



**265 – 327 Elgin Street East**  
Cobourg, ONTARIO

# PLANNING JUSTIFICATION REPORT

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Prepared by

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## 1.0 INTRODUCTION

LARKIN+ Land Use Planners Inc. ("LARKIN+") has been retained by Barry Bryan Associates (Proponent/Applicant) to prepare a Planning Justification Report (PJR) in regards to the proposed redevelopment of a property described as 265-327 Elgin Street East (the "Subject Lands") in the Town of Cobourg. The Subject Lands currently comprise an amalgamation of 9 lots which are occupied by 18 semi-detached units in 9 buildings with direct frontage onto Elgin Street East. The intent of the Applicant is to redevelop the Subject Lands for an Affordable/Market Rent residential development consisting of forty (40) stacked townhouse units in 4 buildings and 1 Auxiliary building. The development will provide of a variety of sizes and will include several accessible units as follows:

- 14 @ 1 bedroom units including 3 accessible, 7 non-accessible and 4 potential future accessible retrofit units.
- 10 @ 2 bedroom units including 2 accessible, 5 non-accessible and 3 potential future accessible retrofit units.
- 10 @ 3 bedroom units including 2 accessible and 8 non-accessible units.
- 6 @ 4 bedroom units including 1 accessible and 5 potential future accessible retrofit units.

Access to the townhouse units will continue to be provided from Elgin Street East. In order to facilitate the proposed development, two applications are required:

APPLICATIONS REQUIRED...	INTENT OF APPLICATIONS...
<b>ZBA: Zoning Bylaw Amendment</b>	<i>An application is required to rezone the Subject Lands from Residential 3 "R3" Zone to Residential 4 "R54" to permit a stacked townhouse development.</i>
<b>SPA: Site Plan Approval</b>	<i>A Site Plan Approval Application is required to confirm the layout of the development on the Subject Lands based on the development of detailed floor plans and elevations for the proposed units.</i>

Both the Zoning By-law Amendment and the Site Plan Approval applications were the subject of a Pre-Consultation meeting (2020.07.08) which identified the following documents that as being required to support the applications:

- A Functional Servicing Report and Stormwater Management Report
- A Tree Inventory & Preservation Study/Arborist Report
- Urban, Landscape and Sustainable Design Report
- A Traffic Study
- A Noise Study

This Planning Justification Report (PJR) also is required as part of a complete application and will be submitted with the application for a Zoning By-law Amendment. A Site Plan Application will follow which will include the Traffic and the Noise Study as part of that submission. The purpose of this report is to review the applications in light of the applicable land use planning policies, as articulated through Provincial and Regional and local planning policy, and the supporting studies in order to evaluate the appropriateness of the Subject Lands for proposed residential development and to determine conformity of the proposed development to the planning policy regime.



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## 2.0 SITE LOCATION & DESCRIPTION

The Subject Lands are located in the northeast corner of the Town of Cobourg just south of Highway 401 between Brook Road North and Division Street (Figure 1 Location Map). More specifically, the property is located on the southeast corner of D’arcy Street and Elgin Street and extends east along Elgin Street East comprising several properties. Access to the Subject Lands is from Elgin Street East.

The Subject Lands are 0.8429 ha (2.10 acres) in size and can be described as rectangular in shape with a total frontage of 207.3 m along Elgin Street East. The property currently is occupied by a total of 18 older semi-detached units. Trees and vegetation exist along Elgin Street at the front of the existing units and along the rear in the backyards.



**FIGURE 1**  
**LOCATION MAP**  
265-327 ELGIN STREET EAST, COBOURG, ONTARIO



**FIGURE 2**  
**AERIAL OF SUBJECT LANDS**  
265-327 ELGIN STREET EAST, COBOURG, ONTARIO

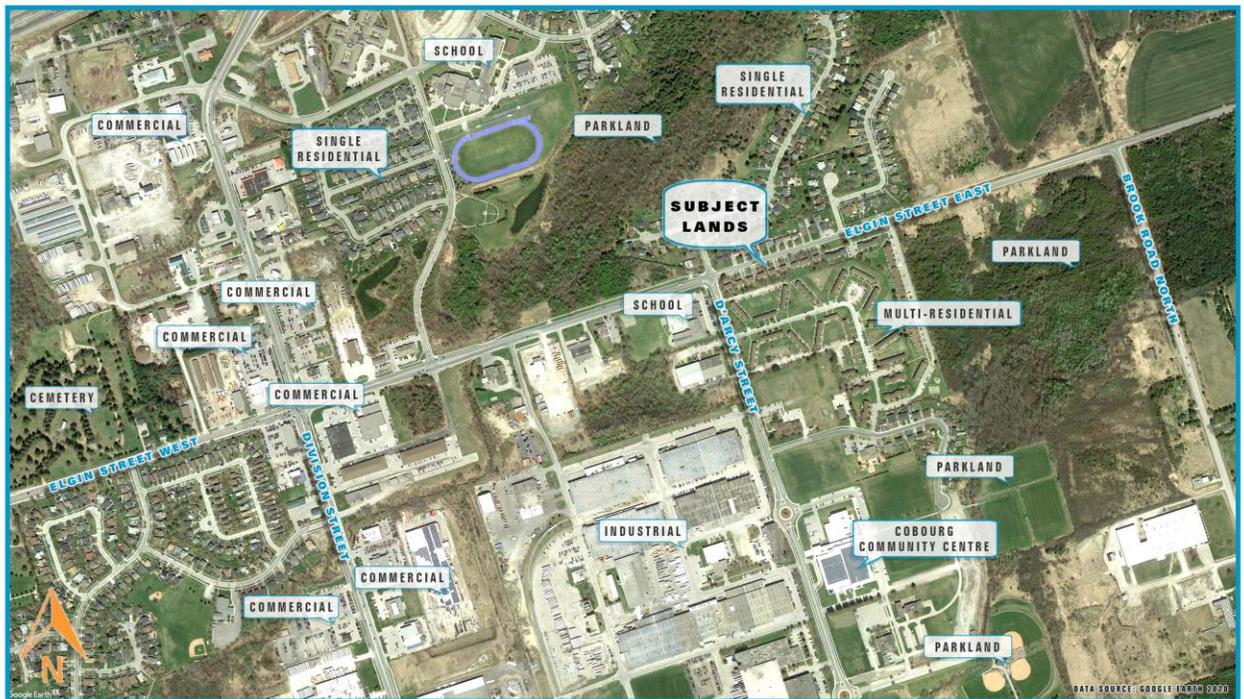


The Subject Lands are located within an area that supports a mix of use including a range of residential uses. Generally, the lands to the north can be described as low density residential and the uses to the east and south as medium density residential in the form of townhouses. Further to the east, the lands are environmental along Brook Creek and rural which are targeted for future development as the Town expands. Lands to the west lands generally can be described as institutional, including a school, and industrial uses.

The surrounding uses can be described as follows

- ▶ South: Medium density residential in the form of townhomes and Grant Sine Public School and the Northumberland Centre for Individual Studies.
- ▶ East: Medium density residential uses which are part of the Cobourg Non-Profit Housing Corporation.
- ▶ West: Institutional and Industrial uses including St. Joseph Catholic Elementary School and Custom Plastics International.
- ▶ North: Single detached residential uses and commercial uses such as the Elgin Variety Store.

The area also is well serviced by public schools to the south and the west, a day care to the south, employment uses to the west and open space uses to the east, providing an opportunity to live, work and play within the general area.



**FIGURE 3**  
**AERIAL OF SURROUNDING LAND USES**  
 265-327 ELGIN STREET EAST, COBOURG, ONTARIO

## 3.0 PROPOSED DEVELOPMENT

The following subsections describe the site plan design and summarize the supporting studies that are required as part of a complete application.

### 3.1 Background on the Proposal

The proposed development comprises a project by the Northumberland County Housing Corporation (NCHC) which owns and operates nine (9) existing semi-detached buildings on 265 – 327 Elgin Street East. The existing buildings are nearing the end of their useful lifespan and, therefore, the NCHC would like to re-develop the property through an intensification of the existing housing stock. The existing semi-detached buildings will be demolished as part of the re-development and replaced with a new affordable/market rent residential stacked townhouse development to meet the current housing needs in the County of Northumberland. The units will be targeted to seniors, families and people with physical disabilities.

### 3.2 Site Plan Design

The application for a Zoning By-law Amendment will enable the creation of 40 residential units within 4 2-storey buildings with basements all fronting onto Elgin Street East (see Figure 4: Conceptual Site Plan of Proposal). The buildings will front along and have entrances from Elgin Street East but driveway access will be provided via a parking lot that is located to the rear of the property and runs parallel to the proposed buildings.



**FIGURE 4**  
**SITE PLAN OF PROPOSAL**  
265-327 ELGIN STREET EAST, COBOURG, ONTARIO

Each of the four buildings will include 10 units on the ground floor and the second floor and laundry and storage units in each basement. Each building is described as follows:

**a) Building 1**

Building 1 is proposed to have a Gross Floor Area (GFA) of 1083 m<sup>2</sup>, including the basement, and will be comprised of the following units:

- 2 @ 1 bedroom townhome units
- 4 @ 2 bedroom townhome units
- 2 @ 3 bedroom townhome units
- 2 @ 4 bedroom townhome units.

**b) Building 2 & Building 3**

Buildings 2 and 3 are proposed to have a Gross Floor Area (GFA) of 1053 m<sup>2</sup> including the basement, and will be comprised of the following units:

- 1 @ 3 bedroom townhome units
- 1 @ 4 bedroom townhome units
- 4 @ 1 bedroom apartment units.
- 2 @ 2 bedroom apartment units.
- 2 @ 3 bedroom apartment units.

**c) Building 4**

Building 4 is proposed to have a Gross Floor Area (GFA) of 1042 m<sup>2</sup> including the basement, and will be comprised of the following units:

- 4 @ 1 bedroom townhome units
- 2 @ 2 bedroom townhome units
- 2 @ 3 bedroom townhome units
- 2 @ 4 bedroom townhome units.

A total of 8 units will be designed as fully accessible in a variety of unit sizes as well as 25 units are designed to be convertible to accessible units. A total of 5% of the space in the development will be designed as accessible laundry facilities. Entrances to the buildings are provided at both the front of the buildings to Elgin Street and the rear of the buildings to the parking lot.

Road access will be provided to Elgin Street through two driveways that will pass between 1) Building One and Building 2 and 2) between Building 3 and Building 4 and lead to a parking lot located along the rear of the property. A total of 60 parking spaces are proposed in the form of parallel and aisle parking styles and including a total of 8 accessible parking spaces. Accessible parking spaces are designed to flank ramps for easy access to the sidewalks that link to the entrances of the buildings.

Finally, an Auxiliary Building is proposed between Building 2 and Building 3 which is designed to provide a 152.4 m<sup>2</sup> (500 ft<sup>2</sup>) area for laundry facilities and a 152.4 m<sup>2</sup> (500 ft<sup>2</sup>) amenity space area. Landscaped area on the site plan accounts for a total of 46.8% of the proposed development including 37.4% dedicated to "softscaping" and the remainder as permeable paver.

### 3.3 Functional Servicing Report & Stormwater Management Report

MGM Consulting was retained to prepare a Functional Servicing and Stormwater Report to address the infrastructure required to support the Zoning By-law Amendment application for the proposed development on the Subject Lands. The proposed site works were summarized as follows:

- **Grading & Drainage** – Slopes within the paved areas will be set between 1% and 5% and will be completed such that the majority of the storm drainage will be contained with storm runoff being conveyed to proposed on site catch basins, swales and bioswales and an internal storm system outletting to existing storm sewers on Elgin Street. Drainage from roofs will be conveyed to landscape areas via rainwater leaders with a portion of the rear roofs being directed to infiltration pits. An overflow from the pits will redirect storm flows to the proposed private storm sewer.
- **Stormwater Management** – Internal storm sewers will convey minor storm flows to the existing municipal storm system and stormwater management peak flow objectives will be achieved with the installation of a control orifice. Sufficient on-site storage will be provided in surface ponding areas and below ground in the internal storm system and proposed underground storage chambers. Quality controls will be achieved using a “treatment train” that includes a package treatment unit, bio-swales and isolator row inside storage chamber.
- **Proposed Sanitary Servicing** – Sanitary servicing is proposed with a 200 mm connection to the existing 375 mm sanitary sewer located within the D’Arcy Street right of way.
- **Proposed Water Servicing** – A new 50 mm watermain is proposed to provide domestic water supply to the site; however, the final location of domestic water service connections will be confirmed during the detailed design phase. Fire protection will be provided from two existing fire hydrants located north of Elgin Street and north-west corner intersection of Elgin Street and D’Arcy Street.

### 3.4 Tree Protection Plan/Arborist Report

A Tree Removal and Compensation plan was undertaken by NewLeaf Landscape Architecture as part of the submission. A total of 63 trees are present on the Subject Lands including 19 trees that are under 30 cm in diameter. Tree removals will be determined based on the final site plan layout and limits of excavation, servicing and grading and appropriate tree compensation will be provided for trees with a caliper of 300 mm diameter to be removed for the purpose of the development. Preliminary removals will include 36 trees over 30 cm DBH and tree preservation will include 8 trees along the west and east edge.

### 3.5 Urban Design Report

An urban design report has been submitted as part of the application. The analysis concluded that the proposed design meets the general intent of the Urban Design policies as defined in the Town of Cobourg Official Plan. The proposed development will provide the following:

- Housing intensification that meets the intent of the Urban Design Policy of the Town of Cobourg Official Plan
- Building design that responds to the pedestrian scale and creates a continuous, active frontage along Elgin Street and internal to the development.
- High quality design with resilient material for lower maintenance.
- Contextually sensitive landscape and architectural design that complements adjacent uses.

The analysis conclude that the housing intensification proposal is an appropriate development along Elgin Street East and D’Arcy Street intersection that respects the surrounding community.



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## 4.0 POLICY CONFORMITY REVIEW

A review of planning documents must be undertaken in order to determine conformity of the application to the Planning Act as well as the provincial, regional and local municipal planning documents. A review of the applications in regards to the applicable planning documents made the following conclusions:

- ✓ **The Proposed Development has Regard for Matters of Provincial Interest (Section 2 and Section 3 of the Planning Act, 1990).** The applications will facilitate the redevelopment and intensification of existing residential properties on full municipal services within a general area that already supports medium density uses in the form of townhouses. The proposed development is appropriately located, will expand the availability of affordable housing/market based rental units and accessible units in Cobourg and will be compatible with the surrounding uses and the available infrastructure. The site will be designed to be accessible and to expand the availability of a range of household types, incomes and sizes.
- ✓ **The Proposed Development is in the Public Interest.** The proposed development will assist the Town of Cobourg in accommodating projected growth and will expand the availability and range of affordable housing options in the area and the availability of accessible units. The proposed development will intensify the use of an existing property and provide much needed affordable housing in an appropriate area within the Town. The Conceptual Site Plan depicts a layout of units, parking and landscaping that has been designed to reflect the surrounding uses and to maximize the use of the available land.
- ✓ **The Proposed Development is Consistent with the Provincial Policy Statement 2020.** The proposed application is consistent with the Provincial Policy Statement 2020 (PPS). The PPS promotes intensification through the re-development of existing properties and promotes the development of affordable and accessible housing. Growth and development are directed to appropriate locations within settlement areas on full municipal services.
- ✓ **The Proposed Development Conforms to the Northumberland County Official Plan and the Town of Cobourg Official Plan.** The proposed application conforms to the plans which guide growth and development in the Town of Cobourg. The proposed development will appropriately accommodate projected growth on full municipal services and support the affordable housing policies through the provision of affordable housing units in an area with services and facilities needed to support medium density residential uses.

A detailed review of the applicable planning documents in light of the proposed applications is provided in the following sections.

### 4.1 The Planning Act, RSO, 1990.

The Planning Act must be considered when reviewing planning applications. In consideration of the proposed Zoning By-law Amendment, Sections 2 and 3 of the Planning Act apply. Section 2 requires that regard be given to matters of "Provincial Interest" and provides a list of examples including the following relevant matters:

- Efficient use of water, energy and infrastructure.
- Orderly development of safe and healthy communities.
- Accessibility for persons with disabilities.
- Provision of a full range of housing, including affordable housing.
- Appropriate location of growth and development.
- Promotion of development that is sustainable, supports public transit and pedestrian oriented.
- Promotion of well-designed built form.

The zoning by-law amendment proposes the re-development of an existing residential property for 40 new affordable housing units in an area well serviced by local transit and public services such as schools and day cares as well as employment opportunities. The Subject Lands are located within an area that already is developed for similar medium density uses in the form of townhomes and is a site that is suitably located for intensification being on a bus line. The proposed development, therefore, provides for the orderly development of the community and expands the range of affordable housing units available within the Town. The Conceptual Site Plan depicts a design that is in keeping with the surrounding area and is adequately sensitive to the existing residential uses that are adjacent to the Subject Lands and the site design includes accessible units and features and a range of unit sizes to meet the diversity of needs within Cobourg. Provincial policies support intensification through the re-development of an existing site providing for the efficient use of resources such as energy and water, as well as the efficient use of available infrastructure.

Section 3 (5) (a) of the Planning Act requires that decisions affecting planning matters be consistent with policy statements and conform to provincial plans that are issued under the Act. In regards to the proposed applications, the Provincial Policy Statement (PPS) 2020 applies and is addressed in the following section.

Further details of the suitability of the site for the proposed development, the suitability of the proposed location, the availability of services and conformity to plans and policies are provided within this report.

**CONCLUSION:** The proposed application successfully addresses the requirements of the Planning Act 1990.

## 4.2 Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) 2020 recognizes that Ontario's long term prosperity, environmental health and social well-being rely on wisely managing change and promoting efficient land use and development patterns. The PPS directs growth to settlement areas and promotes efficient development patterns that encourage a mix of housing, employment, recreation and park and open spaces and transportation. The Town of Cobourg is identified as an urban settlement area within Northumberland County and growth is directed to communities like Cobourg which have the infrastructure to absorb growth.

A review of the PPS identified relevant policies within Section 1.0 that guide Building Strong Healthy Communities. This section recognizes that healthy, liveable and safe communities are sustained by (policy 1.1.1):

- ▶ The promotion of efficient and cost-effective development and land use patterns;
- ▶ The accommodation of an appropriate, affordable and market-based range and mix of residential types;
- ▶ The minimization of land consumption and servicing costs; and
- ▶ Improving accessibility for persons with disabilities and older persons.

Section 1.1.2 requires that sufficient land be made available to meet projected needs through intensification and redevelopment. The proposed ZBA will facilitate the development of additional affordable housing units through the re-development and intensification of an older existing residential site. The development has been designed to more efficiently use the land and resources and to meet the future accessibility needs of residents of the development. Furthermore, the development will include a range of residential unit sizes in order to meet a range of household types and family sizes.

Section 1.1.3.1 directs growth and development to settlement areas like Cobourg and requires that settlement patterns are based on densities and a mix of uses which (policy 1.1.3.2):

- ▶ efficiently use land and resource,
- ▶ are appropriate for and efficiently use the available infrastructure and
- ▶ are transit supportive.

A range of housing options and opportunities for intensification, redevelopment and transit supportive development are promoted where it can be accommodated (policy 1.1.3.2) and where appropriate given the existing area and availability of infrastructure (policy 1.1.3.3). The PPS also requires that appropriate development standards are promoted which facilitate intensification, redevelopment and compact form within built-up areas (policy 1.1.3.4) and requires that planning authorities provide targets for intensification and re-development based on local conditions (policy 1.1.3.5). The County of Northumberland sets an intensification target of 39% for Cobourg and the proposed development will assist the Town in meeting this target. The proposed location provides an opportunity to re-develop an existing site for a more compact, intensive and efficient residential development that will help to support the local transit services. The proposed development also provides an opportunity to expand the availability of affordable housing options in the area at an appropriate location which already supports similar housing units with easy access to transit and public service facilities such as schools and daycares.

Finally, the Housing policies in Section 1.4 also direct municipalities to provide for an appropriate range and mix of housing options and densities to meet projected needs and to maintain a supply of land suitably zoned to facilitate residential intensification and development (policy 1.4.1). Section 1.4.3 requires that municipalities establish targets for housing that are affordable to low and moderate income households by permitting and facilitating:

- ▶ all housing options to meet all needs of the community including special needs;
- ▶ all types of residential intensification and redevelopment in accordance with policy 1.1.3.3;
- ▶ promoting densities that efficiently use infrastructure and public service facilities;
- ▶ transit supportive development in proximity to transit; and
- ▶ development standards which minimize the cost of housing and facilitate compact form.

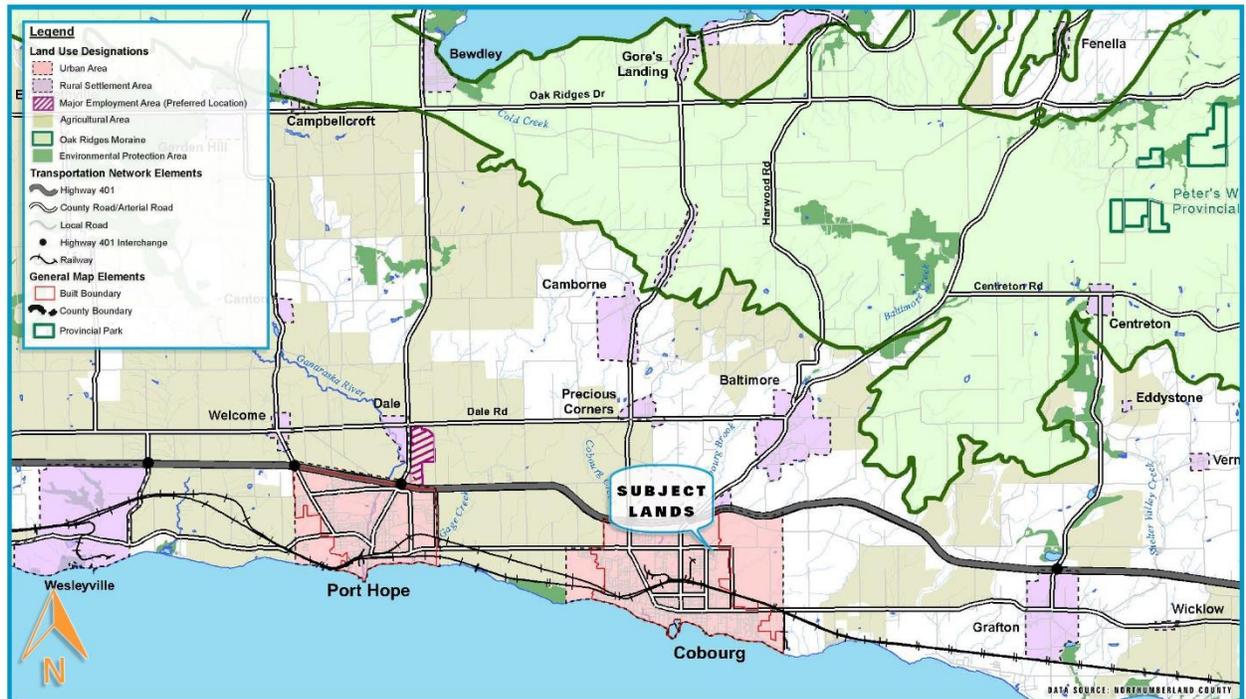
Finally, the Infrastructure and Public Service Facilities policies in Section 1.6 also support the efficient use of infrastructure and the optimization and re-use of the existing infrastructure before considering new infrastructure and public service facilities. The re-development of an existing site for a more compact and intensive development based on existing infrastructure and public service facilities supports these policies. The Long-Term Economic Prosperity policies in Section 1.7 encourage residential uses to respond to dynamic market based needs and provide housing options to meet the needs of a diverse workforce. The provision of housing that is affordable to the lower and middle income levels and creates market based rental housing is an ongoing challenge in communities and opportunities to provide housing to meet these needs are promoted by provincial policies.

The proposed Zoning By-law Amendment supports the PPS policies through the intensification and redevelopment of existing residential property for a more compact, higher density form of development that will enable the Applicant to provide affordable housing in the form of stacked townhouses at a variety of sizes and configurations, including accessible housing and rental units. The location close to a local transit stop will support the Cobourg's transit system and support the efficient use of infrastructure and existing services in the area.

**CONCLUSION:** Consistency with the Provincial Policy Statement 2020 has been demonstrated.

### 4.3 Northumberland County Official Plan, 2016

The Subject Lands are designated “Urban Area” on Northumberland County Official Plan Schedule A – Land Use (NCOP) (see Figure 5 – Northumberland County Schedule A – Land Use). The settlement areas in the County of Northumberland are divided into urban areas which have built boundaries, one being the Town of Cobourg.



**FIGURE 5**  
**NORTHUMBERLAND COUNTY OFFICIAL PLAN, SCHEDULE 'A', LAND USE**  
 265-327 ELGIN STREET EAST, COBOURG, ONTARIO

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The Guiding Principles in Section A2 of the NCOP recognizes the importance of the efficient use of land and infrastructure to ensure an adequate supply of land and housing choices to meet the future needs of residents while respecting the character of existing urban areas. All forms of housing are encouraged in order to meet the needs of all ages, incomes and household sizes and housing is encouraged to locate near public transportation, jobs and essential goods and services. The proposed development supports the guiding principle in Section A2.

A review of the NCOP identifies relevant policies in Section B - Growth Management, Section C - Land Use designations and Section E - General Development Policies

#### 4.3.1 Section B: Growth Management

Urban areas and rural settlement areas are the focus of growth and their vitality and regeneration are promoted. A minimum of 80% of growth is expected to occur within the six urban areas in Northumberland County, one of which is Cobourg and, accordingly, the NCOP projects that approximately 48% of population growth will be directed to Cobourg (Section B2). Cobourg is projected to grow to 26 205 persons by 2034 and the housing forecast identifies a total of 3096 households.

Section B8.1 (Servicing Growth) states that planning for sewage and water services shall direct and accommodate growth or development in a manner which promotes the efficient use and optimization of existing services and intensification and

redevelopment within settlement areas on existing infrastructure should be promoted wherever feasible. Intensification targets are set in Section B9 identifying a minimum intensification target of 39% for Cobourg. A minimum of 40% of all residential development occurring annually within the County will be within the built boundary of urban areas in accordance with these intensification targets.

The proposed development will assist the Town in meeting these growth projections and targets, specifically the intensification targets as the proposed development provides an opportunity to intensify the use of existing residential properties on existing services within the built boundary of Cobourg.

#### **4.3.2 Section C1: Urban Areas Designation**

Chapter C encourages the urban areas to become complete communities where there is (policy C1.1):

- a strong live/work ratio,
- choice in the market place,
- a range of education and training opportunities,
- a range of housing types to meet the needs of all income levels and age groups,
- a range health care, cultural and recreation services to meet the needs of the majority of residents and
- a population level and density that is transit supportive.

This section also provides objectives for residential areas within Urban Areas that encourage the following (policy C1.2.1):

- the provision of a range of housing types to accommodate diverse needs while promoting existing housing stock;
- the efficient use of infrastructure and public services by supporting residential intensification; and,
- a high standard of urban design for development and redevelopment.

The proposed development will expand the range of affordable housing options, including rental units, in the Town of Cobourg in an area that is well serviced by educational and recreational services and at a density that is more efficient and transit supportive than what currently exists on the Subject Lands.

#### **4.3.3 Section C1.5: Housing Policies**

The Housing Policies in Section C1.5 also encourage the provision of a range of housing types and densities, the efficient use of infrastructure through higher densities and the achievement of residential intensification and affordable housing in order to meet the current and future housing needs. Furthermore, the housing policies support universal access and encourage the building industry to incorporate accessible features into new residential structures. As has been discussed, the proposed Zoning By-law Amendment will facilitate a more compact and efficient affordable/market based housing development which has been designed to include a range and number of accessible units and includes other accessibility features in common areas. The Urban Design report confirmed that the building design is high quality, contextually sensitive and complementary to the adjacent uses and responds to the pedestrian scale, creating a continuous, active frontage along Elgin Street and internal to the development.

The General Policies in Section C1.5.2 support residential intensification and redevelopment within urban areas where appropriate infrastructure is available and Section C1.5.4 supports the provision of housing which is affordable to low and moderate-income households and a minimum target of 25% affordable housing within Northumberland County is identified. The proposed development supports the policies of these sections by intensifying and redeveloping an existing residential property and by assisting the County in meeting the affordable housing target.

**4.3.4 Section E2: Transportation**

Section E2.3 requires a Noise Impact Study for sensitive land uses, like residential uses, that are adjacent or in proximity to a highway, arterial road, industrial use or any other stationary noise source. A Noise Impact Study has been identified as a required report in support of the proposed development and will be submitted with the Site Development Application. Given that the property already is the location of residential uses, the use is considered to be compatible, however the noise study will inform the final site and building design.

Section E2.4 provides policies for sensitive land uses in and adjacent to Industrial Areas. This section applies to new land uses whereas the proposed development re-develops the site for residential uses through the re-development of an existing residential use and, therefore, is not introducing a new land use that could create a potential conflict with the existing industrial uses to the west of the Subject Lands.

**CONCLUSION:** Conformity to the Northumberland County Official Plan has been established.

**4.4 Town of Cobourg Official Plan**

The Subject Lands are designated as “Residential Area” on Schedule ‘A’ Land Use Plan in the Town of Cobourg Official Plan (TCOP) (see Figure 6: Town of Cobourg Official Plan Schedule ‘A’ Land Use Plan).



**FIGURE 6**  
**TOWN OF COBOURG OFFICIAL PLAN, SCHEDULE ‘A’, LAND USE PLAN**  
 265-327 ELGIN STREET EAST, COBOURG, ONTARIO



The vision of the TCOP in Section 2 identifies some key themes that guide development within the Town and support the proposed development including:

- Emphasis on sustainable and compact development which supports public transit and active transportation;
- New residential development will primarily occur through a mix of intensification and new development that is in keeping with the surrounding neighbourhoods; and the
- Provision of a Variety of housing which includes a mix of lot sizes, housing types and densities and the provision of affordable housing and housing to allow residents to “age in place”.

The proposed development supports the vision of the TCOP by creating a sustainable, compatible and compact development through intensification and by providing a variety of affordable housing units that are designed to meet the needs of residents at all stages of life.

A review of the TCOP identified relevant policies in Section 3, Land Use Strategy, Section 5, Community Design and Section 6, Transportation.

#### 4.4.1 Section 3.0 – Land Use Strategy

Section 3 provides the Land Use Strategy for the Town of Cobourg. The Subject Lands are located within the “Residential Areas” designation which are existing and future residential areas that are primarily low density in nature and include related uses (S. 3.2.1). The property also is located within the “Built Boundary” and within a “Stable Residential Area”. Any development within the built boundary is considered intensification and contributes to the intensification targets in Section 3.2.3 and, within a “Stable Residential Area”, intensification potential is modest and incremental (S. 3.2.2). The TCOP provides population projections that mirror the County of Northumberland Official Plan and identifies the housing mix target as 65% single detached housing and 35% multiples including townhouses and apartments. The Town’s intensification target is for 39.34% of new residential dwelling units to be provided within the Built Boundary (S. 3.2.3).

The Zoning By-law Amendment proposes to re-zone the Subject Lands from Residential 3 (R3) to Multiple Residential 4 (R4) in order to accommodate stacked townhouses. The R4 Zone category and proposed housing type is prevalent in the area and is associated with the adjacent lands to the south and the east, and the proposed density can be considered an incremental increase from the existing density and in keeping with the style of housing in the area. The proposed development is considered intensification and will assist the Town in meeting their intensification targets as set by the Town’s and the Northumberland County’s Official Plans. Finally, Section 3.2.3 b) permits intensification within Stable Residential Areas of a scale and built form that reflects the surrounding areas, subject to criteria in Section 3.4.

Section 3.2.5 provides policies that encourage the provision of Affordable Housing through several measures including:

- Fast Track applications where applicant committed to the provision of affordable rental and ownership housing;
- Reduced development charges and fees;
- ZBL permits secondary units as of right;
- Raise community awareness and acceptance of affordable housing;
- Following and participating in federal and provincial affordable housing initiatives;
- Control conversion and demolition of affordable housing units and ensure that affordable housing remains affordable; and
- Establishing an affordable housing targets.

As has been discussed, the Applicant is proposing affordable housing/market based residential development and, therefore, will assist the Town in meeting their affordable housing targets.

Finally, Section 3.4 provides policies that guide development within areas of the Town designated as “Residential Area”, such as the Subject Lands. This designation permits a variety of residential uses including medium density residential in the form being proposed: stacked townhouse units (S. 3.4.2). The policies in Section 3.4.3.1 guide new development and redevelopment within Stable Residential Areas advising that intensification must be modest and incremental. Applications for new development are evaluated based on the ability to maintain the following elements of the structure and character of the immediate surrounding residential area:

<b>Evaluation Criteria for Intensification in Stable Residential Areas</b>	
<b>Criteria</b>	<b>Proposed Development</b>
<i>i) scale of development with respect to the height, massing and density of adjacent buildings and is appropriate for the site</i>	The proposed scale of development is complementary and similar to the adjacent residential uses to the south and east and are separated from the uses to the north by Elgin Street East and landscaping features.
<i>ii) respects the nature of the streetscape as defined by such elements as landscaped areas, and the relationship between the public street, front yards and primary entrances to buildings;</i>	The Urban Design Brief confirmed that the building design responds to the pedestrian scale and creates a continuous, active frontage along Elgin Street and internal to the development.
<i>iii) respects the relationship between the rear wall of buildings and rear yard open spaces;</i>	Any rear yards of the proposed development are facing the rear yards of adjacent development. The orientation of the buildings is similar to what currently exists. The proposed development is buffered from adjacent properties by, parking areas, distance and landscaping.
<i>iv) siting of buildings in relation to abutting properties ensures that there will be no significant negative impacts with respect to privacy and shadowing and appropriate buffering can be provided;</i>	The proposed townhome blocks have been appropriately sited in consideration of adjacent uses. The Urban Design Brief concluded that the proposed site plan provides for a contextually sensitive landscape and architectural design that complements adjacent uses.
<i>v) conforms with density provisions of the Section 3.4.3.3;</i>	The proposed density conforms to Section 3.4.3.3 which identifies medium density as providing a range between 12 units/net ha and 20 units/net ha. The Applicant is proposing 40 units on a total of 0.8429 ha which is within the permitted density of the TCOP.
<i>vi) conforms with the policies of Section 5.5, Cultural Heritage Preservation and preserves designated and listed cultural heritage buildings and structures, and where located adjacent to such buildings and structures is designed to be compatible;</i>	No cultural heritage resources are associated with the Subject Lands. The lands are already developed for residential uses.
<i>vii) respects the residential lotting pattern in the immediate surrounding area;</i>	The proposed lotting is similar to adjacent properties.
<i>viii) Town is satisfied with the proposed grading, drainage and stormwater management, and, in particular that there is no impact on adjacent properties;</i>	A Functional Servicing Report and a Stormwater Management Report have been submitted with the application for a ZBA which demonstrate that there will be no impacts to adjacent properties.

<i>ix) development has direct access from a public or condominium road;</i>	The development has direct access from Elgin Street East.
<i>x) alignment of any proposed streets with existing streets promotes acceptable traffic circulation;</i>	No additional streets are proposed as part of the proposed development.
<i>xi) any proposed streets are adequate to accommodate municipal services;</i>	The Functional Servicing Report confirmed that adequate municipal services are available to service the proposed development.
<i>xii) protection of trees and other natural features identified as significant by the Town in consultation with the Ministry of Natural Resources and/or the Conservation Authority;</i>	The Arborist Report/Tree Protection Plan was undertaken which recommends appropriate measures to ensure the protection of significant trees. No natural heritage features are associated with the property given the location and the fact that the ZBA proposes the redevelopment of an existing residential property.
<i>xiii) does not hamper or prevent orderly development of adjacent properties;</i>	The proposed development is an appropriate extension of the adjacent development to the south and the east which also features medium density in the form of townhomes.
<i>xiv) garages are designed so that they are not the dominant feature in the streetscape;</i>	The conceptual site design demonstrates that the garages will not create a dominate feature on the streetscape.
<i>xv) development incorporates measures that enhance sustainability (e.g. energy conservation measures such as increased insulation, earth source energy, solar panels; stormwater control measures which minimize runoff including rainwater harvesting and bioswales); and,</i>	The Stormwater Management Report confirmed the ability of the Subject Lands and the design of the development to address any stormwater management concerns. The sustainability of the building design will be addressed as part of the site development application; however, the goal of the Applicant is to Achieve LEED Silver Certification.
<i>xvi) is in accordance with the Town's Urban and Landscape Design Guidelines.</i>	The Urban Design Report confirmed that the design of the proposed development is in accordance with the Town's urban design principles and guidelines.

Regard also must be given to the policies of Section 5, in particular Sections 5.2.3 and 5.5. For the purposes of this policy, the immediate surrounding area is defined by the road pattern, the lotting pattern, boundaries created by physical features, the building type and any special features such as landscape. The Urban Design Report concluded that the proposed development has been designed to sensitively reflect and complement the surrounding area and that the proposed development meets the intent of the design policies of the Town of Cobourg Official Plan. Section 3.4.3.4 provides a height requirements for Stable Residential Neighbourhoods, permitting a maximum height of three storeys. The proposed townhomes development will be 2 storeys in height.

#### 4.4.2 Section 5.0 – Community Design

This section of the TCOP outlines the general design policies for the Town of Cobourg as well as the policies related to the Neighbourhood Planning Areas, heritage preservation and community improvement. In regards to the proposed ZBA, the design policies and the Neighbourhood Planning Areas are relevant.

The Urban Design Brief has been submitted as part of the application which adequately addresses the TCOP and the Town's Urban Design Guidelines in Section 5.2. The Brief concluded that the proposed development has been designed to

sensitively reflect and complement the surrounding area and that the proposed development meets the design policies of the Town of Cobourg Official Plan in regards to elements such as: the public realm, building form and siting, landscaping, existing typology/context, architectural elements, sustainability, accessibility, public art, views/vistas, gateways, filling and intensification and parking.

Generally, the Neighbourhood Areas are primarily composed of low and medium density forms of housing. This section of the TCOP requires the development of a Secondary Plan prior to any major redevelopment that would substantially alter the pattern of land use within the Neighbourhood Area in which the proposal is located. The proposed ZBA proposes a form of development that is similar to what exists in the area and is not expected to significantly alter the pattern of development.

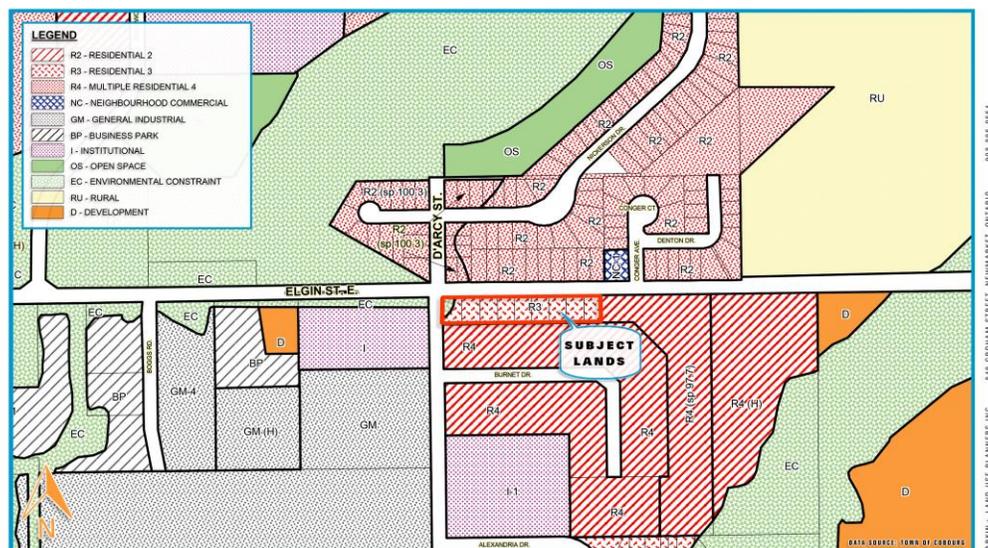
**4.4.3 Section 6 - Transportation**

Relevant policies in Section 6 of the TCOP provide design requirements for roads and general parking requirements requiring that adequate off-street parking and loading as a condition of development or redevelopment and that access points on arterial roads such as Elgin Street East be shared when possible (S. 6.6). A Traffic Impact Study is being undertaken and will be submitted as part of the Site Development Application.

**CONCLUSION:** Conformity to the Town of Cobourg Official Plan has been established.

**4.5 Town of Cobourg Comprehensive Zoning By-law, 85-2003**

The property is currently zoned Residential 3 (R3) Zone which permits single detached dwellings, semi-detached dwellings and duplexes but does not permit stacked townhouse units (see Figure 7: Town of Cobourg Zoning By-law 85-2003). The ZBA proposes the application of Multiple Residential 4 (R4) Zone to the Subject Lands similar to the lands to the south and the east. The R4 Zone is a medium density zone category which permits multiple residential units.



**FIGURE 7**  
**TOWN OF COBOURG ZONING BY-LAW 85-2003, SCHEDULE 'A'**  
 265-327 ELGIN STREET EAST, COBOURG, ONTARIO



Section 10 of the Zoning By-law provides for zoning standards associated with townhomes in the R4 Zone category as detailed in the following chart:

<b>Zone Standards for Multiple Residential R4</b>		
<b>Standard</b>	<b>Requirement</b>	<b>Proposed</b>
Lot Area	215 m2 minimum per dwelling unit	210.725 m2/unit
Lot Frontage – where each townhouse dwelling unit fronts onto a public street.	6.5 m per dwelling unit	Stacked townhouse.
Lot Coverage	40% maximum	20.3%
Net Density (maximum)	50 units/net ha	40 units/0.89 ha
Floor Area Per Dwelling Unit (minimum)		
• Bachelor	n/a	n/a
• One Bedroom Unit	42 m2	45m2 +
• Two Bedroom Unit	56 m2	60 m2 +
• Three Bedroom Unit	70 m2	62 m2 +
• Each Additional Bedroom (Four Bedroom Unit)	+ 10 m2	124 m2
Front Yard minimum	6 m	5.3 m
Rear Yard minimum	7 m	15.5 m approximately
Interior Side Yard minimum	3.65 m	9.5 m
Exterior Side Yard minimum	6 m	15 m
Distance Between Exterior Walls of a Townhouse Building	5 m	12 m
Distance Between Multiple Buildings*	Equivalent to the average height of the two buildings (11m)	n/a – stacked townhouse building
Landscaped Open Space	35% of the lot.	46.8%
Building Height	3 storeys	2 storeys
Parking	1.5 spaces/dwelling Unit	60 spaces including 8 accessible spaces

\*Where neither external wall facing the other building contains a window of a habitable room, the distance may be reduced to ½ the height of the two buildings.

### Section 10.1.19 Regulations for Accessory Buildings (Auxiliary Building)

- Rear Yard Minimum – 1 m
- Height Maximum – 4.5 m
- Not be located within 1.5 m of any other building or structure on the lot.

The proposed accessory building (Auxiliary Building) meets the zone regulations of Section 10.1.19.

Based on a review of the Comprehensive Zoning By-law in light of the R4 zone regulations, it appears that the future development generally will comply with the ZBA. Site specific exceptions will be required to address the deficiencies in unit size and front yard minimum. A Zoning By-law Amendment has been submitted with this application.

## 5.0 CONCLUSIONS

This Planning Report has been prepared in support of a Zoning By-law Amendment to facilitate the redevelopment of an existing residential property for a 40 unit affordable/market rent stacked townhouse complex. The proposed Zoning By-law Amendment meets the requirements of the Planning Act RSO 1990, is consistent with the Provincial Policy Statement, 2020 and conforms to the County of Northumberland Official Plan and the Town of Cobourg Official Plan. It meets the intent of the proposed Multiple Residential R4 Zone Category but will require some site specific permissions which have been included in the proposed amendment.

Based on the above review, it is the opinion of the author that the proposed Zoning By-law Amendment is in conformity with the applicable planning documents and represents good land use planning.

### CERTIFICATION:

*I hereby certify that this plan/report was prepared by or under the supervision of a Registered Professional Planner (RPP), within the meaning of the Ontario Professional Planners Institute Act, 1994. I further hereby certify that the opinion(s) expressed herein were reached independently, and represent my personal professional planning opinion(s) based on the information used to prepare this document.*



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Date: 2020-09-23