlement area and is considered part of the “built boundary” of the Town of Cobourg as established by the Growth Plan and the municipal Official Plan (on the north-western tip of the built boundary). Accordingly, the proposed development is considered *intensification* within the existing built-up area of the municipality, and is not a *greenfield* site as defined in the Growth Plan.

In accordance with applicable Provincial and County policies, the Town of Cobourg is expected to grow by approx. 6,000 residents (to 26,105) and approx. 1,700 employees by 2034. Approx. 3,000 new households are predicted to be required accommodate this growth, with a large component (~1,300) being in the form of medium density units. A minimum of 39% of this residential growth (~2,340 people, ~1,170 households, ~507 medium density units) shall occur within the urban built boundary of the Town of Cobourg. The population growth attributed to this specific plan of subdivision (~150 residents and ~30-40 employees) would count towards achieving the Town’s and County’s residential and employment *intensification* targets as per the County Official Plan and Provincial Growth Plan.

Based on my review of the application for approval of a draft plan of subdivision, including the supporting background information, it is my opinion that the application is consistent with the PPS and conforms to the Growth Plan. Specifically, the proposal provides for orderly intensification within the urban, serviced area of the municipality and makes effective use of existing infrastructure which will serve to reduce costs and the consumption of land. The draft plan includes provision for a mix of housing types of a medium density nature to satisfy the needs of current and future residents in the community, and would offer new employment opportunities and contribute to a diversified economic base. The subject lands offer convenient access to existing commercial services, open spaces and transit, thus contributing to the concept of a complete community.

Therefore, I concur with the conclusions and opinions contained in the BATORY Planning Report regarding conformity to matters of Provincial interest as reflected in the PPS and Growth Plan.

### 6.3 County of Northumberland Official Plan, 2016

The County of Northumberland Official Plan (the “County OP”) was approved by the Ministry of Municipal Affairs and Housing on July 29, 2015 and finally approved by the Ontario Municipal Board on November 23, 2016. In general, the purpose of 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;
- Encourage a range of complementary and compatible land uses in residential areas, including community facilities, schools, small-scale commercial uses and recreational open space areas;
- 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;

### *Comment/Opinion*

It is my opinion that the proposed draft plan of subdivision provides a desirable residential enclave at a density which is appropriate for its locational context and is consistent with the Province's goal of intensifying growth within urban serviced settlement areas. In addition, the proposal integrates well with adjacent forms of housing that exist in the general neighbourhood. The plan promotes the efficient use of existing infrastructure and proposes innovative "green" techniques to accommodate stormwater runoff. The Subject Lands are located in close proximity to existing services, public open spaces, transit facilities and, once developed per the draft plan if approved, will enhance connectivity and walkability in the neighbourhood.

As referenced in Section 6.2 above, the residential component of the draft plan of subdivision comprised of 62 townhouse units and 10 semi-detached units would result in approx. 150 residents and 30-40 employees and would assist in achieving the Town's and County's residential and employment intensification targets as set out in the County Official Plan and Provincial Growth Plan.

Based on my review of the application and supporting documentation, I concur with the conclusions of the BATORY Planning Report and it is my planning opinion that the application would conform to the County Official Plan.

#### 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.

Section 2.8 (pgs. 16-20) of the BATORY Planning Report provides a detailed overview and analysis of relevant OP and Secondary Plan policies and provides opinion on conformity with municipal policies.

##### i. General

Consistent with Provincial and County policies noted above, some of the key objectives of the Official Plan include the promotion of compact, walkable and mixed use neighbourhoods, the effective use of existing municipal piped infrastructure, transit and other services, high quality design, and integrating new development with existing neighbourhoods. Additionally, the policies of the Plan direct that new development in the community shall include a high diversity of housing types, including semi-detached and townhouse unit types, at a density that accommodates all economic and age groups. Streets are to be designed to promote walking and ease of connectivity to

public open spaces and adjacent non-residential uses. More intensive development is encouraged along major transit and transportation corridors to promote alternative forms of transportation, including transit and active transportation modes. Compatibility and high quality architectural design are also important principles of the Plan.

#### *Comment/Opinion*

The proposed subdivision is designed as a residential enclave which is contained within a municipal road loop system in the southern section and centred by a public open space parkette (see *Figure 4 – Overall Development Plan* below). New dwellings will be designed to meet the community urban design objectives of the Municipality, with recessed garages and protruding front porches wherever possible, along with boulevard trees to enhance the streetscape. The parkette will be designed with multi-purpose pathways, seating areas and landscaping to optimize open space and connectivity opportunities and promote a quality image for the enclave (See *Figure 5 – Conceptual Residential Renderings*). A pedestrian and emergency vehicle-only access pathway is planned between the residential and commercial components to enhance connectivity throughout the enclave, provide opportunities for active forms of transportation and maintain public safety (see *Figure 6 – Pedestrian Connectivity*).

As indicated in Section 6.1 I) of this Report above, the density of the proposal is 23 units/ha and approx. 50 persons and jobs/ha, with the residential density falling within the middle of the density range of 12 u/ha – 37 u/ha permitted for the subject site under the existing land use categories. The proposed built form and density is appropriate for the site context and would form an effective and compatible transition between the higher-intensity commercial uses along Elgin Street West and the existing residential neighbourhood to the south and west.

The proposed municipal street extension from Carlisle Street forms an appropriate extension of the existing residential street pattern and is supported by traffic data and expert analysis which concludes that the existing street system and intersections are capable of accommodating the increased volumes associated with the additional residences and future growth. In addition, the design will assist in maximizing accessibility and walkability, particularly with respect to safe, accessible and convenient access to public open spaces, municipal transit and the Elgin Street West commercial corridor.

The northern commercial block is oriented to the major arterial road and is designed in a manner which is compatible with adjacent commercial and residential uses while achieving the Municipality's urban design goals of creating an attractive urban street form (see *Figure 7 – Commercial Site Plan*). The design of the commercial buildings will be attractive and functional for the site's context (refer to *Figure 8 – Conceptual Commercial Rendering*).

In both scenarios above, conditions of draft plan approval (*Appendix IV*) will be required for the residential component and Site Plan Approval will be required for the

commercial component to ensure that the Municipality's community design objectives are satisfied prior to final approval.

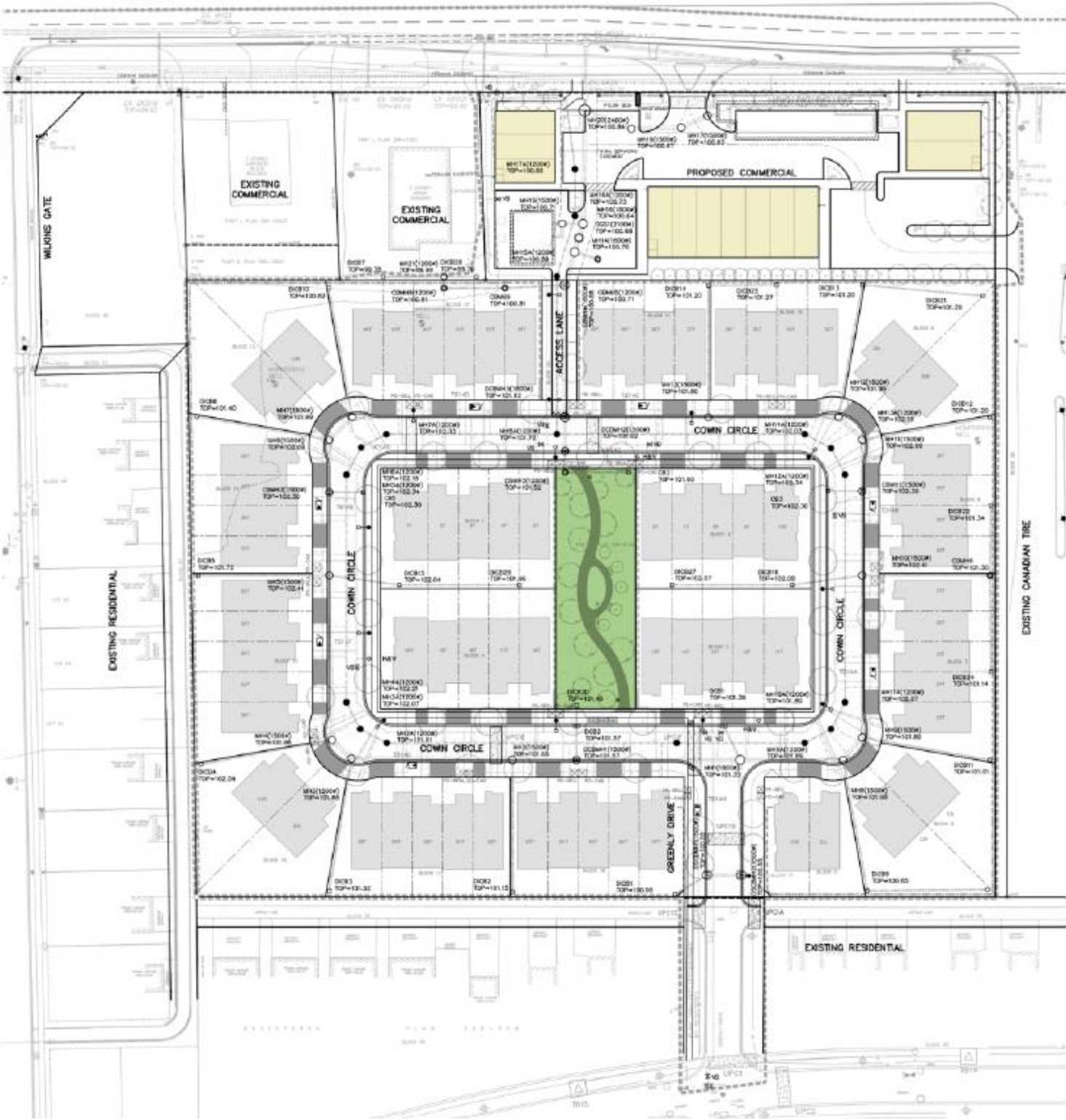


Figure 4 – Overall Development Plan





Figure 5 – Conceptual Residential Rendering

\*Actual building design subject to change

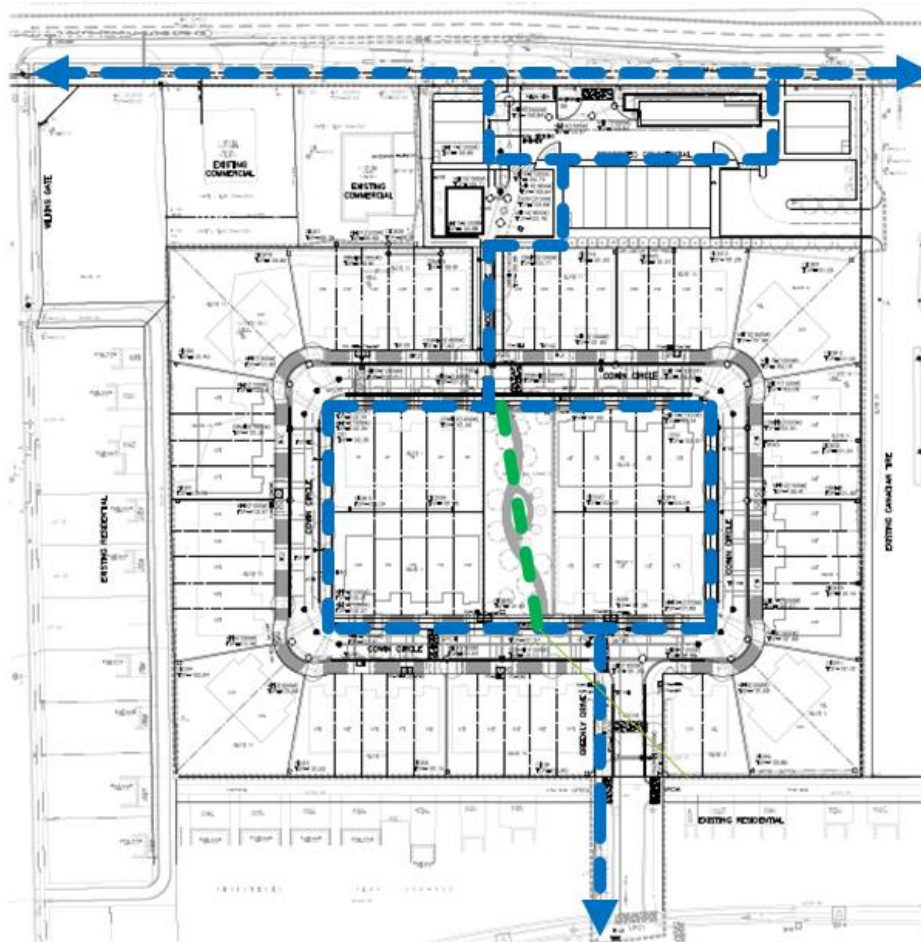


Figure 6 – Pedestrian Connectivity

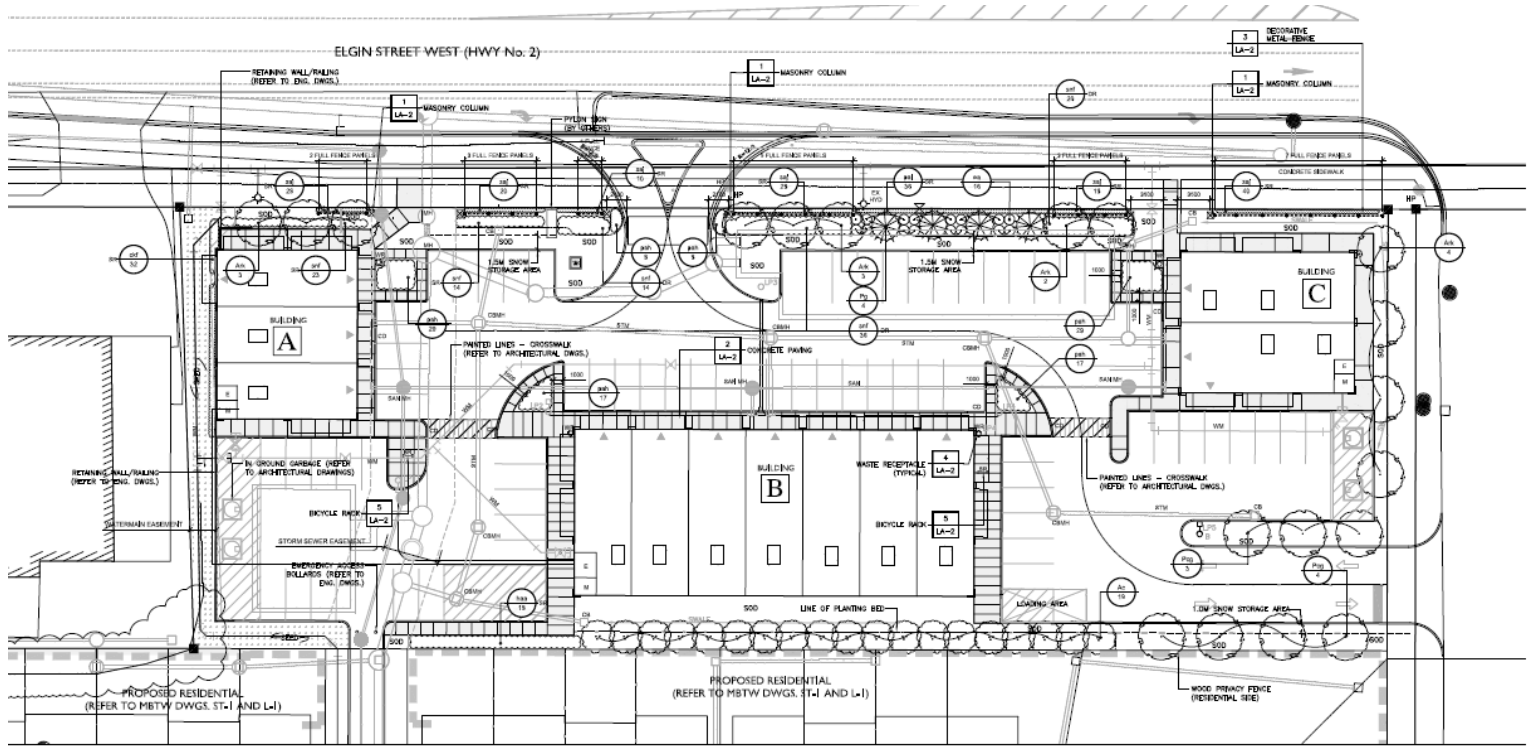


Figure 7 – Commercial Site Plan



Figure 8 – Conceptual Commercial Rendering

\*Actual building design subject to change

ii. Affordable Housing

Section 3.2.5 of the Official Plan outlines the general policies associated with affordable housing. A key principle includes the need to provide choice and options in the community with respect to secure, adequate and affordable housing “*which contributes to a community characterized by inclusiveness*”. In particular, the policies of the Plan encourage the development of neighbourhoods with a mix of housing types, styles and densities, including an adequate supply of affordable rental and ownership housing, to respond to the varied needs of the population and promote a strong sense of place for its residents. Furthermore, the Official Plan emphasizes compact development which is connected, sustainable, transit-supportive, accessible and friendly to alternative forms of transportation.

*Comment/Opinion*

The proposed draft plan of subdivision has been designed to accommodate the needs of new residents with a range of housing opportunities, including a mix of semi-detached and townhouse unit types. The site will benefit by being situated in close proximity to a transit route, an active transportation corridor and existing and planned commercial services and open spaces, which is conducive to those without vehicles. While the Municipality cannot impose affordable housing units on a developer under current legislation, it is my planning opinion that the development offers an alternative housing type in the market at a different price point than the traditional single detached unit, which may be more attractive and attainable for moderate income households.

iii. New Amherst Community Secondary Plan

The subject lands are located within the New Amherst Community Secondary Plan as approved by Official Plan Amendment No. 49 in 1997. The New Amherst Community Secondary Plan reflects a comprehensive master-planned community based on the principles of new urbanism (neighbourhood oriented, pedestrian-friendly, compact, connected, high quality design, ample public open spaces).

Some of the key objectives of the Secondary Plan include ensuring continuity of neighbourhoods through orderly, staged development patterns and to integrate the community with existing and future development. The formation of internal and external linkages is encouraged to increase walkability and create a pedestrian-friendly, transit supportive environment. In addition, the community shall “include a high diversity in housing types and densities that service all economic and age groups”. Compatibility and high quality architectural design are also important principles of the Plan. Streets and lot patterns are to be designed to be permeable so as to promote walking and ease of connectivity to public open spaces and adjacent non-residential uses.

The BATTERY Planning Report provides a summary of the relevant policies of the New Amherst Community Secondary Plan in Section 2.8 (pages 17-19).

### *Comment/Opinion*

The land use designation applicable to the site is “Neighbourhood General” in the New Amherst Community Secondary Plan. In general, the predominant form of housing permitted within this category is single detached, semi-detached, townhouses and other multi-residential unit types. The minimum permitted density in the Neighbourhood General designation is 12 units/hectare with a maximum of 37 units/hectare, or between 37 and 114 units for the subject site. The proposed density is approx. 23 u/ha, or the mid-point of this range, and conforms to this policy criterion.

Both the primary Official Plan and Secondary Plan encourage a mix of housing types and densities which exhibit high quality design within new residential developments. Medium density residential uses are to be intermixed with low density development in a compatible manner, and act as a physical transition between higher density residential or commercial development and low density uses. Street patterns and open space areas are to be designed to maximize connectivity internally and externally to promote active transportation.

The proposed townhouse and semi-detached unit housing forms integrate well into the existing land use fabric of the surrounding area, which is characterized by a mix of townhouses, semi-detached units and single detached residential units as well as commercial development. Physical buffering from adjacent commercial development, as well as the adjacent ‘laneway-based’ residential development, in the form of fencing is an important design consideration and can be addressed via conditions of draft plan approval. The design of the public street and open spaces on the draft plan will ensure optimum connectivity and accessibility internal and external to the neighbourhood.

The Secondary Plan encourages commercial areas to be situated in close proximity to residential areas to adequately service the local needs of the residents as well as the traveling public. In particular, the lands adjacent to Elgin Street West have been strategically designated as “Service Commercial” to target commercial uses and take advantage of vehicular traffic along the major arterial. This commercial area is intended to service both the needs of the WPV/New Amherst communities and the local and greater regional market area in a manner which is consistent with existing commercial uses and is compatible with adjacent residential land uses.

The subdivision layout has been designed to provide safe and convenient access to and from this commercial area not only for the traveling public but also for the residents in the area. A pedestrian and emergency-only access pathway connection is planned between the residential neighbourhood and the commercial complex to optimize connectivity and active transportation modes. Adequate buffering in the form of fencing and landscaping will be considered at the final approval and SPA stage to ensure compatibility between the residential and commercial land uses.

The provision of public parkland within the New Amherst Community Secondary Plan area follows the new urbanism philosophy of integrating a large number of parks of different shapes and sizes throughout the community. Overall, the parkland dedication within the greater Secondary Plan amounts to over 13% of the development area -- well in excess of the 5% maximum allowed by the *Planning Act*. Although the approved Secondary Plan Land Use Schedule does not identify any public parkland within the proposed development lands, Vandyk is proposing a 0.12 ha (0.3 ac) central parkette block to not only act as a neighbourhood focal point for public open space purposes but also serve as an important connecting link through the neighbourhood. The proposed parkette is planned to provide passive open space options for the residents in the immediate area, including landscaping, pathways, decorative gardens, seating areas, refuse containers and small areas for free play.

The internal road system for the New Amherst Community area includes a series of collector and local roads, rear laneways, pedestrian and active transportation links and transit linkages. Rogers Road, Wilkins Gate, New Amherst Boulevard, Kerr Street and Carlisle Street are designated as collector roads which are designed to collect and funnel traffic to and from the subdivision and adjacent collector and arterial roads, particularly Elgin Street West. In the case of the proposed draft plan of subdivision, the extension of Greenly Drive will direct internal residential traffic from the enclave to Carlisle Street (a collector road), with the majority of traffic turning east towards Rogers Road (also a collector road). The Trans-Plan Traffic Report concluded that there will be minimal impacts to the existing road system and intersections as a result of the anticipated traffic volumes derived from the residential subdivision. Further commentary is outlined in Section vi) below.

Based on a review of the proposed draft plan and supporting documentation, it is my planning opinion that the proposal conforms to the New Amherst Community Secondary Plan.

#### iv. Urban Design

A detailed review of the Community Design and Improvement policies of the OP and the Urban and Landscape Design Guidelines has been conducted by BATORY and is found in Section 3.0 (pgs. 21-24) of the BATORY Planning Report. It is the opinion of BATORY that the proposed development plan conforms to the applicable municipal policies and guidelines. Some of the policies and guidelines relate to building design, orientation and architectural detailing, and can be addressed through conditions of draft plan approval and Site Plan Approval. Others, including housing variety and choice, are being satisfied by the proposal with the inclusion of a mix of semis and towns.

The commercial development is designed to reflect the transitional context of the streetscape, with buildings oriented to the arterial road to create a strong street edge and more urban feel. Extensive landscaping and mitigating measures (buffering) will

be employed to enhance curb appeal and maximize compatibility between dissimilar land uses.

*Comment/Opinion*

From a community urban and landscape design perspective, it is my opinion that the proposed draft plan of subdivision is appropriate and desirable. The street and lot layout is compact and permeable which, when combined with the central park feature, will assist in maximizing accessibility and walkability, particularly with respect to linkages to other parts of the neighbourhood, the parkland trail network and convenient commercial services. The housing style and mix, comprised of a combination of semi-detached and townhouse units, is compatible with the scale and character of the surrounding neighbourhood.

Given the site's proximity to existing intensive commercial land uses, the subject site is very conducive to the introduction of commercial uses along Elgin Street West and compact and dense residential development in the interior, which will provide an effective transition between the commercial corridor and the greater West Park Village/New Amherst neighbourhood.

Following a review of the BATORY Planning Report and the proposed draft plan of subdivision, it is my planning opinion that the proposal appropriately satisfies the community design policies and guidelines of the Official Plan and Urban & Landscape Design Guidelines. The draft plan of subdivision will be subject to draft conditions and subdivision/site plan review, and further evaluation of the proposal relative to the Municipality's community design principles will occur prior to final approval by Council.

v. Sustainability

The Cobourg Official Plan contains a number of references to sustainable community design, including the Vision, Section 2.7 – Community Design Principles, Section 4.0 Greenlands System and Section 5.0 Community Design & Improvement (to name a few), however the key initiative is found under Section 4.8 – Sustainability Strategy.

The purpose of the Strategy is to foster 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 generations to meet their own needs*”. The policies contained within the Strategy, and the supporting guidelines in the Town's Urban & Landscape Design Guidelines, are aimed at encouraging development which is based on this principle and set the framework for the creation of an Integrated Community Sustainability Plan (ICSP).

In particular, the Town shall encourage development designed to:

- i) reduce the consumption of energy, land and other non-renewable resources including support for energy efficient building and opportunities for co-generation;
- ii) minimize the waste of materials, water and other limited resources;
- iii) create livable, healthy and productive environments;
- iv) reduce greenhouse gases; and,
- v) enhance biodiversity, ecological function, and the natural heritage system, including the provision of wildlife habitat and linkages.

### *Comment/Opinion*

The draft plan of subdivision has been designed to generally adhere to the key directions of the Town's sustainability strategy, including the implementation of compact development form, efficient use of existing infrastructure, a mix of land uses and housing types, a density and street pattern which supports transit and active transportation (thus potentially reducing the dependency on vehicles), a centralized open space area with connected pathways and trails for social, physical and environmental benefits, and green infrastructure and stormwater management practices. Opportunities also exist for enhanced sustainability measures to be considered for the new dwellings during the final subdivision review process.

In my planning opinion, the draft plan of subdivision appropriately captures and responds well to the principles of sustainable development in conformance to the policies of the Official Plan and Urban & Landscape Design Guidelines.

#### vi. Transportation

A detailed review of the Town and County transportation network was conducted by Trans-Plan Transportation Engineering (see **Appendix II** affixed to this Report) and reviewed by the Cobourg Engineering Department and County Transportation and Project Engineering staff. The transportation analysis included assessments of roads, intersections, existing and future demands/impacts, and improvements and timing thereof in the area of Rogers Road, Carlisle Street, Wilkins Gate and Elgin Street West/County Road #2. The evaluation also included the future County Road #2 improvements planned by the County and the full build-out and occupancy of Northumberland Mall. In addition, traffic adjustments were factored into the analysis to account for the reduced traffic volumes associated with the pandemic using comparator data from other jurisdictions and existing pre-pandemic traffic analyses.

The collective residential communities of West Park Village and New Amherst were comprehensively planned and approved in 1997 to direct internal subdivision traffic to Elgin Street West (a major regional arterial road under the jurisdiction of the County of

Northumberland, also known as County Road #2) and Kerr Street (a future major cross-town arterial road under the jurisdiction of the Town of Cobourg) via a number of internal collector and local roads. Given that Elgin Street West is a major regional highway link with heavy traffic volumes, the number of roadways and driveways accessing this arterial are restricted by the County for traffic flow and safety reasons. Internal traffic from the West Park Village and New Amherst neighbourhoods (and the residential neighbourhoods east of Rogers Road) is channeled to New Amherst Boulevard, Wilkins Gate and Roger's Road.

Accordingly, the plan of subdivision proposes the northward extension of Greenly Drive from Carlisle Street into the subject lands as a municipally owned and maintained public street. Based on the Trans-Plan Traffic Reports, traffic flow from the subject lands will utilize Carlisle Street and will primarily move in an easterly direction to Roger's Road, with lesser volumes turning west towards Wilkins Gate and New Amherst Boulevard and very little volume flowing south of Carlisle Street. A pedestrian and emergency vehicle-only access will connect the residential neighbourhood to the commercial complex, however regular vehicular traffic from the residential enclave will not be permitted to access the commercial block or Elgin Street West based on county road access restrictions.

The Trans-Plan Traffic Reports utilized traffic counts in May of 2020 (adjusted for the pandemic) and September of 2020 (during Phase 3 Provincial Re-opening) for weekday AM, PM and Saturday peak hours at study area intersections, including:

- Elgin Street West/Wilkins Gate;
- Elgin Street West/Rogers Road;
- Carlisle Street/Rogers Road;
- Carlisle Street/Greenly Drive;
- Carlisle Street/Wilkins Gate;
- Elgin Street West/Canadian Tire driveway.

The traffic analyses conducted by Trans-Plan concluded that the existing municipal street pattern and intersections in the vicinity of the subdivision lands are satisfactory to accommodate the proposed residential enclave with minimal impacts anticipated. In particular, with the inclusion of future site traffic and growth conditions, the intersections of Carlisle Street and Roger's Road, Carlisle and Greenly Drive, and Carlisle and Wilkins Gate are all expected to continue operating at an acceptable level of service for all movements during the peak morning and afternoon hours. The study did, however, recommend that "no parking" signs be installed on Greenly Drive north of Carlisle Street to ensure adequate sightlines for vehicles exiting the rear laneways.

As indicated in Section 6.1 e) above, the Town may wish to monitor traffic operations in the area of Carlisle Street and Greenly Drive and Rogers Road post-development and, if necessary, evaluate potential improvements such as parking restrictions,



sightline enhancements, Highway Traffic Act enforcement and a 4-way stop should they meet warrants based on accepted transportation engineering practices.

With respect to Elgin Street West, it is considered a major regional arterial connecting link between Cobourg and Port Hope and falls under the jurisdiction of the County. As part of the initial design and draft approval of the subdivision in 2013/14, and based on the County's own transportation analysis as part of its Environmental Assessment (EA) process for the ultimate design and reconstruction of County Road #2 and the Trans-Plan Traffic Reports, the County has restricted access from the commercial block to Elgin Street West via a right-in/right-out only driveway (with auxiliary eastbound right-turn lane) and a shared vehicular access driveway easement with the Canadian Tire commercial complex to the east which was pre-planned as part of its development approvals.

The traffic analyses concluded that there will be increased traffic volumes and congestion at the shared commercial driveway intersection with Canadian Tire under future conditions (including the commercial traffic volumes and future growth in 2025) resulting in longer queue's and delays, with the intersection operating at a LoS rating of 'E' and 'F' during peak PM and Sat. peak hours respectively<sup>1</sup>.

The traffic consultant has also advised that a new connection (two-way or one-way right-out only egress) between the residential enclave and Elgin Street West is not recommended due to:

- In the case of a two-way roadway/driveway onto Elgin Street West, insufficient intersection spacing requirements between Wilkins Gate and the Canadian Tire driveway;
- in the case of a two-way roadway/driveway onto Elgin Street West, the potential for an increase in traffic on Greenly Drive as a result of a tendency for vehicles to move south from the commercial complex into the neighbourhood;
- in the case of a right-out only roadway/driveway onto Elgin Street West, an increased traffic hazard as a result of multiple access points situated in close proximity to one another on a major arterial road;
- the fact that the Carlisle Street and Greenly Drive intersection is expected to operate well within acceptable limits (LoS A) under future conditions and therefore a second access/exit from the residential enclave is not warranted.

The County has commented that any additional traffic volumes from the residential subdivision to Elgin Street West will exacerbate the already strained service levels on this major arterial roadway therefore it will not permit any residential traffic from this subdivision on Elgin Street West/County Road #2. The West Park Village/New

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<sup>1</sup> LoS 'E' – Very long traffic delays occur, operations approach the capacity of the intersection;

LoS 'F' – Saturation occurs, with vehicle demand exceeding capacity, very long traffic delays occur

Amherst Community was planned and designed to accommodate its traffic volumes via collector roads (Roger's Road, Wilkins Gate and New Amherst Boulevard, 2 of which are signalized at Elgin Street West) and the addition of an additional access point from the residential subdivision onto Elgin Street West is not warranted or recommended by the County.

Based on the transportation documentation submitted, and feedback provided by Cobourg Engineering and County Transportation and Project Engineering staff, it is my planning opinion that the proposal has adequately satisfied the Official Plan in demonstrating that the development and its traffic volumes will not impose adverse impacts on the existing transportation system or the surrounding neighbourhood.

vii. Municipal Servicing Infrastructure

A Stormwater Management Report was prepared by Masongsong Associates Engineering in support of the draft plan of subdivision. The Masongsong Report and other engineering documentation submitted with the application demonstrates that the draft plan of subdivision can be serviced with infrastructure in accordance with relevant criteria of authorities having jurisdiction.

Specifically, the site can be serviced by extensions of existing watermain, sanitary sewer, electrical and other utility services that are normally supplied in an urban, serviced environment. The management of rainwater runoff for the development is to be implemented through a combination of conventional piped and green infrastructure, including Low Impact Development (LID) in the form of underground storage chambers to promote infiltration, and the installation of a new storm sewer pipe along the south side of Elgin Street West to outlet west of New Amherst Boulevard and eventually into the New Amherst Community stormwater system. No runoff from the development will spill onto abutting properties.

*Comment/Opinion*

The Masongsong Report and related engineering documentation confirms that the necessary infrastructure is in place to service the Subject Lands, and that stormwater runoff can be contained on the site and accommodated via a combination of conventional and innovative "green" infrastructure designed to meet all relevant criteria of authorities having jurisdiction (GRCA, Town Engineering/Public Works, County). Final engineering design parameters will be subject to further detailed review by the Municipality as part of clearance of draft plan of subdivision conditions.

viii. Other Policy Considerations

The proponent submitted an Environmental Noise Assessment, prepared by Valcoustics Canada Ltd., with the application. This study is required by provincial and local policies and regulations to address issues to meet provincial requirements governing transportation and stationary noise source impacts on residential land uses

from abutting sources. The noise study recommends noise mitigating measures in the form of solid noise fencing, rooftop parapet barriers (on the proposed commercial buildings), warning clauses, and provisions for air conditioning.

*Comment/Opinion*

The aforementioned study was required to meet provincial and local policies and regulations for noise attenuation, and can be addressed as part of the development approvals process and conditions of approval for the residential and commercial components respectively. Therefore, it is my planning opinion that the proposal conforms to the standards and requirements of the Province and Cobourg Official Plan, subject to conditions.

6.5 Zoning By-law:

Section 4.0 (pgs. 25-27) of the BATTERY Planning Report provides a summary of the zone provisions and a zoning analysis. The residential component of the draft plan of subdivision is presently zoned “Neighbourhood Residential Holding (NR2-H) Zone” which is identical to the zoning on the lands within the majority of the WPV/New Amherst communities. The NR2 Zone permits a number of low to medium density, ground-oriented dwelling types, including semi-detached and townhouse units.

The commercial component is zoned “District Commercial Exception 27 Holding [DC-27(H)] Zone” in the Comprehensive Zoning By-law which permits a number of service commercial type uses such as office, personal service, clinic/wellness centres, institutional, eating establishments, convenience, education, vehicle-related and similar uses.

A Holding (H) Zone applies to the zone categories as a mechanism to ensure that the necessary approvals and documentation are provided to the Municipality and other authorities having jurisdiction prior to final approval of the draft plan by Council and registration of the applicable Agreements, after which the ‘H’ is removed. The BATTERY Planning Report concludes that the proposed draft plan of subdivision complies with all applicable provisions of the NR2 and DC-27 Zones.

*Comment/Opinion*

It is my planning opinion that the proposed draft plan of subdivision complies with the Zoning By-law without amendment, is appropriate for the development of the site as proposed, and represents good planning.

6.6 Agency Comments

The application for approval of a draft plan of subdivision was circulated to municipal departments and external partner review agencies, including Engineering/Public Works, Police, Fire, Parks, Lakefront Utility Services Inc., the Ganaraska Region

Conservation Authority (GRCA) and the County of Northumberland. No major concerns or comments were submitted with respect to draft approval of the proposed draft plan of subdivision, however Cobourg Police Services (CPS) advised that monitoring of construction traffic and targeted enforcement of Highway Traffic Act violations will likely be required during and after construction on both Elgin Street West and Carlisle Street. A number of technical engineering items relating to stormwater management and servicing were also identified by the County, GRCA and Cobourg Engineering/Public Works which can be addressed in the draft plan conditions and prior to final approval by Council. Other external commenting agencies expressed no concerns and provided their standard condition(s) of draft plan approval.

#### *Comment/Opinion*

The Departmental and Agency comments submitted demonstrate that approval of the proposed draft plan of subdivision is warranted, subject to conditions which will need to be addressed by the proponent for consideration and clearance at the detailed subdivision review stage of the approvals process.

### 6.7 Public Submissions

A number of submissions were made to the Municipality by members of the public regarding the subject application prior to, during and after the Statutory Public Meeting held by Cobourg Municipal Council on September 29, 2020. The submissions primarily identified concerns over the ongoing condition of the site and traffic impact, parking, and safety issues, with some suggesting that a second access point to Elgin Street West be incorporated into the plan and/or a reduction in density implemented. A copy of the Public Meeting Notes are attached as **Appendix III**. The following provides a general overview of the key issues submitted and commentary in response:

#### i) Traffic Impact and Congestion

In response to the public submissions regarding traffic and congestion, the proponent conducted further traffic analyses in September of 2020 with the intention of responding to the issues and concerns of the public. The follow-up traffic analysis by Trans-Plan is found in **Appendix II** and summary commentary is outlined in Section 6.4 vi) of this Report. Prior to and following the Public Meeting, municipal and County staff reviewed and discussed the aforementioned concerns with the proponent and its consultant team.

In summary, the Trans-Plan Traffic Reports concluded that the transportation network in the vicinity of the subject site, particularly the intersections of Carlisle Street/Greenly Drive, Carlisle and Wilkins Gate and Carlisle and Rogers Road, is adequate to handle the traffic generated by the proposed residential development and that there would be minimal impacts on the surrounding road network as a result of the development. It was recommended that parking restrictions be imposed on Greenly Drive to address potential sightline and safety issues associated with the rear laneways of the abutting

townhouses. Cobourg Engineering/Public Works Department staff commented that the traffic analysis and conclusions for the residential development are satisfactory.

As indicated in this Report, the Town should consider monitoring traffic operations in the area, particularly Carlisle Street and Greenly Drive and Carlisle Street and Rogers Road, both during and post-construction to determine if any enforcement measures and/or improvements are warranted based on accepted transportation engineering practices.

ii) Secondary Access/Outlet

In response to comments from the public and Council regarding the possibility of providing a second access or outlet to Elgin Street West, Trans-Plan recommends against this option due to the high likelihood of exacerbating traffic and safety impacts on Elgin Street West. In the opinion of the traffic consultant, a second access to accommodate the residential enclave to Elgin Street West is not justified and that a single access road into the residential enclave will not impose any significant adverse impacts on Carlisle Street or the greater transportation network. County and Town engineering staff concur with the findings of the Trans-Plan Traffic Reports.

iii) Increased Traffic, Rear Laneway Concerns & No Sidewalks on Greenly Drive

A petition was submitted which expresses concerns regarding increased traffic on Greenly Drive, access and sightline issues with the rear laneways, and lack of sidewalks on Greenly.

Discussion regarding traffic volumes on Greenly and Carlisle and the recommendation for “no parking” adjacent to the rear laneways is found in item ii) above and earlier in this Report. Although there are no sidewalks currently on Greenly Drive, the developer will be installing sidewalks internal to the subdivision with a sidewalk connection to Carlisle Street as part of the subdivision works, the engineering details for which will be finalized during the subdivision review and clearance of draft plan conditions stage prior to final approval by Council.

iv) Density

Some submissions recommended that the number of dwelling units is too high and should be reduced, possibly to around 25. As identified in this Report, the proposed density of the subdivision at 23 u/ha is in the middle of the permitted density range of the existing Official Plan and Zoning By-law, and would serve to satisfy Provincial and County policy directives governing intensification within an existing, serviced built-up area. The development design and housing types are appropriate for the site context and are compatible with the surrounding neighbourhood. This, coupled with the aforementioned traffic analysis, does not support a reduction in density on the subject site.

v) Parking

The Zoning By-law currently permits semi-detached and townhouse units on the subject lands. While the By-law requires that a minimum of 1.5 parking spaces be provided on-site for each townhouse unit, in a freehold lot scenario this is rounded up to 2.0 parking spaces/unit (equivalent to semi-detached units). Thus, as is common in all residential developments in the community, it is anticipated that at least one parking space will be accommodated within a garage and an equivalent number on the driveway. On-street parking within the enclave will be permitted as per other neighbourhoods and regulated in accordance with the Town's street parking by-laws. The site and adjacent streets could be monitored by the Municipality post-construction for any signs of excess parking overflow and operational issues, and options could be explored by the Town should the need arise.

vi) Site Condition

It is acknowledged that the current state of the subject lands is unsightly and in need of improvement. If the draft plan of subdivision is approved, the process is one step closer to facilitating the completion of the development of the site.

vii) Fire Safety Issues

A concern was expressed that the proximity of the development to the existing gas station and the use of a single access into the residential neighbourhood poses a threat to public safety in the event of a spill or fire. The Fire Department is an integral part of the Municipality's Development Review Team and has reviewed the development plans in relation to their area of jurisdiction. The Fire Chief indicated that he is satisfied with the design and his Department's response capabilities in the event of a major incident. The draft plan of subdivision is designed with an emergency access lane between the commercial lands and the residential development which is satisfactory to enable secondary emergency vehicle access if required.

In addition, there was concern expressed over the rear laneway in the townhouse development fronting onto Carlisle Street and, while not related to the subject application, it has been confirmed by the Fire Chief that this laneway is not a Fire Route required under the Ontario Building Code or Fire Code and as a private driveway does not require a turn-around. There are other examples of townhouse developments throughout the municipality with rear laneways that do not have a 2<sup>nd</sup> exit or a turn-around. The continuation of the laneway into the adjacent New Amherst neighbourhood was not pre-planned or required, and would require approval from the condominium corporation for an access and maintenance easement.

viii) Ability of Fire Apparatus to Serve the Residential Development

See vii) above.

ix) Condition of the Elgin Street West Ditch (standing/freezing water)

Although engineering details are still to be finalized as part of the subdivision review process and prior to final approval, the developer will be required to enter into a Cost-Sharing Agreement (CSA) with the County and construct new piped infrastructure and urbanize the south side of Elgin Street West, including the installation of curbs, gutter and multi-purpose path, which will eliminate the current ditch cross-section (a small swale may exist to collect minor run-off from abutting properties before discharging into the County road storm sewer system). Concerns relating to standing water (West Nile) and freezing water (safety) should be alleviated in this area post-construction.

x) Canadian Tire Parking Lot Flooding

The Canadian Tire parking lot and building rooftops were deliberately designed by the landowner's stormwater engineers to 'hold-back' water from major storm events in light of the site's intense development pattern and resulting imperviousness. This industry-accepted on-site stormwater management approach is designed to prevent downstream flooding, but results in the site being temporarily flooded with an engineered (pre-planned) volume of water of up to 300 mm until the water slowly releases into the storm system. Other similar storage techniques which are typically employed to manage and control stormwater on-site include stormwater ponds, underground stormwater chambers, Stormceptors, and infiltration galleries.

xi) Rogers Road (north of Elgin Street West)

As an alternative to extending Rogers Road north of Elgin Street, a resident suggested that a new intersection be installed north of the Vandyk subdivision lands and a roadway built northward to access the new hotel west of Home Depot and provide a north entrance/exit for the new homes in the subdivision.

The Trans-Plan Traffic Reports advised that the introduction of a new intersection and roadway between Rogers Road and Wilkins Gate would not meet the intersection spacing requirements for arterial roads pursuant to the Transportation Association of Canada (TAC) Geometric Design Guide, 2017. In addition, it should be noted that a new entrance/exit for the residential enclave was not recommended by Trans-Plan not only due to traffic concerns on Elgin Street West but also given the fact that commercial and other external traffic would have the ability to travel south through the subdivision, thus generating more traffic at Greenly Drive and Carlisle Street. One-way, exit-only traffic from the subdivision to Elgin Street West is also not recommended by Trans-Plan or the County for traffic impact and safety reasons.

Finally, the lands north of the subdivision site are located in the Township of Hamilton, are designated and used for prime agricultural purposes, and are not planned in the County or Township Official Plans for urban development or roadway connection purposes over the 20 year planning horizon. The Rogers Road extension, on the other hand, is planned for and approved in the Cobourg West Business Park Secondary

Plan of the Cobourg Official Plan and is appropriately spaced and configured to accommodate the long-term transportation needs of the community. If another roadway is to connect to Elgin Street West from the north in the long term future, it would likely be located opposite Wilkins Gate.

xii) Option of Acquiring the Former Truck Repair Property

A question was posed if the developer has contemplated acquiring the former truck repair property to provide a better intersection while creating a second entrance/exit, or tie the area into a re-positioned Wilkins Gate, perhaps with a traffic circle.

The developer has no interest in acquiring additional property, nor can the Municipality force the developer to do so. Additionally, the owners of the former truck repair property and the property to its west have other development plans for the respective properties in the future. As indicated above, another intersection with Elgin Street West and/or a second entrance/exit into the subdivision in this area is not justified or supported by traffic data or TAC standards, nor would Cobourg Engineering/Public Works or County Transportation and Project Engineering staff recommend the acquisition of additional land and/or the re-positioning/re-configuration of Wilkins Gate.

xiii) Impasse of Town and County Governments to Permit a Second Entrance/Exit

County of Northumberland transportation and engineering staff is an integral member of the Municipality's Development Review Team. Given that there are roads in the community under both jurisdictions, Town and County staff work collaboratively and take an inter-municipal approach in all aspects of development review and special project planning and engineering in the municipality, particularly relating to transportation matters. The assessment of the subdivision and its impacts on the transportation network in the area of the subject site, including the alternative road/access concept to Elgin Street West, was undertaken with due regard for each other's transportation system and needs. The conclusions and recommendations summarized within this Report have been endorsed by both County and Town engineering staff.

xiv) Site Run-off onto Adjacent Properties

As is standard practice with new developments throughout the municipality, the entire site will be designed to capture its own stormwater runoff and discharge into its underground stormwater management system. To achieve positive drainage to the storm system, the site needs to be raised around the perimeter with the use of retaining walls along the property lines. There is to be no run-off directed to abutting properties. Abutting sites including laneways are also responsible to collect and drain their own run-off.



xv) Master Drainage Plan

A Master Drainage Plan (MDP) study is currently underway led by the County of Northumberland in consultation with the Township of Hamilton, the Town of Cobourg and the Ganaraska Region Conservation Authority (GRCA). According to the GRCA, the MDP pertains to a separate sub-watershed which is located to the north of Elgin Street West and west of the New Amherst lands, thus the MDP does not impact the draft plan of subdivision lands.

6.8 Draft Plan Conditions

Based on comments received by the Development Review Team and other authorities having jurisdiction, a comprehensive set of draft plan conditions of approval have been prepared which will need to be satisfied and cleared prior to final approval of the draft plan by Council. The draft plan conditions are outlined in Schedule A of Appendix IV.

7.0 **FINANCIAL/BUDGET IMPLICATIONS**

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 the site. The applicant submitted the requisite \$10,045.00 in application fees and deposit. A further application for Clearance of Draft Plan Conditions of Approval by the owner will be required following approval of the draft plan of subdivision, if granted by Council, as part of the final subdivision review stage of the process.

8.0 **POLICIES AFFECTING THE PROPOSAL**

The primary policies affecting this application relate to the Provincial Policy Statement (PPS), A Place To Grow Growth Plan, County Official Plan, and the Cobourg Official Plan and New Amherst Community Secondary Plan.

9.0 **COMMUNICATION RESULTS**

This Report is intended to communicate the results of the evaluation of the application by municipal staff and partner review agencies, and to provide a recommendation for Council's consideration.

10.0 **CONCLUSIONS**

Based on an evaluation of the applications relative to the applicable Provincial and Municipal policy and regulatory framework, it is my planning opinion that the proposed draft plan of subdivision is appropriate, desirable and represents good planning for the 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 and the Cobourg Official Plan, most notably relating to the provision of a mix of land uses and complementary housing in an urban, serviced and built-up area of the municipality at a density that is comparable to and compatible with existing development within West Park Village/New Amherst communities and is transit-supportive;
- ii) The proposed draft plan of subdivision will contribute to the designated intensification targets for the municipality in accordance with the policy direction of the County Official Plan and Growth Plan;
- iii) The proposed commercial/residential development conforms to the policies of the New Amherst Community Secondary Plan, and satisfies the community design objectives and principles of the Official Plan and Urban and Landscape Design Guidelines;
- iv) The proposed draft plan complies with the existing Neighbourhood Residential 2 (NR2) Zone and District Commercial Exception 27 Zone provisions;
- v) The proposed commercial/residential development is of a size, scale and design which is compatible with adjacent land uses and is appropriate for this infill site;
- vi) The inclusion of appropriate conditions to draft plan of subdivision approval as outlined in **Appendix IV** will ensure that the development meets all of the applicable standards and requirements of the Municipality and external authorities having jurisdiction, including the registration of a Subdivision Agreement, prior to final approval of the Plan and the release of the Holding (H) Symbol by Council.

## 11.0 **ATTACHMENTS**

- Appendix I** – BATORY Planning & Urban Design Rationale Report,
- Appendix II** – Traffic Impact Study (TIS) Response to Comments & Public Response Letter,
- Appendix III** – Public Meeting Notes; and,
- Appendix IV** -- Draft Plan Approval By-law & Draft Plan of Subdivision Conditions

### Report Prepared By:

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



**Report Reviewed & Approved By:**

A handwritten signature in black ink, appearing to read "T. Vaughan". The signature is written in a cursive, flowing style.

Tracey Vaughan  
Chief Administrative Officer