

URBAN DESIGN **BRIEF**

1111 Elgin Street West (Northumberland Mall)
Cobourg, Ontario

Date:

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Prepared for:

Trinity Development Group Inc.

Prepared by:

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1. INTRODUCTION

MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC) has been retained by Trinity Development Group Inc. (“the Owner”) to prepare an Urban Design Brief for a proposed infill development on their lands municipally addressed as 1111 Elgin Street West in the City of Cobourg (hereafter referred to as the “Subject Lands” or “Site”). The proposed development area is located at the northeast corner of the Subject Lands (hereinafter referred to as the “Proposed Development Area”). The Proposed Developed Area is located on the south side of Elgin Street West between Strathy Road and Rogers Road (**Figure 1**).

The purpose of this Urban Design Brief is to illustrate how the proposal will meet the design objectives provided for this area in the Town of Cobourg.



Figure 1 – Location of the Subject Lands and Proposed Developed Area.

PROPOSAL

The proposal (**Figure 2-7**) is for a 6 unit, 929 m² (10,000 sq. ft), one-storey multi-unit commercial building on the Proposed Developed Area of 3,816 m² (0.94 acre). The westerly unit will consist of a restaurant use, with a drive-through to the west of the unit. The easterly unit will consist of a financial institution use, and lastly, the four central units will allow for future commercial tenant opportunities.

The proposed development will realign the existing parking spaces to accommodate the new building footprint. A total of 21 parking spaces will be provided with 2 spaces being barrier free parking spaces. 12 parking spaces (inclusive of the 2 barrier free parking spaces) will be immediately south of the main entrances of the proposed units, and 9 parking spaces will be located west of the drive-through of the proposed development. A loading area and waste facility will be situated at the centre of the drive-through facility vehicular parking zone, west of the proposed building.

Landscaping fronting along Elgin Street West has been proposed to provide a pedestrian oriented streetscape setting and to establish an attractive building frontage along a major arterial road.

The proposal is seeking a Zoning By-law Amendment (“ZBA”) for the proposed development on the Subject Lands. The amendments are required to permit an additional free standing building, and to modify zoning regulations including coverage and parking to accommodate the proposal.

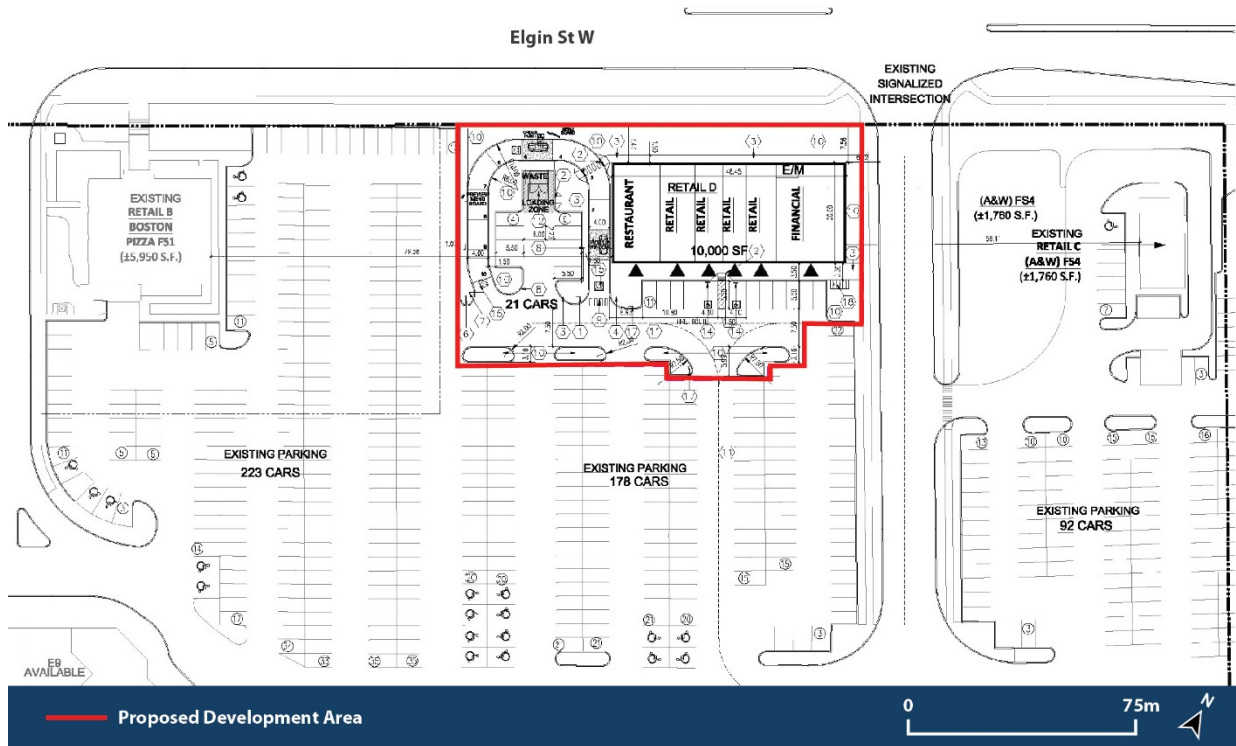


Figure 2 – Site Plan of Proposed Developed Area by Petroff Partnership Architects.

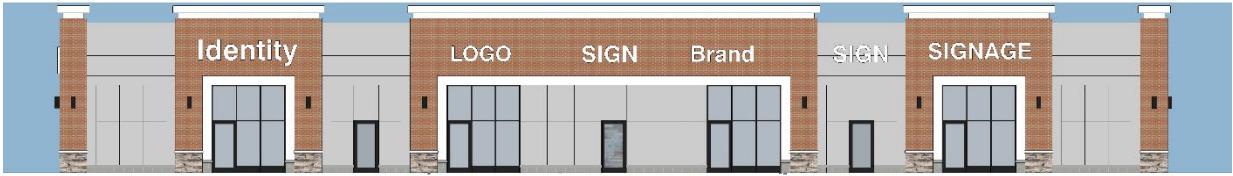


Figure 3 – North Section of the Proposed Development by Petroff Partnership Architects.



Figure 4 – South Section of the Proposed Development by Petroff Partnership Architects.



Figure 5 – East Section of the Proposed Development by Petroff Partnership Architects.



Figure 6 – East Section of the Proposed Development by Petroff Partnership Architects.



Figure 7 – Perspective view of the Proposed Development by Petroff Partnership Architects.

2. EXISTING CONTEXT ANALYSIS

Four quadrants surround the Town of Cobourg's main Employment Area and the Downtown and Harbour Area. The northern quadrants are bounded by Highway 401 to the north and the CN/CP railway to the south. The quadrants in the south are bounded by the railway to the north and Lake Ontario to the south. The Proposed Development Area falls within the North West Quadrant as indicated in **Figure 8**.

North West Quadrant

The North West Quadrant is primarily residential with commercial uses along Elgin Street and Burnham Street. Some of the key commercial and retail include the Northumberland Mall and the Cobourg SmartCentres. The Northumberland Hills Hospital is also within the quadrant and is located near the intersection of Burnham Street and Highway 401. The area north of Elgin Street is largely undeveloped with a number of vacant parcels in the Cobourg West Business Park. Elgin Street provides the main east-west connection, while Burnham Street and William Street provide the north-south linkages and access to Highway 401.



Figure 8 – Town of Cobourg's Main Areas and Quadrants (Town of Cobourg Urban and Landscape Design Guidelines, Section 1.1). The proposed development falls within the North West Quadrant.

The Subject Lands is located on the south of Elgin Street West with approximately 446 metres of lot frontage along Elgin Street West. The eastern portion of the Subject Lands is currently occupied by the Northumberland Mall with Boston Pizza to the west and an A&W to the east. Currently, the Proposed Development Area is occupied by parking spaces (**Figure 9**).



Figure 9 – Street corner view along Elgin St W (across from Strathy Rd) of the Proposed Development Area.

The Subject Lands are serviced by both Route 1 and Route 2 bus transit every 30 minutes. These routes provide connectivity throughout the Town of Cobourg, including access to the Cobourg VIA Rail station. The Subject Lands also abut an active transportation corridor in the form of a bicycle lane along Elgin Street West.

The surrounding land uses within the immediate area of the Proposed Development Area include (**Figure 10**):

- NORTH:** Immediately north of the subject lands and Elgin Street West are two car dealerships, a spa and pool maintenance retail store and Strathy Plaza, with agricultural lands existing further north;
- EAST:** A variety of retail, service and restaurant uses;
- SOUTH:** Immediately south of the Subject Lands consists of established semi-detached and detached single dwelling neighbourhoods with Westwood Park further south;
- WEST:** Immediately west of the Subject Lands is a variety of retail, service and restaurant uses further west.



Figure 10 – Surrounding land uses within the immediate area of the Proposed Development Area.

3. TOWN OF COBOURG URBAN AND LANDSCAPE DESIGN GUIDELINES

The proposed development will be reviewed and assessed as per the Town of Cobourg’s Urban and Landscape Design Guidelines (“ULDG”) to ensure that the proposal is well integrated with the site surrounding and promotes a high quality of urban design. This section will illustrate how the proposal will meet the design objectives provided for this area in the Town of Cobourg.

3.1. Site Design, Function, and Orientation

ULDG Section 2.1 - Community Vision

- An emphasis on sustainable, accessible and compact development, particularly transit supportive, mixed use built form along its main streets, which will enable Cobourg to enhance its function as a vibrant, environmentally aware urban centre;

Proposal Response

The proposal provides a mix of retail, commercial, and financial uses, which in turn creates employment opportunities. The proposal is situated along Eglin Street West with access to Route 1 and Route 2 bus transit to support the existing transportation network and

- A mix of employment uses which will continue to promote Cobourg’s role as a major employment centre in Northumberland County; and,
- A transportation system which will support multiple modes of travel including transit, cycling and pedestrian movement, as well as goods movement.

ULDG Section 2.2.2 - Encourage Compact, Mixed Use Development

- Compact development will be encouraged in the design of vacant or underutilized parcels of land. A mixture of uses and appropriately scaled building forms will contribute to an active streetscape and increased densities in the community.

ULDG 2.2.6 - Provide a Vital Setting for Employment Uses

- A healthy mix of employment uses, including innovative employment opportunities, and the placement of employment lands in key locations will ensure the Town of Cobourg retains its role as a vibrant employment centre in Northumberland County.

encourage transit usage. The proposal also provides bicycle parking at the south-east of the proposed building in support of multiple modes of travel and compliment the existing bicycle lanes along the north side of Elgin Street West.

The proposal represents an infill development on an existing underutilized parking lot fronting along a major arterial road / Eglin Street West. The development will provide an appropriate building frontage to animate the streetscape and assist in establishing an active street front.

The proposal will help diversify the current uses in the area by providing new commercial, retail, and office spaces in fostering a range of employment opportunities.

The site design and orientation is consistent with the Town’s objective of establishing a mixed used, compact development.

3.2. Pedestrian and Vehicular Circulation

ULDG Section 2.2.3 - Promote Active Transportation

- Active transportation will promote the priority of pedestrian, cyclists and transit over vehicles through the design of streets and their boulevards.

ULDG Section 3.4.1.1 - Arterial Roads

- Arterial Roads should transition to a more urban character and include a high level of design in the pedestrian realm. This includes buildings with densities supportive of transit and alternative modes of transportation (such as cycling),

Proposal Response

Pedestrian circulation will be prioritized by providing clear paving demarcation, crossings, and unobstructed sightlines to ensure visibility is maintained at all times between pedestrians and motorists. The proposal provides barrier free sidewalks and surface marked crosswalks that creates a continuous connection for pedestrians. Curb ramps will be implemented to ensure transition between changing levels are provided in accordance to AODA and barrier-free/universal access design requirements.

and the provision of well landscaped, pedestrian oriented boulevards.

- Arterial Roads should balance pedestrian oriented streetscapes with-the functional requirements of the road, including parking and the movement of goods.

ULDG Section 3.4.1.6 - Sidewalks (Mixed Use & Commercial Areas)

- Mixed Use/Corridor Areas and Commercial Area sidewalks are typically wider, accommodating the highest number of pedestrians, a variety of commercial activities and street amenities (street trees, lighting, bike parking, seating, etc.).

ULDG Section 3.4.1.6.h

- All sidewalks shall be barrier-free. Sidewalk clutter (e.g. newspaper boxes, signage, etc.), should be minimized to enable safe and efficient movement of pedestrians (including strollers, wheel-chairs, etc.).

ULDG Section 3.4.1.6.j

- As provincially mandated, curb ramps should be used to provide assistance to persons with disabilities, as well as providing a proper transition between the road surface and top-of-curb at pedestrian sidewalk corners.

ULDG Section 3.4.1.8 - Crosswalks and Intersections

- Crosswalks ensure continuity of the sidewalk network. Carefully designed crosswalks must be provided to enhance access for pedestrians.

ULDG Section 3.4.1.8.a

- Crosswalks should be continuous and connected to adjacent sidewalks.

ULDG Section 3.4.2 - Pedestrian and Bicycle Circulation

- Encouraging alternative modes of transportation throughout the Town of Cobourg will promote healthy lifestyles

Bicycle parking facilities will be located adjacent to main building entrances to ensure ease of access and providing natural surveillance. The proposed bicycle parking facilities will compliment the existing bicycle lanes along the north side of Elgin Street West and support active transportation.

The proposal will assist the Town's evolution in transitioning arterial roads, such as Eglin Street West, into a more urban, pedestrian friendly character by providing appropriate building frontage and high quality landscaping to define walkway circulation along the arterial road and within the Site's internal circulation.

A high-quality landscape frontage will be implemented to establish an attractive streetscape and assist in the transformation of Elgin Street West into a pedestrian oriented boulevard. Integration of wide sidewalks, native yet resilient street trees, seating, streetscape furniture, durable and consistent paving materials, and clear wayfinding and lighting should be applied where appropriate.

The proposal will provide additional attention to the corner treatment at where the site accessway and Elgin Street West intersects, including enhanced sidewalk conditions through decorative plantings, seating areas, increased sight lines, and universal design markings where appropriate to enhance the pedestrian movement experience.

The proposed drive-through is located away from the main pedestrian activity areas, while ensuring clear sightlines and surface marking at crosswalks will be implemented to facilitate safe pedestrian and vehicular movement.

and support a variety of land uses. Good circulation supports mixed land use and a concentrated population, reducing auto dependency and supporting local goods and businesses.

ULDG Section 4.3.4 - Drive-Throughs

- Ensure efficient on-site circulation that minimizes vehicle idling time and traffic disruption while creating a safe and comfortable pedestrian environment.

ULDG Section 4.5.4.2.f - Commercial Retail Units (CRUs)

CRUs should have continuous pedestrian sidewalks on all sides of the building where public entrances and parking areas are located.

3.3. Site Servicing and Parking

ULDG Section 4.2.5 - Storage, Servicing and Loading

- The visual impact of service and delivery areas should be minimized. Landscape treatments are encouraged to provide additional screening to service area enclosures. In general, open storage, where permitted, should be located at the rear of lots, screened by building placement or by landscape screening.

ULDG Section 4.2.5.a

- Loading docks, outside storage and service areas should be located in areas of low visibility such as at the side (non-street side) or rear of buildings. Outside storage of any kind in public street right-of-way, exterior side or front yard building setbacks or easement areas is discouraged.

ULDG Section 4.3 - Parking

- In new development, where surface lots are required, these areas should be designed to minimize their visual impact

Proposal Response

The service area is located west of the proposed mixed use commercial building, separated from the pedestrian activity areas and walkways and integrated within the parking area to reduce curb cuts along the streetscape. The service zone does not encroach into the exterior side or front yard setback and will be screened through landscaping.

The proposal represents an infill development on an existing parking lot along Elgin Street West, and will enhance the visual experience and assist in defining the street frontage along with existing and future buildings as more infill development occurs. This new built form will also assist with screening existing and proposed parking.

and to allow for redevelopment as future building sites. The layout of initial buildings should consider site access, landscape and site servicing that will permit the long term intensification of these sites.

3.4. Architecture Design

ULDG Section 3.4.5 - Universal Design (Public Realm)

- The principles of universal design should be applied in all public spaces and within new developments to ensure individuals of varying ability are able to access public areas and buildings throughout the Town of Cobourg.

ULDG Section 4.3.4 - Drive-Throughs

- Where drive-through facilities are included, they should be carefully designed to maximize the safety of pedestrians and cyclists in the area while minimizing negative visual impacts.

Building Base Design

ULDG Section 4.4.2.a

- The building base should be designed and massed to create a pedestrian oriented streetscape.

ULDG Section 4.4.2.b

- A significant amount of the building frontage on the ground floor and at building base levels should be glass to allow views of the indoor uses and create visual interest for pedestrians. Spandrel glass is strongly discouraged.

ULDG Section 4.4.2.e

- Taller floor-to-ceiling heights at-grade are recommended to create a strong street presence and flexible commercial space.

Commercial Retail Units

ULDG Section 4.5.4.2

Proposal Response

The proposed one-storey multi-unit commercial building will assist in defining the street edge experience along Elgin Street West by ensuring a human scale experience at grade is achieved. The proposed building provides barrier-free access and connections from the building entrances to the street and pedestrian walkways.

The proposed drive-through is situated at the west of the proposed commercial building, away from the main pedestrian activity areas. Clear sightlines and surface marking at crosswalks will be implemented to facilitate safe vehicular movement and to prioritize pedestrian safety.

The proposed multi-unit commercial building provides multiple entrances along the north and south side of the building to ensure a high level of accessibility along Elgin Street West and the internal pedestrian walkways. The north and south building walls provide extensive transparent glass façades to allow views into and out of the building to promote visual interest and natural surveillance. This also creates a continuous street wall along Elgin Street West and assist in defining the street edge experience.

High floor-to-ceiling heights will be provided in accordance to the guideline recommendation of a minimum of 4.5 m. The proposed building height is appropriate and consistent with the surrounding context and will assist in creating a walkable, pedestrian oriented environment.

- Outside of the Mixed Use/Corridor Areas, the arrangement of smaller commercial retail units (CRUs) that align walkable “main streets” with a consistent rhythm of entrances is strongly encouraged.

ULDG Section 4.5.4.2.c

- Building entrances should be located on the street side of the building. If this is not possible, a clear and direct pedestrian route from the public sidewalk to the entrance should be provided.

3.5. Landscape Design

ULDG Section 3.4.1.6.d - Sidewalks (Mixed Use & Commercial Areas)

- Sidewalks should be coordinated with the design of feature paving across boulevards, intersections, crosswalks and driveways to ensure visibility and accessibility of the pedestrian network.

ULDG Section 3.4.1.6.e

- Street trees should be located within the paved boulevard and planted in an adequate pit under a metal grille.

ULDG Section 3.4.1.6.g

- Porous surfaces should be considered for sidewalks especially when adjacent to parks and open spaces.

ULDG Section 3.4.1.6.i

- For sidewalks on busy main streets, textured edges and sound assisted crosswalks should be considered to assist the visually impaired.

ULDG Section 3.4.1.8.e - Crosswalks and Intersections

- Streetscape design should take into account the geometry of streets and their sightlines. Transit shelters, signs, trees and other visual obstructions should be located to ensure they do not obstruct

Proposal Response

An attractive landscape design will assist in defining and animating the street edge along Elgin Street West and creating an animated urban character for the site and its surrounding.

The proposed landscape treatment will emphasize the pedestrian experience and movement through high-quality landscape features, including consistent paving materials, coherent planting layout of trees, shrubs, and groundcovers, and outdoor light fixtures to define a continuous, attractive streetscape environment.

The proposed walkways and landscape materials will provide consistent transitions to maintain and enhance the existing pedestrian network and the public realm. Permeable paving and textured paving will be considered where appropriate to reduce surface runoff and assist mobility for disabled individuals.

Landscape furnishings, including waste receptacles and bicycle parking facilities, where appropriate, will follow a consistent theme to ensure a unified streetscape appearance is maintained. Selected plantings and landscape furniture will be durable and low maintenance

driver visibility and create unsafe conditions at intersections.

ULDG Section 3.4.3 - Mixed Use/Commercial Street Furniture

- Street furniture, including benches, bicycle racks, waste receptacles, light poles and bollards should have a consistent style to promote a pedestrian orientation on mixed use/commercial streets. A unified palette of street furniture helps distinguish key public and Mixed Use/Corridor Areas.

ULDG Section 3.4.3.b

- A palette of street furniture should be selected based on suitability, durability, ease of maintenance, compatibility with Cobourg’s climate, cost effectiveness and sustainability.

ULDG Section 3.4.3.d

- Street furniture should be placed to not impede pedestrian circulation, emergency vehicles and snow removal.

ULDG Section 3.4.5.e - Universal Design (Public Realm)

- All public sidewalks shall be barrier-free. Street trees and landscaping, seating, public art and signage should not be an obstacle to the barrier-free path of travel.

ULDG Section 4.3.4 - Drive-Throughs

- The design of drive-through facilities should contribute to achieving a high quality streetscape and public realm while ensuring compatibility with both current and planned development.

while ensuring circulation for pedestrians, emergency vehicles, and servicing routes are not obstructed.

Universal design will be applied to ensure all landscape features do not impede on barrier-free movement along Elgin Street West and the proposed walkway connections.

Clear sightlines will be maintained by ensuring the height of plantings, including tree branch clearance, shrub heights, and street furniture and signage are compliant to the principles of Crime Prevention through Environmental Design (CPTED).

Appropriate landscaping will be provided to define the drive-through areas and provide an attractive, cohesive setting that compliments the overall proposal.

3.6. Utility, Lighting, and Signage

ULDG Section 3.4.3.4 - Lighting

Sustainable lighting practices should be implemented to reduce light pollution, conserve energy and reinforce pedestrian priority. Pedestrian-frequented areas can be emphasized by the use of pedestrian-scaled light standards or illuminated bollards.

ULDG Section 3.4.3.4.a

- Solar power should be incorporated into the design of street lighting and transit facilities to supplement the power requirements of street infrastructure.

ULDG Section 3.4.3.4.b

- The design and location of lighting should consider the impacts of light pollution, energy efficiency and any other potential negative impacts.

ULDG Section 3.4.3.4.d

- Induction lighting, solar power, road reflectors and similar alternative lighting and energy sources are encouraged for energy efficiency. Sensors should also be used to help regulate brightness and when lights turn on and off.

ULDG Section 3.4.3.4.e

- In high pedestrian activity areas (main streets, key intersections, transit stops), where higher levels of pedestrian lighting is appropriate, pedestrian-scaled light standards are appropriate.

Public Signs

ULDG Section 3.4.3.6.b

- Signs should be carefully located to ensure it does not impede sightlines for drivers.

Proposal Response

Appropriate lighting will be implemented to ensure high visibility is maintained for all building entrances, walkways, pedestrian activity areas, and parking lots to ensure a safe pedestrian environment is provided. Strategic lighting placement will also be included to create opportunities for informal surveillance to enhance safety of the publicly accessible areas. Light sensors and solar powered light fixtures will be considered where appropriate.

The proposed lighting for the building and landscape components will be of high quality light standards and fixtures that is compatible with the overall character of the proposal and the surrounding context. Light pollution will be avoided through low-reflectance surfaces and low-angle spotlights and fixtures where feasible.

Wayfinding signage, where appropriate, will be placed at locations that do not block sightlines between pedestrians and motorists.

Advance coordination with utility companies will ensure appropriate screening is implemented where necessary to minimize visual impacts, while allowing for connections of existing utilities to align with any future services and expansions.

3.7. Sustainability and Microclimate

ULDG Section 2.2.4 - Promote Sustainable Development

- The Town will actively encourage development which is designed based on the principles of sustainability to reduce the consumption of energy, land and other non-renewable resources; minimize the waste of materials, water and other limited resources; create a liveable, healthy and productive environment; and reduce greenhouse gas emissions.

ULDG Section 2.2.8 - Promote Healthy Lifestyles and Physical, Mental and Spiritual Well-being

- Compact mixed use development encourages alternative modes of transportation... promoting a healthy and active lifestyle for the residents of the Town of Cobourg.

ULDG Section 3.1.a – Sustainability

- Where possible, public realm design should aim to reduce impervious hard surfaces.

ULDG Section 3.1.b

- Materials selected for use in the public realm should be durable to avoid premature replacement.

ULDG Section 3.1.c

- Materials selected for the public realm should be recycled to reduce the energy needed to extract and manufacture new materials.

ULDG Section 3.1.d

- Materials should be locally sourced to prevent the expenditure of fossil fuels used for freight transportation. Canadian products are generally suited to withstand our climate.

Proposal Response

The proposal represents an infill development on an existing underutilized parking lot fronting along a major arterial road that will contribute to the Town's vision for sustainable development and promoting better use of land resource and energy efficiency.

The proposal is a compact built form that emphasizes a pedestrian oriented streetscape setting and assist in defining an active street edge along Elgin Street West. The proposal also promotes alternative transportation modes as the site is accessible by two existing transit routes. Active transportation is also encouraged by providing bicycle parking facilities.

Where feasible, permeable paving and rain gardens will be implemented to reduce surface run-off. The landscaping will include native, non-invasive plant species where appropriate, including integration of drought-tolerant species to reduce water consumption.

Durable local and recycled building materials, where appropriate, will be used to reduce the carbon footprint of the development.

4. CONCLUSION

The proposed one-storey multi-unit commercial building represents intensification on an existing underutilized parking lot fronting along Eglin Street West. The development will provide an appropriate building frontage to animate the streetscape and assist in establishing an active street front while respecting the surrounding context and built form. The proposal is also accessible by existing transit routes and a bicycle laneway in fostering an active and transit supportive urban environment.

The proposed development will provide additional commercial, retail, office, and employment opportunities to assist the Town in promoting pedestrian-oriented and transit supportive environments along major arterial roads. This is consistent with the Town's vision and emphasis on sustainable, accessible, and compact development. The architectural design, site orientation, and siting of the building has been carefully designed to compliment its surrounding context by strengthening the street edge experience along Elgin Street West and supporting the adjacent commercial, retail, and business uses.

The proposal takes into consideration of maintaining clear sightlines between pedestrians and motorists and implements appropriate architectural massing and landscape design that prioritizes pedestrian safety while fitting in with its surrounding context. The proposal also provides bicycle parking and connector walkways to existing public sidewalks to promote active transportation.

The proposal implements an appropriate architectural and landscape design to create a visually appealing, pedestrian scaled street edge development that is welcoming to local residents and visitors. The proposal is compatible with the surrounding context and adheres to the Town of Cobourg's Urban and Landscape Design Guidelines to assist the Town in managing its development objectives sustainably for a strong, liveable, and healthy community.

Yours truly,

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