



STAFF REPORT

THE CORPORATION OF THE TOWN OF COBOURG

Public Works, Planning, and Development Standing Committee

Report to: Mayor, Deputy Mayor, and Councillors

From: Victoria Heffernan, Manager of Planning, Development Review and Toulia Theocharidis, Senior Planner, Meridian Planning on behalf of the Town's Planning and Development Department

Standing Committee Date: October 8, 2025

Report Number: DS-2025-021

Council Meeting Date: October 29, 2025

Subject: Zoning By-law Amendment, ZBA-2023-003
867, 869 and 879 William Street

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1. Recommendation:

WHEREAS the Committee adopt the following recommendation and refer to Regular Council for final approval.

NOW THEREFORE BE IT RESOLVED THAT Council approve Zoning By-law Amendment application, ZBA-2023-003 for 867, 869 and 879 William Street; and

FURTHER THAT Council enact By-law No. 048-2025 Under The Provisions Of Section 34 Of The Planning Act, R.S.O. 1990, To Amend By-Law No. 085-2003, The Comprehensive Zoning By-Law Of The Town Of Cobourg.

2. Executive Summary:

The purpose of this report is to provide background, planning analysis, and justification for recommending approval of the submitted Zoning By-law Amendment application.

The amendment will facilitate the development of a one (1) to two (2) storey, residential development consisting of 11 back-to-back townhouse dwelling units and 17 parking spaces. The proposed development will consist of rental tenure. One vehicular access point is proposed from William Street. Town staff are reviewing a related Site Plan Control application (File No. SP-2023-006), which is required in order to implement technical details.

Please refer to **Attachment 1 – Concept Plan**.

3. Background

In June 2023, the Planning and Development Department received an application for a Zoning By-law Amendment by RFA Planning Consultants ('Applicant') on behalf of 2140243 Ontario Inc. & Veenstra Construction Ltd. ('Owner') for lands municipally known as 867, 869 and 879 William Street (the 'Subject Lands').

The application was deemed complete in July 2023 and subsequently by Council during the Committee of the Whole Meeting held on August 28, 2023. A Statutory Public Meeting was also held on the same date. At that meeting, Council directed Staff to conduct a comprehensive review followed by a recommendation report for consideration at a future meeting.

Application	ZBA-2023-003
Owner/Applicant	2140243 Ontario Inc. & Veenstra Construction Ltd.
Agent	RFA Planning Consultant
Civic Address	867, 869 and 879 William Street
Legal Description	Part of Lots 2, 3, 4, 5, 6 and 9, Plan Block '1' (formerly Part of Lot 20, Concession A, Township of Hamilton), being Part 2 on Plan 39R-270, and being Parts 4, 5, 6, 7 and 8 on Plan 39R-13056, Town of Cobourg, County of Northumberland
Official Plan Designation	Residential Area on Schedule 'A' Land Use Map
Current Zoning	Residential 2 (R2)
Requested Zoning	Multiple Residential 4 (R4), with site-specific exceptions

Existing Land Uses

The Subject Lands are municipally known as 867-879 William Street and located on the south side of William Street, south of Elgin Street West. The Subject Lands comprise of three abutting parcels and have a combined site area of approximately

0.29 hectares (0.74 acres) and a combined frontage of approximately 72 metres (236 feet) along William Street. There are single-detached dwellings and detached garages on each of the three existing lots, which are also the site of mature trees and vegetation. All existing buildings and structures are planned to be demolished in order to construct the proposed development. Please refer to **Figure 1** below of the Subject Lands and surrounding area.



Figure 1: Location of Subject Lands.

The Town of Cobourg Official Plan designates the Subject Lands as 'Residential Area' on Schedule 'A' Land Use Map. The Subject Lands are zoned 'Residential Two (R2) Zone' under the Town's Zoning By-law, as amended.

The following plans and reports have been submitted in support of the Zoning By-law Amendment application:

- Architectural Elevation/Perspective Drawings by Veenstra Construction Ltd., dated April 11, 2022;
- Site Plan prepared by RFA Planning Consultant Inc., dated March 9, 2023;
- Landscape Plan by Wentworth Landscapes, dated March 28, 2023;
- Site Illumination Plan by Berthelot Engineering Ltd., dated April 4, 2023;
- Electrical Site Plan by Berthelot Engineering Ltd., dated April 4, 2023;
- Grading and Erosion and Sediment Control Plan by Dobri Engineering Ltd., dated May 24, 2023;
- Servicing Plan by Dobri Engineering Ltd., dated May 24, 2023;
- Geotechnical Investigation by GHD Ltd., dated April 11, 2022;
- Stormwater Management Report by Dobri Engineering Ltd., dated May 24, 2023;

- Tree Inventory and Assessment Report by Cressman Tree Maintenance & Landscaping Ltd., dated January 13, 2023;
- Tree Protection Zones Letter by Cressman Tree Maintenance & Landscaping Ltd., dated February 24, 2023;
- Traffic Brief by Jewell Engineering Ltd., dated April 4, 2023; and
- Environmental Noise Feasibility Study by Valcoustics Canada Ltd., dated January 25, 2023.

While not all of the supporting studies and plans are attached to this report or on the Development Dashboard, copies can be made available upon request to Planning Staff.

4. Discussion:

This section identifies and discusses applicable Provincial, County and Town policies that apply to the development proposal. Planning Staff provide a 'high level' summary of relevant policies below:

Provincial Policy Statement 2024 (PPS)

The Planning Act requires that development applications 'shall be' consistent with the Provincial Planning Statement (PPS). The PPS contains policy direction regarding the efficient use of land, sustainable and resilient communities, and the protection of public health, safety and the environment. It also emphasizes the importance of providing an appropriate range and mix of housing options and densities to meet the needs of current and future residents.

The Applicant's Planning Rationale outlines how the proposed development aligns with PPS policies. Planning Staff have conducted a review of the proposal and supporting materials and find that the proposed development is consistent with the PPS by providing housing options through intensification where existing services can be optimized. Further, the proposed development reflects the planned function of the surrounding residential area and is compatible with its existing character.

Planning Staff agree with the analysis provided in the Applicant's Planning Rationale (refer to **Attachment 3**) and find that the proposed development is consistent with the policies set out in the PPS.

County of Northumberland Official Plan (County OP)

The County OP establishes a broad upper-tier policy framework that is intended to guide local municipalities in the preparation of their Official Plans, official plan amendments and zoning by-laws. The County OP plays a key role in implementing the PPS at the upper tier level. It establishes a framework for cooperation between the

County and its local municipalities on planning and development matters that cross municipal boundaries.

The County OP designates the Subject Lands as Urban Area on Schedule 'A' Land Use Map. Section C1.2.1 of the County OP establishes the objectives for Residential Areas within the Urban Areas and includes the following:

- b) the encouragement of the provision of a range of housing types to accommodate persons with diverse social and economic backgrounds, needs and desires while promoting the maintenance and improvement of existing housing; and,
- c) promote the efficient use of existing and planned infrastructure and public service facilities by supporting opportunities for various forms of residential intensification, where appropriate.

Additionally, the County's Housing Policies (Section C1.5.3) support residential intensification where it contributes to a diverse housing supply and makes efficient use of existing infrastructure. The proposed development will consist of rental tenure. Planning Staff agree with the analysis in the Applicant's Planning Rationale within the context of these policies and find that the proposed development conforms to the County OP.

Town of Cobourg Official Plan (Town OP)

The Town OP establishes a long-term vision for guiding land use, development and growth within the Town. It serves as a blueprint for building sustainable, livable and resilient neighbourhoods, while preserving and enhancing the Town's existing urban structure. Through its policies, the Plan provides guidance for managing change and supports the Town in implementing a strategic and coordinated planning process.

The Subject Lands are designated Residential Areas and within the Built Boundary and Stable Residential Area on Schedule 'A' Land Use Plan of the Town's OP. The Residential Areas designation (Section 3.4.2) permits a range of low and medium density residential uses including single detached dwellings, semi-detached dwellings, duplex dwellings, townhouse dwellings, low-rise apartments and stacked townhouses.

The Stable Residential Areas designation (Section 3.4.3.1) applies to established low-density neighbourhoods where growth is expected to be incremental, primarily through infill development. New development within these areas is evaluated based on their ability to maintain the existing built form and scale, integrate appropriate grading, drainage, and stormwater management practices and also conformity with the density standards set out in Section 3.4.3.3.

The proposed development consists of 11 units on approximately 0.30 hectares (0.741 acres) of land, resulting in a residential density of approximately 37 units per hectare (15 units per acre). This proposal falls within the medium density range, which is between 20 to 50 units per hectare (8 to 20 units per acre) within the Stable Residential Areas.

Medium density developments are generally directed to the edges of neighbourhoods, typically fronting onto arterial roadways and having direct access. In this case, the proposed development is located along the William Street frontage, creating a defined street edge and contributing to an active streetscape. The proposal represents maintains an appropriate scale and is compatible with the character of the surrounding neighbourhood.

Additionally, Section 3.4.1 of the Town OP encourages a broad range of housing types and tenures to meet the needs of the community. The proposed rental tenure contributes to this objective by supporting housing diversity and attainable housing options within the Town.

An evaluation of the proposal's alignment with relevant Official Plan policies is provided under Table 7 of the Applicant's Planning Rationale. Planning Staff are of the opinion that the proposed residential development represents appropriate intensification and is consistent with the general intent of the Town OP.

Staff have reviewed the supporting materials submitted with the application. The following analysis summarizes key findings related to servicing, traffic, environmental and noise considerations:

- a) A Stormwater Management and Servicing Brief was prepared by Dobri Engineering Ltd., dated May 24, 2023, in support of the application. The Brief provides an overview of available servicing infrastructure and proposed stormwater drainage strategies. There are existing water and sanitary services available for the proposed development. Low Impact Development (LID) techniques are proposed through the integration of natural infiltration methods including landscaped areas to minimize changes in water balance. Development Engineering staff have reviewed the Brief, along with site servicing and grading plans. Technical design matters will be finalized during the detailed design stage through the Site Plan Application process.
- b) A Traffic Brief was prepared by Jewell Engineering Ltd., dated April 4, 2023, in support of the application. The Brief identifies a single proposed vehicular access point from William Street near the southern boundary of the Subject Lands. It notes that the proposed 11-unit residential development is located along an existing four-lane road with a centre turn lane, and that traffic generated by the proposed development is expected to have no noticeable impact on the operation of the surrounding road network. Transportation staff

have advised that access and on-site circulation, including waste collection, has been demonstrated on-site. Technical design matters will be finalized at the detailed design through the Site Plan Application process.

- c) A Tree Inventory and Assessment Report was prepared by Cressman Tree Maintenance & Landscaping Ltd., dated January 13, 2023, in support of the application. The Report provides a detailed evaluation of the existing tree canopy, including species identification, health assessments and recommendations for retention and removal. The applicant has been working with staff to explore opportunities for enhanced tree preservation on-site. Final tree preservation measures and compensation planting will be further refined through the Site Plan Application process.
- d) An Environmental Noise Feasibility Study was prepared by Valcoustics Canada Ltd., dated January 25, 2023, in support of the application. Appropriate warning clauses will be registered on title and included in the tenant agreement to inform future residents of potential noise conditions. In addition, all dwelling units will include provisions for the installation of air conditioning. Final implementation details will be addressed through the concurrent Site Plan Application process.

A detailed review of the Town's Official Plan policies has been completed, and Planning Staff agree with the opinions contained in the Applicant's Planning Rationale. Planning Staff find that the proposed Zoning By-law Amendment conforms to the policies of the Town's OP.

Town of Cobourg Comprehensive Zoning By-law

The Comprehensive Zoning By-law (85-2003) regulates all land uses within the Town. The Subject Lands are zoned Residential Two (R2) under the Zoning By-law, as amended. Permitted uses support low density residential built forms and generally include single detached, semi-detached and duplex dwellings, along with accessory apartments, home occupations, and bed and breakfast establishments.

The Applicant is requesting an amendment to the Zoning By-law to permit Multiple Residential Four (R4) uses and introduce back-to-back townhouse dwellings as a permitted built form. The proposed amendment includes a definition for this typology, as being a dwelling attached vertically on one or more sides with two or more dwelling units, with one side being the rear wall of the dwelling unit.

The site-specific amendment also sets a maximum permitted net density on the Subject Lands. The proposed development includes 11 units on a site measuring approximately 0.30 hectares (0.741 acres). This results in a net density of approximately 37 units per hectare (15.0 units per acre).

Planning Staff find that the requested zoning by-law amendment is appropriate and meets the intent of the Zoning By-law.

Please refer to **Attachment 2 – Draft Zoning By-law Amendment**

Department and Agency Comments

The application was circulated to the municipal Development Review Team (DRT) and external agencies as per the *Planning Act*. To date, all of the agencies that raised concerns with respect to the proposed amendments have had their concerns addressed or resolved. Matters that have not yet been resolved will be dealt with through the review of the concurrent Site Plan Control Application to the satisfaction of the appropriate department or agency to ensure all outstanding concerns are appropriately addressed.

Based on an evaluation of the application relative to the applicable policy and regulatory framework, Planning Staff are of the opinion the Zoning By-law Amendment application is appropriate, desirable, and represents good planning for the following reasons:

- The proposal generally conforms to the policies of the County and Town Official Plans;
- The proposal is compatible with the surrounding land uses with respect to the appropriateness of the requested amendment; and,
- The implementation of the proposal will facilitate desirable and orderly land use.

Conclusion

Based on an evaluation of the application relative to the applicable policy and regulatory framework, Planning Staff are of the opinion the Zoning By-law Amendment application is appropriate, desirable, and represents good planning for the following reasons:

- The proposal generally conforms to the policies of the County and Town Official Plans;
- The proposal is compatible with the surrounding land uses with respect to the appropriateness of the requested amendment;
- The proposal contributes to a diverse housing supply while optimizing existing infrastructure; and,

The implementation of the proposal will facilitate desirable and orderly land use

5. Financial Impact and Budget

There are no anticipated financial implications for the Municipality as a result of the Zoning By-law Amendment application. The applicant will be responsible for all infrastructure costs associated with servicing and developing the lands.

The Applicant has submitted the requisite application fees and deposits for complete application for the Zoning By-law Amendment application.

6. Relationship to Council's Strategic Plan Priorities 2023 to 2027 and beyond:

Thriving Community

The recommendation in this report aligns with the strategic priorities of the Council-approved 2023-2027 Strategic Plan. Specifically, these applications will assist in creating a Thriving Community since the applications will facilitate development on a property already identified for residential land uses in the Town's Official Plan and Zoning By-law 85-2003.

Service Excellence

Sustainability

The applications propose to create parcels of land that can accommodate new housing that is consistent with the surrounding neighbourhood. The residential development will allow for appropriately scaled density within the existing residential neighbourhood and municipal servicing framework, as opposed to developing new units on undeveloped or un-serviced land.

7. Public Engagement:

In accordance with the *Planning Act*, the applicant has erected three public notice signs on the road frontages. The statutory notice requirements were followed including the holding of a Public Meeting on August 28, 2023, in accordance with the *Planning Act*. Comments were received from members of the public regarding this application, and the Applicant has provided a response to each, which can be found under **Attachment 4**.

Additionally, the following items were discussed during the Public Meeting by members of Council:

- Truck Turning Radii and Potential Impact on William Street:
 - Concerns were expressed regarding the adequacy of truck turning movements, specifically the possibility of vehicles backing onto William Street. The submitted site plan includes a turning template analysis that

demonstrates sufficient on-site turning radii to accommodate the proposed private waste collection vehicles.

- Potential Road Widening Along William Street:
 - Council inquired whether a 2.5 metre road widening would be required along William Street. Transportation staff have advised that a road widening is not required along William Street for the proposed development.
- Clarification Regarding Zero Cut-off Light Fixtures:
 - Council sought clarification on the nature of the proposed zero cut-off light fixtures. These fixtures are engineered to direct illumination downward, minimizing light spill and glare onto adjacent properties and public rights-of-way. This design approach aligns with best practices for reducing light pollution and enhancing nighttime visibility and safety.
- Clarification on Multi-Use Path Along William Street:
 - Council inquired regarding the provision of a multi-use path (MUP) along William Street. Schedule B (Greenland System & Gateway Areas) of the Official Plan identifies a potential MUP along this corridor. There are no plans for a MUP on the south side of William Street at the development location. Existing infrastructure consists of a standard pedestrian sidewalk and nearby transit stops. However, a 3-metre-wide sidewalk extension is presently being constructed on the north side of the William Street bridge (located south of the proposed development), which will accommodate a future MUP connection along the north side of William Street. This future MUP is intended to link Elgin Street East to the yet-to-be-constructed Kerr Street (east-west), which will also include a MUP. These planned connections will enhance active transportation options and improve pedestrian and cyclist access within the surrounding area.
- Clarification on Tree Protection and Preservation Measures (Spruce Tree):
 - The initial site design was configured to avoid impact on the existing spruce tree. However, following completion of a formal Tree Inventory and the preparation of a Tree Preservation Plan by a qualified arborist, the spruce tree was assessed and determined unsuitable for retention due to construction impacts. The current plan identifies trees for retention and for removal. Tree removals will be compensated through replacement plantings at a minimum 1:1 ratio in accordance with the Town of Cobourg's Tree Compensation Policy.
- Clarification on Flexibility to Accommodate Habitable Space Within the Roof Structure:
 - Staff support adding flexibility to the amending by-law to accommodate additional habitable space, provided that the building height remains within the R4 limit of three storeys. The proposed one and two storey development

complies with this height restriction. The amending by-law includes a site-specific provision to limit the maximum residential density to 37 units per hectare, which means that no more than 11 units can be built on-site. This provides flexibility for design adjustments to individual units, while ensuring that the total number of dwellings remains within the approved limit.

➤ Clarification on Intended Tenure:

- The proposed development is intended for long-term rental housing and generally for small families and individuals looking to downsize, or those seeking stable accommodation. The owner has indicated that the development is not marketed for short-term rental use.

It is Planning staff's opinion that an additional Statutory Public Meeting is not required.

8. Attachments:

Attachment 1 – Concept Site Plan

Attachment 2 – Public Meeting Comments and Responses by Applicant

Attachment 3 – Planning Rationale

Report Approval Details

Document Title:	Zoning By-Law Amendment - ZB-2023-003 - 867, 869 and 879 William Street.docx
Attachments:	- Attachment 1 - Concept Plan-Site Plan - ZB-2023-003.pdf - Attachment 2 - Public Comments Response Summary - ZB-2023-003.pdf - Attachment 3 - Planning Rationale - ZB-2023-003.pdf
Final Approval Date:	Sep 30, 2025

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

Chris Challenger - Sep 26, 2025 - 10:24 AM

Tracey Vaughan, Chief Administrative Officer - Sep 30, 2025 - 9:34 AM