



Planning and Urban Design Rationale Report

Cobourg Trails, Phase 4A
Draft Plan of Subdivision
Town of Cobourg

Revised - July 2025

Prepared for Tribute (Cobourg) Limited)



Cobourg Mainstreet, Google Earth (2023)

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1 Introduction

On behalf of Tribute (Cobourg) Limited (the "Owner"), being the developer of approximately 132 hectares of land ("Cobourg Trails") in the Town of Cobourg (see **Figure 2**), the Planning Partnership is pleased to submit this Planning Rationale Report (the "Report") in support of an application for Draft Plan of Subdivision for Phase 4A (the "Subject Lands") of Cobourg Trails.

In July 2018 Town Council approved Official Plan and Zoning Bylaw Amendments permitting development of a 1,604 to 1,924 unit community. These initial approvals established the general locations of parks, roads and community uses delineated on 'Schedule X1' of the Cobourg East Secondary Plan (the "Secondary Plan"). The Owner is proceeding with the implementation of Phase 4A having received Draft Plan of Subdivision approvals for Phases 1, 2 and 3.

This Report demonstrates how Phase 4A has been informed through detailed technical study, design and consultation with the Town and County, and provides a review of pertinent Provincial, County and Town policies. Further, this Report assesses how Phase 4A aligns with the principles of good urban design, sustainability and contributes to overall implementation of the Trails Master Plan.

The Subject Lands cover an area of approximately 8.3 hectares south of Danforth Road, located west of Phase 5, east of Phase 3 and north of natural heritage features associated with Brook Creek which were dedicated to the Town as part of Phase 1. Phase 4A includes a new 0.30 hectare Village Square park and provides a mix of 139 to 161 single detached, semi-detached and townhouse units (the "Proposed Development").

As part of this of this Draft Plan submission a greater proportion of medium density residential units (i.e., townhouse units) have now been provided in Phase 4A to more closely align with the Town Official Plan density policies, while continuing to implement the overall plan for Cobourg Trails. Phase 4A will be implemented through a block plan permitting a range of unit types and lot sizes to allow for some flexibility during detailed design.

Phase 4A will be served an extension of Street A eastward from Phase 3, connecting to a robust Local Road network as supported by a Transportation Impact Study ("TIS") prepared by R.J. Burnside & Associates Limited ("R.J. Burnside").

Phase 4A will contribute towards the orderly development of Cobourg Trails, while continuing to protect natural heritage features, expand the open space system, and provide new trail connections.

A pre-consultation meeting was held on February 28, 2024, with a complete application checklist issued by Staff. The checklist outlined a number of technical studies and reports required to support this Draft Plan application. A summary of supporting technical studies is provided in Section 7 of this Report.

The Proposed Development contributes towards a more complete, walkable community, and appropriately deploys density throughout the Subject Lands outside of natural heritage features and buffers. In addition, the Proposed Development is consistent with and will effectively implement the Council-approved vision for Cobourg East.

2 Site and Surrounding Uses

2.1 Cobourg Trails

Cobourg Trails is just south of Highway 401 and located in proximity to the Town's main street, rail station and major public facilities (**Figure 3**). Cobourg Trails is legally described as Part of Lots 11, 12, and 13, Concessions A and 1, Block D Registered Plan 277, in the Town of Cobourg, Regional Municipality of Northumberland.

Cobourg Trails is a parcel assembly covering an area of approximately 132 hectares located south of Danforth Road, west of Greer Road and on the southeast corner of Elgin Street and Brook Road.

2.2 Subject Lands

The Subject Lands cover an area of approximately 8.30 hectares adjacent to Danforth Road. The Proposed Development facilitates the orderly development and implementation of the Cobourg East Community Secondary Plan, provides a significant supply of housing, supported by an open space and trail system.



Figure 1: Subject Lands



Figure 2: Cobourg Trails, Surrounding Context

2.3 Surrounding Land Uses

The Subject Lands are surrounded by the following uses:

North - Phase 4A has approximately 160 metres of frontage on Danforth Road and Highway 401 is located approximately 200 metres beyond.



Figure 3: Danforth Road, looking south onto Phase 4A

East - Phase 5 is adjacent (east) to Phase 4A providing access to Greer Road. The east side of Greer Road is characterized by single-detached residential buildings and agricultural fields.



Figure 4: Greer Road, Looking East

West - Phase 3 is adjacent (west) of Phase 4A providing access to Danforth Road through Street L. Existing industrial uses along Danforth Road and enveloped by Phase 3.



Figure 5: Existing industrial uses on Danforth Road

South - Natural heritage features associated with Brook Creek, dedicated to the Town as part of Phase 1.



Figure 6: Phase 1 natural heritage features

3 Proposed Development

The Draft Plan for the Proposed Development represents the exciting next phase of development for Cobourg Trails. The Proposed Development will connect to Phase 3, which is vital to the sequencing of development throughout Cobourg Trails and implementation of the Cobourg East Secondary Plan. **Figure 7** illustrates the overall development plan for Cobourg Trails. The development summary for the Proposed Development is as follows:

Phase 4A

Phase 4A contains 17 residential blocks accommodating:

- 69 to 83 single-detached units
- 10 semi-detached units
- 60 to 68 townhouse units

As demonstrated on **Figure 8** the site layout and mix of land uses proposed for Phase 4A has been adjusted to provide improved access and walkability within the community. Most significantly, there are more medium density residential uses (i.e., townhouses) along Danforth Road to increase the proportion of medium density housing in accordance with minimum medium-density unit mix required by the Town OP. Phase 4A will provide between 139 and 161 units.

A network of local streets connecting to Street A, a collector road, will provide access to individual development blocks and allow for the extension of municipal services for subsequent phases. Cobourg Trails is served by two collector roads including:

- Street A (24.50-metre ROW) which extends through Phases 1, 3, 4A, 5 and 6 forming a crescent on Elgin Street East; and
- Street L (24.50-metre ROW) connecting Danforth Road to Street A through Phase 3.

The Proposed Development plays an important role in connecting various elements of the overall Cobourg Trails plan, including an extension Street A eastward from Phase 3 accommodating a connection to Greer Road planned for Phase 5. Furthermore, it provides an extension to the pedestrian network comprising walkways and a new Village Square located adjacent to Street A. Overall, the Proposed Development will continue the planned vision for Cobourg Trails, generally meet the intent of the Cobourg East Secondary Plan, and create a complete, walkable community.

In addition, Phase 4A will further advance Tribute's commitment to the delivery of a number of high quality open spaces and parks providing accessible amenities to residents and visitors. This commitment is based upon the 2018 Plan, which was originally conceived around a centralized Neighbourhood Park and natural heritage system surrounding Brook Creek. Each phase will be served by local Village Square or parkette to provide passive gathering and open spaces within a 500 metre walk. These principles have guided the three prior phases and continue to guide Phase 4A as proposed. In this regard, Phase 4A will deliver a 0.30 hectare Village Square generally as shown in the 2018 Plan. Matters regarding parkland dedication are discussed throughout this Report.

The Proposed Development effectively implements the development vision for Cobourg Trails and contributes towards the development of a complete community provided with generous parkland, beyond existing minimum requirements (see **Appendix A**), within a strategic and significant growth area in Cobourg. The core elements of Proposed Development are described below:

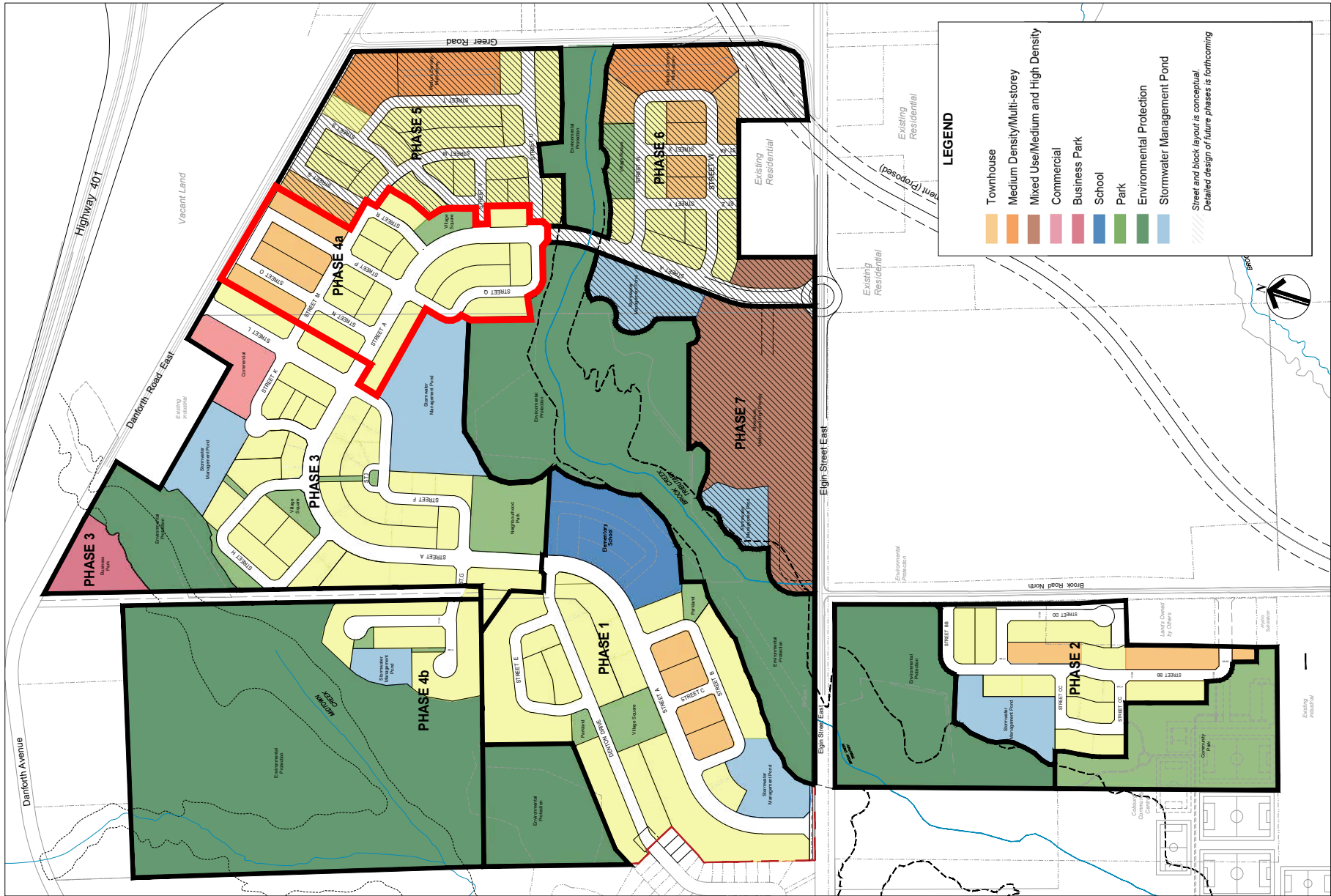


Figure 7: Cobourg Trails, Development Plan

3.1 Approach to Phasing and Servicing

A Functional Servicing and Stormwater Management ("FSR") prepared by D.G. Biddle & Associates ("D.G. Biddle") has been prepared for the Proposed Development, as summarized in Section 7, confirming there is necessary infrastructure in place or available to service the Subject Lands, and verifies the proposed servicing solution meets the current criteria of each approval agency (i.e., Town of Cobourg, Lakefront Utilities and Ganaraska Region Conservation Authority).

The approach to sanitary servicing is the outcome of extensive pre-consultation with Town engineering and the Town's Development Review Team across all phases of development to-date. Phase 1, which is downstream of Phase 4a and Phase 3, has been approved by the Town of Cobourg to temporarily discharge sewage in the existing infrastructure within Elgin Street East to drain westward towards D'Arcy Street. In order to service Phase 3 lands and the subsequent phases upstream including Phase 4a, sewage discharge must be diverted to the proposed sanitary sewer trunk sewer that will ultimately divert flows eastwards within Elgin Street East. This sanitary diversion will redirect sewage flows from Phase 1 and will allow all sewage flows from subsequent phases upstream, including Phase 4a, to drain to the proposed sanitary sewer system.

Water servicing has been carefully assessed for Phase 4A as it is directly tied to the overall phasing strategy. As detailed in the FSR, Cobourg Trails is located within two separate water pressure zones (Zone 2 and 3). The Phasing line for Phase 4A has been specifically designed to align with Water pressure zone 2. In the future, as development proceeds to zone 3 (i.e. Phase 5 and beyond), further upgrades will be required. Accordingly, the proposal for Phase 4A appropriately advances to the development for Cobourg Trails in an orderly and phased manner.

3.2 Creating a Balance of Residential Unit Typologies

The Proposed Development will accommodate a desirable mix of single-detached, semi-detached and townhouse units complemented by 0.30 hectares of new parkland. As illustrated on **Figure 7** medium-density units have located adjacent to Danforth Road, with low-density units located on the blocks adjoining Street A.

The Proposed Development provides a balanced range of unit types, contributing towards the implementation of a comprehensive development vision for Cobourg Trails. As mentioned, Phase 4A will feature a significant increase in medium density uses from the 2018 Master Plan providing for a greater diversity of unit types and densities contributing towards more medium-density housing options in the Town and across the Cobourg East Secondary Plan Area.

3.3 Supporting New Trails and Open Spaces

A robust pedestrian and open space network will continue to form part of the foundational principles for development of Cobourg Trails. The Proposed Development continues Tribute's commitment to implementing the broader objective of connecting the community and providing alternatives to personal-automobile use. This includes 0.30 hectares of new parkland contributing to Cobourg Trails growing open space and pedestrian network. The following key pedestrian opportunities and open spaces are proposed:

- Sidewalks will be provided along public roads for Phase 4A and Street A provides a ROW width suitable for accommodating a bike lane.
- Phase 4A will include a 0.30 hectare Village Square park adjacent to Street A.

The Proposed Development will further enhance connectivity throughout Cobourg Trails, and continue to build the extensive open space and pedestrian network as envisioned by the Council approved plan.

4 Required Approvals

Draft Plan of Subdivision approval will be required for the Proposed Development in order to establish the locations of roads, open spaces and development blocks. The Draft Plan for Phase 4A will permit a range of lot sizes and densities, provided sufficient servicing capacity is available, with more detailed design occurring through subsequent approvals, including the clearance of condition process.

The Draft Plan for Phase 4A will comply with performance standards for the CER1(H) zone applying to Cobourg Trails (as a result of By-law 071-2023) and will not require a zoning bylaw amendment for implementation.

While a public meeting is not technically required for a Draft Plan of Subdivision application, the project team will work with the Town on an appropriate engagement approach for Phase 4A and future phases that do not require rezoning applications.



Figure 9: 'Pacific' Single-detached model

5 Policy & Urban Design Analysis

5.1 Provincial Planning Statement

The Provincial Planning Statement, 2024 (“2024 PPS”) sets out the land use planning policy framework for the Province of Ontario. The 2024 PPS came into effect on October 20, 2024, replacing and merging the Provincial Policy Statement, 2020 and the Growth Plan for the Greater Golden Horseshoe, 2019. This policy statement was issued under section 3 of the Planning Act; requiring all decisions regarding planning matters to be consistent with the 2024 PPS.

The 2024 PPS establishes the policy basis to create order in terms of development, land use, and assists with meeting Provincial goals.

Under the 2024 PPS, municipalities are required to take a revised approach on growth planning whereby Official Plans must ensure that there is enough land designated to meet the projected needs for a time horizon of at least twenty (20) years, but no more than thirty (30) years.

These projected growth needs are to be based on Ontario Population Projections from the Ministry of Finance, although infrastructure planning may extend past the thirty-year timeframe, and development potential resulting from Minister’s Zoning Orders is considered additional to the projected needs identified in Official Plans.

Section 2.1.4 and 2.1.6 of the 2024 PPS provide guidance on how to achieve and support the creation of complete communities. Specifically, by “providing a range and mix of land uses, [range and mix of] housing options, transportation options...institutional uses..., recreation, parks and open space, and other uses to meet long-term needs”. Notably, the projected requirements of residents are to be planned for by protecting for residential growth for at least 15 years, and provide the necessary servicing capacity for lands that will accommodate residential development.

Section 2.2 builds on the concept that planning authorities are to provide for an appropriate range and mix of housing options and densities to meet projected needs of the regional market areas. Policies mandate authorities to create housing that meet all kinds of needs and requirements not limited to housing which is geared towards household income, as well as other social, economic, well-being requirements, which consider demographic changes and employment opportunities.

New housing should be provided at densities which consider “efficient use of land, resources, infrastructure and public service facilities, and support the use of active transportation”, including and especially in the instance of transit supportive development.

The Proposed Development will provide a mix of single, semi-detached, and townhouse residential housing supported by open space and park uses, providing a well integrated network of resources that can be accessed as part of a broader complete, mixed use community

Section 2.4 encourages municipalities to create strategic growth areas and plan these areas in a way that creates complete communities by considering and planning for population and employment growth, institutional uses, transit networks, and supporting the creation of “affordable, accessible, and equitable housing”.

The Proposed Development will continue to integrate facilities for active transportation, including internal Collector Roads designed to include bike lanes, and walkable pedestrian corridors. Cobourg Trails was designed to ensure that each “neighbourhood” or Phase was within walking distance to a neighbourhood park. The Proposed Development will include 0.30 hectare Village Square park which will form part of the trail system and complement the broader park

network.

Section 3.6 of the PPS contains policies regarding planning for sewage and water services, and promotes the optimization of existing municipal sewage and municipal services. Cobourg Trails will be connected to municipal services through Water Pollution Control Plant 2 (Lucas Point), which will provide adequate and permanent servicing capacity. On June 8, 2023 the notice of study completion for the Environmental Assessment was issued by the Town providing the long term servicing solution for Cobourg Trails.

Section 1.8 of the PPS requires planning authorities to support energy conservation and efficiency, as well as improved air quality, reduced greenhouse gas emissions, and climate change adaptation measures through land use and development patterns. Cobourg Trails is supportive of this policy of the PPS through the provision of significant active transportation amenities, a mix of uses and densities, and compact walkable areas.

Section 4.1 of the PPS provides policies regarding natural heritage. Specifically, Section 4.1.1 provides a general directive that natural features shall be protected for the long term, while Section 4.1.2 more specifically prohibits development within a variety of natural heritage features, including significant woodlands. The natural heritage features adjacent to the Proposed Development have been delineated with the Town and GRCA and conveyed to the Town in Phase 1. As such, the Proposed Development will not adversely effect or impact any protected natural heritage features as confirmed through the EIS (2017). An EIS Addendum letter (2025) has been prepared by GHD confirming that there will be no adverse effect or impact to these features.

Section 4.6 states that development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved. An archaeological assessment has been cleared and entered into the Ministry's registry.

The Proposed Development is consistent with the policies of the PPS, by making efficient use of planned servicing infrastructure, providing a desirable mix of residential uses supported by a robust open space system located outside of natural heritage features and their buffers.

5.2 Northumberland County Official Plan

The Official Plan for the County of Northumberland (the “County OP”) was adopted by County Council on September 17, 2014, and approved by the Province, with modifications, on July 29, 2015. The County OP was subsequently appealed to the Ontario Land Tribunal (OLT), formally known as the Ontario Municipal Board, and was approved by the board on November 23, 2016.

The County OP establishes a broad policy framework for local municipalities, and provides a means to coordinate between local municipalities on inter-municipal planning and development issues. The County is currently undertaking a review of the County OP to accommodate projected growth to 2021. Current Provincial forecasts indicate the County will grow by 122,000 people and 44,000 jobs by 2051. In 2021 the County adopted the Natural Heritage System amendment which is awaiting approval from the Province.

Policy A3.1 establishes the Town as one of six “Urban Areas” in the County. The “Urban Area” designation applies to the entire Town of Cobourg. Schedule A identifies Cobourg Trails within the “Urban Area” designation located on the boundary of the existing 'Built Boundary', with Phase 2 of Cobourg Trails located within the 'Built Boundary'.

Section B of the County OP provides growth management policies. Policy B1 establishes urban areas and rural settlement areas as the focus of growth in the County and their vitality and regeneration to be promoted. Policy B2 elaborates that a minimum of 80% of expected population and employment growth is expected to occur in the six urban areas.

Section B7 provides 2034 housing forecasts for each local municipality, which are considered guidelines for each local municipality when

amending their respective Official Plans to conform with the County OP. Local municipalities may adjust the housing mix as appropriate to reflect the nature of existing planning approvals and local Official Plan policies, provided conformity with sections B9 and B10 can still be achieved.

The recommended 2034 housing forecasts for Town by density category are:

Low Density:	919 (30%)
Medium Density:	1,305 (42%)
High Density:	872 (28%)
Total:	3,096

A detailed assessment has been provided in Section 5.6 of this Report as it relates to the planned overall density for the Subject Lands, and more broadly, the Cobourg Trails. Based on the analysis, it is noted that an on overall basis, Cobourg Trails will provide for a diversity of housing types and densities, and will contribute to the Town’s recommended housing targets to 2034, and beyond.

Section B10 establishes the minimum density target for designated greenfield areas in the Town of 35 residents and jobs combined per hectare applied on a town-wide basis. It is noted the Draft OPA#2 increases the minimum overall density for designated greenfield areas to 40 persons and jobs combined per hectare. The residential blocks for Phase 4A cover a total area of 4.145 hectares and will provide a minimum of 139 dwelling units resulting in a minimum net density of approximately 33.5 units per hectare.

It is anticipated Cobourg Trails will meet or exceed minimum density requirements with higher density residential uses planned for future phases. Phase 7 will accommodate mixed use blocks providing higher residential densities and mixed uses.

Section B15 advises that local municipalities may only allow lot creation if there is confirmation of sufficient reserve sewage system and reserve water system capacity for municipal water and sewage services. An FSR has been prepared by D.G. Biddle for Phase 4A finding there is a sufficient capacity available subject to approval of the proposed servicing strategy and planned treatment plant upgrades.

Section B16 provides criteria for new greenfield development in urban areas. A detailed evaluation of these criteria was considered in 2018 and continue to apply to the Subject Lands:

- a) *The new development area will generally serve as a logical extension to the existing built up area, is compact and minimizes the consumption of land;*

Phase 4A is adjacent to Phase 3, which will provide access to planned municipal services forming part of the sequential phasing of Cobourg Trails. Phase 4A will provide a mix of single-detached, semi-detached and townhouse dwellings which efficiently utilize residential blocks and minimize land consumption.

- b) *The scale and location of the development will be in conformity with Sections B14 and B15 of this Plan if the Proposed Development is to be on partial services or not serviced by municipal sewer or water services;*

The Proposed Development will be provided with full municipal water and wastewater services.

- c) *A range of housing choices will be provided, subject to servicing constraints;*

Phase 4A will include a range of low and medium density housing choices, supporting the overall mix of residential uses in Cobourg Trails suitable for accommodating new growth in the Town.

- d) *All of the other infrastructure required to service the new development is available, and such infrastructure will be used as efficiently as possible;*

Cobourg Trails has direct access to existing roads including Elgin Street, Greer Road and Danforth Road. All other required infrastructure can also be provided to the Cobourg Trails, as outlined in the supporting technical documents.

- e) *All of the other relevant policies of this Plan have been satisfied.*

All relevant policies of the County OP have been reviewed in this Section of this Report, and it is concluded that they are satisfied.

Section C1.2 provides land use objectives for the lands designated as Urban Areas per Schedule A of the County OP. Objectives for Residential Areas include:

- maintaining and enhancing the character of the existing Residential Areas
- encouraging the provision of a range of housing types
- promoting the efficient use of existing and planned infrastructure and public service facilities
- encouraging increases to density in new development areas

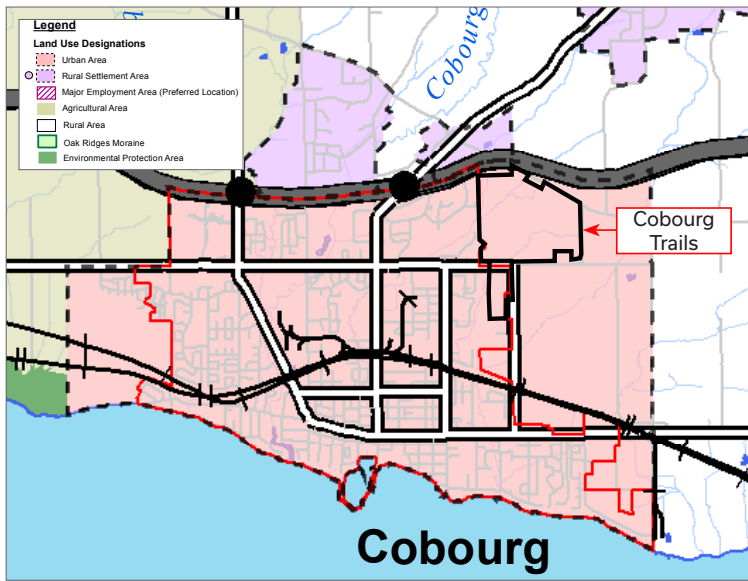


Figure 10: County of Northumberland Official Plan, Schedule A

- promoting other complementary and compatible land uses in Residential Areas such as special needs housing, community facilities, schools and recreational open space areas.

The Official Plan further seeks to encourage a high standard of urban design, encourage the establishment of a comprehensive set of design guidelines, and implement a street design that supports multi-modal transportation options including active transportation.

The Proposed Development achieves these objectives through by accommodating a variety of land uses with access to community assets provided on the Subject Lands and in the balance of the Cobourg Trails development. Cobourg Trails will include a pedestrian-friendly trail and open space network supporting active modes of travel.

Policy C1.5.4 states that the minimum County-wide target for the provision of housing which is affordable is 25%. Tribute is proposing a wide range of unit types and densities to meet a range of incomes and attainability levels. Tribute will also have models with direct access to the basement stairs, and basement walk-outs which provide opportunities to increase the provision of accessory units in the community. Tribute is also providing Duplex Models which further enhances the attainable housing opportunities.

Section D of the County OP provides policies for resource and constraint areas identified on Schedule B. Schedule B designates Cobourg Trails as an Urban Area, with a watercourse traversing the lands to the west and east. The development constraints for the Proposed Development have been delineated through an EIS (2017), and further discussed in the EIS Addendum Letter (2025) ensuring development is located outside of environmental conservation areas associated with the watercourse and wooded areas. The EIS Addendum Letter (2025) confirms that will be no net residual impacts from the proposed development with the mitigation measures recommended.

Section E provides general development policies with a focus on lot creation in each land use designation. Section E1.4 lists considerations for Plan of Subdivision applications, which include confirmation of servicing, prematurity, efficient stormwater management, achieving planned densities, Official Plan conformity, and regard for Section 51 (24) of the Planning Act. The project team has carefully considered the criteria under E1.4 throughout the design of the Proposed Development, which was also undertaken in close coordination with County and Town staff:

- a) *The approval of the development is not premature and is in the public interest;*

The Proposed Development contributes to the sequential development of Cobourg Trails, and will assist the Town in the provision of needed housing within its Urban Area.

- b) There is reserve sewage system capacity and reserve water system capacity available in the municipal water and sewage treatment systems, if such services are to be provided;*

An FSR has been prepared by B.G. Biddle confirming the overall servicing solution for Cobourg Trails through the extension of the trunk sewer system on Elgin Street East connecting to Phase 1.

- d) The development will support the achievement of the minimum Greenfield density target for urban areas as set out in section B10 of this Plan;*

It is anticipated Cobourg Trails will achieve the minimum greenfield density target of the County on an overall basis, while maintaining a contextually appropriate scale of development.

- e) Stormwater management plans shall be required for any new development consisting of more than four lots or for commercial or industrial developments with large amounts of impervious area. Stormwater management will be undertaken in accordance with MOECC Guideline "Stormwater Management Planning and Design Manual, 2003.*

The FSR prepared by B.G. Biddle provides an update to the overall stormwater management model. Stormwater management facilities for Phase 4A are located in Phase 3 (Pond A), which will include quantity and quality controls sufficient for servicing Phase 4A in accordance with current approval criteria.

- f) The lands will otherwise be appropriately serviced with*

infrastructure, schools, parkland and open space, community facilities and other amenities;

Cobourg Trails has been planned as a complete community by providing accessible opportunities for leisure and recreation, Phase 1 provides a new school and Phase 7 is planned to accommodate mixed-use development. Furthermore, the Proposed Development can be provided with sufficient municipal services as confirmed through the FSR.

- g) The application, if approved, conforms to this Plan and the lower-tier Official Plan;*

As reviewed in the following section the Proposed Development conforms to the development policies of the Town OP, and provides a desirable mix of low and medium density housing opportunities.

- h) The subdivision, when developed, will be appropriately integrated with other development in the area; and,*

The Draft Plan for Phase 4A forms part of the Cobourg Trails community, which is part of the Cobourg East Community Secondary Plan. As such, the Proposed Development is well integrated within existing and planned development.

- i) The proposal has regard to Section 51 (24) of the Planning Act, as amended.*

The Proposed Development and Cobourg Trails overall, has been developed with regard to Section 51 (24) of the Planning Act, as amended.

In our opinion, the Proposed Development for Phase 4A will satisfy

the County's criteria for subdivision review and would result in good planning and urban design.

Section E2.2 provides guidance regarding the function and classification of road networks throughout the County. Schedule C of the County OP identifies Brook Road as a "County Arterial Road" providing inter-regional connectivity.

Section E2.2.4 of the Official Plan encourages local municipalities to develop interconnected systems of cycling and walking routes, which provide access to major activity and employment areas, and future public transit. The internal Collector Road system within the Cobourg Trails can accommodate cycling and pedestrian infrastructure including bike lanes and walkways.

Based on analysis of the County OP the Proposed Development conforms to County policies regarding greenfield development and draft plan of subdivision while achieving Urban Area development objectives.

5.3 Town of Cobourg Official Plan

The Town of Cobourg Official Plan ("Town OP") is "intended to guide planning in the Town for twenty years to the year 2031." The Town OP was approved by the MMAH in 2010, and received post-appeal approval in 2017 from the Ontario Municipal Board.

The Town OP establishes a framework for community planning and design, and defers to the land use designations of the Cobourg East Community Area Secondary Plan ("Secondary Plan") to provide more detailed policy direction for Cobourg Trails.

Cobourg Trails will incorporate a variety of housing types, active transportation and open space implementing broad objectives of the Town OP. The Town OP requires a minimum of 35 percent of all residential uses must be medium-density residential. Accordingly, these density and land use requirements have been incorporated into Cobourg Trails on a site-wide basis.

Phases 1 to 3 are planned to provide medium density residential uses in form of townhouse units. While Phases 5 to 7 have not yet been fully designed and lotted it is anticipated future phases can satisfy the 35 percent medium-density residential requirement.

Policy 3.4.3.2 provides policy for medium density residential uses in New Residential Areas promoting: a mix of medium and low density development, street oriented design, and access to collector/arterial roads, community facilities and commercial areas.

Cobourg Trails will provide a mix of medium and low-density residential uses, supported by a network of parks, trails and connections to adjacent streets.

Section 4 of the Town OP provides policies for the Town's green space system. Natural heritage features have been delineated through the 2017 EIS ensuring development blocks have located outside of the

natural heritage system and will be provided with appropriate buffers to mitigate any potential for adverse effects.

Table 2 of the Town OP identifies criteria associated with the Town's parkland hierarchy and 'Schedule X1' of the Secondary Plan establishes the general location of new parks. Phase 4A include sa 0.30 hectare Village Square park contributing to Cobourg Trails' expansive parks system. Phase 4A is adjacent to Phase 3 which will provide a significant 1.54 parkland contribution. Surrounding natural heritage features and stormwater management facilities provide an opportunity to comprehensively plan a new trail system integrated within Cobourg Trails. **Appendix A** to this Report illustrates the proposed parkland dedication for Cobourg Trails, which proposes a dedication above the minimum requirements of the Planning Act.

Section 5.2 provides general guidance regarding streetscapes, views, heritage areas, landscape design, safe community design, accessibility, active transportation, commercial and/or mixed use development, and exterior building design. As discussed in Section 6 of this Report the Proposed Development provides high-quality streetscape, built form and urban design in accordance with the policies of the Town OP.

As confirmed in Appendix A, the statutory requirement for Parkland dedication for Cobourg Trails is approximately 4.23 hectares (5% of the net developable area, excluding EPA and widenings of 86.503 hectares), whereas 7 hectares of parkland dedication is provided between Phases 1 to 5 exceeding statutory requirements for parkland dedication. Any parkland provided in future phases will continue to contribute towards over dedication of parkland.

Section 6.2 provides policies for the function and design of various road classifications in the Town. Cobourg Trails is centrally located

and provided with access to Brook Road and Elgin Street Arterial Roads serving regional and local travel demands. Phase 4A will be served by a central Collector Road (Street A) with 24.5 right-of-way.

Section 7 of the Cobourg Official Plan outlines the municipal servicing and staging strategy, with policy 7.2.1 only permitting new development where the water supply and distribution system has adequate capacity to service such development. Policy 7.3.1 establishes the same requirement for the municipal sewage collection and treatment system. An FSR has been prepared to evaluate the availability of services for the Proposed Development. The FSR concludes there is sufficient servicing capacity for Phase 4, and for the rest of Cobourg Trails subject to confirmation of the overall servicing strategy with Water Pollution Control Plant 2.

Furthermore, a Noise Assessment Study has been prepared by YCA Engineering in accordance with the policies of Section 8.3.1, evaluating noise impacts from Highway 401 and existing industrial uses on Danforth Road. The Proposed Development will incorporate appropriate noise mitigation measures (i.e., noise barriers, air conditioning) where required to mitigate any potential impact from nearby noise sources.

The Proposed Development conforms to the general development policies and intent of the Town OP by providing a desirable mix of low and medium density residential uses integrated within a robust parks and open space system.

5.4 Cobourg East Community Area Secondary Plan

The Cobourg East Community Area Secondary Plan was adopted by Town Council in 2006 and subsequently approved by the Province. The Secondary Plan provides the basis for development of a diverse community that improves the quality of life in the Town. In July 2018, Council approved OPA 76 which amended 'Schedule X1' to implement the overall concept plan for the Cobourg Trails. This most recent amendment established the current general land use layout to guide the location of future residential development, by delineating the boundaries of the natural heritage system - as established by the EIS addendum, as well as the general location for non-residential uses, parks and community uses. This plan was used in developing a general layout and vision, which has been implemented through the Proposed Development.

'Schedule X1' of the Secondary Plan designates Phase 4A as Living Area as established through the 2018 OPA. Lands designated as Living Area encourage a range of housing types and a full range of housing opportunities to meet the Town's projected housing needs. The provision of high quality low and medium density using types in form of single-detached, semi-detached and townhouse dwelling units conforms to the Town OP, and is highly supportive of the broader objective to provide a range of housing types in Cobourg East.

The Secondary Plan also requires that new residential uses have regard to the detailed urban design guidelines that accompany the Secondary Plan. Detailed urban design guidelines have been developed and approved by Council in July 2018, and continue to provide guidance with respect to housing typologies and built form. As each phase is developed, detailed architectural controls will provide more specific guidance to implement the design guidelines and ensure that future home designs are of the highest standard.

Consistent with the policies of the Official Plan, Section 15.4.1.3 also establishes a maximum limit of 65 percent of the dwelling units in the entire Secondary Plan area as being in the form of low density development. The Living Area designation permits a wide range of residential uses, including single detached, semi-detached, and townhouse uses. The Proposed Development has been designed with a mix of low and medium density housing, and Cobourg Trails is on track to provide a housing mix in accordance with the Town OP and Secondary Plan overall.

Section 15.4.4 provides policies for Community Use Areas which consist of parks, high schools, elementary schools, community recreation centres, village squares and places of worship. The locations of community uses are identified on Schedule X1 of the Secondary Plan, which identifies a Village Square on Phase 4A. Accordingly a 0.30 hectare Village Square has been located on Block 18 as part of the Draft Plan for Phase 4A.

Section 15.7 provides policies for transportation. The Secondary Plan specifically requires special consideration be made for the provision of safe and convenient cycling and walking routes within development applications. This is to be achieved through the inclusion of potential bike lanes on all arterial and Collector Roads - as shown in Schedule X2 of the Secondary Plan. The location of the active transportation system is shown in Schedule X3 of the plan. Cobourg Trails will implement the general road structure and active transportation network indicated on Schedule X2 and X3.

The Cobourg East Community Road Network has been identified, within Section 15.7.3, as a system of arterial, collector and Local Roads. Schedule X2 of the Secondary Plan further defines the structure of this network by mapping the approximate locations of arterial and Collector Roads. The proposed delineation of Street A

(Collector Road) is consistent with the road network of the Secondary Plan.

As illustrated on **Table 1** Cobourg Trails continues to maintain an appropriate distribution of medium and low density units across approved, proposed and future phases. Under the minimum and maximum density scenarios approximately 432 to 484 medium density units will be required in Phases 5 to 7 to achieve a minimum density of 35-percent medium density units across Cobourg Trails. We note Phase 7 will accommodate higher density mixed use development towards attaining the desired medium/low-density unit mix.

The 2018 Plan forecasts that up to 600 high density units will be provided within Phase 7, and a significant supply of medium density uses are already planned for Phase 5 and 6. As such, the Cobourg Trails development is well positioned to meet or exceed the minimum density requirements as established by the OP. While not specifically counted as a "medium density" use, the Cobourg Trails development is at the forefront of implementation for Additional Dwelling Units with site specific provisions already being approved by Council as part of By-law 071-2023. Accordingly, the Proposed Development of Phase 4A and Cobourg Trails more generally will provide a wide range of housing types and densities to accommodate people at all stages of life.

The Proposed Development conforms to the general development policies of the Secondary Plan and represents good planning.

Table 1: Cobourg Trails, Density Distribution

Maximum Density Scenario	Phase 1 (Existing)	Phase 2 (Approved)	Phase 3 (Approved)	Phase 4A (Proposed)	Phase 4B (Proposed)	Total Units Provided (Phase 1 to 4B)	Density Required to Achieve Secondary Plan Target (Phases 5 to 7)
Low Density Units (Single Detached, Semi-Detached)	150	81	161	93	25	510	640
Medium Density Units (Townhouses, Apartments)	32	36	0	68	0	136	484
Percentage Medium Density Units	18%	31%	0%	42%	0%	21%	43%
Total Units	182	117	161	161	25	646	1123
Minimum Density Scenario	Phase 1 (Approved)	Phase 2 (Approved)	Phase 3 (Approved)	Phase 4A (Proposed)	Phase 4B (Conceptual)	Total Units Provided (Phase 1 to 4B)	Density Required to Achieve Secondary Plan Target (Phases 5 to 7)
Low Density Units (Single Detached, Semi-Detached)	150	58	141	79	20	448	587
Medium Density Units (Townhouses, Apartments)	32	34	0	60	0	126	432
Percentage Medium Density Units	18%	37%	0%	43%	0%	22%	42%
Total Units	182	92	141	139	20	574	1019
	Minimum Density	Maximum Density					
Cobourg Trails (Total Units)	1593	1769					
35 percent medium density requirement	558	620					
65 percent low density	1035	1150					

5.5 Town of Cobourg Zoning By-law

The Comprehensive Zoning Bylaw 85-2003 (the "ZBL") is the current in-force Bylaw that regulates land use across the Town. The zoning for the Subject Lands is site specific and has been established through an implementing Zoning Bylaw Amendment (By-law 083-2010), which established the original set of performance standards and zone provisions that apply to Cobourg East.

The Town is currently undertaking a review of its ZBL to implement changes made to the Town OP since the ZBL was passed in 2003. It will also implement changes to County-level policies and regulations that have occurred at the same time. The Town has been in the process of reviewing the municipal ZBL since 2011, however the new bylaws are in draft format and have not yet received formal approval. As a result, Zoning Bylaw 85-2003, as amended, remains the in-force zoning for the Subject Lands.

Several amendments have been made to Cobourg Trails over the years and each phase has brought forward as follows:

- An Amendment to the ZBL was submitted in 2016 to update the zone standards for By-law 083-2010 and approved by Council in 2018 establishing the current area specific zoning regime for Cobourg Trails that implements the Cobourg East Secondary Plan. The purpose of the amendment was to update certain performance standards for higher-density uses within the CERMU zone and to rezone the lands to correspond with the 2018 approvals.
- More recently, Zoning Bylaw Amendment 071-2023 was passed by the Town in September, 2023 further amending the in-force ZBL to include site-specific provisions modifying the built-form performance standards for the CER1(H) zone inclusive of area specific provisions for additional dwelling units.

- Map 10 was also updated to reflect the current layout of Cobourg Trails and the product Bylaw 035-2024 was most recently adopted to update the boundaries of Phase 3.

The Draft Plan for Phase 4A conforms to the built form performance standards for the CER1(H) zone of the Town's ZBL, as amended, and will contribute to the orderly development of Cobourg Trails.

6 Urban & Sustainable Design

Phase 4A of Cobourg Trails will provide a mix of single-detached, semi-detached, and townhouse residential uses, and provide a contribution to the wider parkland and open space network. Cobourg Trails will establish a series of pedestrian pathways and provide an opportunity to create connections with adjacent natural heritage features.

The Proposed Development remains consistent with the original vision for Cobourg Trails. Phase 4A remains generally unchanged except for some adjustments to the proposed unit mix, and some minor refinements to the lotting arrangement. The locations of Collector Roads (Street A and Street L) are generally unchanged.

The Proposed Development will provide convenient access to parkland, and other opportunities for passive recreation. Phase 4A will provide 0.30 hectare Village Square park, and will be provided with convenient access to a larger neighbourhood park located in Phase 3. The design approach will emphasize the scenic attributes of Midtown and Brook creeks, complemented by a network of trails, parks and other open spaces creating accessible opportunities for passive and active recreation.

The Proposed Development uses urban and landscape design elements to create a pedestrian-oriented public realm:

6.1 Town of Cobourg Official Plan and Cobourg East Secondary Plan

Section 5.0 of the Town OP provides town-wide policies for the urban design of communities within its jurisdiction. Section 5.2 outlines general design policies for streetscapes, landscapes and safe communities. The Proposed Development for Phase 4A provides the following design responses:

- **Streetscapes:** The proposed street network will feature a vibrant streetscape in accordance with the approved cross sections that were intended to apply to all lands within Cobourg Trails.
- **Streetscape Design:** Phase 4A is the next stage of development for Cobourg Trails guided by the site specific design guidelines and future architectural controls.
- **Landscape Design:** The landscape plan will provide high quality public spaces and community areas to support recreational opportunities.
- **Safe Community and Design:** The road, open space and parks network provides safe, convenient pedestrian access throughout Cobourg Trails. Appropriate sight lines and views will emphasize the surrounding open space character and enhance safety.

The Cobourg East Secondary Plan (Section 15.5) outlines specific policies related to urban design. The policies of Section 15.5 relate to the public realm, safety, public art, views and vistas, and gateways. As it relates to Subject Lands, the design policies of the Official Plan are more specifically implemented by the urban design policies of the Cobourg East Secondary Plan. As noted, by policy 15.5.2 of the Secondary Plan, the policies are intended to provide the basis for the consideration of any application submitted in accordance with the Planning Act.

Section 15.5.9 of the Secondary Plan outlines that “Council may require the preparation of area-specific Urban Design Guidelines as part of the consideration of major development proposals or the preparation of area-specific studies.” An addendum to the Urban Design Guidelines was prepared by The Planning Partnership (dated April 2018), which were approved by the Town and provides guidance that is specific to Cobourg Trails.



Figure 11: Built-Form Precedent, Cobourg Trails Architectural Guidelines

6.2 The Villages of Central Park Urban Design Guidelines Addendum

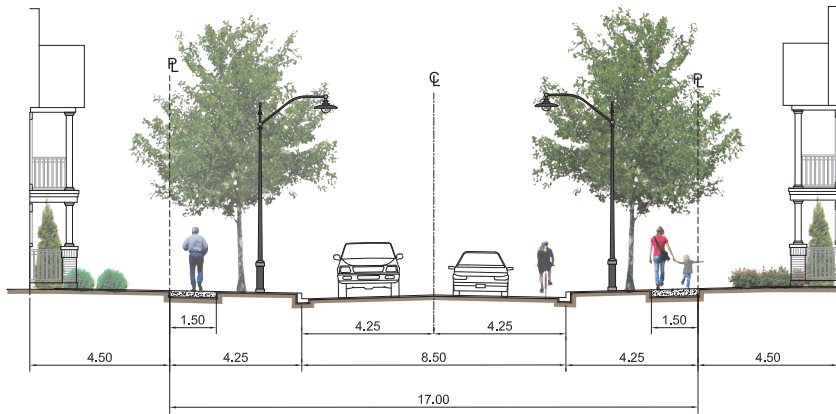
The “Villages of Central Park Urban Design Guideline Addendum (Design Guidelines)” dated April 2018 was approved by the Town. The Design Guidelines provide specific direction in relation to community design, open space systems, streetscape and built form for the Subject Lands.

The Design Guidelines are not intended to duplicate the policies of the Town-wide guidelines, but complement the Town-wide guidelines and provide further guidance on implementing the Zoning By-law.

The Design Guidelines provide the structural components for the overall design of Cobourg Trails. The Design Guidelines are organized into community design guidelines, open space system plan and guidelines, and streetscape and built form guidelines. .

As the design progresses and lotting and unit layouts are confirmed through Draft Plan approval, the Design Guidelines will continue to apply and provide built-form guidance for the design of Cobourg Trails.

Residential Local - 17.0m ROW



Residential Local - 17.0m ROW

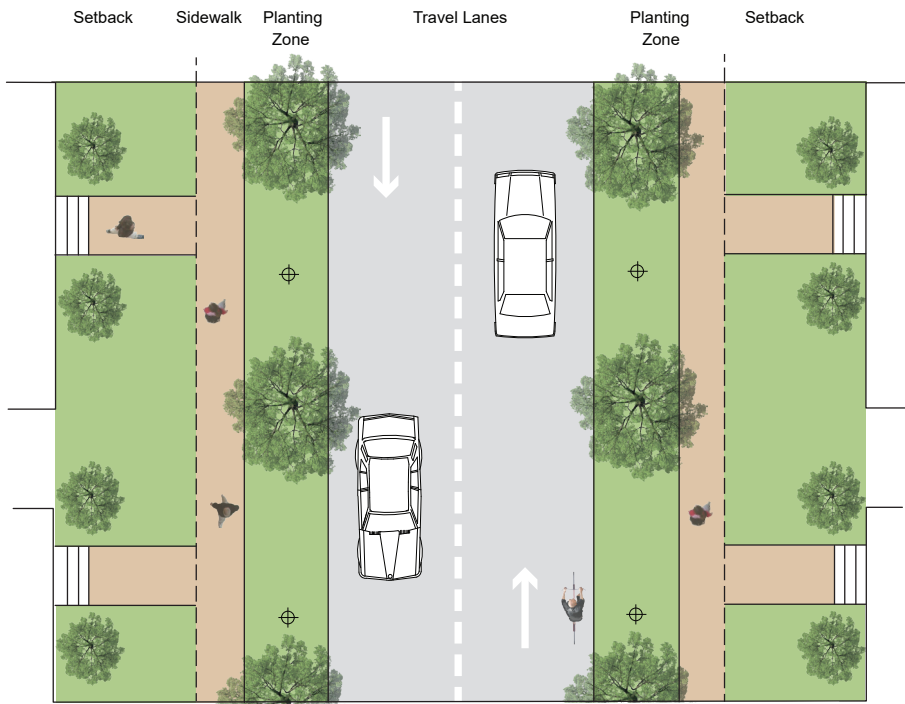
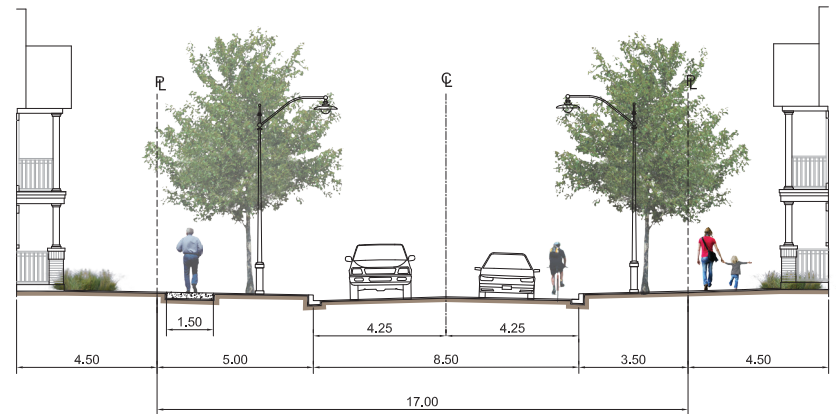


Figure 12: Local Road Cross-Section, Two Sidewalks

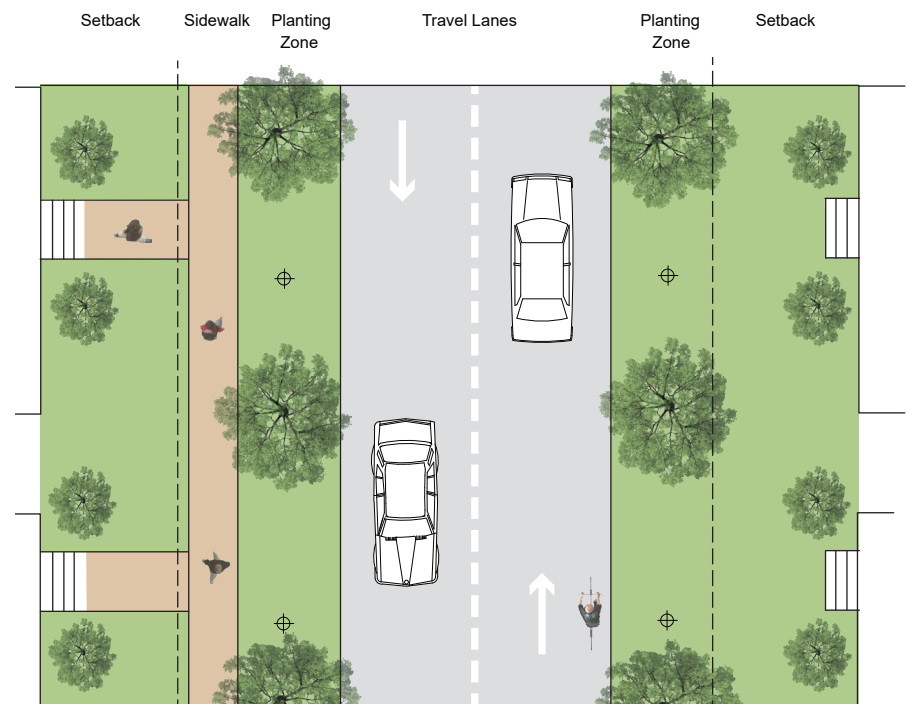


Figure 13: Local Road Cross-Section, One Sidewalk

Residential Collector - 24.5m ROW

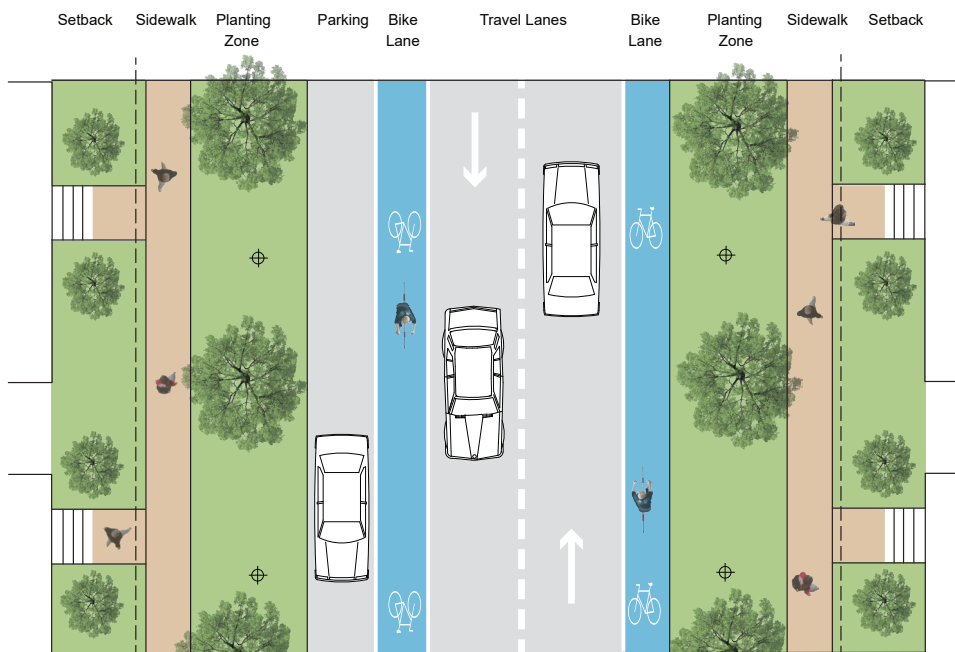
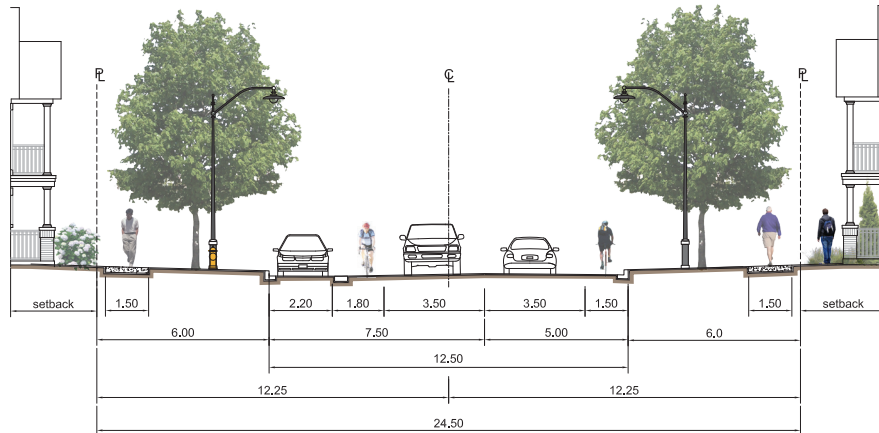


Figure 14: Collector Road Cross-Section

6.3 Evaluation of Urban Design and Landscape Guidelines and Policies

Street Block Pattern Design

Response to:

Cobourg Official Plan: Section 5.2.1.1 (Street System)

Cobourg East Urban Design Guidelines: Section 3.2 (Street and Block Pattern)

- Street lengths create compact development blocks encouraging pedestrian circulation, and movement between open spaces and parkland.
- The road network responds to changes and in grading and minimizes site alteration.
- The road layout remains centred on Street A being the primary Collector Road throughout Cobourg Trails. Street A will be supported by a number of Local Roads and Collector Road (Street L) connecting to Danforth Road.
- Walkways will be provided on both sides of the streets on the primary Local Roads. Walkways will be provided on one side for all other Local Roads in Phase 4A. This approach is consistent with the approved cross sections for Cobourg Trails.



Figure 15: Example Residential Streetscape



Figure 16: Example Residential Streetscape

Residential Neighbourhoods

Response to:

Cobourg Official Plan: Section 5.2.8 (External Building Design)

Cobourg Urban Design Guidelines: Section 3.5 (Residential Neighbourhoods)

- All residential units in the Proposed Development will be within a 5-minute walking distance from several parks. These open spaces are all linked by pedestrian pathways through sidewalks and / or the integrated trail network.
- The Proposed Development will encourage that buildings be of a distinctive design that will avoid repetition. The detailed building design for each Block and dwelling unit will be confirmed through the Architectural Controls, which will be submitted as part of a condition of Draft Plan approval;
- Each Block will be built at an appropriate scale, provide transition, and meet minimum performance standards prescribed by the Zoning By-law, as amended;
- The proposed lots will have an area consistent with existing Draft Plan approvals in the Secondary Plan area; and,
- The setbacks for the proposed buildings will be consistent with the adjacent buildings, helping to maintain visual continuity along the streetscape.

Pedestrian and Vehicular Flow

Response to:

Cobourg Official Plan: Section 5.2.5 (Safe Community Design), Section 5.2.6 (Accessibility and Visitability), Section 5.2.7 (Active Transportation)

Cobourg Secondary Plan: Section 15.5.3 (Public Realm), Section 15.4.3 (Safety)

Cobourg East Urban Design Guidelines: Section 3.2 (Street and Block Pattern)

- The Proposed Development will provide independent walkway and vehicular systems that are well integrated within the Subject Lands and connect to the surrounding area.
- A pedestrian walkway system connects all buildings and open spaces within the Subject Lands.
- The provision of a consistent level of design, incorporating such elements as appropriate paving, planting, fencing, lighting and signage will further enhance pedestrian environments.
- A coherent internal road network provides for efficient vehicular access with a 17 metre Local Road system, and 24.5 metre-wide Collector Roads at Streets A and L. These access roads allow for convenient vehicular movement to and from Phase 4A.

Open Space and Natural Heritage

Response to:

Cobourg Official Plan: Section 5.2.4 (Landscape Design)

Cobourg East Secondary Plan: Section 15.5.6 (Views and Vistas)

Cobourg East Urban Design Guidelines Addendum: Section 4.2.1 (Open Space System), 4.2.2 (Recreation Program), Section 4.2.3 (Natural Features), Section 4.2.7 (Stormwater Management Facilities)

- The use of landscaping to generate pedestrian friendly spaces will help produce a pedestrian oriented environment, and will provide shade, and break up areas that are paved while providing transitions to adjacent uses and roads.
- Street trees shall be provided and placed in locations to create an urban canopy for pedestrians.
- The Proposed Development contributes to Cobourg Trails' open space system through the addition of a Village Square park as part of a wider trail system.
- As the detailed design progresses, further opportunities for trail connectivity may be explored.
- It is the intent that the stormwater management ponds will form part of the open space system, and will be designed with an arrangement of formal planting, seating and paths that do not interfere with its overall maintenance and function of the pond.

6.4 Sustainable Design

The Sustainability Vision Report was prepared in April 2018 by The Planning Partnership to help guide the sustainable development of Cobourg Trails. It will also address how the development intends to satisfy the need for local sustainability and how each Phase will contribute to the overall sustainability of the Town of Cobourg. The initiatives outlined within the report are components of a healthy, complete, and sustainable community that will work together to achieve the vision for this development.

The vision for the lands is that of an environmentally sustainable, healthy, and complete community with distinctive, livable neighbourhoods, integrated and connected green spaces, an efficient mobility system, and employment opportunities. The key components for the community plan have been provided under the five layers of sustainable community design. An evaluation of Phase 4A as it relates to the five layers of sustainable design is as follows:

- **Community Form:** Phase 4A will contain a range of unit types and sizes in form of single-detached, semi-detached and townhouse dwellings. Overall, Phase 4A will support a compact urban form that will support broader objectives related to transit, walkability and support an emerging complete community.
- **Mobility:** As noted the overall plan for Cobourg Trails is premised on the notion of walkability and promoting alternatives to personal automobile use. This is reinforced by a well-connected pedestrian walkway and trail system that connects open spaces, and links Phase 4A to other phases and areas external to the plan area.

- **Natural Environment and Open Space:** Phase 4A is located outside of environmental conservation areas and their associated buffers identified in the EIS (2017).
- **Green infrastructure and Building:** Phase 4A will incorporate low-impact development through soft landscaping promoting infiltration and minimize paving.
- **Culture + Community Health and Well-Being:** As noted, the overall plan for Cobourg East is premised on the notion of walkability. This is reinforced by a well-connected pedestrian walkway and trail system. Further opportunities for recreation will be contained within with the proposed Village Square park.

Final details associated with implementing sustainable design, particularly low impact design elements will be confirmed during the Draft Plan approval process. However, it is our opinion that the Phase 4A remains consistent with the broad design standards set forth in the Town's Official Plan and the guiding Sustainability Report which was prepared to guide all development within Cobourg Trails.

6.5 Integrated Community Sustainability Plan

On December 2019, Town Council passed a resolution declaring a climate emergency accelerating a transition towards a carbon neutrality. In response an Integrated Community Sustainability Plan (“ICSP”) was prepared to help realize the aims of the climate emergency resolution and preceding plans.

The ICSP (2022) supports community sustainability and responsible urban development and governance for the next 30 years, and informs the Town’s policy framework by providing direction to other guiding documents including the Town OP. The current iteration of the ICSP is focused first four years of plan implementation (2023 to 2026) towards reducing community-wide greenhouse gas emissions by 80 to 100 percent by 2050.

The Proposed Development, and Cobourg Trails on plan-wide basis, supports the achievement following action items of the ICSP:

- **Action 3. Create a supportive framework for active transportation in Cobourg** – The Proposed Development is served by Street A, an Arterial Street, with a bike lane and sidewalks on both sides of the street providing connectivity to the wider community. As illustrated on the Trails Master Plan the Proposed Development is connected by a network of trails and open spaces supporting active modes of travel.
- **Action 6. Integrate natural assets into the municipal asset management process** – Phase 4A abuts environmental protection areas dedicated to the Town as part of Phase 1 of Cobourg Trails, and development blocks are located outside of natural features and buffers identified through the EIS (2017) prepared by Niblett Environmental Associates. In addition, Phase 4A is provided with a trail connection to the adjacent stormwater management block included in Phase 2, which also serves as a

naturalized buffer between the environmental protection areas delineated through Phase 1.

- **Action 8. Pursue naturalization in Cobourg’s parks and open spaces** – Phase 4A includes 0.305 hectares of new parkland adjacent to Street A which has been integrated into the Trails Master Plan.

6.6 Trails Master Plan

The Planning Partnership developed the Trails Master Plan for the community in April 2018. The Trails Master Plan has been used to inform the a broad strategy for the implementation of a comprehensive pedestrian network comprising sidewalks, and multi-use trails throughout the plan area.

The overall strategy related to trails remains consistent with the overall vision of the April 2018 plan. Notwithstanding the refinements to the road layout of Phase 4A the underlying principles of the Trails Master Plan continue to be met.

A centralized system of parks, open spaces and walkways is proposed connecting to the proposed active transportation network. The Proposed Development will contribute to the expansion of the open space and trails system, providing enhanced walkability, accessibility and promote a healthy active lifestyle.

The 2018 Trails Master Plan was conceptually designed based upon the broader principles of connectivity centred on natural heritage and open spaces. The Trails Plan has been updated as part of this submission based upon additional detailed design for each of the approved Phase 1, 2 and 3 plans, and further understanding of site's natural system, grading constraints and the design of each phase of development. **Figure 17** illustrates the Trails Master Plan update, which is generally in-keeping with the intent of the 2018 Trails Master Plan. It is noted that trail location and feasibility is subject to further assessment and grading review as part of the detailed design process.

Based on the forgoing, the Proposed Development of Phase 4A remains generally consistent and will effectively implement the Trails Master Plan as originally proposed in April 2018, and revised by this 2025 Trails Master Plan update.

It is our opinion the Proposed Development effectively implements the broader principles of the Official Plan, Secondary Plan, as well as the Town-wide and site-specific Urban Design Guidelines. Furthermore the proposed public realm approach has been designed in a cohesive and thoughtful manner, to establish a consistent community identify for the Cobourg East area.

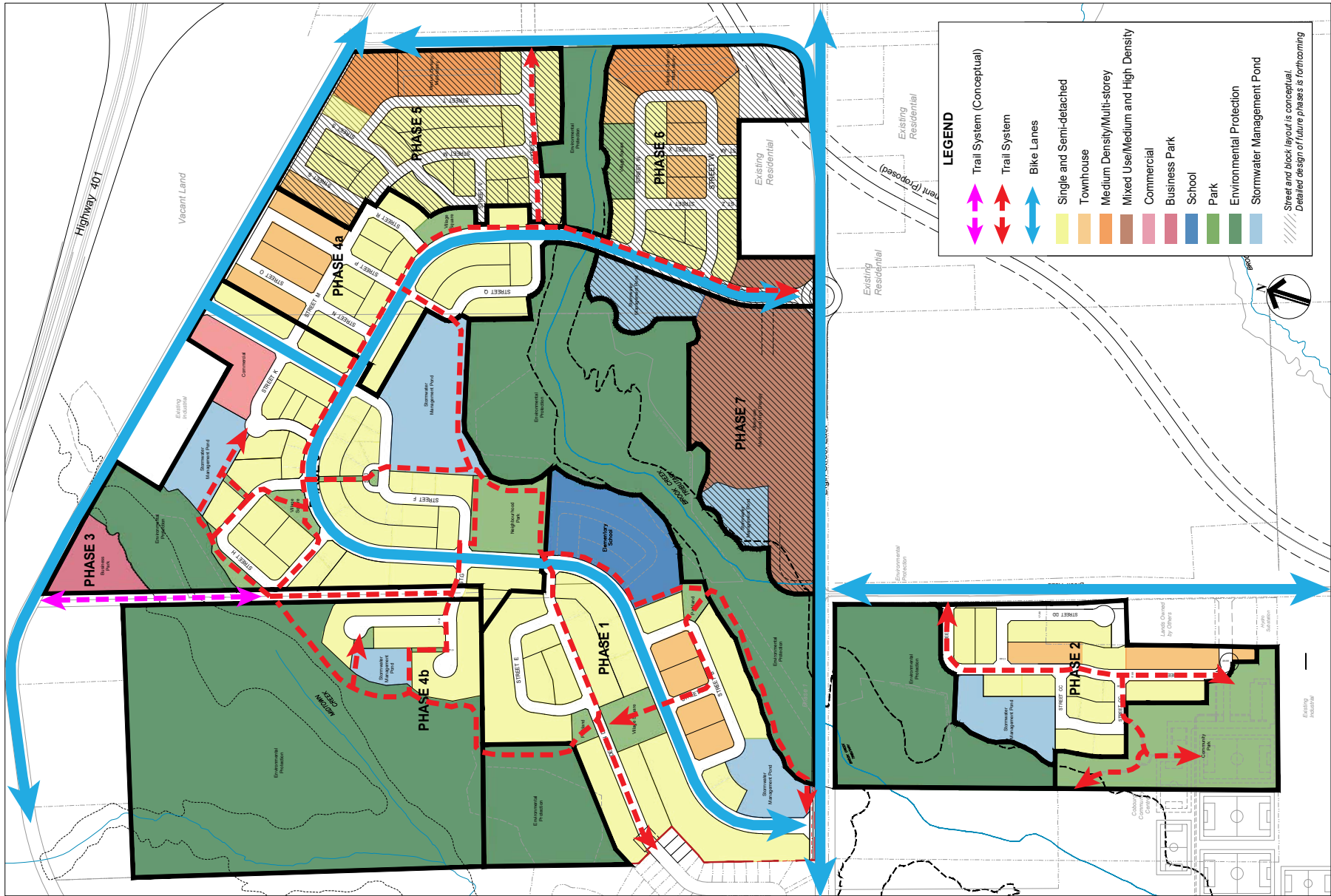


Figure 17: Cobourg Trails Master Plan

7 Technical Summaries

7.1 Transportation Study

R.J. Burnside prepared a Transportation Study for the Subject Lands dated August 2024. The Transportation Study found under existing and future conditions during both the weekday AM and PM peak hours, all study intersections and their movements will operate with excess capacity. Movements will experience a delay resulting in Level C services or better during the weekday AM and PM peak hours, and queues are projected to be within proposed storage/link distance.

Based on MTO Design Supplement for TAC Geometric Design Guide for Canadian Roads, a westbound turn lane is not required at the intersection of Danforth Road/Street L under both background and total conditions.

Lastly, based on Ontario Traffic Manual Book 12 traffic signal justification criteria, a traffic signal is not warranted under existing or future conditions at the Elgin Street/Brook Road intersection.

The Transportation Study confirmed that the proposed Phase 4 development and Phase 1 to 3 can be accommodated on the road network without the need of additional improvements.

7.2 Environmental Noise Assessment

YCA Engineering prepared an Environmental Noise Assessment for Phase 4A to achieve sound levels acceptable to the Ministry of Environment, Conservation and Parks and Town of Cobourg. The Environmental Noise Assessment addresses noise generated from vehicles on Danforth Road East, Highway 401 and Street A, and stationary noise sources generated from existing industries on Danforth Road East.

The Noise Assessment recommended that architectural plans and site plans be reviewed prior to construction to ensure all building components meet acoustical requirements, and completed construction be reviewed by the Town's building inspector or qualified engineer to certify that noise control measures have been properly installed.

Recommended noise mitigation measures include application of noise barriers on development blocks adjacent to Danforth Road East. The study found that noise generated from stationary sources is within acceptable levels. Furthermore, mandatory air conditioning will be required for Blocks 1 to 9 and 11 to allow residents to keep their windows closed within 380 metres of Highway 401.

The Environmental Noise Assessment concluded that sound levels acceptable to the Ministry of Environment, Conservation and Parks and Town of Cobourg are expected to be achieved using the outlined abatement measures.

7.3 Functional Servicing Report

B.G. Biddle prepared an FSR for Phase 4A evaluating the proposed servicing solution and storm water management approach to confirm that necessary infrastructure is in place, or available to service the Proposed Development. The FSR found the proposed servicing method meets the current criteria of the Town, Lakefront Utilities and GRCA. Furthermore, the FSR provides the following conclusions:

- *The 300mm sanitary sewer sub-trunk stubbed on Street A (Trailsview Avenue) from Phase 3 will be extended easterly to the southeast end of Phase 4A. All local sewers will connect into the 300mm sub-trunk sewer. Phase 4A requires the extension of the trunk sanitary sewer from WPCP #2 up Brook Road North to Street A (Trailsview Avenue) prior to occupancy.*
- *A 300mm watermain connection is available at Street A (Trailsview Avenue) at the east limit of Phase 3. This watermain will be extended easterly along Street A (Trailsview Avenue). A 200mm watermain will also be installed along Street M to the east limit of Phase 4A.*
- *Conceptual stormwater ponds have been proposed for the tributary drainage areas. Post-development controls will be provided for the proposed development within the stormwater management ponds. Stormwater Pond A is adjacent to Street F on the south end of Phase 3. Stormwater Management Pond A will provide Level 1 enhanced quality control and post to pre-development quantity control.*
- *Overland flows will be conveyed to the main cell of the proposed storm water pond. It will be necessary to control the 100-year post-development peak flows to pre-development levels or less.*

7.4 Hydrological Impact Assessment

PGL Environmental Consultants ("PGL") carried out a Hydrogeological Assessment for Phase 4A assessing groundwater conditions, construction dewatering requirements, dewatering discharge options and potential effects that may result from the proposed dewatering work and discharge. The key results of the Hydrogeological Assessment found:

- *A maximum dewatering rate of 255,400L/day was estimated for Phase 4A;*
- *A maximum long-term dewatering rate of 157,200L/day was estimated for the Proposed Development of Phase 4A;*
- *No adverse effects to existing water users or local aquifers are expected;*
- *Given proximity to Brook Creek Tributary systems, appropriate monitoring and mitigation measures should be employed to ensure these features are not adversely affected;*
- *Dewatering must be returned to the natural environment and will require treatment to meet PWQO; and*
- *A detailed discharge water management plan in accordance with Toronto Region Conservation Authority (2013) guidelines are recommended to ensure that discharge water is released in a manner that does not adversely affect the natural environment and offsets any changes to the normal baseflow rates for potentially affected surface water features.*

7.5 Environmental Assessment Update

Golder Associates Ltd. ("Golder") prepared a Phase 1 Environmental Assessment Update (2020) for Cobourg Trails. The purpose of the Phase 1 ESA update is to verify the conclusions of the Phase 1 ESA to better understand the environmental conditions of the Site and potential implications for Site development.

The Phase 1 ESA update provided a review of publicly available records, past uses, surrounding land uses and site reconnaissance. The Phase ESA update did not identify any potential for contamination to be present in environmental media or building materials present in Phase 4A.

7.6 Stage 1 and Stage 2 Archaeological Assessment

Northeastern Archaeological Associates Limited ("Northeastern") conducted a Stage 1 and 2 Archaeological Assessment in support of the Phase 4A Draft Plan submission. Stage 1 of the assessment proved that the Subject Lands have a high archaeological potential due to its "proximity to areas of historic development, historic structures indicated on Historic mapping, and registered archaeological sites."

Based on the recommendations of the Stage 1, a Stage 2 level investigation was subsequently undertaken by Northeastern. The following recommendations are provided:

- Based on the Stage 2 assessment results for the Elgin Street North property it is the recommendation of Northeastern Archaeological Associates Ltd. that further archaeological work in the form of Stage 3 Test Unit excavations be undertaken for the pre-contact sites registered as AIGm-23 and AIGp-24 as per standard 1.c., Section 2.2 (MTCS 2011). Unit excavations should take the form of a 5m grid centered on the positive find spot number 3 for AIGm-23 and positive find spot 5 for AIGm-24 (Table 3.1, Section 3.2.3, MTCS 2011).
- Find spots NDFS 0136, NDFS 0137, NDFS 0138, and NDFS 0139 when intensified did not result in any additional material and therefore do not meet the requirements for further assessment as per any of the criteria under Standard 1, Section 2.2 (MTCS 2011).
- To facilitate the development schedule, the client is requesting partial clearance of the remainder of the property outside of sites AIGm-23 and AIGm-24. The client has committed to site excavations of AIGm-23 and AIGm-24 in late summer 2021. Both sites will be protected by agreements with the owner and instructions to contractors. The sites will be fenced with a 20m

buffer zone and additional 50m construction protection zone while the stage 3 work is being completed.

In August 2021, the Ontario Government's Ministry of Heritage, Sport, Tourism, and Cultural Industries reviewed the report and found that it was consistent with the conservation, protection and preservation of the cultural heritage of Ontario. The report has been filed into the Ontario Public Register of Archaeological Reports.

7.7 Geotechnical Investigation

V.A. Wood Associates Ltd. prepared a Geotechnical Investigation report for the submission of this development application. The purpose of this investigation was to provide recommendations for the creation of necessary service sites, stormwater ponds and paved areas.

In addition to these recommendations, the report provided a preliminary design for the foundations of the proposed structures. The methodology of the research included 122 boreholes over the entire Cobourg Trails area to gather soil samples from varying levels of depth. The findings of the Geotechnical Investigation have been incorporated in the functional servicing and civil engineering of each phase of the development for Cobourg Trails.

7.8 Arborist Report and Tree Preservation and Protection Plan

An Arborist Report and Tree Inventory, Preservation Plan and Landscape Plans were prepared by HKLA. This Report and supporting plans applies to the entirety of Cobourg Trail plan area. It was prepared in liaison with Rory Quigley, the Town of Cobourg Parks Department Arborist. The existing trees to be removed are mostly foreign or invasive *Rhamnus cathartica* (Common Buckthorn) as well as some *Pinus sylvestris* (Scots Pine) and *Fraxinus* spp. (Ash) trees that are infested with Emerald Ash Borer. Tree removals permits were issued by the Town of Cobourg on February 16, 2021 in 3 stages.

7.9 Environmental Impact Study Addendum

In response to comments received on the First Draft Plan Submission GHD, formerly Niblett Environmental Associates Inc., has prepared an Environmental Impact Study Addendum letter, dated July 7, 2025, discussing the new Phase 4A site plan, project interactions, impacts, mitigation measures, permitting and compliance with the recommendations of the EIS (2017).

The EIS (2017) recommended a 10 metre buffer from the dripline of the woodland, which was staked on-site with the Town, Conservation Authority and GHD in 2016. The 10 metre buffer will form part of the Environmental Protection area, and will be enhanced with native tree plantings. The addendum notes that development blocks have been located outside of the woodland buffer. In addition, GHD notes that no additional field visits are necessary as the proposed development blocks remain outside of Environmental Protection areas within open agricultural field, where wildlife habitat and natural ground cover is very limited. As such, no impacts on the woodland, wildlife or Species at Risk are predicted as a result.

The EIS addendum letter notes Phase 4A will have no negative impacts on the natural heritage features including the watercourse and woodlands and their features or ecological functions if the recommendations of the EIS (2017) are implemented. Key natural heritage features and their functions will be maintained within the Environmental Protection block and buffer as implemented through Phase 4A.

8 Conclusion

It is our opinion the Draft Plan of Subdivision for Phase 4A is consistent with all Provincial, County and Town plans, guidelines and policies. The Proposed Development is in the public interest and represents good planning. More specifically:

1. The Proposed Development is consistent with the policies of the Provincial Planning Statement, as it relates to managing growth, achieving efficient development patterns, housing and creating a more compact, complete community promoting economic prosperity and sustainability.
2. The Proposed Development conforms to the policies of the County OP by providing a desirable form of greenfield development and intensification optimizing the Subject Lands and adjacent infrastructure in accordance with the County's growth management framework.
3. The Proposed Development conforms to the policies of the Town OP as they relate to achieving complete communities, protecting environmental features, optimizing infrastructure and accommodating multi-modal transportation and growth management.
4. In terms of area specific planning policy that applies to the Subject Lands under the Cobourg East Community Area Secondary Plan, Phase 4A conforms to the general development policies and intent of the Secondary Plan.
5. From an urban design perspective, the Proposed Development reflects and appropriately implements the general design policies of the Town of Cobourg Official Plan, Cobourg East Community Area Secondary Plan and Cobourg East Urban Design Guidelines. Phase 4A aligns with the previously approved Sustainability Report and Trails Master Plan.
6. From a land use and built form perspective, the Proposed Development for Phase 4A will adhere to Council approved built form standards for the CER1(H) zone and appropriately precludes development from adjacent natural heritage features.
7. Lastly, the key planning, urban design, technical reports and studies constitute a 'complete' application and meet legislative requirements of the Planning Act and Town with respect to submission of a complete application. As it relates to the Draft Plans for Phase 4A and 4B, it is our view the plans as proposed satisfy the requirements of Section (50) 24 of the Planning Act.

Appendix A

Cobourg Trails, Parkland Dedication

Phase 1, M Plan May 2022		Phase 2 - M Plan August 2023		Phase 3 - Draft Plan March 2022		Phase 4A - Draft Plan August, 2024		Phase 4B - Draft Plan November, 2024		Phase 5, 6, 7 (Conceptual)		Cobourg Trails (Total)	
Total Area (ha)	43.41	Total Area (ha)	11.275	Total Area (ha)	21.208	Total Area (ha)	8.31	Total Area (ha)	21.87	Total Area (ha)	26.89	Total Area (ha)	132.963
Net EPA	27.35	Net EPA	0	Net EPA	0	Net EPA	0	Net EPA	18.93	Net EPA	0	Net EPA	46.28
Net Widening	0.12	Net Widening	0	Net Widening	0.03	Net Widening	0.03	Net Widening	0	Net Widening	0	Net Widening	0.18
Net Developable Area	15.94	Net Developable Area	11.275	Net Developable Area	21.178	Net Developable Area	8.28	Net Developable Area	2.94	Net Developable Area	26.89	Net Developable Area	86.503
Parkland (ha)		Parkland (ha)		Parkland (ha)		Parkland (ha)		Parkland (ha)		Parkland (ha)		Parkland (ha)	
Block 152	0.154	Block 80	4.181	Block 149	1.28	Block 18	0.305				0.49		
Block 153	0.585			Block 148	0.26								
Block 155	0.1935												
TOTAL	0.9325		4.181		1.54		0.305		0		0.49		7.4485
Parkland Dedication Provided (%)	6%		37%		7%		4%		0%		2%		9%

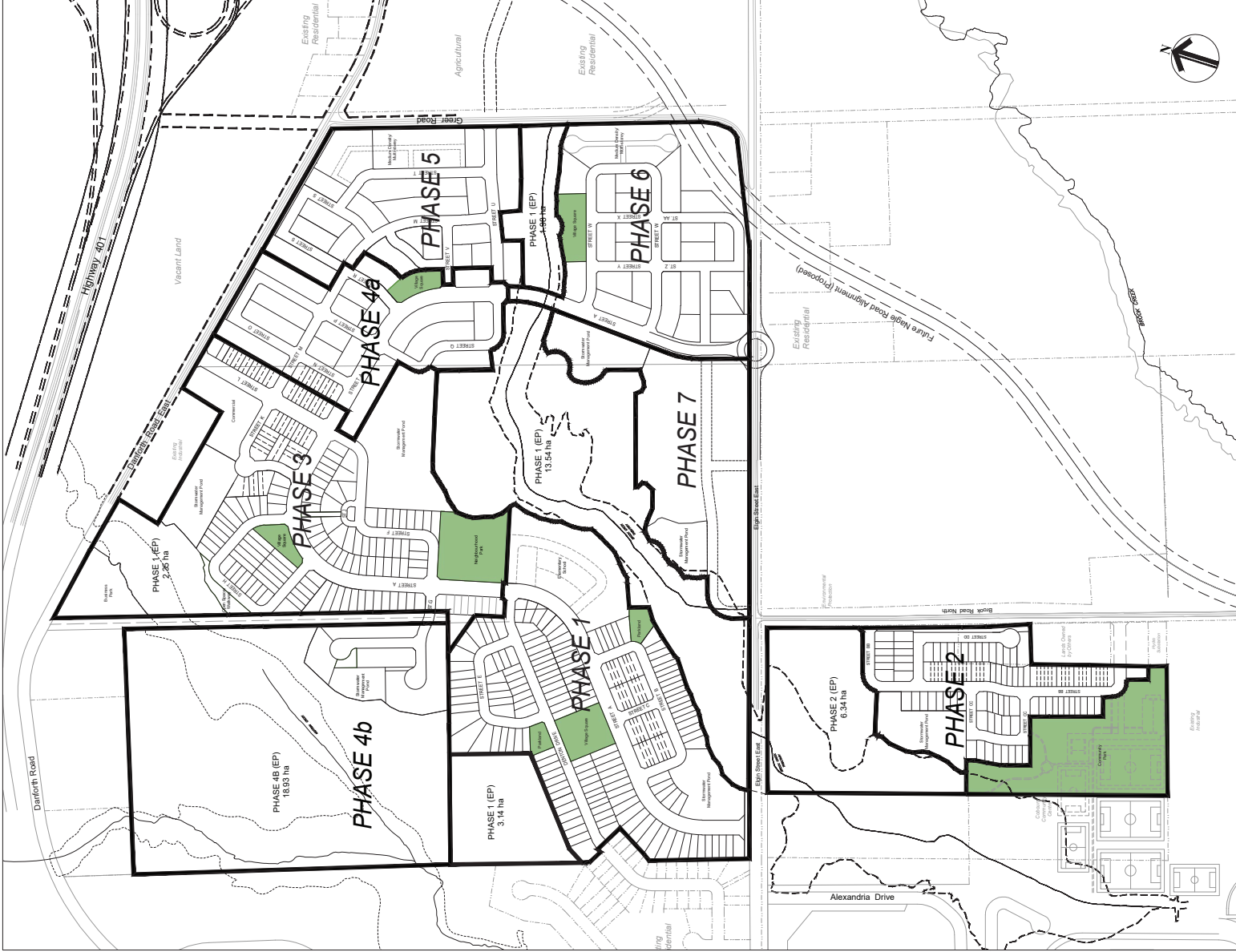
Notes

*Net Developable Area excludes Environmental Protection Areas and widenings

**Excludes Statutory Parkland Dedication requirements (2%) for non-residential uses, which will be confirmed at a later date

Cobourg Trails Parkland Dedication

June 2025



Phase 1 - 1st Plan May 2022	Phase 2 - 1st Plan August 2023	Phase 3 - 1st Plan June 2023	Phase 4a - 1st Plan August 2024	Phase 4b - 2nd Plan November 2024	Phase 5, 6, 7 (Conceptual)	Cobourg Trails (Total)	
Total Area (ha)	43.41	11.275	21.208	9.31	21.07	132.903	
Net Widening	0.12	0	0.03	0.03	1.03	2.21	
Net Developable Area	15.94	11.275	21.179	8.28	23.4	86.103	
Block 152 (ha)	0.154	4.181	1.28	0.305	0	5.82	
Block 153	0.995	16.069	0.26	0	0	17.329	
Block 154	0.995	1.64	0	0.305	0	3.04	
TOTAL	63.928	4.181	1.54	0.305	0	0.49	
Revised Dedication Provided (%)	6%	37%	7%	4%	0%	2%	9%

Notes

- *Net Developable Area excludes Environmental Protection Areas and widenings
- **Excludes Statutory Parkland Dedication requirements (2%) for non-residential uses, which will be confirmed at a later date