 COBOURG	THE CORPORATION OF THE TOWN OF COBOURG	
	COMMITTEE OF THE WHOLE REPORT	
TO:	Mayor and Council	
FROM:	Glenn McGlashon, MCIP, RPP	
TITLE:	Director of Planning & Development	
DATE OF MEETING:	September 14, 2020	
TITLE / SUBJECT:	Application for Site Plan Approval: Canadian Coast Guard Search & Rescue Station Re-development Watson MacEwan Teramura Architects, on behalf of the Canadian Department of Fisheries and Oceans 114 Division Street, Cobourg	
REPORT DATE:	September 3, 2020	File #: SPA-06-19

1.0 STRATEGIC PLAN
N/A

2.0 RECOMMENDATION

THAT this Report be received by Council for information purposes; and,

THAT the By-law attached as **Figure 5** be endorsed and be presented to Council for adoption which authorizes the Mayor and Municipal Clerk to execute a Development Agreement with Her Majesty the Queen, in right of Canada represented by the Minister of Fisheries and Oceans, for the proposed re-development of the Canadian Coast Guard Search and Rescue station at 114 Division Street, Cobourg, subject to the finalization of details by municipal staff and partner review agencies; and,

THAT the By-law attached as **Figure 6** be endorsed and presented to Council for adoption which removes the Holding (H) Symbol from the subject development lands.

3.0 PUBLIC ENGAGEMENT

The Planning Act R.S.O 1990, c.P. 13, as amended does not prescribe any statutory public notice or engagement requirements for Site Plan Applications and Amendments, as these particular applications are recognized as being a detailed, technical review of matters relating to site development, including

building layout, access, parking, landscaping, servicing and grading to name a few.

However, the Municipality requires that the applicant provide notice by posting a 1 m x 1.8 m sign on the Subject Lands, in an area visible from the public realm, notifying the public that an application for Site Plan approval has been submitted to the Municipality. The sign must include a contact number for both the applicant and the Town of Cobourg Planning Department, where plans can be made available for the public to view. A sign was posted on the frontage of the subject property in accordance with this procedure.

Additionally, the Planning Department provided written notice of the complete Site Plan Application to Council on August 12, 2019, and all Site Plan Applications are considered by Council in open session prior to final approval. Information relating to the Site Plan Application was posted on the municipal website under the Planning Applications page (Planning & Development).

Finally, the Federal Department of Fisheries and Oceans (DFO) convened a public Open House on February 13, 2020 where displays of the design and mock-ups for the new building were showcased and opportunities were available for the public to ask questions. Participants included officials from Fisheries and Oceans Canada, the Canadian Coast Guard, Public Services and Procurement Canada, and Watson MacEwen Teramura Architects. Approximately 20 people were in attendance and a number of questions were answered.

4.0 ORIGIN & LEGISLATION

In July of 2019, the Planning Department received an application for Site Plan Approval from Allan Teramura of Watson MacEwen Teramura Architects on behalf of the Federal Department of Fisheries and Oceans for the redevelopment of the existing Canadian Coast Guard Search & Rescue (SAR) station situated at 114 Division Street. Following a review of the application by the Development Review Team (DRT) and applicable partner review agencies, Planning staff concluded that it met all applicable policies, guidelines, regulations and standards of the Ontario *Planning Act* and the Cobourg Official Plan to form a complete application and was formally received by Council on August 12, 2019.

In accordance with the lease agreement between the Municipality and the Federal Government, the Federal Government is granted full, free and exclusive rights of access, occupation and use of the lands, and buildings and structures situated thereon, as specified in the Lease, more specifically the t-pier within the harbour basin and the fenced in property west of the beach, south of the municipal parking lot, north of the main pier and save and except for the asphalt corridor leading to and from the parking lot onto the main east pier. The Lease also specifies that the Lessee (the Federal Government) shall abide by the rules, regulations and by-laws of the Municipality and other governing bodies, and shall not construct any buildings and structures on the subject lands without obtaining

approval from the Lessor (the Municipality), approval of which shall not be unreasonably withheld. The Federal Government is responsible for the ownership and maintenance of all buildings, structures, facilities and property and all liabilities associated with the development, use and occupation of the subject lands.

5.0 BACKGROUND

The Subject Lands known as 114 Division Street are generally located at the north end of the main east pier of Cobourg Harbour. The land is owned by the Town of Cobourg and leased to the Federal Government, and consists of two parcels: a fenced-in parcel on the east side containing the existing Coast Guard SAR station; and a concrete t-pier to the west of the main pier, all of which forms part of the east pier. The parcels are separated by a strip of asphalt laneway between the municipal parking lot and the main pier. The area subject to the proposed Site Plan Approval application is the 1,573 m² eastern parcel where the existing Coast Guard SAR buildings are located. See **Figure 1 Location Map**.

The Subject Lands are designated as “Environmental Constraint Area” and “Public Open Space – East Pier” in the Harbour Area Secondary Plan (2017), and zoned “Environmental Constraint (EC) Zone” and “Open Space Exception 2 Holding Exception 1 [OS-2(H-1)] Zone” in the Comprehensive Zoning By-law No. 85-2003.

6.0 ANALYSIS

The proposal is to demolish and remove the buildings currently situated on the property, including the detached dwelling, portable office, detached garage, and accessory buildings, and to build a new 486 m² Canadian Coast Guard SAR station in their place.

The new building will accommodate the different functions and requirements of Coast Guard activities including, a two-storey residential module and a single storey garage and workshop. The parts of the building are linked by a single storey connection that accommodates an office and ancillary functions. See **Figure 2 Site Plan**.

The proposed building design is intended to integrate into Cobourg’s Heritage Waterfront, and address the Federal Government directive for all new buildings to be Net Zero Carbon Neutral ready. Accordingly, a *Passivhaus* design approach is being adopted for the residential wing and connecting breezeway. The garage will be open to the elements for extended periods of time, and therefore a more conventional construction method is proposed for this wing.

The following plans and reports were submitted with the application:

- Architectural Site Plans, Removals;
- Landscape Plans and Renderings;
- Building Elevations and Renderings;
- Urban Design Brief;
- Stormwater Management Brief;
- Arborist Report;

The following attachments are included for reference purposes:

Figure 1 – Location Map

Figure 2 – Site Plan

Figure 3 – Landscape Plan

Figure 4 – Building Elevations/Renderings

Figure 5 – Agreement Authorization By-law

Figure 6 – Holding Removal By-law

Summary of Key Points:

The following are the key points associated with the proposal:

- The subject lands, known as 114 Division Street, is a 1,573 m² parcel located at the foot of Division Street (see **Figure 1: Location Map** attached). It is currently occupied by a 1-storey search and rescue station/workshop for the Canadian Coast Guard. The existing buildings have been deemed outdated and unsuitable for modern use and operation by the Coast Guard. The detached workshop is uninhabitable due to health and safety issues. The proposed development involves the demolition of the existing buildings and their replacement with a new 486 m², 2-storey administrative office and residence building with attached maintenance garage (see **Figure 2: Site Plan** attached).
- According to the architect's urban design brief, *"The design of the new Search and Rescue Station (SAR) seeks to enhance the public realm experience and key views of the downtown from the waterfront, while conveying the professional and progressive image of the Canadian Coast Guard. Located within an open space area of the Harbour, and adjacent to an Environmental Constraint Area (namely, Cobourg Beach) the redeveloped SAR will provide a focal point along the waterfront, enhancing the visual appeal of the area, while respecting its environmentally sensitive surroundings. In particular, the design of the building and its site is responsive to the need to preserve the natural environment and provide for careful stormwater management...The dynamic form of this building will contribute to shaping future development in this area by offering a high quality, signature design, in a highly visible location."*

- In addition, the architect statement specifies that *“Given the prominent nature of the site, the form of the building is both domestic in scale and feeling, while conveying a modern professional image for the Canadian Coast Guard. The roofline is treated as a sculptural element, with triangular forms suggestive of abstracted sails. The simple form will be legible and easily identifiable, even from a distance. It will serve as a marker for boaters and as a visual boundary between the beach and harbour areas. The design is intended to harmonize with the character of Cobourg’s Heritage Waterfront. The building is conceived as two modules, accommodating the different functions and requirements of Coast Guard activities: namely, a two-storey residential module and a single storey garage and workshop. The modules are linked by a single storey connecting breezeway that accommodates an office and ancillary functions. While the Search and Rescue Station is a place of work, it remains a non-public facility, where no formal interaction with the public occurs.”* Refer to **Figure 4 Building Elevations/Renderings**.
- As indicated above, from a sustainability perspective, the urban design brief states that the majority of the building will be designed to be Net Zero Carbon Neutral Ready using the *Passivhaus*¹ high performance design approach for energy efficiency in accordance with Federal Government directives. An airtight layer will be provided, and tested with a blower door prior to finishing materials being installed. Exterior windows will be triple-glazed insulating glass units in aluminium-clad wood frames. Windows will be operable to allow for natural ventilation. Window locations are configured to allow for natural daylighting, while restricting sightlines into the building. The main floors are concrete slab on grade, with no basement. The *Passivhaus* standard means that the building will consume 80% less energy than a conventional building, and will rely primarily on sun-shading and high insulation levels to remain cool in summer months.
- The attached garage wing design will take on a more conventional approach, using a structural steel frame, with steel stud back up wall, topped by a translucent, insulated panel system above. The translucent panel will provide diffuse, uniform natural light, and superior thermal performance on the south elevation. Conventional glazing will be provided on the north elevation. The garage door will also be a translucent, upward bi-folding pre-manufactured hangar door, to provide maximum flexibility for manoeuvring the boat trailer into the garage.

¹ Passive House (or *Passivhaus*) is a voluntary building standard that is truly energy efficient, comfortable and affordable at the same time (Passive House Institute, www.passivehouse.com) and is considered to be the most rigorous voluntary energy-based standard in the design and construction industry today (www.passivehousecanada.com).

Cladding materials on all modules will be light colour cement board shiplap panels, installed as a vented rain screen. Sloped metal roofs, with overhangs and drainage system will be provided throughout. A robust structural steel armature for the rain gutters will be provided to create a durable, low maintenance solution. Lighting will be LED.

- To address accessibility, although the SAR building is a workplace and will not be open to members of the public, the new building must meet minimum Federal accessibility requirements and the provisions of the National Building Code.
- The landscape approach for the re-development is designed to respect the environmental sensitivity of the area and preserve and enhance the natural ecology wherever possible. Four large mature birch trees, one mature willow tree, and three smaller birch trees provide shade during the summer, as well as visual screening from the adjacent public realm, and are proposed to be retained and protected during construction. Additional landscaped beds and similar softscape plantings will adorn the front of the building, and four Autumn Blaze maples will be planted around the north section of property (see **Figure 3 – Landscape Plan** attached).
- The existing chain link and wood rail perimeter fencing is to be replaced with black metal picket fencing, set back from the beach by approx. 3.0 m while respecting the existing mature trees. The intent is to maintain future options for public pedestrian access between the promenade and pier (exact location and design of which is subject to future municipal study) while ensuring effective and secure operations for the SAR station. Final location(s) will be determined by Parks/Forestry/Community Services staff in the field prior to installation.
- Temporary erosion and sediment control measures will be provided before construction and maintained during construction in accordance with the GRCA's Erosion & Sediment Control Guidelines for Urban Construction.
- The proposal conforms to the Cobourg Official Plan, Urban & Landscape Design Guidelines, and Comprehensive Zoning By-law No. 85-2003, and meets all applicable policies, guidelines and standards of the Municipality and external review agencies.

7.0 FINANCIAL IMPLICATIONS/STAFFING/BUDGET IMPACT

Watson, MacEwan and Terramura Architects, on behalf of the Federal Government, submitted the requisite Site Plan Approval application fee and deposit in the amount of \$5,500.00. All costs associated with the re-development will be the responsibility of the Federal Government. Accordingly, there are no anticipated financial impacts on the Municipality as a result of this application.

8.0 CONCLUSION

It is the opinion of the Planning Department that the application submitted by Allan Teramura of Watson MacEwen Teramura Architects, on behalf of the Federal Department of Fisheries and Oceans, for the redevelopment of the existing Canadian Coast Guard Search & Rescue (SAR) station situated at 114 Division Street meets all applicable policies and standards, subject to the finalization of details by municipal staff and partner review agencies.

9.0 POLICIES AFFECTING THE PROPOSAL

The primary policies affecting this application relate to the Harbour Area Secondary Plan policies including the Public Open Space East Pier Area designation, and the Community Design and Improvement policies of the Cobourg Official Plan.

10.0 COMMUNICATION RESULTS

This Report is intended to provide Council and the public with background and analysis of the application, and to recommend that Council approve the application and the By-law attached to this report (see **Figure 5 Agreement Authorization By-law**).

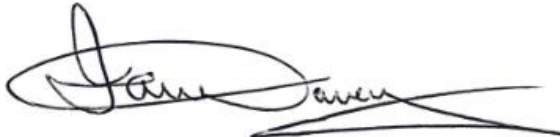
Report Prepared by:



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



Report Approved by:



Ian Davey, BBA CPA CA
Interim CAO/Director of Corporate Services/Treasurer

FIGURE 1: LOCATION MAP





FIGURE 3: LANDSCAPE PLAN

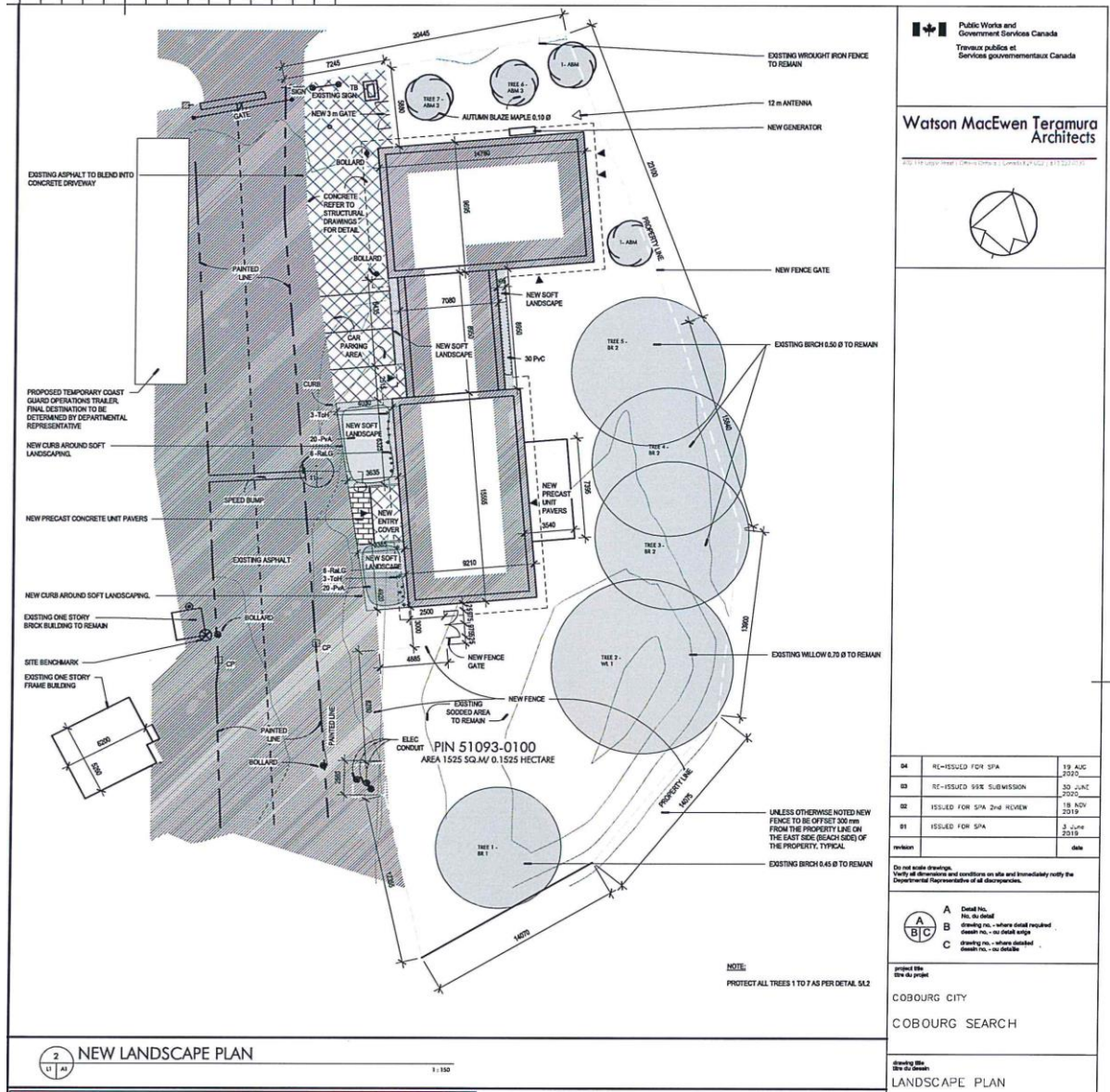


FIGURE 4: BUILDING RENDERINGS & ELEVATIONS



View from the Harbour



View from the Beach



View from the north-west

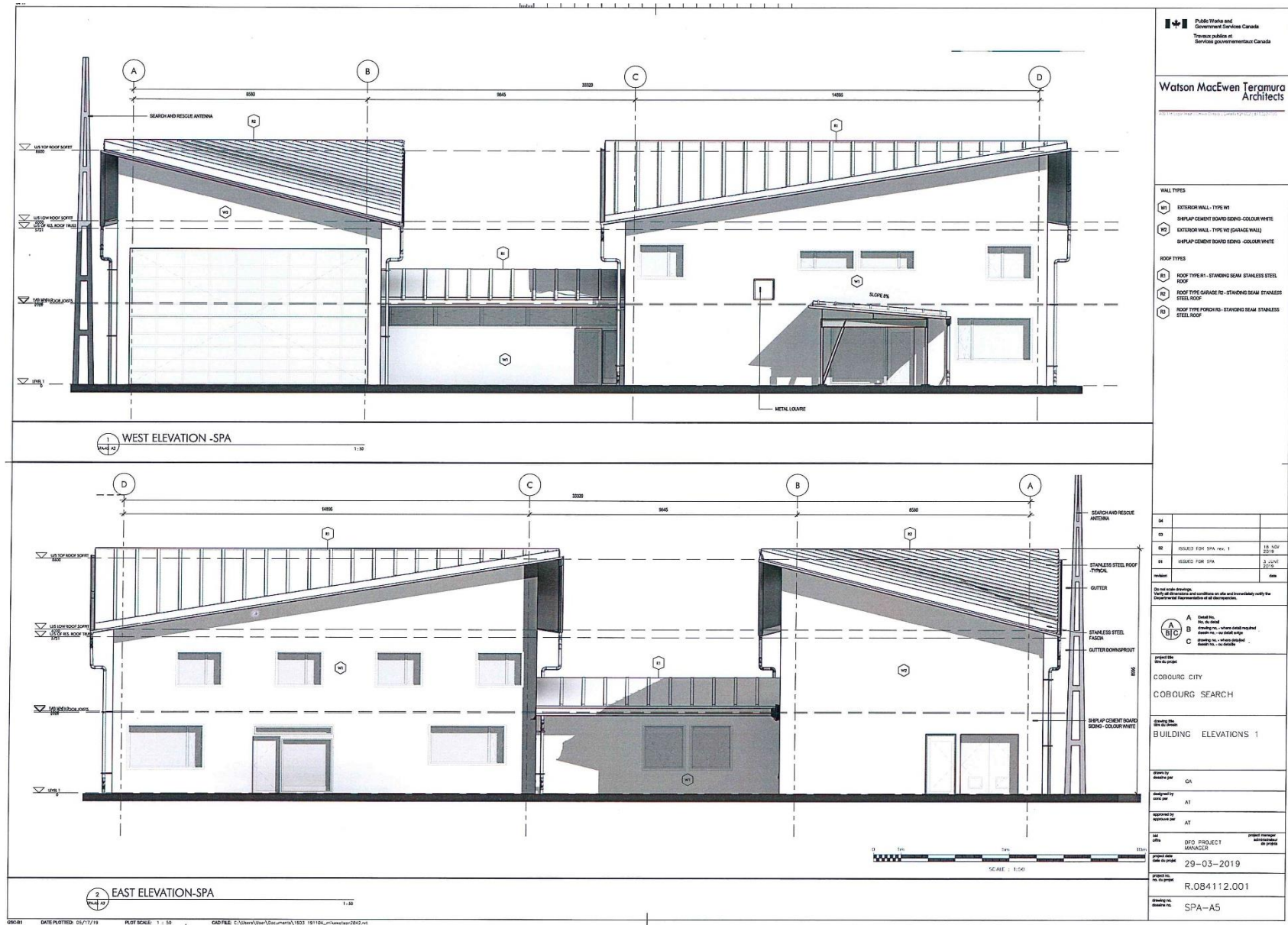



FIGURE 5: AGREEMENT AUTHORIZATION BY-LAW

	THE CORPORATION OF THE TOWN OF COBOURG
	BY-LAW NUMBER <u> -2020 </u>

A BY-LAW TO AUTHORIZE EXECUTION OF A DEVELOPMENT AGREEMENT WITH HER MAJESTY THE QUEEN, IN RIGHT OF CANADA REPRESENTED BY THE MINISTER OF FISHERIES AND OCEANS, LAKEFRONT UTILITY SERVICES INC. AND THE CORPORATION OF THE TOWN OF COBOURG (114 DIVISION STREET, COBOURG)

WHEREAS Section 41 (7) of the Planning Act, R.S.O. 1990 c. P. 13 as amended provides that a municipality has the authority to enter into one or more agreements dealing with and ensuring the provision of facilities, works or other matters and the maintenance thereof and to ensure that development proceeds in accordance with approved plans and drawings;

NOW THEREFORE the Municipal Council of the Corporation of the Town of Cobourg enacts as follows:

1. That the Mayor and Municipal Clerk are hereby authorized and instructed to execute on behalf of the Corporation an agreement with Her Majesty the Queen, in right of Canada represented by the Minister of Fisheries and Oceans Lakefront Utility Services Inc. and the Corporation of the Town of Cobourg for the re-development of the existing Canadian Coast Guard Search and Rescue station at 114 Division Street, Cobourg, subject to the finalization of details by municipal staff and partner review agencies.
2. THAT this By-law come into effect as of its final passing thereof, and shall expire two (2) years from the date of passing.


By-law read and passed in Open Council this 21st day of September, 2020.

MAYOR

MUNICIPAL CLERK

¹ DEV Site Plan Agreement, Her Majesty the Queen, in right of Canada represented by the Minister of Fisheries and Oceans, 114 Division Street By-law No. -2020

Figure 6 Holding Removal By-law

 COBOURG	THE CORPORATION OF THE TOWN OF COBOURG
	BY-LAW NUMBER _____

A BY-LAW TO AMEND ZONING BY-LAW NUMBER 85-2003 (Canadian Coast Guard Search & Rescue, 114 Division Street, Cobourg)

WHEREAS the Council of the Corporation of the Town of Cobourg deems it advisable to amend By-law Number 85-2003 as amended;

NOW THEREFORE the Council of the Corporation of the Town of Cobourg enacts as follows:

1. THAT Schedule 'A', Map 2, attached to and forming part of By-law No. 85-2003, is hereby amended by changing the zone category for the parcel of land located at 114 Division Street from 'Open Space Exception 2 *Holding Exception 1* [OS-2(H-1)] Zone' to 'Open Space Exception 2 (OS-2) Zone' as illustrated on Figure 1 attached hereto.
2. THAT Figure 1 attached hereto is hereby made part of this by-law as fully and to all intents and purposes as though recited in full herein.
3. THIS BY-LAW shall come into force and effect upon final passing hereof, subject to the provisions of the Planning Act, R.S.O. 1990, c. P. 13, as amended.

READ and passed in Open Council this 21st day of September, 2020.

MAYOR

MUNICIPAL CLERK

1 Canadian Coast Guard Search & Rescue, 114 Division Street
By-law No. _____-2020

FIGURE 1

