

	THE CORPORATION OF THE TOWN OF COBOURG	
	PRELIMINARY PLANNING REPORT	
TO:	Planning & Development Advisory Committee	
FROM:	Rob Franklin, MCIP, RPP Manager of Planning Services	
DATE OF MEETING:	June 18, 2019	
REPORT TITLE/SUBJECT:	Application for Approval of a Zoning By-law Amendment, 311-325 University Avenue West 378 William Street – 2642301 Ontario Ltd. and 2363219 Ontario Ltd.	
DATE OF REPORT:	June 12, 2019	Z-5-19

1.0 STRATEGIC PLAN

N/A.

2.0 RECOMMENDATION

That Council be advised that the Planning & Development Advisory Committee (PDAC) has duly considered the application by WND Associates on behalf of Balder Corporation for approval of an amendment to the Cobourg Zoning By-law for the 0.48 ha (1.19 ac) area of land located at 311-325 University Avenue West and 387 William Street, to permit the development of a new 71 unit, 4-storey apartment building and 2-storey mixed use building already existing on the William Street, and further that the PDAC endorses the comments of the Planning Report.

3.0 PUBLIC ENGAGEMENT

Sections 34 (10.4), (12) and (13) of the Planning Act, RSO 1990, c.P.13, as amended and Section 9.15 of the Official Plan prescribe statutory public notice requirements for a complete Zoning By-law amendment application, and for the scheduling of a public meeting.

Notice of a complete Zoning By-law amendment application and notice of a public meeting can be provided together. The Municipality is required to give notice by either:

- a) publication in a newspaper that is of sufficient circulation in the area which the application applies; or

b) personal or ordinary service mail to every land owner within 120 metres of the subject land, and by posting a notice, clearly visible from a public highway or other place the public has access on the subject land, or a location chosen by the municipality.

The Municipality published the Notice of Complete Application and Public Meeting in the Northumberland News on June 6th, 2019 to satisfy the requirements of the Planning Act and, although not required under the legislation, distributed the Notice to every land owner within 120 m of the Subject Lands and posted the Notice on the Town of Cobourg Website as added measures. The Planning Department also notified those persons who made written requests to be notified of any development applications involving the Subject Property in accordance with the provisions of the Planning Act. Thus, the Municipality has complied with the notice requirements prescribed by the Official Plan and Planning Act. Under encouragement from the Planning Department, the applicant also voluntarily convened a Public Information Meeting on April 16, 2019.

4.0 ORIGIN

An application for approval of an amendment to the Cobourg Comprehensive Zoning By-law No. 85-2003 was submitted by Andrew Ferancik of WND Associates on behalf of 2642301 Ontario Ltd. and 2363219 Ontario Ltd. in May of 2019 to permit a new 71 unit, 4-storey apartment building and maintain the existing 2-storey mixed use building on a 0.48 ha (1.19 ac) site at 311-325 University Avenue West and 387 William Street (refer to **Schedule "A"** for a location map).

At its meeting held on May 21, 2019, Council moved that the application be received and referred to the Planning Department for a report, and further directed that the Public Meeting be scheduled. Council also directed that this application be expedited to support the introduction of new affordable and attainable rental housing units. On June 6, 2019 a Notice of Complete Application and Public Meeting was sent out to the public and external agencies. In accordance with the Planning Act, if Council has not made a decision within 180 days in the case of a Zoning By-law Amendment the applicant may appeal the application to the Local Planning Appeal Tribunal (LPAT). The Public Meeting has been scheduled for July 2, 2019 at 5:00 pm.

5.0 BACKGROUND

5.1 Owner

2642301 Ontario Ltd. and 2363519 Ontario Ltd. (operating as Balder Corporation)

5.2 Applicant/Agent

Andrew Ferancik, WND Associates

5.3 **Property Address**

311-325 University Avenue West and 387 William Street -- refer to **Schedule "A"** for a location map.

5.4 **Existing Land Uses**

The subject lands at 325 University Avenue West currently contain a 2-storey former lumber business. 315 University Avenue West currently contains an empty former residential building while 311 University Avenue West currently contains an active residential dwelling. 387 William Street contains an active 2-story mixed use building (1 dwelling unit + small commercial space), all with associated landscaping, parking areas and associated garage/storage buildings.

5.5 **Surrounding Land Uses**

The land uses in the general vicinity of the subject site generally consist of low density single detached residential dwellings to the west and south. Immediately to the south is a vacant site planned for medium density residential uses. To the north is the former Home Hardware Building Centre and other single storey light industrial buildings. To the north east is a large, 6-storey apartment building on William Street, along with commercial, institutional and residential buildings to the east.

5.6 **Proposal**

The proposal involves the development of the properties known municipally as 311, 315 and 325 University Avenue West, and 387 William Street (hereinafter referred to as the "Subject Lands"), for a 71-unit, 4-storey apartment building and the retention of the existing mixed use 2-storey building on William Street (refer to **Schedule "B"** – ***Concept Plan***). Twenty (20) percent, or fourteen (14), of the proposed apartment units are intended to be affordable under CMHC's Rental Housing Construction Financing Initiative with many of the other units being attainable at modest rental rates.

The site is located within a "Mixed-Use Area" designation in the Official Plan (2017). The proposed development would result in a total of 72 units on the consolidated 0.48 ha parcel. The Mixed Use Area designation has been identified for residential and non-residential intensification in the Official Plan in order to help achieve the Municipality's intensification targets within the urban, built boundary in accordance with Provincial, County and local policies.

The subject lands are presently zoned "Residential Three (R3) Zone" in the Comprehensive Zoning By-law 85-2003, which only permits single detached and two-unit buildings, and therefore a site-specific Zoning By-law amendment is required to reflect the proposed multi-unit residential development and implement the Official Plan.

The supporting planning reports submitted by the applicant have been appended to this Report as follows:

- **Appendix I** – *Planning Justification Report, WND Associates Ltd/, dated June, 2019.*
- **Appendix II** – *Urban Design and Sustainability Report, Studio JCI, dated June, 2019.*
- **Appendix III** – *Parking Addendum Letter, LEA Consulting Ltd., dated May, 2019*

The following drawings also form part of this Planning Report:

- **Schedule “A”** – *Location Map*
- **Schedule “B”** – *Concept Plan*

The following reports were also submitted as part of the application, but not included in this Report:

- *Plan of Survey, A. Aziz Surveyors Inc., dated May 22, 2019*
- *Landscape Plans, bsq Landscape Architects, dated May 6th, 2019 including an Arborist Report, Karmatree Inc., dated May 2019*
- *Functional Servicing and Stormwater Management Report, LEA Consulting Ltd., dated May 2019*
- *Preliminary Site Grading Plan, LEA Consulting Ltd., dated May 6th, 2019*
- *Preliminary Site Servicing Plan, LEA Consulting Ltd., dated May 6th, 2019*
- *Environmental Dust and Odour Feasibility Study, GHD, dated May 7th, 2019*
- *Noise and Vibration Land use Compatibility Study, GHD, dated May 7th, 2019*
- *Phase 1 Environmental Site Assessment, Pichin Ltd., dated April 29th, 2019*
- *Architectural Drawings, Studio JCI, dated April 30th, 2019*

The above reports and plans are available for viewing upon request during regular business hours in the Planning Department office, 55 King Street West, Cobourg.

6.0 **ANALYSIS**

In considering the subject application, an understanding of the applicable provincial legislation and local policies is beneficial when reviewing applications for approval of amendments to the Zoning By-law. The WND Associates’ Planning Justification Report (the “WND Planning Report”) found in **Appendix I**, the Studio JCI Urban Design and Sustainability Report (the “Studio JCI Report”) found in **Appendix II**, and the LEA Parking Addendum Letter (the “LEA Parking Addendum Letter”) found in **Appendix III** provide a detailed overview of relevant provincial and local policies, guidelines and standards and offer opinions relating to conformity.

It is not the intent of this Preliminary Planning Report to duplicate the planning review and analysis provided by WND, Studio JCI and LEA in their reports, however the

following sections provide a general ‘high-level’ summary of relevant background and commentary from a municipal planning staff perspective and are intended to complement and be read in conjunction with the submitted reports. Given the aforementioned Council-approved Motion directing municipal staff to expedite the approvals process for this market and affordable rental project, the Development Review Team (DRT) has not met to review this application in detail as of the writing of this Planning Report. Accordingly, it is expected that any significant comments and issues will be brought forward to the Public Meeting for Council’s deliberation. **A final recommendation for Council’s consideration will need to follow in the future with a draft By-law, taking into account all comments and submissions made from commenting departments/agencies and the public.**

6.1 Planning Act, RSO 1990, c.P. 13, as amended

In accordance with the approval process of the Planning Act, the requirements for considering an application for Zoning By-law amendments include public notification, convening a Public Meeting, and awaiting an appeal period.

As referenced above, the Municipality shall have regard to matters of Provincial interest under Section 2 of the Act, which are encapsulated in the Provincial Policy Statement (PPS), 2014 and Provincial Plans, such as the Place To Grow Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”), 2019. In general, matters of Provincial interest include such applicable matters as: the protection of ecological systems and natural features; adequate provision and efficient use of infrastructure; orderly development of safe, healthy and complete communities; adequate provision of a full range of housing, including affordable housing; accessibility for persons with disabilities; the protection of public health and safety; appropriate locations for growth and development; the promotion of sustainable development; the use of pedestrian-friendly designs; and development which is transit supportive.

DISCUSSION

The proposed development represents an orderly development pattern in a serviced built-up area of the municipality, efficiently utilizes existing infrastructure and, therefore, minimizes the unnecessary consumption of land. This intensification proposal will contribute to the provision of a greater range of housing within the existing neighbourhood and in the broader community. A traffic report prepared by the proponent’s transportation consultant has concluded that the proposed development and site design are appropriate from a traffic, site access and safety perspective, and a parking analysis concluded that the proposal will supply the appropriate amount of on-site parking facilities to reflect its needs. Finally, the documentation concludes that the proposal will not be adversely impacted by the neighbouring light industrial, sewage treatment plant and rail corridor uses.

In my opinion, the proposed amendment has appropriate regard to matters of Provincial interest under Sections 2 and 34 of the Planning Act.

6.2 Provincial Policy Statement (PPS), 2014 & A Place To Grow Growth Plan for the Greater Golden Horseshoe, 2019

The Planning Act requires that the Council of a local Municipality shall be consistent with the Provincial Policy Statement (PPS) and shall ensure that applications such as a Zoning By-law Amendment conforms to the A Place To Grow Growth Plan, 2019 (the “Growth Plan”). The PPS was issued by the Ministry of Municipal Affairs and Housing under the Planning Act in 2014 and the Growth Plan was updated and re-issued by the Ministry of Municipal Affairs – Ontario Growth Secretariat and approved by the Ontario Legislature under the Places To Grow Act on May 16, 2019.

The primary directives of these provincial policy documents include such issues as:

- fostering the development of complete communities which are strong, sustainable, liveable, healthy and vibrant;
- promoting efficient, cost-effective and transit-supportive land use and development patterns to minimize land consumption and servicing costs and support active transportation;
- facilitating intensification, redevelopment and compact built form;
- directing growth and development to urban settlement areas with full municipal services;
- improving accessibility for persons with disabilities and older persons;
- preventing new development from location within natural hazards;
- protecting public health and safety; and,
- encouraging the proper use and management of significant natural and cultural resources;

In particular, Section 1.4.3 of the PPS also directs municipalities to permit all forms of housing to provide an appropriate range and mix of housing types and densities – including affordable housing. Further, municipalities should permit and facilitate residential intensification and redevelopment within existing, built-up serviced areas to maximize the use of existing infrastructure and reduce land consumption.

DISCUSSION

The WND Planning Report acknowledges the policies of the PPS and the Growth Plan and confirms that the proposal is consistent with provincial policies, citing that the proposal supports appropriate residential intensification within an urban serviced area, and makes excellent use of existing infrastructure, public facilities, and transit services. The proposal also supports the provincial direction to provide a range of housing types and densities in the form of affordable and market rent apartment units, which will help satisfy the needs of current and future residents in the community.

Generally, the findings of the WND Planning Report are supported by Planning staff. With respect to the direction to provide transit-supportive land use patterns, the Subject Property is located close to the existing Municipal Transit Route, within close proximity to an existing transit stop (less than 1 block to the stop), and is situated on a municipally maintained collector street, improved with sidewalks on the far side of the University Avenue frontage (with future sidewalk planned for this side of the street) and on the William Street flankage side. Thus, the site location will support transit and active transportation methods and is conducive to accommodating additional density.

Based on the above discussion and my review of the application, it is my opinion that the application for Zoning By-law amendment is consistent with and conforms to matters of Provincial interest as reflected in the PPS and Growth Plan. In summary, I concur with the conclusions and opinions contained in the WND Planning Report.

6.3 **County of Northumberland Official Plan 2014 and County Growth Management Strategy 2009**

The County of Northumberland Official Plan (the “County OP”) was approved by the Ministry of Municipal Affairs and Housing on July 29, 2015 and further approved by the Ontario Municipal Board on November 23, 2016. The purpose of the County OP is to:

- Establish a broad, upper tier policy framework intended to guide local municipalities in the preparation of their Official Plans, Official Plan Amendments and zoning by-laws;
- Implement the PPS and Growth Plan at the County level; and,
- Establish a framework for coordination and cooperation amongst local municipalities and the County on planning and development issues that cross municipal boundaries.

The County OP is not intended to duplicate the policies of local Official Plans, and recognizes certain land use planning responsibilities that are vested with local municipalities. Accordingly, the County OP provides over-arching guidance necessary

to formulate detailed strategies, policies and land use designations at the local level. Thus, the land use designations and policies in the Cobourg OP essentially remain intact, but would need to be monitored and regularly updated to ensure conformity with the County OP.

In general, the County OP encourages each of the six (6) urban areas in the County to become complete communities, including the provision of convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, health, transit, recreation and open space for their residents. From this perspective, it is the objective of the County OP to:

- Protect, enhance and maintain existing urban areas as diverse, livable, safe, thriving and attractive communities;
- Promote the efficient use of land and infrastructure by directing most development to urban areas where full services are available;
- Encourage a range of complementary and compatible land uses in residential areas, including community facilities, schools, small-scale commercial uses and recreational open space areas;
- Provide opportunities for a diversified economic base, including an appropriate mix of employment and institutional uses to meet long term needs;
- Establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including public transit, cycling and walking;
- Provide for an interconnected system of public spaces that offer convenient and comfortable access and promote safe and healthy environments; and,
- Encourage a high standard of urban design;

DISCUSSION

The County OP designates the subject property as “Urban Area’. Urban areas are to be the focus of growth in the County and their vitality and regeneration shall be promoted (Sec. B1). Similar housing and sustainability policies as the PPS and Growth Plan are also referenced in the County OP.

The subject site is located within the delineated built, serviced boundary of the Cobourg settlement area as outlined in the Growth Plan and Schedule “A” Land Use Plan of the Cobourg Official Plan. The 2017 Growth Plan specifies that at least 40% of new growth shall occur as intensification within the built boundary, increasing to 60% by 2031. Based on data obtained from the 2016 Cobourg Development Charges Study, the proposed 72 unit development would yield approx. 132 residents or 63 persons/ha.

Accordingly, the proposed development is considered to be an excellent source of intensification within the existing built-up urban area of the municipality and would contribute to the aforementioned intensification target.

Based on a review of the applicable policies of the County Official Plan, it is my opinion that the proposal conforms to the County OP.

6.4 Town of Cobourg Official Plan, 2017

The Official Plan is a broad policy document that establishes an overall planning framework or vision for the community, including policies for maintaining and enhancing the existing community structure and for managing change, and for guiding the municipality in implementing the planning process to respond to change through a variety of mechanisms and approaches.

Some of the key principles of the Cobourg Official Plan include the provision of choice and options with respect to secure, adequate and affordable housing which contributes to a community characterized by inclusiveness. In particular, the policies of the Plan encourage the development of neighbourhoods with a mix of housing types, styles and densities, including an adequate supply of affordable rental and ownership housing, to respond to the varied needs of the population and promote a strong sense of place for its residents.

Affordable rental housing is defined in Section 10.6.3 b) ii) of the Official Plan, and is divided into ownership and rental housing. For rental housing, the least expensive of:

- *a unit for which rent does not exceed 30% of gross annual household income for low and moderate income households; or,*
- *a unit for which the rent is at or below the average rent of a unit in the regional market area.*

The above definition is identical to the Provincial definition of affordable rental housing as reflected in the PPS. The Official Plan encourages the provision of affordable housing through a number of means, including:

- i. Streamlining the development approvals process for affordable housing projects;
- ii. Possible reduction of development charges and application fees for affordable housing projects;
- iii. Updating Zoning By-laws to permit accessory, or secondary, residential apartments;

- iv. Collaborate with the County (the region's Housing Service Manager) and non-profit groups to raise awareness and acceptance of housing and funding programs;
- v. Monitor Federal and Provincial programs related to affordable housing, and support and/or participate in such programs;
- vi. Conduct a review of rental demolition and conversion policies/restrictions;
- vii. Establishing an affordable housing target of 10% for projects that exceed 25 units; and,
- viii. Encourage the use of covenants and other mechanisms for affordable housing units to ensure that they remain affordable over the long term.

In accordance with the present land use planning legislation (as amended by *Bill 108 – the More Homes, More Choice Act*, June 6, 2019), the Province has taken steps under its Affordable Housing Strategy to reduce red tape and encourage the provision of more houses in a faster manner in order to help alleviate the housing supply crunch and, consequently, make housing more affordable. Unfortunately, the new legislation has tightened restrictions on the use of “*inclusionary zoning*”, whereby previously municipalities could (subject to prescribed criteria) enact a By-law that would require a certain number of dwelling units in a development to be affordable. Under the new legislation, however, they can now only impose affordable housing units on developments located within designated and protected major transit station areas and development permit system areas. Therefore, municipalities will otherwise continue to encourage the provision of affordable housing and utilize whatever tools are available, such as Community Improvement Plans (CIP's) and housing facilities by-laws, to stimulate and improve the development and supply affordable housing in their community.

In addition, the Official Plan emphasizes compact, mixed-use development which is connected, sustainable, transit-supportive, accessible and friendly to alternative forms of transportation. Development should be of high quality urban design, and shall assist in the creation of high-quality streetscapes and provide a sense of enclosure to the street by orienting building mass close to the street to frame and animate the public realm.

DISCUSSION

The subject lands are located within the *Mixed Use Area* designation in the Official Plan, adopted as Official Plan Amendment (OPA 69) in 2010 and approved by the Local Planning Appeal Tribunal (LPAT) in 2017.

The proposed development adds 14 new affordable rental apartment units (<80% of median market rent) which is in accordance with CMHC's funding criteria under the Rental Housing Construction Initiative, plus 57 market rental apartment units to the

Subject Lands. The CMHC Rental Construction Financing Initiative provides insured and low cost financing for purpose-built rental apartments that offer affordable rents, accessible units, greater energy efficiency and reduced greenhouse gas emissions, and demonstrate long-term financial viability without operational subsidies. The rents for the affordable units will be determined by CMHC based on a detailed assessment of the local market and prior to occupancy. Refer to the Table below for a complete breakdown of the proposed dwelling units:

UNITS SUMMARY						
Level	RESIDENTIAL UNITS					Total
	Bach	1B	1B+D	2B	2B+D	
Ground Floor	3	5	3	4	1	16
Second Floor	3	3	3	5	3	17
Third Floor	3	3	4	6	3	19
Fourth Floor	5	7	7	0	0	19
Total	14	18	17	15	7	71
	20%	25%	24%	21%	10%	100%
avg unit	400 sf	550 sf	650	750sf	850sf	

It is anticipated that the proposed 14 affordable rental units would meet the local and provincial definition of “affordable” to low and moderate income households, while a good number of the 57 market rental units would be “affordable” or attainable to moderate income households in Cobourg.

The WND Planning Report provides a detailed overview of the proposal relative to the applicable policies of the Official Plan. Planning staff has reviewed the WND Report and generally concurs with the analysis and conclusions therein. The following provides a brief summary of key policies of the Plan and commentary by Planning staff to complement the findings of the WND Report.

As the subject lands lie within the Mixed Use Area (which is a new section of the 2017 Official Plan identified for intensification), we refer to those policies. Section 3.9 of the Official Plan describes Mixed Use Areas as existing commercial areas which are oriented to the service of vehicular traffic and require direct access to arterial roads and the exposure afforded by such a location. The designation is designed to recognize those existing uses, while providing for the transition of these areas to a mixed use development form by encouraging the introduction of a range of additional compatible non-commercial uses to intensify and enhance the use of these areas which are generally located at major entrances to the community. The policies of Section 3.9 require that new developments satisfy:

- i) a building density of a floor space index of 2.0;

The proposed development has an FSI of 0.94.

- ii) *Mixed Use Areas may also contain strictly residential development and provides that “Medium and High Density residential uses shall be permitted as part of a mixed use development or in accordance with the High Density Residential Area policies in Section 3.5, subject to a Zoning By-law Amendment, and the provisions, where feasible, of linkages to adjacent residential areas;*

The site is located adjacent to other residential uses some of which are designated for future Mixed Use development.

Planning staff have further reviewed Section 3.5.3.2 of the Official Plan which specifies that new high density residential development shall be evaluated based on its ability to generally maintain the following elements of the structure and character of the surrounding area as defined within the Official Plan, as follows:

- i) *a mix of development forms and densities;*

The proposed Zoning By-law amendment will facilitate the creation of a new 71-unit, 4-storey rental apartment building (see **Schedule “B”** Concept Plan). The immediate residential neighbourhood surrounding the site is generally typified by a mix of low, medium and high density housing types and lot sizes, including 1 and 2-unit low-rise detached homes, a 6-storey residential apartment, and a mix of commercial, industrial and institutional uses given the Subject Lands’ fringe proximity to the downtown.

- ii) *high density uses are intermixed with medium density development; primarily street oriented and located with direct access to collector and arterial roads, parks and greenspace, community facilities and/or commercial areas;*

The site is located in the Mixed Use Corridor identified for intensification. Fronting onto a collector road with additional access to an arterial road close to a signalized intersection, the site is easily afforded access to major transportation options, particularly transit, and is walkable to services and shopping in the downtown and “midtown” areas on William Street.

- iii) *designed to ensure there are no significant negative impacts with respect to privacy and shadowing, and that appropriate buffering can be provided to adjacent Residential Area designations;*

A sun/shadow illustration and analysis has been provided in the Studio JCI Report in **Appendix II**. The new development has been designed to fit into the overall parcel of land in a manner which imposes minimal conflicts on the surrounding neighbourhood and offers reasonable setbacks and landscaped yard areas to avoid shadowing and provide buffering. The 4th storey is set back 1.5 m from the main building to soften the impact of the building from street level.

The proposed building also been positioned to ensure the Visual Angular Plane has been protected on the west and south sides to adjacent residential uses and designations, as well as to the north side abutting University Avenue West. As indicated in the Studio JCI Report in Appendix II, the east boundary includes a smaller setback which has been deliberately designed in anticipation of a continuation of future mid-rise development on the adjoining property, which is also designated Mixed Use Area.

- iv) *minimum density of 50 units per hectare and a maximum density of 100 units per hectare;*

The High Density Residential designation permits up to 100 units per hectare, however the Mixed Use Area designation only refers to a Floor Space Index (FSI) requirement of 2.0, which is being maintained with the subject application. The Mixed Use Area designation reflects the Town's desire to intensify development along major transportation corridors to help achieve Cobourg's intensification targets in conformance with the Growth Plan and County Official Plan.

The 72 units proposed on this urban, core-area site results in a density of 150 units/ha however as noted it is the FSI which governs density on the property. Many of the units have been specifically designed as modest sized studio and 1-bedroom units to meet the needs of the community as attainable rental units. Had this project been designed as high-end 2-bedroom condominiums, there would be fewer units and less density overall.

- v) *maximum height of six storeys;*

The proposed development is to be four storeys high to meet the Mixed Use Area provisions and maintain compatibility with the surrounding neighbourhood.

Urban Design, Sustainability and Land Use:

The Cobourg Official Plan contains a number of references to sustainable community design, including the Vision, Section 2.7 – Community Design Principles, Section 4.0 Greenlands System, Section 4.8 – Sustainability Strategy, and Section 5.0 Community Design & Improvement (to name a few).

The Sustainability Strategy of the Official Plan encourages the creation of a “*culture of conservation*” which reflects the principle of sustainable development – “*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*”. The policies contained within the Strategy, and the supporting guidelines of the Town's Urban & Landscape Design Guidelines, are aimed at encouraging development which is based on this principle and set the framework for the creation of an Integrated Community Sustainability Plan (ICSP). In particular, the Town shall encourage development designed to:

- i) reduce the consumption of energy, land and other non-renewable resources including support for energy efficient building and opportunities for co-generation;
- ii) minimize the waste of materials, water and other limited resources;
- iii) create livable, healthy and productive environments;
- iv) reduce greenhouse gases; and,
- v) enhance biodiversity, ecological function, and the natural heritage system, including the provision of wildlife habitat and linkages.

From a community design perspective, the Town's Official Plan and Urban and Landscape Design Guidelines (ULDG) generally direct that new development shall reflect the transitional context of the street and create high quality streetscapes, with buildings oriented to the roadways to create a strong street edge and a more urban feel, and an integrated pedestrian network for convenient, safe travel between/within the public and private realm. New development should take into account sustainable site design standards, such as environmental and energy efficient building design features, porous surface treatments and other low impact development stormwater systems, and 'smart' landscaping (xeriscaping).

The Studio JCI Report in **Appendix II** provides an overview of the direction and actions proposed in the development relative to the Town's land use, sustainable development and urban design objectives. The proposed project identifies a number of sustainable elements, including: the intensification of land within an urban, built up area on full municipal services; the implementation of green infrastructure techniques (a requirement of CMHC for funding on projects seeking Net Zero construction); and, the incorporation of energy efficient features with the potential for rooftop solar on the new building and permeable paving, to name a few. Another key goal being met is visitability and accessibility whereby the new building is proposed to have an elevator, with universal design throughout.

In summary, based on a review of the applicable policy framework and available background information, it is my opinion that the proposal conforms to the goals, policies and criteria of the Official Plan, specifically that it helps satisfy a need for new affordable and market rental housing in the community in a manner which is compatible with the surrounding neighbourhood. In addition, the proposal satisfies the Town's community design objectives as reflected in the Official Plan and Urban and Landscape Design Guidelines.

6.5 Zoning By-law:

The 0.48 ha (1.19 ac) site located at University Avenue East and William Street is currently zoned “*Residential 3 (R3) Zone*”, which only permits single detached and two-unit dwellings at a maximum height of 3-storeys. The subject application proposes to amend the Zoning By-law to change the aforementioned zone category to an appropriate multi-residential category in conformance with the Mixed Use Area policies of the Official Plan.

The surrounding neighbourhood is comprised of a mixture of zone categories. The zone categories of the lands to the south and west are “*Residential 3 (R3) Zone*” and “*Multiple Residential (R4) Zone*” to reflect the low to medium density nature of development (existing and planned), while the lands to the north are zoned “*Light Industrial (LM) Zone*” to closely match their historical commercial/light industrial functions. The 6-storey apartment building to the north-east is zoned “*High Density Residential (R5) Zone*”, and the lands to the east are zoned “*District Commercial (DC) Zone*” and “*Institutional (I) Zone*”.

At this point there are no other Mixed Use zoned parcels in Cobourg as the comprehensive update to the Zoning By-law has not been completed to bring it into conformity with the Official Plan. The “*High Density Residential (R5) Zone*” permits high density residential buildings in the form of apartments and townhouses up to 6-storeys.

From a parking perspective, the comprehensive Zoning By-law would normally require a total of ninety one (91) parking spaces (1.25 x 71 units) plus four (4) for the existing mixed-use building on William Street. The concept site plan for the proposed development has identified 82 parking spaces within a combination of underground and surface parking facilities.

DISCUSSION

A Parking Review was conducted by LEA Associates on behalf of the applicant and is included in **Appendix III**. In my view, the LEA Parking Review did not review two important considerations which influence demand for parking: i) household income; and, ii) household size. Instead, LEA examined a “proxy” site to interpret a parking ratio based on another apartment building in Cobourg to justify a reduction in the parking standard. This technique may assist in providing comparator data and help inform the evaluation process, however Planning staff has also deferred to a parking ratio already reviewed by staff and approved by Council at another affordable housing site in the municipality, using a ratio of between 0.45 – 0.6 spaces/unit (average -- peak demand). We also note that a significant majority of the proposed new apartment units will be Studio and 1-bedroom units, which can often exhibit fewer cars than larger unit sizes.

Upon further review of the unit mix proposed for both the new building (14 affordable and 57 market rent units) and the existing 2-storey mixed use building, Planning staff recommends that a ratio of 1.1 spaces/unit minimum should be applied to the overall

71-unit apartment building resulting in a total requirement of 79 spaces. This would factor in 1.25 parking space for each of the 57 market rent units plus approx. 0.6 parking spaces for the 14 affordable rent units. The Concept Plan shows the development can accommodate at least 82 parking spaces on-site and, thus, could accommodate the parking recommended by Planning staff. The three (3) surplus spaces could be utilized for the mixed use building.

The Concept Plan and supporting plans and reports associated with the application have been reviewed for conformity with planning policies as they relate specifically to the proposal submitted, and therefore, the implementing Zoning By-law Amendment will be structured in such a way as to recognize the proposed development concept, parking arrangement, building height, 4th floor step-back, setbacks and exact unit count proposed as part of this application. A site-specific R5 Zone category would appear to be the most appropriate fit for the subject proposal.

In summary, it is my opinion that the proposed amendment to the Zoning By-law is appropriate and represents good planning. A Holding (H) Symbol is typically affixed to the implementing amendment to ensure that the property is subject to Site Plan Approval, and that the Owner(s) enters into a Development Agreement with the Municipality and Lakefront Utility Services to finalize the details associated with the site & architectural design, site servicing & grading, site drainage/stormwater management, driveway and parking layout, landscaping, buffering/screening, snow storage and removal, and other site planning and engineering details.

6.6 Agency Comments:

The application was circulated to municipal departments and external agencies for review and comment. Comments from the Cobourg Development Review Team (DRT) are unavailable as of the writing of this Planning Report as the application is being expedited in accordance with Council's direction. An initial issue raised by Cobourg Public Works Department involves the width of the proposed access driveways and their proximity to the intersections. Additional departmental and agency comments, if any, will be made available at the Public Meeting.

7.0 CONCLUSIONS

Based on an evaluation of the application for an amendment to the Zoning By-law relative to the applicable Provincial, County and Municipal policy and regulatory framework, it is my opinion that the proposed amendment is appropriate, desirable and represents good planning for the following reasons:

- i) The proposal will satisfy the key directives of the Planning Act, Provincial Policy Statement, A Place To Grow Growth Plan, and the County of Northumberland Official Plan, most notable relating to the provision of a wide range of complementary, affordable housing in an urban, serviced and built-up area of the municipality;

- ii) The proposal conforms to the policies of the Cobourg Official Plan (2017), and satisfies the design objectives and principles of the Urban and Landscape Design Guidelines with respect to land use, urban design, sustainability, affordable housing, transportation, and municipal infrastructure;
- iii) The development of a new 4-storey 71-unit market and affordable rental housing complex would result in a desirable and compatible land use within an established residential and mixed-use neighbourhood;
- iv) The aforementioned conclusions are subject to further review based on submissions provided by municipal departments, external agencies and the public as part of the application circulation and public meeting process;
- iv) Site development performance issues, including but not limited to architectural building and site design, urban and community design, sustainable design, servicing, grading, landscaping, traffic implementation measures, fencing, financials and other municipal and agency requirements, will be addressed as part of the Site Plan Approval process and prior to final approval of the development by Council. A Holding (H) Symbol will be included in the implementing zoning by-law to ensure that all relevant municipal and agency terms and conditions are secured prior to the removal of the “H” and construction commencing.

Respectfully submitted:



Rob Franklin, MCIP, RPP
 Manager of Planning Services

Reviewed by:

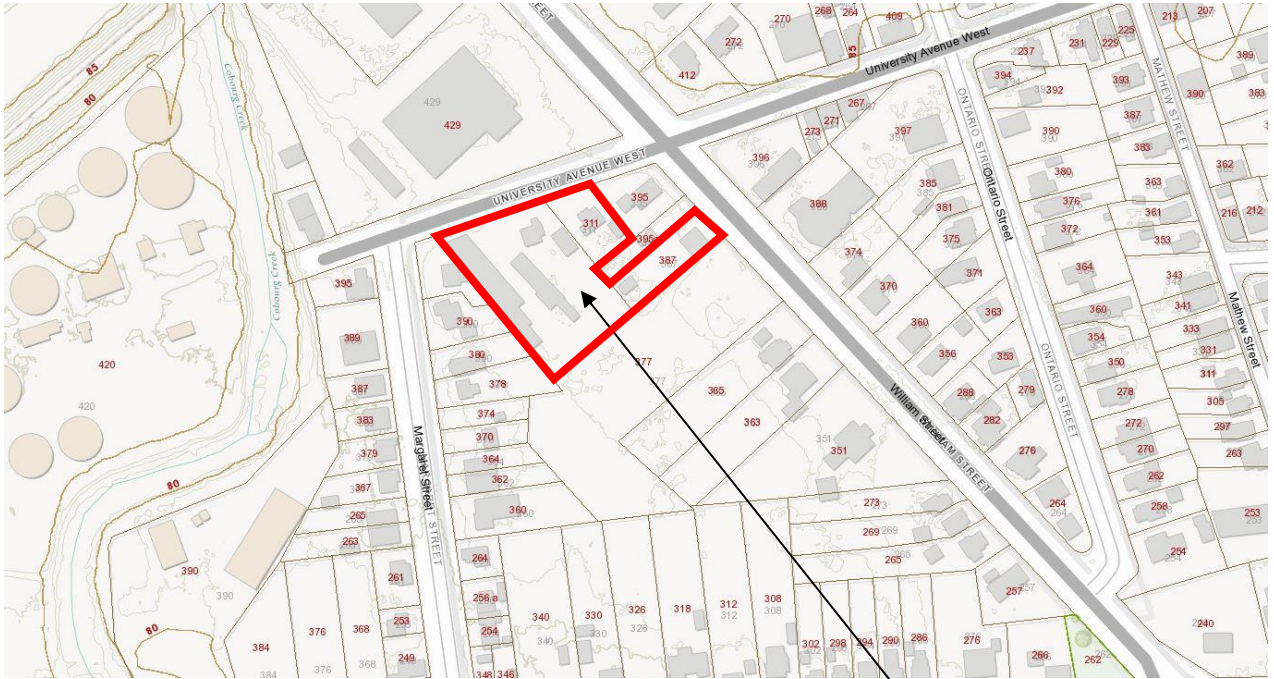
A blue ink signature of Glenn J. McGlashon.

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



Schedule "A"

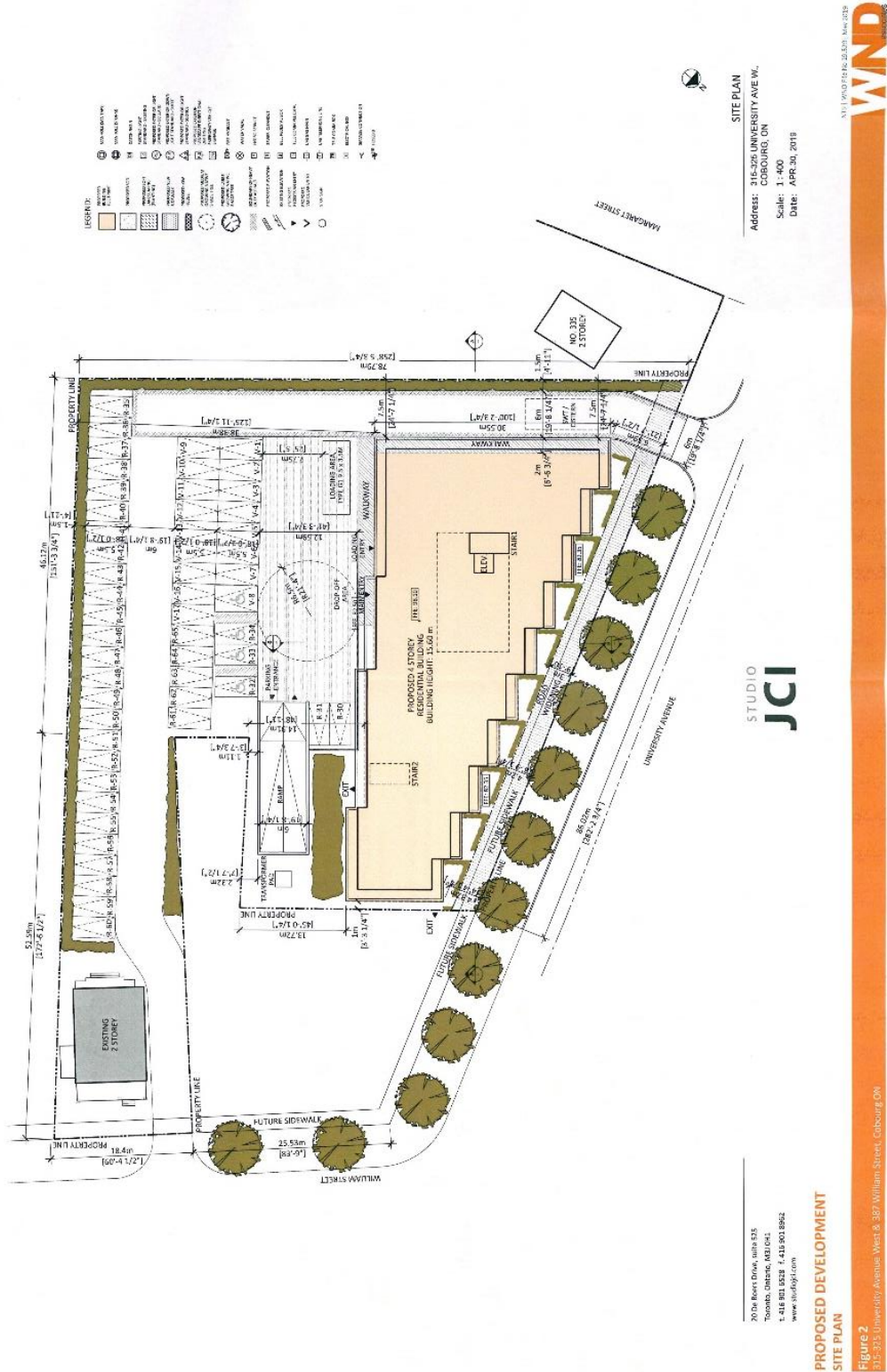
Location Map



Subject Lands

Schedule "B"

Concept Plan



Source: WND Associates and Studio JCI

Appendices

1. **WND Associates Planning Justification Report**
2. **Studio JCI Urban Design and Sustainability Report**
3. **LEA Consulting Ltd Parking Addendum Letter**

Planning Justification Report

311-325 University Avenue West
& 387 William Street

Cobourg, Ontario

Prepared for:

Balder Corporation

June 2019

19.529

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1 Introduction

WND Associates has been retained by Balder Corporation to assist in the application approval process relative to the redevelopment of the site known municipally as 311-325 University Avenue West and 387 William Street in the Town of Cobourg (hereafter referred to as the “subject site”) with a four-storey rental apartment building (the “proposed development”).

This report provides an overview of the in-force Provincial and Municipal policy framework, and reviews the proposed development relative to its conformity and consistency with this policy framework. It concludes that the redevelopment of the subject site with the proposed development would be consistent with and conform with the objectives of Provincial and Municipal policies, and represents an opportunity to provide for a greater diversity and quantity of housing options in the form of modest intensification that is compatible with and respectful of the site’s existing context and character, and in an area that is well-served by municipal services and infrastructure.

In order to facilitate the proposed development, an amendment to the in-force Zoning By-law is required.

1.1 Purpose

The purpose of this report is to review the planning merits of the proposed development with respect to its consistency/conformity with the following documents:

- Provincial Policy Statement, 2014
- Growth Plan for the Greater Golden Horseshoe, 2017
- Northumberland County Official Plan
- Town of Cobourg Official Plan
- Town of Cobourg Zoning By-law 85-2003

2 Summary of Findings

The analysis of the policy framework finds that the proposed development is consistent with the Provincial Policy Statement, conforms to the Growth Plan for the Greater Golden Horseshoe, and conforms to both Municipal Official Plans. Intensifying the subject site will provide for additional housing options in a compact, street-related format, improve the walkability and transit-friendliness of the area, and support reinvestment in a community that is well-served by amenities and infrastructure.

More specifically, the proposed development:

- Is consistent with the Provincial Policy Statement as it provides for compact intensification within the delineated built-up area, and within an area that has existing servicing capacity and infrastructure;
- Conforms to the Growth Plan for the Greater Golden Horseshoe, by providing for additional housing options (including affordable housing) within walking distance of public transit, and along a corridor designated for growth;
- Conforms to the policies of the Northumberland County Official Plan by providing for intensification in the designated Urban Area;
- Conforms to the policies of the Town of Cobourg Official Plan, including policies relative to the Mixed Use Corridor and High Density Residential designations;
- Improves the public realm by delivering an attractive, street-related built form;
- Provides for additional high-density rental housing options, improving the quantity and mix of types and tenure of housing in Cobourg;
- Provides a total of 14 new affordable rental housing units, representing 20% of the total proposed dwelling units;
- Provides sufficient setbacks to mitigate privacy impacts on adjacent properties and the public realm;
- Provides for effective vehicular access and servicing, as well as adequate parking;
- Can be accommodated by existing servicing infrastructure capacity.

In order to implement the proposed development, an amendment is required to Zoning By-law 85-2003.

3 Physical Context

3.1 Subject Site

The subject site is located at the southeast corner of University Avenue West and Margaret Street. (Figure 1) It is an irregularly-shaped lot with an area of approximately 4,854.7 square metres. It contains 86.0 metres of frontage on University Avenue West and 18.4 metres of frontage on William Street.

Currently, the subject site contains low-rise (1-2 storeys) structures, including houses and a light industrial building.

3.2 Surrounding Land Uses

The land uses surrounding the subject site include the following:

North

To the north is University Avenue West, beyond which there are light industrial uses in low-rise buildings and associated surface parking. There is a six-storey apartment building north of University Avenue, on the west side of William Street. North of this is the CN Rail corridor.

East

To the east, there are low-rise detached houses at the corner of University Avenue West and William Street. East of William Street, there are predominantly residential uses (detached dwellings), with a retail plaza at the corner.

South

To the south, there are vacant lands, then detached houses fronting William Street, and the rear yards of dwellings fronting King Street West.

West

To the west is a two-storey dwelling, Margaret Street and detached houses on the west side of the street. West of this are low-rise industrial uses (including a water treatment plant), then more detached dwellings and the CN Rail corridor (which curves in a southwesterly direction).

3.3 Broader Context

The subject site is known municipally as 311-325 University Avenue and 387 William Street and is located within the vicinity of the intersection of University Avenue West and William Street, northwest of downtown Cobourg. William Street is a major thoroughfare and part of the Highway 2 route designation which serves the entirety of eastern Ontario from the Quebec border, and west into the City of Toronto. University Avenue is a secondary thoroughfare that runs from a dead end just west of the subject site to Cottesmore Avenue.

The vicinity of the subject site is characterized by a diverse mix of land uses that include retail, detached and semi-detached dwellings, an apartment building, and light industrial uses.

In terms of public transit, the subject site is served by the Route 2 bus line of Cobourg Transit which connects downtown Cobourg to neighbourhoods in the northwest and northeast of the town. The nearest stop is located on the west side of William Street, approximately 110 metres from the subject site (2 minute walk). In addition to local transit, the subject site is also located approximately 1,000 metres (17-minute walk) from the Cobourg Train Station, which provides intercity rail service through Via Rail.



AERIAL PHOTOGRAPH

Figure 1
315-325 University Avenue West & 387 William Street, Cobourg ON

4 Proposal

The proposed development consists of a single 4-storey rental apartment building, including street-related ground floor units, and associated underground and surface parking, as well as a new sidewalk and improved streetscape and new landscaping along University Avenue. The existing detached dwelling at 387 William Street would be retained. (Figure 2)

In total, 71 residential units are proposed, including 16 at-grade units. The total residential gross floor area is 4,570.4 square metres, for a total site density of 0.94 FSI. A total of 14 of the proposed rental units are to be affordable housing, representing 20% of the total proposed dwelling units.

4.1 Built Form and Massing

The proposed design consists of a single 4-storey building that is 15.6 metres tall to the top of the mechanical penthouse. The building is highly street-oriented in design, and is sited near the corner of University Avenue West and Margaret Street, being primarily oriented along the University frontage, including entrances to proposed ground-floor units directly off the street, which will also accommodate a new sidewalk and road widening.

The proposed ground-related units along University Avenue West contain recessed entrances that create a variable setback experience, providing each unit with a distinct character, an interesting and unique appearance, and an improved public realm. Landscaping will provide privacy for residents. Each ground-oriented unit will also be accessible internally through a common corridor. Units on floors 2 to 4 are conventional apartment units.

In terms of massing, the proposed development provides a variable front yard setback along University Avenue that is no less than 4.2 metres from the building face to the property line (including the new sidewalk). At the west side the proposed building is recessed 2 metres to provide a pedestrian walkway, with floors 2 and 3 cantilevering over this area, while the 4th floor steps back again, and the mechanical penthouse steps back even further. A setback of 38.4-metres is provided between the rear of the building and the south property line.

Along the University Avenue frontage, the building features a stepback above the 3rd floor, which will accommodate terraces on the 4th floor, then an additional stepback at the mechanical penthouse level to reduce its appearance from the public realm. Stepbacks are also incorporated at the 4th floor at the east and west elevations.

A number of landscaped elements are proposed. These include bushes/shrubs that separate the new public sidewalk and the entrances to the ground-oriented residential units, as well as trees and other landscaping along the improved University Avenue public realm, including 8 street trees, to be further refined during the site plan review process. Other landscaped improvements include planting buffers where the subject site borders other residential sites. In particular, this will include trees or shrubs, as appropriate, near the south lot line, and a landscaped buffer adjacent to the existing dwelling at the corner of University Avenue and Margaret Street which does not form part of the subject site. In addition, permeable paving is proposed for the driveway and at-grade parking areas along with a bioswale feature.

A total of 124.9 square metres of indoor amenity space is provided and proposed to be located on the 2nd floor.

4.2 Parking, Loading, Servicing, and Vehicular Access

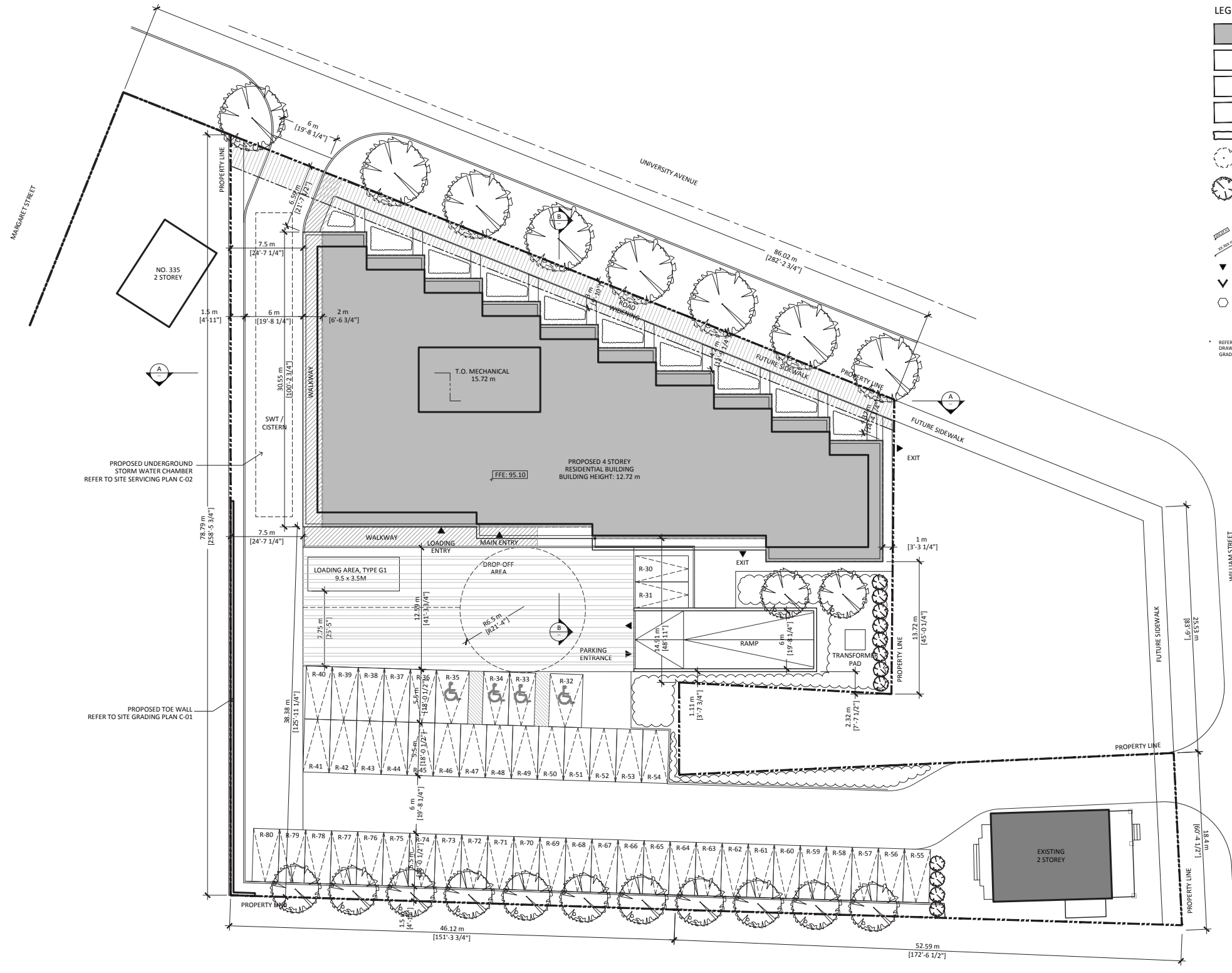
In total, the proposed development includes 80 vehicular parking spaces. A total of 51 of these spaces will be accommodated as surface parking on the southern portion of the site, while the remaining 29 spaces will be located in the 1-level below-grade parking garage. All parking, surface and underground, is accessed from a proposed private driveway located at the northwest corner of the subject site and accessible directly from University Avenue West, as well as a driveway accessed from William Street.

Loading and servicing, including waste collection, is also handled internally to the site, and accessed via the proposed private driveways. A type G (9.5m x 3.5m) loading space is provided at the rear of the proposed building, which will accommodate waste collection as well as typical loading requirements (e.g. move-in and move-outs). Adjacent to the loading area and the main entrance, a dedicated drop-off area is provided.



Revisions:

DESCRIPTION	DATE



LEGEND:

	PROPOSED BUILDING FOOTPRINT		MANHOLE (SANITARY)
	PROPOSED SOD		MANHOLE (STORM)
	PROPOSED SOFT LANDSCAPING (PLANTING)		CATCH BASIN
	PROPOSED NEW SIDEWALK		EXISTING LIGHT STANDARD - EXISTING
	PROPOSED LOW HEDGE		PROPOSED EXTERIOR LIGHT STANDARD - BOLLARD
	PROPOSED MEDIUM GROWING NATIVE SHADE TREE		PROPOSED EXTERIOR DOWN LIGHT STANDARD - SOFFIT
	PROPOSED LARGE GROWING NATIVE SHADE TREE		PROPOSED EXTERIOR LIGHT STANDARD - SCONCE
	BOUNDARY OF HEAVY DUTY ASPHALT		PROPOSED EXTERIOR LANDSCAPE DIRECTIONAL LIGHTING
	PROPOSED ELEVATION		PROPOSED EXTERIOR VEHICLE EMERGENCY SIGNAGE
	EXISTING ELEVATION		FIRE HYDRANT
	PROPOSED PEDESTRIAN ENTRY		WATER VALVE
	PROPOSED VEHICULAR ENTRY		HYDRO SERVICE
	STOP SIGN		SEWER CLEANOUT
	REFER TO LANDSCAPE & CIVIC DRAWINGS FOR PLANTING & GRADING INFO		BELL PEDESTAL BOX
			TELE COMM PEDESTAL
			U/G GAS MAIN
			U/G TELEPHONE LINE
			TELE COMM BOX
			ELECTRICAL BOX
			SIAMESE CONNECTION
			HOSE BIB

General Notes:

- These Contract Documents are the property of the Architect. The Architect bears no responsibility for the interpretation of these documents by the Contractor without the written approval of the Architect. The Contractor shall provide clarification or supplementary information regarding the intent of the Contract Documents. The Architect will review Shop Drawings submitted by the Contractor for design confirmation only.
- Drawings are not to be scaled for construction. Contractor to verify all existing conditions and dimensions required to perform the Work and report any discrepancies with the Contract Documents to the Architect before commencing work.
- Positions of exposed or finished mechanical or electrical devices, fittings, and fixtures are indicated on the Architectural drawings. The locations shown on the Architectural drawings govern over the Mechanical and Electrical drawings. Those items not clearly located will be located as directed by the Architect.

Issued:

Issued for ZBA / SPA MAY 07, 2019

DESCRIPTION: DATE:

Consultants:

STRUCTURAL:

MECHANICAL:

ELECTRICAL:

ARCHITECT:

STUDIO JCI

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Toronto ON M5H 0K1
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PROPOSED MIXED USE DEVELOPMENT

ADDRESS:
315-325 UNIVERSITY AVE W., COBOURG, ON

SITE PLAN

PROJECT NO.: 1901
SCALE: 1 : 200
DATE: MAY 30, 2019
DRAWN BY: HI

DRAWING NO.:
A1.01

PROPOSED DEVELOPMENT SITE PLAN

Figure 2
315-325 University Avenue West & 387 William Street, Cobourg ON



5 Planning Framework

The site is subject to Provincial, regional and local municipal planning policies and regulations contained in the following planning documents:

- Provincial Policy Statement, 2014;
- Growth Plan for the Greater Golden Horseshoe, 2017;
- Northumberland County Official Plan;
- Town of Cobourg Official Plan; and
- Town of Cobourg Zoning By-law 85-2003;

The following sections review and analyze the proposed development in the context of the above-noted policy documents.

5.1 Provincial Policy Statement

The Provincial Policy Statement, 2014, (“PPS”) came into effect April 30, 2014, and is meant to provide direction on matters of Provincial interest related to land use planning and development. The Planning Act directs that decisions affecting planning matters “shall be consistent with” the policy statement.

The PPS supports intensification generally, particularly where redevelopment occurs within existing urban areas, and where services and infrastructure already exist to support growth. The following policy directives in the PPS are relevant to the proposed development:

Section 1.1.1 states that “healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns; [...]
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;

The proposed development will promote efficient development patterns by providing for modest infill intensification in an area that is well-served by existing infrastructure, including public transit. It will also provide additional housing options in a compact form, increasing housing supply and choice, including 14 new affordable housing units.

Section 1.1.3.1 of the PPS notes that “settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.” Section 1.1.3.2 states that “land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources” and “a range of uses and opportunities for intensification.”

The proposed development is located within a settlement area and provides a land use and built form that makes efficient use of existing land and resources.

Section 1.1.3.3 directs planning authorities to “identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.”

The subject site is located in an area to which the municipal planning authorities have directed growth, as it is designated a Mixed Use Corridor Area in the Town of Cobourg Official Plan.

Section 1.4.3 of the PPS directs planning authorities to “provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by: [...]

- b) permitting and facilitating:
 - 1. all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, including special needs requirements; and
 - 2. all forms of residential intensification including second units, and redevelopment in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
- e) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

The proposed development will contribute to diversifying the housing stock in the neighbourhood by providing for rental apartment units in a compact, high-quality form. In addition, the proposed development will provide 14 new affordable rental housing units, contributing to the diversity of housing to support the social requirements of current and future residents of the neighbourhood. It represents a modestly-scaled form of intensification that is compatible with its surroundings, and will improve the walkability and attractiveness of the area.

In conclusion, the proposed development provides for a modest and compact form of intensification that will provide greater diversity of housing options in an area designated for growth and which is well-served by municipal infrastructure, public transit, and community amenities. The proposed development is consistent with the Provincial Policy Statement, 2014.

5.2 Places to Grow: Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), prepared by the Ministry of Municipal Affairs, took effect on July 1, 2017, and was established under the Places to Grow Act, 2005, for municipalities within the Greater Golden Horseshoe region. The Growth Plan contains a set of policies to manage growth to the year 2041 and is to be read in conjunction with the PPS. Notwithstanding, the Growth Plan prevails where there is a conflict with the PPS.

The cornerstone of the Growth Plan relates to its vision for the region in 2041. Broadly, the Growth Plan aims, in conjunction with other provincial land use plans, “to establish a unique land use planning framework for the GGH that supports the achievement of complete communities, a thriving economy, a clean and healthy environment, and social equity.” These goals are dependent upon the implementation of, and adherence to, a set of core guiding principles. Key among these guiding principles is to “support the achievement of *complete communities* that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime” and “prioritize *intensification* and higher densities to make efficient use of land and *infrastructure* and support transit viability”.

The subject site is located within the “Delineated Built-Up Area” of the Places to Grow Concept. (Figure 3)

Section 1.2.1 of the Growth Plan provides high-level guiding principles for the document, which include (among other objectives) to:

- Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.
- Prioritize intensification and higher densities to make efficient use of land and infrastructure and support transit viability.
- Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.

Section 2.2.1.2 states that “forecasted growth to the horizon of this Plan will be allocated based on the following:

- a) the vast majority of growth will be directed to settlement areas that:
 - i. have a delineated built boundary;
 - ii. have existing or planned municipal water and wastewater systems; and
 - iii. can support the achievement of complete communities;

Furthermore, 2.2.1.2.c) states that “within settlement areas, growth will be focused in...delineated built-up areas”.

The subject site is located in a delineated built-up area within a settlement area that has access to existing municipal infrastructure and services.

Section 2.2.1.4 states that “applying the policies of this Plan will support the achievement of complete communities that:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
 - ii. public service facilities, co-located and integrated in community hubs;
 - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and healthy, local, and affordable food options, including through urban agriculture;
- e) ensure the development of high quality compact built form, an attractive and vibrant public realm, including public open spaces, through site design and urban design standards;

The proposed development will contribute to creating a vibrant complete community that features a variety of land uses and amenities, including residential uses within walking distance of each other. The subject site is located in an area that has proximate access to employment opportunities, retail, and community services such as parks and community centres. Intensifying the subject site with rental apartments (including 14 new affordable rental housing apartments) ensures a diversity of housing options that will make the neighbourhood more attractive for a variety of family types, and ensures that a greater proportion of households is located in close proximity to local services. In addition, the proposed streetscape improvements, including the public sidewalk along University Avenue West (which currently is non-existent), will further improve the attractiveness of the area, and promote a vibrant public realm.

Section 2.2.2.4 directs that “all municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- a) encourage intensification generally to achieve the desired urban structure;
- b) identify the appropriate type and scale of development and transition of built form to adjacent areas;
- c) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;
- e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

The subject site is located in a Mixed Use Corridor, which is a designation in the Cobourg Official Plan that indicates areas appropriate for density and intensification (this is discussed in more detail below).

Section 2.2.6.1 states that municipalities are to “develop a housing strategy that...supports the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by...identifying a diverse range and mix of housing options, including second units and affordable housing to

meet projected needs of current and future residents.”

The proposed development will provide new, high-quality rental housing options in a compact form, supporting the intensification and housing objectives of the Growth Plan. The proposed mix (20%) of affordable rental housing units will further contribute to the range of housing options and tenures within the neighbourhood.

In conclusion, the proposed development provides for a modest form of intensification within a delineated built-up area and a settlement area that currently has access to municipal infrastructure, services, and amenities. It will provide for additional housing options and a more attractive public realm, contributing to the creation of a complete community and helping to meet provincial density and intensification objectives and targets. The proposed development conforms to the Growth Plan for the Greater Golden Horseshoe, 2017.

5.3 Northumberland County Official Plan

The Northumberland County Official Plan (the “County OP”) is the Official Plan for the upper-tier municipality, which is the approval authority relative to the proposed development. The County OP was approved by the former Ontario Municipal Board on November 23, 2016, and “establishes land use categories and policies to manage growth and protect resources within the County until the year 2034.”

The subject site is identified as being within the Urban Area on Schedule A of the County OP. (Figure 4)

Section B2 of the County OP directs that a minimum of 80% of the County’s growth occur in six urban areas, including Cobourg, which is anticipated to accommodate the largest share of this growth at 48.14% of the total urban population growth. Section B7 provides that Cobourg is anticipated to add 3,096 housing units by 2034, including 1,305 in a medium-density form and 872 in a high-density form. Section B9 provides that by 2015, Cobourg’s intensification target is 39% of development to occur in the urban area.

The proposed development will contribute to meeting these growth and intensification requirements by delivering new housing units in a pedestrian-scaled form.

Section C1 provides policies relative to the Urban Areas designation that applies to the subject site. Section C1.1 states that “The County encourages each of the six urban areas to become complete communities where there is:

- a) A strong live/work ratio, where the majority of residents are employed in the community in which they live;
- b) Choice in the market place, in terms of obtaining goods and services;
- c) A range of educational and training opportunities;
- d) A range of housing types for all levels of income and ages;
- e) A range of health care services for the majority of the residents;
- f) A range of community and social services to assist the majority of those in need in the community;
- g) A range of cultural and recreational opportunities and facilities; and,
- h) A population level and density that supports the provision of public transit, where feasible.

The proposed development will contribute to the creation of a complete community in Cobourg by providing for additional housing options in close proximity to commercial services, employment opportunities, recreational opportunities, and public transit. The provision of 14 new affordable rental housing apartments will positively contribute to the available range of housing types for low to moderate income individuals.

Section C1.2.1 provides policies relative to Residential Areas. It states that “it is the objective of this Plan to:

- a) Maintain and enhance the character and identity of existing residential areas;
- b) Encourage the provision of a range of housing types to accommodate persons with diverse social and economic backgrounds, needs and desires while promoting the maintenance and improvement of existing housing;
- c) Promote the efficient use of existing and planned infrastructure and public service facilities by supporting opportunities for various forms of residential intensification, where appropriate;
- d) Encourage increases in density in new development areas to maximize the use of infrastructure and minimize the amount of land required for new development;
- e) Promote a variety of complementary and compatible land uses in residential areas including special needs housing, community facilities, schools, small-scale commercial uses and recreational open space areas;
- f) Encourage a high standard of urban design for development and redevelopment;
- g) Encourage local municipalities to establish comprehensive design guidelines and policies to foster the establishment of communities that are safe, functional and attractive; and,
- h) Implement street designs that provide for pedestrian, cycling and other non-motorized modes of transportation to help create more healthy and complete communities.”

The proposed development provides a form of housing that utilizes land and services efficiently, while maintaining a scale compatible with the low-rise character of the neighbourhood. It will provide 71 new rental units in a variety of sizes ranging from studios to 2 bedroom plus den configurations, accommodating a diverse mix of people and households. The proposed development will be built to a high design standard that will create an attractive community and public realm. The creation of a new public sidewalk where one does not currently exist, will improve the walkability of the area and encourage non-motorized modes of transportation.

Section C1.5.1 states that it is a goal of the Plan to meet current and future housing supply by, among other things “ensuring the provision of an appropriate range of housing types and densities to meet the needs of current and future residents” and “encouraging the development and redevelopment of lands within settlement areas and in appropriate locations at higher densities to maximize the use of infrastructure”.

The proposed development increases the County’s rental housing supply through redevelopment, and delivers a compact, high-density built form, and in particular, provides for new purpose-built affordable rental housing.

Section E2.1 provides transportation policies and states that it is the objective of the Plan to, among other things, “promote public transit, cycling and walking as energy efficient, affordable and accessible forms of travel” and to “encourage the efficient use of land along transportation corridors to maximize the use of public transit”.

The proposed development provides denser housing in close proximity to public transit, along a transportation corridor designated by the lower-tier municipality for growth. In addition, it is located close to a variety of services and amenities, encouraging active transportation, as well as cycling infrastructure in the form of

bicycle lanes on University Avenue West and Ontario Street. In addition, the provision of a new public sidewalk on University Avenue West will further promote walkability.

In summary, the proposed development will intensify a site that is designated for growth and contribute to meeting the County's intensification, density, and housing targets. Further, it will promote a complete community, provides for a desirable (20%) mix of affordable rental housing units, encourage non-motorized forms of travel, allowing residents to meet their daily needs via public transit or active transportation, and will deliver a high-quality public realm that is compatible with the character of the neighbourhood. The proposed development conforms to the Northumberland County Official Plan.

5.4 Town of Cobourg Official Plan

The Town of Cobourg Official Plan (the "Town OP") was approved by the former Ontario Municipal Board in May, 2017. It is the Official Plan relative to the lower-tier municipality (the Town of Cobourg) and "establishes a framework for the future planning of the community".

Under the Town OP, the subject site is designated Mixed Use Corridor Area on Schedule A: Land Use Plan. (Figure 5)

Section 2 provides broad objectives and vision statements, which include promoting and supporting infill and intensification, ensuring a variety of housing types, and creating a multi-modal transportation system focused on movement by public transit and active transportation.

Section 3.2.2 III) describes where major intensification is to occur, including:

"-Lands designated as 'Mixed Use Areas' within the Built Boundary on Schedule 'A' of the Official Plan with a particular focus on lands along Division Street south of the Major Transit Station;
- Lands designated 'Employment Area' north of the Major Transit Station;
- Unique Sites where significant existing land uses seek to redevelop such as institutional or commercial uses;
and,
- Other vacant or underutilized sites, in particular larger, undeveloped properties in areas designated 'Residential Area' not located in 'Stable Residential Areas' or in employment areas."

As noted, the subject site is located in a Mixed Use Area on Schedule A of the Town OP, and is therefore designated for intensification.

Section 3.2.3 provides direction as to the growth strategy of the Town. This includes a population target of 23,430 by 2031, a mix of 65% single detached housing and 35% attached and apartment housing, and a target of 39.34% of new residential dwelling units to be provided within the built boundary by 2015.

The proposed development will contribute to the desired dwelling mix by providing new apartment housing (including affordable housing), and will promote achieving the growth and intensification targets of the Town and County.

Section 3.9 provides policies relative to Mixed Use Areas. Mixed Use Areas are described as "existing commercial areas which are oriented to the service of vehicular traffic and require direct access from arterial

roads and the exposure afforded by such a location. The designation is designed to recognize those existing uses, while providing for the transition of these areas to a mixed use development form by encouraging the introduction of a range of additional compatible non-commercial uses to intensify and enhance the use of these areas which are generally located at major entrances to the community.”

Section 3.9.4.2 vi) provides for a floor space index of up to 2.0. The proposed development has a proposed FSI of 0.94 which conforms to this policy.

Section 3.9.4.4 speaks to residential development in Mixed Use Areas and provides that “Medium and High Density residential uses shall be permitted as part of a mixed use development or in accordance with the High Density Residential Area policies in Sections 3.5, subject to a zoning by-law amendment, and the provision, where feasible, of linkages to adjacent residential areas.”

Section 3.5 provides development criteria for High Density Residential Areas, which are applicable to residential apartment developments in Mixed Use Areas. Section 3.5.2 provides permitted uses in these areas, including low-rise and high-rise apartment buildings.

Section 3.5.3.1 provides that development in established high density residential areas “shall be evaluated based on their ability to “generally maintain the following elements of the structure and character of the surrounding high density residential area:

- i) the scale of development with respect to the height and massing of buildings;
- ii) nature of the streetscape as defined by such elements as landscaped areas, and the relationship between the public street, front yards and primary entrances to buildings;
- iii) relationship between the rear wall of buildings and rear yard open spaces;
- iv) design and siting of buildings in relation to abutting properties, including any abutting lands in the Residential Area designation, to ensure that there will be no significant negative impacts with respect to privacy and shadowing and appropriate buffering can be provided;
- v) retention of the existing street pattern, unless modifications will improve accessibility for active transportation modes; and,
- vi) any proposed redevelopment shall take into consideration adjacent uses including low density development, as well as adjacent development across a street.”

This policy is generally oriented to development in areas that are already developed with existing apartment buildings where new development opportunities are limited (i.e. it is intended to facilitate sensitive infill in those areas). The subject site is not an existing high-density area where these policies are specifically intended to apply; however, it has significant potential for new development given its current low-density nature and Mixed Use designation, which supports intensification. The proposed development generally respects the scale of the neighbourhood by delivering a compatible low-rise apartment building with sufficient setbacks from adjacent low density residential uses, including a 38.4-metre rear yard setback. The proposed development also retains the existing street pattern and character of the streetscape while creating improvements to the public realm, including a road widening, new public sidewalk, and landscaping. The proposed development also incorporates setbacks above the 3rd storey to reduce shadowing and the visual mass of the building. Landscape buffers are also proposed along all residential adjacencies to provide additional buffering and separation.

Section 3.5.3.2 pertains to the criteria for designating new High Density Residential Areas which does not apply to the subject site as it is already designated as a Mixed Use Area.

Section 3.5.3.3 states that “the minimum density for residential development in the High Density Residential Area designation shall be 50 units per net hectare (20 units per net acre). The maximum density for residential development in the High Density Residential Area designation shall be 100 units per net hectare (40 units per net acre).”

The proposed development has an approximate density of 146 units per net hectare. However, this policy is not applicable to the subject site as it is not designated High Density Residential Area, but rather Mixed Use Area, which contains no such density limit. The proposed development is well under the FSI limit of 2.0 under the Mixed Use Areas policies.

Section 3.5.3.4 provides that “the maximum height for residential development shall be six storeys. The minimum height shall be three storeys, other than a podium attached to a building may be two storeys.”

The height of the proposed development is four storeys plus mechanical penthouse, which complies with the minimum and maximum height provisions.

Section 5.2 contains policies related to urban design, including streetscape design. Section 5.2.1.2 states that “the layout of streets, configuration of lots and the siting of buildings shall ensure that: [...]

- iii) pavement, sidewalk and right-of-way widths, as well as the provision of bicycle lanes and paths, reflect the function of the street;
- iv) the siting of parking areas, and the siting and massing of buildings and structures on all streets, but particularly on arterial and collector streets, shall generally assist in the creation of high quality streetscapes and, in particular, regard shall be had to providing a sense of enclosure to the street by situating building mass adjacent to the street, and particularly at intersections, to frame the street space; [...]
- vi) parking areas for non-residential uses or apartments or other large scale residential uses shall be designed to minimize areas where they directly front on the street [...]
- vii) landscaping and/or architectural features provides for features such as the definition of the street and public open space, framing of views and focal points, direction of pedestrian movement and demarcation of areas with different functions as appropriate through features such as low masonry walls/ metal fences, rockery, special building and roofline treatments, landmark features (e.g. clocks, towers, cupolas, bays, pergolas, weather vanes, art), outdoor activity areas (e.g. patios, plazas, squares), extensive plant material and other identifiable features;”

Section 5.2.4 includes policies relative to landscaping, including that new landscaping is intended to “maintain and enhance the character of existing developed areas”.

The proposed development includes new streetscape, including landscaping and a public sidewalk to improve the public realm. Additionally, the proposed building is highly street-oriented in design and also locates all parking, loading, and servicing functions internally to the subject site in order to maintain the integrity of the pedestrian experience.

Section 5.2.7 considers active transportation, including that “in particular, in considering pedestrian movement on specific sites, the following shall apply:

- i) direct and clearly defined pedestrian connections which form an extension of the public transportation system shall be required throughout sites with one main pedestrian connection between all buildings and all adjacent municipal streets and sidewalks, and secondary connections for improved pedestrian access as appropriate;
- ii) principal pedestrian routes shall be functionally separated from parking and driveway areas and should utilize a variety of surface materials, textures, colour, landscaping and changes in elevation;
- iii) on large sites street furniture such as benches, waste receptacles, bicycle racks and pedestrian level lighting should be provided along main pedestrian routes where appropriate; and,
- iv) opportunities for pedestrian connections with adjacent sites should also be explored, and will be required wherever feasible.”

The proposed development provides new landscaping and a sidewalk to improve the public realm along University Avenue West. In addition, all parking and loading is located to the rear of the building, and is accessed from a private driveway rather than the street, maintaining a pleasant pedestrian environment, and encouraging walking as a means of transportation.

Section 5.2.8 includes policies related to the design of buildings. Specifically, a new building:

- “i) includes sustainable building practices such as the use of green roofs and solar panels with the achievement of LEED or Energy Star or other similar certification or equivalent being encouraged;
- ii) complements the massing patterns, rhythms, character and context of adjacent existing development, while recognizing that built form evolves over time and that new buildings should not necessarily replicate existing buildings;
- iii) clearly defines public and private spaces;
- iv) is designed to incorporate the principles of universal design to ensure access and visitability for all individuals, while recognizing the need for balance where designated heritage properties and properties in Heritage Conservation Districts are involved;
- v) is in scale with surrounding development; and,
- vi) is designed to ensure that all buildings, and, in particular, any commercial, mixed use or institutional buildings are designed to animate and create a positive interface with the street through:
 - a) the use of architecture and facade treatment (e.g. landmark features, recesses, projections, canopies) of the buildings, including appropriate variation in materials and textures and colours of buildings;
 - b) front doors and generous real windows, or in some cases three dimensional display windows, on any major walls facing streets;
 - c) strong pedestrian connections to the street, are carefully positioned to minimize impacts on the street; and,
 - d) the location of outdoor activity areas (e.g. patios), landscaping and other site design elements.”

The proposed development delivers a high-quality building that improves the public realm, and is in keeping with the scale and character of the surrounding neighbourhood. The proposed building includes ground-related residential units that provide a distinct rhythm and pattern to the streetscape, while design features such as landscaping buffers are used to clearly demarcate the boundary between public and private space.

The building features high-quality architecture and materials to give it a unique character, while also being respectful of the existing character and uses.

Section 6 describes the Town's transportation strategy. Section 6.4 concerns pedestrian and cyclist movement. Relative to development, it states that "both in existing and future development, the transportation system shall be designed to provide for active transportation modes including the supportive infrastructure required for safe, convenient cycling and walking."

The proposed development provides a new sidewalk (which currently does not exist), as well as a road widening to accommodate a future bicycle lane to connect to the existing lanes on University Avenue West, just east of the subject site.

Section 6.6 provides policies relative to parking. Section 6.6.1 i) states that "the Town shall require, as a condition of development or redevelopment, that:

- a) adequate off-street vehicular parking and loading facilities be provided which are planned and engineered to allow access to all parking spaces;
- b) ingress and egress to parking and loading areas be limited in number and designed to acceptable standards for traffic safety; and,
- c) access points on arterial and collector roads be shared by adjoining land uses, where practicable, to minimize traffic hazards."

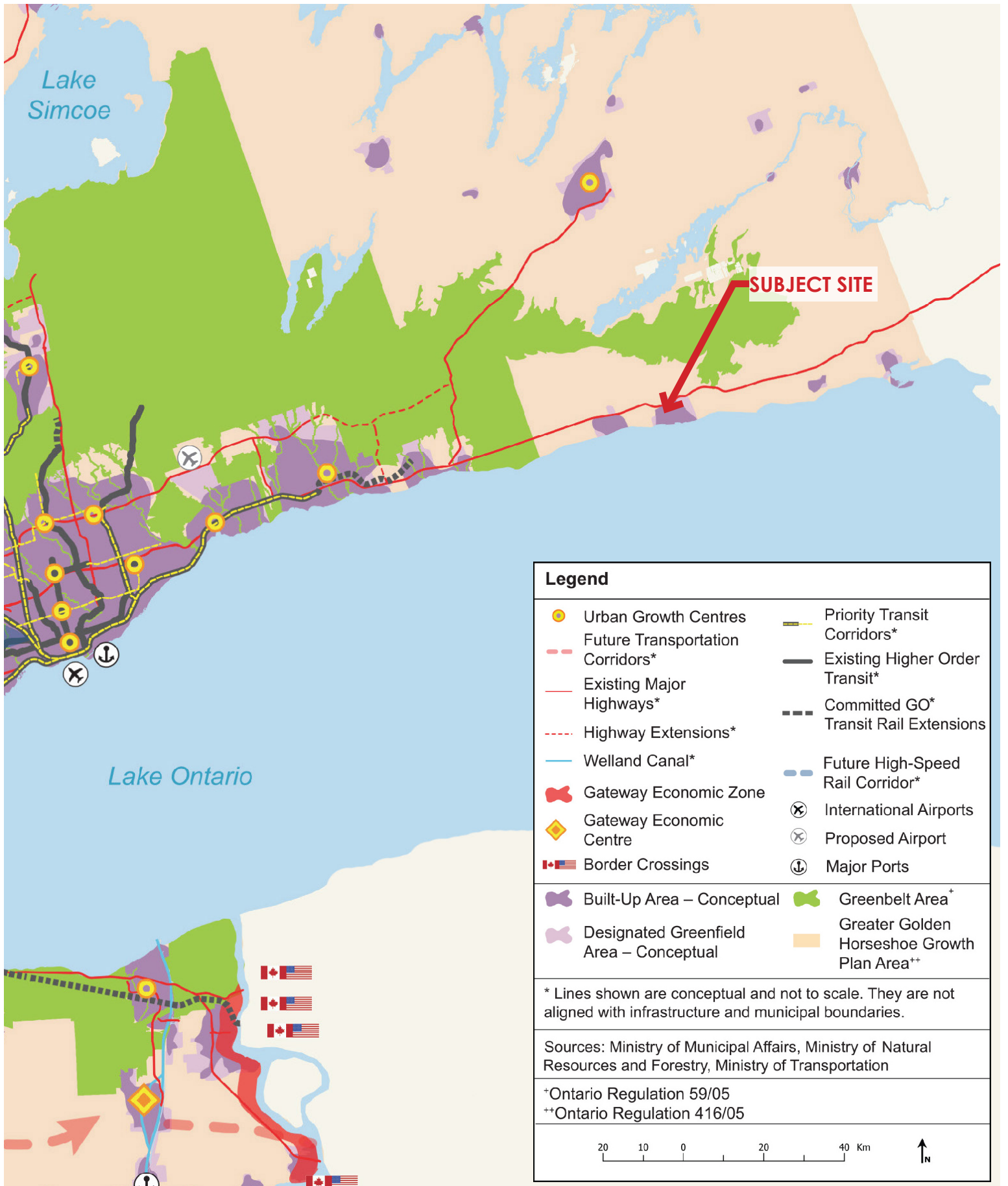
The proposed development provides a parking standard generally consistent with the Zoning By-law requirements, and appropriate to the number of proposed units, particularly considering the area's access to public transportation, and amenities accessible by active transportation. Access to the parking and loading area is limited to one space, minimizing curb cuts on the public street, and providing for efficient movement. Finally, a separate loading space is provided for the proposed development, which is in excess of the Zoning By-law requirement of 0 spaces.

In summary, the proposed development provides for a form of development that conforms to the policies for Mixed Use Corridor Areas and High Density Residential Areas, by delivering a compact, pedestrian-friendly building that creates a variety of housing types and an improved streetscape that will support active transportation. The proposed development conforms to the policies of the Town of Cobourg Official Plan.

5.5 Town of Cobourg Zoning By-law 85-2003

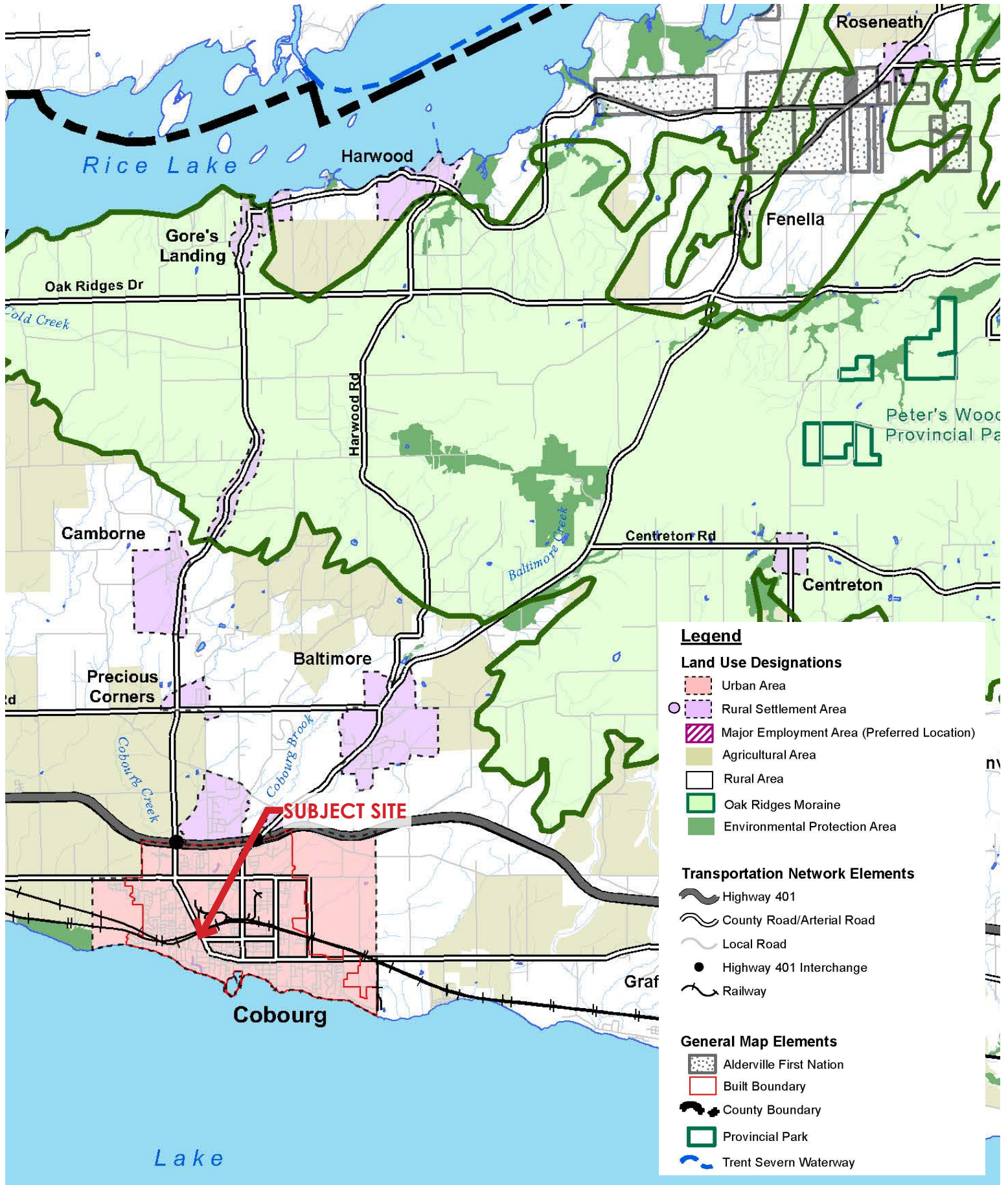
The subject site is located in the Residential 3 (R3) in the Town of Cobourg comprehensive Zoning By-law 85-2003. (Figure 6) This zone permits detached, semi-detached, duplex, and converted detached (up to a maximum of 2 units per lot) residential buildings. The maximum height is 3 storeys, and the maximum lot coverage is 40%. Density requirements vary by building type. Apartment dwellings are not permitted in this zone.

In order to accommodate the building type being proposed, as well as site-specific standards related to setbacks, heights, parking, and other requirements, an amendment to the by-law is required.



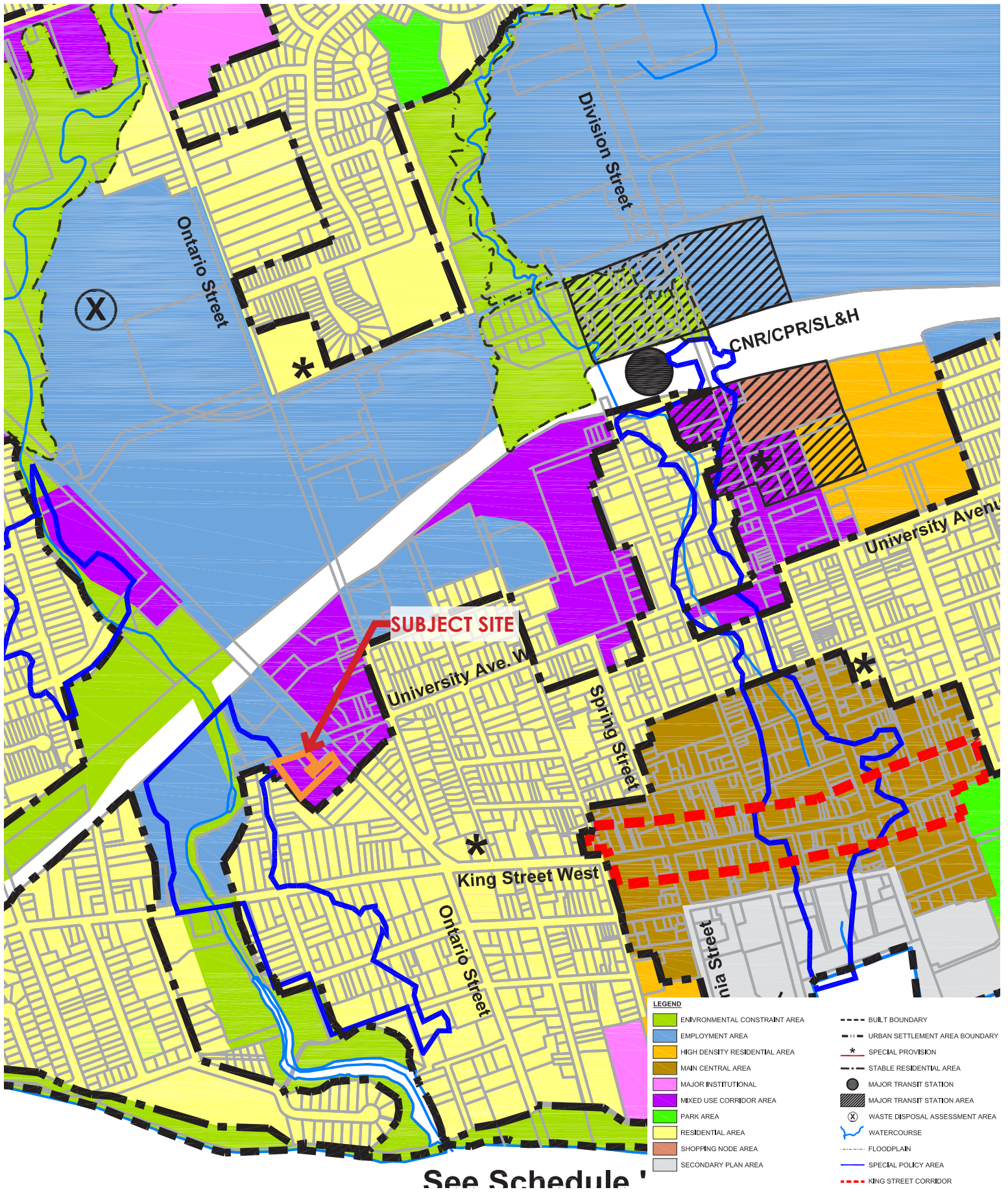
**GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE
 SCHEDULE 2: GROWTH PLAN**

Figure 3
 315-325 University Avenue West & 387 William Street, Cobourg ON



**NORTHUMBERLAND COUNTY OFFICIAL PLAN
SCHEDULE A: LAND USE PLAN**

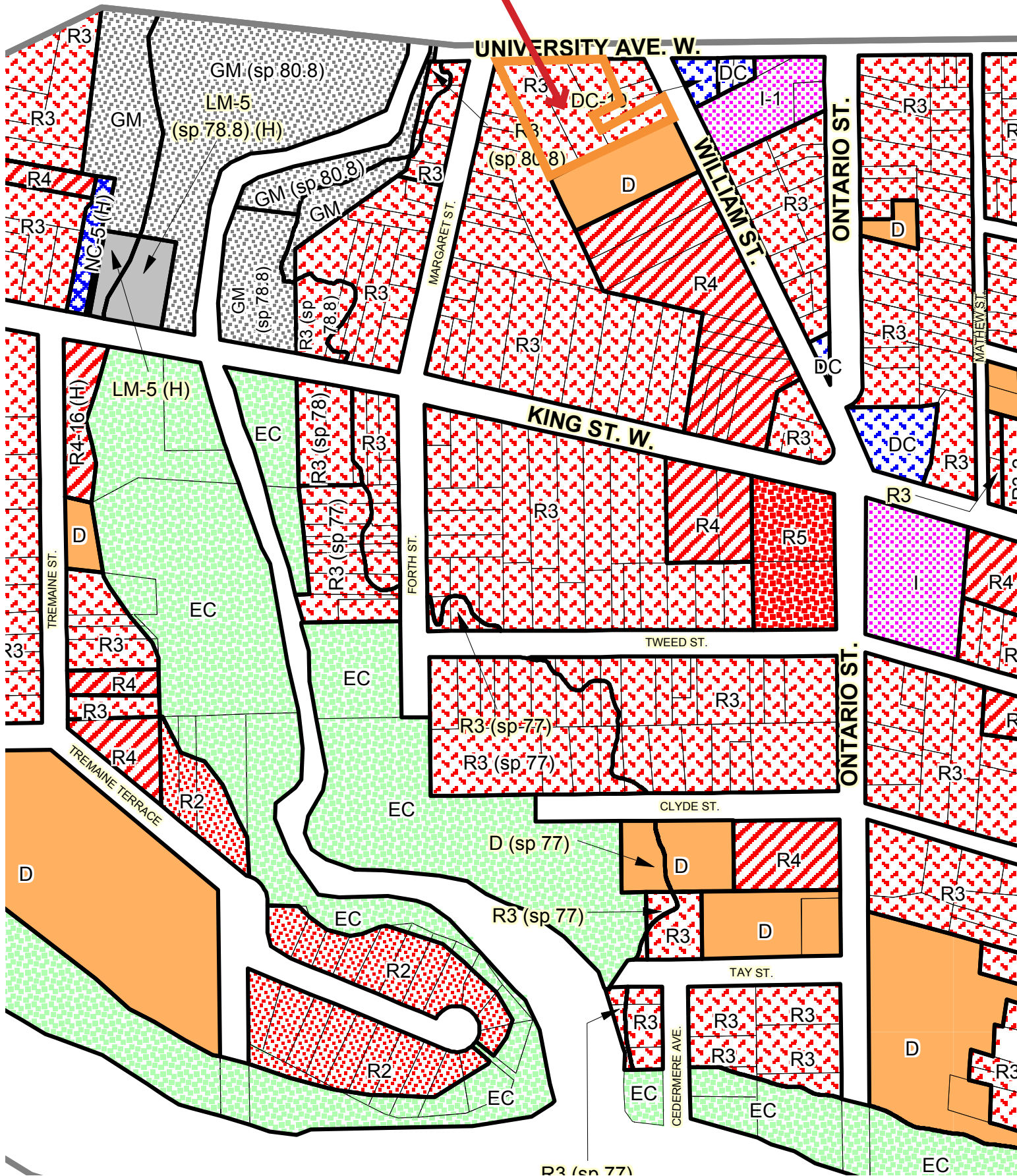
Figure 4
315-325 University Avenue West & 387 William Street, Cobourg ON



**TOWN OF COBOURG OFFICIAL PLAN
SCHEDULE A: LAND USE PLAN**

Figure 5
315-325 University Avenue West & 387 William Street, Cobourg ON

SUBJECT SITE



TOWN OF COBOURG ZONING BY-LAW 85-2003
MAP 2: ZONING

Figure 6
 315-325 University Avenue West & 387 William Street, Cobourg ON

NTS | WND File No 19.529 | May 2019



6 Supporting Studies

The following studies have been included with this submission to support the proposed application(s):

6.1 Transportation Impact Study

LEA Consulting Ltd. prepared a Transportation Impact Study in support of the proposed development. The Study concludes that all intersection movements currently operate, and will continue to operate post-development, within capacity, and impacts on the traffic network are predicted to be minimal. Additionally, the Study finds that proposed parking and loading provisions are adequate.

LEA Consulting also prepared an Addendum Letter to the Transportation Impact Study, dated June 3, 2019. This letter identifies the reduced parking supply of 80 spaces, resulting in a parking ratio of 1.13 spaces/unit. The letter concludes that this is appropriate provided the inclusion of affordable housing in the proposed development and proximate access to public transit and active transportation infrastructure.

6.2 Arborist Report

Karmatree Inc. prepared an Arborist Report in support of the proposed development. This Report provides an inventory of existing trees on the subject site, along with their respective conditions.

6.3 Phase I Environmental Site Assessment

Pinchin Ltd. prepared a Phase I Environmental Site Assessment in support of the proposed development. This Report included a review of historic uses on the subject site, existing environmental conditions, and provided recommendations. It concludes that a number of former uses could result in potential subsurface impacts, and recommends that a Phase II Environmental Site Assessment be conducted, along with a Hazardous Building Materials Assessment of the existing buildings prior to their demolition.

6.4 Noise and Vibration Study

GHD prepared a Noise and Vibration Study in support of the proposed development. This Study assessed the noise and vibration impacts of surrounding uses on the proposed development. It concludes that the impacts from nearby commercial and industrial uses are significant and units will require upgraded building exterior components, provisions for central air conditioning, and warning clauses to meet MECP noise criteria.

6.5 Environmental Dust and Odour Feasibility Study

GHD prepared an Environmental Dust and Odour Feasibility Study in support of the proposed development. The Study characterizes the feasibility of the proposed development considering the adjacent water treatment plant and rail corridor. The Study concludes that the potential stationary dust and odour impacts from the existing industrial operations are likely insignificant and, based on the preliminary screening, no adverse impacts are anticipated with any of the current facilities.

6.6 Functional Servicing and Stormwater Management Brief

LEA Consulting Ltd. prepared a Functional Servicing and Stormwater Management Brief in support of the proposed development. The Report examines the potential water quantity and quality impacts of the proposed development, reviews the water supply, storm and sanitary servicing requirements of the proposed development, and proposes a preliminary servicing plan. The Report summarizes the water quantity and water quality conditions and provides a number of recommendations, including temporary erosion and sediment control during construction, a new 200 mm sanitary service, a 250 mm PVC pipe connecting to a new proposed manhole for storm service, and a new 100 mm domestic water and 150 mm fire service connection.

7 Conclusion

The proposed development represents sensitive intensification within a desirable neighbourhood that has access to municipal services and is in close proximity to a full range of amenities. It will improve the public realm and provide for additional housing options, while being sensitive to the existing context.

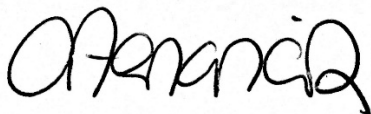
In summary, the proposed development:

- Is consistent with the Provincial Policy Statement as it provides for compact intensification within the delineated built-up area, and within an area that has existing servicing capacity and infrastructure;
- Conforms to the Growth Plan for the Greater Golden Horseshoe, by providing for additional housing options (including affordable housing) within walking distance of public transit, and along a corridor designated for growth;
- Conforms to the policies of the Northumberland County Official Plan by providing for intensification in the designated Urban Area;
- Conforms to the policies of the Town of Cobourg Official Plan, including policies relative to the Mixed Use Corridor and High Density Residential designations;
- Improves the public realm by delivering an attractive, street-related built form;
- Provides for additional high-density rental housing options, improving the quantity and mix of types and tenure of housing in Cobourg;
- Provides a total of 14 new affordable rental housing units, representing 20% of the total proposed dwelling units;
- Provides sufficient setbacks to mitigate privacy impacts on adjacent properties and the public realm;
- Provides for effective vehicular access and servicing, as well as adequate parking;
- Can be accommodated by existing servicing infrastructure capacity.

Having had regard to the many factors discussed in this report, the proposed development is consistent with and conforms to the planning policies of the Province and the regional and local Municipalities. Accordingly, the proposed development represents good planning and warrants the support of staff and Council.

WND associates

planning + urban design



Andrew Ferancik
Principal

Urban Design and Sustainability Report

June 12, 2019

311-325 University Avenue West and 387 William Street,
Town of Cobourg, Ontario



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1.0 Introduction/Policy context overview

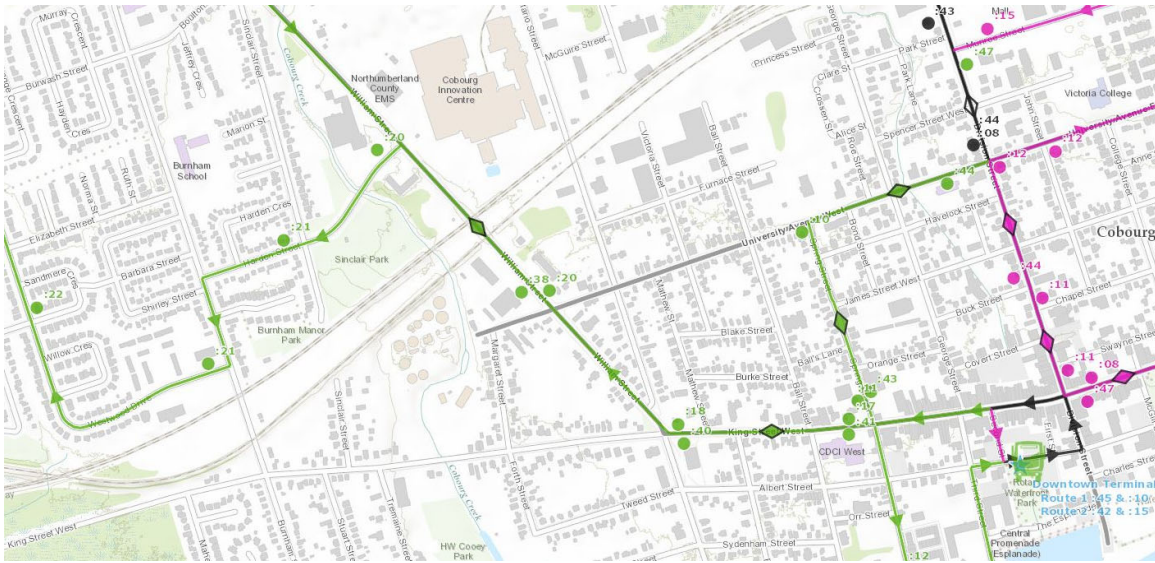
This Urban Design and Sustainability report (UD&S) has been prepared by Studio JCI with input from WND, LEA consulting for Civil/Storm Water management, and LEA consulting for Traffic Impact Study, and BSQ Landscape Architects, for benefit of our Client, Balder Corporation all showing our support for the proposed development.

The UD&S brief provides an analysis and demonstrates how the proposed development relates to Regional, and City policy and meets the Town's Urban Design and Sustainability guidelines (September 2010).



ULDG map with 6 quadrants identified

The site is located in the “South West Quadrant” (SWG) defined under the ULDG, sitting south of the CN/CP lines which forms a residential zone along Lake Ontario. William street is a major north south corridor, and the ULDG has identified this area as set for intensification. The area's primary land use is residential with accents of light industrial, and some single-storey commercial buildings along William street. Along William street south of the CN railway is mostly single family detached homes with front porch with mowed lawns and driveways that lead to parking in rear of the building. Street trees and a standard sidewalk create a buffer between the road and the houses.



transportation map showing Route 2 Bus route in Green

2.0 Urban Context and Site Analysis

2.1 Existing Built form -

Located at the intersection of University Avenue west and William Street, the site sits just south of the CN railway tracks and east of the Water Treatment plant. The site is flanked by light industrial to the north and west and is currently a vacant light industrial facility in the midst of single-family homes. The site sits in a haphazard stretch of University West, with a mix of residential and light industrial uses scattered throughout without clearly defined zones. The site benefits from access from both University Avenue and William Street, and the proposal contemplates a two-way access from University and one-way access from William street. William Street is identified as a main north south access in the ULDG, and Public transit is available on William street under Route 2 with a bus stop less than 100m from the Site.

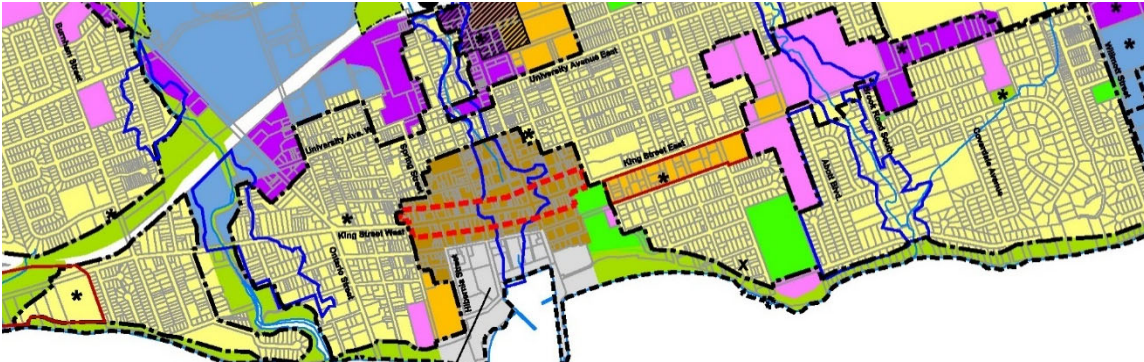
Just to the north of University Avenue and William street are 6-storey rental building called Trillium Apartments and the corners of the site are flanked by Single-storey commercial buildings.

2.2 Emerging Built Form-

Defined as South west quadrant of the ULDG, the site context is identified for intensification of mixed-use form. Based on ULDG guidelines, under general principles for Residential Buildings, we extracted key characteristics of built form such as strong public face, keeping the cars behind the building face, creating dual frontages on corner lots, ensuring, high quality creative design as starting point for future built form in the area.

2.3 Site Opportunities and Constraints –

Although the site has addresses on both University and William street, and the main face of the building to be along University, in the absence of a strong corner context, we felt it was important to create a corner condition along William and University ave. west. We also understand the University Avenue will be widened for future redevelopment and as such oriented the building face along University avenue West. The irregular shape of the site created an angle along University Avenue allowed us to create a jig-jogged façade creating both a visual interest, accentuating each brick bay as having a distinct feature



OP Map of Cobourg with Purple colour indicating Mixed Use zone. The proposed site is in a mixed-use zone.

and expression on the street. Creating a strong street oriented built form was important to establish the character of street, extending the Collector Road characteristics of University Avenue further west.

3.0 Urban Design Plan

3.1 Reference to the Urban and Landscape Design Guideline (ULDG) 2010 edition.

Cobourg 2010 ULDG is comprehensive and create a clear vision and framework new developments in Cobourg. The proposal respects this vision and creatively incorporates all of the key elements of this guiding principles. We have outlined the following sections in the ULDG 2010 report to demonstrate how the proposal addresses the key ULDG objectives.

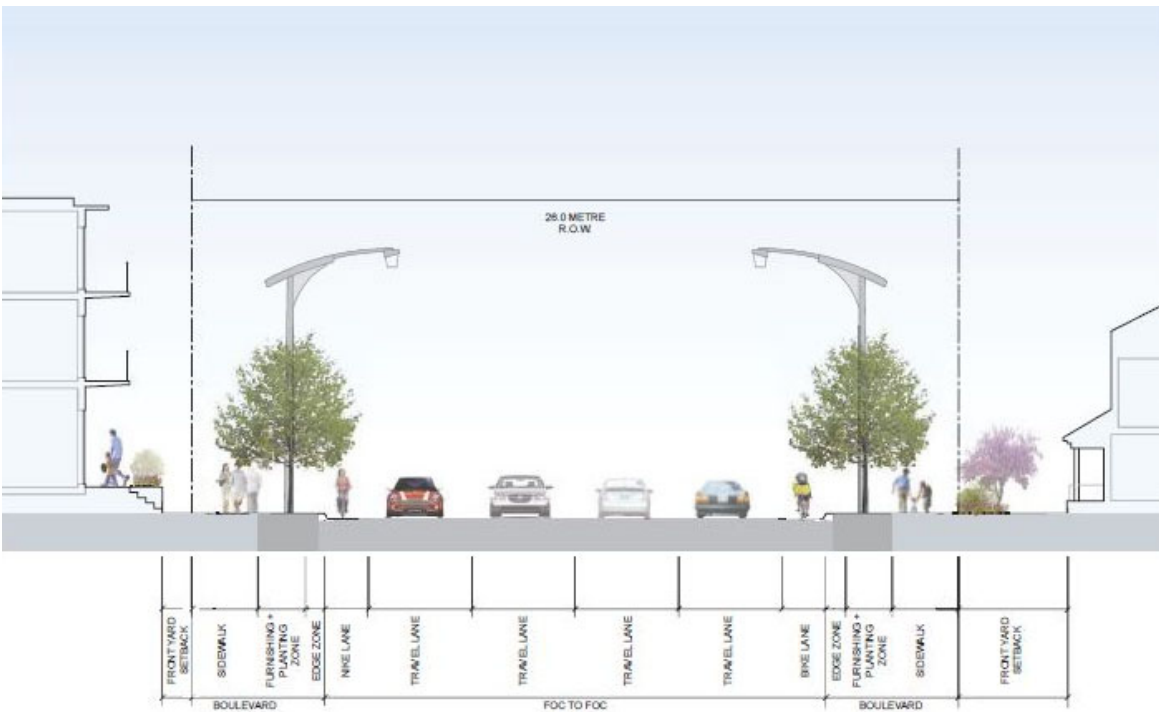
3.2 Collector Roads – ULDG 3.4.1.2

Key objectives - medium capacity transportation roads that connect neighbourhoods, provide connections within neighbourhoods and provide access to the Downtown and Greenlands system.

Collector Roads will have higher level of design than Local Roads

The proposal is predicated on the University avenue as a Collector road albeit at the fringe of University avenue West. The design objective of this road is

defined as a Collector Road. There is a proposed 3m road widening being proposed along this quadrant of the University Avenue west to ensure that a 28m Right of Way is maintained along University Ave. Sidewalks are proposed at 2.0m which exceeds the guideline minimum by 0.5 meters. It will be constructed of poured concrete and will comply to Town of Cobourg guidelines for sidewalk construction. Eight (8) street trees are proposed along University Ave. West, with species that will be carefully selected native species.



Collector Road cross section profile identified in the ULDG 2010.

3.3 General Building Design - Mid-rise Buildings- ULDG 4.4.1

Key objectives – Mid-rise buildings are 3-4 storeys (9-12m).... Mid-rise buildings will be appropriate in key areas to create a more vital, urban and pedestrian in character and promote transit use.



University Avenue West façade, showing series of 10 bays.

The proposal is a 4-storey built form with residential at grade is proposed not in a typical apartment form, but in a townhouse form to define a clear streetscape with angular setbacks at the base to create a front forecourt to each of the apartment entry. Each block is articulated to create an individual townhouse block, with each block clearly identified, with individual and distinct materiality.

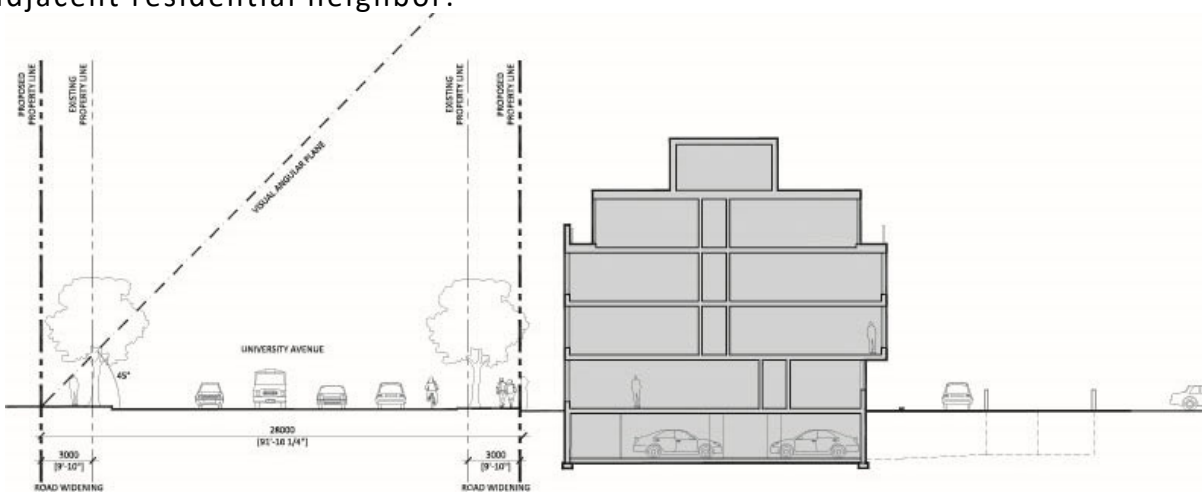
3.4 Building Setbacks and Step backs ULDG 4.4.3 and 4.4.4. Visual Angular Plane

Key objectives – building setbacks and stepbacks will create transitions to surrounding low rise residential areas,



View showing northeast corner of the development, with articulated end wall.

At the northwest corner, the building is setback 7.5m to accommodate the main driveway of 6.0m and a planting buffer of 1.5m to screen the building from the adjacent residential neighbor.



Cross Section through University Avenue West, massing sits significantly below guideline requirements.

At the north east corner, the building is setback 1.0m in anticipation of a future mid-rise form to continue the streetwall character which will be established along University Ave. The 4th floor is setback further 1.5m on all sides of the building to soften the impact of the 4th floor level, a modern expression of the roof dormer, achieving the objective of minimizing sun/shadow impact. The overall massing and height of the building sits significantly below the intent of the ULDG, as illustrated in the sectional diagram above. The section also shows that the proposed development is modest in scale and size.

3.5 Building Articulation and Detailing (Building facades, window treatments, and building materials and detailing) ULDG 4.4.6

Key objectives – high quality architectural design that reflects its context and function through the organization of building façade elements (i.e. walls, entrances, roofs, windows and projections or recessions) particularly at the street level and the design of the building base. In multi-tenant developments, the use of multiple pedestrian entrances into the building at street level is encouraged.



View from University Avenue looking east

The proposal takes advantage of the unique and irregular shape of the lot and its angle in relation to University Ave. West to create a zig zag shape along the main street, creating in turn a triangular shaped entry forecourt to each of the at-grade residential units. There are ten (10) 6m bays in total. Each bay is



Left: Townhouse colonnade entry from University Ave.

Right: Example of how the development takes cues from existing built form on Historic Cobourg district

divided into a tri-partite window at 1m width except for the corner which is 1.2m wide. Each bay is expressed as having distinct frontage with different window articulation and brick patterning. Rainwater leaders will be incorporated into the façade and exhaust vents incorporated within the window frames. At the Northeast corner, closest to William street, the façade

is broken into two distinct volumes, one slightly taller brick than the south volume to create distinction and acknowledge that one volume addresses the street condition, and the other addresses the back condition. The proposal would consider a corner window condition to bring more light into the units. The east window would be a protected window opening with a dedicated sprinkler. This meets the objective of avoiding a blank wall which is one of the design objectives of building facades.

Similarly on the north west side, we wrap the townhouse bay expression with five (5) distinct volumes expressed on the west façade with different brick patterning and colour separated by 4" metal reveal (which will also incorporate rainwater leaders) to maintain the townhouse expression on the side, same window dimensions but the volume steps down a bit to acknowledge the residential adjacency. There is a canopy proposed on the North east side of the development which is a visual marker for the pedestrian entry into the building. The pedestrian access and entry is protected from the rain/snow with a colonnade and creating a threshold experience into the compound and from the back, the main entry of the development is from the south side, off of a paved parking and drop off area. The main entry volume is pronounced distinct with more glass and transparency creating a visual marker. The entry door is highlighted with a wood panel and a large canopy providing protection and cover from the elements. Exterior building materials will be mostly brick or brick panel system with accents of stone at the base.



Main Entry highlighted with volume expression and canopy which will be downlit at night for security purposes.



Main Entry highlighted with change of materials for the above bay and welcoming large canopy

3.6 Building Height ULDG 4.5.2.2 and ULDG 4.5.2.3 Residential Orientation and Residential Setbacks (4.5.2.4)

Key objectives – New buildings should generally be developed at a height that is consistent with existing properties in the Town of Cobourg. Where taller buildings are appropriate, they should address transition to low rise areas. Residential buildings should be oriented to frame the street and provide a sense of enclosure while providing eyes on the street. Interior side yard should generally be 1.2m and 0.6m, or at average 0.9m.



University Avenue West elevation showing a strong cadence and setback from the west.

University Ave. West is a collector road with a proposed 28m ROW. A four storey 12.6 m height proposed is appropriate for the street and meets the design objectives outlined in the ULDG 2010. The building face while not quite parallel to University, create setbacks and help transition the building face as well articulated 10 (ten) 6m bays. The result of the triangle forecourt created helps transition from the public to the private realm.

The 1m setback on the Northeast corner is appropriate to maintain continuity of the front street face.

4.0 Landscape Strategy

4.1 Site Context

The proposed residential development project at 325 University Avenue W is located in the South-West Quadrant (SWQ) of Cobourg. The area's primary land-use is residential. The primary building types in the area are mostly single detached houses with landscapes that consist of mowed lawns, shrubs, and street trees. The project site consists of mainly residential houses and a two storeys commercial building. Like the rest of the SWQ, the typical landscape consists of lawns and trees.

This Landscape Strategy report is to provide insights as to how the proposed landscape features for this residential development at 325 University Avenue W

will manage and integrate the demands site aesthetics, drainage, green space, stormwater management, and pedestrian & vehicular circulation.

4.2 Front Streetscape at University Avenue W.

As part of this proposal, University Avenue will be widened and redevelop. In order to provide shade, greening, and visual interests along this street carefully selected native street trees will be spaced along this boulevard. Between the building and sidewalk this development incorporates a series of semi-private gardens at scale and layout in keeping with the single-family residential character of the neighbourhood. Each garden composed of low green hedges, with a central flowering tree, groundcover plantings, and an individual paved walkway that connects to the public sidewalk.



Example of Street Trees



Example of Front Semi-Private Garden

4.3 Rear Parking Lot & Driveways

To better facilitate stormwater infiltration and management this proposal includes the use of permeable pavers for all surface parking spaces. These permeable pavers will increase on-site water infiltration, reduce surface runoff and increase the lifecycle of the parking paving.

In addition, coloured permeable pavers will be used to highlight parking spaces, accessibility parking and walkways. Furthermore, coloured permeable pavers will add visual interest to a parking lot.



Example of Permeable Pavers and paving patterns

4.4 Rear Parking Area Bioswale

To further manage surface runoff and infiltration, this proposal includes a bioswale that surrounds the south and west perimeter of the proposed parking area. This bioswale will aide in capturing surface water runoff and will increase biodiversity.



Example of Bioswale

4.5 Rear Parking Area Willow Screen Wall within Bioswale

This development proposal includes a vegetative living green wall that will provide visual screening and appeal for both this development and adjacent properties alike.

Selected willow species will grow quickly and thrive in wet conditions and can be easily maintained.

A decorative cedar rail fence will provide support for the living wall as well adding year-round interest for this element.

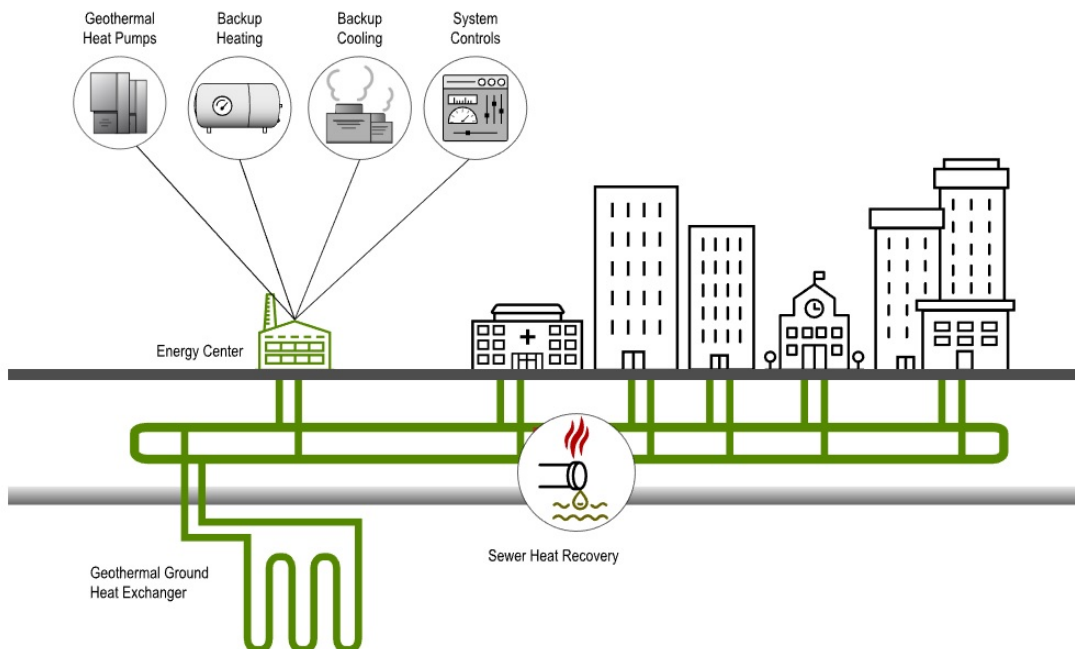


Example of Willow Screen Wall

Other Potential Site Features

This development proposal could potentially also include low voltage L.E.D. lighting, harmonized way finding signs, new site furnishings, bicycle amenities and south-side tree planting.

5.0 Sustainability – Balder Corporation is committed to providing high quality building that will provide on-going benefit to the residents as well as to the community at large.



Previous page: how geo-thermal works

5.1 Energy Efficiency (Energy conservation)

High performance building envelope including the use of ICF walls will create a high insulation and noise reduction quality to the proposed building. An energy modelling has been performed to ensure that the building energy performance meets the requirements of the R-2000, or equivalent. All appliances supplied



Example of underground storm water cistern to be buried underneath the main driveway.

will be ENERGY STAR rated. All light fixtures will be LED, and there will be provision for smart switching system to reducing the amount of light waste for non-occupied rooms.

5.2 Energy Source - Geo-thermal

Geo-thermal for heating and for cooling will be considered for the development. Geo-thermal uses latent heat stored in the earth as a heat sink for heating during the winter months and cooling during the hot summer months. Geo-thermal eliminates the need for oil/gas during the winter months for heating, and during the summer, eliminates the need for a cooling tower, saving on 1000's of gallons of domestic water required for cooling.

5.3 Water Balance – Storm water retention

A large storm water retention cistern is proposed under the driveway to collect majority of the rainwater to be used for either landscape irrigation and/or slow dissipation into the municipal storm drain so as to ease the burden of storm water during rainy season. Please also see the Bioswale and permeable pavers being proposed as part of storm and water retention during storm rainfall presented in the Landscape Section above.

5.4 Water Efficiency –

Drought tolerant landscape and Water efficient Fixtures are proposed including possible rainwater collection portals for irrigation purposes.

6.0 Summary

The proposed 4 storey mid-rise rental building on 311-325 University Avenue West, 387 William Street, Town of Cobourg is a contextually responsive development consistent with the key objectives outlined in the 2010 ULDG Town of Cobourg report. It is a good example of gentle intensification on a Collector road adding high quality market and affordable housing infrastructure to much needed segment of the market. All setbacks and visual angular plane including sun/shadow impact study clearly demonstrate the appropriate nature of the development. The added bonus of adding 15 new affordable rental units would be a value added to the Town of Cobourg.

Appendix A

Landscape Site plan



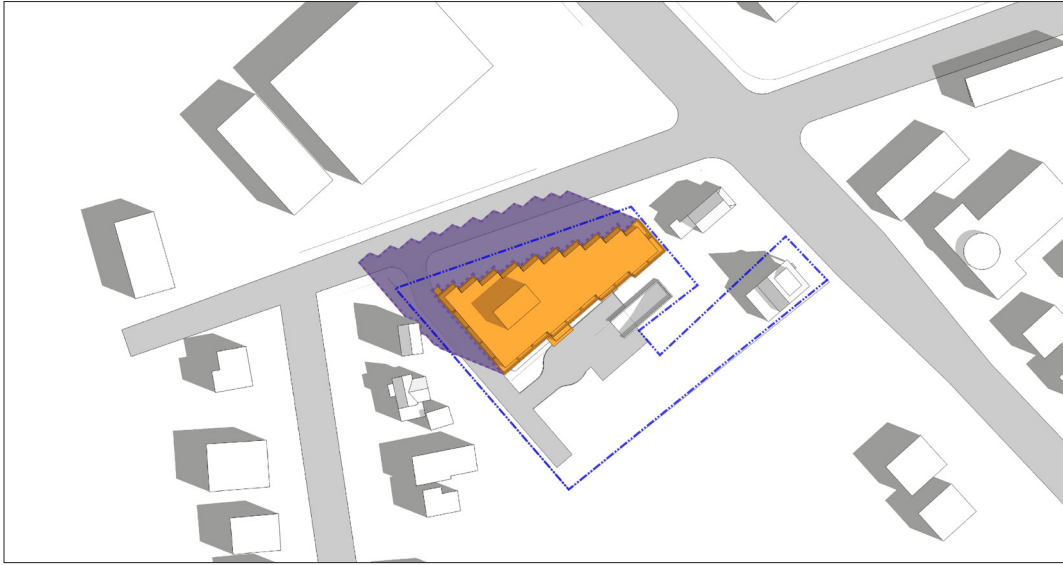
Appendix B

311-325 University Avenue West and 387 William Street,
Town of Coburg, Ontario

SUN SHADOW STUDY
JUNE 12, 2019

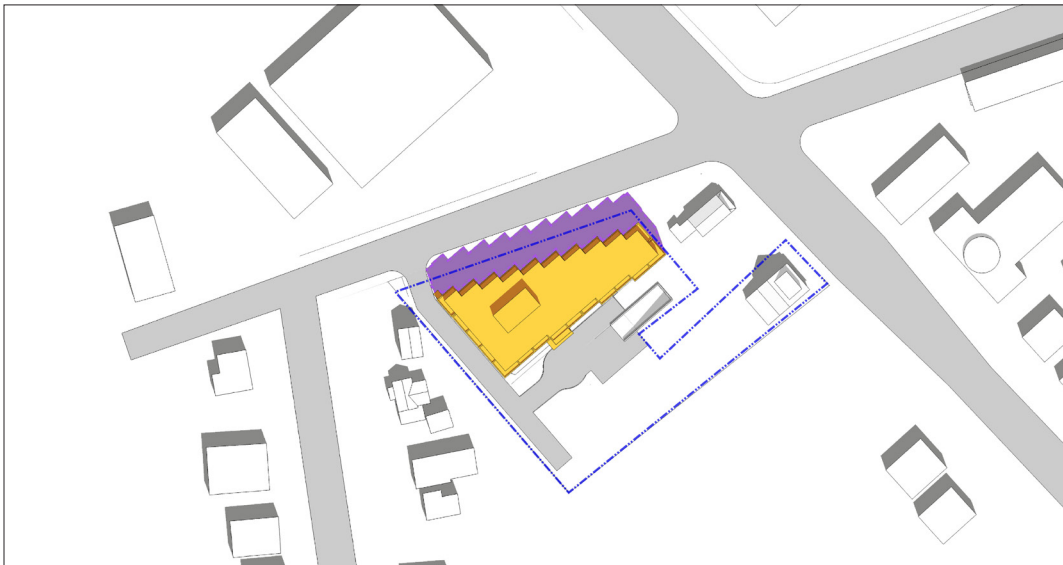
311-325 University Avenue West and 387 William Street,
Town of Coburg, Ontario

Prepared for ZBA



Proposed Development

March 21, 9:30 AM



Proposed Development

March 21, 12:30 PM



Proposed Built Form



Proposed Built Form Shadow



Property Line





Proposed Development

March 21, 3:30 PM



Proposed Development

June 21, 9:30 AM



Proposed Built Form

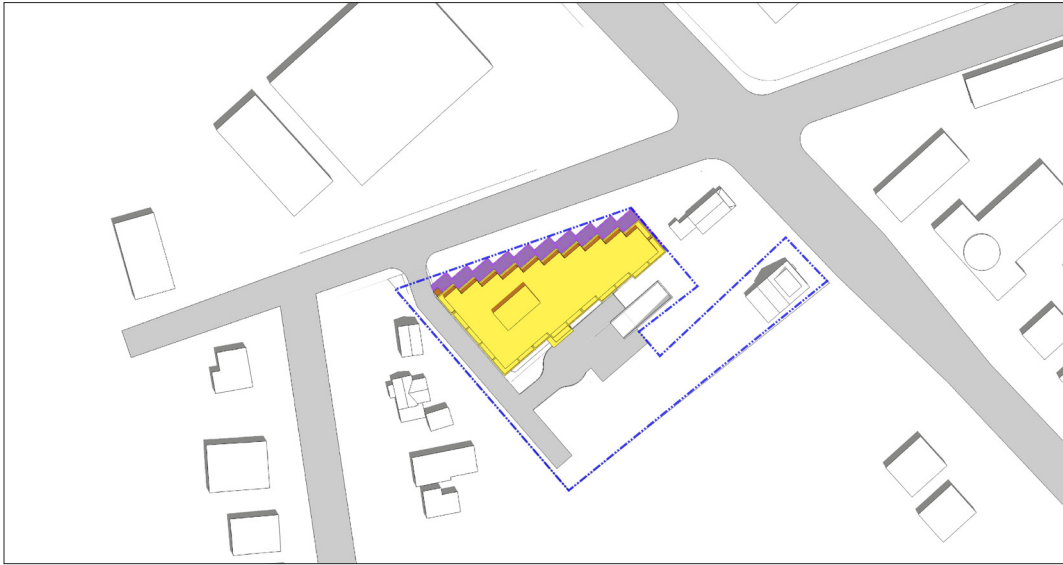


Proposed Built Form Shadow



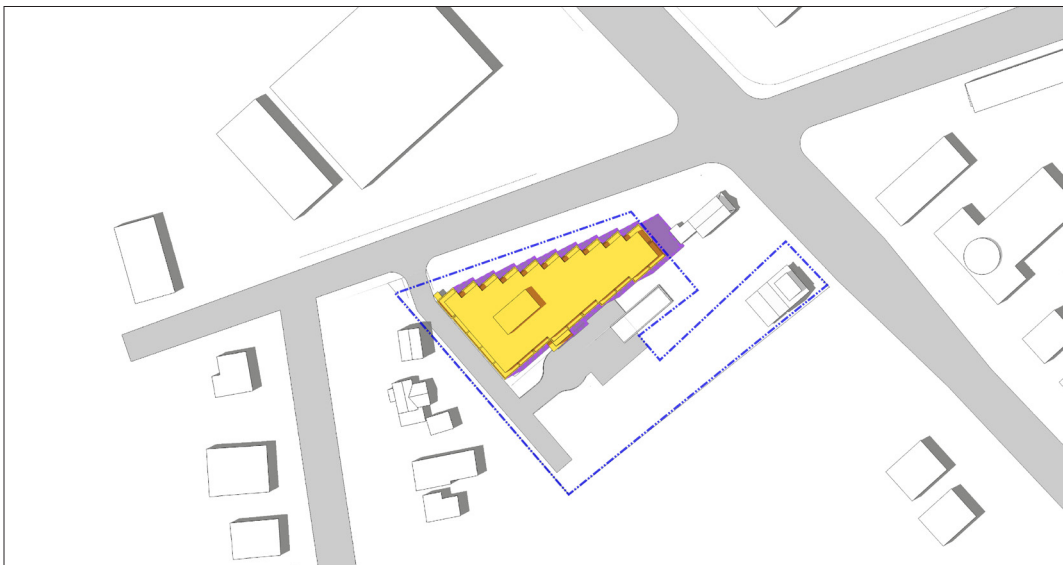
Property Line





Proposed Development

June 21, 12:30 PM



Proposed Development

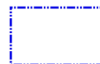
June 21, 3:30 PM



Proposed Built Form

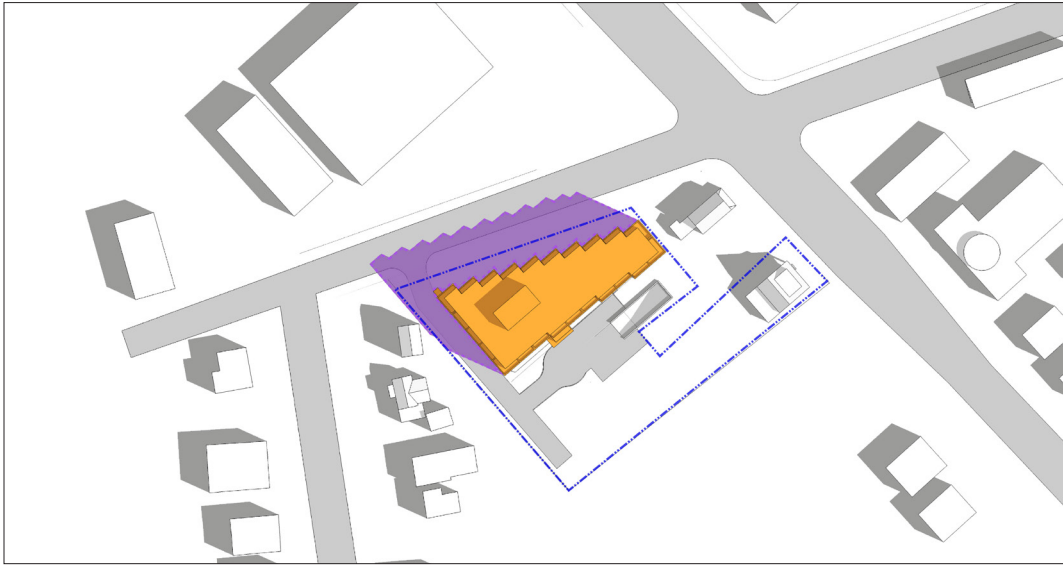


Proposed Built Form Shadow



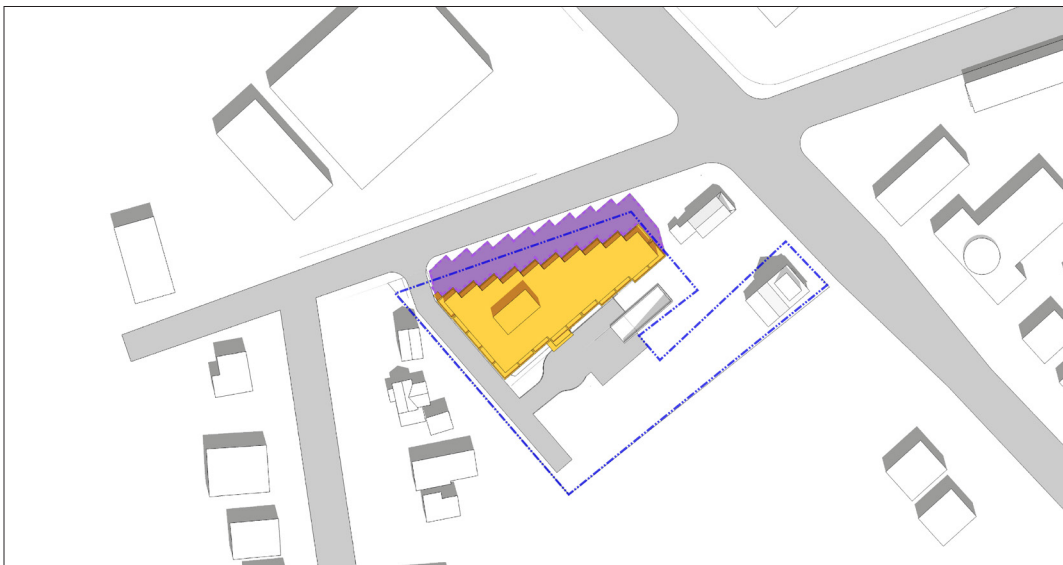
Property Line





Proposed Development

September 21, 9:30 AM



Proposed Development

September 21, 12:30 PM



Proposed Built Form



Proposed Built Form Shadow



Property Line





Proposed Development

September 21, 3:30 PM



Proposed Development

December 21, 9:30 AM



Proposed Built Form



Proposed Built Form Shadow



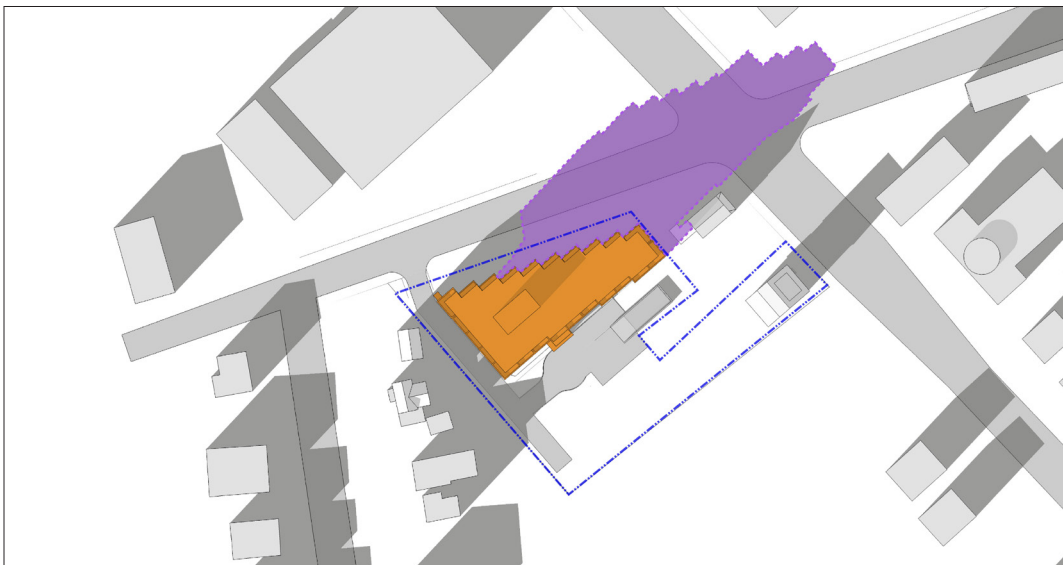
Property Line





Proposed Development

December 21, 12:30 PM



Proposed Development

December 21, 3:30 PM



Proposed Built Form



Proposed Built Form Shadow



Property Line





May 23, 2019

Reference Number: 20021/200

Mr. Babak Akbari
Balder Corporation
5140 Yonge Street, Unit 1530
Toronto, ON
M2N 6L7

Dear Mr. Akbari:

RE: Parking Addendum
Proposed Residential Development
325 University Avenue West, Town of Cobourg

LEA Consulting Ltd. has been retained by Balder Corporation as the Transportation Consultant for the proposed residential development at 315-325 University Ave W in the Town of Cobourg (herein referred to as the subject site). A Transportation Impact Study (TIS), dated April 2019, was previously submitted in support of the proposed development. Since the submission, it was brought to attention that 20% of the dwelling units will be in form of affordable housing. In addition, it is our understanding that there will be a change in the layout of the parking supply, decreasing the parking supply 80 spaces from 82 spaces. The number of units proposed for the subject site remains unchanged as 71 units. Parking at the subject site is therefore supplied at a rate of 1.13 spaces/unit. Of note it is assumed that number of required parking spaces will be rounded to the nearest whole number. This addendum addresses the change in parking supply from the April 2019 TIS considering the proxy site survey, affordable housing considerations, transit access and active transportation options.

1 PROPOSED PARKING SUPPLY

The proposed development is required by the Town's By-law 85-2003 to provide a minimum of 89 spaces (1.25 spaces/unit). The applicant is seeking a parking reduction by 9 spaces considering the fact that 20% of the units will be affordable units which equates to a supply rate of 1.13 spaces/unit.

2 PROXY SITE SURVEY RESULTS

As the proposed parking supply is below the minimum requirements, a proxy parking demand survey was conducted at an existing apartment development (Westwood Gardens) at 360 Westwood Dr to support the proposed shortfall. It should be noted that the location of the proxy site was confirmed with the Town staff prior conducting the survey. A parking demand rate of 0.91 spaces/unit was observed at the proxy site. A comparison between the minimum required, proxy and proposed parking supply rate is provided in Table 1.



Table 1: Comparison of Required, Proxy and Proposed Parking Supply Rate

Use	Parking Supply Rate (sp/unit)		
	Minimum Required	Proxy	Proposed*
Residential	1.25	0.91	1.13

*Note: Assumes number of parking spaces should be rounded to the nearest number

As the updated proposed parking supply rate of 1.13 spaces/unit is greater than the proxy demand rate of 0.91 spaces/unit, it is our opinion that the proposed parking supply rate is acceptable. More details corresponding with the proxy site survey can be found in the submitted TIS report.

3 AFFORDABLE HOUSING CONSIDERATIONS

According to the Ontario Non-Profit Housing Association (ONPHA), affordable housing plan has been developed and costed to make housing more affordable for Ontarians, create new homes and promote healthy communities. For rental housing, affordable housing usually includes housing in which monthly occupancy costs are equal to or below the average Town-wide market rents. In addition, there are initial income limit for each household in order to be eligible for the unit. As such, it can be concluded that the primary target of this plan is to provide housing for low-income households. The low-income threshold for a family of four is reported around \$40,000. Using the Transportation Tomorrow Survey (TTS) 2016 results which are provided in Appendix A, it can be specified that families living in apartments within Northumberland County and Durham Region have the average vehicle ownership rate of 0.93 vehicle per household which is very close to the rate that was observed in the proxy site parking survey. When results are further filtered to include only the households with income below \$40,000 per year, the vehicle ownership drops to 0.63 vehicles per household. Of note, 41% of the low-income families have stated that they do not own a vehicle.

As provided in Table 2, considering the 20% of the units as affordable category, and applying the 0.63 parking supply rate would result in 80 parking spaces which is consistent to the proposed number of spaces. Zoning By-law required rate is used for the rest of the units to be conservative.

Table 2: Parking Supply Calculations Considering the Affordable Housing Parking Supply Rate

Total Number of Units	Affordable Housing Share	Units		Parking Supply Rate	Parking Supply
71	20%	Affordable Housing	14	0.63 Per Unit (As per TTS results)	9
		Regular	57	1.25 Per Unit (by-law requirements)	71
Total Recommended					80
Total Provided					80



4 TRIP GENERATORS AND MAJOR DESTINATIONS

The Subject Site is highly accessible to the major downtown office, commercial, and employment areas. Downtown Cobourg is accessible within 4 minutes of cycling or 17 minutes of walk time. The 10-minute cycling catchment area and 15 minute walking catchment area demonstrated in Figure 1 and Figure 2 respectively.

Therefore, major destinations are easily reached from the Subject Site by public transit, cycling, and walking. The Walk score and bike score are 60 and 59 out of 100 respectively. Walk score of 60 indicates that this location is somewhat walkable so some errands can be accomplished on foot. Of note, Cobourg has an average walk score of 48 (*Source: Walkscore.com*).

Figure 1: 10-minute cycling catchment area

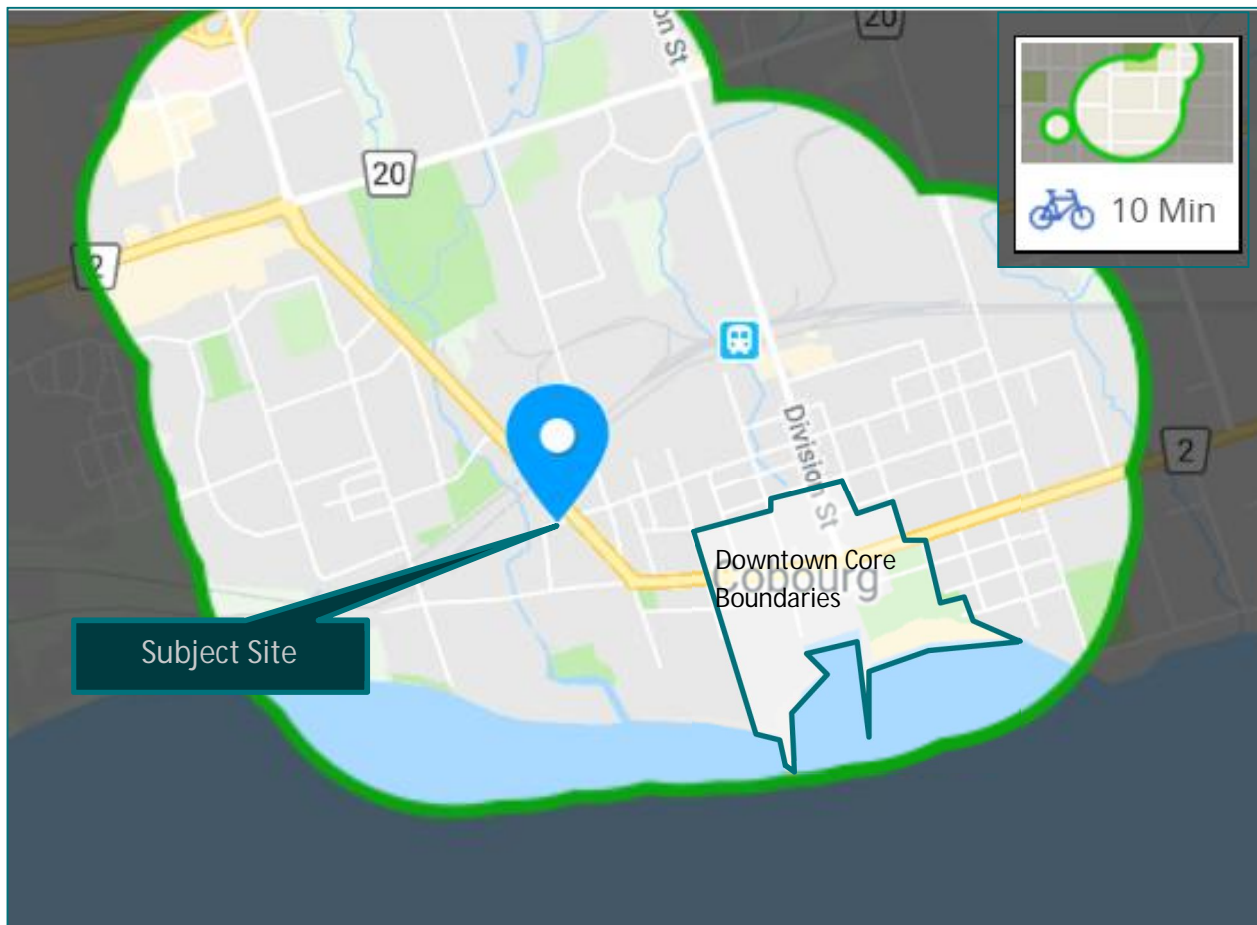
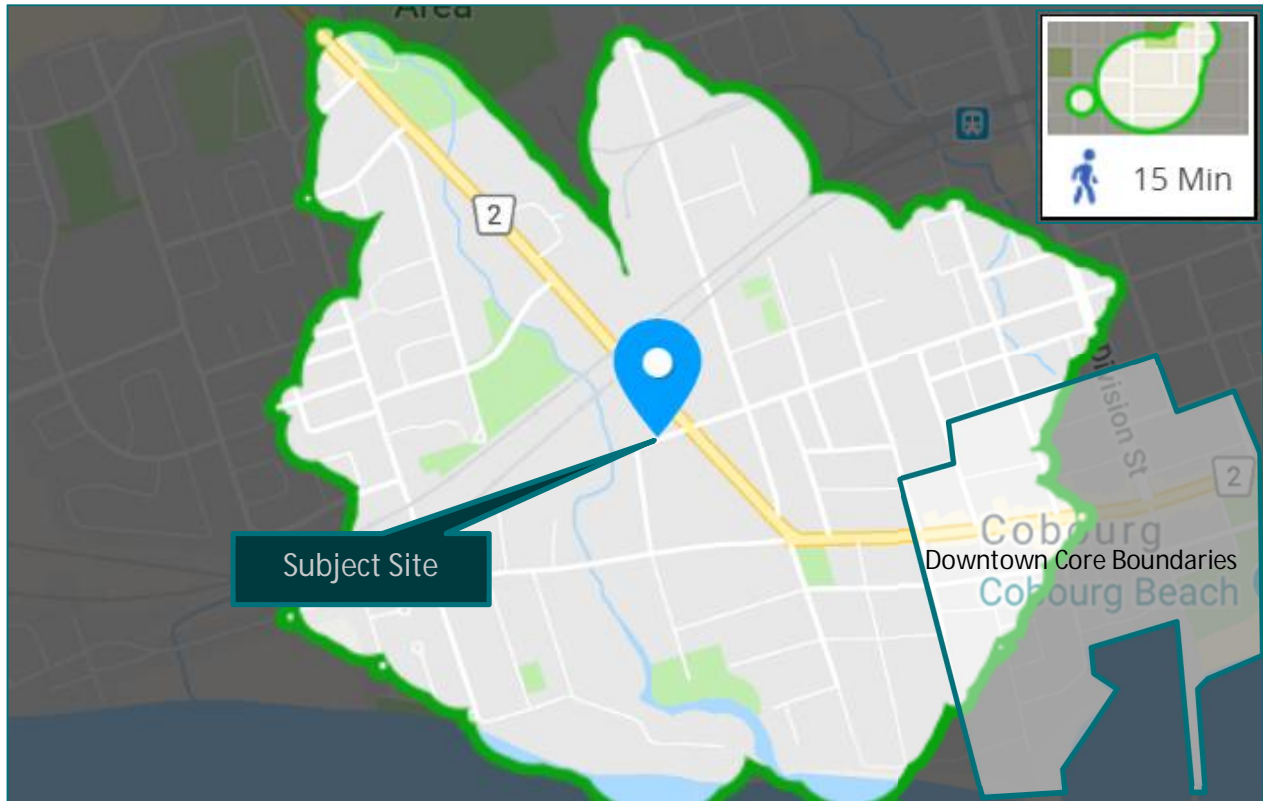




Figure 2: 15-minute walking catchment area



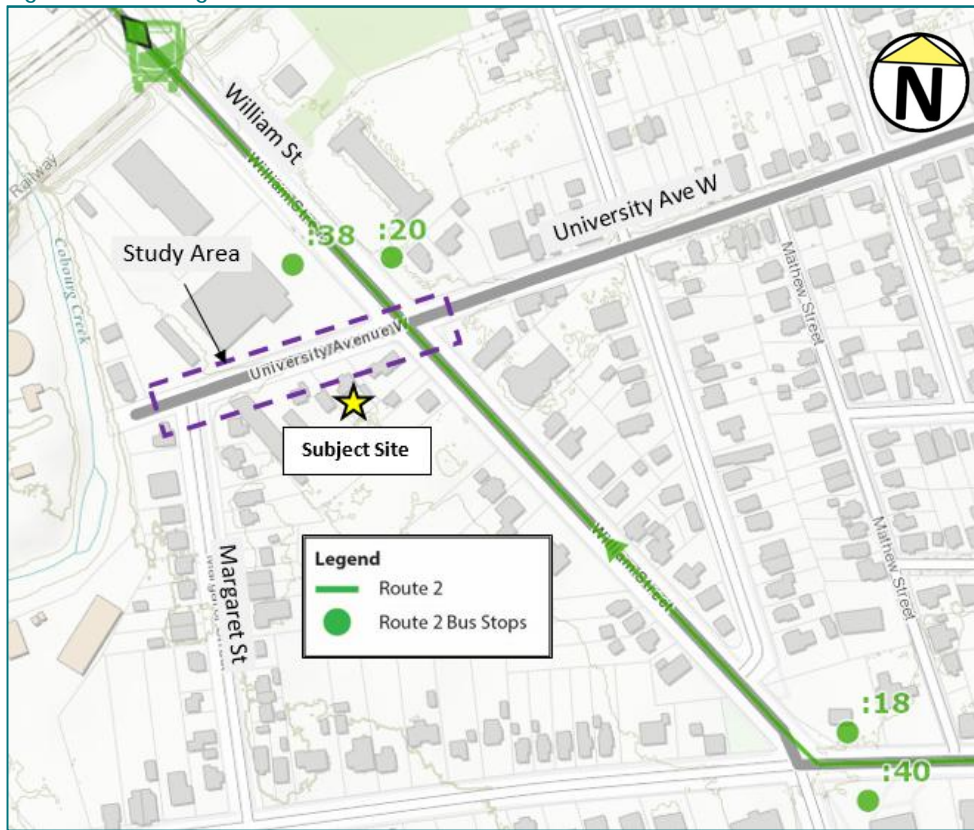
5 EXISTING AND FUTURE TRANSIT NETWORK

The study area is currently serviced by Cobourg Transit, which provides two routes in the Town. Route 2 is currently the only route servicing the study area. Figure 3 illustrates the existing transit network within vicinity of the study area, as of April 2019.

As per Town of Cobourg Transportation Master Plan 2011, the Town is encouraged to complete transit ridership growth plan and do a joint study with the Town of Port Hope to improve the share of transit among the modes of transport. Therefore, it is expected that a more robust and flexible transit service to be available to the residents of Cobourg including the future residents of the proposed development.



Figure 3: Existing Transit Services



6 PARKING CONCLUSION

Considering the 20% share of affordable units, easily accessible services and amenities available to future residents of the proposed development using active modes of transport, future improvements of public transit, relief from the Town of Cobourg’s current zoning by-law would be reasonable. This conclusion was further confirmed by TTS data and proxy survey results. We trust that the evidence provided in this letter is sufficient to support the parking supply rate of 1.13 spaces per unit as proposed.

Yours truly,
LEA CONSULTING LTD.

Piروز Davoodnia
Pirooz Davoodnia, M.A.Sc., EIT
Senior Transportation Planner/Modeller

Natalie Tsui
Natalie Tsui, B.A.Sc.
Transportation Analyst

Encl. Appendix A: TTS 2016 Data



APPENDIX A

Transportation Tomorrow Survey 2016

Vehicle Ownership Results, Households in Apartments within
Northumberland County and Durham Region



Thu May 23 2019 12:09:44 GMT-0400 (Eastern Daylight Time) - Run Time: 378ms

Cross Tabulation Query Form - Household - 2016 v1.1

Row: Income range of household - income

Column: No. of vehicles in household - n_vehicle

Filters:

Type of dwelling unit - dwell_type In 2,
and

2006 GTA zone of household - gta06_hhld In 9001 - 9016, 1001 - 1334,

Household 2016

Table:

.0,1,2,3,4,5,7

\$0 to \$14999,2767,1774,70,0,0,0,0

\$15000 to \$39999,3927,7052,658,0,0,0,0

\$40000 to \$59999,866,4930,1060,121,0,0,0

\$60000 to \$99999,99,2867,1435,119,119,89,0

\$100000 to \$124999,0,905,478,26,0,0,0

\$125000 and above,7,446,212,128,9,0,81

Decline / don't know,1871,3861,666,120,0,0,0

Income Range	Number of House Holds							Total Number of House Holds
	No Vehicles Owned	1-Vehicle Owned	2-Vehicles Owned	3-Vehicles Owned	4-Vehicles Owned	5-Vehicles Owned	7-Vehicles Owned	
\$0 to \$14999	2,767	1,774	70	0	0	0	0	4,611
\$15000 to \$39999	3,927	7,052	658	0	0	0	0	11,637
\$40000 to \$59999	866	4,930	1,060	121	0	0	0	6,977
\$60000 to \$99999	99	2,867	1,435	119	119	89	0	4,728
\$100000 to \$124999	0	905	478	26	0	0	0	1,409
\$125000 and above	7	446	212	128	9	0	81	883
Decline / don't know	1,871	3,861	666	120	0	0	0	6,518
Total Number of House Holds	9,537	21,835	4,579	514	128	89	81	36,763
	26%	59%	12%	1%	0%	0%	0%	100%

Income Range	Number of Vehicles							Total Number of Vehicles
	0	1	2	3	4	5	7	
\$0 to \$14999	0	1,774	140	0	0	0	0	1,914
\$15000 to \$39999	0	7,052	1,316	0	0	0	0	8,368
\$40000 to \$59999	0	4,930	2,120	363	0	0	0	7,413
\$60000 to \$99999	0	2,867	2,870	357	476	445	0	7,015
\$100000 to \$124999	0	905	956	78	0	0	0	1,939
\$125000 and above	0	446	424	384	36	0	567	1,857
Decline / don't know	0	3,861	1,332	360	0	0	0	5,553
Total Number of Vehicles	0	21,836	9,160	1,545	516	450	574	34,059
	0%	64%	27%	5%	2%	1%	2%	100%

Rate for all HouseHolds	0.93
Rate for Low Income HH	0.63