

STAFF REPORT

THE CORPORATION OF THE TOWN OF COBOURG



Report to:	Mayor and Council Members	Priority:	<input type="checkbox"/> High <input type="checkbox"/> Low
Submitted by:	Rob Franklin, MCIP, RPP Manager of Planning rfranklin@cobourg.ca	Meeting Type:	
		Open Session <input checked="" type="checkbox"/> Closed Session <input type="checkbox"/>	
Meeting Date:	January 25, 2021		
Report No.:	Planning and Development-004-21		
Submit comments to Council			

**Subject/Title: 265-327 Elgin Street East – Elgin Park Re-Zoning
Northumberland County Housing Corporation**

RECOMMENDATION:

THAT Council receive this Report for information purposes; and,

FURTHER THAT the By-law attached as **Appendix IV** be endorsed by Council which re-zones the 0.84 ha (2.1 ac) parcel of land at 265-327 Elgin Street East from “Residential Type 3 (R3) Zone” to “Residential Type 4 Exception 32 Holding (R4-32-H) Zone” to permit a 40 unit, two-storey residential stacked townhouse development and associated accessory building, open space and parking.

1. STRATEGIC PLAN

N/A

2. PUBLIC ENGAGEMENT

An Application for Zoning By-law Amendment was submitted to the Planning Department by Barry Bryan Associates on behalf of the Northumberland County Housing Corporation in September 2020 for the Subject Lands.

On October 13, 2020, Council formally received the application and referred it to the Planning Department for a report. A Public Meeting of Council was held on November 9, 2020 in accordance with the provisions of the *Planning Act, RSO 1990, c.P.13*, as amended. The applicant also convened a virtual Public Information Meeting/Open House on October 15, 2020 in accordance with Council’s procedures for public engagement.

Sections 34 (10.4), (12) and (13) of the *Planning Act* prescribe Statutory notice requirements for a complete Zoning By-law Amendment application, and for the scheduling of a Public Meeting. Notice of a complete re-zoning application and notice of a public meeting can be provided together. The Municipality is required to give notice by *either*:

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

The Municipality's notification procedures for complete applications and public meetings included both a) and b) above, including the posting of signs on the two frontages of the property (Elgin Street East and D'Arcy Street), which met and exceeded the notice requirements prescribed by the *Planning Act*. In addition, the Town provided an information and application receipt memo to Council for information purposes in open session and posted relevant information regarding the development on its Planning Applications page of the municipal website (Planning & Development). Members of the public on record as making submissions to the Town will be notified when the application and this Report are being considered by Council for consideration.

3. PURPOSE

Planning Report regarding an application for Zoning By-law Amendment by Northumberland County Housing Corporation for 265-327 Elgin Street East.

4. ORIGIN AND LEGISLATION

An application for approval of a Zoning By-law Amendment was submitted by Barry Bryan Associates on behalf of Northumberland County Housing Corporation in September of 2020. At its meeting held on October 13, 2020, Council moved that the application be received and referred to the Planning Department for a report, and further directed that the Public Meeting be scheduled. A virtual Open House was convened by Northumberland County Housing Corporation on October 15, 2020 and a Public Meeting of Council was convened on November 9, 2020 regarding this application. A number of public submissions have been received by the Municipality regarding the application.

In accordance with the *Planning Act*, if Council has not made a decision within 90 days of its receipt as a Complete Application by Council, the applicant may appeal the application to the Local Planning Appeal Tribunal (LPAT).

5. BACKGROUND

5.1 Owner

Northumberland County Housing Corporation

5.2 Applicant/Agent

Nicholas Swerdfeger – Barry Bryan Associates

5.3 Property Address

The subject lands front onto Elgin Street East (to the north) and D’Arcy Street (to the west) and are located just east of St. Joseph’s School (265-327 Elgin Street East -- see Figure 1 – Site Location Map below).

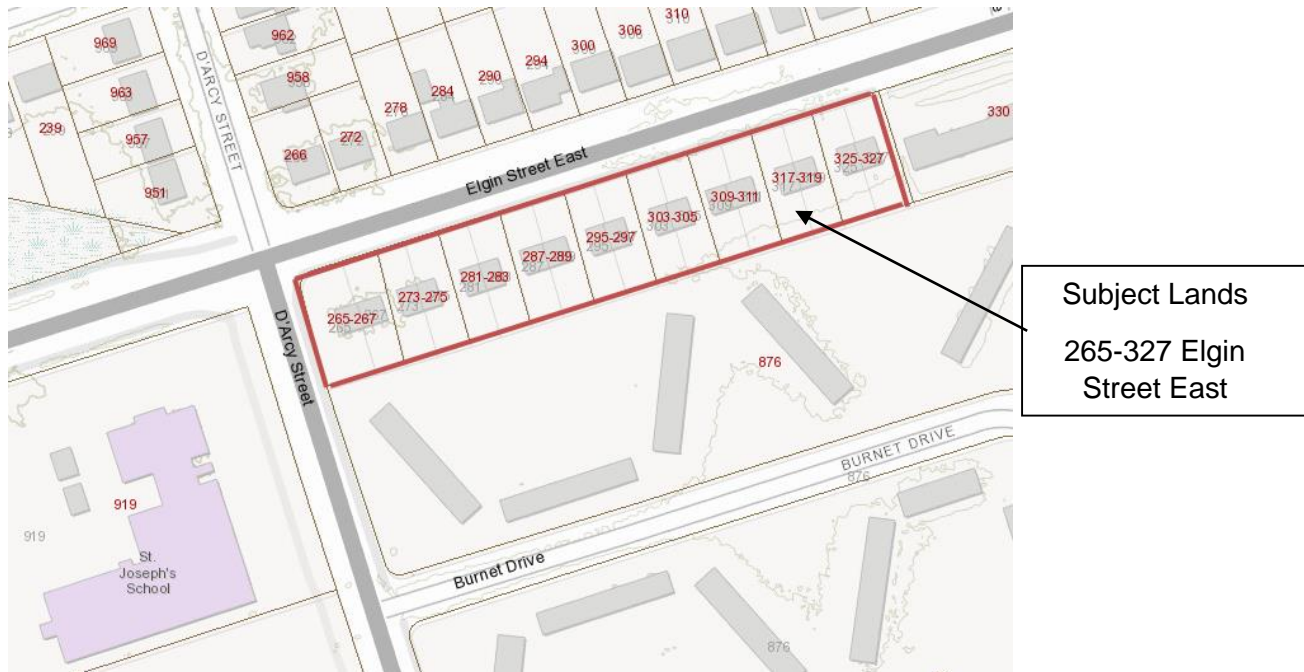


Figure 1 – Site Location Map

5.4 Existing Land Uses

The subject lands currently contain nine (9) semi-detached dwellings with 18 residential units overall.

5.5 Surrounding Land Uses

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

North: single detached dwellings

East: medium density townhouses

South: medium density townhouses

West: St. Joseph’s School

5.6 Proposal

The subject lands are currently occupied by nine (9) semi-detached dwellings with eighteen (18) residential units and are two stories in height. The proposal is to demolish the existing buildings (in a phased manner) and replace them with four (4), ten-unit residential buildings also of two stories height, fronting on Elgin Street East with two driveways from Elgin Street and parking behind. A small central amenity building is proposed that could be used for social and recreational purposes, and to supply space for service providers. Several of the townhouse units

are to be designed as fully accessible spaces with a number that are convertible to accessible units. Twenty-eight (28) of the rental units are to be subsidized (for a net increase of 10 units) with twelve (12) to be market rate rental units. The units themselves are proposed to be a variety of sizes from one to four bedrooms in size.

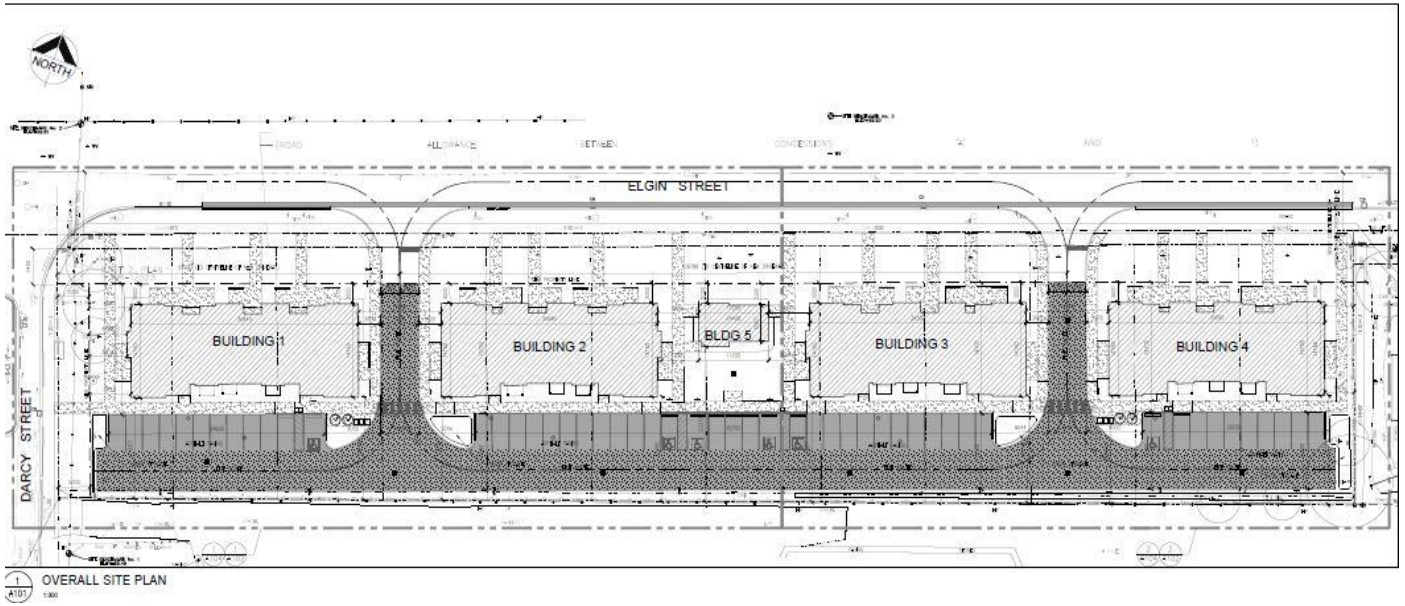


Figure 2 – Site Plan

The subject lands are presently designated “Residential Area” in the Cobourg Official Plan (2017) and zoned “Residential 3 (R3) Zone” in the Comprehensive Zoning By-law. The residential land use designations permit single detached, semi-detached, townhouse, and multiple dwelling units with a minimum density of 20 units per hectare and a maximum density of 50 units per hectare (16 - 42 units allowed on the Subject Lands).

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

- Planning Justification Report, Larkin+ Land Use Planners, September 2020;
- Urban Design Brief, Barry Bryan Associates, September 2020, updated December 2020;
- Traffic Impact Brief, Asurza Engineers, September, 2020;
- Arborist Report-Preliminary, New Leaf Landscape Architects, September 2020;
- Functional Servicing and Stormwater Management Report, MGM Consulting Inc., August 2020.

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

For the purposes of the land use planning review and due to size, only the Planning Justification and the Urban Design Brief & the Public Meeting Notes have been appended to this Report. The following Appendices are attached:

- **Appendix I – Larkin+ Planning Justification Report** (hereinafter referred to as the “Larkin+ Planning Report”);
- **Appendix II – Urban Design Brief** (the “UD Brief”);
- **Appendix III – Public Meeting Notes**; and
- **Appendix IV – Draft Zoning By-law Amendment.**

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

6. ANALYSIS

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

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

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

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

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

Comment/Opinion

Municipal planning staff has reviewed the applications in light of the aforementioned items of Provincial interest. The proposed development concept represents an orderly, staged and intensive development scheme on full municipal services and is comprised of an appropriate density and mix of housing types and

sizes which is consistent with Provincial Policy and in compliance with the existing, approved Official Plan. The layout provides ample opportunities for safe pedestrian movement and connections to an abundance of public open spaces/facilities and adjacent transit to access nearby commercial shops and services. The arrangement of dwellings and parking is compatible with adjacent land uses with appropriate buffering (ie. fencing) to be implemented as part of any future site plan and development agreement. In my planning opinion, the proposed zoning amendment has appropriate regard to matters of Provincial interest under Section 2 of the *Planning Act*. Section 6.2 below provides further commentary of the proposal relative to matters of Provincial interest.

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

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

The Larkin+ Planning Report in **Appendix I** provides an in-depth overview of the key policies and principles as outlined by the Province in Sections 4.1 and 4.2 (pages 9-11).

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

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

The Growth Plan directs that the vast majority of growth will be directed to settlement areas that have a delineated built boundary, have existing or planned municipal water and wastewater systems, and can support the achievement of complete communities. In addition, the Plan provides direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form. The urban built form shall include a diverse range and mix of housing options to accommodate the needs of the community including affordable housing, with convenient access to a range of transportation and public open space options, including the safe, comfortable and convenient use of active transportation and publicly-accessible parks, trails, and other recreational facilities.

Comment/Opinion

The subject site is located within an urban, serviced settlement area and is considered part of the “built boundary” of the Town of Cobourg as established by the Growth Plan and the municipal Official Plan. Accordingly, the proposed

development is considered *intensification* within the existing built-up area of the municipality as it replaces existing structures and offers a more intensive use of land and resources, and is not a *greenfield* site as defined in the Growth Plan.

In accordance with applicable Provincial and County policies, the Town of Cobourg is expected to grow by approx. 6,000 residents (to 26,105) and approx. 1,700 employees by 2034. Approx. 3,000 new households are predicted to be required accommodate this growth, with a large component (~1,300) being in the form of medium density units. A minimum of 39% of this residential growth (~2,340 people, ~1,170 households, ~507 medium density units) shall occur within the urban built boundary of the Town of Cobourg. The population growth attributed to this project of 40 units (net increase of ~56 residents based on 22 new units) would count towards achieving the Town's and County's residential *intensification* targets as per the County Official Plan and Provincial Growth Plan.

Based on my review of the application for Zoning By-law Amendment, including the supporting background information, it is my opinion that the application is consistent with the PPS and conforms to the Growth Plan. Specifically, the proposal provides for orderly intensification within the urban, serviced area of the municipality and makes effective use of existing infrastructure which will serve to reduce costs and the consumption of land. The plan includes provision for a mix of housing types and sizes of a medium density nature to satisfy the needs of current and future residents in the community, and would offer new affordable housing units which are in great demand.

It should also be noted that the north-west corner of the site is not located within the floodplain and can be removed from the Environmental Constraint zoning as confirmed by the Ganaraska Region Conservation Authority (GRCA). This natural hazard was remodeled several years ago.

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

6.3 County of Northumberland Official Plan, 2016

The County of Northumberland Official Plan (the "County OP") was approved by the Ministry of Municipal Affairs and Housing on July 29, 2015 and finally approved by the Ontario Municipal Board on November 23, 2016. In general, the purpose of the County OP is to:

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

The County OP is not intended to duplicate the policies of local Official Plans, and recognizes that certain land use planning responsibilities are vested with local municipalities. Accordingly, the County OP provides over-arching guidance necessary to formulate detailed strategies, policies and land use designations at the local level. Thus, the land use designations and policies in the Cobourg OP

essentially remain intact, but would need to be monitored and regularly updated to ensure conformity with the County OP.

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

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

Comment/Opinion

It is my opinion that the proposed plan provides a desirable residential development at a density which is appropriate for its locational context and is consistent with the Province's goal of intensifying growth within urban serviced settlement areas. In addition, the proposal integrates well with adjacent forms of housing that exist in the general neighbourhood. The plan promotes the efficient use of existing infrastructure and proposes innovative "green" techniques via bio-swales and infiltration pits to accommodate stormwater runoff. The Subject Lands are located in close proximity to existing services, public open spaces/facilities, employment, and transit facilities.

As referenced above, the concept plan is comprised of four 10-unit buildings with stacked townhouse units and would result in approx. 53 new residents (22 new units beyond the existing 18) and would assist in achieving the Town's and County's residential and employment intensification targets as set out in the County Official Plan and Provincial Growth Plan.

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

6.4 Town of Cobourg Official Plan, 2017

The Official Plan is a broad policy document that establishes an overall planning framework or vision for the community, including policies for maintaining and

enhancing the existing community structure and for managing change, and for guiding the municipality in implementing the planning process through a variety of mechanisms and approaches.

Section 4.4 (pgs. 14-18) of the Larkin+ Planning Report provides a detailed overview and analysis of relevant OP Plan policies and provides opinion on conformity with municipal policies.

i. General

Consistent with Provincial and County policies noted above, some of the key objectives of the Official Plan include the promotion of compact, walkable and mixed use neighbourhoods, the effective use of existing municipal piped infrastructure, transit and other services, high quality design, and integrating new development with existing neighbourhoods. Additionally, the policies of the Plan direct that new development in the community shall include a high diversity of housing types, including apartment-style and townhouse unit types, at a density that accommodates all economic and age groups. Streets are to be designed to promote walking and ease of connectivity to public open spaces and adjacent non-residential uses. More intensive development is encouraged along major transit and transportation corridors to promote alternative forms of transportation, including transit and active transportation modes. Compatibility and high-quality architectural design are also important principles of the Plan.

Comment/Opinion

The proposed development is designed to front onto an arterial road, replacing existing lower density housing forms. (see Figure 2 – Concept Development Plan, above and Figure 3 Conceptual Rendering, below). The new dwellings are designed to meet the community urban design objectives of the Municipality, with buildings oriented towards the public street and parking behind (no garages), along with boulevard trees to enhance the streetscape.

The density of the proposal at 40 units is 48 units/ha, with a maximum of 42 units permitted for the subject site under the existing residential land use category of the Official Plan. The proposed built form and density are appropriate for the site context, would form an effective and compatible transition between the institutional uses along Elgin Street East and the existing residential neighbourhood to the south and east, and conforms to the Official Plan.

ii. Affordable Housing

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

Furthermore, the Official Plan emphasizes compact development which is connected, sustainable, transit-supportive, accessible and friendly to alternative forms of transportation.

Comment/Opinion

The proposed development plan has been designed to accommodate the needs of new residents with a range of housing opportunities, including a mix of townhouse unit types. The site will benefit by being situated in close proximity to a transit route, an active transportation corridor and existing and planned community facilities and employment opportunities, which is conducive to those without vehicles. While the Municipality cannot impose affordable housing units on a developer in this instance, the Northumberland County Housing Corporation is intending to add 10 new affordable units to the 18 existing units as well as add 12 market rent units.

The Official Plan encourages a mix of housing types and densities which exhibit high quality design within new residential developments. The proposed 2-storey stacked townhouse unit housing form integrates well into the existing land use fabric of the surrounding area, which is characterized by a mix of townhouses and single detached residential units as well as institutional and employment development.

The Asurza Traffic Report concluded that there will be minimal impacts to the existing road system and intersections as a result of the anticipated traffic volumes derived from the residential development.

Based on a review of the proposed re-zoning and supporting documentation, it is my planning opinion that the proposal conforms to this aspect of the Official Plan.

iii. Urban Design

A detailed review of the Community Design and Improvement policies of the Official Plan and the Urban and Landscape Design Guidelines has been conducted by Barry Bryan Associates (BBA) and is found in **Appendix II**. It is the opinion of BBA that the proposed development plan conforms to the applicable municipal policies and guidelines. Some of the policies and guidelines relate to building design, orientation and architectural detailing, and can be addressed through conditions of Site Plan Approval.

Comment/Opinion

From a community urban and landscape design perspective, it is my opinion that the proposed development plan is appropriate and desirable. The building layout has been shifted as close as possible to the future (planned) 4-lane arterial road of Elgin Street East with a 3 m setback to the north property line (closer to the road than the neighbouring complex to the east which was built many years ago to a different design standard). This is intended to establish a strong, urban edge to the streetscape and is a similar setback used on other newer development sites in Cobourg. The housing style and mix, comprised of a combination of cluster buildings with 2-storey stacked townhouse units, are compatible with the scale and character of the surrounding neighbourhood. Larger or higher buildings may not have fit as well into the area.

Following a review of the BBA Urban Design Report and Larkin+ Planning Report in relation to the proposed development, it is my planning opinion that the proposal appropriately satisfies the community design policies and guidelines of the Official Plan and Urban & Landscape Design Guidelines. The development plan will be subject to Site Plan Approval and further evaluation of the proposal relative to the Municipality's community design principles will occur prior to final approval by Council.



ELGIN STREET PERSPECTIVE

Figure 3 – Conceptual Rendering

*Actual building design subject to change

iv. Sustainability

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

The purpose of the Strategy is to foster a “*culture of conservation*” which reflects the principle of sustainable development – “*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*”. The policies contained within the Strategy, and the supporting guidelines in the Town's Urban & Landscape Design Guidelines, are aimed at encouraging development which is based on this principle and set the framework for the creation of an Integrated Community Sustainability Plan (ICSP).

In particular, the Town shall encourage development designed to:

- i) reduce the consumption of energy, land and other non-renewable resources including support for energy efficient building and opportunities for co-generation;

- ii) minimize the waste of materials, water and other limited resources;
- iii) create livable, healthy and productive environments;
- iv) reduce greenhouse gases; and,
- v) enhance biodiversity, ecological function, and the natural heritage system, including the provision of wildlife habitat and linkages.

Comment/Opinion

The development plan envisioned by the zoning amendment has been designed to generally adhere to the key directions of the Town's sustainability strategy, including the implementation of a compact more intense development form, efficient use of existing infrastructure, a mix of housing types, a density and street pattern which supports transit and active transportation (thus potentially reducing the dependency on vehicles), and green infrastructure and stormwater management practices. Opportunities also exist for enhanced sustainability measures to be considered for the new dwellings during the final design process.

The Larkin+ Planning Report (page 17) and the Urban Design Report (pg 20-21) identified that the buildings/project will be seeking LEED Silver Certification¹.

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

v. Municipal Servicing Infrastructure

A Functional Servicing & Stormwater Management Report was prepared by MGM Consulting Inc. in support of the development plan. This report and other engineering documentation submitted with the application demonstrates that the development plan can be serviced with infrastructure in accordance with relevant criteria of authorities having jurisdiction.

Specifically, the site can be serviced by extensions of existing watermain, sanitary sewer, electrical and other utility services that are normally supplied in an urban, serviced environment. The management of rainwater runoff for the development is to be implemented through a combination of conventional piped and green infrastructure, including Low Impact Development (LID) in the form of underground stormwater devices, bio-swales and infiltration pits to promote infiltration and maximize water quality, with the connection of the storm sewer pipe to D'Arcy Street. Downstream connections in the storm and sanitary sewer systems has been examined to ensure capacity and conveyance exists. No runoff from the development will spill onto abutting properties.

¹ Since its inception in 1994, the LEED rating program has become industry standard for excellence in sustainability. The LEED rating program is a four-tiered credit-based system that awards points based on compliance with different aspects of sustainability. A basic LEED certification is awarded if a building amasses between 40 and 49. LEED Silver and Gold certifications are 50-59 and 60-79 points respectively. The highest LEED certification is LEED Platinum, awarded to buildings that attain 80 or more points. The goal of the rating system is to encourage and reward sustainable design across several metrics—sustainable site choice, energy savings, water efficiency, reduction of CO2 emissions, and indoor environmental quality, among others (Source: CaGBC and 42Floors).

Comment/Opinion

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

6.5 Zoning By-law:

Section 4.5 (pgs. 18-19) of the Larkin+ Planning Report provides a summary of the zone provisions and a zoning analysis. The site is presently zoned “Residential Three (R3) Zone” which is different from the adjacent medium density residential sites as they are zoned Multiple Residential Four (R4). The R3 Zone permits only single, semi-detached and two-unit buildings while the R4 Zone permits semi-detached, townhouse, smaller multiple and apartment-style units. An R4-exception Zone (in this case-32) has been requested to address the building form and an exception to deal with three minor items:

- i) parking;
- ii) front yard setback; and,
- iii) front yard patio screen fencing.

Comment/Opinion

The Zoning By-law requires that a minimum of 1.5 parking spaces be provided on-site for each unit, however, for many other affordable sites in Cobourg a reduction in this standard has been approved by Council in recent years based on a parking analysis. The Asurza Traffic Report conducted an analysis of parking for the subject proposal. It reviewed the adjacent rental housing site to the south and its parking lot usage to determine if typical zoning standards were warranted for this site. The Asurza Traffic Report concluded that a minimum supply of 48 parking spaces (1.2 spaces/unit) is warranted given the housing type and mix of affordable and rental units.

The Cobourg Zoning By-law provides for a reduced parking standard for residential development in the downtown and for the ‘older’ compact residential neighbourhoods surrounding it (between 1 and 1.25 spaces per unit). For some affordable housing projects in the downtown area, the parking standard has been reduced to 0.6 spaces per affordable housing unit based on a parking analysis. Other multi-residential complexes in the community have demonstrated a need to reduce parking standards and were approved with minimal impacts recorded.

It is my opinion that at least one (1) parking space per unit is needed in this more suburban neighbourhood, plus some allowance for visitor spaces. Using this approach, a reduction to a lower parking standard of 1.25 spaces per unit would generate a requirement of 50 spaces. Alternatively, a specific reduction could be

applied only for the affordable units with the market rent units applying the regular parking standard (1 spc/affordable unit + 1.5 spcs/market rent unit = 46 spaces).

Based on the updated Site Plan, the development will enjoy 52 parking spaces, including 6 barrier-free spaces. This site is located on public transit (Route 2) and close to the Cobourg Community Centre and open space/recreational areas, as well as employment. Given the above, and the fact that a large percentage of the units will be affordable (28 of 40 units), a reduction in the parking standard to 1.25 spaces/unit (50 spaces) for the entire development is desirable and warranted in my opinion.

The Asurza Traffic Report also concluded that there will be minimal impacts to the existing road system and intersections as a result of the anticipated traffic volumes derived from the residential development.

As noted above in Urban Design (Section 6.4 iii) the proposed buildings are set back from the additional road widening allowance dedication on Elgin Street East at 3.0 m, which is consistent with setback standards in other areas of Cobourg. This more urban standard adjacent to the final design width of Elgin Street East would help define the street edge in the future, create a pleasant streetscape and appears reasonable.

The plans propose the use of 1.2 m high decorative privacy screens in front of the patio areas of units abutting Elgin Street East to provide a safe and enjoyable private amenity area for the units. An exception to the Zoning By-law is required which limits fences in front yards to 0.75 m in height. In this circumstance, the proposed exception is reasonable.

It should also be noted that the north-west corner of the site is not located within the floodplain and can be removed from the Environmental Constraint zoning as confirmed by the Ganaraska Region Conservation Authority (GRCA). This natural hazard was remodeled several years ago.

It is my planning opinion that the proposed development plan is appropriate for the development of the site as proposed, and represents good planning.

6.6 Agency Comments

The application for approval of a Zoning By-law Amendment was circulated to municipal departments and external partner review agencies, including Engineering/Public Works, Police, Fire, Parks, Lakefront Utility Services Inc., the Ganaraska Region Conservation Authority (GRCA) and the County of Northumberland. No major concerns or comments were submitted with respect to development plan and request for Zoning By-law Amendment. A number of technical engineering items relating to stormwater management and servicing were identified by the County, GRCA and Cobourg Engineering/Public Works which can be addressed in the Site Plan and prior to final approval by Council. Additional road widening allowance lands were required on D'Arcy Street (Town) and Elgin Street East (County) and the concept plans were reconfigured and are reflected in the plans attached within this report.

Comment/Opinion

The Departmental and Agency comments submitted demonstrate that approval of the proposed zoning amendment is satisfactory, subject to the detailed site plan review stage of the approvals process and detailed design.

6.7 Public Submissions

A number of submissions were made to the Municipality by members of the public regarding the subject application prior to and during the Statutory Public Meeting held by Cobourg Municipal Council on November 9, 2020. The submissions primarily identified concerns over loss of the existing buildings, trees, open/amenity space and laundry facilities. A copy of the Public Meeting Notes are attached as **Appendix III**. The following provides a general overview of the key issues submitted and commentary in response:

i) Outdoor Amenity Space and Trees

In response to comments from the public and staff regarding the loss of the back and front yard space that the current buildings enjoy as well as the loss of the majority of the trees on the property, balconies and patio space were added or clarified for each of the units. These balconies and patio spaces are larger than originally designed and each unit has its own private amenity space outside of their respective dwelling units. Although the revised site design proposes a large number of tree removals, there will be a requirement for tree canopy compensation through the detailed design (Site Plan Approval) process, including a requirement for additional on-site landscaping and/or as part of a financial compensation arrangement (levy) so that trees are planted elsewhere in the community.

ii) Laundry Spaces

An accessible laundry facility had originally been proposed in the Amenity building, however it was felt that this would be distant from the tenants requiring the service. Laundry facilities have now been relocated to each building in the basement to avoid having to carry loads outside and in poor weather. In order to ensure those persons with disabilities have convenient access to laundry facilities and are treated equitably, the accessible units should have laundry facilities located within their own individual space or accessed via an elevator/lift. This will be confirmed during detailed design of the buildings (Site Plan Approval and Building Permit stages).

iii) Parking

See commentary in Section 6.5 above. Also the location and size of accessible parking spaces will be confirmed during the Site Plan Approval process.

iv) Demolition of the Existing Buildings

The existing structures have been reviewed by qualified consultants and it was determined that major renovations and additions would not meet the needs of the project and that a re-development was the preferred route. The owner is legally entitled to demolish the existing structures under the Ontario Building Code.

7. FINANCIAL IMPLICATIONS/BUDGET IMPACTS

There are no anticipated negative financial implications imposed on the Municipality as a result of this application. The developer will be responsible for all infrastructure costs associated with servicing the site. The applicant submitted the requisite \$11,000.00 in application fees and deposit. Approval of an application for Site Plan Approval will be required following approval of the Zoning By-law Amendment, if granted by Council.

8. CONCLUSION

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

- i) The proposal will satisfy the key policy and regulatory directives of the Planning Act, Provincial Policy Statement, A Place To Grow Growth Plan, County of Northumberland Official Plan and the Cobourg Official Plan, most notably relating to the provision of affordable and purpose built rental housing in an urban, serviced and built-up area of the municipality at a density that is comparable to and compatible with existing development and is transit-supportive;
- ii) The proposed development will contribute to the designated intensification targets for the municipality in accordance with the policy direction of the County Official Plan and Growth Plan;
- iii) The proposed development conforms to the policies, and satisfies the community design objectives and principles of the Official Plan and Urban and Landscape Design Guidelines;
- iv) The proposed residential development is of a size, scale and design which is compatible with adjacent land uses and is appropriate for this infill site.

Report Approval Details

Document Title:	265-327 Elgin St E, Elgin Park - Planning and Development-004-21.docx
Attachments:	<ul style="list-style-type: none">- APPENDIX I Planning Justification Report.pdf- APPENDIX II Urban Design Brief.pdf- APPENDIX III Public Planning Meeting_Nov09_2020 - English.pdf- APPENDIX IV By-law xx2021 Approve a Zoning By-law Amendment-Northumbe_FINAL.pdf
Final Approval Date:	Jan 15, 2021

This report and all of its attachments were approved and signed as outlined below:

Rob Franklin - Jan 15, 2021 - 9:47 AM

Glenn McGlashon, Director of Planning and Development - Jan 15, 2021 - 9:50 AM

Tracey Vaughan, Chief Administrative Officer - Jan 15, 2021 - 10:01 AM