

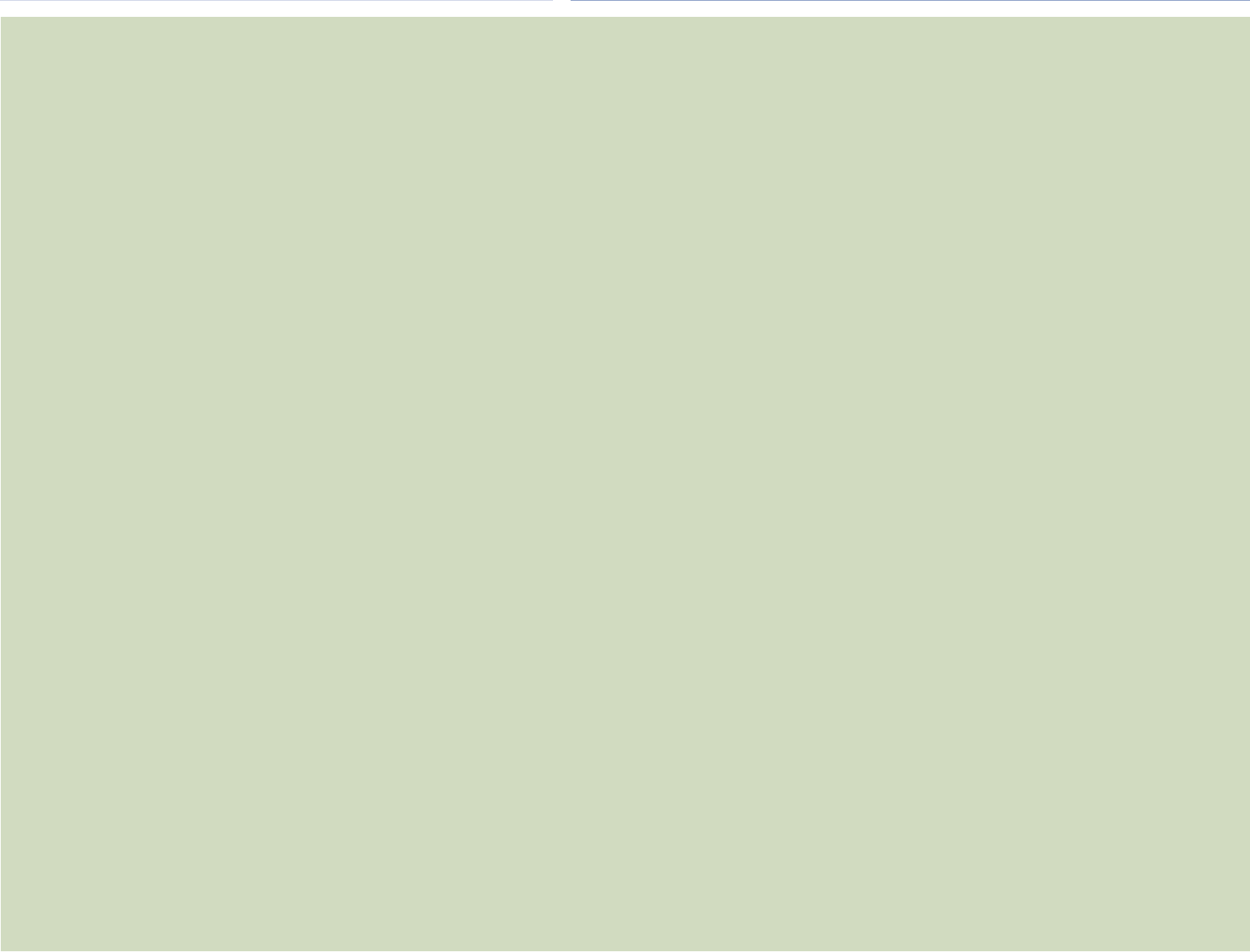
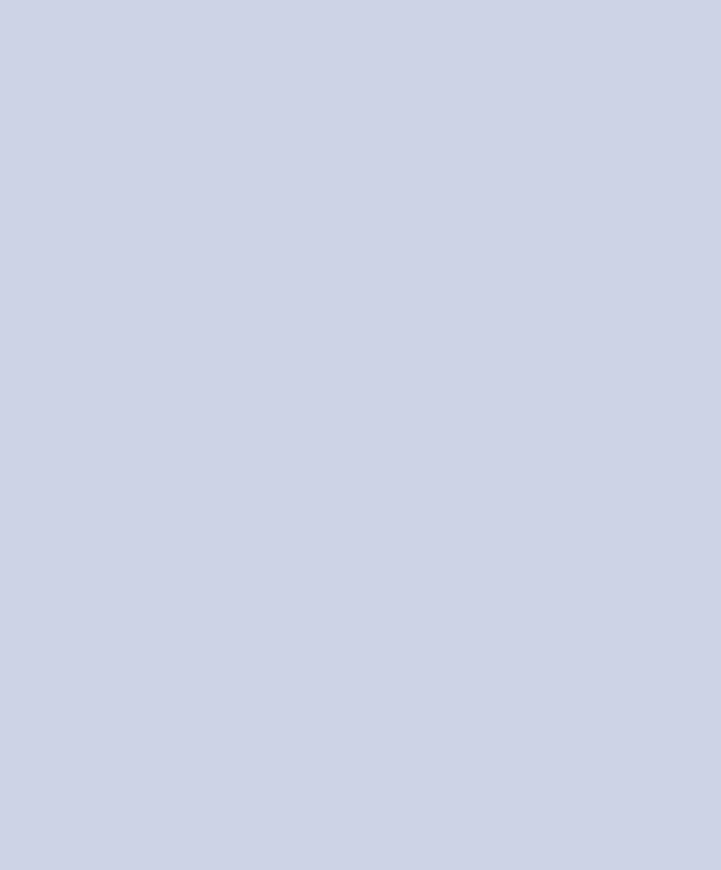
Planning Justification and Urban Design Report  
Cobourg Trails - Phase Two ZBA and Draft Plan of Subdivision  
**TRIBUTE (COBOURG) LIMITED**

Town of Cobourg  
County of Northumberland

Prepared for  
**Tribute (Cobourg) Limited**

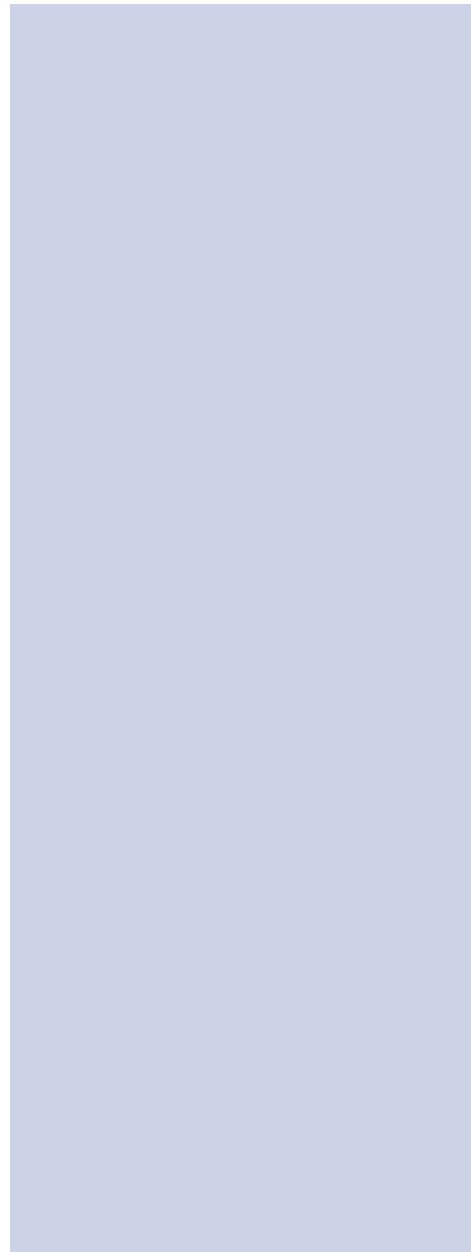
Prepared by  **The Planning  
Partnership**

January 2022



# Table of Contents

<b>1.0</b>	<b>Introduction and History of Approvals</b>	<b>1</b>
<b>2.0</b>	<b>Site and Surrounding Uses</b>	<b>4</b>
<b>3.0</b>	<b>Description of Proposal for Phase 2</b>	<b>7</b>
	3.1 Implementation of the Road Network for Phase 2	11
	3.2 Implementation of New Infrastructure to Support East Cobourg	11
	3.3 Creating a Balance of Unit Types in Community Areas on a Plan-wide Basis	11
	3.4 Supporting New Trails and Open Spaces	12
<b>4.0</b>	<b>Required Approvals</b>	<b>13</b>
<b>5.0</b>	<b>Policy and Urban Design Analysis</b>	<b>14</b>
	5.1 Provincial Policy Statement	14
	5.2 Growth Plan for the Greater Golden Horseshoe	16
	5.3 Northumberland County Official Plan	18
	5.4 Town of Cobourg Official Plan (2010)	23
	5.5 Cobourg East Community Area Secondary Plan	26
	5.6 Town of Cobourg Zoning By-law	29
<b>6.0</b>	<b>Urban, Landscape and Sustainable Design</b>	<b>33</b>
	6.1 Town of Cobourg Official Plan and Cobourg East Secondary Plan	33
	6.2 The Villages of Central park Urban Design Guidelines Addendum	35
	6.3 Evaluation of Urban Design and Landscape Guidelines and Policies	36
	6.4 Sustainable Design	42
	6.5 Trails Master Plans	43
<b>7.0</b>	<b>Technical Studies and Additional Reports</b>	<b>44</b>
<b>8.0</b>	<b>Conclusion</b>	<b>52</b>
<b>Appendix A</b>		<b>53</b>
	Cobourg Trails Phase 2 - Lotting Analysis prepared by Cassidy	



# 1.0 Introduction and History of Approvals

The Planning Partnership acts on behalf of Tribute (Cobourg) Limited (“Owner”), being the collective joint venture partner of a 107 Hectare (264 Acre) area of land known as the Cobourg Trails in the Town of Cobourg (“Cobourg Trails”). The extent of the Cobourg Trails Development is shown on Figure 1.

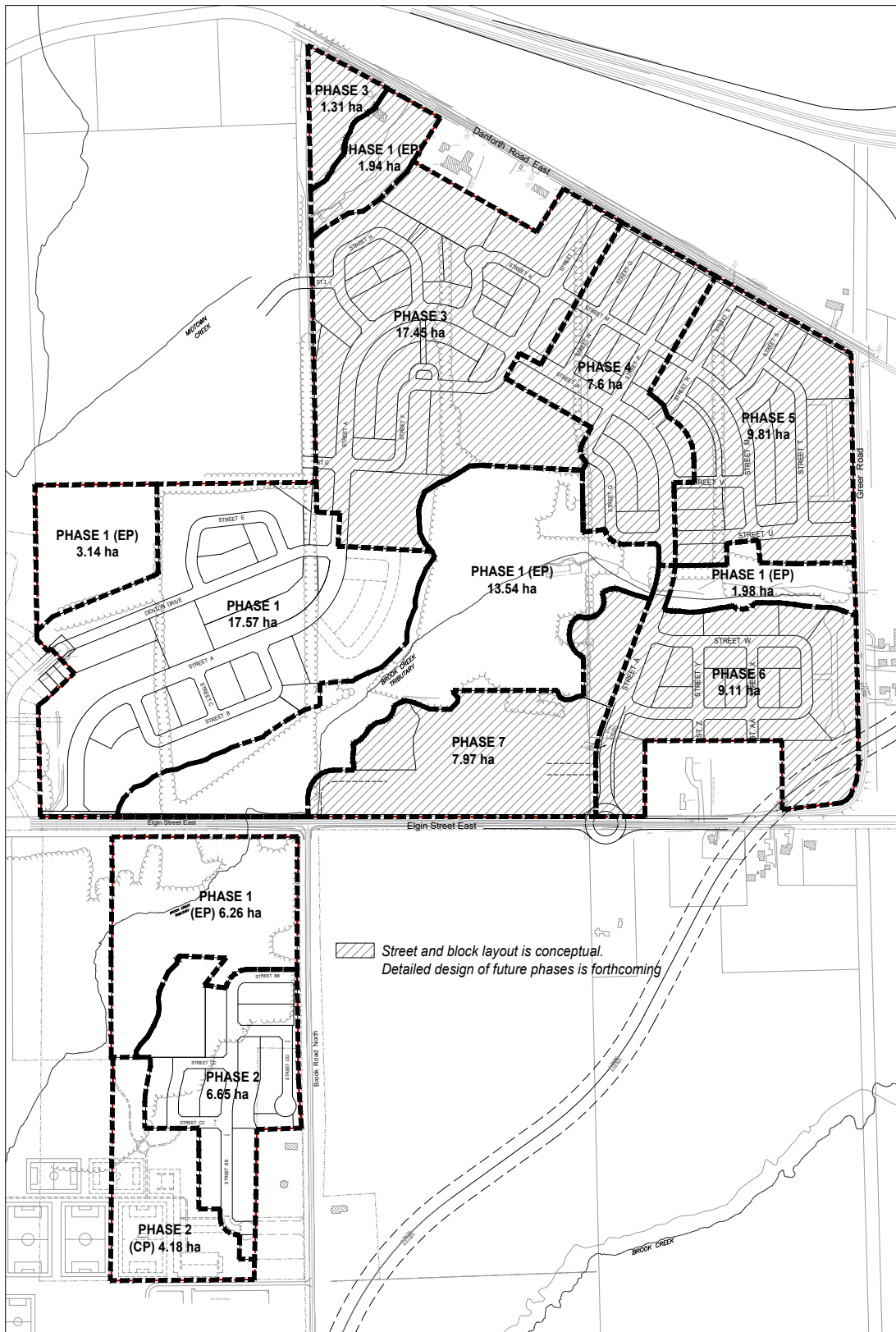
In July of 2018, the Town of Cobourg’s Municipal Council approved an Official Plan Amendment and Zoning By-law Amendment to develop a 1,604-1,924 unit community. The Draft Plan of Subdivision for Phase 1 was approved as a block plan, with each block containing permissions for a unit range to allow for flexibility during the detailed design of each phase. Draft Plan of Subdivision approval was received in July 2018 for Phase 1 of the development, with servicing allocation for up to 216 units. Phase 1 of the project is currently in the clearance of conditions stage with the registration of the plan to occur in the near future. A Draft Plan of Subdivision and all supporting technical reports, as required by the Town of Cobourg as a ‘Complete Submission’ were made for the entire subject lands of 107 ha. (264 acres) for review by all commenting agencies.

In the Town’s July 23, 2018 staff report recommending approval for the OPA, ZBA and Draft Plan for Phase 1, Town staff commented on the overall approach to servicing and specifically sanitary servicing allocation. Allocation was granted in accordance with the Town’s approved Sanitary Sewer Allocation Policy. While allocation was granted for Phase 1, it was understood that additional allocation would be considered for future phases subject to a long term strategy to connect the subdivision to the Town’s waste treatment facility, Plant 2. In this regard, CIMA+ Canada Inc. (CIMA) prepared a comprehensive External Servicing Functional Servicing Report which confirms and identifies a potential long term servicing strategy to support Cobourg Trails.

The land use structure for Cobourg Trails was approved by Council based upon a detailed analysis in the Planning Justification and Urban Design Report dated April 2018. This report, along with the implementing OPA and ZBA set the stage for providing a general land use direction that will guide the future development of the Cobourg Trails. As part of these approvals, specific elements such as the general location of parks, arterial roads, and community uses were secured and delineated under the in-force Schedule X1 to the Cobourg East Secondary Plan.

This Planning Justification and Urban Design Report (the “Report”) has been prepared in support of a Zoning By-law Amendment (“ZBA”) and Draft Plan of Subdivision application for the lands identified as Phase 2 of the Cobourg Trails (“Subject Lands” or ‘Phase 2’) (Figures 1). The analysis of this Report will focus on the more specific elements related to Phase 2, highlighting how the Draft Plan has been informed by the detailed technical design and close consultation with the Town and County prior this submission. It will also comprehensively review more recent provincial, regional and local policy changes that have transpired since July of 2018. This Report also includes a more specific assessment of Sustainability, Trails and Urban Design Guidelines as contained in Section 6.

The Subject Lands comprise approximately 17 hectares (42.32 acres), and forms the southern extent of the Cobourg Trails. The area of the Subject Lands is currently inclusive of the 6.36 hectare environmental protection lands that will be dedicated as part of the Council approved Brook Road closure process associated with Phase 1 (See Figure 1). As the transfer process to the Town is ongoing, the environmental protection lands have been identified as Block 15 for the purposes of this Draft Plan submission. However, it is noted that the future M Plan for Phase 2 will reflect the



Cobourg Trails  
**Community Phasing Plan**

January 2022

**Figure 1**  
 Phasing Plan

transfer of the environmental protection lands to the Town as part of Phase 1.

Through discussions with Town and County Staff, the phased sequence for Cobourg Trails has been identified as the logical and orderly progression of the buildout of the subdivision. In addition, the project team has continued to refine the layout, unit breakdown and land use based on feedback received from Staff and the technical design as summarized in Section 7 of the Report.

The Proposed Development for Phase 2 will comprise a range of single detached townhouse units ("Proposed Development"). The Draft Plan of Subdivision for Phase 2 is proposed as a block plan, with each block containing permissions for a unit range to allow for flexibility during the detailed design of each phase.

Phase 2 will provide a vital contribution to the community and open space system, and will comprise a large community park over 4.0 hectares in size, which will form part of the Town's existing Cobourg Community Centre, as well as an environmental protection area (EPA), and new trails that will form part of the overall Cobourg Trails pedestrian network.

A pre-consultation meeting was held on October 27th, 2021, with a checklist being issued by

Staff on November 23, 2021. The checklist outlined a number of technical and studies and reports to support this application. A list of these technical studies and reports follows and is further summarized in Section 7 of the Report.

- Phase 2 Draft Plan of Subdivision
- Draft By-law Amendment
- Conceptual Development Plan
- Arborist Report and Tree Preservation and Protection Plan
- Environmental Noise Assessment
- Environmental Impact Study (EIS) Addendum
- Stormwater Management Report
- Internal Functional Servicing Report
- External Functional Servicing Report
- Traffic Impact Study (TIS) Addendum
- Phase 1 ESA
- Geotechnical Investigation
- Hydrogeological Impact Assessment; and,
- Stage 1 and 2 Archaeological Assessment

**This Report concludes that the Proposed Development for Phase 2 will contribute to the diversity in the housing stock and implement a diversity of land uses. All units within Phase 2 are within a 2-minute walk of EPA lands or the community park through linkages and sidewalks. In addition, Subject Lands is consistent with and will effectively implement the Council-approved vision for Cobourg East.**



**Figure 2**  
Cobourg Trails Phase 1 Elevations

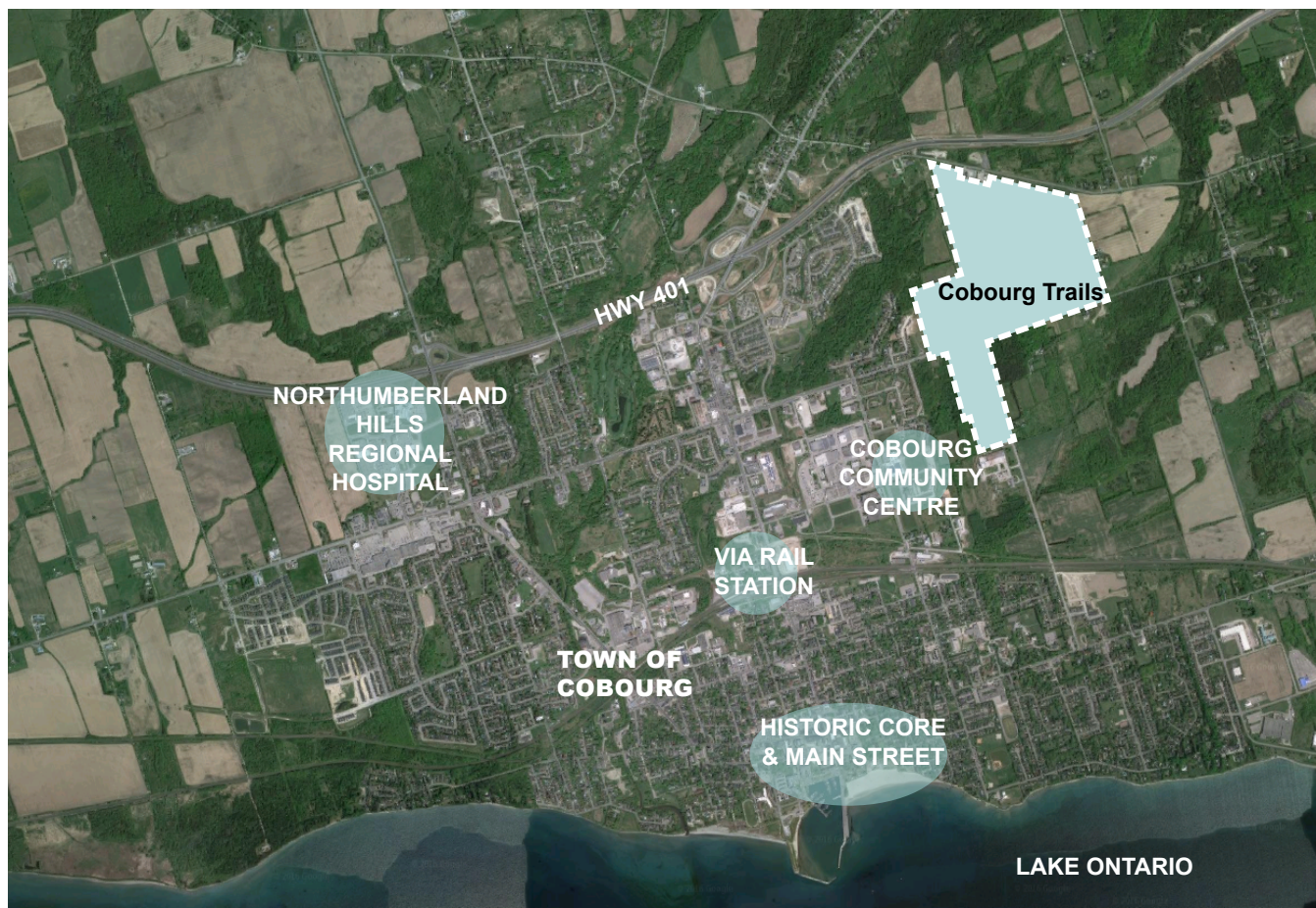
## 2.0 Site and Surrounding Uses

Cobourg Trails comprises approximately 107 hectares (264 acres) and is located in the southwest quadrant of Highway 401 and Nagle Road in the Town of Cobourg. The area is defined roughly by Elgin Street East (County Road 20) to the south, Greer Road to the east, and Danforth Road to the north. Highway 401 lies just north (within 500 m) of the Cobourg Trails' northern limit. Figure 3 illustrates the Cobourg Trail within its broader context.

Cobourg Trails is legally described as Part of Lots 11, 12, and 13, Concessions A and 1, Block D Registered Plan 277, in the Town of Cobourg, Regional Municipality of Northumberland.

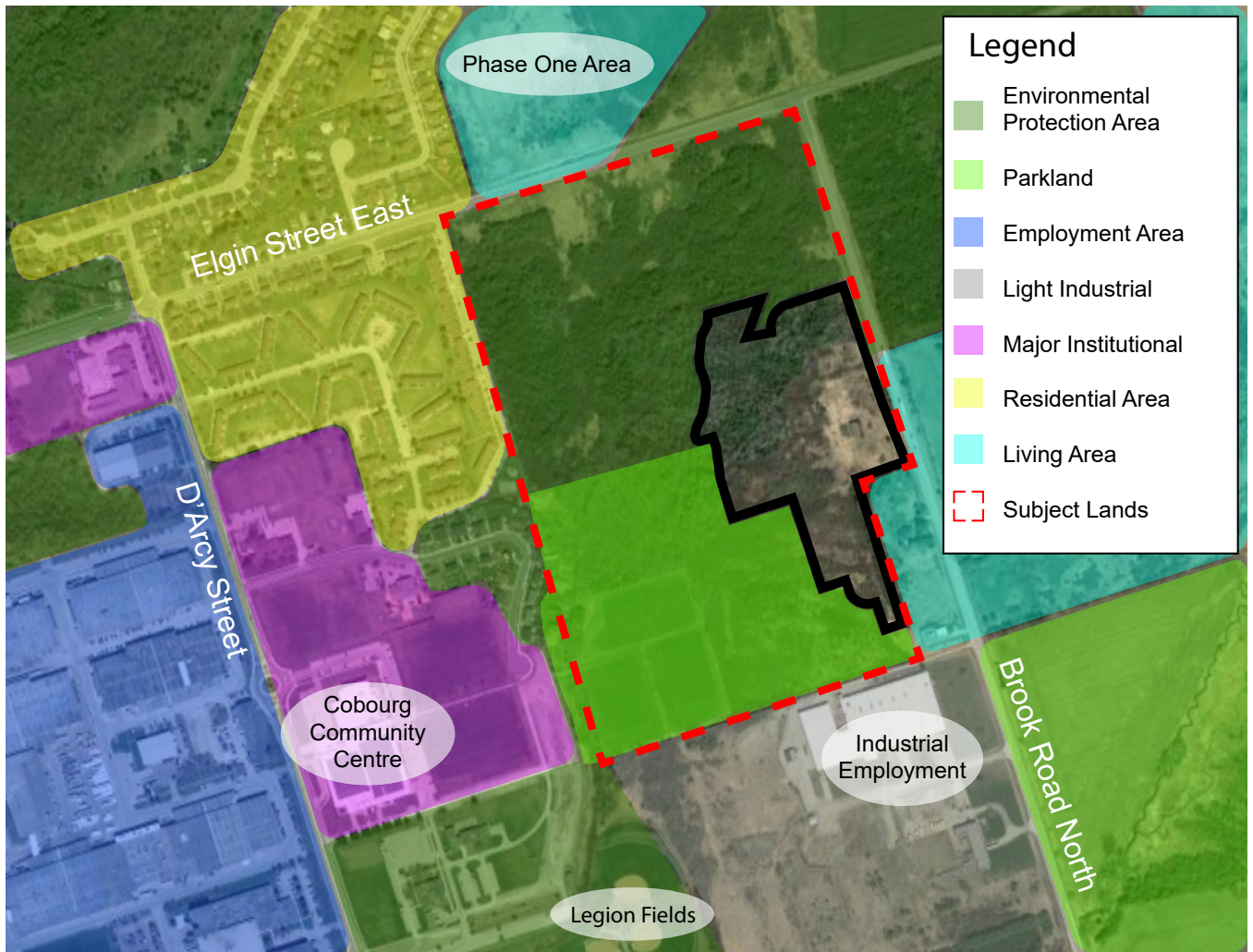
The Subject Lands for Phase 2 (Figure 4) are approximately 17 hectares in size, located in the southwest portion of the Cobourg Trails development site. The majority of the Subject Lands contain existing vegetation, with dense woodlot areas associated with Brook Creek formed part of the north extent of the site. An existing dwelling is located on the site, with an existing access being obtained from Brook Road North.

The grading for the Subject Lands is highly variable; with significant changes in grade from the north east to the west of the site. The highly variable grades present significant challenges with regards to lotting and road layout for Phase 2. These site conditions present opportunities for refinement



**Figure 3**  
Location of Subject Lands within the larger community.





**Figure 4**  
Site and Surrounding Uses

to the conceptual lotting layout in a manner that capitalizes on these existing development constraints, while implementing a vibrant, complete community as envisioned and approved by Council in April 2018.

Figure 4 illustrates the surrounding uses that are specific to Phase 2.

The immediate surrounding uses include:

North: Elgin Street East is located north of Phase 2, with the remainder of the Cobourg Trails' lands located beyond (Figure 6).

East: Existing rural residential uses are located at 825 Brook Road North, immediate adjacent to Phase 2. Brook Road North is located immediately to the east of Phase 2, with existing agricultural uses located beyond (Figure 5)

West: Natural heritage features, with a mix of existing residential, community (Cobourg Community Centre) and commercial uses located around D'Arcy Street located beyond (Figure 7).

South: An existing Hydro Substation located at 833 Brook Road North, with existing light employment uses located at 701 Brook Road North (Figure 8).



**Figure 6**  
Streetview of Future Phase 1 Entrance (North)



**Figure 7**  
Cobourg Community Centre (West)



**Figure 5**  
Image of Rural Uses (East)



**Figure 8**  
Hydro and Employment Use (South)

## 3.0 Description of Proposal for Phase 2

This Draft Plan submission for Phase 2 represents the exciting next phase of the Cobourg Trails development. Phase 2 represents a vital phase to the sequencing of development not only for the entirety of Cobourg Trails, but also for the implementation of the Cobourg East Secondary Plan as well.

The Proposed Development for Phase 2 will include single detached houses, townhouses, a large community park (4.18 ha), one storm water management pond, and an environmental protection area. The storm water management pond is located in the northwest of the phase (Block 14) measuring 1.14 ha. It will outlet to a tributary of Brook Creek. Figure 9 illustrates the proposed Draft Plan for Phase 2 of Cobourg Trails.

A total of approximately 6.26 ha in Phase 2 is designated as Environmental Protection (EP) (Blocks 15) and will be left in its natural state, preserving the woodlands, creeks and associated natural features and functions. It is the intent that Block 15 be dedicated as part of the registration of Phase 1 of Cobourg Trails. Discussions with the Town on timing and process are ongoing as part of the Council approved Brook Road closure process associated with Phase 1.

The Proposed Development will feature a robust new road network, which will include local roads to service the Proposed Development. The proposed residential units will be within a 2-minute walk to the green and open space of the EPA lands or community park. Overall, the Proposed Development will continue the planned vision for Cobourg Trails and generally meet the spirit and intent of the Cobourg East Secondary Plan and complete community principles. Figure 10 illustrates the overall Development Plan for Cobourg Trails. The future southern Street 'BB' connection to Brook Road will allow for a direct and short access to the future expanded Community Centre.

As demonstrated by Figure 11 (comparison between 2018 and 2022), the structure of each phase generally aligns with the Council approved vision for the Subject Site. However, the refinements that have been made are primarily driven by responses to grading, site design, market preferences and land use compatibility. The core structural elements for Phase 2 and are described as follows:

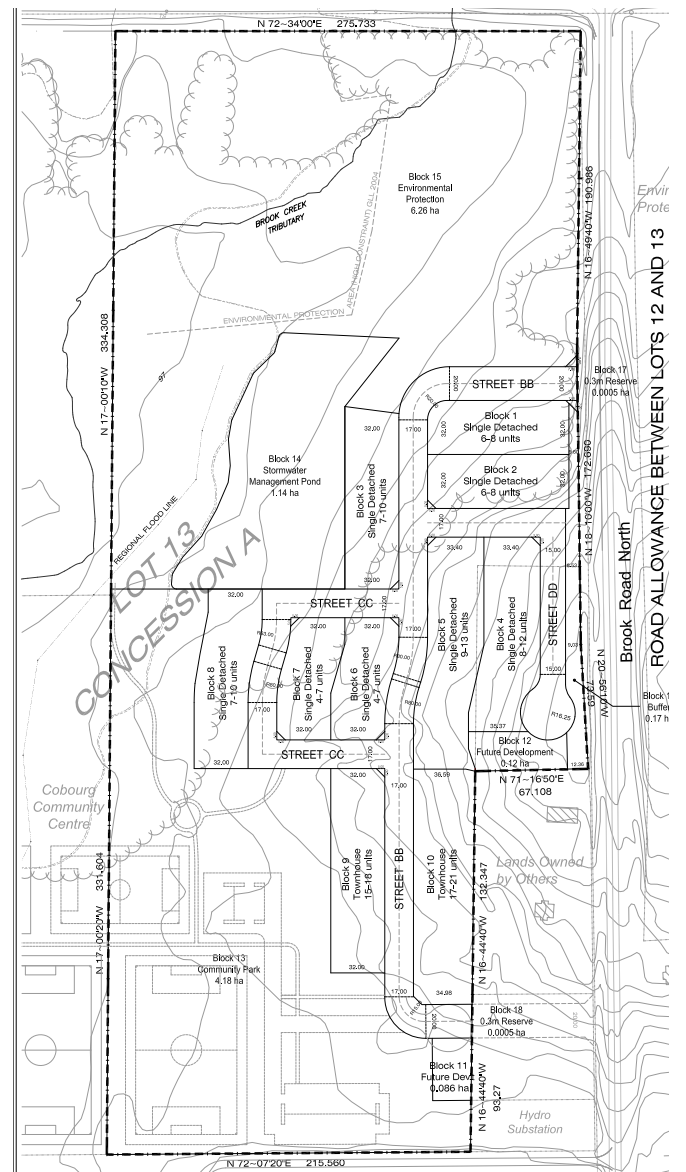
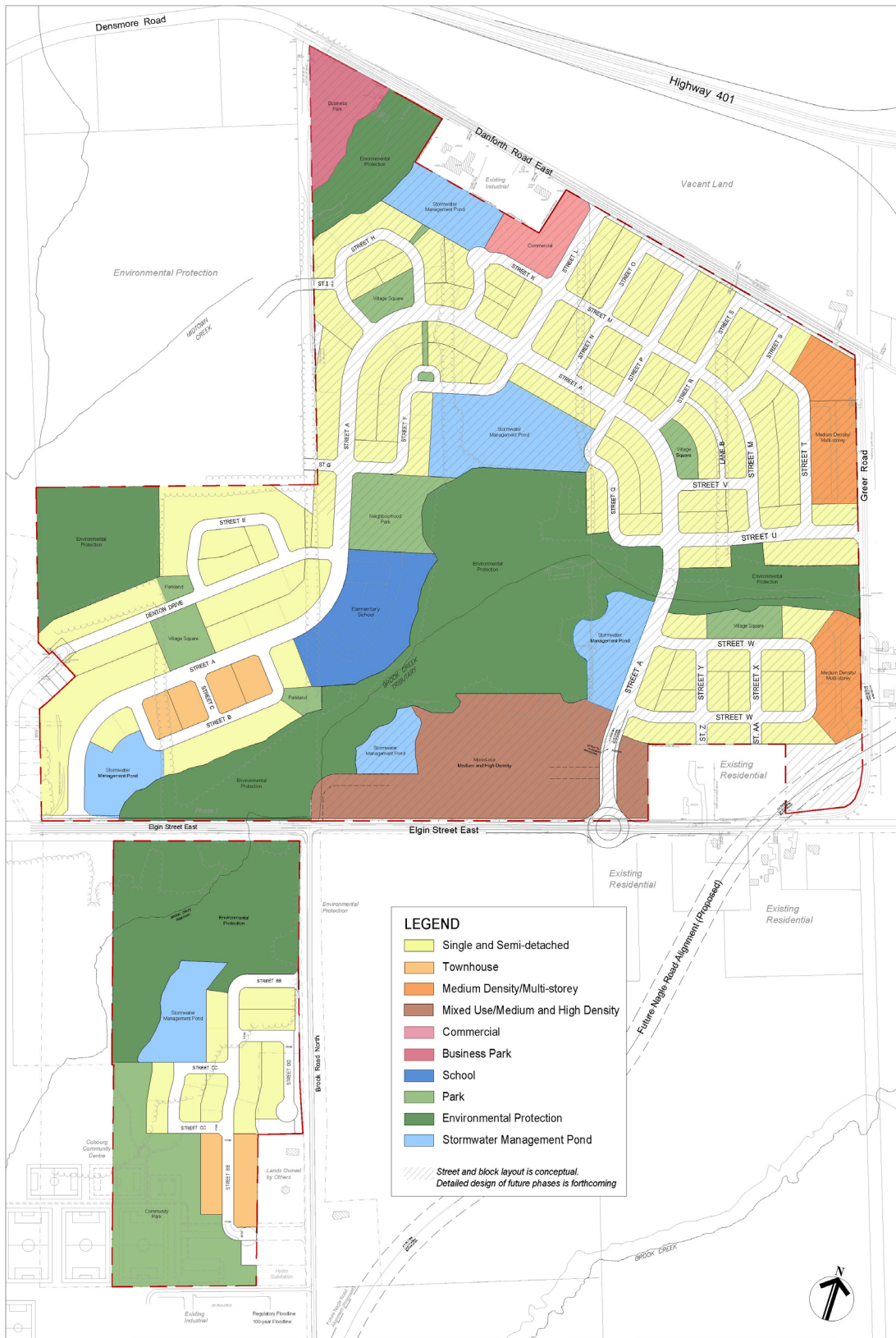


Figure 9  
 Draft Plan of Subdivision



Cobourg Trails  
**Community Plan**

January 2022

**Figure 10**  
 Community Plan for Cobourg Trail (January 2022)



**Figure 11**  
 Comparison of April 2018 Plan and January 2022 Plan

<b>Land Use Table</b>	<b>Lot/Block No.</b>	<b>Area (ha)</b>
Residential		
Single Detached	Bocks 1-10	3.407
Townhouse		
Future Development	Block 11-12	0.206
Community Park	Blocks 13	4.18
Stormwater Management	Blocks 14	1.14
Environmental Protection	Blocks 15	6.26
Buffer	Block 16	0.17
0.3m Reserve	Blocks 17-18	0.001
Public Right-of-Way	---	1.671
<b>TOTAL</b>		<b>17.035 ha</b>
<b>Unit Table</b>	<b>No. of Units</b>	
13.72 m Single Detached	}	Range of units 81-114
11.6 m Single Detached		
9.2 m Single Detached		
6.1 m Townhouse		
<b>TOTAL</b>		<b>81-114 units</b>
<b>R.O.W.</b>	<b>Length (m)</b>	<b>Area (ha)</b>
20.0m Local	161.27	0.32
17.0m Local	660.0	1.12
15.0m Local	144.0	0.216
Daylighting		0.015
<b>TOTAL</b>		<b>1.671 ha</b>

### 3.1 Implementation of the Road Network for Phase 2

The road network and layout remain generally consistent with that which was approved in 2018. However, refinements have been made in response to additional technical design, grading and coordination with the project team and the Town.

The project team held several meetings with the Town and County to refine and confirm an appropriate site access location for Phase 2. The location is the product of the posted road speeds on Brook Road in relation to sightlines for vehicles. The sightline analysis by Burnside (summarized in Section 7), confirms that the location is appropriate for an emerging urban context.

Phase 2 presents unique challenges with respect to site grading, with significant drop in grade from Brook Road to Street “BB”. In response to these conditions, refinements have been made to optimize the lotting and street layout in response to these challenges. This has resulted in a very minor refinement to Block 15, which has been supported by the EIS addendum described in Section 7 of this Report.

In the interim, a 2nd emergency access will be provided via the lands to the south by way of easement. This would provide the means for emergency vehicles to enter and exit the site. In the future, a potential 2nd access may be established at the southernmost extent of Phase 2. The plan has been designed to accommodate this potential extension which would transfer through “lands owned by others”.

### 3.2 Implementation of new infrastructure to support Cobourg East

As part of this submission, an updated phasing plan has been prepared by the project team in close coordination with the project team. The phasing plan reflects the numerous discussions with Town engineering staff to determine an appropriate route to extend services northward along Brook Road to connect all phases of the subdivision. These new services would replace the temporary “borrowed capacity” from Plant 1, and would allow for the subdivision to be serviced by its ultimate condition from Plant 2. A detailed discussion regarding the updated phasing strategy occurs in the forthcoming sections of this Report. The current phasing plan for Cobourg Trails is shown on Figure 1.

### 3.3 Creating a balance of unit types in Community Areas on plan-wide basis

Since Tribute Communities’ involvement as a project partner, further marketing assessments and evaluation through Tributes’ extensive experience in home and community development throughout Ontario has led to a revised lotting and unit mix plan, this revised lotting plan is the product of considerable coordination efforts by the project team and was informed by a wide range of factors, including grading, urban design and product type. As a result, the proposal integrates well into its surroundings and contributes to the immediate neighborhood’s vibrancy and East Cobourg Secondary Plan.

We have been working with Tribute’s design firm for this project (Cassidy and Co.) to prepare a lotting program, unit typology, and density mix that

effectively implement the intended vision for this community. After several iterations of design, the project team has created a layout that optimizes the use of the Cobourg Trails in a manner that maintains the overall vision and development principles for the East Cobourg Community. The proposed lotting program and unit typology requires several minor revisions and technical revisions to the Town's Zoning By-law, which are consistent with those supported by Staff and approved by the Committee of Adjustment for Phase 1. An amendment is also required to realign the boundaries of the CER3-1 and CER1 zones to permit the current layout of the Phase 2 plan.

A detailed assessment of the currently medium density land use target is further discussion in Section 5.4. On a plan-wide basis, Cobourg Trails is planned to meet or exceed the Town's minimum requirement of 35% medium density uses. The overall strategy includes focusing medium density uses along Greer, Danforth and Brook to encourage more compact uses within these areas. In addition, certain medium or higher density residential uses are currently planned within the mixed use block to further increase the unit mix of the overall plan.

### 3.4 Supporting New Trails and Open Spaces

As noted, the robust pedestrian network and open spaces will continue as contemplated by Council in the April 2018 plan. As a core founding element of the plan, the project team is committed to implementing the broader overall objective of creating a well-connect community with active transportation options to support alternatives to automobile travel. The following key trails and open spaces are proposed:

- Potential enhanced trail connections between Phase 1 and Phase 2 to connect the new community to this robust natural area.
- Implementing a new pedestrian network with walk ways on both side of Street BB, and walkways on one side of local roads in accordance with the approved cross sections for the Cobourg Trails.
- The provision of new community facilities and connections within Block 13 to support active and passive recreation opportunities.

Block 15 has been shown on the Draft Plan as it relates to new open space uses that will be located in Phase 2. However, it should be noted that Block 15 will be dedicated as part of the Phase 1 of development. Discussions regarding dedication of open space uses are ongoing with Town staff.



**Figure 12**



## 4.0 Required Approvals

As noted throughout this Report, the Proposed Development will require Draft Plan of Subdivision approval to implement the intended block plan, road network, and to provide for blocks to secure the open space, environmental protection and community areas. Following the Draft Plan of Subdivision approval of the Proposed Development, the detailed design of Phase 2 will be further advanced as part of the clearance of conditions of approval.

The Proposed Development is generally consistent with the existing Official Plan designations, however, an amendment is required to the Zoning By-law (site specific By-law 2018-083 and town wide By-law 85-2003) to accommodate and effectively implement the proposal for Phase 2.

The zone deficiencies mirror that which was sought for the recent minor variance approvals which were recently obtained for Phase 1 (MV decision no. A-05-2021). The approved minor variances for Phase 1 included the following amendments to the existing site specific By-law:

- Max front yard setback of 7.5 m measured to either the Main Wall or Garage.
- Max exterior side yard setback of 7.5 m for Corner Side Yards.
- Min soft landscaping of 30% of the front yard for interior townhouses.
- Min 7.0 m driveway setback from an intersection.
- Min setback of 3.0 m between exterior walls of two groups of townhouses regardless of the number of storeys.
- Min setback of 0.0 m along the full extent of any interior lot line between two townhouses.

At the same time, the rezoning application would permit the current lotting and arrangement of low/medium density uses.

Appendix A to this Report illustrates Cassidy's assessment of the current Phase 2 layout as it relates to the lotting strategy for the phase.

## 5.0 Policy and Urban Design Analysis

A detailed policy and urban design analysis on a plan-wide basis was undertaken as part of the Official Plan and Zoning By-law Amendment and Draft Plan of Subdivision approvals for Phase 1 of Cobourg Trails. This analysis was contained in the April 2018 Planning and Urban Design Rationale Report that was prepared by The Planning Partnership in support of these applications.

This Planning and Urban Design Rationale Report focuses on an assessment of the applicable planning and urban design framework as it relates to Draft Plan of Subdivision and ZBA approvals for Phase 2. It will analyze the Phase 2 plan against the more recent Provincial, County and Local policy changes that have since come into effect. Overall, this section concludes that the Phase 2 plan, together with the relatively minor refinements that have been necessitated through a more detailed level of design continue to conform, or are consistent with the applicable policy framework.

### 5.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) is a planning policy document which provides high level policy direction on matters of provincial interest related to land use planning and development. Decisions which affect planning matters “shall be consistent” with the PPS. The PPS provides policy direction for matters of provincial interest across Ontario and for achieving appropriate land use and development patterns. The most recent version of the PPS came into effect on May 1, 2020.

An overarching theme of the PPS is the promotion of sustainable and complete communities and the careful coordination and management of land use to accommodate appropriate development to meet the full range of current and future needs while achieving efficient development patterns.

The PPS outlines in Policy 1.1 the means through which healthy, livable and safe communities are sustained, including promoting efficient and cost-effective development and land use patterns, as well as accommodating an appropriate range and mix of residential and other uses to meet long-term needs. The policy direction of the PPS promotes, among other things, efficient and cost-effective forms of development, and land use patterns accommodating an appropriate mix of residential, commercial and employment uses.

More specifically, Section 1.1.2 of the PPS requires that sufficient land be made available to accommodate an appropriate range and mix of uses to meet projected needs up to a 25-year time horizon. Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas inclusive of the Cobourg East Secondary Plan.

The Proposed Development for Phase 2 will for a mix of low, and medium density residential housing, and forms part of a broader complete, mixed use community. The proposal for Phase 2 will contribute to the overall redevelopment of the Cobourg Trails, which are considered a designated growth area within a settlement area, to be developed for an appropriate range and mix of uses and densities to allow for the efficient use of the land, along with infrastructure and public service facilities, consistent with the PPS.

Section 1.4 of the PPS pertains to housing, requiring planning authorities to provide for an appropriate range and mix of housing types and densities to meet the projected needs of the regional market area by maintaining the ability to accommodate residential growth for a minimum of 15 years of which includes designated and available lands for residential development. Cobourg Trails and more

specifically Phase 2 are considered designated and available lands for development by virtue of being within the Cobourg East Secondary Plan.

Section 1.5 of the PPS promotes the creation of healthy and active communities through a focus on public spaces, recreation, parks, trails and open space. Phase 2 will continue to integrate facilities for active transportation, including internal collector roads designed to include bike lanes, along with the potential inclusion of trails. The Phase 2 has also been designed to include a distribution of high quality open spaces which provide easily accessible open space areas for local residents, along with larger neighborhood and community parks. All units within Phase 2 are within a 2 minute walk of EPA lands and the community park through trail linkages and sidewalks.

Section 1.6.6 of the PPS contains policies regarding planning for sewage and water services, and promotes the optimization of existing municipal sewage and municipal services. Based on ongoing discussions with the Town and County, it is understood that the long term servicing strategy for the Cobourg Trails (inclusive of Phase 2) is through Water Pollution Control Plant 2. The Proposed Development of Phase 2 forms a vital part of achieving this long term servicing strategy and creates an opportunity to extend services up through Brook Road to service the Cobourg Trails. This strategy was developed in consultation with the Town and relevant agencies and forms part of an overall refined phasing plan for the Cobourg Trails plan and outlined in the supporting servicing report prepared by CIMA in support of the overall strategy for the plan area. Overall, it has been demonstrated that the Proposed Development can optimize the use of these services. Discussions regarding the confirmation of this strategy will take place over the approvals process for Phase 2.

Section 1.8 of the PPS requires planning authorities to support energy conservation and efficiency, as well as improved air quality, reduced greenhouse gas emissions, and climate change adaptation measures through land use and development patterns. The Proposed Development for Phase 2 will assist in promoting energy efficiency and conservation through the mix of densities, compact built form, and active transportation connections that will support a walkable community.

Section 2.1 of the PPS provides policies regarding natural heritage. Specifically, Policy 2.1.1 provides a general directive that natural features shall be protected for the long term, while Policy 2.1.5 more specifically prohibits development within a variety of natural heritage features, including significant woodlands. As noted, the Cobourg Trails lands have previously been the subject of a Secondary Plan, Zoning By-law Amendment and Draft Plan of Subdivision, all of which were approved and all of which delineated the boundaries of natural heritage features. The Environmental Impact Study (“EIS”) addendum has specifically evaluated the Phase 2 development and confirms that there will be no significant impacts to any protected areas.

Section 2.6.2 states that Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved. A Stage 1 Archaeological assessment has been prepared for Phase 2 and confirms that there are no archaeological resources within this phase.

**Based on a detailed review of all applicable Provincial planning policies, the Proposed Development remains consistent with the 2020 Provincial Policy Statement.**

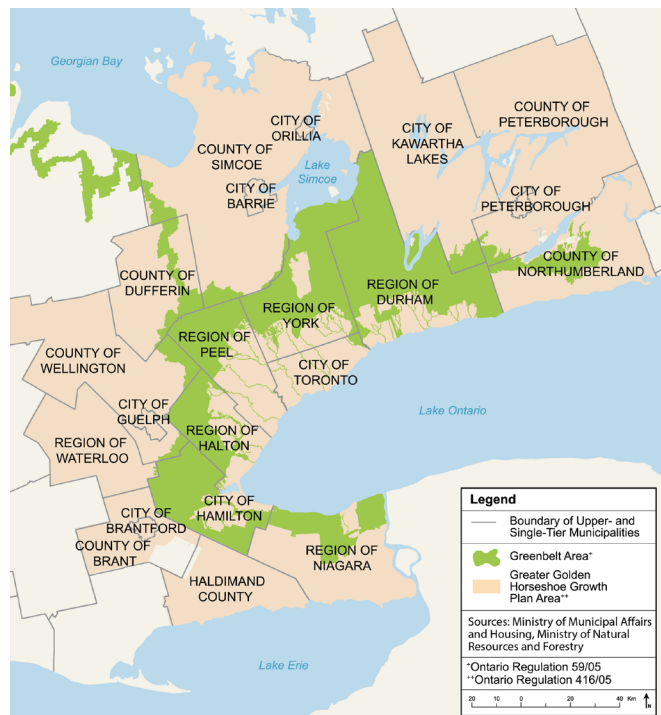
## 5.2 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”) is a Provincial planning document that seeks to further implement the key principles identified in the PPS while providing direction as to where, and to what extent, growth and development will occur through out the Greater Golden Horseshoe Region (the “GGH”).

“A Place to Grow: A Growth Plan for the Greater Golden Horseshoe, 2020” (“Growth Plan”) was prepared and approved under the Places to Grow Act, 2005. On June 16th, 2020, the Province released Amendment 1 to the Growth Plan, which took effect on August 28, 2020, and updated the Growth Plan’s population and employment forecasts to the 2051 planning horizon.

The preamble of the Growth Plan highlights a number of challenges associated with managing anticipated growth across the Town, including addressing infrastructure deficits and renewing ageing infrastructure with limited funding options. These conditions result in the need to maximize and optimize existing assets while ensuring Ontario’s sustained prosperity in the GGH, inclusive of the Town of Cobourg.

The Growth Plan establishes population and employment forecasts for all upper- and single-tier municipalities in the GGH, including the County of Northumberland and is considered part of the “outer ring” by the Growth Plan. The County is the upper-tier municipality for the Town of Cobourg. The Growth Plan forecasts the 2051 population and employment for the County to be 122,000 and 44,000 respectively. The 2016 census calculated the County’s population as 85,598. As such, the Growth Plan forecasts the County’s population to grow by almost 38,000 between 2016 and 2051.



**Figure 13**  
Greater Golden Horseshoe Growth Plan Area - Schedule 1

The County is currently undertaking a review of its Official Plan to implement these Growth Plan, including the forecasted growth within a 2051 planning horizon. Overall, it is clear that the County, and each of its lower tier municipalities are expected to significantly grow to 2051.

Section 1.2.1 of the Growth Plan establishes a number of principles, several of which are supported by the Proposed Development, including:

- Supporting the achievement of complete communities;
- Providing for different approaches to manage growth;
- Providing intensification and greater densities within growth areas;
- Providing flexibility to capitalize on economic and employment opportunities; and,

- Improving integration of land use planning and infrastructure.

The Proposed Development supports the above principles of the Growth Plan by providing a compatible mix of residential uses and jobs to support the City’s growth forecasts. The Proposed Development appropriately develops greenfield site as envisioned by the implementing Cobourg East Secondary Plan and will help create a pedestrian-friendly and urban environment.

Section 2.2.1.4 outlines the policies of the Growth Plan that are intended to be applied in order to support the achievement of complete communities that:

- Feature a diverse mix of uses and convenient access to services and amenities;
- Improve social equality and overall quality of life;
- Ensure the development of high-quality compact built form, an attractive and vibrant public realm, including public spaces, through site design and urban design standards; and,
- Integrate “green infrastructure” and “low impact development.”

The Growth Plan requires municipalities to identify Strategic Growth Areas to support the achievement

of the desired urban structure, all while supporting investment in infrastructure. The Cobourg Trails is located within the Cobourg East Secondary Plan and are therefore considered part of a Strategic Growth Area.

Section 2.2.6.1 in the Growth Plan includes the policy for housing in the Province and supports housing choice through the achievement of the minimum intensification and density targets by identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents. The Proposal will support having choice by permitting a wide variety of housing types throughout the Cobourg Trails.

Section 2.2.7 establishes policies for designated greenfield areas, which the Cobourg Trails is considered. Specifically, policy 2.2.7.1 requires development in such areas to be planned, zoned, and designated in a manner that supports the achievement of complete communities while additionally supporting active transportation. Policy 2.2.7.2 outlines the minimum density target applicable to the designated greenfield area in the County of Northumberland at not less than 40 residents and jobs combined per hectare. Based on the overall unit count of 64 single detached units and 35 townhouse units and an average

	<i>Persons per Unit (per the December 2021 DC Background Study for the Town of Cobourg)</i>	<i>Estimated Population (Phase 2)</i>	<i>Net Density (excl. natural heritage, community areas and major roads)</i>
<i>Low Density</i>	<i>2.419 PPU (64 Units)</i>	<i>155 persons</i>	<i>34 persons per hectare* *based on a net developable area of 6.65 ha.</i>
<i>Mid Density</i>	<i>1.931 PPU (35 Units)</i>	<i>68 persons</i>	
<i>TOTAL</i>	<i>99 Units</i>	<i>223 persons</i>	

**Table 1**  
Net Density Table

persons per unit of 2.419 and 1.931 respectively, it is anticipated that the proposal for Phase 2 will provide an overall density of 34 persons per hectare (as shown by Table 1). Phase 2 will continue to implement a compact and appropriate density that meets or exceeds the minimum requirements of the Growth Plan.

Section 3 of the Growth Plans provides policies that are supportive of the efficient and effective use, and coordinated planning of infrastructure, including transit and active transportation. Infrastructure planning, land use planning and infrastructure investment are required to be integrated and coordinated, to provide sufficient infrastructure capacity in strategic growth areas, to ensure a balance of transportation choices that reduces the reliance upon any single mode will be offered, to offer multi-modal access to jobs, housing and goods and services, and to ensure high residential and employment densities are planned for to ensure the efficiency and viability of existing and planned transit service while reducing climate change impacts.

The Growth Plan also states that municipal water and wastewater systems will prioritize efficiency within existing systems and planned and constructed in a manner that supports achievement of the minimum intensification and density targets of the Growth Plan. Based on the findings of the Functional Servicing Report (“FSR”) prepared by DG Biddle and Associates, and additional servicing routing assessment prepared by CIMA, existing water and wastewater services are readily available and can be made adequate to accommodate the Proposed Development.

**Based on a detailed review of all applicable policies, it is our opinion that the Draft Plan of Subdivision for Phase 2 conforms to the Growth Plan for the Greater Golden Horseshoe.**

## 5.3 Northumberland County Official Plan

The Official Plan for the County of Northumberland (the “County OP”) was adopted by County Council on September 17, 2014, and approved by the Province, with modifications, on July 29, 2015. The County OP was subsequently appealed to the Ontario Land Tribunal (OLT), formally known as the Ontario Municipal Board, and was approved by the board on November 23, 2016.

The County OP establishes a broad, upper tier policy framework to provide guidance to local municipalities for Official Plans, and establish an upper tier planning framework for coordination between local municipalities and the County on inter-municipal planning and development issues until the year 2034. The current County OP is currently being updated to better align with recent provincial policy updates to the Growth Plan and PPS.

The County is proceeding in with several amendments to implement the new County OP, with Amendment 1 being recently approved by Council on December 15, 2021. OPA 1 implements the County’s new Natural Heritage System, and is now being considered by the Minister of Municipal Affairs and is not yet in force.

The County is now proceeding with the implementation of its land needs analysis, which will result in a new urban structure. An Amendment to the Official Plan is planned to be considered by Council by July 2022. As previously mentioned in this section, the County is expected to grow by approximately 38,000 persons between 2016 and 2051, or an average annual population growth rate of 1.0% during this period. The background review conducted to-date as part of the County’s OPR, it is expected that the County will require

approximately 15,000 additional new households to be constructed over the next 30 years, or just over 500 new households annually.

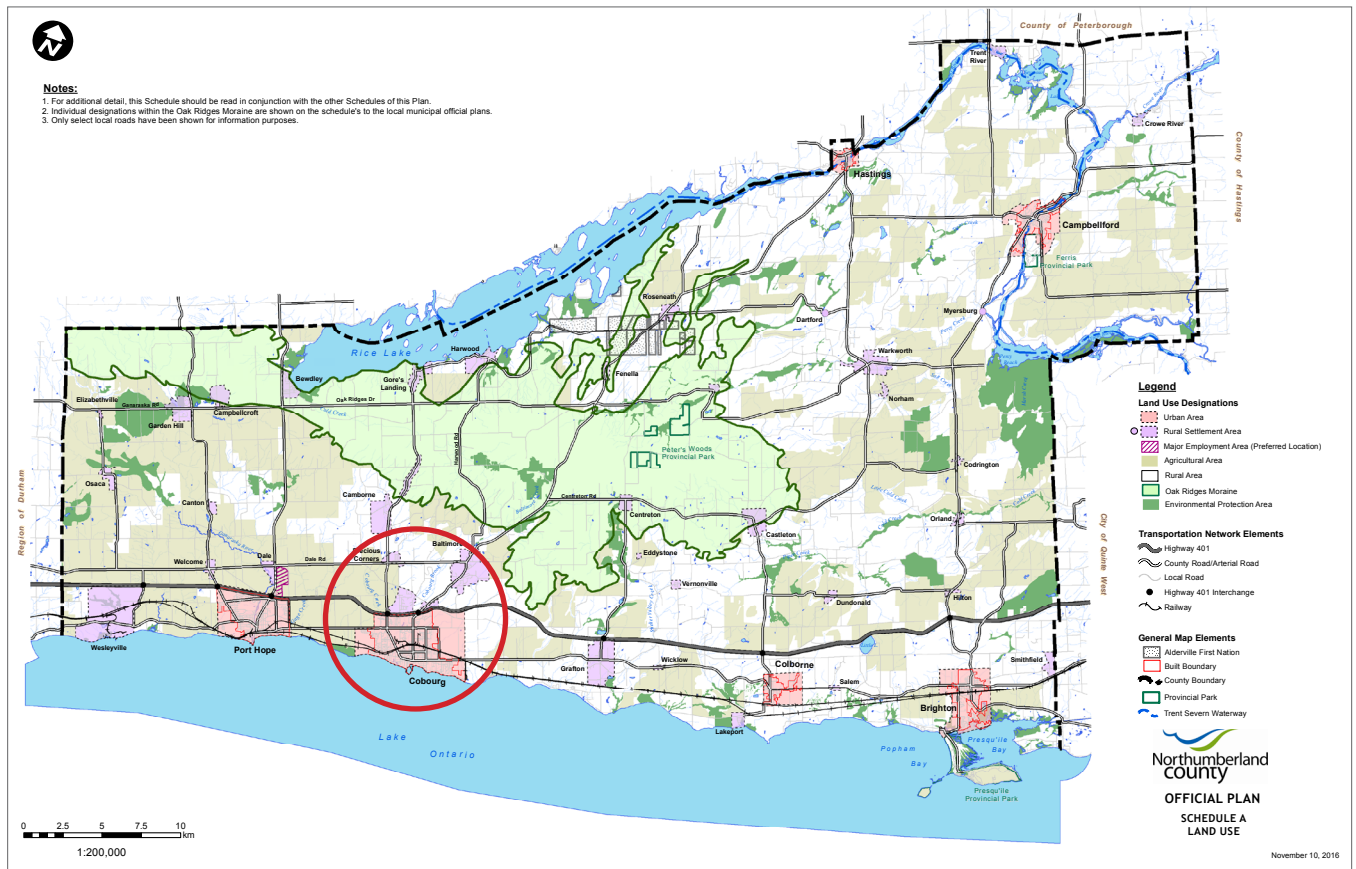
that a minimum of 80% of expected population and employment growth is expected to occur in the six urban areas.

Policy A3.1 establishes the Town of Cobourg as one of six “Urban Areas” in the County. The “Urban Area” designation applies to the entire Town of Cobourg. Schedule A identifies the Cobourg Trails as being within the “Urban Area” designation and outside of, but adjacent to the “Built Boundary”.

Section B7 provides 2034 housing forecasts for each local municipality, which are considered guidelines for each local municipality when amending their respective Official Plans to conform with the County OP. Local municipalities may adjust the housing mix as appropriate to reflect the nature of existing planning approvals and local Official Plan policies, provided conformity with sections B9 and B10 (see below) can still be achieved.

Section B of the County OP provides growth management policies. Policy B1 establishes urban areas and rural settlement areas as the focus of growth in the County and their vitality and regeneration to be promoted. Policy B2 elaborates

The recommended 2034 housing forecasts for Cobourg by density category are:



**Figure 14**  
 County of Northumberland Official Plan, Schedule A

Low Density:	919 (30%)
Medium Density:	1,305 (42%)
High Density:	872 (28%)
<b>Total:</b>	<b>3,096</b>

A detailed assessment has been provided in Section 5.5 of this Report as it relates to the planned overall density for the Subject Lands, and more broadly, the Cobourg Trails. Based on the analysis, it is noted that on an overall basis, the Cobourg Trails development will provide for a diversity of housing types and densities, and will contribute to the Town's recommended housing targets to 2034, and beyond.

Section B10 establishes the minimum density target for designated greenfield areas in the Town of Cobourg as 35 residents and jobs combined per hectare. The total area of the Subject Lands is roughly 17 hectares of the total 107 hectares of the Cobourg Trails. Excluding the proposed environmental protection area and road widening dedication area results in a net site area of 6.65 hectares which is consistent with the methodology of the Growth Plan. Based on a net site area of 6.65 ha, Phase 2 will achieve a minimum density of 34 residents per hectare.

Section B15 advises that local municipalities may only allow lot creation if there is confirmation of sufficient reserve sewage system and reserve water system capacity for municipal water and sewage services. A FSR has been prepared in support of the Phase 2 development, and confirms that Cobourg Trails can be adequately serviced by Plant 2 subject to approval of the proposed servicing strategy and the planned treatment plant upgrades, and adequate watermain infrastructure is available to service the Cobourg Trails.

Section B16 provides criteria for new greenfield development in the urban areas. A detailed evaluation of these criteria was considered in the April 2018 Planning and Urban Justification Report for the Subject Lands. A more specific evaluation regarding Phase 2 is as follows:

a) *The new development area will generally serve as a logical extension to the existing built up area, is compact and minimizes the consumption of land;*

The Subject Lands forms part of the southernmost part of the Cobourg Trails and are considered vital to the expansion of new infrastructure services along Brook Road. Furthermore, the Proposed Development of Subject Lands provides for a mix of single detached and townhouse dwellings to provide for a range of housing types that minimize the consumption of land.

b) *The scale and location of the development will be in conformity with Sections B14 and B15 of this Plan if the Proposed Development is to be on partial services or not serviced by municipal sewer or water services;*

The Proposed Development will be served by municipal water and sewer services.

c) *A range of housing choices will be provided, subject to servicing constraints;*

Phase 2 will include a range of low and medium density housing choices and will support a broader housing which will provide greater housing choices within the municipality and will help accommodate new growth in the Town.

d) *All of the other infrastructure required to service the new development is available, and*



*such infrastructure will be used as efficiently as possible;*

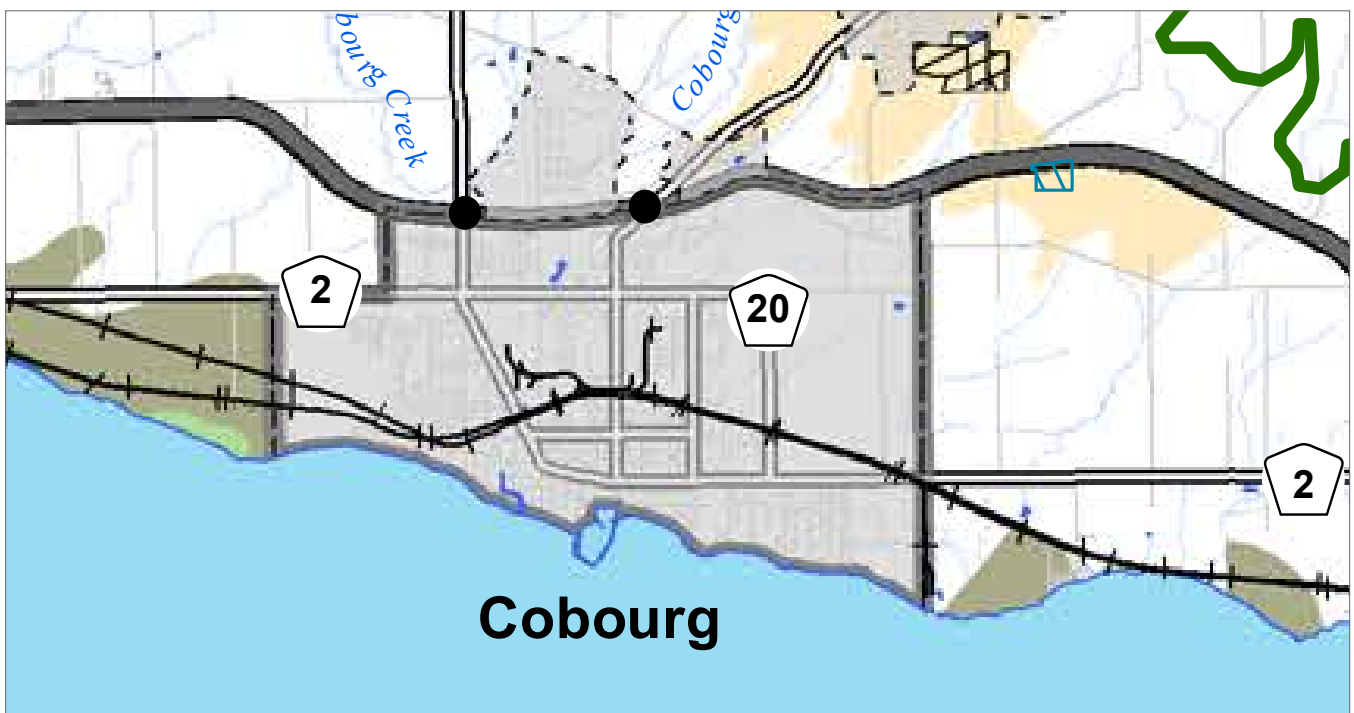
The Cobourg Trails has direct access to existing roads including Brook Road North, Elgin Street East, Greer Road and Danforth Road East. All other required infrastructure can also be provided to the Cobourg Trails, as outlined in the supporting technical documents.

e) *All of the other relevant policies of this Plan have been satisfied.*

**All relevant policies of the County OP have been reviewed in this Section of this Report, and it is concluded that they are satisfied.**

Section C1.2 provides land use objectives for

different areas within urban areas. Objectives for Residential Areas include maintaining and enhancing the character of existing residential areas, encouraging the provision of a range of housing types, promoting the efficient use of existing and planned infrastructure and public service facilities, encouraging increases in the density of new development areas, promoting other complementary and compatible land uses in residential areas including special needs housing, community facilities, schools and recreational open space areas, encouraging a high standard of urban design, encouraging the establishment of comprehensive design guidelines, and implementing street designs that provide for non-motorized modes of transportation. The development of Phase 2 achieves these objectives. Section D provides policies for resource areas and



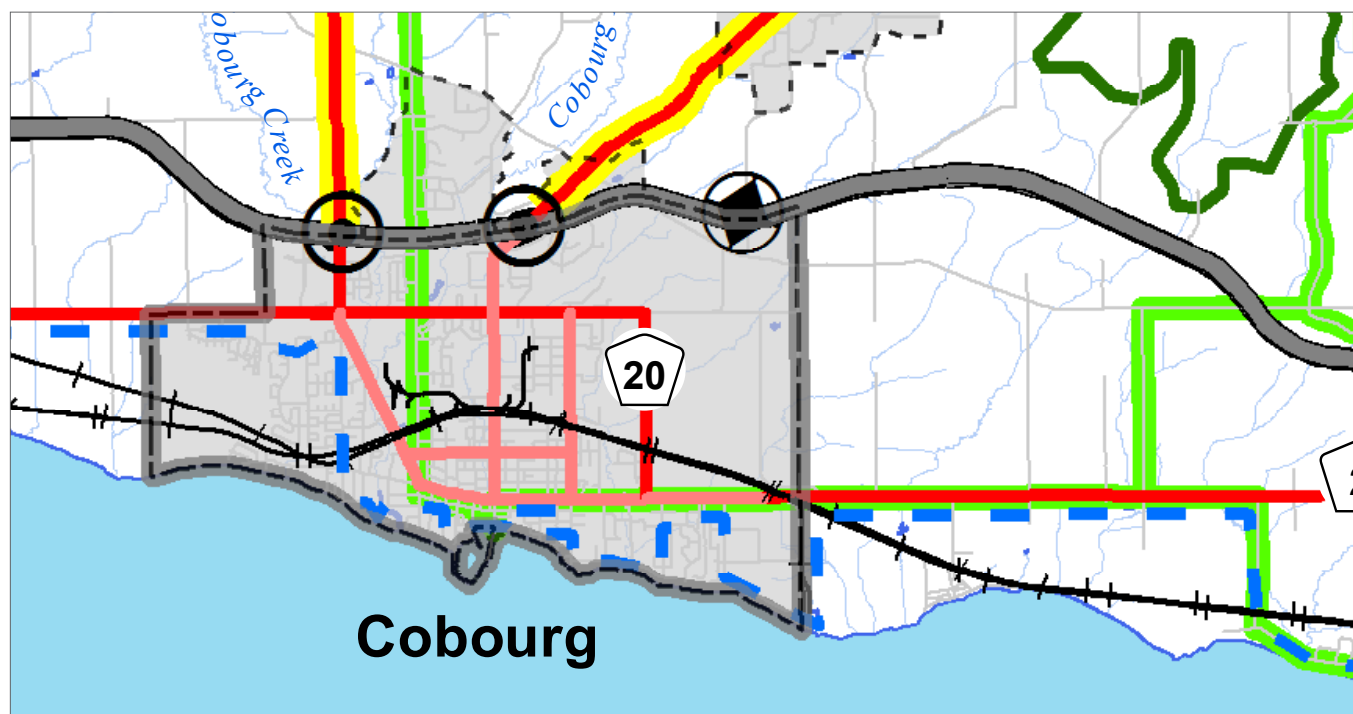
**Figure 15**  
 County of Northumberland Official Plan, Schedule B Excerpt

constraint areas, with Schedule B identifying such areas. Schedule B identifies the Cobourg Trails as being within an Urban Area, with a watercourse shown traversing the Lands. An Environmental Impact Statement addendum has been prepared as part of these applications for the Proposal in order to confirm the appropriate limits of the environmental protection area associated with the watercourse and other wooded areas on the Cobourg Trails.

Section E provides general development policies. Section E1.4 lists considerations for Plan of Subdivision applications. The Proposal satisfies these requirements as reviewed throughout this Report. Section E2.2 describes the County Road network. Schedule C identifies Brook Road North as a County Arterial Road for the Cobourg Trails. Extensive pre-consultation has been held with County staff regarding the location, placement

and size of the access driveway for the Phase 2 lands. In this regard, a detailed analysis of the access location has been undertaken by R.J. Burnside, who has recommended a stop controlled connection approach between Street BB and Brook Road North. To address the sightline issue, Burnside recommends that any rectification to address the deficient requires a profile adjustment to Brook Road. Assuming the profile adjustment, there would be acceptable turning sight distance for the two proposed Street BB connections to Brook Road.

Section E2.2.4 encourages local municipalities to develop interconnected systems of cycling and walking routes, which provide access to major activity and employment areas, and future public transit. The internal collector road system on the Cobourg Trails have been designed to include bike lanes, with the potential for additional trails



**Figure 16**  
County of Northumberland Official Plan, Schedule C Excerpt

throughout the environmental protection area, linked to Phase 1, as well as the planned community uses in Block 13.

Section F9.4 requires pre-consultation with the approval authority and relevant agencies prior to submission of Plan of Subdivision applications. The project team has engaged in extensive pre-consultation with the Town of Cobourg, County of Northumberland and applicable agencies prior to this Draft Plan of Subdivision submission.

**Based on a detailed analysis of all applicable policies and notwithstanding their current approval status, it is concluded that the Draft Plan of Subdivision for Phase 2 conforms with the County OP.**

## 5.4 Town of Cobourg Official Plan (2010)

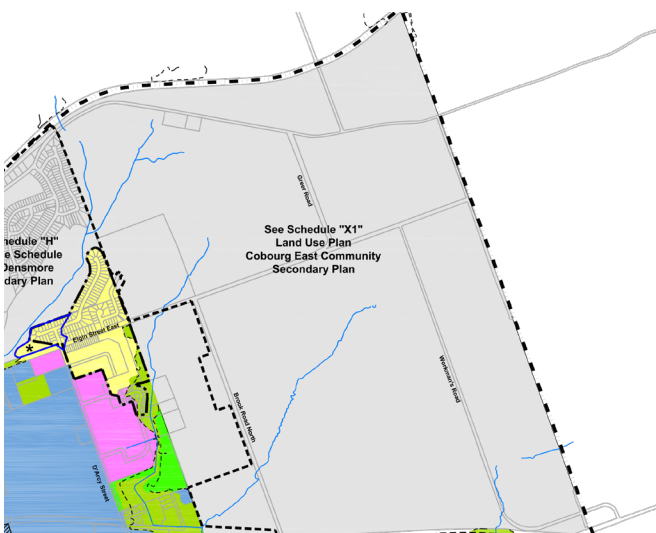
The Town of Cobourg Official Plan 2010 – Five year Review Consolidation was adopted by the Cobourg Municipal council and approved by the Ministry of Municipal Affairs and Housing. In May 2017, the Official Plan was approved by the Ontario Municipal Board after an appeal. The Town OP was “intended to guide planning in the Town for twenty years to the year 2031”.

The Town of Cobourg Official Plan 2010 establishes a framework for the future planning of the community. The Official Plan does not specifically assign land use designations to the Cobourg Trails, instead of relying upon the Cobourg East Community Area Secondary Plan for specific and detailed policy directions.

Schedule A of the Town OP identifies the Cobourg Trails as primarily being within Development Area “C”, with the area south of Elgin Street being designated “Residential Area” and “Environmental Constraint Area”. More specific and up to date land use designations are provided for the Cobourg Trails through the Cobourg East Community Area Secondary Plan, reviewed in Section 5.5 of this Report.

The Official Plan provides a number of broad principles and the Town’s approach to community and site design, which have been extensively reviewed in the initial approval of the Cobourg Trails. These principles include encouraging compact, mixed-use development, promoting active transportation, providing a variety of housing, providing a vital setting for employment uses, and creating and celebrating public spaces.

The Official Plan also requires that a minimum of 35% of all residential uses be medium-density



**Figure 17**  
 Town of Cobourg, Schedule A Land Use Excerpt

residential uses, including semi-detached and townhouse uses. These density and land use requirements are applied to the entirety of the Cobourg Trails. Accordingly, it is important to consider the medium density requirements on a site-wide basis as well as a phase by phase basis.

Phase 1 and 2 together will provide for about 24% medium density residential uses. While Phases 3 to 6 have not yet been fully designed and lotted, it is anticipated that an additional medium density/high density uses of up to 295 units can be accommodated in the future phases to satisfy the requirement of the Official Plan. This is exclusive of the Medium - High Density Mixed Uses that may comprise up to 600 units as well. These forecasted numbers are based upon the April 2018 Overall Plan for the area, and future Draft Plans for these phases will further refine the plan.

It should be noted that Section 3.4.3.2 of the Official Plan generally promotes New Residential Areas that the focus on providing a mix of development forms and densities while ensuring connectivity to “collector and arterial roads, park and greenspace areas, community facilities and commercial areas.”

In this regard, the land use structure of Cobourg Trails reinforces these principles by generally directing medium density residential uses to Arterial Roads such as Brook Road and Elgin Street. In the future, additional medium density uses will be generally oriented towards Greer Road as Phases 3-6 are implemented. The overall goal of the Proposed Development continues to be the creation of a mixed use complete community. Again, this analysis does not consider that the high density uses in Phase 7 could provide for an additional diversity of medium to higher density unit types to further contribute to the diversity of unit types. As demonstrated by Table 2, the Proposed Development of the Cobourg Trails is planned to meet or exceed the medium density requirements of the Official Plan.

Section 4 provides policies for the Town’s greenspace system. A portion of the Phase 2 lands form part of the Town’s natural heritage system.

The lands to be protected as part of the natural heritage system was further delineated by the 2017 EIS that was prepared by Nibblet and Associates (now GHD). An EIS addendum has been prepared by Nibblet and Associates, which more specifically

	Approved Draft Plan (July 2018)	Proposed Draft Plan (January 2022)	Concept Plan (April 2018)	Overall Plan
	Phase 1	Phase 2	Phase 3-7	TOTAL
Low Density (%)	82% (150 units)	65% (64 Units)	32% - 41% (445 - 668 units)	39% - 46% (659 - 882 units)
Medium Density / High Density (%)	18 % (32 units)	35% (35 Units)	21% - 18% (295 units)	21% - 19% (362 units)
Mixed Use (%)	n/a	n/a	47% - 41% (665 units)	39% - 35% (665 units)
TOTAL	182 units	99 units	1405 - 1628 units	1686 - 1909 units

**Table 2**  
Density Percentages of Plans

reviewed the proposed Draft Plan for Phase 2. Based on the EIS addendum, as summarized Section 7 of this Report, no adverse impacts are anticipated by the Proposed Development of Phase 2.

Regarding parkland, Table 2 of the Official Plan identifies criteria associated with the parkland hierarchy, which is composed of local parks, district parks and parks. The general location of parks was established through the amended Schedule X1, as approved by Council in July 2018. In accordance with these earlier approvals, the proposal for Phase 2 contains a 4.18 hectare community park and the proposed Draft Plan of Subdivision will secure and implement the provision of the community park as envisioned by Council. This approach continues to conform to the parkland policies of the Secondary Plan (Section 7.3). Although the proposed community park does not have continuous street frontage, it benefits from its location adjacent to the existing Cobourg Community Centre and parkland area.

Section 5 provides policies for community design and improvement with Section 5.2 outlining general design policies. A detailed assessment of these policies will be undertaken in Section 6 of this Report. As demonstrated by the analysis in Section 6, the Proposed Development of Phase 2 will provide for a high quality streetscape, built form and urban design in accordance with the policies of the Official Plan and as established and envisioned by the Council.

Policy 5.2.3 iv) requires an archaeological assessment to be undertaken as a condition of approval of any plan of subdivision. A Stage 1 and 2 archaeological assessment has been prepared

for the Phase 2 Draft Plan submission. The report concludes that there are no archaeological resources found within Phase 2.

Table 3 of the Official Plan describes the function and outlines design requirements for the different road classifications. Arterial roads serve inter-regional, regional and local travel demands, and direct access from abutting properties may be permitted subject to restrictions. The proposed Draft Plan of Subdivision proposes one Local Road (Street BB with up to a 20 metre right of way) to access the Phase 2 development. The remainder of the roads within Phase 2 have been designed as local roads (minimum 17 metre right of way). The layout of the access has been reviewed at length with the Town of Cobourg and County of Northumberland. As confirmed by the Traffic Impact Study ("TIS") addendum and summarized in Section 7, the road network for Phase 2 provides for an efficient network and as adequate to service this phase.

Section 7 of the Town OP outlines the municipal servicing and staging strategy, with policy 7.2.1 i) only permitting new development where the water supply and distribution system has adequate capacity to service such development. Policy 7.3.1 i) establishes the same requirement for the municipal sewage collection and treatment system. A FSR has been prepared to evaluate the availability and suitability of services for the Proposal. Overall, it is concluded that Phase 2 as well as the remainder of Cobourg Trail can be adequately serviced subject to confirmation of the overall servicing strategy to the Town's waste treatment Plant 2.

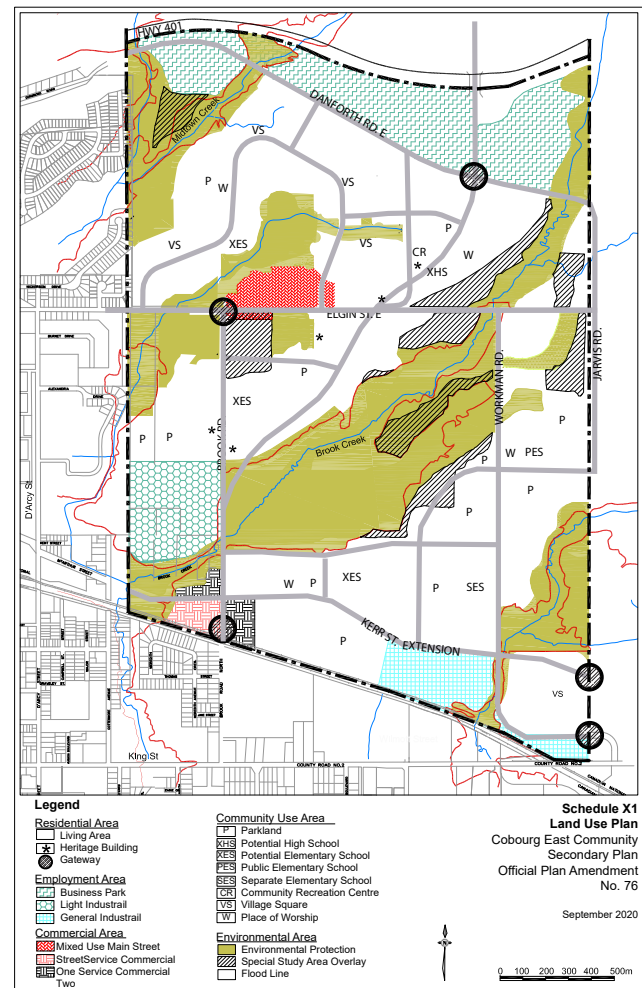
Regarding storm water management, policy 7.4.3 requires storm water management facilities to be

designed in a naturalized manner, and landscaped so that they are integrated with the surrounding area. Policy 7.4.3 also outlines various requirements regarding storm water quality and quantity control. Phase 2 includes one storm water management facilities, all of which are located contiguous to the proposed environmental protection areas. A Functional Servicing Report has been prepared by D.G. Biddle and Associates for the Proposal, which recommends a plan in order to provide appropriate quality and quantity control. Specific landscaping and design considerations, including potential integration into the adjacent environment protection areas, will be established during detailed design and in accordance with Policy 15.7.3, it is our opinion that further amendments are not required to implement the road network.

**On the basis of the foregoing comprehensive review, we conclude that the proposed Draft Plan for Phase 2 conforms to the general development policies and maintains the intent of the Official Plan and represents good planning.**

## 5.5 Cobourg East Community Area Secondary Plan

The Cobourg East Community Area Secondary Plan (the “Secondary Plan”) was adopted by Town Council in 2006 and subsequently approved by the Province. The Secondary Plan provides a detailed planning framework for the Cobourg East area. The Secondary Plan, as identified in Policy 15.1.2, is to “provide the basis for the development of a diverse community area in a manner that has the greatest positive impact on the quality of life in Cobourg”.



**Figure 18**  
Cobourg East Community Secondary Plan, Schedule X1 Land Use Plan

In July 2018, Council approved OPA 76 which amended Schedule X1 to implement the current overall concept plan for the Cobourg Trails, inclusive of the Subject Lands. This most recent amendment secured the current general land use layout to guide the location of future residential development, the delineated boundaries of the natural heritage system as established by the EIS addendum, as well as the general location for non-residential uses, parks and community uses.

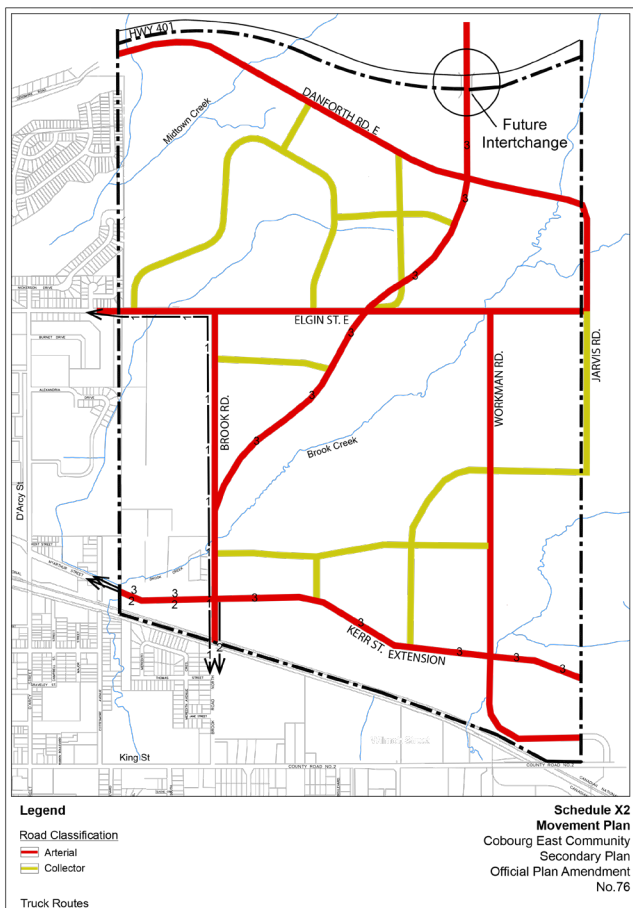
Schedule X1 of the Secondary Plan designates the majority of Phase 2 as “Living Area”, with certain areas being designated “Environmental Protection”. The southwest corner of Phase 2 is designated as “Parkland”, which identifies lands to be provided for community uses in the future. As demonstrated by Section 5.4 of this Report, the current Draft Plan for Phase 2 conforms to the Official Plan, and effectively implements the intended land use vision for this phase.

Lands designated as “Living Area” encourage a range of housing types and a full range of housing opportunities to meet the Town’s projected housing needs. The provision of high quality low and medium density using types in form of single detached and townhouse dwelling units conforms with the Official Plan, and is highly supportive of broader Town objectives to provide a range of housing types within Cobourg East. The Secondary Plan also requires that new residential uses have regard to the detailed urban design guidelines that accompany the Secondary Plan. Detailed urban design guidelines have been developed and approved by Council in July 2018, and continue to provide guidance with respect to house typologies and built form. As each phase is developed, detailed architectural controls will provide more specific guidance to implement the design guidelines and ensure that future house designs are of the highest standard.

Consistent with the policies of the Official Plan, Section 15.4.1.3 also establishes a maximum limit of 65% of the dwelling units in the entire Secondary Plan area as being in the form of low density development. As demonstrated previously on Table 2, the Proposed Development has been designed with a range of unit types and the Cobourg Trails plan is expected to meet or exceed the maximum requirements of the Secondary Plan on an overall basis. More specifically within Phase 2, the Proposed Development will contain three medium/high density blocks centrally located along Street B. This approach is generally reflective of the Council approved plan for the Cobourg Trails. As noted by Section 3.1, minor refinements to the road and lotting layout were made in Phase 2 to respond to the unique challenges related to grading. However, these refinements have resulted in a technically feasible plan that optimizes servicing, grading and transportation matters while still providing for appropriate density mixes. As such, the criteria of Section 15.4.1.8 are met with respect to these uses.

For townhouses, multiple dwellings and low/mid-rise apartments, Council must be satisfied that the criteria outlined in Section 15.4.1.9 are met. Notwithstanding that these uses are already permitted on the Cobourg Trails, it is our opinion that the criteria continue to be met under the proposed Draft Plan of Subdivision for the integration of the proposed street townhouse dwellings and medium/high density blocks with other low density uses.

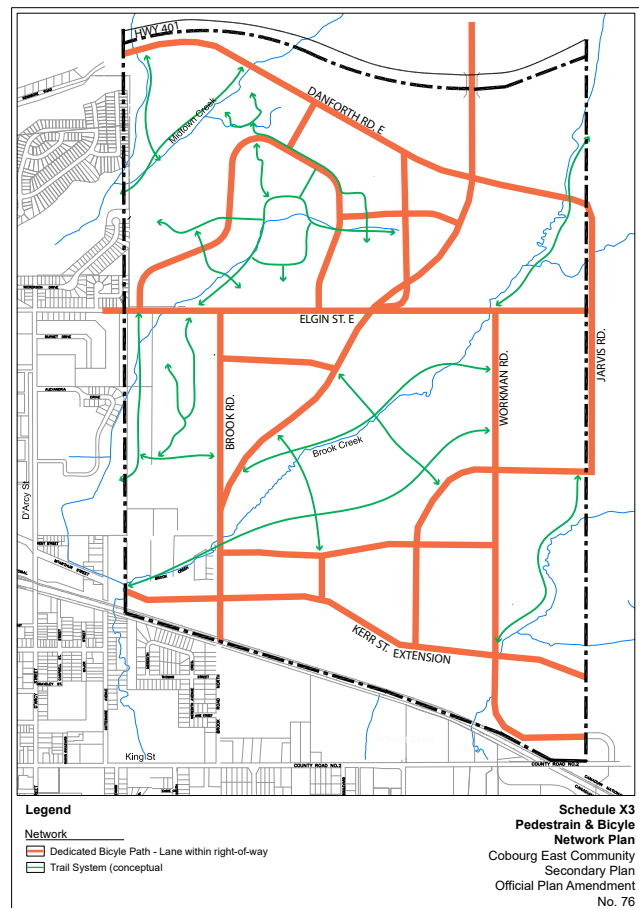
Section 15.4.4 provides policies for Community Use Areas. Community use areas consist of parks, high schools, elementary schools, community recreation centres, village squares and places of worship, and are denoted by symbols on Schedule X1 of the Secondary Plan. A park is also identified for the southern portion of the Subject Lands. The Conceptual Development Plan for Cobourg Trails,



**Figure 19**  
Cobourg East Community Secondary Plan, Schedule X2 Movement Plan

as implemented by the Draft Plan of Subdivision for Phase 2 for the Subject Lands proposes one community park for the southern portion.

Section 15.4.5 provides policies for the Environmental Area designation. Permitted uses in the designation are limited to passive non-motorized recreational uses, forestry and conservation uses, archaeological activities, essential transportation and utility facilities, natural outdoor educational activities and interpretation centres, and essential watershed management and flood/erosion control projects. The area is not intended for development and the protection of these areas are being implemented as Block 5 under the proposed Draft Plan for Phase 2.



**Figure 20**  
Cobourg East Community Secondary Plan, Schedule X3 Pedestrian & Bicycle Network Plan

Section 15.7 provides policies for transportation. Specifically, the Secondary Plan requires consideration of the provision of safe and convenient cycling and walking routes in development applications, investigating the provision of bicycle lanes wherever possible for roads, ensuring that lands for bicycle pedestrian paths are included with the land requirements for roads, and requiring that dedicated bike lanes be established on all arterial and collector roads as shown on Schedule X2. Additionally, the preferred locations for an integrated pedestrian and cycling route system are shown on Schedule X3. A detailed description of the Trails Master Plan is undertaken under Section 6.5 of this Report.



Section 15.7.3 describes the Cobourg East Community Road network as including arterial, collector and local roads, with Schedule X2 identifying the approximate locations of arterial and collector roads. Sub-policy b) explains that the exact alignment of future Arterial and Collector Roads shall be determined during the consideration of development applications, with an Official Plan Amendment not required to modify the location of future roads, provided their location and function generally conform with the intent of the Secondary Plan. Refinements have been made to the road network for Phase 2 based on a detailed assessment of grading, transportation and lot typologies.

**On the basis of the foregoing comprehensive review, we conclude that the Proposal conforms to the general development policies and maintains the intent of the Secondary Plan and represents good planning.**

## 5.6 Town of Cobourg Zoning By-law

The Comprehensive Zoning By-law 85-2003 (By-law 85-2003) is the current in-force By-law that regulates all land uses in the Town. The zoning of the Subject Lands is site specific and was established through an implementing Zoning By-law Amendment (By-law 083-2010), which established the original set of performance standards and zone provisions that apply to Cobourg East.

The Town of Cobourg is currently undertaking a review of Zoning By-law 85-2003 to implement changes to the Official Plan since the By-law was passed in 2003. It will also implement changes in the County and local planning policy and regulations that have occurred during the same timeframe. The Town of Cobourg began the Zoning By-law review in 2011 and it is ongoing. However, the new Zoning By-law is still in a draft format and has not received any formal approval. Therefore, By-law 85-2003, as amended, remain the in-force zoning for the Subject Lands.

An Amendment to By-law 85-2003 was submitted in 2016 to update the zone standards for By-law 083-2010 and approved by Council in 2018 with the most recent subdivision approval. The purpose of the amendment was to update certain performance standards for higher-density uses within the CERMU zone and to rezone the lands to correspond with the 2018 approvals. At the same time, the majority of the Cobourg Trails was rezoned to CER1(H). Despite this relatively recent amendment, the zone standards for the CER1(H) were never updated at the time.

The Phase 2 is zoned CER1(H) and CER3-1(H), OS and EC as shown on Figure 21.

The CER 1(H) and CER3-1(H) zones collectively

permits a wide range of low and medium-density house forms including single, semi-detached and townhouse dwelling units. Furthermore, the CER1(H) zone contains performance standards that are specific to residential uses within the Subject Lands. The western most portions of Subject Lands are designated OS, which permit a range of community and open space uses.

The Phase 2 Draft Plan proposes to maintain the zone boundaries for the lands zoned OS and EC. However, according to Schedule A of By-law 05-2003 an amendment is required to realign the boundaries the CER1(H) and CER3-1(H) zones to accommodate the current layout of the current lotting and built form approach. The proposed amendment to the zone categories are indicated on Figure 22.

Since Tribute Communities' involvement as a partner of the project, further marketing assessments and evaluation through Tributes' extensive experience in home and community development throughout Ontario, has led to a revised lotting and unit mix plan. This revised lotting plan is the product of considerable coordination efforts by the project team and was informed by a wide range of factors, including grading, urban design and product type. The revised proposal continues to integrate well into its surroundings and will contribute to the vibrancy of the immediate neighbourhood and East Cobourg Secondary Plan.

Modifications to the current By-law 85-2003, as amended, may be required to provide for standards that implement the proposed building design, block layout and site configuration. These refinements to the By-law 85-2003 will implement the desired range of low and medium density unit types within

the CER1(H) zone and will provide additional choice for homeowners, a more varied streetscape.

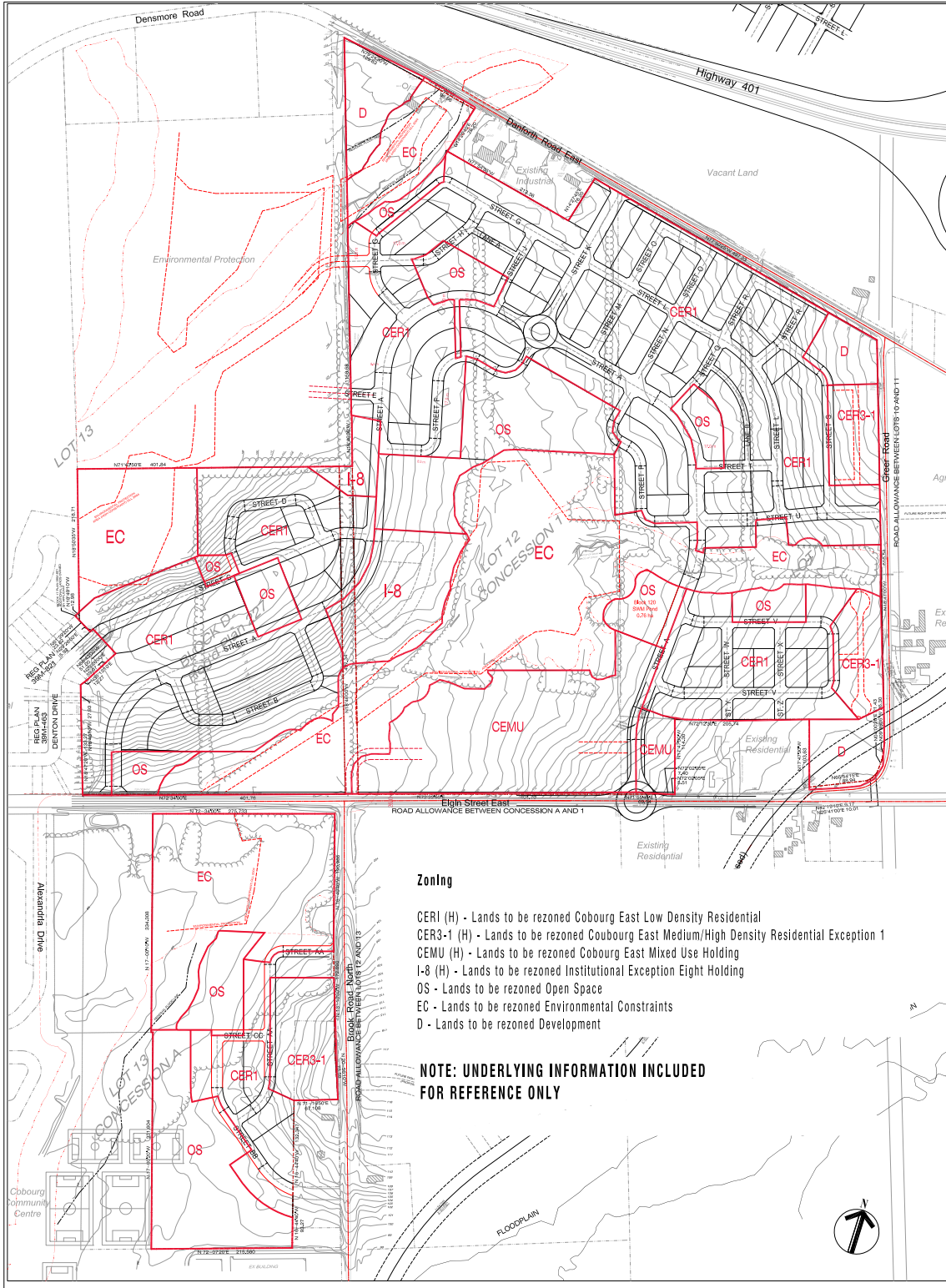
In terms of performance standards, the proposed deviations from the site specific By-law will be similar to that which was approved in the minor variance decision (MV no. A-05/21) in 2021 as it relates to Phase 1. For reference, the minor variances for Phase 1 comprise the following:

- Max front yard setback of 7.5 m measured to either the Main Wall or Garage.
- Max exterior side yard setback of 7.5 m for Corner Side Yards.
- Min soft landscaping of 30% of the front yard for interior townhouses.
- Min 7.0 m driveway setback from an intersection.
- Min setback of 3.0 m between exterior walls of two groups of townhouses regardless of the number of storeys.
- Min setback of 0.0 m along the full extent of any interior lot line between two townhouses.

The proposed amendments noted above do not significantly alter the existing site-specific approvals, but rather seek to rectify minor, and technical matters to implement the objectives of the Official Plan and Secondary Plan. To that end, the development of the lands will continue to satisfy the Design Guidelines and policies that are specific to Cobourg East.

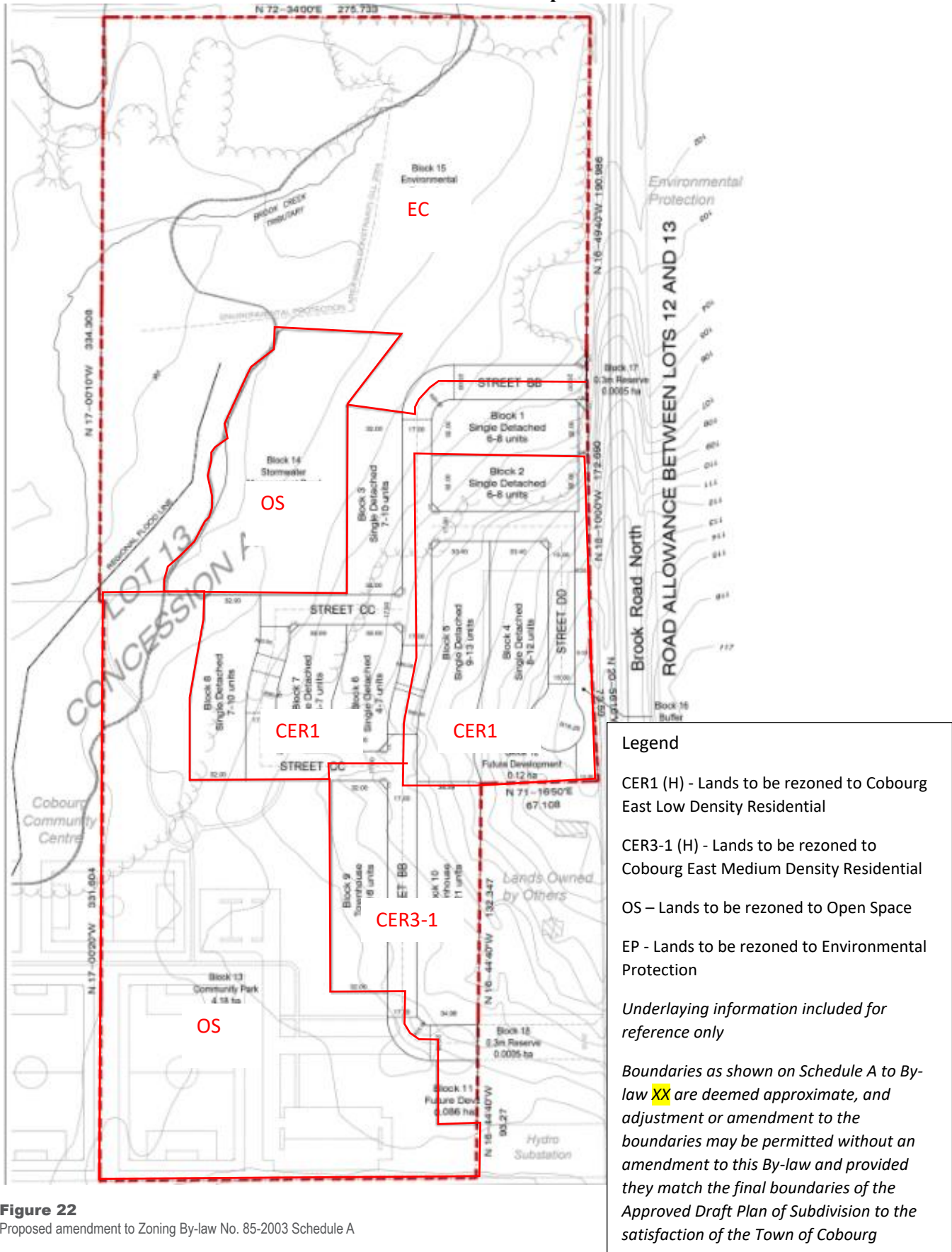
**Based on the foregoing analysis, the Draft Plan for Phase 2, subject to the minor refinements made to implement the current vision for Cobourg Trails, meets the general intent of the Zoning By-law.**

Schedule 'A' to By-law XX-2016  
 An Amendment to Zoning By-law 85-2003, as Amended  
 Rondeau (Cobourg) Ltd.



**Figure 21**  
 Existing Zoning By-law No. 85-2003 Schedule A

**Schedule A to By-law, XX  
 An Amendment to Zoning By-law 85-2003, as Amended  
 Tribute Rondeau Limited Partnership**



**Figure 22**  
 Proposed amendment to Zoning By-law No. 85-2003 Schedule A

## 6.0 Urban, Landscape and Sustainable Design

This Urban, Landscape and Sustainable Design analysis has been prepared to evaluate the Proposed Development from an urban design perspective. The Proposed Development of the Subject Lands is compatible with the character of the surrounding area, including built form elements that reference the surrounding areas and context. In the future, architectural control will help implement the urban design guidelines and policies set forth by the Town's urban design framework, and the site-specific directions highlighted by this section of the Report.

In addition to its consistency with existing planning principles conveyed by the previously noted policy framework, the Proposed Development effectively accommodates the surrounding area's environmental integrity, while satisfying market demand that is compatible with adjacent existing residential uses, and the logical extension of roadway and servicing needs. The goal of the Proposed Development is to create a distinct sense of place and identity through responsible community design, architectural form, and land use arrangements.

More specifically, the Phase 2 Plan will reinforce the design principles outlined in the Secondary

Plan policies, as well as the implementing Design Guidelines. Each of the applicable policies and guidelines are summarized below. A more specific evaluation of the Phase 2 Draft Plan against the applicable policies and Guidelines follows in Section 6.3.

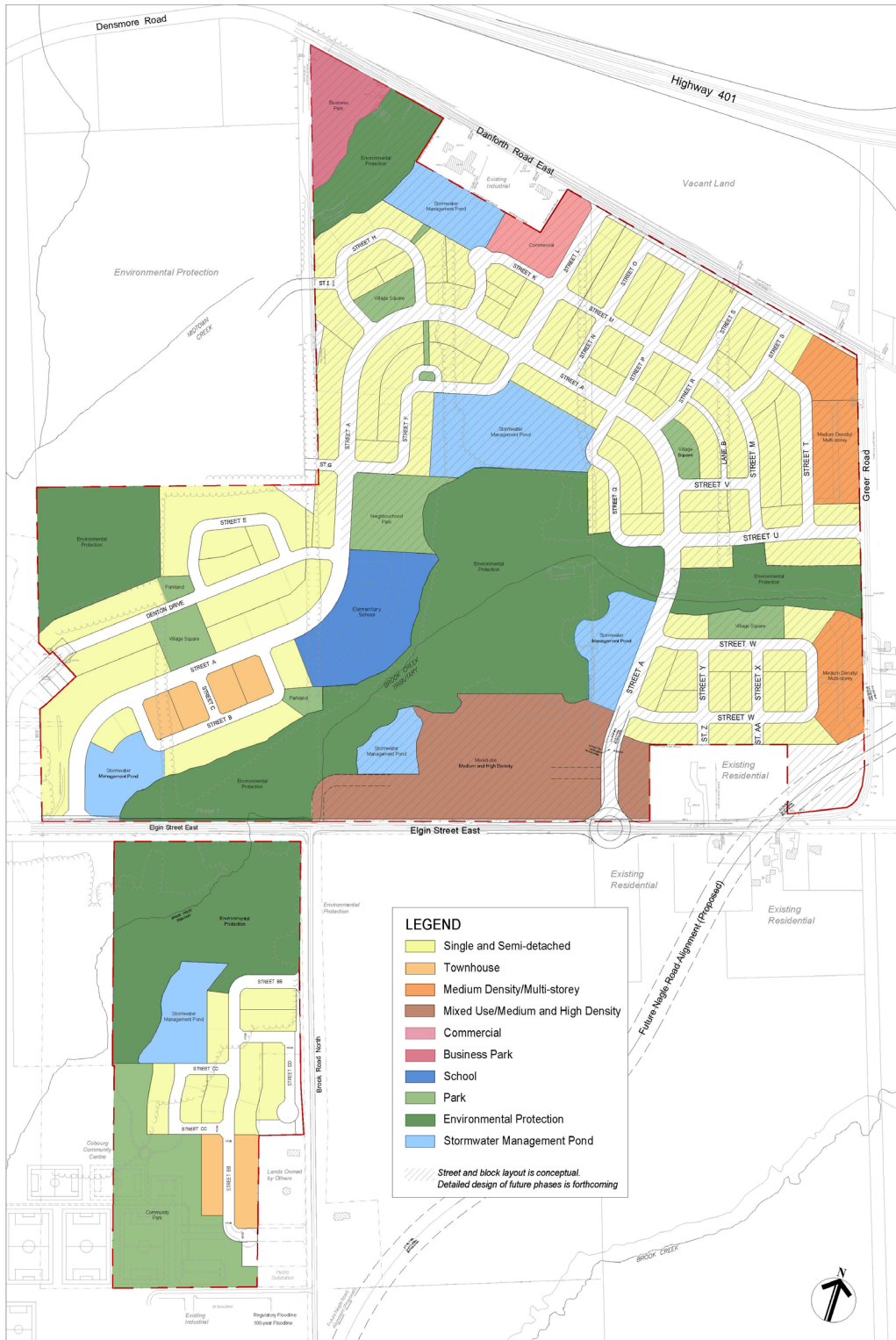
### 6.1 Town of Cobourg Official Plan and Cobourg East Secondary Plan

Section 5.0 of the Official Plan contains town-wide policies that relate specifically to urban design. Section 5.2 outlines the general design policies, which apply specifically the following broad categories,- streetscapes, streetscape design, landscape design, and safe community design. As it relates to the above noted categories, the Proposed Development of Phase 2 responds as follows:

- **Streetscapes:** The proposed street network will feature a vibrant streetscape in accordance with the approved cross sections that were intended to apply to all lands within Cobourg Trails.



**Figure 23**  
Cobourg Trails Phase 1 Elevations



**Figure 24**  
Cobourg Trails Community Plan

- **Streetscape Design:** The Proposed Development of Phase 2 will continue the high quality development of the Cobourg Trails plan and will be guided by the site specific design guidelines (described in subsection 6.3 of this Report), and future architectural controls.
- **Landscape Design:** The proposed landscape plan by HKLA will provide high quality public spaces and community areas to support recreational opportunities within Phase 2 and more broadly.
- **Safe Community and Design:** The road system provides access and together with the internal park space provides pedestrian access, which will ensure appropriate sightlines are provided throughout the development.

The Cobourg East Secondary Plan (Section 15.5) outlines specific policies related to urban design. The policies of Section 15.5 relate to the public realm, safety, public art, views and vistas, and gateways. As it related to Subject Lands, the design policies of the Official Plan are more specifically implemented by the urban design policies of the Cobourg East Secondary Plan. As noted, by policy 15.5.2 of the Secondary Plan, the policies are intended to provide the basis for the consideration of any application submitted in accordance with the Planning Act.

Section 15.5.9 of the Secondary Plan outlines that “Council may require the preparation of area-specific Urban Design Guidelines as part of the consideration of major development proposals or the preparation of area-specific studies.” An addendum to the Urban Design Guidelines was prepared by The Planning Partnership (dated April 2018), which were approved by the Town and provides guidance that is specific to the Cobourg Trails Plan.

## 6.2 The Villages of Central Park Urban Design Guidelines Addendum

The “Villages of Central Park Urban Design Guideline Addendum (Design Guidelines)” dated April 2018 was approved by the Town. The Design Guidelines provide specific direction in relation to community design, open space systems, streetscape and built form for the Subject Lands.

The Design Guidelines are not intended to duplicate other policies identified in the Town wide guidelines, but rather to complement the objectives of the overall guidelines and to provide further guidance in preparing for the implementation of the Zoning By-law.

The Design Guidelines provide the basis structural components of the overall design plan. In this regard, the Design Guidelines are organized by Community Design Guidelines, Open System Plan and Guidelines and Streetscape and Built Form Guidelines. The Design Guidelines continue to inform the design of Phase 2. A detailed evaluation of the Design Guidelines takes place in Section 6.3 of this Report.

As the design progresses and lotting and unit layouts are confirmed through Draft Plan approval, the Design Guidelines will continue to apply and provide guidance to built form for Phase 2.

## 6.3 Evaluation of Urban Design and Landscape Guidelines and Policies

### Street Block Pattern Design

Response to:

*Cobourg Official Plan: Section 5.2.1.1 (Street System)*

*Cobourg East Urban Design Guidelines: Section 3.2 (Street and Block Pattern)*

- Street lengths do not exceed 200 – 250 m for straight blocks within the Phase 2, and have been specifically designed to encourage pedestrian circulation, particularly between the Community Area and Stormwater Management blocks within the phase.
- The road network responds to the changes in grade within Phase 2.
- The road layout remains premised on a local 17-20 metre local road to service the lands (Street BB). Walkways will be provided on both sides of Street BB as the primary local road that services the Subject Lands. Walkways will be provided on one side for all other local roads in Phase 2. This approach is consistent with the approved cross sections for the Cobourg Trails plan (Figure 27/28)
- A cul-de-sac is proposed as an interim condition towards the southernmost extent of the Subject Lands. Street BB has been designed to allow for potential extension into the “Lands Owned by Others” should these lands be developed either together with Phase 2 or independent of Phase 2. .



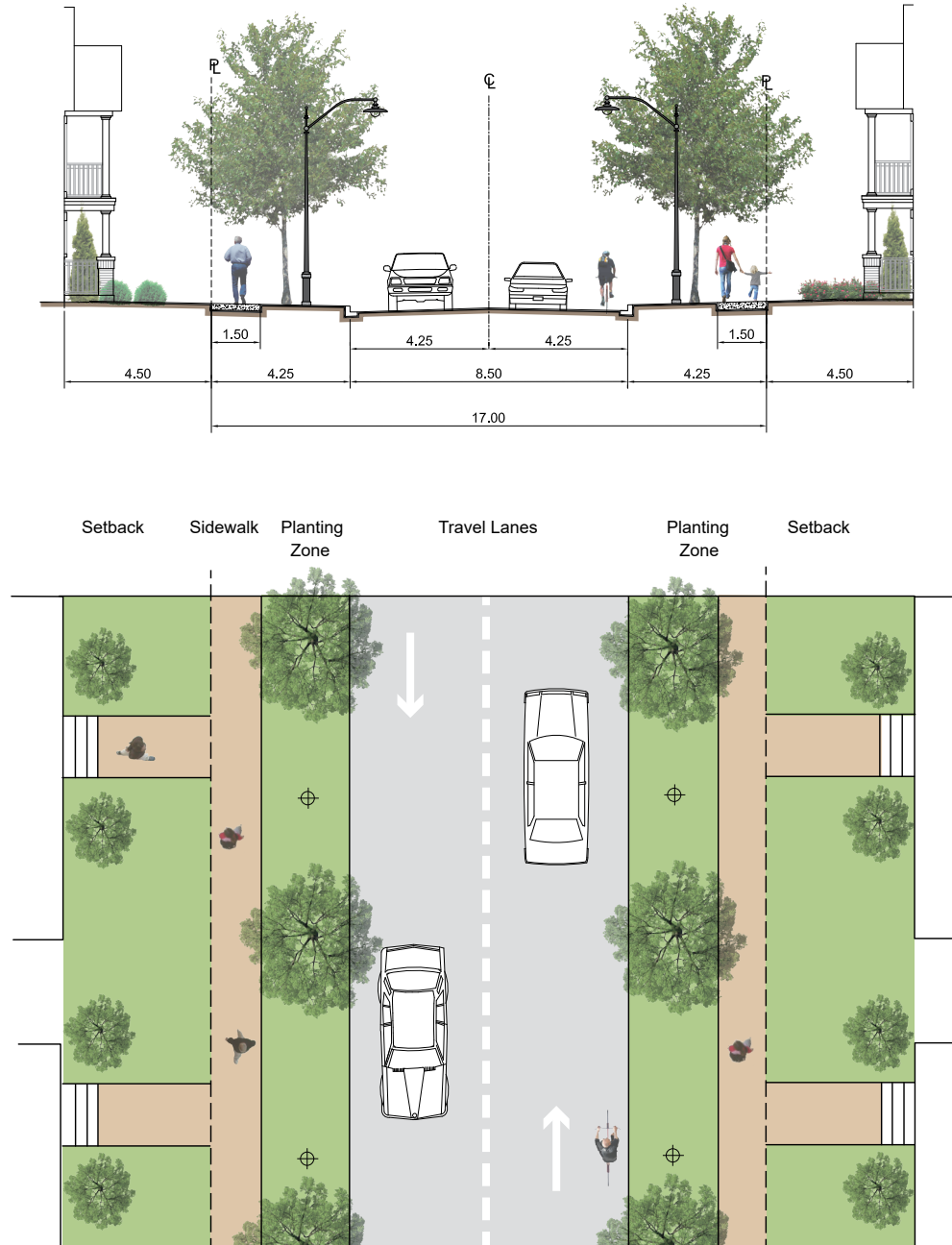
**Figure 25**  
Example of Landscaped Trail Pathway



**Figure 26**  
Example of Residential Mix with Natural Landscaping

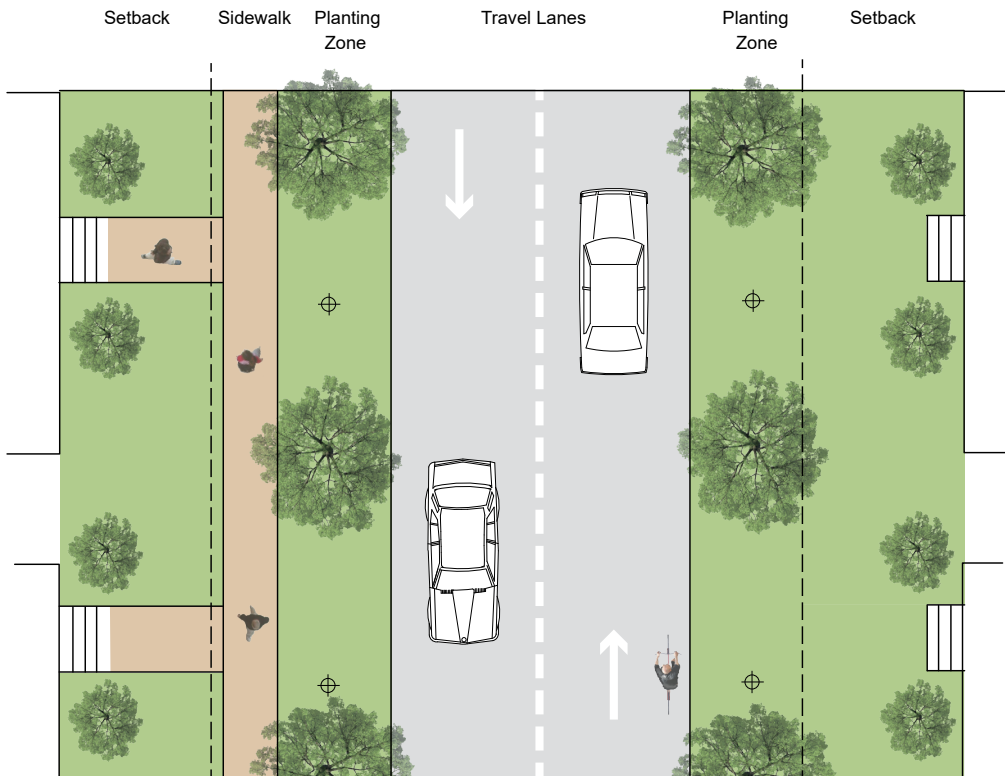
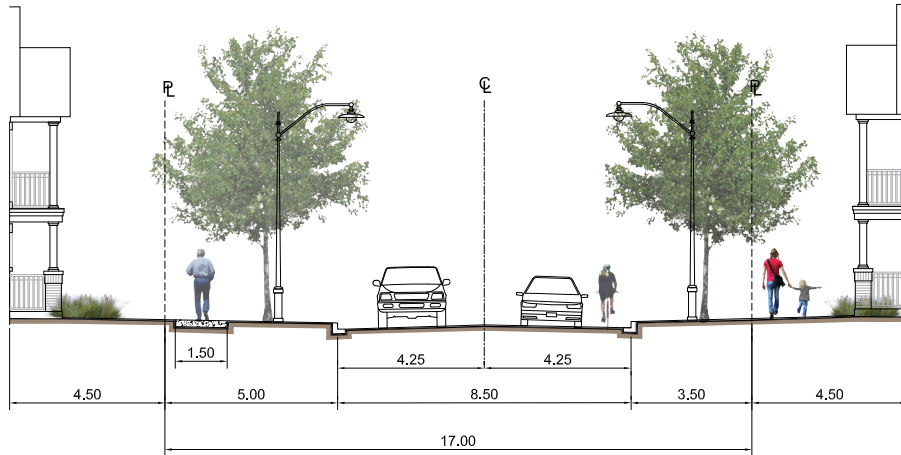


## Residential Local - 17.0m ROW



**Figure 27**  
 Cross Section of Roadway with Sidewalk on Both Sides

# Residential Local - 17.0m ROW



**Figure 28**  
Cross Section of Roadway with Sideway on One Side

## Residential Neighbourhoods

Response to:

*Cobourg Official Plan: Section 5.2.8 (External Building Design)*

*Cobourg Urban Design Guidelines: Section 3.5 (Residential Neighbourhoods)*

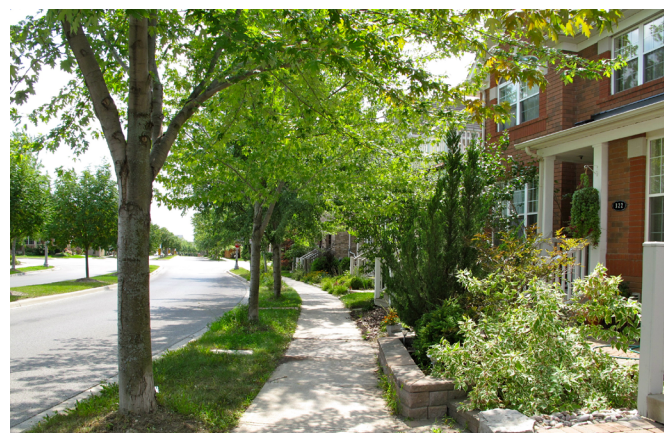
- The Proposed Development for Phase 2 provides for neighbourhood focus and supports a 5-minute walking distance to all residences within the phase;
- All residential units in the Proposed Development will be within a 2-minute walking distance from EPA lands or the community park via the integrated trail linkages or sidewalks.
- The Proposed Development will encourage that buildings be of a distinctive design that will avoid being repetitive. The detailed building design for each block and dwelling unit will be confirmed through the Architectural Controls, which will be submitted as part of a condition of approval for the Draft Plan;
- Each block will be built at an appropriate scale for its intended use and implements the minimum standard as regulated by the Zoning By-law, as amended, for Cobourg Trails;
- The proposed lots will have an area consistent with existing Draft Plan approved lots in the Secondary Plan area; and,
- The setbacks for the proposed buildings will be consistent with the adjacent buildings, helping to maintain visual continuity along the streetscape.



**Figure 29**  
Example of Residential Multi-use Pathway



**Figure 30**  
Example of Residential Neighbourhood Area



**Figure 31**  
Example of Residential Neighbourhood Area

## Pedestrian and Vehicular Flow

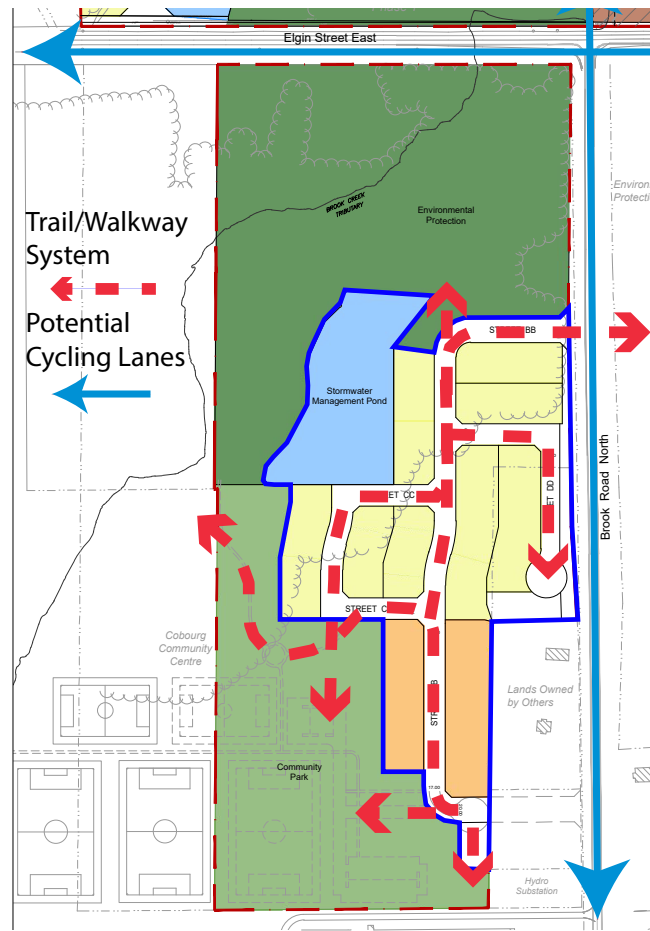
Response to:

*Cobourg Official Plan: Section 5.2.5 (Safe Community Design), Section 5.2.6 (Accessibility and Visitability), Section 5.2.7 (Active Transportation)*

*Cobourg Secondary Plan: Section 15.5.3 (Public Realm), Section 15.4.3 (Safety)*

*Cobourg East Urban Design Guidelines: Section 3.2 (Street and Block Pattern)*

- The Proposed Development will provide independent walkway and vehicular systems that are well integrated within the Subject Lands and connect to the surrounding area.
- A pedestrian pathway system connects all buildings and open spaces within the Subject Lands.
- A trail system which runs along the edges of the Subject Lands is also connected to the interior pedestrian pathway system.
- The provision of a consistent level of design, incorporating such elements as appropriate paving, planting, fencing, lighting and signage will further enhance pedestrian environments.
- A coherent internal road network provides for easy and efficient vehicular traffic with a 17-metre local road system and a 20 metre width at the Street BB intersection with Brook to allow for enhanced vehicular movement in and out of Phase 2.
- A primary access will be provided from Brook Road, which has been demonstrated to be appropriate location by the TIS addendum (summarized in Section 7 of this Report). A secondary access will be established through the Community Area lands for emergency access.



**Figure 32**  
Conceptual Pedestrian/Cycling System

## Open Space and Natural Heritage

Response to:

*Cobourg Official Plan: Section 5.2.4 (Landscape Design)*

*Cobourg East Secondary Plan: Section 15.5.6 (Views and Vistas)*

*Cobourg East Urban Design Guidelines Addendum: Section 4.2.1 (Open Space System), 4.2.2 (Recreation Program), Section 4.2.3 (Natural Features), Section 4.2.7 (Stormwater Management Facilities)*

- The use of landscaping to generate pedestrian friendly spaces will help produce a pedestrian oriented environment, and will provide shade, and break up areas that are paved while providing transitions to adjacent uses and roads.
  - Street trees shall be provided and placed in locations to create an urban canopy for pedestrians.
  - The Proposed Development provides a significant open space system that is approximately almost 12 hectares in size, consisting of a new Community Park (Block 13), Stormwater Management Pond (Block 14), and Environmental Protection areas (Block 15), each connected with walkway linkages that are centrally located and within walking distance all residential uses in Phase 2.
  - Street BB provides for a natural view, and pedestrian corridor that connects the Community Park (Block 13) with the Stormwater Management Pond (Block 14) and natural heritage features to the north.
- As the detailed design progresses, further opportunities for trail connectivity may be explored to reinforce potential connections to Phase 1 of the Cobourg Trails development.
  - It is the intent that the stormwater management pond will form part of this system, and will be designed with an arrangement of formal planting, seating and paths that do not interfere with its overall function.

## 6.4 Sustainable Design

The Sustainability Vision Report was prepared in April 2018 by The Planning Partnership to help guide the sustainable development of Cobourg Trails. It will also address how the development intends to satisfy the need for local sustainability and how each Phase will contribute to the overall sustainability of the Town of Cobourg. The initiatives outlined within the report are components of a healthy, complete, and sustainable community that will work together to achieve the vision for this development. The vision for the lands is that of an environmentally sustainable, healthy, and complete community with distinctive, liveable neighbourhoods, integrated and connected green spaces, an efficient mobility system, and employment opportunities. The key components for the community plan have been provided under the five layers of sustainable community design. An evaluation of Phase 2 as it relates to the five layers of sustainable design is as follows:

- **Community Form:** Phase 2 will contain a range of unit types and sizes in form of single detached and townhouse dwellings. Overall, Phase 2 will support compact urban forms that will support broader objectives related to transit, mixed use development (within Phase 7) and a more walkable built form that will support an emerging complete community.

- **Mobility:** As noted the overall plan for Cobourg Trails is premised on the notion of walkability and promoting alternatives to the automotive. This is reinforced by a well-connected pedestrian walkway and trail system and that connects open spaces, and links Phase 2 to other amenities external to the plan area.
- **Natural Environment and Open Space:** An important component of Phase 2 is the continued protection of the natural heritage system associated with, and adjacent to Brook Creek to the north. The protection of these areas will be ensured through the implementation of the Draft Plan for Phase 2.
- **Green infrastructure and Building:** Phase 2 is designed to accommodate opportunities for low impact development through stormwater management quality and quality control. Moreover, Phase 2 provides for additional soft landscaping to support potential infiltration, and to reduce the amount of hard surfaced paving.
- **Culture + Community Health and Well-Being:** As noted the overall plan for Cobourg East is premised on the notion of walkability and promoting alternatives to the automotive. This is reinforced by a well-connected pedestrian walkway and trail system. Further opportunities for recreation will be contained within with the Community Areas (Block 13).



**Figure 33**  
Example of Wooded Train Pathway

Final details associated with implementing sustainable design, particularly low impact design elements will be confirmed during the clearance of the Draft Plan Approval process. However, it is our opinion that the Phase 2 plan remains consistent with the broad design standards set forth in the Town's Official Plan and the guiding Sustainability Report that was prepared to guide all development within the Cobourg Trails lands.

## 6.5 Trails Master Plan

The Planning Partnership developed the site plan for the community surrounding the Woodland in April 2018. This Report has been updated to reflect the latest plans for Phase 1 and Phase 2. The Trails Master Plan has been used to inform the a broad strategy for the implementation of a comprehensive pedestrian network comprising sidewalks, and multi-use trails throughout the plan area.

The overall strategy related to trails remains consistent with the overall vision of the April 2018 plan. However, slight refinements to the road network, particularly within the proposed Phase 2 plan related to the orientation of Street BB have necessitated refinements to the Trails Master Plan. Notwithstanding the minor refinements to the road layout of Phase 2, the underlying principles of the Trails Master Plan continue to be met within this phase. As demonstrated in Figure 31, connectivity

between the Community Park (Block 15) and the natural heritage network to the north are proposed to be maintained as part of Phase 2.

**Based on the forgoing, the Proposed Development of Phase 2 remains generally consistent and will effectively implement the Trails Master Plan as originally proposed in April 2018.**

**Overall, it is our opinion that the Phase 2 plan will effectively implement the broader principles of the Official Plan and Cobourg East Secondary Plan, as well as the Town-wide and site-specific Urban Design Guidelines from an Urban and Landscape Design, and Sustainability Perspective. Furthermore, the proposed Phase 2 plan, and the associated public realm, is designed and developed in a cohesive and thoughtful manner, to establish a consistent community identify for the Cobourg East area.**



# 7.0 Technical Studies and Additional Reports

## Arborist Report and Tree Preservation and Protection Plan

An Arborist Report and Tree Inventory, Preservation Plan and Landscape Plans were prepared by HKLA. This Report and supporting plans applies to the entirety of Cobourg Trail. It was prepared in liaison with Rory Quigley, the Town of Cobourg Parks Department Arborist. The existing trees to be removed are mostly foreign or invasive *Rhamnus cathartica* (Common Buckthorn) as well as some *Pinus sylvestris* (Scots Pine) and *Fraxinus* spp. (Ash) trees that are infested with Emerald Ash Borer. Tree removals permits were issued by the Town of Cobourg on February 16, 2021 in 3 stages.

## Environmental Noise Assessment

YCA Engineering Limited (YCA) has prepared an Environmental Noise Assessment in support of the Phase 2 Draft Plan submission. The study focuses on the noise that is anticipated to be generated by transportation noise sources: Brook Road North to the east, the future realigned Nagle Road to the southeast, and the stationary noise sources to the south: existing Hydro Substation and existing industries.

The recommendations of the Environmental Noise Assessment are as follows:

- 1. Mandatory air conditioning is required for the Future Blocks 11, 12 (East Unit).*
- 2. Provision for air conditioning is required for Blocks 1, 2 (All Units within 50m of Brook Road), Block 4 (All Units) and Future Blocks 11, 12 (Units between 30m and 60m of Brook Road).*
- 3. For Blocks 1, 2 (East Unit) and the Future Blocks 11, 12 (East Unit), flanking onto Brook Road, a 2.1m high acoustic barrier is required along the side properties. The 2.1m high acoustic fence should return to the side wall of the houses and the rear property line of Block 12 (East Unit) to achieve a sound level of 58 dBA or less as shown on Figure 3.*
- 4. A 2.5m high acoustic barrier (fence) is required at the south property of Block 11.*
- 5. For Block 11 (All Units), the building should setback a minimum of 9m from the rear property line in order for the sound level from the Hydro Substation to meet the daytime sound level of 50 dBA and the night-time sound level of 45 dBA.*
- 6. Standard window and exterior wall components are acceptable to meet the indoor sound levels.*



7. *All applicable warning clauses shall be listed in the Town of Cobourg's Subdivision Agreement and also be inserted in the Agreements of Purchase and Sale or Lease and registered on title.*
8. *Prior to construction of the dwelling units, it is recommended that the architectural plans to be reviewed to ensure all building components meet the acoustical requirements.*
9. *Prior to the issuance of occupancy permit for any unit for which noise barriers, ventilation and building components has been specified in the Noise Study, it is recommend that a qualified engineer should submit a letter to the Town indicating that the recommended measures or acceptable alternatives have been incorporated in the building which satisfy the M.E.C.P. criteria.*

### **Environmental Impact Study (EIS) Addendum**

An Environmental Impact Study Addendum was prepared by GHD Limited (GHD) for Phase 2 Cobourg Trails Development. The Addendum provides a review of the NEA, 2017 EIS report impact and mitigation sections was completed determine if all recommends, setbacks/constraints, and mitigation measures were carried forward into Phase 2 Draft Plan.

The report outlines a specific section regarding the Phase 2 servicing strategy from Brook Road. In this regard, GHD held discussions with Tribute (Cobourg) Limited and Ganaraska Region Conservation Authority (GRCA) regarding the environmental features and constraints along the north side of Phase 2 (on the west side of Brook Road South of Elgin Street) for a road improvement that regrades the slopes and for a trunk sewer within the treed areas of the site. The Addendum continues this to be a minor intrusion into a regenerating cultural thicket that will not have a significant impact on the woodland and no impacts on the wetland.

The angled trunk sewer alignment will require removal of a cultural thicket with European buckthorn and hawthorns, as well as path through an eastern white cedar community. It is proposed, that the construction envelope would be limited to the extent possible to limit tree removal. GHD confirms that provided the path through the trees is as narrow as possible, impacts will be limited. GHD has recommended additional plantings of native trees in the small opening or even removing a few invasive buckthorn shrubs to the north and replanting with native tree species. A compensation ratio of 1:1 is recommended for tree removal within a buffer.

Based on the EIS, the report concludes that all constraints have been maintained and no encroachment on the protected habitats has occurred. This has been achieved through the careful design, protective constraints and preservation of the central woodland, Midtown Creek, Brook Creek, and wetland habitat. The proposed phase plans will maintain the key natural heritage features and their functions.

### **External Servicing Functional Servicing Report**

CIMA+ Canada Inc. (CIMA) prepared an External Servicing Functional Servicing Report (External FSR) in support of the Phase 2 Draft Plan submission. The report summarizes CIMA+'s design of the external water and wastewater servicing required for Phase 2, and future development for the Cobourg Trails site. The purpose of the External FSR is to consolidate background, design calculations and design details to support the following objectives:

1. Advance initial conceptual designs prepared by Biddle in 2020 to develop a functional design for the provision of trunk sanitary sewer external to Tribute's Cobourg Trails lands that will service those lands by providing a connection Water Pollution Control Plant #2 (WPCP #1).
2. Identify for the Town of Cobourg the extent to which such an external trunk sewer traversing most of the Cobourg East Community at considerable depth (i.e., 7 to 10 m) can potentially service other developable lands in the secondary plan area conveying flows to WPCP #2 consistent with the concept originally put forward by KMK Consultants Limited (KMK) in 2004.
3. Advance the design of several trunk and sub-trunk watermain projects identified in the 2021 Cobourg Waster Master Plan from a concept level of detail to a functional design level of detail and confirm that the watermain network as proposed is adequate.

The External FSR provides a detailed assessment of interim and long term options as well as routing that will service the entirety of Cobourg Trails. This trunk sewer is proposed to extend north on Brook Road North to the south limit of Phase 2.

From this location, the sewer will traverse the west side of the development, around the drumlin on Brook Road North, to ensure the sewer depths are not excessive for long term maintenance of the system. It will then connect back into Brook Road North before continuing north to Elgin Street, and ultimately, west on Elgin Street to connect Phase 1 and subsequent phases of the development.

### **Internal Functional Servicing and Stormwater Management Report**

DG. Biddle and Associates prepared a Functional Servicing and Stormwater Management Report in support of the Phase 2 Draft Plan submission. This report reviews the existing and proposed sanitary sewers, water distribution, storm drainage and the road network in conceptual form. The report is also intended to confirm that the proposed method of servicing meets the current criteria of each approval agency. While the report includes preliminary details for the entire holdings, it is intended to focus on Phase 2 of the development located south of Elgin Street.

The conclusions of the Functional Servicing and Stormwater Management Report are as follows:

- The existing 250mm sanitary sewer on Elgin Street will be extended easterly to the intersection of Street A to temporarily service Phase 1 of the development. Subsequent phases of the plan will be serviced when the sanitary trunk sewer from WPCP#2 is extended north on Brook Road North to service Phase 2 of the development (Bell Property). Cima+ has prepared a Functional Servicing report for the sanitary trunk sewer. A diversion manhole is proposed at the intersection of Street A and Elgin Street to divert flows from subsequent phases, as well as Phase 1, to Brook Road North once the extension is complete.
- The existing 400mm watermain on Elgin Street should be extended easterly to Brook Road then southerly to provide service to the Phase 2 lands.
- Conceptual storm water ponds have been proposed for the tributary drainage areas. Post-development controls will be provided for the

Proposed Development within the stormwater management ponds.

- Minor system flows will be conveyed in a conventional storm sewer system. The conceptual storm sewer system has been shown on the Storm Sewer Drainage Scheme. All storm sewers will outlet to the storm water ponds and then be discharged to Brook Creek and Midtown Creek.
- Overland flows will be directed to drain to the storm water ponds. It will be necessary to control the 100-year post-development peak flows to pre-development levels.
- Through the implementation of temporary sediment control measures as set out in Section 4.2 - Water Quality During Construction, the sediment laden storm water leaving the site will be significantly reduced.
- The road network consists of 17.0m, 24.5m, 26.0m and 36.0m road allowance widths. The road network is consistent with the East Cobourg Secondary Plan. The Draft Plan for Phase 2 has been prepared to ensure adequate spatial separation to accommodate grading between Street 'DD' and Brook Road North.

## **Geotechnical Investigation**

V. A. Wood Associates Limited prepared a Preliminary Geotechnical Investigation in support of the Phase 2 Draft Plan submission. The purpose of the report was understand any subsurface conditions and provide recommendations for the site services, storm water ponds and the paved areas, and the preliminary design of the Proposed Development foundations. The Geotechnical Investigation studied the entirety of the Cobourg Trails site. The methodologies included field work where 122 boreholes were used to study their soil samples. The findings of the Geotechnical Investigation have been incorporated in the functional servicing and civil engineering of each phase of development for Cobourg Trails.

## Hydrogeological Impact Assessment

PGL Environmental Consultants (PGL) prepared a Hydrogeological Impact Assessment (HIA) to support the Phase 2 Draft Plan submission. The HIA was completed to assess the groundwater conditions, construction dewatering requirements, dewatering discharge options and potential effects that may result from the proposed dewatering work and discharge.

The findings of the HIA are as follows:

- *The subsurface at the Site and Phase 2 Area largely consists of silty sand till to silty clay till to the maximum depth investigated (roughly 16m bgs);*
  - *The water table closely mirrors the ground surface across the Phase 2 Area and is typically encountered at depths on the order of 0.1 to 2.4 bgs;*
  - *Regarding activities are not expected to require substantive dewatering in the Phase 2 Area;*
  - *The excavation dewatering rate is estimated to be on the order 340,000 L/day in the Phase 2 Area, with the majority of this rate (240,000 L/day) associated with managing direct precipitation into the excavation;*
  - *A zone of influence extending 120m from the edge of the excavation was estimated to result from excavation dewatering activities using a water balance method;*
  - *No adverse effects to potentially sensitive receptors (e.g., existing water users, local aquifers, surface water features, etc.) are anticipated as a result of the excavation dewatering;*
- *Discharge water will likely require treatment if released on-Site or to the storm sewer system;*
  - *A detailed discharge water management plan in accordance with Toronto Region Conservation Authority (2013) guidelines is recommended to help ensure that discharge water is released in a manner that does not adversely affect the natural environment and helps to offset any changes to normal baseflow rates for potentially affected surface water features at the Site; and*
  - *This is a preliminary report and it is expected that it will be updated upon the receipt of comments from relevant regulatory agencies and the completion of further monitoring.*

## Traffic Impact Study (TIS) Addendum

Burnside & Associates (“Burnside”) prepared a Traffic Impact Study (“TIS”) to support the Phase 2 Draft Plan submission. The TIS evaluates the following:

- *Obtained current traffic counts on Brook Road: The existing counts shows a higher volume than what was assumed in the 2017 TIS. However, due to the change in draft plan (a smaller size development), and excess capacity in the future horizon years this will offset the increase according to the TIS.*
- *Trip generation: The current draft plan is projected to generate 31 less trips and 30 less trips in the weekday AM and PM peak hours, respectively, in comparison to the 2017 TIS assumptions.*
- *Updated Projections to 2027: The operations under 2027 total traffic conditions at the Street BB / Brook Road intersection were assessed based on the first three phases of development, and a 1.44% annual growth rate. The intersection will operate with excess capacity and will experience delay resulting in level of service B or better. The need for a northbound left turn lane was also assessed. The Report concludes that left turn lanes are not warranted on Brook Road to Phase 2.*
- *Sightline Assessment: Brook Road is posted at 60 km/h; therefore, a 70 km/h design speed would be utilized according to the guidelines; however, the County requested a design speed of 80 km/h. The Study concludes that there is sufficient stopping sight distance for vehicles travelling at 70 km/h. At 80 km/h there is a deficiency in stopping sight distance.*

The TIS concluded that the proposed development (Phase 2 of Cobourg Trails) can be accommodated

on the road network. It stated that there are no traffic operational constraints and that one intersection could service the subdivision until the southeast private property is obtained and a second access to Brook Road is established. It recommends that the Street BB (North and South) connections to Brook Road be stop controlled.

In addition, Burnside provides recommendations to address the sightline visibility on Brook Road, which is an existing condition. Any rectification to address the deficient requires a profile adjustment to Brook Road. Assuming the profile adjustment, there would be acceptable turning sight distance for the two proposed Street BB connections to Brook Road.

## Phase 1 ESA

To support further design of the proposed trunk sewer and watermain infrastructure Golder Associates Ltd. (Golder) has been engaged to undertake a staged geotechnical investigation. The geotechnical investigation will address ground conditions as they will influence infrastructure design as well as soil characterization with respect to opportunities and constraints for disposal of excess soils.

Field work for the first stage of the investigation commenced in December 2021 and is focused on areas where the use of trenchless technology is anticipated or being considered for sewer and watermain construction.

These areas include:

- CN/CP Rail Corridor sewer crossing in the Unopened Willmott Street ROW
- Potential trenchless sewer installation along Brook Road North from future Kerr
- Street north to the east tributary of Brook Creek.
- Brook Creek East Tributary sewer crossing on Brook Road North
- Brook Creek West Tributary watermain crossing in the soccer field east of the
- Cobourg Community Centre
- Midtown Creek watermain crossing on Densmore Road
- Brook Creek West Tributary watermain crossing on Danforth Road
- Potential trenchless watermain installation (HDD) along Densmore Road and
- Danforth Road between 80 m west of Parkview Hills Drive and Future Street L in
- Cobourg Trails

As the detailed design of the watermain and sanitary sewer progresses the second stage of the geotechnical investigation will be undertaken along the anticipated open-cut sections of the alignment.

## Stage 1 and Stage 2 Archaeological Assessment

Northeastern Archaeological Associates Limited (“Northeastern”) conducted a Stage 1 and 2 Archaeological Assessment in support of the Phase 2 Draft Plan submission. Stage 1 of the assessment proved that the Subject Lands have a high archaeological potential due to its “proximity to areas of historic development, historic structures indicated on Historic mapping, and registered archaeological sites.” Based on the recommendations of the Stage 1, a Stage 2 level investigation was subsequently undertaken by Northeastern.

Stage 2 of the assessment did not uncover any material of cultural significance and as a result Northeastern recommends that no further archaeological assessment be required. If material of cultural significance is found during the development of the Subject Lands, all excavation should be stopped immediately, and an archaeologist should be contacted.

In January of 2022, the Ontario Government’s Ministry of Heritage, Sport, Tourism, and Cultural Industries reviewed the report and found that it was consistent with the conservation, protection and preservation of the cultural heritage of Ontario. The report has been filed into the Ontario Public Register of Archaeological Reports.

## 8.0 Conclusions and Recommendations

These key planning and urban design studies and reports and supporting technical studies serve to ensure that the Proposed Development is adequately supported by all required services and facilities. The studies and reports also serve to help inform the overall planning analysis, opinions and conclusions that have been arrived at and presented within this report.

Lastly, the key planning and urban design reports and studies and the supporting technical studies that ensure that the application represents one that is both comprehensive and “complete”, including meeting the legislative requirements of the Planning Act and those of the Town of Cobourg with respect to submission of complete applications. As it relates specifically the Draft Plan of Subdivision, it is our view that the plan as proposed satisfies the requirements of Section 50(24) of the Planning Act.

Overall, it is our professional opinion that the Draft Plan of Subdivision of Phase 2 of Cobourg Trails conforms to, and is consistent with all Provincial, County and local plans, guidelines and policies, and that approval would be in the public interest and represent good planning. More specifically,

1. In terms of current Provincial Policy as set out within the Provincial Policy Statement, it is our opinion that the Proposal is consistent with these policies as they relate to managing growth, efficient development patterns and housing, and will allow for a compact form of developing complete communities, promoting economic prosperity, energy conservation, air quality and climate change.
2. In terms of current Provincial Policy as set out within the Growth Plan for the Greater Golden Horseshoe, it is our opinion that the Proposal conforms with these policies as they relate to growth management, designated greenfield areas, housing, transportation, the protection of natural heritage and climate change.
3. In terms of County planning policy as set out in the County of Northumberland Official Plan, it is our opinion that the Proposal conforms with these policies as they relate to growth management, designated greenfield areas, greenfield development in general, objectives for residential and commercial areas, housing, resource and constraint areas, and transportation.
4. In terms of local planning policy as set out in the Town of Cobourg Official Plan, it is our opinion that the Proposal conforms with these policies as they relate to the Town’s community development principles, the Town’s greenlands system, community design and improvement, transportation (including municipal transit service and pedestrian and bicycle circulation), municipal servicing, and growth management.
5. In terms of area specific planning policy that applies to the Subject Lands under the Cobourg East Community Area Secondary Plan, the Phase 2 conforms with the general development policies and the specific designations and policies, and conforms the intent of the Secondary Plan.
6. From an urban design perspective, both the Proposal and updated site-specific Urban Design Guidelines reflect and appropriately implement the general design policies of the Town of Cobourg Official Plan, Cobourg East Community Area Secondary Plan and Cobourg East Urban Design Guidelines. Phase 2 also aligns with the previously approved Sustainability Report and Trails Master Plan Report directions as it relates specifically to this phase of development.
7. From a land use and built form perspective, the proposed ZBA maintains the general approach for the Subject Lands established by Zoning By-law Amendment 083-2010, as amended, while incorporating appropriate revisions in order to allow for increased flexibility to reflect current conditions and be responsive to future market trends.





