



STAFF REPORT

THE CORPORATION OF THE TOWN OF COBOURG

Public Works, Planning, and Development Standing Committee

Report to: Mayor, Deputy Mayor, and Councillors
From: SGL Consultants and Victoria Heffernan, Manager of Planning, Development Review
Standing Committee Date: October 8, 2025
Report Number: DS-2025-023
Council Meeting Date: October 29, 2025
Subject: **Draft Plan Approval – SUB-2024-001 – Cobourg Trails Phase 4A (Tribute)**

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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 authorize the Staff to prepare a By-law approving the Draft Plan of Subdivision and Draft Plan Conditions included in the By-law for the Cobourg Trails (Tribute) Phase 4A Lands; and

FURTHER THAT Council approve the addition of the following names to the Town's list of approved street names:

- Solace Road

FURTHER THAT Council approve the use of the following names for streets in the Tribute Phase 4A subdivision as follows:

- Maple Glen Crescent (already approved as part of Phase 3)
- Fradd Street
- Harvey Staples Street
- Dobeny Street
- Solace Road
- Trailsview Avenue

2. Executive Summary:

The purpose of this report is to provide the background, planning analysis and justification for recommending approval of the submitted Draft Plan of Subdivision application for Cobourg Trails Phase 4A. Further, this report requests the addition of street names to the list of approved street names as well as approve the use of street names for Tribute (Cobourg Trails) Phase 4A subdivision.

3. Background

On September 23, 2024, the Planning Department received an application for Draft Plan of Subdivision Approval from Tribute (Cobourg) Limited (“Tribute”) for an approximately 8.3-hectare parcel of land, north and east of Cobourg Trails Phase 1 (west of Greer Road and south of Danforth Road East.

The application was deemed complete and referred to Staff for review prior to providing a recommendation report. Due to changes in the Planning Act to reduce application processing times, no statutory public meeting was required. That said, Tribute’s Cobourg Trails site has previously hosted planning public meetings for its site-specific Official Plan and Comprehensive Zoning By-law Amendments in 2018. This application is the anticipated next step in the implementation of Phase 4A following the approvals of Phases 1, 2, and 3.

With the extensive supporting studies, the proposal underwent a circulation, consultation, and review process with the Town’s Development Review Team (DRT) and interested/required external agencies. As a result of this process, a set of conditions of draft plan approval have been prepared and circulated to the applicant. The purpose of this report is to provide the necessary background information and planning opinion for Council to make a decision.

Owner and Applicant: Tribute (Cobourg) Limited

Property Location: The property is located north and east of Cobourg Trails Phase 1 (west of Greer Road and south of Danforth Road East.

Existing Lands Uses

The Subject Lands are vacant and undeveloped. A tributary of Brook Creek and associated Environmental Protection lands are south and west of the site. Authorized tree clearing and pre-grading has occurred on the Phase 4A Subject Lands in anticipation of the draft plan of subdivision being approved with appropriate conditions.

Surrounding Land Uses

North: Rural vacant lands north of Danforth Road.

South: Environmental protection lands with Cobourg Trails future Phases 6 and 7 south of the natural heritage features.

East: Vacant Land, Future Tribute Phase 5 and Greer Road further east.

West: Approved draft plan of subdivision for Tribute Phase 3 (soon to be registered).

Proposal

The Subject Lands are 8.3 ha forming part of the wider Cobourg Trails site currently under development. Tribute is proposing to continue the first phase of Phase 4 (4A) with a proposed Draft Plan of Subdivision. Phase 4B (west of the unopened Brook Road North road allowance and south of Danforth Road) is expected to come to Council for a public meeting this fall. Similar to Phase 3, the applicant is proposing a mix of single detached and street townhouse dwellings to achieve Official Plan density targets. Refer to **Attachment 1 – Key Map** where the subject lands are outlined in red) and **Attachment 4 – Draft Plan of Subdivision** for reference.

The Subject Lands are designated Living Area, Environmental Protection, and Village Square on Schedule X1 Land Use Plan to the Cobourg East Community Secondary Plan.

The Draft Plan of Subdivision provides a range of between 139 – 161 residential units. The block layout allows for a flexible range of lot frontages offered during the sales program. The unit mix will be finalized at the detailed engineering stage and upon preparation of the M-Plan. The final unit count must conform to the range of lots approved in the draft plan of subdivision. The proposed typologies include single detached and semi-detached dwelling lots with varying frontages (15.25 m, 13.72 m, and 11.6 m) in addition to blocks to accommodate street townhouse dwelling units measuring 6.1 m in width. The proposed land uses are described on the draft plan, included in **Attachment 4**, and are noted below.

- ☐ Blocks 1 – 17: singles, semis, and street townhouses
- ☐ Block 18: Village square
- ☐ Block 19: Buffer
- ☐ Block 20: Road widening (Danforth Road East)
- ☐ Blocks 21 – 24: 0.3 m reserves
- ☐ Public right-of-ways

The following attachments are provided for reference:

Attachment 1 – Key Map

Attachment 2 – Cobourg Trails Master Plan

Attachment 3 - Preliminary Draft Plan Conditions

Attachment 4 – Draft Plan of Subdivision

Attachment 5 – Applicant Planning Justification Report (revised July 2025)

Attachment 6 – Street Naming Map

The following plans and reports were submitted in support of the applications:

- Arborist Report and Related Landscape Analysis prepared by Henry Kortekaas and Associates Inc. dated January 7, 2021.
- Cobourg Trails Master Plan
- Draft Plan of Subdivision Phase 4A prepared by J.D. Barnes Ltd. dated August 27, 2024 (Revision A, August 2024).
- Trails Master Plan prepared by Tribute Communities.

- Environmental Noise Assessment prepared by YCA Engineering Limited dated September 2024.
- Environmental Impact Study prepared by Niblett Environmental Associates Inc. dated October 2017.
- Village Square Concept Plans (x2) prepared by Henry Kortekaas and Associates Inc. dated August 28, 2024.
- Environmental Impact Study Addendum prepared by GHD dated July 7, 2025.
- Functional Servicing and Stormwater Report prepared by D.G. Biddle & Associates Limited dated September 2024 (with associated plans and drawings)
- Functional Engineering Drawing Updates prepared by D.G. Biddle & Associates Limited dated July 20, 2025.
- Cobourg Trails Phase 4 Development Transportation Study prepared by R.J Burnside & Associates Limited dated September 2024.
- Phase 1 Environmental Site Assessment Update prepared by Golder Associates Ltd. dated December 21, 2020.
- Geotechnical Investigation prepared by V.A. Wood Associates Limited dated March 2019.
- Hydrogeological Impact Assessment for Phase 4A prepared by PGL Environmental Consultants dated September 2024.
- Archaeological Assessment (Stages 1 and 2) prepared by Northeastern Archaeological Associates Ltd. dated July 29, 2021 (with Ministry sign-off).
- Archaeological Assessment (Stage 4) x 2 prepared by Northeastern Archaeological Associates Ltd. dated August 10, 2022 and October 12, 2022.
- Architectural details of sample home models prepared by Tribute Communities.
- Planning Justification Report and Urban Design Report prepared by The Planning Partnership dated September 2024 (Revised July 2025).
- Plan of Subdivision Application Form – Completed by Tribute (Cobourg) Limited
- Pre-consultation checklist
- Phase 4A comment response matrix based on June 3rd DRT letter prepared by Tribute Communities.
- Proposed Street Names Map prepared by Tribute Communities.
- Application Fees and Deposits

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

4. Discussion:

Reviewing the subject applications benefits from understanding provincial legislation and local policies. The submitted background reports, particularly the Planning Justification Report (PJR), outline how the applications align with these policies and provide related conclusions. This Planning Report (refer to **Attachment 5**) offers a summary of specific policies and has been considered by municipal planning staff as part of the analysis below.

Planning Act, R.S.O 1990, c.P. 13, as amended

Under the Planning Act, subdivision approval must consider criteria in Section 51(24) and matters of Provincial Interest, including environmental protection, infrastructure, community health and safety, housing, accessibility, and sustainable design. Planning staff reviewed the Draft Plan of Subdivision and supporting studies, finding it represents orderly development on full municipal services with a suitable mix of housing and a permeable street layout connecting to parks and open spaces. The plan provides over 0.30 ha of parkland through a new village square, exceeding current requirements, with overall parkland dedication to be satisfied upon build-out of all Cobourg Trails phases.

Provincial Planning Statement (PPS), 2024

The Planning Act requires municipal decisions on subdivision applications to be consistent with the Provincial Planning Statement (PPS2024). These policies promote complete, sustainable, and healthy communities; efficient, transit-supportive development; a full range of housing, employment, and community uses; compact built form; directing growth to serviced settlement areas; improved accessibility; protection of natural and cultural resources; and safeguarding public health and safety. The Planning Justification Report (PJR) prepared by The Planning Partnership provides a review of these policies.

Planning staff have reviewed the Draft Plan of Subdivision and supporting studies and find it consistent with the PPS2024. The proposal delivers a mix of housing with the potential for attainable ownership and second units, within a fully serviced urban growth area close to amenities, parks, and open space. Staff agree with the PJR's conclusion summarized as follows:

The Draft Plan of Subdivision for Phase 4A is consistent with Provincial, County, and Town policies and represents good planning in public interest. It supports growth management, efficient development, and complete communities while protecting environmental features and optimizing infrastructure. The proposal conforms to the County and Town Official Plans, the Cobourg East Secondary Plan, and applicable urban design guidelines, aligning with the Sustainability Report and Trails Master Plan. It also meets built form standards, respects adjacent natural heritage areas, and, together with supporting studies, constitutes a complete application that satisfies the requirements of the Planning Act.

County of Northumberland Official Plan

The County of Northumberland Official Plan (County OP) provides the upper-tier policy framework to implement PPS2024, guide local municipal planning, and coordinate development across municipal boundaries. It directs growth to fully serviced urban areas, promotes efficient land use, supports a diverse mix of housing, employment, and community uses, and emphasizes integrated transportation, quality urban design, environmental protection, and access to public spaces. Section 5.2 of the PJR reviews these policies in detail, addressing density targets, housing mix, servicing, transportation, and natural heritage considerations for the proposed subdivision.

The Phase 4A Draft Plan of Subdivision proposes up to 161 dwellings, along with a Village Square and environmental buffer areas. It aligns with servicing allocation and phasing policies and will meet the County's more recent minimum greenfield density of 40 persons/jobs per hectare as later Phases add greater density, and will exceed this target as later phases add density. Planning staff conclude that Phase 4A represents orderly, efficient growth that supports long-term housing needs, recreation opportunities, and infrastructure optimization, contributing to the County's vision for complete communities and conforming to the County OP.

Town of Cobourg Official Plan

The Town Official Plan is a broad policy document that establishes an overall planning framework or vision for the community, including policies to maintain and enhance community character

The Cobourg Official Plan promotes compact, mixed-use, transit-supportive, and sustainable development with high-quality urban design that enhances streetscapes and walkability. It requires at least 35% of residential uses to be medium density. While this target is not met through Phase 4A, it will be expected to be met in future phases 5 to 7 and will be mandated through future draft plan approvals. The Draft Plan also secures the planned Village Square, while providing additional buffers and connections to improve access to community amenities.

Cobourg East Secondary Plan

The subject lands are designated Living Area (with a Village Square), Environmental Conservation in the Cobourg East Community Secondary Plan, which promotes compact, walkable neighbourhoods, mixed uses, staged growth, and high-quality design. Living Area lands encourage a full range of housing types to meet Cobourg's needs, with Phase 4A providing low- and medium-density options consistent with the Official Plan. Council's approval of OPA 76 in 2018 established the current concept plan, confirming residential areas, natural heritage boundaries, and the general locations for parks and community uses.

Most of Phase 4A is designated Living Area, with some Environmental Protection, and the Draft Plan aligns with the Secondary Plan's land use vision and urban design guidelines. Council-approved guidelines from 2018 continue to shape house typologies and built form, with architectural controls to ensure high-quality design. Planning staff conclude the proposal is consistent with Secondary Plan policies.

Town of Cobourg Comprehensive Zoning By-law

The Comprehensive Zoning By-law 85-2003 is the current in-force By-law that regulates all land uses in the Town. The zoning of the Subject Lands is site-specific and was established through an implementing Zoning By-law Amendment (By-law #083-2010), which established the original set of performance standards and zone provisions that apply to Subject Lands. No changes are proposed to this by-law as a result of the current proposed draft plan.

Department and Agency Comments

The current application was circulated to the municipal Development Review Team (DRT) and external agencies as per the *Planning Act*. To date, all comments received by internal departments and external agencies have been addressed through the proposed Draft Plan Conditions that will need to be met prior to registration.

Street Naming Request

Tribute (Cobourg) Limited has requested one new street name for Phase 4A – Solace Road. Additionally, Tribute is seeking to use five street names that are on the Town's approved list of street names, being Maple Glen Crescent (already approved as part of Phase 3), Fradd Street, Harvey Staples Street, Dobeney Street and Trailsview Avenue (Already used in Phase 1).

Solace Road is proposed to be added to the street name register and be used in Phase 4A to continue the theme of "Cobourg Trails" and nature-related themes.

Proposed street names are shown on **Attachment 6**.

The Town of Cobourg currently has a Municipal Naming Policy LEG-ADM22. This policy continues to be reviewed for a future update by the Development team. This policy update will also require the review of Community Services as the policy refers to parks, recreational areas, and facilities.

Solace Road is proposed to be added to the street name register and be used in Phase 4A to continue the theme of "Cobourg Trails" and nature-related themes.

The proposed street names have been circulated to commenting departments and agencies for any concerns with using the proposed names. No concerns have been raised.

Staff have no concern with the list of requested street names for Tribute's Phase 4A subdivision and are recommending approval/use of the requested street names.

Conclusion

Based on an evaluation of the applications relative to the applicable policy and regulatory framework, Planning Staff are of the opinion the Draft Plan of Subdivision and Zoning By-law Amendment applications for Cobourg Trails Phase 3 are appropriate, desirable, and represent good planning for the following reasons:

- The proposal will satisfy the key directives of the *Planning Act*, Provincial Planning Statement, the County Official Plan, and the Cobourg Official Plan, most notably relating to the provision of a full range of housing types in an urban, serviced area of the municipality at a density of up to 36 persons/ha, which conforms to the minimum greenfield growth target of 35 persons and jobs/ha for the Cobourg East Secondary Plan Area.

- The proposal generally conforms to the policies of the Official Plan and Urban and Landscape Design Guidelines with respect to land use, urban design, sustainability, housing, transportation, natural heritage protection, and municipal infrastructure;
- The implementation of the proposed Draft Plan of Subdivision would result in a logical extension of the existing built urban fabric of the community and facilitate a desirable, orderly land use and development pattern;
- Final Approval of the Draft Plan of Subdivision will be contingent on fulfilling the comprehensive set of draft plan conditions in **Attachment 3** to ensure that all relevant municipal and agency requirements are fulfilled, including the registration of a Subdivision Agreement, prior to the release of the Holding (H) Symbol by Council and commencement of construction.

5. Financial Impact and Budget

There are no anticipated financial implications for the Municipality as a result of the Draft Plan of Subdivision. The applicant will be responsible for all infrastructure costs associated with servicing and developing the site.

The Applicant has submitted the requisite for application fees and deposits for complete applications for the Draft Plan of Subdivision application.

There are no financial implications as a result of the street naming request. The costs of street signs and their installation are charged back to the applicant

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

Thriving Community

Draft plan approval for Phase 4A of the Cobourg Trails Community will enable up to 161 residential units with a public square to be constructed to complement previous phases already under construction

Service Excellence

While the application has been in process since 2024, staff have been in regular contact with the applicant during changes within the Development team. While street naming requests are often a separate process, staff have included the request into this report to save time later during registration.

Sustainability

The Planning and Urban Design Report emphasizes that Phase 4A of Cobourg Trails applies the Town's Official Plan, Secondary Plan, and Urban Design Guidelines to deliver a pedestrian-oriented, sustainable community with a balanced mix of housing, high-quality streetscapes, and accessible open spaces. The design integrates parks, trails, and stormwater features into the public realm, ensures safe and connected mobility, and

protects natural heritage areas. Guided by the 2018 Sustainability Vision Report, the Integrated Community Sustainability Plan, and the Trails Master Plan, Phase 4A promotes compact development, walkability, low-impact landscaping, and active transportation, advancing Cobourg's goals for more sustainable community.

7. Public Engagement:

Bill 109, More Homes for Everyone Act, 2022 removed the requirement for public meetings for Draft Plan of Subdivision. While no public meeting was specifically held for this application, there was consideration of past public comments.

8. Attachments:

Attachment 1 – Key Map

Attachment 2 – Cobourg Trails Master Plan

Attachment 3 - Preliminary Draft Plan Conditions

Attachment 4 – Draft Plan of Subdivision

Attachment 5 – Applicant Planning Justification Report (revised July 2025)

Attachment 6 – Street Naming Map

Report Approval Details

Document Title:	Draft Plan Approval - SUB-2024-001 - Cobourg Trails Phase 4A (Tribute).docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 - Key Map.pdf- Attachment 2 - Cobourg Trails Master Plan.pdf- Attachment 3 - DRAFT - Conditions of Draft Approval Tribute 4A Sept 25 2025.docx- Attachment 4 - Draft Plan of Subdivision Phase 4A Sep6-24.pdf- Attachment 5 - Cobourg Phase 4A, Planning Rationale.pdf- Attachment 6 - Street Naming Map - Cobourg Trails Phase 4A.pdf
Final Approval Date:	Oct 1, 2025

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

Chris Challenger - Oct 1, 2025 - 10:21 AM

Tracey Vaughan, Chief Administrative Officer - Oct 1, 2025 - 3:27 PM