



# **Planning Rationale Report**

**149 Elgin Street East, Cobourg**

Mineral Road Properties Inc.

Revised April 2024

**→ The Power of Commitment**

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# 1. Introduction

This report is a planning justification report for the proposed rezoning of 149 Elgin Street East, Cobourg, Ontario.

## 1.1 Purpose of this report

Mineral Road Properties Inc. is proposing to develop a new automobile sales and service facility use. The site is located at the municipal address 149 Elgin Street East, Cobourg, Ontario. The proposed development includes a one storey auto dealership with a large parking lot at the back of the site. The site is approximately 1.83 ha. The site is zoned as General Industrial 4 (GM-4). The proposed auto dealership will require a Zoning By-law Amendment Application and a Site Plan Approval Application.

This report will provide the following information:

- A description of the subject lands and surrounding site context;
- A description of the proposed development and required planning approvals;
- The proposed development's conformity to Provincial, Regional and local policy and the planning rationale supporting the required planning approvals;
- A summary of submitted technical reports supporting the proposed development; and
- A conclusion summarizing the above and a recommendation to approve the submitted applications.

## 1.2 Scope and limitations

*This report: has been prepared by GHD for Mineral Road Properties Inc. and may only be used and relied on by Mineral Road Properties Inc. for the purpose agreed between GHD and Mineral Road Properties Inc. as set out in Section 1.1 of this report.*

*GHD otherwise disclaims responsibility to any person other than Mineral Road Properties Inc. arising in connection with this report. GHD also excludes implied warranties and conditions, to the extent legally permissible.*

*The services undertaken by GHD in connection with preparing this report were limited to those specifically detailed in the report and are subject to the scope limitations set out in the report.*

*The opinions, conclusions and any recommendations in this report are based on conditions encountered and information reviewed at the date of preparation of the report. GHD has no responsibility or obligation to update this report to account for events or changes occurring subsequent to the date that the report was prepared.*

*The opinions, conclusions and any recommendations in this report are based on assumptions made by GHD described in this report (refer Section(s) 1.1 of this report). GHD disclaims liability arising from any of the assumptions being incorrect.*

### Accessibility of documents

*If this report is required to be accessible in any other format, this can be provided by GHD upon request and at an additional cost if necessary.*

## 2. Background

### 2.1 Subject Lands/Property

The site is located at 149 Elgin Street East at the south-east corner of Elgin Street East and Boggs Street with the legal description: PT GLEBE LT N OF RAIL PL CADDY (FORMERLY LT 15 CON A HAMILTON) COBOURG PT 5 39R365; COBOURG. The subject property also has frontage on Boggs Street western property limit. The subject property is approximately 1.8 ha in size and is generally rectangular in shape. The property currently consists of one existing building and is primarily used for the storage and parking of vehicles which is why the site is currently zoned with an exception to the GM Zone within the Town of Cobourg Zoning By-law (GM-4). The subject property is mostly covered in gravel or asphalt, but does contain a small, vegetated section towards to rear of the property. **Figure 1** shows the survey plan of the property.



## 2.2 Surrounding Context and Land Uses

The neighbouring land uses surrounding the subject property are illustrated in **Figure 2** and described below.

### **North:**

- North of the subject property are open space and parks.

### **South:**

- South of the subject property are several existing industrial uses and a Town of Cobourg Works Yard.

### **East:**

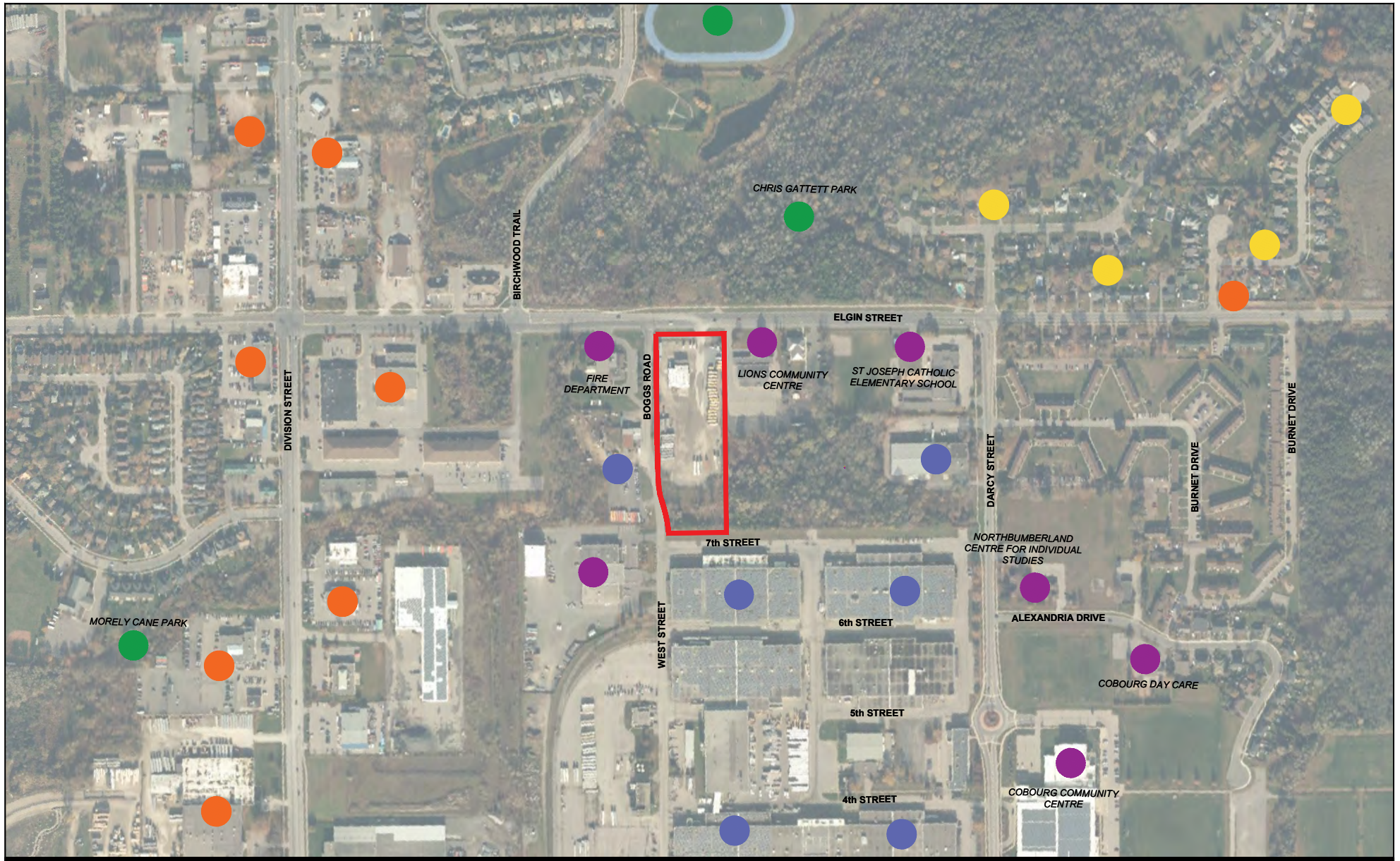
- East of the subject property is the Lions Community Centres, Commercial Uses, and a public elementary school.


### **West:**






- West of the subject lands is the Cobourg Fire Department Station and industrial uses.

## 2.3 Transportation

Access to the subject property is directly off of Elgin Street East. Vehicular access to the subject property will be maintained along Elgin Street East and additional vehicular access will be provided along Boggs Street to service the dealership building. The Township of Cobourg Official Plan designates Elgin Street East as an existing Arterial Road. Boggs Road is designated as a local street. A Traffic Impact Study has been prepared to discuss traffic impacts of the proposed development.



 Subject Property

-  Commercial
-  Residential
-  Parks/Recreation
-  Institutional
-  Industrial



149 ELGIN STREET  
TOWN OF COBOURG

## CONTEXT MAP

Project No. 12569510  
Date MARCH 2024

FIGURE 02

### 3. Proposed Development

The proposed development consists of a new automobile sales building with a service facility. The existing building located on the site will be removed. The new building on the site will contain the automobile sales and show floor while the expansion to the east will contain the service facility and repair bays. The total ground floor area of existing building with the service facility expansion is 1,136m<sup>2</sup> and will be one storey in height. The proposed building will be orientated to the north facing Elgin Street.

Vehicular access to the site will be off Elgin Street East to the north and Boggs Road to the west. The vehicular circulation of the site is shown on the Site Plan in **Figure 3**. It consists of two-way drive isles that encircle the existing building and provide access to both Elgin Street and Boggs Road. Both vehicular access points allow for left and right turns in and out of the subject property. A total of 420 parking spaces are proposed for the development with two parking spaces being accessible parking. Pedestrian access to the site is located with the vehicular access off Elgin Street East. Please refer to **Figure 3** for the proposed Site Plan drawing.

At the south end of the site there is an area of existing trees and shrubs. This area of approximately 25 metres in depth will be assessed for retention.



## 4. Required Planning Approvals and Existing Zoning By-law Provisions

### 4.1 Existing Zoning Provisions

The subject property is zoned as General Industrial (GM-4) and Environmental Constraint (EC). The proposed development consists of automobile sales and service facility use.

#### 4.1.1 General Industrial Zone (GM)

The auto sales component of the proposed use is not listed as a Permitted Use in the GM Zone. The service and repair facility use is permitted under the GM Zone.

The table below outlines the Zone Provisions for the GM Zone.

*Table 1 – General Industrial Zone Provisions.*

Lot Area	1,400m <sup>2</sup>
Lot Frontage	30 metres
Lot Coverage	60% Maximum
Front Yard	9 metres (min)
Rear Yard	7.5 metres (min)
Interior Side Yard	3 metres (min)
Exterior Side Yard	9 metres (min)
Yards Abutting or Adjacent to Other Zones	Where any lot line abuts a Residential, Institutional, Open Space or Development Zone or where the lands on the opposite side of a street from a GM Zone are in such a zone then any yard abutting or opposite an area in such a zone shall have a minimum width of 15 m (50 ft.) and shall not be used for open storage or loading facilities.
Landscaped Open Space	10% of the lot (Min)
Building Height	13 metres (Max)

### **4.1.2 General Industrial Zone – Exception 4 (GM-4)**

The permitted uses of the GM-4 Exception follow the same permitted uses as outlined in Section 17.1.1, 17.1.2 and the following additional permitted use:

- Equipment rental use.

The Zone provisions for the GM-4 Exception are the same as outlined in the Table 1 of the previous section.

For this reason, a Zoning By-law Amendment is required to permit the auto sales use.

The GM-4 permitted uses do include service and repair uses.

## **4.2 Zoning By-law Amendment Application**

The Zoning By-law Amendment application will be submitted initially. The Site Plan application will be submitted at a later date. This will allow the time needed to more thoroughly design the new building.

## **4.3 Site Plan Approval Application**

A Site Plan Approval Application will be required to permit the development.

## 5. Planning Policy Context and Analysis

### 5.1 Provincial Policy Statement (PPS), 2020

The Provincial Policy Statement (PPS) is a Provincial document issued under Section 3 of the Planning Act. The policy document provides overarching policies to guide municipal decisions on land use planning matters. Decisions made by all planning authorities must be consistent with the policies set out in the PPS. An update to the PPS came into effect on May 1, 2020 and a further update in 2023.

Section 1.3 of the PPS discusses Employment policies. Policy 1.3.1 states “Planning authorities shall promote economic development and competitiveness by:

- providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- ensuring the necessary infrastructure is provided to support current and projected needs.”

Section 1.3.2 discusses Employment Area policies. Policy 1.3.2.1 states “Planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs”.

The proposed development will conform with the policies outlined in Section 1.3 of the PPS by providing employment uses for the surrounding community.

Section 1.6.6 Sewage, Water and Stormwater focuses on planning for related infrastructure.

Policy 1.6.6.1 states “*Planning for sewage and water services shall:*

- a) *accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:*
  - a. *municipal sewage services and municipal water services;*

The site is serviced from existing infrastructure available on surrounding streets.

Policy 1.6.6.7 states “*Planning for stormwater management shall:*

- c) *minimize erosion and changes in water balance.....*
- f) *promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency and low impact development.”*

The proposed development is supported by a Functional Servicing and Stormwater Management Report which provides the stormwater management techniques proposed to satisfy the PPS.

### 5.2 Growth Plan for the Greater Golden Horseshoe (2020)

The Province will be repealing the Growth Plan. It will no longer apply to the proposed rezoning of the site. Prior to the submission, the application had been reviewed in the context of the Growth Plan and was found to conform.

## 5.3 Northumberland County Official Plan

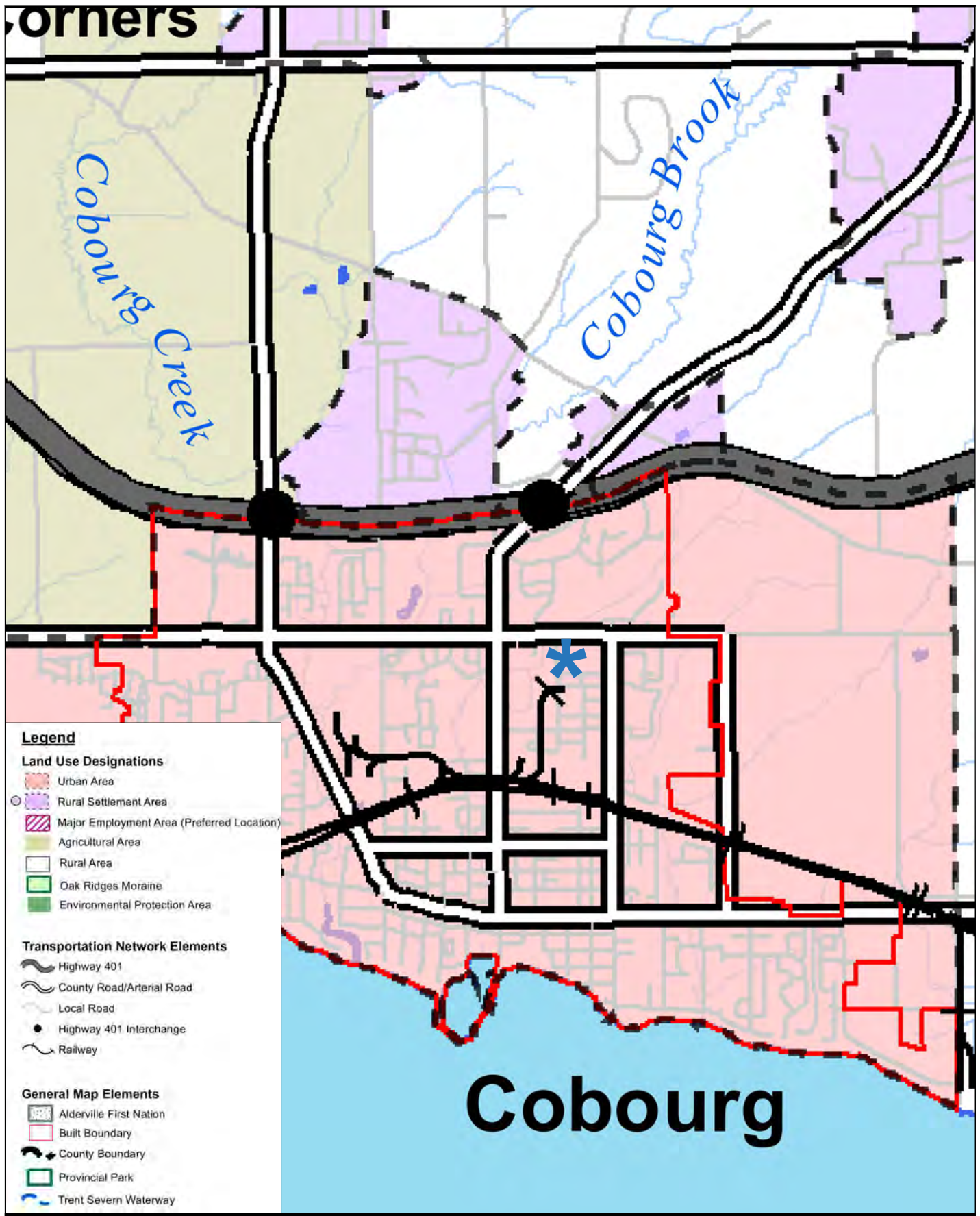
The Northumberland County Official Plan designates the subject property as Urban Area under the Schedule A Land Use Map. An excerpt of the County Official Plan Schedule A Land Use Map is shown on **Figure 4**

Policy 1.2.3 outlines the urban area policies for Employment Areas and Uses and states:

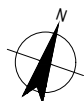
“It is the objective of this Plan to:

- c) Provide for an appropriate mix and range of employment and institutional uses to meet long-term needs;
- d) Provide opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- g) Plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs;

The proposed development will conform with the policies outlined above by protecting currently Employment uses while expanding employment opportunities in the community.



\* Subject Property



149 ELGIN STREET  
TOWN OF COBOURG  
**NORTHUMBERLAND  
COUNTY OFFICIAL PLAN**  
SCHEDULE 'A' LAND USE

Project No. 12569510  
Date MARCH 2024

**FIGURE 04**

## 5.4 Town of Cobourg Official Plan

The Town of Cobourg Official Plan designates the subject property as Employment Area in the Schedule A Land Use Map. See **Figure 5** for the Land Use map.

Section 3.10 of the Town of Cobourg Official Plan discusses the Employment Area designation policies. Section 3.10.2 listed the Permitted Uses as the following:

- industrial;
- office;
- wholesale;
- research and development;
- hotel, motel, conference, convention and banquet facility;
- institutional;
- education and training;
- data processing; and,
- building supply use

Section 3.10.5 outlines the Land Use Policies and policy 3.10.5.1 states *“Employment Areas shall be planned and developed to ensure a diversity of serviced sites across the Town for industrial/business uses. The zoning by-law shall establish a range of zones to permit the development of different employment areas, recognizing that certain uses must be buffered both from non-employment uses, as well as other employment uses. The following zoning approaches shall be used where applicable:*

*i.     **General Industrial Zone***

*This zone will permit the full range of industrial uses including operations which may be offensive because of heat, smoke, noise, odour, dust or heavy transportation requirements. Open storage shall be permitted in this zone subject to specific regulations.”*

During the Pre-consultation it was determined that the automobile sales use, that is the commercial component, could be permitted along the first 90 metres (295 feet) of the property. The proposed design must demonstrate all commercial activities are located within the northern portion of the lot and storage and maintenance/service of vehicles be limited to the southern portion.

The site must retain all other Employment Area uses and these can continue to be provided on the balance of the property south of the proposed dealership building.

This approach has been employed for sites fronting on arterial roads. For example, this has been implemented along Division Street at the Coburg Nissan dealership.

The following excerpt from the report for Ty-J-Cam Holdings By-law Amendment application explains the position. The Ty-J-Cam Holdings site fronts Division Street adjacent Cobourg Nissan.

*“From a land use and development pattern perspective, higher order, quasi-industrial, business and service commercial uses have historically occupied the frontages of parcels in close proximity to the major arterial roads in the community, like Division Street, while heavier more traditional industrial uses typically occupy the interior or core areas of employment areas (i.e. Northam Industrial Park). Lands abutting major roadways not only take advantage of the high degree of exposure and traffic afforded by such locations, but also can act as a transitional buffer between non-employment uses and heavy industrial employment uses. This policy framework and pattern of development has been recognized and implemented over time using the Business Park (BP), Light Industrial (LM) and General Industrial (GM) Zone categories in the Zoning By-law.*

*The proposed amendment to permit vehicle sales as an additional land use would maintain an appropriate mix and range of employment uses in the community to meet long-term needs of the Town and facilitate the expansion of an existing business. In addition to business employment uses, the proposed zoning for the site would also continue to permit traditional forms of employment uses, such as light industrial and service-type uses and provide opportunities for a diversified economic base and continued economic prosperity.”*

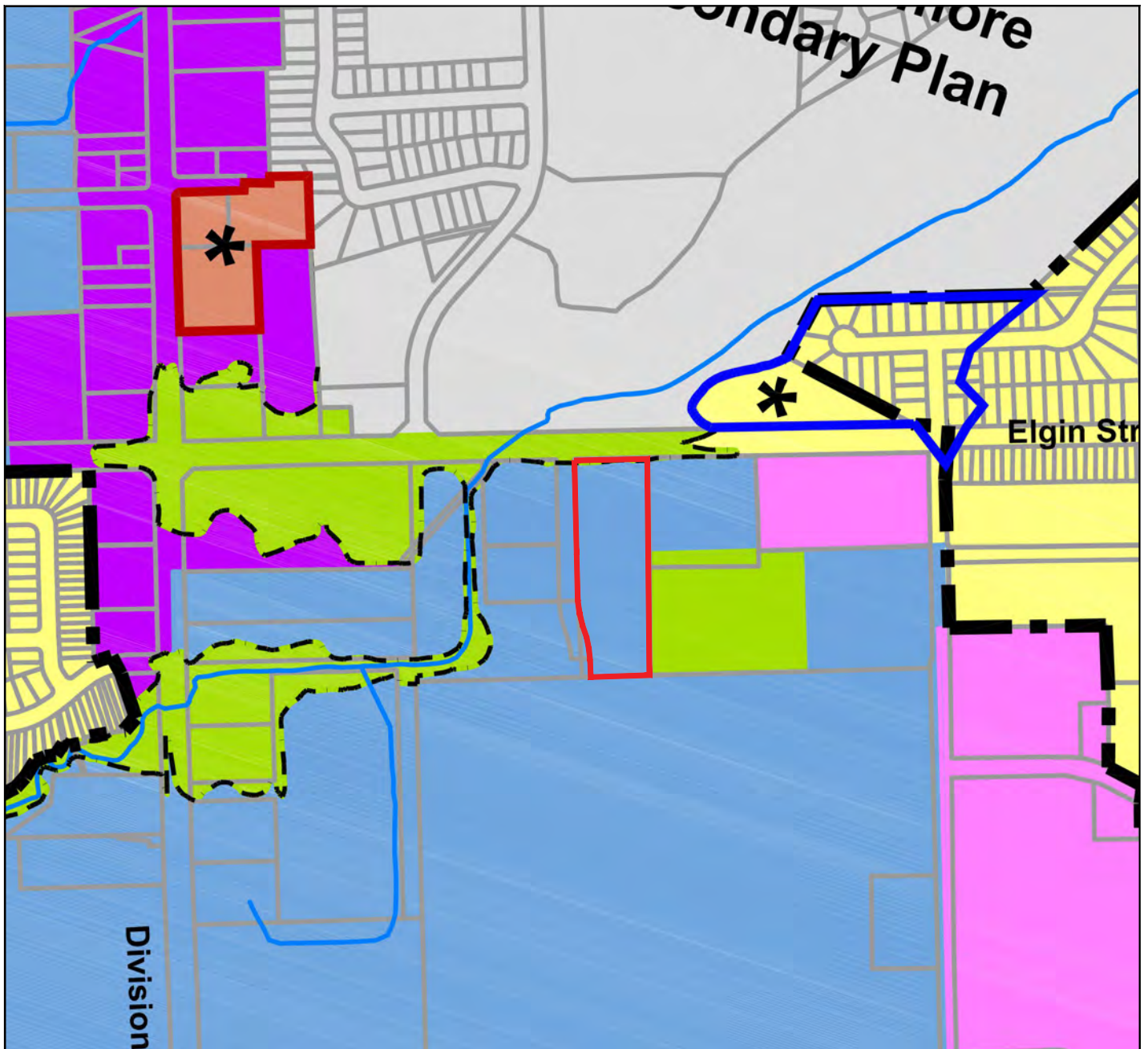
*Accordingly, it is within this context that the addition of vehicle sales for the premises would not be considered a conversion of an Employment Area, but rather would constitute a minor change in use relative to existing land use permissions on the site, including eating establishments and vehicle service, supply and specialty repair.”*

Introducing the auto sales component of the dealership use would not constitute an industrial conversion. We would add though that this is subject to the following considerations,

- The use is added to the site zoning,
- The zoning is done by exception to add a use and all employment uses are retained,
- The auto sales component is limited to the north portion of the site as specified in the Pre-consultation.

We would further add that the introduction of the use along the front portion of the site is in keeping with the development fronting Elgin Street between Division Street and Darcy Street. The existing land use is noted below moving from the west (Division Street) to the east.

- Commercial plaza
- Vacant and forested block
- Open space including tributary stream
- Cobourg Fire Department
- Subject site
- Lions Community Centre
- Medical clinic
- St. Joseph Catholic Elementary School.



#### LEGEND

	ENVIRONMENTAL CONSTRAINT AREA		BUILT BOUNDARY
	EMPLOYMENT AREA		URBAN SETTLEMENT AREA BOUNDARY
	HIGH DENSITY RESIDENTIAL AREA		SPECIAL PROVISION
	MAIN CENTRAL AREA		STABLE RESIDENTIAL AREA
	MAJOR INSTITUTIONAL		MAJOR TRANSIT STATION
	MIXED USE CORRIDOR AREA		MAJOR TRANSIT STATION AREA
	PARK AREA		WASTE DISPOSAL ASSESSMENT AREA
	RESIDENTIAL AREA		WATERCOURSE
	SHOPPING NODE AREA		FLOODPLAIN
	SECONDARY PLAN AREA		SPECIAL POLICY AREA
			KING STREET CORRIDOR

SUBJECT PROPERTY



149 ELGIN STREET  
TOWN OF COBOURG  
**TOWN OF COBOURG  
OFFICIAL PLAN  
SCHEDULE 'A' LAND USE  
PLAN**

Project No. 12569510  
Date MARCH 2024

**FIGURE 05**

## 5.5 Township of Cobourg Zoning By-law 85-2003

The property is currently zoned as General Industrial (GM-4) and Environmental Constraint (EC) under the Town of Cobourg Zoning By-law. See **Figure 6** for the Zoning Map.

Currently the proposed auto sales component of the proposed development is not a permitted use in the GM-4 Zone and a site-specific Zoning By-law Amendment will be required in order to permit the proposed development.

It is noted that the site has an existing site-specific zoning exception “-4”. This exception permits the additional use of an equipment rental.

The table below outlines the Zone Provisions for the GM Zone compared to the proposed development.

*Table 2 – General Industrial Zone Provisions.*

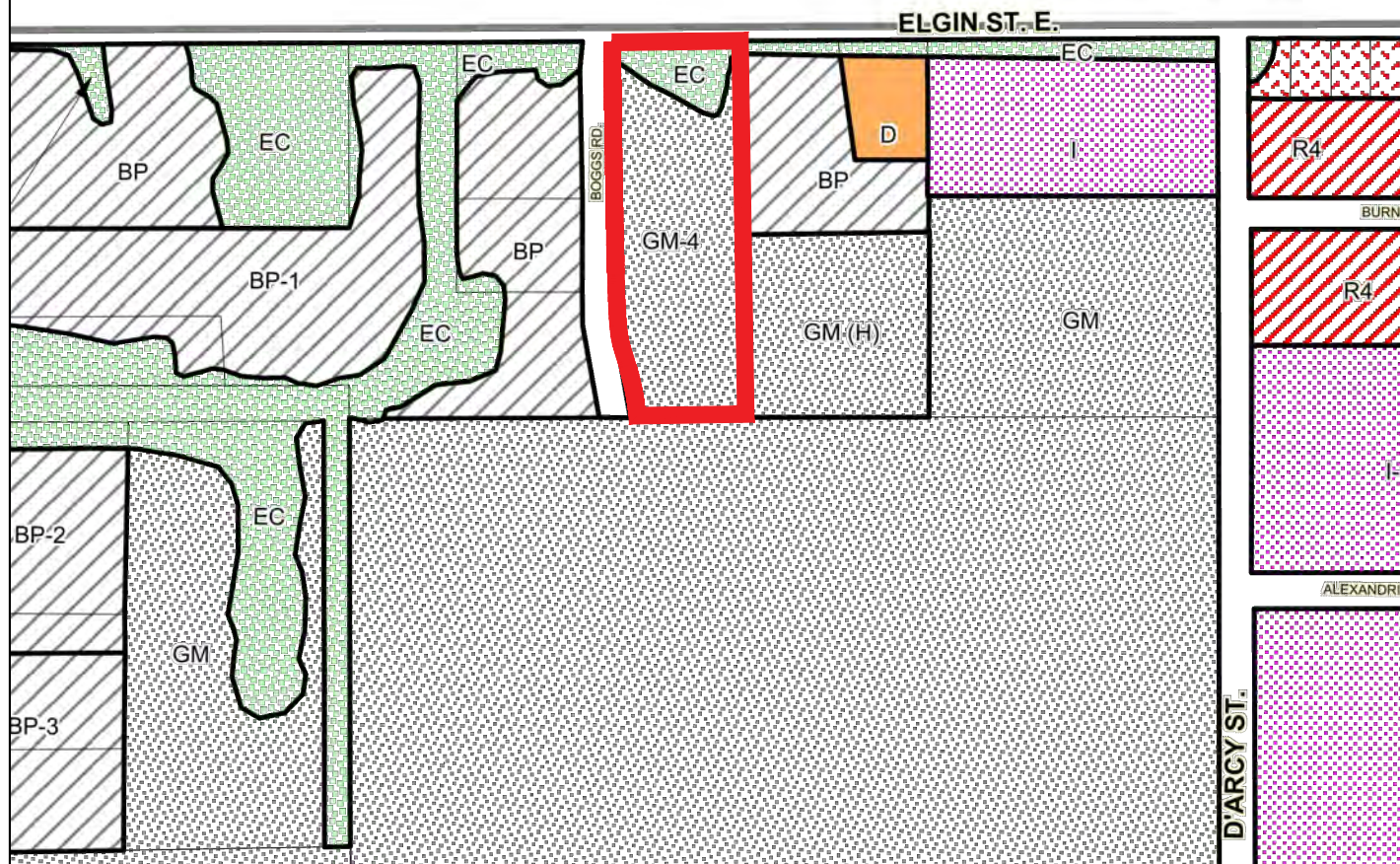
	Required	Proposed
Lot Area	1,400m <sup>2</sup>	17,262m <sup>2</sup>
Lot Frontage	30 metres	78.5 metres
Lot Coverage	60% Maximum	10%
Front Yard	9 metres (min)	30.0 metres
Rear Yard	7.5 metres (min)	150.52 metres
Interior Side Yard	3 metres (min)	18.0 metres
Exterior Side Yard	9 metres (min)	27.8 metres
Landscaped Open Space	10% of the lot (Min)	15.2%
Building Height	13 metres (Max)	8.1 metres

The proposed development does not currently conform to the existing General Industrial Zone, as such a Zoning By-law Amendment Application must be completed in order to permit the proposed development.

The portion of the site zoned EC does not exhibit hazard lands or natural heritage features. Therefore, it is required and recommended that this portion of the site be rezoned to GM with the proposed exception included.

**Figure 1** is the topographic survey of the property showing the flood prone area being confined to the Elgin Street right-of-way.

SEE MAP 13



## LEGEND - ZONING

	R1 - RESIDENTIAL 1		BP - BUSINESS PARK
	R2 - RESIDENTIAL 2		I - INSTITUTIONAL
	R3 - RESIDENTIAL 3		OS - OPEN SPACE
	R4 - MULTIPLE RESIDENTIAL 4		EC - ENVIRONMENTAL CONSTRAINT
	R5 - HIGH DENSITY RESIDENTIAL 5		RU - RURAL
	NC - NEIGHBOURHOOD COMMERCIAL		D - DEVELOPMENT
	SC - SHOPPING CENTRE COMMERCIAL		TC - TRANSPORTATION CORRIDOR
	DC - DISTRICT COMMERCIAL		NR1 - NEIGHBOURHOOD RESIDENTIAL 1
	MC - MAIN CENTRAL COMMERCIAL		NR2 - NEIGHBOURHOOD RESIDENTIAL 2
	LM - LIGHT INDUSTRIAL		NMU - NEIGHBOURHOOD MIXED USE
	GM - GENERAL INDUSTRIAL		B - URBAN RURAL TRANSITION

Subject Property



149 ELGIN STREET  
TOWN OF COBOURG  
**TOWN OF COBOURG  
ZONING BY-LAW 85-2003  
SCHEDULE 'A' MAP 10**

Project No. 12569510  
Date MARCH 2024

**FIGURE 06**

## 6. Supporting Investigations and Reports

The approvals process will be staged so that rezoning occurs first and site plan is submitted once the building design has advanced sufficiently. Several of the reports identified in the Pre-consultation will be held over to the site plan application. These include:

- Urban, landscape and sustainable design report,
- Architectural site plan
- Elevation and perspective drawings
- Lighting and illumination plan
- Electrical site plan.

The reports listed below are being submitted in support of the rezoning application.

### 6.1 Functional Servicing and Stormwater Management

Kirby Structures was retained by the client to prepare a Functional Servicing and Stormwater Management Report for the proposed development. This report provides a detailed analysis of the stormwater drainage systems and available servicing infrastructure for the property and provides recommendations on proposed drainage conditions.

Through the design of the site, runoff will be collected by an on-site sewer system underground. The report also details the quality and quantity control of runoff throughout the subject property. Various Low Impact Development (LID) techniques will be used in order to reduce the runoff before discharging from the site. It is expected that peak flows will increase by 50% from pre-development levels, but through the implementation of stormwater management system for underground storage of runoff these flows will be reduced to the existing levels.

### 6.2 Arborist Report

Henry Kortekaas & Associates Inc. have been retained by the client to prepare an Arborist Report for the proposed development. The report details the existing trees on the property and outline the conflicts with the proposed grading and development and makes recommendations to retain or remove any trees. The report outlined the following recommendations for the retention and removal of trees on the property.

Based on the proposed site plan 8 trees/tree groupings are recommended for removal. The report also outlined 3 tree groups that are recommended to be partially removed, due to a conflict with proposed site work. Finally, the report recommended that the remaining 12 trees/tree groupings are to be retained as they can be sufficiently protected and do not conflict with any proposed work on the site.

### 6.3 Land Use Compatibility Study

The Record of Pre-consultation Requirements dated March 7, 2022 indicate that the Planning Rationale Report is to include a Land Use Compatibility Study. Land use compatibility is addressed through guidelines called the D-6 Compatibility between Industrial Facilities. The guidelines were created by the Ministry of the Environment to assist planning authorities in determining what types of land uses are compatible near industrial areas.

The D-6 Guidelines provide the following direction on what comprises a sensitive land use:

“For the purposes of this guideline, (i.e. where industry is concerned) sensitive land use may include:

- recreational uses which are deemed by the municipality or provincial agency to be sensitive; and/or
- any building or associated amenity area (i.e. may be indoor or outdoor space) which is not directly associated with the industrial use, where humans or the natural environment may be adversely affected by emissions

generated by the operation of a nearby industrial facility. For example, the building or amenity area may be associated with residences, senior citizen homes, schools, day care facilities, hospitals, churches and other similar institutional uses, or campgrounds.”

The use of an automotive sales and service establishment would not be considered a sensitive land use under the guidelines. Surrounding industrial uses will not negatively impact the proposed use. Given this, an assessment of land use compatibility is not required.

## **6.4 Transportation Study**

GHD was retained by the client to prepared Transportation Impact Study for the proposed development located at 149 Elgin Street, Cobourg. The report provides detailed analysis of existing traffic conditions and future traffic impacts based on the proposed development. It is stated in the report that the future trips generated by the proposed development are an expected 23 two-way trips during weekday mornings, 43 two-way trips during weekday PM peak hour, and 49 two-way trips during Saturday peak hour.

The report also details the total parking spaces provided, which is identified as 418 spaces, with two accessible spaces. This parking does exceed the By-law requirement of 10 spaces in addition to display areas and one accessible space. Finally, the report concluded that site circulation was addressed and found that there are no issues with the navigation of emergency vehicles, waste collection trucks, car carrier trucks, and other passenger vehicles.

On the site, car services can be accommodated on site as they do not block traffic lanes on the surrounding streets.

## 7. Conclusion

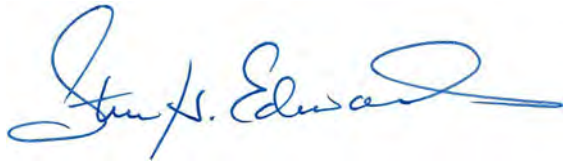
The client, Mineral Road Properties Inc., is proposing to develop an automobile sales use and service facility on the subject property located at 149 Elgin Street East. The proposed building will be expanded upon to the east to add in the service facility. Parking for the development will be located around the subject property. The proposed development will have adequate pedestrian and vehicular access from surrounding roads and sidewalks. The proposed development conforms with Provincial planning policies contained within the Provincial Policy Statement and Places to Grow as is required.

The proposed development has been determined to be in conformity with the Northumberland County Official Plan and the Town of Cobourg Official Plan. The site has existing zoning that does not allow for the proposed automobile sales use. The Zoning By-law Amendment application seeks rezoning to permit the proposed use.

Through the Pre-consultation process several studies were identified as required in order to deem the application complete. The studies have been completed and submitted with the first submission. The studies support the development and there are no limitations or impacts related to the development that cannot be adequately addressed through standard development practices.

It is our opinion that the Town of Cobourg Zoning By-law Amendment and Site Plan Application to permit the proposed development represents good land use planning, best use of land and municipal infrastructure principals and can be supported from a land use planning perspective.

All of which is respectfully submitted,

A handwritten signature in blue ink, appearing to read "Steve Edwards", with a stylized flourish at the end.

Steve Edwards, RPP

