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# P L A N N I N G JUSTIFICATION REPORT

DEPALMA DEVELOPMENTS LTD.

NORTH OF ELGIN STREET WEST, SOUTH OF HWY  
401, WEST OF DEPALMA DRIVE AND EAST OF THE  
MUNICIPAL BOUNDARY  
TOWN OF COBOURG, ON

August 2019  
FILE #6501

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# 1. INTRODUCTION

Weston Consulting is the planning consultant for the legally registered landowner of the lands generally north of Elgin Street West, south of Hwy 401, west of DePalma Drive and east of the Municipal Boundary in the Town of Cobourg (herein referred to as the "subject property"). The landowner is proposing the introduction of a hotel on a portion of the lands located on the eastern quadrant of the subject property (the "Hotel lands").

In order to facilitate this proposal, an application for a Zoning By-law Amendment has been submitted to provide site specific regulations for the Hotel lands in particular, which were severed from the subject property by way of a consent application approved by the Town of Cobourg on March 20, 2019 subject to certain conditions. This application and supporting materials are submitted in accordance with communications received from Town of Cobourg Planning Staff on September 28, 2018, and constitute a complete application as described in Section 34(10) of the Planning Act.

This report provides the planning rationale to support the Zoning By-law Amendment application required to facilitate proposed development of the Hotel lands.



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## 2. PURPOSE OF REPORT AND PROJECT BACKGROUND

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In May 2010, the Town of Cobourg Council adopted Official Plan Amendment No. 69 (referred to as “OPA 69”), which was subsequently approved by the Former Ministry of Municipal Affairs and Housing in December 2011. OPA 69 was appealed by the registered landowner of the subject property (“DePalma”) on a site-specific basis. DePalma actively participated in the planning process leading to the adoption of OPA 69, making informal representations regarding the contents and use permissions for the Employment Area land use designation and submitting letters requesting consideration of the same to the Town of Cobourg.

A series of meetings and discussions were held with Town of Cobourg Planning Staff from 2015 – 2017, whereby issues related to the subject of the appeal were discussed and proposed development concepts and proposed policy amendments were considered. The proposed policy amendment for the subject property include expanded use permissions for the Employment Area designation within the Cobourg West Business Park Secondary Plan, including permissions for retail and commercial uses as well as hotel uses.

A settlement was reached to allow these additional use permissions between DePalma and the Town of Cobourg which was approved by the Former Local Planning Appeals Tribunal in a decision issued June 15, 2018, which constitutes Section 14.3.2.6.1 of the Town of Cobourg Official Plan.

The purpose of this report is to both evaluate and outline the nature of the proposed development in the context of the applicable policy framework including the Planning Act, Provincial Policy Statement (2014), Growth Plan for the Greater Golden Horseshoe (2019), Northumberland County Official Plan, Town of Cobourg Official Plan and Official Plan Amendment No. 69, and the Town of Cobourg Zoning By-law 85-2003. The purpose of this application is to bring the use permissions and certain performance standards for the Hotel lands as outlined in the Town of Cobourg By-law 85-2003 into conformity with section 14.3.2.6.1 of the Official Plan.

This report provides planning analysis and justification for the proposal in accordance with good planning principles and provides a basis for the advancement of the Zoning By-law Amendment application through the planning process.



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## 3. SITE DESCRIPTION AND CONTEXT



### 3.1 Description of Subject Property

The subject property is located South of Highway 401, north of Elgin Street West, west of DePalma Drive and east of the Municipal Boundary in the Town of Cobourg. The Hotel lands constitute a 0.751-hectare portion of the total land area of the subject property, in its eastern quadrant (Figure 1). The Hotel lands will have a frontage of 83.5 metres along the future extension of DePalma Drive, the design and completion of which is subject to approval by the Town of Cobourg. The Hotel lands are presently used for farming purposes and contain no structures.

The remainder of the subject property has a total area of 12.839 hectares with two narrow frontages along Elgin Street West of 19.59m and 20.12m. The property is legally described as:

**PT RDAL BTN LT 22 & 23 CON 1 HAMILTON; PT LT 22 CON 1 HAMILTON AS IN NC340804 S/T HN13225; COBOURG**

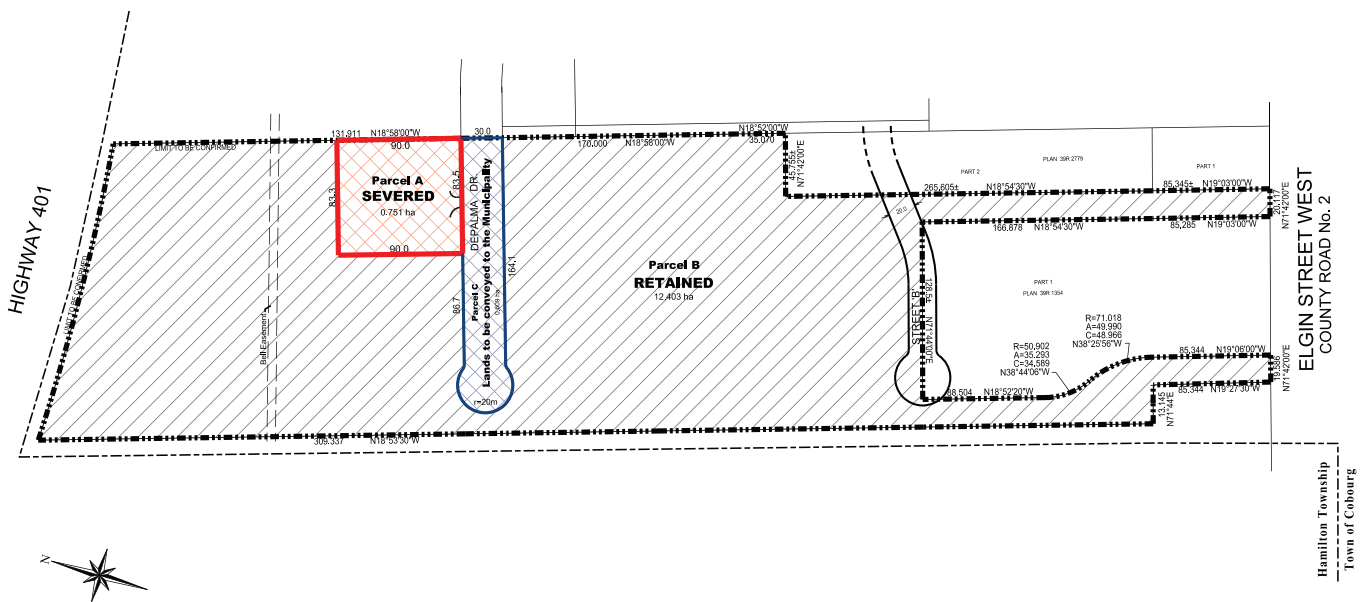


Figure 1: Aerial Photo of Subject Property

## 3.2 Surrounding Land Uses

The subject property is located in the northwest portion of the Town of Cobourg. The subject property is located near a large commercial development to the east and abuts the border between Hamilton Township to the west. The property is also bound by Highway 401 to the north, which is a major highway that provides connection throughout Ontario. A number of automobile businesses which front on Elgin Street West bound the subject property to the south. Trees have been planted along the perimeter of the subject property to act as a buffer, most notably along the northern border facing Highway 401 (Figure 2).

The land uses surrounding the subject property are as follows:

**North:** To the north, the subject property is bordered by the Town of Cobourg Settlement Area boundary and Highway 401. North of Highway 401 is the Township of Hamilton. These lands are used for agricultural purposes and are bisected by a watercourse and related vegetated area.

**South:** To the south of the subject lands are a number of automotive/commercial uses along the north side of Elgin Street West. Additional commercial lands are located south of Elgin Street West including the Northumberland Mall and a large format retail centre containing a Canadian Tire. Residential neighbourhoods are located further south of these commercial lands.

**East:** To the east is a SmartCentres retail development which includes a Home Depot, a Walmart, and other ancillary commercial tenants. Further west is the Northumberland Hills Hospital which serves a catchment area within west Northumberland County. DePalma Drive runs west-east through these lands from the east boundary of the subject lands to Burnham Street, a north-south arterial roadway providing access to Highway 401.

**West:** To the west, the subject lands are bordered by the Town of Cobourg Settlement Area boundary. Beyond the settlement area boundary is the Township of Hamilton. Lands to the west are currently being used for agricultural purposes.



Figure 2: Street View of Subject Property Facing West on Depalma Drive

### 3.3 Transit and Transportation

The subject property fronts along the south side of Highway 401, as indicated by Schedule C of the Northumberland Official Plan (Figure 3).

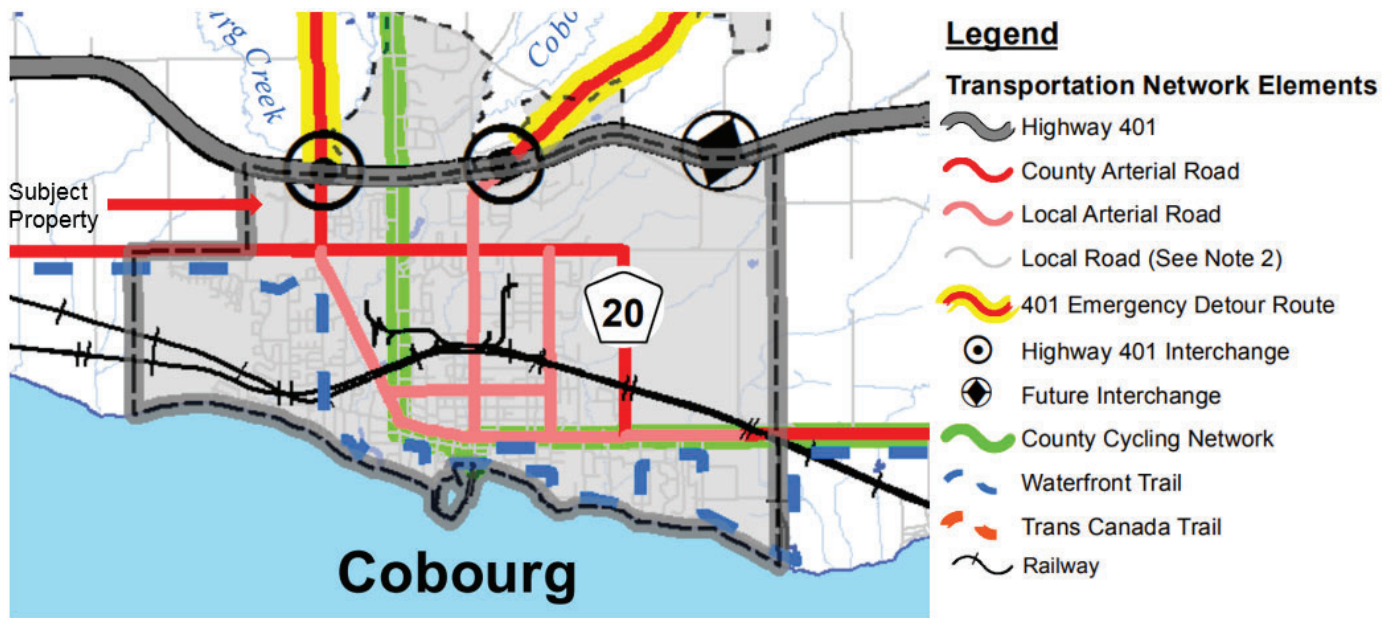


Figure 3: Northumberland Official Plan Schedule C

#### Roads

DePalma Drive is defined as an existing Collector Road that terminates at the south-eastern corner of the Hotel lands at the present (Figure 3). Based on the Town of Cobourg Official Plan Table 3 – Function of Road Facilities, Collector Roads serve local travel demands and provide connections within neighbourhoods and employment areas. Further, they connect arterial and local roads and thus connect these neighbourhoods and employment areas to other areas of the Town. Collector roads shall contain sidewalks on both sides for pedestrian circulation, and all new Collector Roads shall be designed with the addition of bicycle lanes within the right-of-way for connectivity throughout the Town.

The Town of Cobourg has planned an extension of DePalma Drive along the southern portion of the Hotel lands, continuing across the subject property to its western edge (Figure 4). This roadway will provide pedestrian connectivity to the surrounding commercial and employment area and beyond, and will allow for safe cycling function for future users of the site.

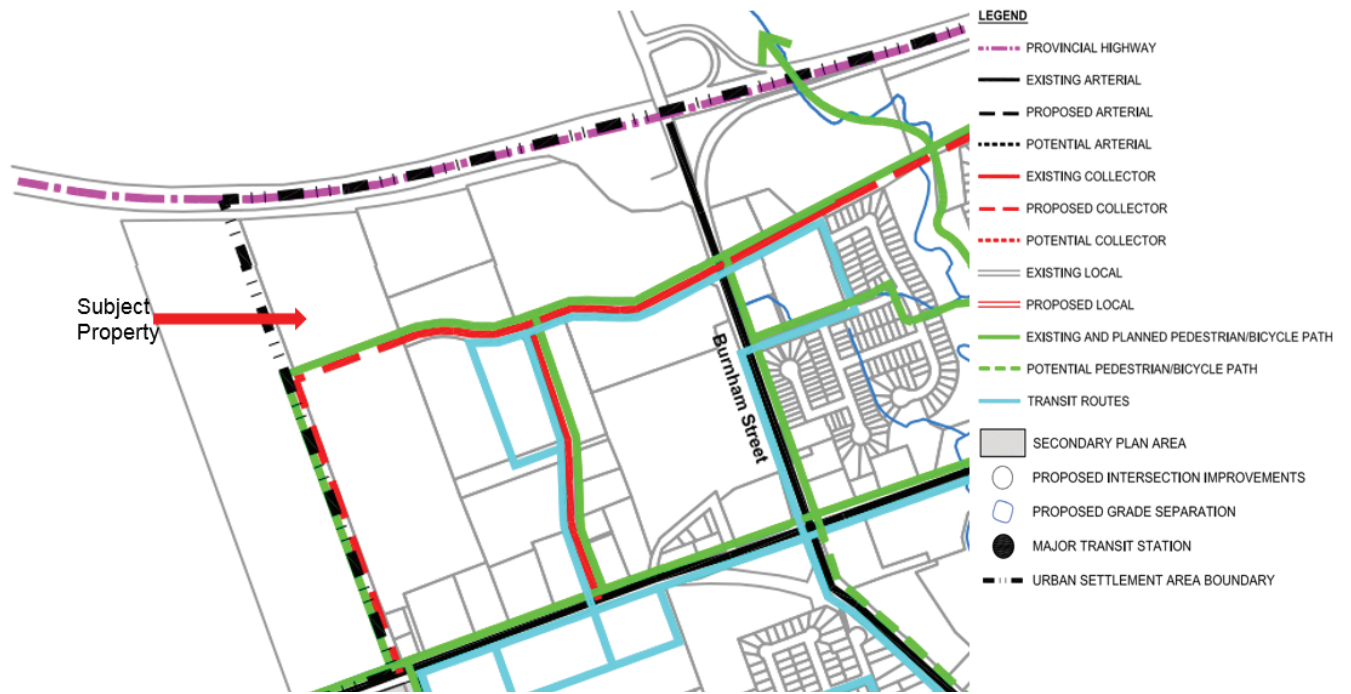


Figure 4: Town of Cobourg Official Plan Schedule E – Road Network Plan

## Highways

The Hotel lands are located immediately south of Highway 401. Access to Highway 401 is found approximately 600 metres to the east from Burnham Street. Highway 401 provides Regional connection west to Highway 28, which extends north-south, and beyond to the east.

## Transit

The Hotel lands are located approximately 2.75km from the Cobourg Train Station, which is served by VIA Rail train service.

Furthermore, the Hotel lands are located approximately 175 metres from a bus transit stop on the north side of DePalma Drive, served by Route 1 which provides east-west bus transit connections at an hourly interval from 6:15am to 7:45pm on weekdays, 8:15am to 7:45pm on Saturday and 8:45am to 3:45pm on Sunday. There are further bus connections along Elgin Street to the south,

### 3.4 Community Facilities

The subject property is located within an area that is well served by facilities and amenities including schools, churches, commercial areas, hospitals and parks within a 1-kilometer radius. These community facilities are identified in Figure 5.



Figure 5: Community Facilities Map



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## 4. DESCRIPTION OF PROPOSED DEVELOPMENT

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The proposal contemplates the development of the subject property with a 4-storey hotel consisting of 82 suites. The concept site plan prepared by Chamberlain Architects illustrates the proposed layout of the site to accommodate the proposed development, as illustrated in Figure 6 below.

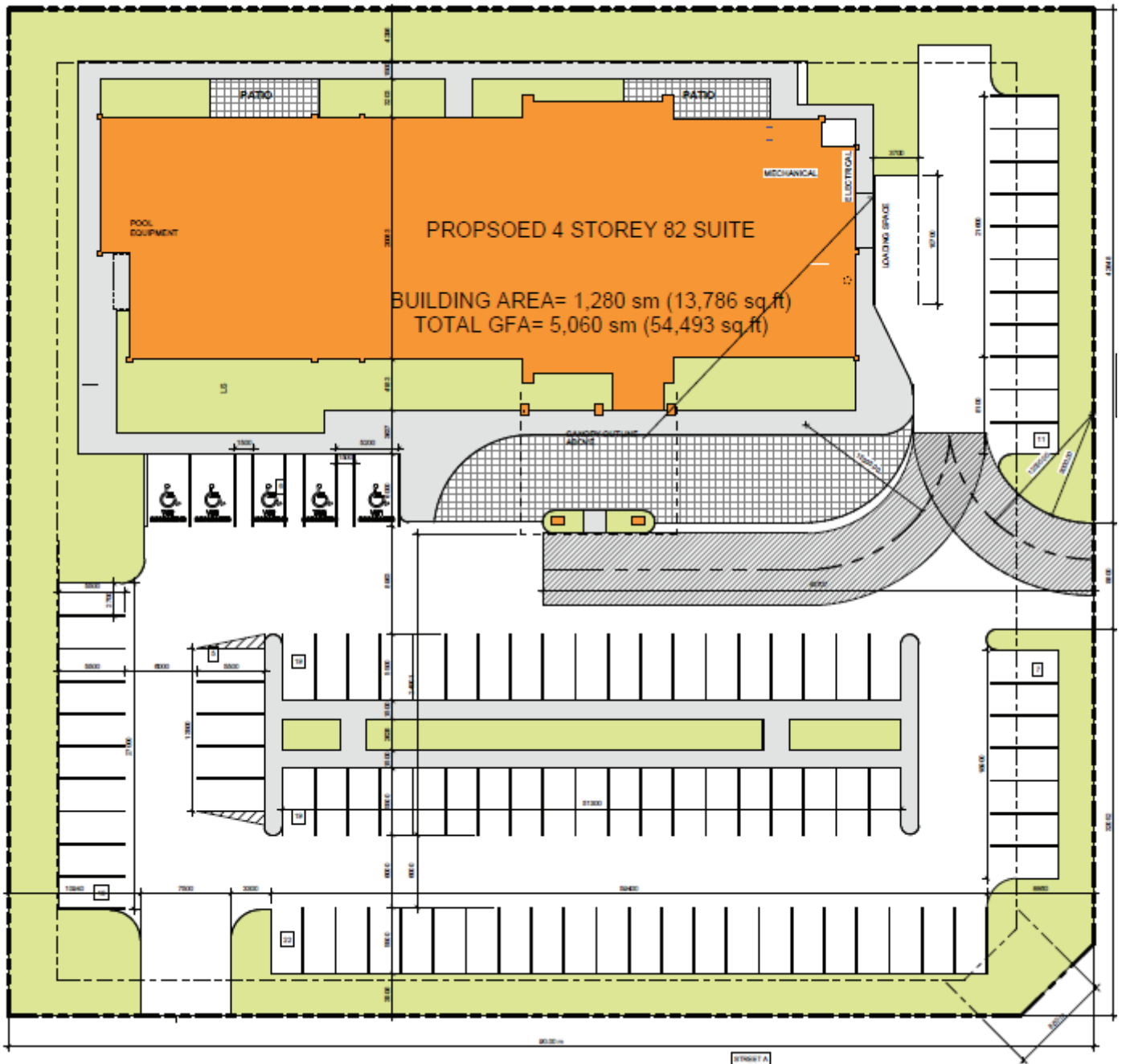


Figure 6: Concept Site Plan

The proposed hotel constitutes a 4-storey building containing a total gross floor area of 5,060 square metres. With a ground floor area of 1,280 square metres, the Hotel has a total lot coverage of 17% of the Hotel lands.

Within this building are 82 hotel units. The mix of room types is as follows:

Table 1 - Hotel Suite Mix

Room Type	Ground	2nd	3rd	4th	Total
Guestroom King	2	8	8	8	42
Guestroom King X-Wide	0	1	1	3	9
Guestroom King Suite	0	3	3	3	15
Guestroom King Accessible	1	2	2	0	7
Guestroom Queen	1	9	9	9	46
Guestroom Queen Suite	0	2	2	2	10
Guestroom Queen Accessible	0	1	1	1	5
Total	4	26	26	26	82

The ground floor area of the hotel building contains a variety of uses including 4 hotel rooms, amenity space including meeting rooms, a board room, fitness and pool room, laundry area, and meal space. Further, the ground floor contains those areas typical of administration of a hotel including the lobby, sales and management offices, and those rooms used for maintenance of the hotel.

The Hotel lands will gain access from the extension of DePalma Drive to the south, whereby the 8.8-metre-wide driveway enters to the surface parking area. A secondary access is provided along the western property line. The site is configured such that the drive aisle leads to a drop off area at the western front entrance of the hotel. The parking area maintains a minimum 3-metre wide landscaping buffer along the site's boundary, along with landscaped parking islands. A total of 98 parking spaces are provided to facilitate the proposed development.



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## 5. DESCRIPTION OF PLANNING APPLICATIONS

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This report has been prepared in support of an application to amend the Town of Cobourg Zoning By-law 85-2003 to bring it into conformity with the use permissions for the subject property as identified in the Town of Cobourg Official Plan, as amended.

The Hotel lands are zoned Business Park Exception 4 Zone – BP-4. An amendment to the Zoning By-law is required to rezone the Hotel lands to introduce a new Business Park Exception Zone which permits a hotel as a proposed use, as well as to seek relief from certain zoning standards. A future application for Draft Plan of Subdivision will be submitted to facilitate the development of the greater subject property.



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## 6. PUBLIC CONSULTATION

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A public consultation strategy, consistent with the Planning Act requirements under Bill 73 shall include the following:

- A Notice of Complete Application will be circulated to all property owners within 120 metres of the hotel Lands by the municipality detailing the nature of the application and the requested amendments to the Zoning by-law.
- An application Notice Sign will be posted on the Hotel lands by the proponent identifying the request for an amendment to the Zoning By-law and the intent of the proposed development.
- A Statutory Public Meeting will be scheduled by the municipality with notice circulated a minimum of 14 days prior to the meeting date to all property owners within 120 metres of the Hotel lands.
- Comments from the public and Council will be documented and responded to, where possible, through a formal resubmission to the Town.
- Based on the comments received, an informal public meeting may be held, as required, with various stakeholders in the community.

It is our understanding that the above public consultation strategy is consistent with the requirements under the Planning Act.



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## 7. SUPPORTING MATERIALS

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In accordance with the information obtained as a result of the Pre-Consultation Meeting conducted with the Town of Cobourg, and subsequent correspondence on September 28, 2018, the following studies are submitted in support of the proposed development.

Report	Author / Consultant
Functional Servicing Report	Engage Engineering Ltd.
Stormwater Management Report	Engage Engineering Ltd.
Urban and Sustainable Design Study	Weston Consulting
Traffic Impact Study	NexTrans Consulting Engineers
Geotechnical Report	Trow Associates Inc.

## 7.1 Functional Servicing Report and Stormwater Management Report

Engage Engineering Ltd. was retained to prepare a Functional Servicing Brief in support of the development of the Hotel lands. The purpose of this report is to identify how the severed parcel can be serviced with water and sanitary sewers and how access will be provided via the future extension of DePalma Drive. The report is preliminary in nature and is meant to demonstrate that it is technically feasible to service and provide access to the site. Additional detail will be resolved and completed during the detailed design stage in support of a future application for Site Plan Approval.

The report concludes that there is an existing 300 mm diameter watermain available on DePalma Drive to provide a service to the proposed hotel. Based on the size of the watermain, it is expected that sufficient flow and pressure will exist to support the proposed development; however, this will be confirmed through the detailed design as part of the Site Plan Approval process.

There is an existing sanitary sewer on DePalma Drive. To service the Hotel lands, 230 metres of new sanitary sewer will need to be installed along DePalma Drive. Based on the site grades and as-constructed inverts, there is sufficient capacity for the existing sewer to provide gravity flow. Detailed design and a downstream

sanitary capacity study will be completed as part of a future Site Plan Approval Application.

There is existing road access via DePalma Drive at the eastern limit of the subject property. Access to the Hotel lands is proposed via the future extension of DePalma Drive which will constitute a two-lane road with a temporary cul-de-sac (as an interim condition). The ultimate road configuration will be a 4-lane cross section to match the existing DePalma Drive. This interim condition will service the Hotel lands until the ultimate design and approval of the remainder of the subject property is achieved.

Accordingly, the proposed development has adequate water and sanitary servicing and will have frontage on a public right-of-way due to the future extension of DePalma Drive.

## 7.2 Stormwater Management Report

Engage Engineering Limited was retained to prepare a Functional Stormwater Management Report (“SWM Report”) to support the Zoning By-law Amendment application to permit the construction of a hotel on the subject site. The purpose of the SWM Report was to determine the impact that the hotel will have on the runoff rates on site and to recommend stormwater management measures to maintain post-development flows to pre-development levels, while ensuring appropriate quality control.

While it is recognized that a detailed SWM report must be prepared as part of the Site Plan Application for the Hotel, and beyond this must be prepared in support of the greater planning applications and approvals for the entirety of the DePalma lands. This report was prepared to demonstrate that, at a functional level, an interim stormwater management strategy for the hotel site can be accommodated within the subject property.

The SWM Report concluded that the development of the Hotel lands and the associated extension of DePalma Drive will increase runoff rates and has the potential to increase sediment/contaminant loading downstream. To mitigate these effects, an interim Stormwater Management Strategy has been developed which will be maintained until the ultimate SWM strategy for the entire DePalma lands is implemented. This interim strategy incorporates a dry pond to provide quality control. This will over-control the 100-year post-development release rate to 2-year pre-development levels as required by the MDP.

As directed by the Ganaraska Region Conservation Authority and the Town of Cobourg, quality control will be provided for the site to an “enhanced” level. This will be provided through a quality control treatment approach consisting of an enhanced grassed swale with an OGS located on the proposed Hotel lands. The proposed Stormwater Management strategy will ensure that the proposed development does not negatively impact downstream receivers.

Ultimately, Engage Engineering has demonstrated that it is technically feasible to implement an interim SWM strategy for the development of the Hotel lands that meets the Town of Cobourg, GRCA and County requirements within the limits of the DePalma Lands.

## 7.3 Urban and Sustainable Design Brief

Weston Consulting prepared an Urban and Sustainable Design Brief on behalf of the applicant, which provides an analysis of the proposed development from the perspective of urban design and sustainable development. This brief provides a contextual analysis of the Hotel lands and its role within the Cobourg West Business Park, and evaluates the proposal in light of the Town of Cobourg’s Official Plan urban design policies and guidelines. The Brief further explains how the proposed development achieves key urban design principles. It further evaluates the Hotel lands within the context of its compatibility with sustainable development principles within the Town.

The Brief explains how the design of the building complements the existing and future employment uses of the Cobourg West Business Park by respecting the scale and character of development while providing high quality design and landscaping. The Brief further discusses that the proposed development will be in keeping with the principles of sustainability as outlined by the Town of Cobourg as it strives to reduce the consumption of energy, land and other non-renewable resources.

The document acknowledges that the proposed conceptual design is preliminary and site-specific architectural materials and sustainable design features will be finalized at the site plan stages of this project.



## 7.4 Traffic Impact Study

NexTrans Consulting Engineers prepared a Traffic Impact Study in support of the proposed development. The study provides findings and recommendations based on the traffic analysis undertaken. The study includes an analysis of existing road network and active transportation network, existing traffic conditions

The proposed development is anticipated to generate 39 two-way auto trips during AM peak hours, and 49 two-way auto trips during the PM peak hours. On the basis of this analysis, it is expected that the study intersections and existing accesses are expected to operate with excellent levels of service following the full build out of the proposed development.

The Town of Cobourg requires a total of 102 parking spaces for the proposed development, where by 98 parking spaces are provided which constitutes a technical deficiency of 4 parking spaces. On this basis, since the parking deficiency falls below a 10% deficiency, the proposed parking supply is sufficient for the proposed hotel. Furthermore, proposed site plan is accessible from a circulation perspective.

Accordingly, the proposed development can operation sufficiently from a transportation perspective.

## 7.5 Geotechnical Investigation

Trow Associates Inc. was retained to prepare a Geotechnical Investigation for the subject property and Hotel lands to provide an assessment of subsurface soil and groundwater conditions at the site, to provide preliminary geotechnical engineering guidelines for the design and construction of development on site.

The Geotechnical Investigation concludes that site grading can occur, provided that the grading conforms to the recommendations of the Report for the construction of structural fill for building lots, roadway and pavement areas (where required). All excavation, backfilling and compaction should be monitored on a full-time basis by geotechnical staff to approve materials and ensure the specified degrees of compaction have been obtained.

With regards to Sewer and Watermain Installation, the Report concludes that excavation for the construction of said servicing can occur in open cuts using conventional equipment. In order to ensure groundwater control, the Report recommends seepage into construction trenches be handled using conventional sump pumping in conjunction with oversized excavations. Provided that these groundwater control measures are implement, no bearing capacity problems for pipe bedding are anticipated.

The report further concludes that the site is suitable for the construction of commercial/industrial buildings. The report has considered two foundation schemes for consideration which will be resolved through the design development stage of the Site Plan Approval application.

The first option is development on conventional footings, whereby the proposed structures are supported on conventional spread and strip footings founded on native soils below all existing topsoil, fill and loose or soft soils. These must be inspected by a qualified person during construction.

The second option considered is the construction of the proposed structure on engineered fill developed over the native soils and designed for an allowable bearing pressure of 150 kPa. As with the previous option, the boundaries and construction of the engineered fill should be supervised by a qualified geotechnical engineer.

Finally, the report identifies no issues are anticipated for slab-on-grade construction provided the procedures of the 'Site Grading' section of the report are adhered to. On that basis, the Report states that the proposed development can occur based on the soil conditions of the site, provided that its recommendations are followed.

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## 8. PLANNING POLICY FRAMEWORK

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The following sections include detailed information regarding the applicable planning policy regime, which includes the Planning Act, Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Northumberland County Official Plan, the Town of Cobourg Official Plan, and Zoning By-law 85-2003.

## 8.1 Planning Act

In consideration of the proposed land use planning applications, Section 2 of the Planning Act must be considered as it provides the general direction to all land use planning decisions made in the Province of Ontario.

Section 2 states that the Minister, the council of a municipality, a local board, a planning board and the Municipal Board, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as,

- a) *The protection of ecological systems, including natural areas, features and functions;*
- b) *The protection of the agricultural resources of the Province;*
- c) *The conservation and management of natural resources and the mineral resource base;*
- d) *The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;*
- e) *The supply, efficient use and conservation of energy and water;*
- f) *The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;*
- g) *The minimization of waste;*
- h) *The orderly development of safe and healthy communities;*
- i) *The accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;*
- j) *The adequate provision and distribution of educational, health, social, cultural and recreational facilities;*
- k) *The adequate provision of a full range of housing, including affordable housing;*
- l) *The adequate provision of employment opportunities;*
- m) *The protection of the financial and economic well-being of the Province and its municipalities;*
- n) *The co-ordination of planning activities of public*

*bodies;*

*n) The resolution of planning conflicts involving public and private interests;*

*o) The protection of public health and safety;*

*p) The appropriate location of growth and development;*

*q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians. 1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3; 2011, c. 6, Sched. 2, s. 1.*

The policies and direction of Section 2 of the Planning Act inform the Provincial Policy Statement, therefore consistency with the PPS equates to consistency with Section 2. The Provincial Policy Statement is given consideration the following section.

## 8.2 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) came into effect on April 30, 2014. It was approved under the authority of Section 3 of the Planning Act, which requires that decisions affecting land use planning matters “shall be consistent with” the PPS, which includes policy direction on all matters of provincial interest. The PPS aims to permit appropriate development while ensuring that resources of provincial interest, public health and safety and the quality of the natural environment are protected.

The PPS encourages efficient land use planning and growth management to create and maintain strong communities and a healthy environment while encouraging economic growth over the long term. The PPS also encourages the efficient use of existing infrastructure and public service facilities and requires municipalities to plan for an appropriate range and mix of land uses throughout the province.

## Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

Section 1.0 includes policy direction related to “Building Strong Communities” and is applicable to the development of the Hotel lands. It encourages a variety of land uses within communities and encourages initiatives that make efficient use of infrastructure. The proposed development makes efficient use of currently underdeveloped lands and existing infrastructure through intensification.

Section 1.1.1 includes general requirements for development in Ontario:

- 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;*
- d. *Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e. *Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;*
- f. *Improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;*
- g. *Ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs; and*
- h. *Promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.*

Another key objective of the PPS is to encourage the intensification and redevelopment of underutilized sites to make efficient use of existing land, facilities and infrastructure.

The proposed development introduces a more intensified and efficient use of underutilized lands and supports the function of the Cobourg West Business Park employment area in that it provides alternative accommodations for future employees of the area. The proposed development will introduce a servicing scheme for an unserviced parcel that permits additional development of the employment area, thus ensuring a cost-effective development pattern that minimizes land consumption and servicing costs and promotes the financial well-being of the municipality and the province as a whole.

Another key component of the PPS’s vision for strong, healthy communities is the redevelopment and intensification of underutilized sites. The proposed development allows for a more efficient use of the existing land parcel, which is currently unoccupied and vacant within a designated Settlement Area.

Section 1.1.3.1 of the PPS directs that “settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.” Given that the subject lands are located within a settlement area, the following policies are applicable:

1.1.3.2 *Land use patterns within settlement areas shall be based on:*

- a) *densities and a mix of land uses which:*
  - a. *efficiently use land and resources;*
  - b. *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
  - c. *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
  - d. *support active transportation;*
  - e. *are transit-supportive, where transit is planned, exists or may be developed; and*
  - f. *are freight-supportive; and*

b) *a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.*

1.1.3.3 *Planning authorities shall 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.

1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

Intensification and redevelopment shall be directed in accordance with the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.

The PPS recognizes that the achievement of growth in settlement areas requires intensification and redevelopment. The proposal is an example of a development, which efficiently uses land and resources, and provides a more compact form of development than is currently present on the lands and is more consistent with the surrounding area.

### Employment Areas

Policies related to employment are outlined in Section 1.3.1 of the PPS. The PPS indicates that Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment and institutional uses to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- c) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities; and
- d) ensuring the necessary infrastructure is provided to support current and projected needs.

Further, Section 1.3.2 speaks specifically to Employment Areas and states that “planning authorities shall plan for, protect and preserve employment areas for current and

future uses and ensure that the necessary infrastructure is provided to support current and projected needs” (Section 1.3.2.1).

The proposal satisfies the Province’s objective for promoting economic development and competitiveness. The proposed development is consistent with the policies set out in Section 1.3.1, as it provides for a mix of employment uses supportive of a wide range of economic activities. The infrastructure available for the project proposal will serve its current and future needs, as confirmed by the Functional Servicing and Stormwater Management Report prepared by Engage Engineering Inc.

### Infrastructure and Public Service Facilities

The infrastructure policies of the PPS are outlined in Section 1.6. Existing infrastructure and public service facilities are to be maximized where possible, before new infrastructure and public service facilities are to be built. Section 1.6.1 of the PPS indicates that:

*Infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change while accommodating projected needs.*

*Planning for infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be coordinated and integrated with land use planning so that they are:*

- a) financially viable over their life cycle, which may be demonstrated through asset management planning; and
- b) available to meet current and projected needs.

The following policies in Section 1.6 are also applicable to the proposal:

1.6.6.1 Planning for sewage and water services shall:

- a) direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing:
  1. municipal sewage services and municipal water

services; and

2. *private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available;*

b) *ensure that these systems are provided in a manner that:*

1. *can be sustained by the water resources upon which such services rely;*

2. *is feasible, financially viable and complies with all regulatory requirements; and*

3. *protects human health and the natural environment;*

c) *promote water conservation and water use efficiency;*

d) *integrate servicing and land use considerations at all stages of the planning process; and*

e) *be in accordance with the servicing hierarchy outlined through policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5.*

1.6.6.2 *Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be promoted, where feasible.*

1.6.6.7 *Planning for stormwater management shall:*

a) *minimize, or, where possible, prevent increases in contaminant loads;*

b) *minimize changes in water balance and erosion;*

c) *not increase risks to human health and safety and property damage;*

d) *maximize the extent and function of vegetative and pervious surfaces; and,*

e) *promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development.*

The above policies direct that planning for infrastructure and public service facilities shall be integrated with planning for growth so that infrastructure and facilities are capable of meeting current needs. The proposed development will efficiently connect to existing services and has access to existing infrastructure, including servicing capacity as demonstrated by the Functional Servicing and Stormwater Management Report prepared by Engage Engineering Ltd.

Section 1.6.7 of the PPS provides policy directives to ensure that planning authorities plan for effective transportation systems that are coordinated with land

use planning decisions to support the use of transit and active transportation. The relationship between transportation infrastructure and growth management is a primary consideration found throughout the PPS. The proposed development is consistent with the following policies of the PPS:

1.6.7.1 *Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.*

1.6.7.2 *Efficient use shall be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.*

1.6.7.3 *As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved connections which cross jurisdictional boundaries.*

1.6.7.4 *A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support the future use of transit and active transportation.*

The proposed development is in an area served by existing transit, adjacent to major transportation linkages including Highway 401 and the Cobourg Train Station. The area surrounding the Hotel lands and subject property are currently operating with transit service in the AM and PM peak hours. Furthermore, the road network intersections in the surrounding area are anticipated to operate with excellent levels of service following the full build out of the proposed development in accordance with the Transportation Impact Study prepared by NexTrans Consulting Engineers. In addition, the Transportation Impact Study concludes that the reduction in parking rate is reasonable and justified due to the minor nature of the reduction, its proximity to an efficient public transit system and its relationship to the greater Cobourg West Business Park employment area and the future development of the remainder of the subject lands, which will be designed to provide future users of the hotel walkable amenities and ability to walk to their employment. Reduced parking supply will continue to encourage alternative modes of travel, consistent with the objectives of the PPS and supports compact form principles.



## Long Term Economic Prosperity

The PPS provides policy direction for municipalities to achieve long-term economic prosperity. Section 1.7 of the PPS provides policy direction relating to the long-term economic prosperity of the Province. The following policy is relevant:

*1.7.1 Long-term economic prosperity should be supported by:*

- a) promoting opportunities for economic development and community investment readiness;*
- b) optimizing the long-term availability and use of land, resources, infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities;*
- c) maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets;*
- d) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes;*
- e) promoting the redevelopment of brownfield sites;*
- f) providing for an efficient, cost-effective, reliable multimodal transportation system that is integrated with adjacent systems and those of other jurisdictions, and is appropriate to address projected needs to support the movement of goods and people;*
- g) providing opportunities for sustainable tourism development;*
- h) providing opportunities to support local food, and promoting the sustainability of agrifood and agri-product businesses by protecting agricultural resources, and minimizing land use conflicts;*
- i) promoting energy conservation and providing opportunities for development of renewable energy systems and alternative energy systems, including district energy;*
- j) minimizing negative impacts from a changing climate and considering the ecological benefits provided by nature; and*
- k) encouraging efficient and coordinated communications and telecommunications infrastructure.*

The proposal is for a well-designed, high quality building and will result in the creation of a use supportive of the economic function of the Cobourg West Business Park in the Town of Cobourg, on a site which is currently underutilized. The introduction of a Hotel on the Hotel lands will promote economic development and competitiveness thereby contributing to a diversified economic base and a wide range of economic activities in the area. In our opinion, the introduction of additional employment-generative uses supports future employment needs in the Town of Cobourg.

## Summary

In summary, the proposed development is consistent with PPS policies related to development efficiency, residential intensification, employment, infrastructure and stormwater management, and long-term economic prosperity. This proposal provides an opportunity to add to the Town's economic growth. The proposal contemplates the redevelopment of land to allow for an intensified, compact, high-quality development. Given the site's key location and proximity to Highway 401 and an employment area, the proposal allows for an investment towards lands which are currently being underutilized.

## 8.3 Place to Grow – Growth Plan for the Greater Golden Horseshoe (2019)

The Growth Plan for the Greater Golden Horseshoe ("Growth Plan") was approved under subsection 7 (6) of the Places to Grow Act on May 1, 2019 and came into effect on May 16, 2019, replacing the 2017 Growth Plan. The 2019 Growth Plan builds on the success of the 2006 Growth Plan and responds to key challenges faced by the Greater Golden Horseshoe over the coming decades through the provision of enhanced policy direction.

The Growth Plan establishes a vision to plan and accommodate population growth up to the year 2041. With imminent growth in the GGH, policy directives have been put in place to manage that growth and direct it to be implemented within the Settlement Area and the Delineated Built Boundary.

The following is a summary of the policies applicable to the proposed development and how they have been addressed.

### Guiding Principles

Section 1.2.1 provides several guiding principles that are intended to guide decisions regarding land development, resource management, and public investment to achieve the growth targets established in the Growth Plan. The following guiding principles are applicable to the proposed development of the Hotel lands:

- *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 in strategic growth areas to make efficient use of land and infrastructure and support transit viability.*
- *Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.*
- *Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government.*
- *Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions.*

The proposed development will contribute to the achievement of a complete community that makes efficient use of land and infrastructure and supports transit viability. The proposed development conforms to these guiding principles by providing a compact form of development that utilizes the City's existing infrastructure and simultaneously providing additional employment opportunities within the Cobourg West Business Park employment area that support the overall function of the employment area.

### Managing Growth

The Growth Plan prescribes policies that direct where and how the Province should grow through the development of real property and land. Its main

objectives are met by categorically determining the level of density and intensification that should be sought or supported within urban growth centres, strategic employment areas and settlement areas, to ensure that the Province grows in a sustainable and equitable manner.

Section 2.2.1.2 identifies how forecasted growth is to be allocated. This policy states the following:

*Forecasted growth to the horizon of this Plan will be allocated based on the following:*

- a) *a 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;*
- b) *growth will be limited in settlement areas that:*
  - i. *are rural settlement;*
  - ii. *are not serviced by existing or planned municipal water and wastewater systems; or*
  - iii. *are in the Greenbelt Area;*
- c) *within settlement areas, growth will be focused in:*
  - i. *delineated built-up areas;*
  - ii. *strategic growth areas;*
  - iii. *locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
  - iv. *areas with existing or planned public service facilities.*
- d) *development will be directed to settlement areas, except where the policies of this Plan permit otherwise;*
- e) *development will be generally directed away from hazardous lands; and*
- f) *the establishment of new settlement areas is prohibited.*

The proposed development aligns with the criteria for how a vast majority of growth is to be allocated in settlement areas. The proposal is consistent with Section 2.2.1.2.a) as it is within the delineated built boundary, is serviceable by the municipal water and wastewater

systems and supports the achievement of complete communities.

As mentioned, an integral theme throughout the Growth Plan is to bring new development to the built-up area in order to support the creation of complete communities. Section 2.2.1.4 of the Growth Plan provides clear direction specifying the features that are characteristic of complete communities:

- 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;
- f) 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
  - iv. healthy, local, and affordable food options, including through urban agriculture;
- e) provide for a more compact built form and a vibrant public realm, including public open spaces;
- f) mitigate and adapt to climate change impacts, improve resilience and reduce greenhouse gas emissions, and environmental sustainability; and
- g) integrate green infrastructure and appropriate low impact development.

The proposed development will support the Town of Cobourg in creating complete communities in accordance with the Growth Plan's vision. The proposed development provides alternative and contemporary employment opportunities that are not immediately present in the Cobourg West Business Park employment area that contributes to a diverse mix of land uses contained in a high quality compact built form which will add positively to the community.

## Employment and Designated Greenfield Areas

Section 2.2.5 of the Growth Plan provides policies relating to employment uses and the promotion of economic development and competitiveness within the Greater Golden Horseshoe. Section 2.2.5.1 states that:

*Economic development and competitiveness in the GGH will be promoted by:*

- a) making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
- b) ensuring availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;
- c) planning to better connect areas with high employment densities to transit; and,
- d) integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

Other relevant policies are as follows:

2.2.5.5 Municipalities should designate and preserve lands within settlement areas located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities.

2.2.5.6 Upper- and single-tier municipalities, in consultation with lower-tier municipalities will designate all employment areas in official plans and protect them for appropriate employment uses over the long-term. For greater certainty, employment area designations may be incorporated into upper- and single-tier official plans by amendments at any time in advance of the next municipal comprehensive review.

2.2.5.13 Upper and single-tier municipalities, in consultation with lower-tier municipalities, will establish minimum density targets for all employment areas within settlement areas that:

- a) are measured in jobs per hectare;
- b) reflect the current and anticipated type and scale of employment that characterizes the employment area to which the target applies
- c) reflects opportunities for the intensification of employment areas on sites that support active transportation and are served by existing or planned transit; and
- d) will be implemented through official plan policies and designations and zoning by-laws.

2.2.5.16 Existing office parks will be supported by:

- a) improving connectivity with transit and active transportation networks;
- b) providing for an appropriate mix of amenities and open space to serve the workforce;
- c) planning for intensification of employment uses;
- d) ensuring the introduction of any non-employment uses, if appropriate, would be limited and would not negatively impact the primary function of the area; and,
- e) approaches to transportation demand management that reduce reliance on single-occupancy vehicle use.

Section 2.2.7 relates to development within Designated Greenfield Areas. Section 2.2.7.1 states that “New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:

- a) supports the achievement of complete communities;
- b) supports active transportation; and,
- c) encourages the integration and sustained viability of transit services.

Further, Section 2.2.7.2 states that “the minimum density target applicable to the designated greenfield area of each upper- and single-tier municipality is as follows:

- b) the City of Kawartha Lakes and the Counties of Brant, Dufferin, Haldimand, Northumberland, Peterborough, Simcoe and Wellington will plan to achieve within the horizon of this Plan a minimum density target that is not less than 40 residents and jobs combined per hectare”.

The proposed development supports economic development and competitiveness in the province by making efficient use of a vacant parcel of land designated for employment uses, thus improving the employment density of the Cobourg West Business Park employment area. Furthermore, the Hotel lands and subject property are located approximately 650 metres from the Burnham Road highway interchange, which provides access to Highway 401, thus supporting an employment area proximal to a major goods movement corridor.

The proposed development provides a diversified employment opportunity that contributes to the variety of employment opportunities needed to accommodate the forecasted employment growth within the Town of Cobourg. On this basis, it is our opinion that the introduction of a hotel on the Hotel lands conforms to the employment policies of Sections 2.2.5 and 2.2.7 of the Growth Plan.

Moving People

Chapter 3 of the Growth Plan provides policy direction related to infrastructure planning, and promotes coordination among land use decisions and transportation planning. In particular, Section 3.2.3 of the Growth Plan includes the following policies pertaining to transit and inter-modal transportation.

Section 3.2.3.2 states the following:

2. All decisions on transit planning and investment will be made according to the following criteria:

- i) aligning with, and supporting, the priorities identified in Schedule 5;
- ii) prioritizing areas with existing or planned higher residential or employment densities to optimize return on investment and the efficiency and viability of existing and planned transit service levels;
- iii) increasing the capacity of existing transit system to support strategic growth areas;
- iv) expanding transit service to areas that have achieved, or will be planned to achieve, transit-supportive densities and provide a mix of residential, office, institutional, and commercial development, wherever possible;
- v) facilitating improved linkages between and within

*municipalities from nearby neighbourhoods to urban growth centres, major transit station areas, and other strategic growth areas;*

*vi) increasing the modal share of transit; and,*

*vii) contributing towards the provincial greenhouse gas emissions reduction targets.*

The Hotel lands and subject property is located adjacent to Highway 401 and Elgin Street in the Town of Cobourg, two major roads that maintain regional transit infrastructure for the movement of people throughout the Town of Cobourg and beyond. The Hotel lands will be connected to the Town's road network through the future extension of DePalma Drive, thus connecting people to and from the employment area other areas within Cobourg. The proposed development supports the Province's policy directive for transportation-oriented development.

### Stormwater Management

Section 3.2.7 of the Growth Plan provides policies to ensure that new large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan or equivalent that:

*a) is informed by a subwatershed plan or equivalent;*

*b) incorporates an integrated treatment approach to minimize stormwater flows and reliance on stormwater ponds, which includes appropriate low impact development and green infrastructure;*

*c) establishes planning, design, and construction practices to minimize vegetation removal, grading and soil compaction, sediment erosion, and impervious surfaces; and*

*d) aligns with the stormwater master plan or equivalent for the settlement area, where applicable.*

As indicated in the Stormwater Management plan prepared by Engage Engineering Ltd., it is technically feasible to implement an interim stormwater management strategy for the development of the hotel that meets the requirements of the Town of Cobourg, Ganaraska Region Conservation Authority and Northumberland County. It is acknowledged that a detailed and refined stormwater management strategy will be refined through the detailed design process as part of the future application for Site Plan for the Hotel lands, and Draft Plan of Subdivision for the subject property; however,

this interim strategy will remain in place until such time as the ultimate stormwater management plans for the entire site and designed and approved.

### Summary

The Hotel lands are located within the delineated Built-up Area and represent a key opportunity for intensification of employment uses within an existing Settlement Area and contemplation of development at the edge of these boundaries. The proposed development will contribute to the Town of Cobourg's efforts to achieve their employment growth targets through the intensification and development of these vacant lands within the Cobourg West Business Park employment area, along a major transit corridor. The proposed development of the Hotel lands will contribute to the development of a complete community that introduces new employment uses to the area.

The Growth Plan directs that intensification is promoted throughout the Greater Golden Horseshoe in an effort to ensure the efficient use of land, resources and community infrastructure. The proposed development includes a compact and efficient urban form that can be appropriately serviced by existing infrastructure, as demonstrated in the Functional Servicing and Stormwater Management Report prepared by Engage Engineering Ltd.

It is our opinion that the proposed development conforms to the Growth Plan for the Greater Golden Horseshoe.

## 8.4 Northumberland County Official Plan (2016)

The Northumberland County Official Plan ("COP") is intended to provide direction and a policy framework for managing growth and land use decisions over the planning period to 2034. The Plan provides the guidance necessary for the establishment of detailed strategies, policies and land use designations at the local level.

According to the COP, the Vision and primary purpose of the Official Plan is to provide the basis for "managing growth and change that will support and emphasize the County's unique character, diversity, civic identity, urban

and rural lifestyles and natural and cultural heritage and to do so in a way that has the greatest positive impact on the quality of life in the County”.

### Guiding Principles

The County provides guiding principles that are intended to establish the basis for making land use planning decisions in the future. The following guiding principles are relevant to the proposed development:

2. *To provide opportunities for economic development in both urban and rural areas in a manner that fosters competitiveness and a positive and attractive business environment.*
3. *To direct most forms of development to urban areas where full services are available and to support the efficient use of land and infrastructure to meet the needs of present and future residents and businesses to ensure that an adequate supply of land and housing choices are available for present and future residents.*
9. *To ensure that the construction of all infrastructure, or expansions to existing infrastructure, occurs in a manner that is compatible with adjacent land uses and minimizes social and environmental impacts, with consideration given to the long term maintenance, operational and financial consequences of the decision.*
11. *To work with the adjacent communities on matters*

*of common interest, which includes growth management, economic development, transportation, infrastructure, natural heritage features and areas, water resources and source water protection.*

The proposed development has taken these guiding principles into account in that it contributes valuable employment opportunities and opportunities for economic development within the Town of Cobourg. Further, the proposed development has full connection to municipal servicing and is located on a presently vacant parcel of land, thus making efficient use of underutilized lands and existing servicing.

### Growth Management

Section B of the COP discusses the County’s growth management strategy. According to the COP, Urban Areas and Rural Settlement Areas shall be the focus of growth and their vitality and regeneration shall be promoted. A minimum of 80% of expected population and employment in the planning period is expected to occur within the identified Urban Areas. Table A – Urban Area Population Growth Forecasts for 2034, 2036 and 2041 indicates that the Cobourg Urban Area will encompass a 48.14% share of population growth from 2011 to 2041, which constitutes a population increase of 9,641 persons.

Table 2 - Table A - Urban Area Population Growth Forecasts for 2034, 2036 and 2041

<b>Urban Area Population Growth Forecasts for 2034, 2036 and 2041</b>				
<b>Urban Area</b>	<b>2011 - 2034 Population Growth Forecast</b>	<b>2011 - 2036 Population Growth Forecast</b>	<b>2011 - 2041 Population Growth Forecast</b>	<b>Share of Urban Areas Population Growth</b>
Brighton	1,118	1,242	1,551	7.75%
Campbellford	1,065	1,183	1,478	7.38%
Cobourg	6,945	7,715	9,641	48.14%
Colborne	450	499	624	3.12%
Hastings	319	353	442	2.21%
Port Hope	4,531	5,033	6,290	31.41%
<b>Total</b>	<b>14,426</b>	<b>16,026</b>	<b>20,026</b>	

Table B – Urban Area Employment Growth Forecasts of 2034, 2036 and 2041 indicates that the Town of Cobourg will have a 48.14% share of the Urban Areas Employment Growth, which constitutes an increase in employment of 2,696 jobs from 2011 to 2041.

Table 3 - Table B - Urban Area Employment Growth Forecasts for 2034, 2036 and 2041

<b>Urban Area Employment Growth Forecasts for 2034, 2036 and 2041</b>				
<b>Urban Area</b>	<b>2011 - 2034 Employment Growth Forecast</b>	<b>2011 - 2036 Employment Growth Forecast</b>	<b>2011 - 2041 Employment Growth Forecast</b>	<b>Share of Urban Areas Employment Growth</b>
Brighton	285	310	434	7.75%
Campbellford	272	295	413	7.38%
Cobourg	1,772	1,926	2,696	48.14%
Colborne	115	125	174	3.12%
Hastings	81	88	124	2.21%
Port Hope	1,156	1,256	1,759	31.41%
<b>Total</b>	<b>3,680</b>	<b>4,000</b>	<b>5,600</b>	

Section B9 provides Minimum Intensification Targets for the six Urban Areas within the County and states that each is required to accommodate a certain amount of projected population in the form of intensification. The minimum intensification target for the Town of Cobourg is 39% of the existing population (Table I). The proposed development will provide additional and varied employment opportunities for this increase in population.

Land Use Concepts

Schedule A – Land Uses of the COP locates the subject property as being Urban Area (Figure 7). According to the COP, the “settlement areas in the County are divided into urban areas, which consist of the six urban areas that have built boundaries - Brighton, Colborne, Campbellford, Hastings, Cobourg, and Port Hope” (Section A3.1).

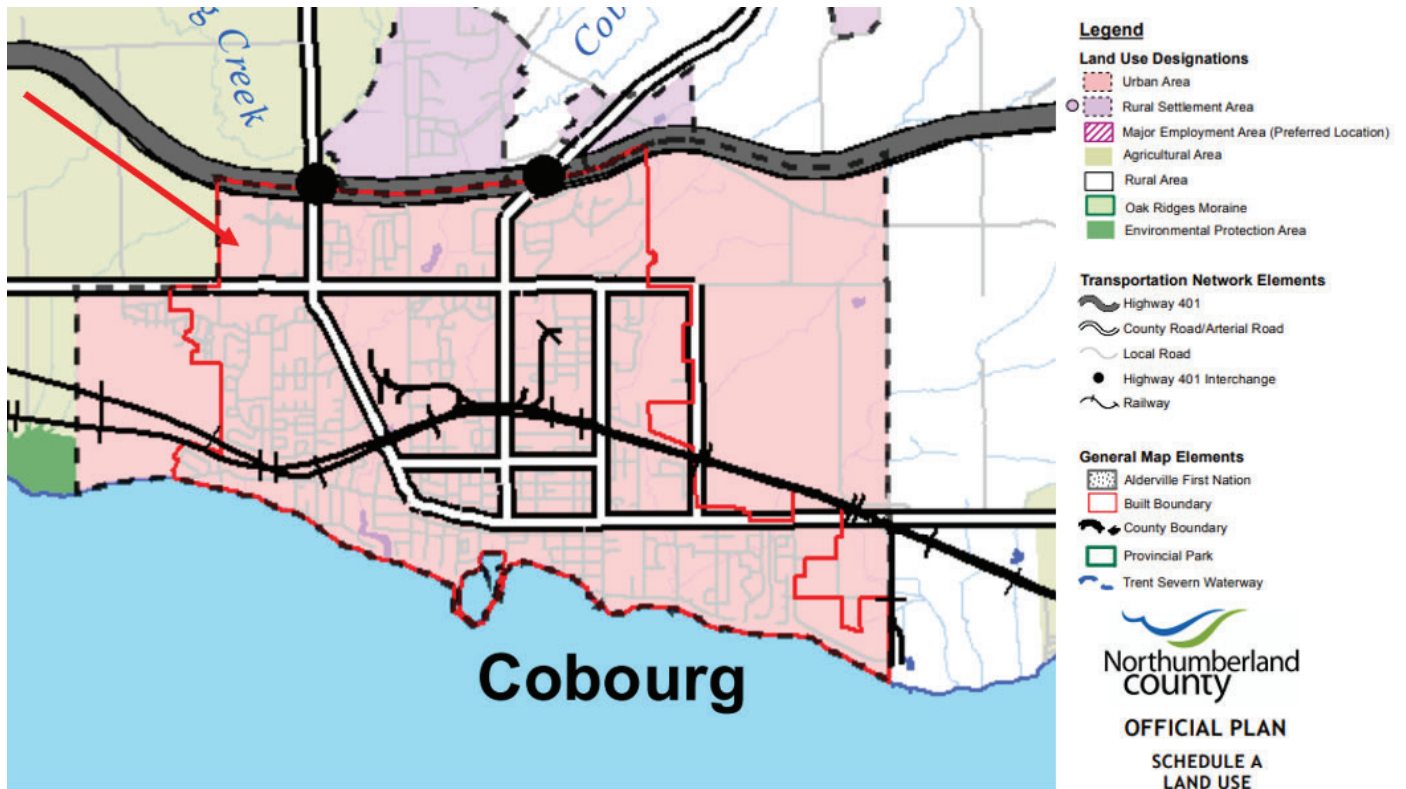


Figure 7: Schedule A - Land Use

The COP sets out general land use objectives for Urban Areas and the permitted uses are broken down in the following categories: residential, commercial, employment, and open space. The following employment objectives are contained in Section C1.2.3 and are relevant to the subject property:

- i) Monitor and ensure that there is a 20-year supply of land for all types of employment uses to meet forecasted needs in a number of different settings and locations at all times;
- ii) Recognize that there are many types of employment in the County and that each has different locational requirements that are necessary to support their continued viability;
- iii) Provide for an appropriate mix and range of employment and institutional uses to meet long-term needs;
- iv) Provide opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- v) Encourage compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities;

- vi) Ensure that the necessary infrastructure is provided to support current and projected needs;
- vii) Plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs;
- viii) Protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations and which can be serviced by full municipal sewer and water services within the planning period; and,
- ix) Encourage a high standard of urban design for development and redevelopment.

The proposed development maintains the existing supply of employment uses within the Town of Cobourg to ensure that the forecasted employment needs are met. The introduction of a hotel provides for a form of employment opportunities not presently seen in the immediate area and contributes to a mix of employment uses that contribute to a diversified economic base for the County and Town as a whole. The proposed development is indicative of a compact form of development where by the employment use is compatible and supports the economic function of the surrounding area. As such, it is our opinion that the proposed development meets the



employment objectives of the COP.

#### Local Official Plan Conformity with County Official Plan

Section F3 of the COP provides details regarding local official plan conformity with the County Official Plan and reads as follows:

- a) *It is the intent of the County, and a requirement of the Planning Act, that local Official Plans shall conform to the County Plan and be one of the primary means of implementing the policies herein.*
- b) *It is recognized, however, that some time may elapse between the adoption of this Plan and the modification of the local Official Plans to ensure conformity. The modifications may be part of the statutory review process, as defined under the Planning Act.*
- c) *In the event of a conflict between the provisions of a local Official Plan and the provisions of this Plan in the interim period, the provisions of this Plan shall prevail to the extent of that conflict.*
- d) *Nothing in this Plan shall prevent the local municipalities from adopting more restrictive policies or standards than those outlined in this Plan, provided such policies are consistent with the general intent of this Plan.*

An amendment to the Town of Cobourg Official Plan was approved at the Former Local Planning Appeals Tribunal in a decision issued June 15, 2018 to permit a wider variety of employment uses within the Town's employment areas designation, including the permission for Hotel uses. The conformity with the County Official Plan was demonstrated through this amendment and as such the proposed Zoning By-law Amendment and introduction of hotels as a permitted use conforms to the County Official Plan permissions.

#### Local Zoning By-laws

Section F4 outlines the relationship between the COP and local zoning by-laws and states that:

- a) *When this Plan or any part thereof takes effect, every local zoning by-law shall be amended by the local municipalities to conform with this Plan pursuant to Section 27(1) of the Planning Act. The Amendments to the zoning by-law should occur after the local Official Plan has been amended to conform to this Plan.*
- b) *Notwithstanding the above, this Plan is not intended to prevent the continuation, expansion, or enlargement of uses that do not conform to the designations and provisions of this Plan.*

As indicated previously, the Town of Cobourg Official Plan has been amended in accordance with the County Official Plan. The purpose of this application is to amend the Zoning By-law 85-2003 accordingly and in conformity with the Official Plan.

#### Summary

The Hotel lands are designated Urban Areas in the Northumberland County Official Plan, which are areas planned to absorb 80% of the expected population and employment forecast up to 2034. More specifically, the Town has identified that 48.14% of new employment growth in this period will be located within the Town of Cobourg. It is our opinion that the proposed hotel will assist the County and the Town of Cobourg in meeting this employment growth target.

The proposed development contributes to the development of a complete community in that it contributes to a more diverse range of employment uses in the area. It is our opinion that the proposed Zoning By-law Amendment will conform to the policy objectives of the COP in that it supports a diversified economic base within the Cobourg West Business Park employment area.

### 8.5 Town of Cobourg Official Plan (As Amended) (May 2018 Consolidation)

The Town's Official Plan 2010 Five Year Review Consolidation ("OP"), was adopted by Cobourg Municipal Council and approved by the Ministry of Municipal Affairs and Housing. This document was under appeal to the Ontario Municipal Board (OMB). In May 2017, the OP was approved by the OMB.

For the purposes of this application, referenced sections within the OP have been scoped to include those sections that deal predominantly with the general intent and purpose of the OP. Those related to use permissions will be discussed in Section 8.6 of this Planning Justification Report, which addresses the Cobourg West Business Park Secondary Plan.

#### Town of Cobourg Vision Statement

Section 2.2 of the Official Plan provides the Vision Statement for the Town of Cobourg. The Vision Statement states that Cobourg is a Regional Centre for Northumberland County, and its "position as a strong,

liveable and healthy community providing a full range of opportunity to live, work, play and shop within the Town will be reinforced through:

- ii) An emphasis on sustainable, accessible and compact development, particularly transit supportive, mixed use built form along its main streets, which will enable Cobourg to enhance its function as a vibrant, environmentally aware urban centre;
- iv) A mix of employment uses, including innovative employment opportunities, which will promote Cobourg's role as a major employment centre in Northumberland County.

#### Community Development Principle: Healthy and

Section 2.5 of the OP relates to the principle of maintaining a healthy and economically viable community. The intention of this principle is to encourage and enhance the social and economic health of the Town by ensuring the provision of a wide range of employment opportunities for residents, a strong core area, housing and service opportunities for residents of all ages, access to recreation opportunities and a safe community.

The OP identifies the following objectives that support this community development principle:

- i) *To foster an economic climate and community structure that supports the viability of existing businesses and encourages the location of new employment opportunities in the community;*
- vi) *To build and maintain, (as is financially feasible), the physical services required to ensure the health, safety and well-being of the community and to provide for the needs of employment uses;*

The introduction of a hotel as a permitted use to the Cobourg West Business Park diversifies the economic base and supports the existing economic function of the employment area in that it provides opportunities for future employees to stay proximal to their employment, thus providing for the needs of the employment uses.

#### Design Principles

Section 2.7 provides principles on which the Town's approach to community and site design is based. Of particular relevance is Policy 2.7.vi), which guides the provision of a Vital Setting for Employment Uses and states that "A healthy mix of employment uses, including innovative employment opportunities, and the placement

*of employment lands in key locations will ensure the Town of Cobourg retains its role as a vibrant employment centre in Northumberland County. High profile office, prestige employment and mixed use buildings will be located in the most visible sites to reinforce this image."*

The proposed amendment will permit a wider range of employment uses and innovative employment opportunities in a key location in the centre of the Cobourg West Business Park, proximal to Highway 401 in the Town of Cobourg.

#### Growth Management Strategy

Section 3.2 of the OP discusses the growth management of the Town and provides an outline for shaping growth and development in the most efficient and suitable way possible. The Town's Official Plan forecasts future growth and employment in accordance with the Region. Section 3.2.3 discusses the Growth Management Strategy in accordance with the Growth Management Strategy of the County of Northumberland. The following policies are relevant to the subject property:

- i. *The population allocation for the Town to the year 2031 is 5,220 additional people based on the Provincial allocation to the County, recognizing that the allocation is to be reviewed by the Province in 2011. The Town's population in 2006 was 18,210, as a result the allocated population in 2031 would be 23,430. The Town's current designated land exceeds the land required to accommodate this allocation.*
- iii. *The employment allocation for the Town to the year 2031 is 1,260 additional jobs based on the Provincial allocation to the County and 1 new job for every 3.94 new persons, recognizing that the allocation is to be reviewed by the Province in 2011. The related land area is 22.5 gross hectares. The Town's current designated land exceeds the land required to accommodate these allocations, however, in accordance with the Growth Plan and recommendations of the County Growth Management Strategy, conversion of employment land to non-employment uses, including major retail uses, is discouraged and shall be subject to a municipal comprehensive review.*

- vi. *To achieve the Town's intensification target, the Town shall implement the following intensification strategy:*
  - a. *Review existing zoning regulations and other development standards to remove barriers to intensification including parking standards setback requirements, while*

still ensuring that new development respects the scale and built form of the surrounding area and conforms with the policies of the Official Plan;

vii. The Town shall ensure that the coordination of planning for, and investment in, infrastructure and public service facilities with land use planning is maximized to meet current and projected needs in an efficient and cost-effective manner. A review of current processes and procedures will be undertaken to implement this direction, together with regular monitoring.

The proposal is for a four (4) storey hotel development on the subject property. This represents an intensification of currently underutilized and vacant lands with suitable servicing within an employment area. The proposal helps to facilitate the employment and population intensification targets of the Town, County, and Province.

### Land Use

Section 3 of the OP outlines the Town’s land use policies in accordance with the land use designations depicted in Schedule A – Land Use Plan. As illustrated in Figure 8 below, Schedule A indicates that the subject property is located in Cobourg West Business Park Secondary Plan Area. The Secondary Plan will be discussed in Section 7.6 of this report.

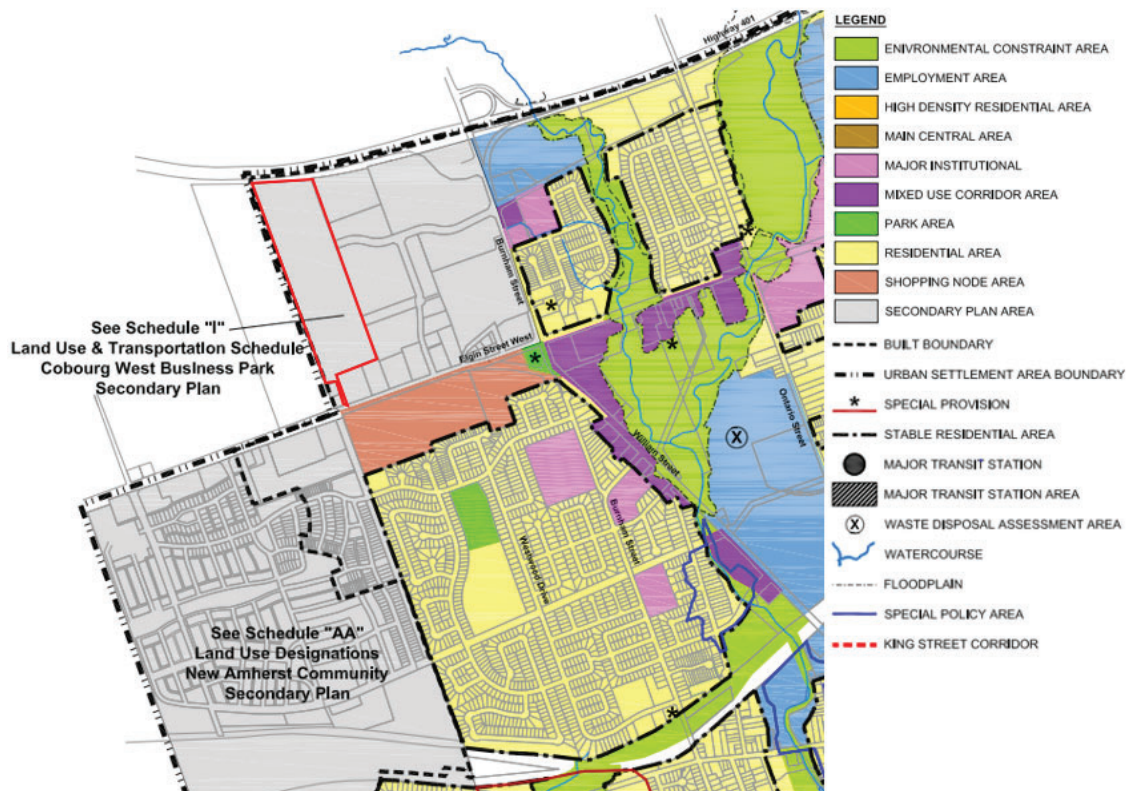


Figure 8: Official Plan Schedule A - Land Use Plan

## Employment Area

Section 3.10 of the Official Plan outlines general Employment Area policies. As shown in Figure 8, the Hotel lands are designated 'Employment Areas'. Policy 3.10.2 states that the permitted uses, buildings and structures in Employment Areas include:

- Industrial;
- Office;
- Wholesale;
- Research and development;
- Hotel, motel, conference, convention and banquet facility;
- Institutional;
- Education and training;
- Data processing; and,
- Building supply use.

These uses are further refined in the Cobourg West Business Park Secondary Plan.

Section 3.10.5.1 addresses Employment Area Zones, whereby the OP states that Employment Areas shall be planned and developed to ensure a diversity of serviced sites across the Town for industrial and business uses. The OP states that the Zoning By-law shall establish a range of zones to permit the development of different employment areas, recognizing that certain uses must be buffered from non-employment uses and other employment uses.

The OP states that the Business Park Zone will be designed to create a high quality, high exposure business/employment campus environment. This zone permits light industrial uses in enclosed buildings, and business uses such as offices and hotels, as well as institutional uses.

In accordance with Section 3.10.5.1.iv), hotels are a permitted use within the Business Park Zone.

Section 3.10.5.2 addresses design considerations applicable to Employment Areas and requires that they be planned and designed to ensure that:

- i) *Areas are of sufficient size to provide for a range of site sizes, adequate and appropriate infrastructure and adequate buffering;*
- ii) *Employment area traffic does not access residential areas;*
- iii) *An appropriate level of buffering is provided*

*between industrial uses and abutting non-industrial uses, both inside and outside the Employment Area designation, relative to the nature of the industrial use having regard for the Ministry of Environment's guideline "Compatibility Between Industrial Facilities and Sensitive Uses"; and,*

- iv) *Development maximizes the use of land, in particular, buildings are located to ensure that lands used for parking or open storage can be easily developed in the future as required.*

The Hotel land parcel was approved via consent application on March 20, 2019 and constitute a site with appropriate area to facilitate the development of hotel and associated parking and landscaped features in a compact and efficient form. Access to the Hotel lands is provided via the future extension of DePalma Drive, which provides an outlet for traffic to the surrounding employment area and as such will not impact any residential neighbourhoods. Furthermore, the Traffic Impact Study prepared by NexTrans Consulting Engineers confirms that the surrounding area intersections will continue to operate with excellent levels of service.

A 3-metre landscape buffer is provided around the periphery of the Hotel lands to ensure adequate buffering between the Hotel and future employment land uses in the surrounding area. Accordingly, the Zoning By-law Amendment and proposed development design conform to the design considerations applicable to Employment Areas within Section 3.10.5.2.

## Community Design and Improvement

Section 5 of the OP relates to Community Design and Improvement and provides key Design Principles and policies in place to implement these principles. The Urban Design and Sustainability Brief prepared and submitted in support of this application provides a detailed review of these policies and concludes that the proposed development establishes a site and building design that signifies the Cobourg West Business Park with high quality design and landscaping.

The proposed development contributes to high quality streetscaping, establishes a safe and accessible design, promotes active modes of transportation and creates a building design that complements the existing building characteristics. Accordingly, it is our opinion that the proposed development conforms to Section 5 of the OP.

## Transportation Strategy

Section 6 of the OP relates to the Town's Transportation Plan, the purpose of which is to ensure the development of a transportation network that provides for the safe, economic and efficient movement of people and goods while offering a balance of transportation choices that reduce reliance on single modes of transportation. These policies recognize the necessity of the creation of streetscapes that are attractive and comfortable for pedestrians and the importance of integrating transportation system planning with investment in land use planning.

The Hotel lands will be accessed via the future extension of DePalma Drive, a Proposed Collector Road per the Town of Cobourg OP Schedule E – Transportation Plan.

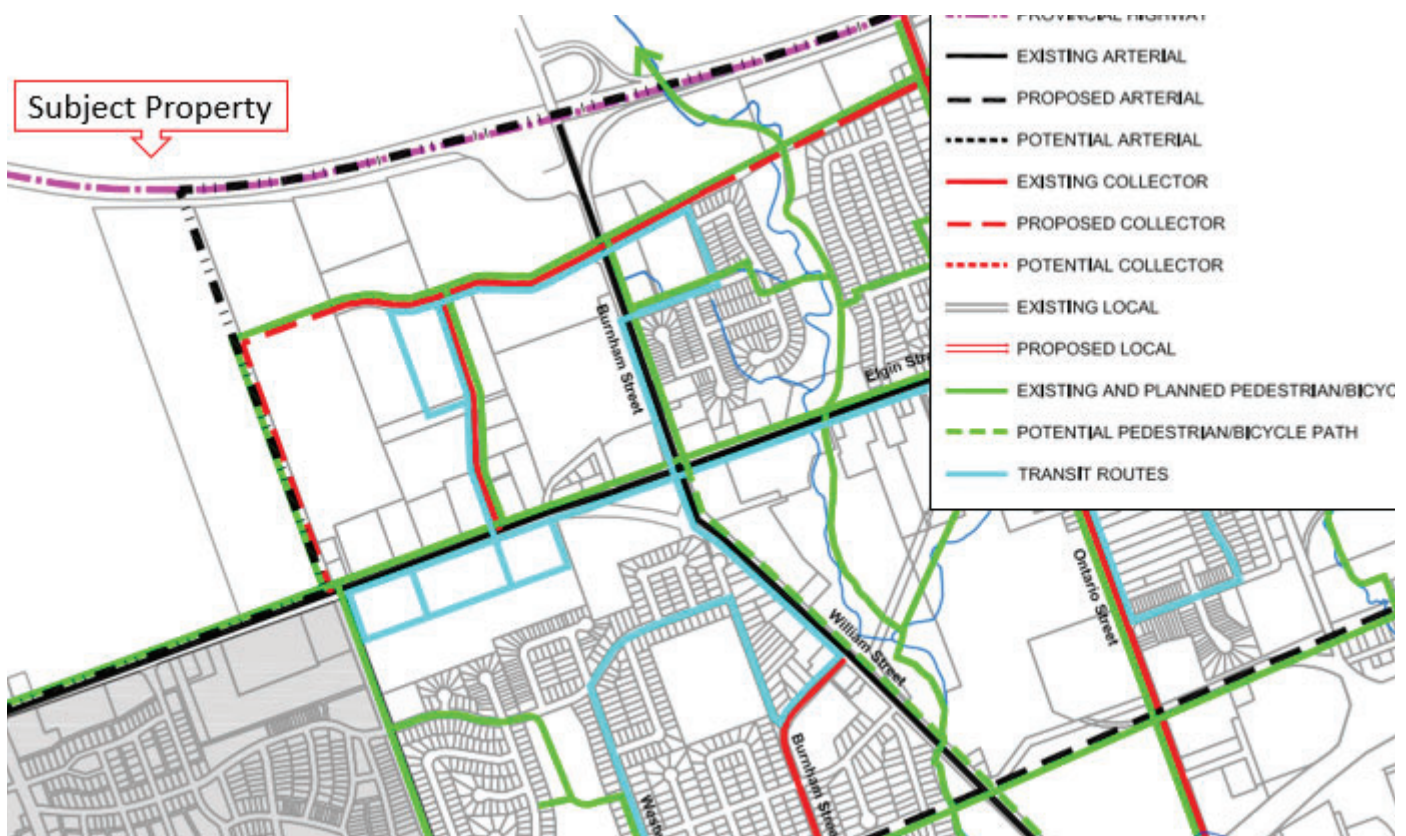


Figure 9: Town of Cobourg OP Schedule E - Transportation Plan

As discussed previously, the extension of DePalma Drive will be designed constructed to the satisfaction of the municipality. the extension of DePalma Drive will be designed in accordance with Table 3 – Function of Road Facilities, which state that collector roads will be designed as follows:

- Direct access from abutting properties permitted subject to some restrictions;
- Maximum 4 travel lanes;
- Maximum right-of-way width 20 – 30 metres;
- Right-of-way should be designed to include provision for wide sidewalks on both sides of the road (generally a minimum of 2 metres), street trees and bike lanes.

The future extension of DePalma Drive will be designed accordingly.

Section 5.2.7 discusses active transportation and directs that a key consideration in the design of public and private facilities shall be features that contribute to enhancements to the ability for movement by pedestrians and bicyclists and other active transportation modes. This includes additions to the Town’s trail system, the use of wide sidewalks, and the provision of bicycle parking and other facilities for bicycles. In particular, in considering pedestrian movement on specific sites, the following shall apply:

- 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;*
- 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;*
- 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,*
- opportunities for pedestrian connections with adjacent sites should also be explored, and will be required wherever feasible.*

In addition to the subject property’s proximity to planned pedestrian/bike paths, as illustrated in Figure 9 above, it is also in close proximity to the Town of Cobourg’s transit route 1. This is illustrated in Figure 10 below:



Figure 10: Bus Route Map – Cobourg Transit

The presence of this existing and planned active transportation infrastructure in close proximity to the subject property and Hotel lands indicates that the Town's active transportation policies can be met. It is our opinion that the proposed development is situated on lands which support the OP's objective's of encouraging the use of active transportation, and the utilization of multiple modes of travel throughout the City.

### Municipal Infrastructure Strategy

Section 7 of the OP discusses the Municipal Infrastructure Strategy, which establishes the type and level of infrastructure required to support the existing and proposed land use pattern, as well as the staging of development. Section 7.2.1(i) indicates that "new development and/or redevelopment shall only be permitted where the water supply and distribution system has adequate capacity to service such development and/or redevelopment". Moreover, Section 7.2.2(i) directs that:

*"All new development shall be serviced by the municipal water supply and distribution system and the developer shall be responsible for the installation of such works subject to the approval of the Town, Lakefront Utilities Services Inc. and the Ministry of the Environment. The recommendations of any relevant watershed plan shall also be taken into consideration."*

Under Section 7.3.1, new development and/or redevelopment shall only be permitted where the sewage collection and treatment facilities are adequate to service such development. Moreover, Section 7.3.2 indicates that "All new development shall be serviced by the municipal sewage collection and treatment system and the developer shall be responsible for the installation of such works subject to the approval of the Town and the Ministry of the Environment. The recommendations of any relevant watershed plan shall also be taken into consideration."

The OP also provides policies for Stormwater Management in Section 7.4. Section 7.4.1.i) indicates that no development or redevelopment shall be permitted if such development or redevelopment will have a detrimental effect on the storm water drainage system. Section 7.4.3 provides policy direction on new development. The following policies are relevant to the proposed development:

i. Stormwater management techniques and facilities for new development shall be selected and designed on a subwatershed basis in accordance with Provincial guidelines, particularly the Ministry of the Environment "Stormwater Management Planning and Design Manual 2003 or updates thereto, and in consultation with the Ganaraska Region Conservation Authority. In particular stormwater management facilities shall be designed in a naturalized manner and will be landscaped so that they are integrated with the surrounding area and form part of the Greenlands System. The objectives of stormwater management with respect to new development within the Town of Cobourg shall be to:

a. *identify appropriate water quality objectives for watercourse/drainage facilities to which the proposed developments are tributary with the primary focus being enhanced treatment;*

b. *identify and evaluate urban stormwater management practices to best meet these water quality objectives; and,*

c. *select appropriate stormwater management practices for the site and provide preliminary design, siting and sizing of proposed facilities.*

The above policies direct that planning for infrastructure shall be integrated with planning for growth so that infrastructure and facilities are capable of meeting current needs. The proposed development can be serviced by the Town's existing infrastructure as demonstrated in the Functional Serving and Stormwater Management Report prepared by Engage Engineering Ltd.

### Summary

The proposed development meets the community development principles of the OP. The introduction of a hotel as a permitted use to the Zoning By-law provides an opportunity to diversity the Town's economic base and supports the economic function of the employment area. The proposed development contributes to the employment targets of the Town, providing employment opportunities for future residents of the Town of Cobourg.

The Hotel lands are designated Employment Area within the OP, a designation which permits hotel uses as of right. The proposed development contributes to a healthy mix of uses and reinforces the Cobourg West Business Park as a vibrant employment centre in the Town of Cobourg

on a site that can be serviced by municipal servicing and will not adversely affect the Town's Stormwater Management strategy. As such, it is our opinion that the Zoning By-law Amendment and proposed development conforms to the intent of the Town of Cobourg Official Plan.

## 8.6 Cobourg West Business Park Secondary Plan (Secondary Plan "SP")

Section 14 of the OP provides the policy direction for the lands within the Cobourg West Business Park Secondary Plan. The purpose of the Secondary Plan is to establish a more detailed planning framework for the Business Park in support of the general policy framework provided by the Official Plan. The Secondary plan is designed to create a gateway to the Town of Cobourg with a high quality, high exposure business/employment environment which reflects the character of the Town by:

- i. providing the opportunity to accommodate a wide range of employment and commercial uses, while recognizing and protecting existing uses;
- ii. ensuring strong urban design standards, particularly at key locations which provide gateways to the Town along Highway 401, at the intersection of Burnham Street and Elgin Street West and at the intersection of Roger's Road and Elgin St. West;
- iii. creating a transportation system which ensures the maximum degree of connectivity for pedestrians, bicyclists, and vehicular traffic utilizing public roads, private driveways, transit, and public and private pedestrian/bicycle path facilities; and,
- iv. utilizing the public road allowances, stormwater facilities and semi-public spaces to introduce an open space system to the Secondary Plan area.

Schedule I – Cobourg West Business Park Secondary Plan Land Use and Transportation Plan, as illustrated in Figure 11 below, indicates that the subject property is designated as Employment Area and is subject to a Special Policy Area (SPA).

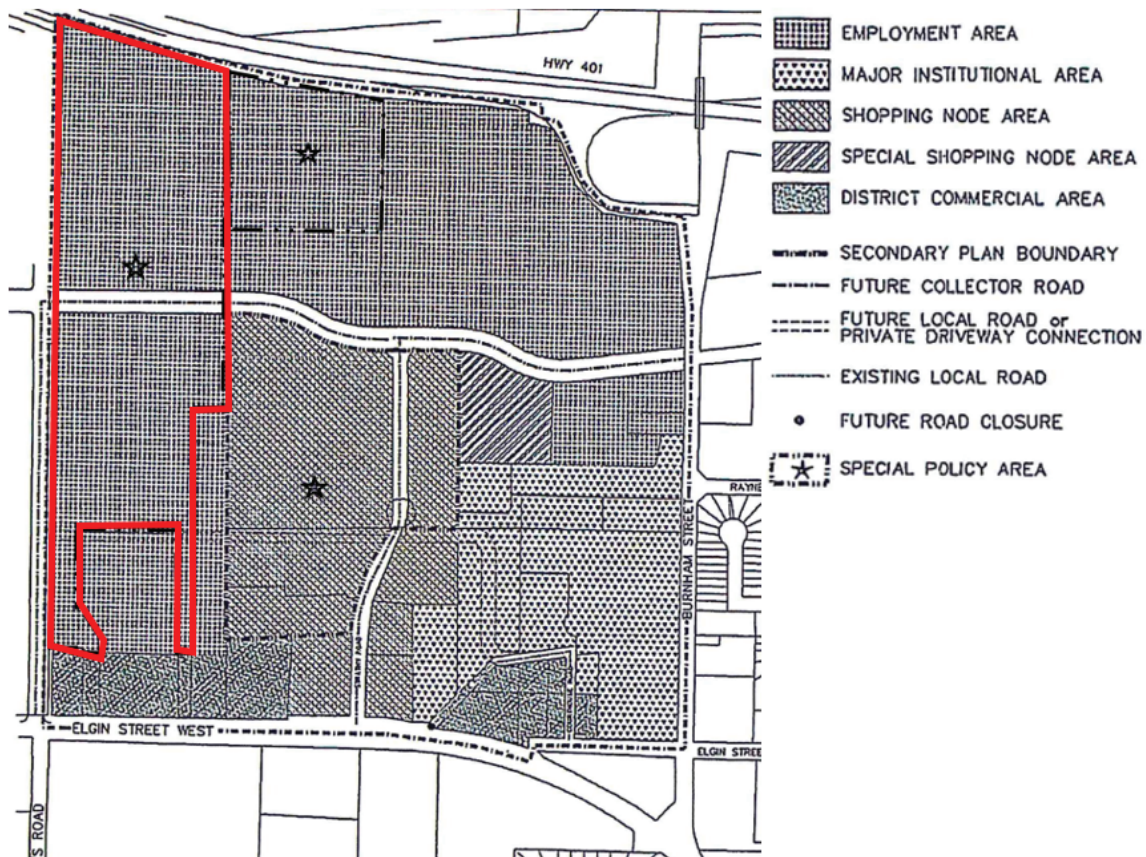


Figure 11: Cobourg West Business Park Secondary Plan Schedule I - Land Use and Transportation Plan



Section 14.3 of the SP details the land use strategy for the secondary plan area and establishes the general pattern of development for the existing and future uses of the area. Moreover, Section 14.3.2.1 directs that the intent of the lands in the Employment Area designation is development as a high-quality business park, and that development should reflect that concept, particularly with respect to urban design.

The SP permits the following uses in the Employment Area designation:

- i. industrial in enclosed buildings;
- ii. office;
- iii. wholesale;
- iv. research and development;
- v. institutional;
- vi. education and training;
- vii. data processing; and,
- viii. public park and recreation uses.

Section 14.3.2.5 of the SP details the land use policies for Employment Areas. It directs that the “lands in the Employment Area designation shall be zoned to create a high quality, high exposure business/employment campus environment. The Zoning By-law will permit industrial uses in enclosed buildings, business uses such as offices and major institutional uses including a hospital. The area will be subject to design controls. In particular, open storage will be appropriately screened and will be limited in the site area which it can occupy.”

As mentioned, Schedule I of the SP (Figure 11) identifies that the subject property is subject to a SPA. As such, Section 14.3.2.6.2 outlines the policies associated with the subject property:

*i. Notwithstanding any other policies of this Plan, the following uses are permitted on the DePalma Lands as shown on Schedule I – Cobourg West Business Park Secondary Plan Land Use and Transportation Plan in addition to the uses already permitted in Section 14.3.2.2, subject to the following special provisions:*

- a. hotel, motel, conference centre, convention and banquet facility;*
- b. stand-alone service commercial uses, including personal service uses, eating establishment uses and drive-thru facilities (but excluding banks) shall only be permitted in accordance with clause ii) a) below;*
- c. stand-alone building supply uses shall only be permitted in accordance with clause ii) b) below;*

- d. stand-alone retail commercial uses shall only be permitted in accordance with clause ii) b) below;*
- e. retail commercial and service commercial uses, including eating establishment uses, which are accessory to a principal permitted use are permitted up to 15% of the gross floor area of the principal permitted use;*
- f. medical and dental clinics subject to clause iii) below; and*
- g. laboratories*

*ii. Notwithstanding the foregoing, the permitted uses for the lands fronting directly onto the north side of the DePalma Drive extension, and the lands south of the DePalma Drive extension, shall be subject to the following special provisions:*

*a. stand-alone service commercial uses, including personal service uses, eating establishment uses and drive-thru facilities but excluding banks, may be permitted to a maximum total of no more than 2,322 sq. m. (25,000 sq. ft.) of gross floor area prior to December 31, 2020, and thereafter a further 1858 m<sup>2</sup> (20,000 ft.<sup>2</sup>) may be allowed (i.e. a maximum total of up to 4,180 sq. m. (45,000 sq. ft.) of gross floor area); and,*

*b. stand-alone retail commercial uses and stand-alone building supply uses may be permitted to a maximum total of no more than 2,322 sq. m. (25,000 sq. ft.) of gross floor area prior to December 31, 2020, and thereafter a further 3251 m<sup>2</sup> (35,000 ft.<sup>2</sup>) may be allowed (i.e. a maximum total of up to 5,574 sq. m. (60,000 sq. ft.) gross floor area) PROVIDED THAT at no time shall stand-alone building supply uses exceed 1,858 sq. m. (20,000 sq. ft.) of gross floor area.*

*c. With respect to a. and b. above, any additional stand-alone service commercial uses, stand-alone building supply uses and stand-alone retail commercial uses proposed beyond the respective maximum individual gross floor area and/or beyond a maximum total gross floor area of 9,755 sq. m. (105,000 sq. ft.) on or after January 1, 2021 shall be subject to:*

*- the findings of a Planning Justification Report to be submitted to the Town which demonstrates the appropriateness of the DePalma Lands for additional commercial space based on:*

- o Locational and transportation factors;*
- o The existing and planned function of the DePalma Lands employment area, other nearby employment and commercial areas, and employment and commercial*

areas within the community as a whole; and,

o The timing of development relative to other employment and commercial areas in the general vicinity of the DePalma lands and within the community as a whole; and

- An updated Retail Market Impact Analysis to be submitted to the Town;

- An updated Employment Land Needs Study to be submitted to the Town for additional commercial uses on the DePalma Lands, but such a study shall only be required for applications submitted after January 1, 2026. Applications submitted prior to January 1, 2026 shall be subject to a letter report/brief which shall evaluate and/or address any significant changes in the local and regional employment market.

The aforementioned provisions shall be evaluated as part of a Zoning By-law Amendment in accordance with all relevant policies of the Official Plan, including but not limited to, Section 3.8.3.2 and Section 14 (Cobourg West Business Park Secondary Plan), to the satisfaction of the Town.

iii. Notwithstanding the foregoing, for lands subject to this amendment, medical and dental clinics may be permitted on or after January 1, 2021 but not before.

iv. For additional clarity, the time horizons referenced in clauses ii) a), b) and c) and iii) above shall restrict the occupancy of floor space and shall not preclude the advancement of planning applications or approvals for permitted gross floor area in advance of the time horizons specified.

v. Individual stand-alone building supply uses and stand-alone retail commercial uses shall have a minimum gross floor area of 465 sq. m. (5,000 sq. ft.) with the exception that 2 units less than 465 sq. m. (5,000 sq. ft.) shall be permitted.

vi. Major stand-alone retail commercial uses with 4,645 sq. m. (50,000 sq. ft.) or more of retail gross floor area, including supermarkets, department stores, home and auto supply, and warehouse membership clubs shall be prohibited. In addition, supermarkets and department stores having a gross floor area less than 1,400 sq. m (15,000 sq. ft) and banks, which are considered anchor uses, shall be prohibited. Permission for such uses shall be subject to the findings of an updated Employment

Land Needs Study (beyond January 1, 2026) and an updated Retail Market Impact Analysis, to be submitted to the Town which shall be evaluated as part of an Official Plan Amendment and a Zoning By-law Amendment in accordance with all relevant policies of the Official Plan, including but not limited to Section 3.8.3.2 and Section 14 (Cobourg West Business Park Secondary Plan), to the satisfaction of the Town. Notwithstanding the foregoing, any application for a supermarket and/or a department store with 1,400 sq. m (15,000 sq. ft) or more of gross floor area shall require the submission of a Retail Market Impact Study.

Major stand-alone retail commercial uses shall be defined as large-scale or large-format stand-alone retail stores with 4,645 sq. m (50,000 sq. ft) or more of retail gross floor area that have the primary purpose of retail commercial activities.

vii. The aforementioned clauses shall be regulated in and through the implementing Zoning By-law.

viii. In the event of any conflict between the above policies and other policies in the Town Official Plan or the Cobourg West Business Park Secondary Plan, the provisions of this section shall apply.

ix. Section 14.3.2.4 shall not apply to the subject lands.

Accordingly, a hotel is a permitted use for the Hotel lands subject to a zoning by-law amendment application and adequate justification as provided through this Planning Justification Report.

Section 14 of the SP establishes an integrated approach to the development of greenlands features and community design within the Secondary Plan area. This approach reflects the specific features of the planned development in the Secondary Plan. Schedule J of the Official Plan, as demonstrated in Figure 12, identifies the key design features which comprise the underlying community design structure for the Secondary Plan area. The Section identifies design guidelines for development in the Secondary Plan area. The following are applicable to the proposed development:

#### 14.4.3 Streetscape Design

i) Building mass is encouraged adjacent to all streetlines to provide a sense of enclosure to the road. For those buildings located near the streetline, no parking shall

be permitted between the buildings and the streetline. Where buildings are not located adjacent to the streetline, enhanced site landscaping and other features, will be used to provide a sense of enclosure to the road.

iii) Parking areas shall be designed to reduce their visual impact in accordance with the policies of Section 5.2.1.2 vi) of the Official Plan. In addition, a substantial landscape buffer adjacent to parking areas shall be provided along the streetline of Strathy Road, White St, Burnham St., Elgin Street West and Roger's Road, excluding the area of driveway crossings;

iv) Service and open storage areas shall be sited away from prominent views from public streets. Decorative screening, such as fences, walls, plant material and/or other screening deemed appropriate by the Town shall be required where service areas face a public street and for all open storage areas.

v) Signage shall be designed as an integral part of the building and landscaping with consideration to the size, scale, colour and material used. Sign design and specifications shall be subject to the provisions of the Town's Sign By-law and site plan review.

As discussed in the Urban Design and Sustainability Brief prepared by Weston Consulting, the development has the opportunity to provide enhanced site landscaping and site entrance features along the future extension of DePalma Drive street edges to create a sense of enclosure. The parking lot is designed to reduce its visual impact from the street through the provision of landscape buffers. The proposed hotel facility is located sites towards the north-west corner of the Hotel lands proximal to Highway 401. The Hotel lands location and building design have the opportunity to provide a development that will signal the entrance to the Cobourg West Business Park from Highway 401. The signage has been designed as an integral part of the building and landscaping with consideration to size, scale, colour and materials used.

#### 14.4.4 Pedestrian/Bicycle and Secondary Vehicular Connections

i) Pedestrian/bicycle paths will be provided along all public roads as designated on Schedule "J" to this Plan in accordance with the Link-Node System outlined in Section 4.4.2 of the Official Plan. However, where bicycle paths are designated on one side of a road, they may be relocated to the other side of the road without amendment to this Plan.

ii) Direct, clearly defined pedestrian and vehicular connections which form an extension of the public transportation system shall be required through all sites used for commercial or institutional uses. These pedestrian and vehicular routes shall provide for connections:

a) from the existing commercial development to the south to White Street to the north;

b) from Strathy Road to the east to future development to the west;

c) to future transit stops;

d) to all buildings; and,

e) from the hospital to adjacent commercial development.

iii) In particular, on each site a minimum of one direct clearly defined pedestrian connection shall be provided from the main entrance for each major use through the parking area to an adjacent street. The Town shall also determine during the review of the site plan, requirements for additional pedestrian connections.

In evaluating the site plans for development in the Shopping Node Area designation in the southeast quadrant of DePalma Drive and Strathy Road and the Special Shopping Node Area designation, special regard shall be had to the establishment of a clearly defined pedestrian walkway system which will connect these two areas internally as well as through the parking areas with Strathy Road and DePalma Drive.

iv) The Town shall explore with area landowners opportunities for maximizing pedestrian connections between commercial and institutional sites within the Secondary Plan area and to the Elgin St. West commercial area.

v) Pedestrian/bicycle routes shall be functionally separated from parking and driveway areas and shall utilize a variety of pavement materials, textures, colour, landscaping and changes in elevation. Street furniture such as benches, public telephones, waste receptacles, bicycle racks and pedestrian scale lighting shall be provided along the main pedestrian routes.

The proposed site design has the opportunity to accommodate clearly defined pedestrian connections from the main entrance of the building through the parking area to the future extension of DePalma Drive, and the road network as part of the ultimate build out of the subject property. These connections will be explored and refined during the detailed design as part of the Site Plan Approval stage.

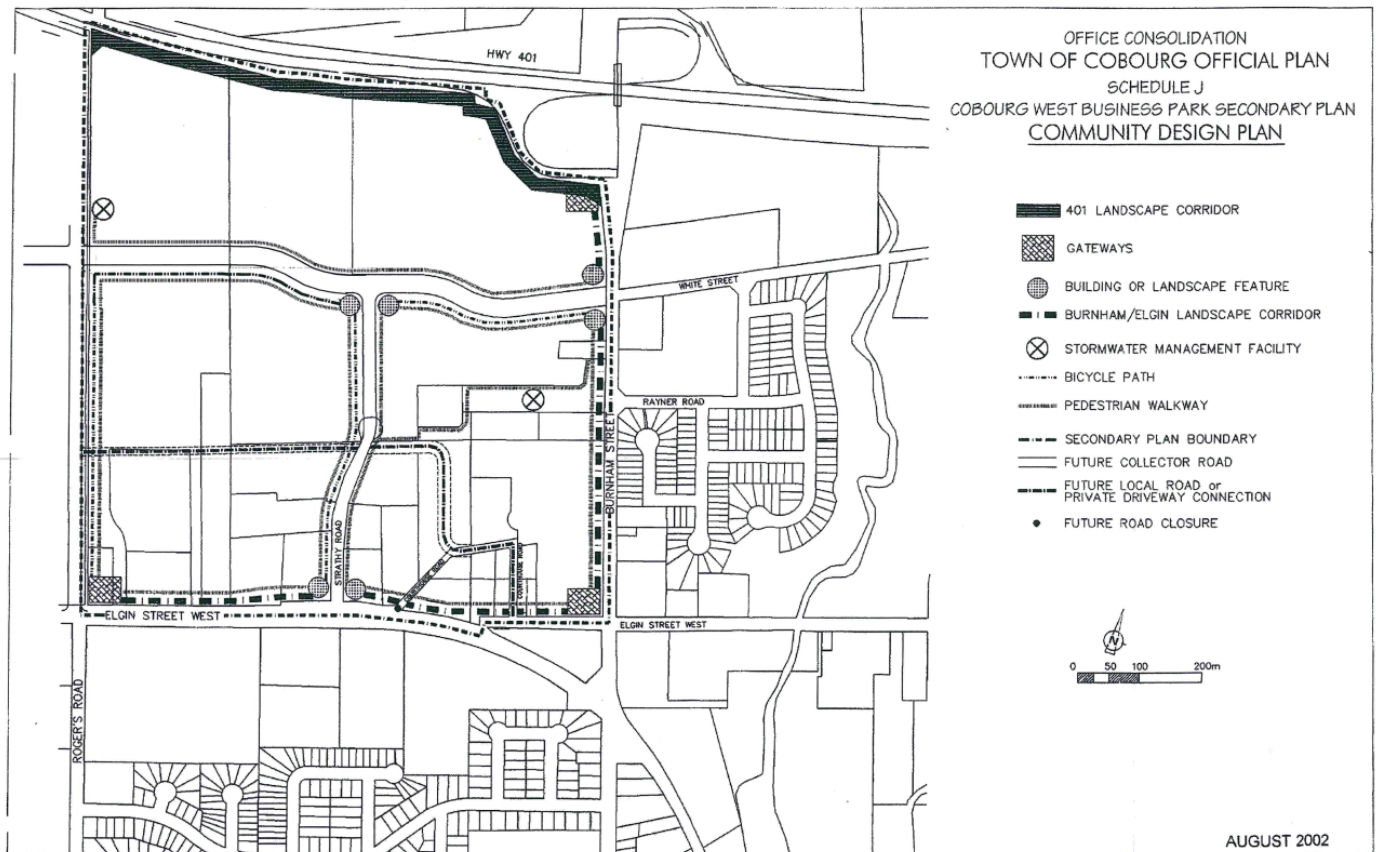


Figure 12: Town of Cobourg Official Plan Schedule J - Community Design Plan

#### 14.4.6 Urban and Architectural Design

The Secondary Plan area shall have a high quality of urban and architectural design. In particular:

- i) Site and building design shall ensure that it is easy for visitors to orient themselves by ensuring that there are features which terminate vistas, frame views and clearly identify entrance and exit areas;
- ii) Building design shall take into consideration the heritage of the community and the Town shall attempt to ensure that the heritage building which was located on

the north side of Elgin Street West, west of Strathy Road, is preserved and reused in an appropriate setting as part of the development of the area or, if this is not feasible, elsewhere in the Town;

- iii) The Safe Community Design and Barrier Free Access design policies of Section 5.2 of the Official Plan shall be applicable to development in the Secondary Plan area; and
- iv) Development adjacent to the hospital site at White Street and Burnham Street shall be evaluated by the Town, in consultation with the hospital, to ensure that any impacts

on the hospital area are appropriately mitigated.

The enhanced façade design and extended canopy of the drop off area provides guests and visitors with a clear sense of arrival and exit to the site. The proposed development is in conformity with the Safe Community Design and Barrier Free Access design policies of the SP.

Summary

The purpose of the Cobourg West Business Park Secondary Plan is to establish a more detailed planning framework for the Business Park, which is planned to be a gateway to the Town with a high-quality environment and a wide range of employment and commercial uses. Hotels are a permitted use within the SP subject to a zoning by-law amendment.

Furthermore, the design of the proposed development has regard for the Community Design policies of Sections 14.4 of the SP. As such, it is our opinion that the proposed development conforms to the Cobourg West Business Park Secondary Plan.

8.7 Town of Cobourg Zoning By-law 85-2003

The subject property is zoned under the Town’s Zoning By-law 85-2003. As per Zoning By-law 85-2003, Map 15, the subject property is zoned BP-4 – Business Park Zone as seen in Figure 13 below.

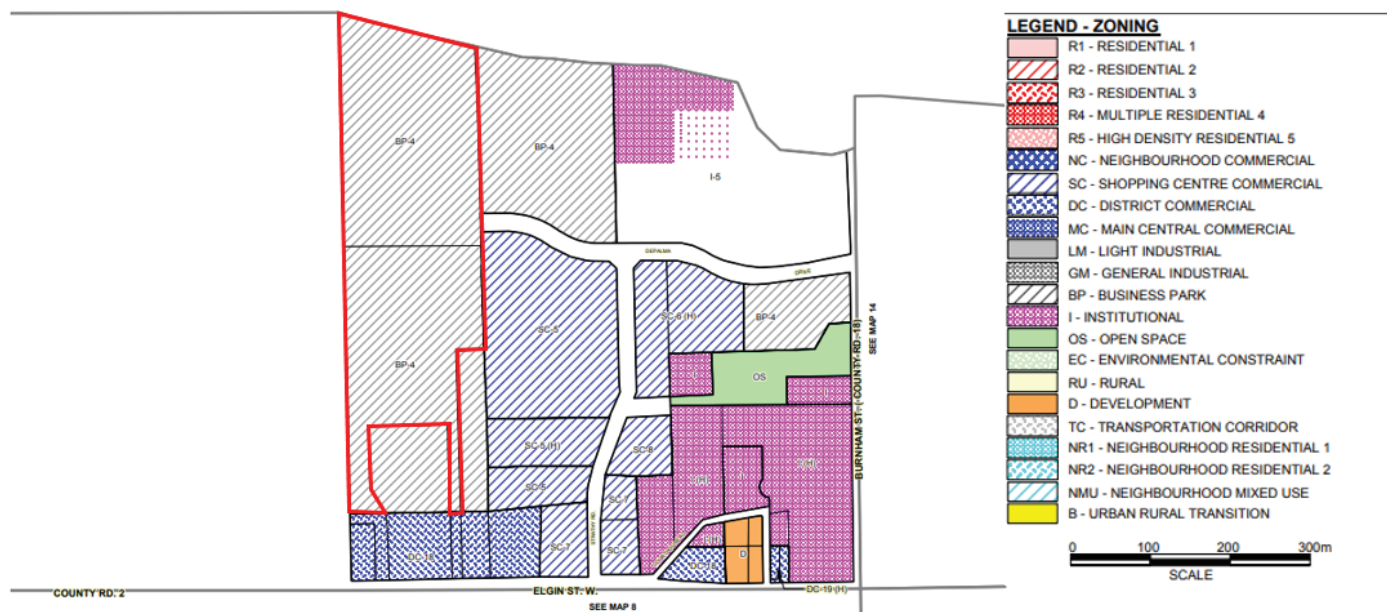


Figure 13: Town of Cobourg Zoning By-law 85-2003 – Map 15

Permitted Uses within the Business Park Exception 4 (BP-4) zone are identified in Section 18.2.4.2 and are as follows:

- Industrial uses in enclosed buildings;
- Office;
- Wholesale;
- Research and development;
- Institutional;
- Education and training;
- Data processing;
- Park and recreation uses;

- Public use in accordance with the provisions of section 5.3.2;
- Secondary uses consisting of services uses related to the employment function including computer service uses, accounting service uses and engineering service uses in a building utilized for a permitted use, provided that such a use does not exceed 10% of the gross floor area.

Permitted buildings and structure for these permitted uses are identified by section 18.2.4.4 and include buildings and structures for permitted uses, including an industrial mall building; one dwelling unit for a caretaker in a portion of a building used for a permitted use; and, accessory buildings and structures for the permitted uses.

Section 18.2.4.5 of the Zoning By-law identifies the following regulations:

A Zoning By-law Amendment is required in order to permit a hotel use on the Hotel lands, in addition to address certain site-specific performance standards. The details of the Zoning By-law Amendment application will be addressed in section 9.2 of this Planning Justification Report.

Table 4: Zone Provisions By-law 85-2003 BP-4 – Business Park Zone (Section 18.2.4.5).

Category	Regulation
<b>Minimum Lot Area</b>	1,400 m <sup>2</sup>
<b>Minimum Lot Frontage</b>	30 metres
<b>Maximum FSI</b>	2
<b>Yards</b>	6 m (20 ft) minimum, and 9m (30 ft) abutting a hospital use
<b>Minimum Landscaped Area Adjoining Highway 401</b>	A landscaping area having a minimum width of 15 m (50 ft) parallel and adjoining the Highway 401 right-of-way.
<b>Minimum Landscaped Area Adjoining Any Street or Road Allowance, other than Highway 401 Landscaped Open Space, including landscaped area along Highway 401 or any street or road allowance</b>	6m (20 ft) minimum
<b>Landscaped Open Space, including landscaped area along Highway 401 or any street or road allowance</b>	A minimum 15% of lot area, which may include pedestrian walkways through parking area.
<b>Building Height</b>	6 Storeys Maximum
<b>Minimum Landscaped Open Space</b>	10% of the lot
<b>Building Height</b>	3 Storeys
<b>Open Storage</b>	<p>Open storage of goods and materials including refuse containers, shall be permitted provided that:</p> <ul style="list-style-type: none"> <li>i) any storage area shall not be permitted: in the front yard; or within 9 m (30 ft) of any lot line abutting a street; or within 9 m (30 ft) of a property line abutting a Residential, Institutional, Open Space or Development Zone; and</li> <li>ii) the storage area is enclosed by a masonry or stone wall, or solid wood, or closed chain link fence of a minimum 2 m (6 ft.) in height, where such storage is located adjacent to a Residential, Institutional, Open Space or Development Zone; and</li> <li>iii) Outside Storage shall not exceed 2% of the lot area;</li> <li>iv) In accordance with the definition of Open Storage in Section 3; and</li> <li>v) Open Storage shall be prohibited between any building or structure and the Highway 401 road allowance and within 30 m (100 ft) of the Highway 401 road allowance.</li> </ul>
<b>Parking and Loading</b>	In accordance with the provisions of Section 6, and in addition, loading shall be prohibited between any building or structure and the Highway 401 road allowance.
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## 9. PROPOSED DEVELOPMENT APPLICATIONS

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## 9.1 Zoning By-law Amendment Conformity Review

The subject property and Hotel lands are designated Business Park Exception 4 (BP-4) zone, which permits a variety of employment uses. The applicable zoning of the subject property contradicts Provincial and Municipal policies as the current zoning restricts the subject property from contributing to a range and mix of employment uses in order to contribute to the development of a complete community.

The Hotel lands are located within the Built-up Area of the Growth Plan. Section 2.2.1.4 of the Growth Plan states that the policies of the Growth Plan will be applied to support the achievement of complete communities that feature a diverse mix of land uses, including both residential and employment uses.

The current zoning is not permissive in those uses allowed within the BP-4 zone and restricts opportunities for diverse employment opportunities within the Town of Cobourg. It is our opinion that the existing zoning conflicts with Provincial policy by prohibiting the development of a range and mix of employment opportunities within an Employment Area adjacent to a major transportation corridor.

Furthermore, Section 2.2.5.1 of the Growth Plan states that municipalities will promote economic development and competitiveness by making efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities (Section 2.2.5.1.a) and ensuring the availability of sufficient land for a variety of employment to accommodate forecasted employment growth to the horizon of the Growth Plan (2.2.5.1.b). At present, the Hotel lands are underutilized, vacant employment lands whereby the uses are significantly restricted by zoning permissions to those uses that presently exist in the surrounding area.

Based on Section 2.2.5.1 of the Growth Plan, the currently applicable zoning of the Hotel lands does not conform to and is not consistent with the applicable provincial policy framework. The current zoning will inhibit the subject property from achieving the mandated employment targets that have been identified in the Growth Plan.

## 9.2 Draft Zoning By-law Amendment

The Draft Zoning By-law Amendment is required as the proposed development does not comply with the current zoning of the subject property under Zoning By-law 85-2003. The Hotel lands are presently zoned Business Park Exception 4 – BP-4 zone. The current zoning contains permissions for certain employment uses, not including hotel uses.

The purpose of the Zoning By-law Amendment application is to introduce permission for a hotel use, in addition to certain site-specific standards including:

- Permitted Encroachments in Yards
  - Notwithstanding Section 5.13.1, unenclosed and uncovered porches and sun decks, steps and patios not exceeding 0.6m above finished grade shall be permitted to project into any yard a maximum of 3.2m, including eaves and providing that no porch or sun deck extends closer than 0.6m to any lot line, no steps extend closer than 0.6m to any lot line and remains free and clear of any sight triangles.
- Minimum Landscaped Area Adjoining Any Street or Road Allowance other than Highway 401
  - 3.0 metres as a minimum.
- Parking and Loading
  - Notwithstanding the provisions of Section 6, the required number of parking spaces for the Hotel Use developed in accordance with this Zoning By-law Amendment shall be 98 parking spaces.
- Other By-law Provisions
  - Except as amended in this By-law, all other provisions of By-law 85-2003 shall apply to the lands in the BP-X Zone.

Accordingly, the Zoning By-law Amendment Application seeks to rezone the Hotel lands to a new Business Park Exception 'X' Zone – BP-X.



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## 10. PLANNING ANALYSIS AND JUSTIFICATION

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## 10.1 Policy Context

The development of the Hotel lands is consistent with the policies of the Provincial Policy Statement (2014), conforms to the policies of the Growth Plan for the Greater Golden Horseshoe (2019), and the Northumberland County Official Plan, and conforms to the Town of Cobourg Official Plan and Cobourg West Business Park Secondary Plan, including those policies relating to growth and intensification, sustainable development, healthy and complete communities, compact built forms, particularly within employment areas.

The Provincial Policy Statement (2014) provides overarching direction regarding intensification, compact urban form and the efficient use of existing infrastructure. It is our opinion that the proposed development is consistent with the policies of the PPS as it provides intensification of employment uses on underutilized lands proximal to transit and within the built-up settlement area. Furthermore, the Hotel lands can be serviced by existing infrastructure.

It is our opinion that the proposed development conforms to the policies and objectives for the Growth Plan for the Greater Golden Horseshoe (2019) as it promotes a form of development of land that is compact and efficient, given that it introduces employment uses to presently vacant employment lands. The proposed development optimizes existing infrastructure and services and plans for future transit investments through the extension of DePalma Drive. Furthermore, the proposed development is a key opportunity for intensification of employment uses in settlement areas and contributes to the Town of Cobourg achieving employment growth targets through the development of vacant land, contributing to the development of a complete community.

It is our opinion that the proposed development conforms to the policies and objectives of the Northumberland County Official Plan as it encourages the development of employment uses within the Urban Areas designation, an area expected to absorb a major amount of population and employment growth through 2034 and beyond. The proposed development represents a contribution to a diversified employment base and a wide range of economic activity in accordance with the policies and vision of the Northumberland County Official Plan.

The Town of Cobourg Official Plan designates the subject property Employment Areas, a designation intended for the development of employment uses and related uses that include a diversity of serviced sites across the Town. The development of a hotel on the Hotel lands represents an opportunity to contribute to a healthy mix of uses that reinforce the Town's image as a vibrant employment centre. The proposed development is an additional employment-generating use that will create jobs and contribute to the development of a diverse employment area, supporting other nearby employment uses on a property that can be serviced by existing municipal servicing.

In addition, the design of the proposed development addresses the design policies of Section 5.2 in that it will provide high quality streetscaping, establish a safe and accessible design, promote active modes of transportation and create a building design that complement the existing building characteristics.

The proposed development satisfies the Town of Cobourg Official Plan's stormwater management policies within Section 7.4 as confirmed by the Functional Stormwater Management Report prepared by Engage Engineering Ltd., which confirms a design for a viable interim stormwater management solution which will serve the proposed development until such time as the ultimate solution is identified.

Under the Town of Cobourg Official Plan, the Cobourg West Business Park Secondary Plan applies to the Hotel lands. Specifically, section 14.3.2.6.2 applies to the subject property as a whole and introduces increased use permissions for employment areas, including permissions for hotel uses. The proposed Zoning By-law Amendment will bring the existing zoning into conformity with this section of the OP.

## 10.2 Previous Development Application

The subject property was subject to an appeal to the Former Local Planning Appeals Tribunal. The Town of Cobourg adopted Official Plan Amendment No. 69 ("OPA 69") which was subsequently approved by the Former Ministry of Municipal Affairs and Housing in December 2011. OPA 69 was appealed by the legally registered landowners of the subject property ("DePalma") on the basis that the contents of the Employment Area land use designation was restrictive to the future development of the Employment Areas in the

Town of Cobourg, particularly on the subject property.

Following meetings and discussions with Town of Cobourg Planning staff on various occasions, a proposed policy amendment to the Employment Area permissions of OPA 69 was prepared and agreed upon by DePalma and the Town of Cobourg. In a decision issued June 15, 2018, the Former Local Planning Appeals Tribunal issued a decision allowing the appeal and approving the site-specific amendments to OPA 69, which resulted in expanded permissions for the subject property, as identified in 8.6 of this Planning Justification Report.

These policies were approved on the basis that provinces objectives are to encourage economic growth and development, not restrict it through series of policy restrictions. The approved policies support a balanced approach to policies for employment areas and represents a variety of uses that are indicative of key elements of a successful employment area.

The approved policies achieve a balanced set of objectives for employment area development that will not undermine or negatively impact the Town's retail market or job growth as supported by market studies.

In our opinion, the approved policies provided contemporary land use permission framework that supports a successful and balanced employment area while providing additional job opportunities. Contemporary and emerging planning policies for employment areas and business parks are increasingly recognizing the relationships between mix of uses and the benefits of integrated mixed employment areas that support traditional employment sectors and as such, the Zoning By-law Amendment to permit hotel uses in accordance with the approved policies within the Official Plan (as amended) should be approved on this basis.

### 10.3 Traffic, Infrastructure & Servicing

The Hotel lands are located in an area planned for more intensified employment uses. As such, there is the opportunity for connection to municipal services along DePalma Drive. Engage Engineering has analyzed the servicing requirements for the proposed Hotel and recommends appropriate connections to sanitary service, stormwater management and water services, and their reports conclude that there is viable servicing for the property as an interim condition. The ultimate

servicing configuration for the entire subject property will be resolved through the detailed design as part of the Site Plan Approval process.

A total of 98 parking spaces are provided to serve the proposed development. While this constitutes a technical deficit of 4 parking spaces, a Transportation Impact Study prepared by NexTrans Consulting Engineers concludes that this parking reduction is negligible due to the use of the Hotel lands and their location proximal to transit.

Accordingly, the proposed development is appropriate, in consideration of traffic and servicing infrastructure, and will not negatively impact the existing and planned road network, servicing improvements and stormwater management resolution for the area.

### 10.4 Urban Design and Compatibility

The building is designed to mitigate its mass through the provision of a linear built form, the floor dimensions being 20 metres deep and 60 metres long which provides a narrow and slender floor plate. An accentuated entrance area, wall projections, recesses and heightened parapets are used to break the linearity of the mass of the building. The facades of the proposed developments are designed to address the public realm on all sides, with the main façade facing west. At present, the elevations suggest a material palette that is indicative of the design of the surrounding Cobourg West Business Park. This maintains the existing character of the existing buildings within the Cobourg West Business Park.

The proposed building is set back to the rear of the Hotel lands, which provides the opportunity for ample landscaped area. Two entrances to the Hotel lands are proposed from the south to the future extension of DePalma Drive and to the west to a potential future street, the design of which will be resolved as part of a future application for Draft Plan of subdivision. These entrances lead to the parking area, which maintains a 3-metre-wide landscaping buffer along the site's peripheries and well as landscaped parking islands.

The landscaping of the property, particularly along its border and within the parking area will be landscaped such that it defines the Hotel lands and the interface of the public-private realm while reducing the visual impact of the parking lot; however, is not so significant that it

provides a barrier to the future hotel. The landscaping further reduces the extent of asphalt paved areas and contributes to the mitigation of the urban heat island effect.

The proposed development provides distinct landscaping on the patios, with hard and soft landscaping, seating and shading devices for the comfort of the hotel guests. This design helps to buffer the proposed building from the public realm and from surrounding land uses. Accordingly, the proposed siting of the building and site design as a whole will contribute to a vibrant and pedestrian friendly streetscape along the future extension of DePalma Drive.

In summary, the proposed development supports the Town of Cobourg's vision for urban and sustainable design by incorporating aspects of their Urban Design and Landscaping Guidelines, as well as the applicable sections of the Town's Official Plan and Cobourg West Business Park Secondary Plan to ensure that the proposed development is compatible with the context of the Business Park.



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# 11. C O N C L U S I O N

The introduction of expanded uses to the Business Park zone promotes economic development and competitiveness, thereby contributing to a diversified economic base and a wide range of economic activities in the area. In our opinion, the introduction of additional employment-generating uses support future employment needs in the Town of Cobourg.

In our opinion, the location of the Hotel lands in proximity to Highway 401 is an optimal location for hotel uses in terms of both access and visibility and the proposed amendment supports this land use permission.

In order to advance the development proposal, applications to amend the Zoning By-law Amendment in accordance with the recently approved Official Plan Amendment is required and has been provided with this submission. The amendment to the Zoning By-law 85-2003 is appropriate and would not negatively impact the ability of the Cobourg West Business Park employment area and the Town of Cobourg as a whole to achieve their growth targets as identified by the Growth Plan for the Greater Golden Horseshoe and the planned vision for this key employment area.

It is our opinion that the proposed development and zoning by-law amendment application represents good land use planning and is based on good urban design principles and should therefore progress through the planning process as prescribed by the Planning Act.



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