

 <b>COBOURG</b>	<b>THE CORPORATION OF THE TOWN OF COBOURG</b>	
	<b>COMMITTEE OF THE WHOLE STAFF REPORT</b>	
TO:	Mayor and Council	
FROM: TITLE:	Glenn McGlashon, MCIP, RPP Director of Planning & Development	
DATE OF MEETING:	September 14, 2020	
TITLE / SUBJECT:	Application Site Plan Approval – Golden Plough Lodge 555 Courthouse Road and 983 Burnham Street Salter Pilon Architecture/ Northumberland County	
REPORT DATE:	September 3, 2020	File #: SPA-08-19

1.0 CORPORATE STRATEGIC PLAN OBJECTIVE

N/A

2.0 RECOMMENDATION

The following actions are recommended:

THAT the Staff Report be received by Council for information purposes; and,

THAT the By-law attached as **Figure 6** to the Staff Report be endorsed and be presented to Council for adoption which authorizes the Mayor and Municipal Clerk to execute a Development Agreement with The Corporation of the County of Northumberland and Lakefront Utility Services Inc. for the proposed re-development of the Golden Plough Lodge at 555 Courthouse Road and 983 Burnham Street, Cobourg, subject to the finalization of details by municipal staff and partner review agencies; and,

THAT the By-law attached as **Figure 7** to the Staff Report be endorsed and presented to Council for adoption which removes the Holding (H) Symbol from the subject development lands.

3.0 PUBLIC ENGAGEMENT

The Planning Act R.S.O 1990, c.P. 13, as amended does not prescribe any statutory public notice or engagement requirements for Site Plan Applications and Amendments, as these particular applications are recognized as being a

detailed, technical review of matters relating to site development, including building layout, access, parking, landscaping, servicing and grading to name a few.

However, the Municipality requires that the applicant provide notice by posting a 1 m x 1.8 m sign on the Subject Lands, in an area visible from the public realm, notifying the public that an application for Site Plan approval has been submitted to the Municipality. The sign must include a contact number for both the applicant and the Town of Cobourg Planning Department, where plans can be made available for the public to view. Two SPA signs were erected on the Elgin Street West and Burnham Street frontages.

Additionally, the Planning Department provided a written notice of complete Site Plan Approval application to Council on September 9, 2019, and all Site Plan Approval applications are considered by Council in open session prior to final approval. Finally, information relating to the Site Plan Approval application is posted on the municipal website under the Planning Applications page (Planning & Development).

Finally, the County CAO provided a GPL project update presentation to Cobourg Municipal Council's Committee of the Whole at its regular meeting held on June 1, 2020.

#### 4.0 ORIGIN AND LEGISLATION

In August of 2019, the Planning Department received an application for Site Plan Approval from Salter Pilon Architecture on behalf of Northumberland County for the redevelopment and relocation of the Golden Plough Lodge (GPL) long term care home situated at 555 Courthouse Road and 983 Burnham Street. Following a review of the application, Planning staff concluded that it constituted a complete application in accordance with the provisions of the Ontario *Planning Act* and the Cobourg Official Plan to form a complete application and was formally received by Council on September 9, 2019.

#### 5.0 BACKGROUND

The Subject Lands known as 555 Courthouse Road and 983 Burnham Street are located at the northwest corner of the Burnham and Elgin Street intersection, and has a lot area of 5.6 ha. The Subject Lands consist of two buildings: the Northumberland County Administrative Headquarters building, referred to as 555 Courthouse Road, and the GPL long term care home, referred to as 983 Burnham Street. See **Figure 1 Location Map**.

The Subject Lands are designated "Major Institutional Area" in the Cobourg West Business Park Secondary Plan Area of the Official Plan (2017) and zoned "Institutional Holding (I-H) Zone" in the Comprehensive Zoning By-law #85-2003.

## 6.0 ANALYSIS

The application proposes to build a new 18,832.5 m<sup>2</sup>, 3-storey long term care building with a 4<sup>th</sup> storey mechanical penthouse in a new location towards the western limits of the Subject Lands (west of Halcyon Place), after which the existing GPL building will be demolished. The new GPL building will consist of 180 long term care beds along with various support services and administrative facilities. Also housed within the new building will be a newly integrated Northumberland County Archives and Museum comprised of approx. 557 m<sup>2</sup> of floor space. Most of the Courthouse Road allowance is to be closed by the County to facilitate the new build, save for the western arm which is currently used by the commercial plaza and the Church on the Hill.

The following plans and reports were submitted with the application:

- Architectural Site Plans, Removals, Details & Phasing;
- Site Servicing, Grading & Details;
- Stormwater Management Report;
- Electrical Site and Photometric Plans;
- Mechanical Drawings;
- Vegetation Management, Landscape Plans & Details;
- Tree Inventory Report;
- Building Elevations and Renderings;
- Transportation Impact Study;
- Urban Design Brief;
- Geotechnical Report;
- Topographical Survey.

The following attachments are included for reference purposes:

**Figure 1 – Location Map**

**Figure 2 – Site Plan**

**Figure 3 – Landscape Plan**

**Figure 4 – Ownership Plan**

**Figure 5 – Building Elevations/Renderings**

**Figure 6 – Agreement Authorization By-law**

**Figure 7 – Holding Removal By-law**

Summary of Key Points:

The following are the key points associated with the proposal:

- The County of Northumberland property at 555 Courthouse Road and 983 Burnham Street is occupied by the County Administration Headquarters building at the south-east corner and the existing GPL

long term care home to the north (see **Figure 1 Location Map** attached). The existing long term care home has existed for many decades and is very outdated relative to current government regulations, standards and funding requirements for such facilities. The new \$100 million facility is expected to be operational by the Summer of 2022.

- The proposed location for the new GPL is towards the western limits of the Subject Lands, west of Halcyon Place (refer to **Figure 2 Site Plan**). Once the new GPL is occupied, the existing GPL will be demolished and turned into passive park space and pathway connections.
- The eastern portion of Courthouse Road is to be closed as a public highway by the County, however a new internal multi-purpose transportation 'loop' system will be implemented between Elgin Street West, Burnham Street and Strathy Road to provide safe, convenient access in a campus-like environment throughout the site via multiple modes of transportation, including multi-purpose trails, bike lanes and dedicated pedestrian pathways for active transportation, and a new transit stop.
- Parking for the GPL will be split, with visitor parking being accommodated to the south of the building's primary entrance, while staff parking and service delivery will be located to the north of the building. Parking for 203 vehicles will be provided in total, including six barrier-free spaces, five electric vehicle spaces, eleven green vehicle parking spaces, and four visitor bicycles and a covered bike shelter for employees.
- Within the GPL, and around the building property, public and natural spaces are incorporated into the design to promote and celebrate connectivity, healthy and social environments for residents, staff and visitors. Overall, the entire site will be extensively landscaped with over 200 new trees and over 2,700 shrubs and plants. Numerous courtyards (including internal courtyards), garden terraces/seating areas, 'great lawn' amenity areas, interpretive stations (including an Indigenous history stop), and tree-lined driveways and pathways are proposed (see **Figure 3 Landscape Plan**).
- The County is seeking a LEED<sup>1</sup> Silver certification from the Canada Green Building Council which goes beyond the minimum sustainability requirements of the Ontario Building Code (OBC), Ministry of Health and

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<sup>1</sup> **LEED certification** provides independent, third-party verification that a building, home or community was designed and built using strategies aimed at achieving high performance in key areas of human and environmental health: location and transportation, sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality. There are four different levels of certification: Certified, Silver, Gold and Platinum.

County Standards for energy performance, with specific attention afforded to resident and staff comfort based on Ministry Guidelines. Some notable elements of sustainable design include: natural light to all resident rooms and common spaces; highly energy efficient mechanical systems; LED lighting and occupancy sensors; construction materials with high organic composition; locally sourced materials; green roofs (both active and non-active); electric vehicle charging stations; native plant species that are drought resistant; access to fresh air in resident rooms and at outdoor courtyards and terraces; multi-modal transportation design, particularly active transportation and transit modes; and, bird friendly glazing.

- Being a government-operated long term care home, the project consulting team designed the GPL complex and surrounding lands using an accessibility lens for those with mobility and accessibility challenges. The architect attended the October 2019 meeting of the Accessibility Advisory Committee (AAC) and all comments and questions of the Committee were addressed at that time.
- Since the preliminary design stages of GPL in 2016/17, the County has held discussions with various landowners abutting the development site as it relates to the use and closure of Courthouse Road (see **Figure 4 Ownership Plan**). County ownership and closure of portions of Courthouse Road are imperative to the success of the GPL re-development project, and collaboration with the Town resulted in an agreement that the County would assume ownership of the road. It is the understanding of Town staff that agreements have now been reached with all of the abutting landowners which will see the western arm of Courthouse Road remain open as a public highway to service the existing commercial plaza and the Church on the Hill, with the remainder of the roadway being closed as a public highway (the new internal transportation system will take its place).
- The proposal conforms to the Cobourg Official Plan, Urban & Landscape Design Guidelines, and Comprehensive Zoning By-law No. 85-2003, and meets all applicable policies, guidelines and standards of the Municipality and external review agencies.

## 7.0 FINANCIAL IMPLICATIONS/BUDGET IMPACT

There are no anticipated negative financial implications imposed on the Municipality as a result of the application. The Owner has submitted the requisite \$5,500.00 in application fees and deposits. The \$100 million facility will generate approx. \$322,000.00 in Building Permit fees and \$5,133.00 for the municipal Tree Levy. As a government body, the County is exempt from Development Charges.

8.0 CONCLUSION

It is the opinion of the Planning Department that the application submitted by Salter Pilon Architects, on behalf of the County of Northumberland, for the redevelopment of the Golden Plough Lodge long term care home at 555 Courthouse Road and 983 Burnham Street meets all applicable policies and standards, subject to the finalization of details by municipal staff and partner review agencies.

9.0 POLICIES AFFECTING THE PROPOSAL

The primary policies affecting this application relate to the Cobourg West Business Park Secondary Plan policies including the Major Institutional Area designation, and the Community Design and Improvement policies of the Cobourg Official Plan.

10.0 COMMUNICATION RESULTS

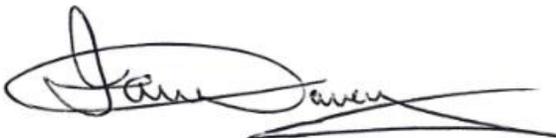
This Report is intended to provide Council and the public with background and analysis of the application, and to recommend that Council approve the application and the By-law attached to this report (see **Figure 6 Agreement Authorization By-law**).

**Report Prepared by:**



Glenn McGlashon, MCIP, RPP  
Director of Planning and Development

**Report Approved by:**



Ian Davey, BBA CPA CA  
Interim CAO/Director of Corporate Services/Treasurer

Figure 1 Location Map

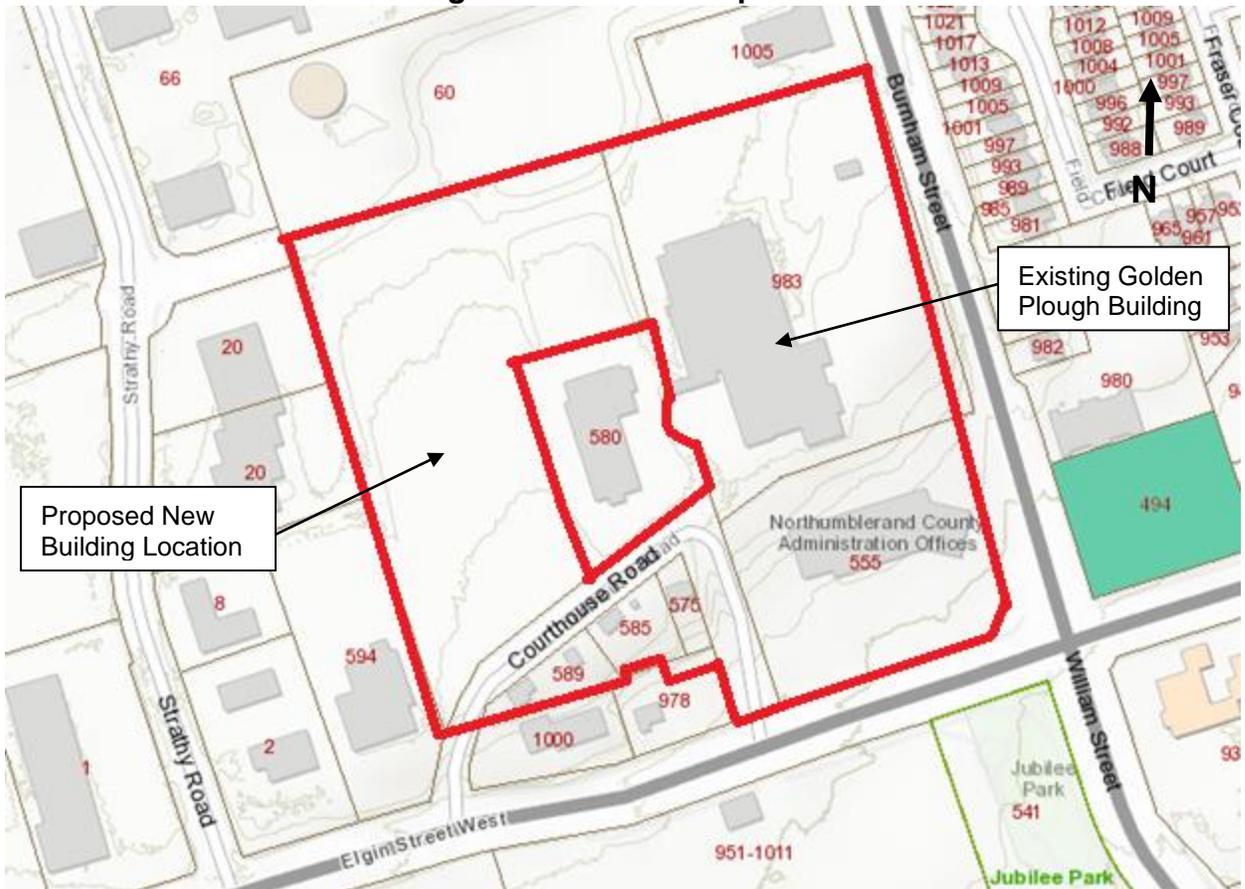
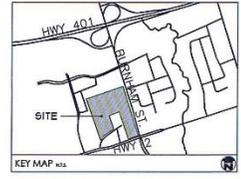
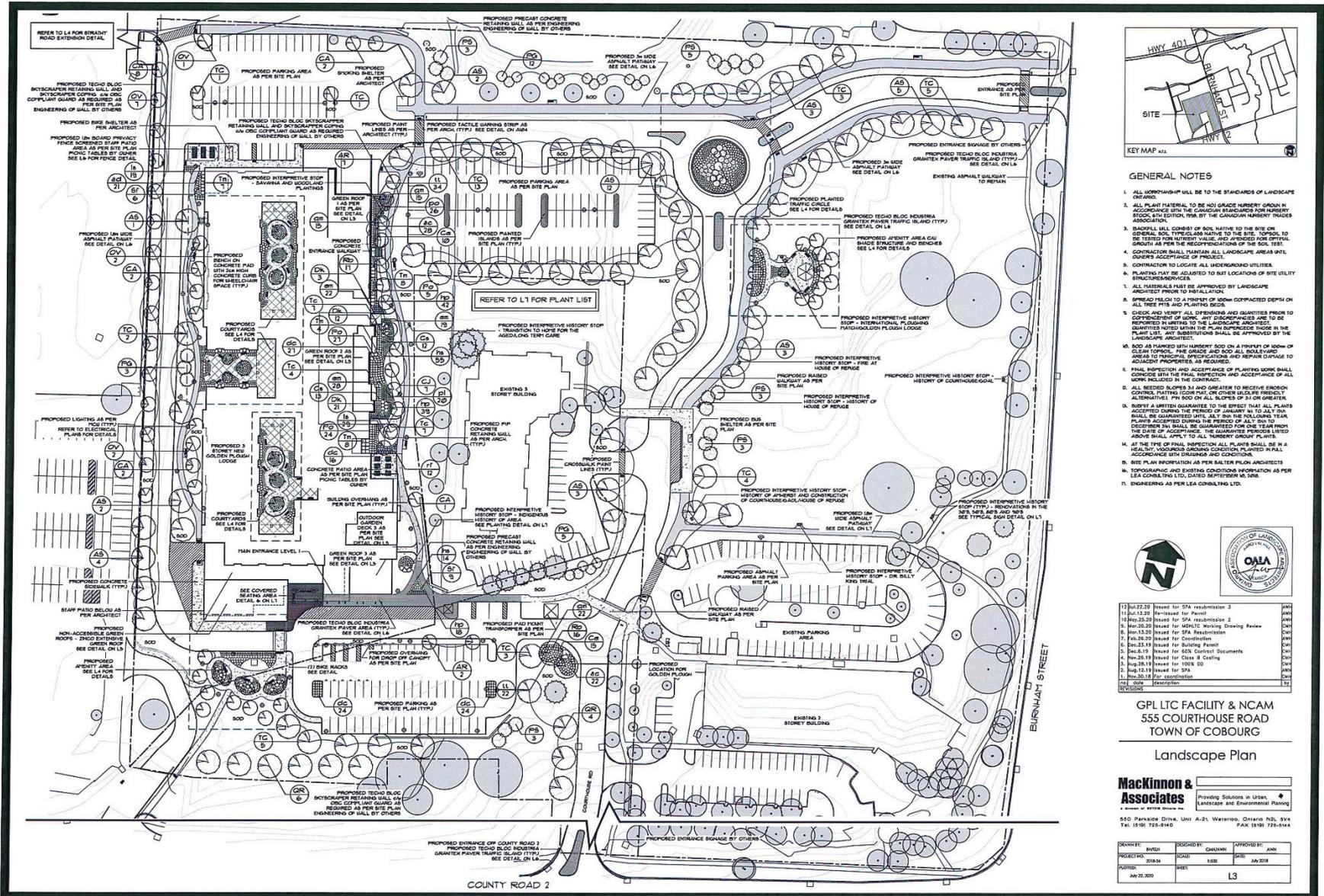


Figure 2 Site Plan



### Figure 3 Landscape Plan



- GENERAL NOTES**
1. ALL WORKSHIPS WILL BE TO THE STANDARDS OF LANDSCAPE CONTRACTING.
  2. ALL PLANT MATERIAL TO BE NOT GRADE NUMBER GRADIN IN ACCORDANCE WITH THE CANADIAN STANDARDS FOR NURSERY STOCK, 8TH EDITION, 1994 BY THE CANADIAN NURSERY TRADES ASSOCIATION.
  3. BACKFILL SHALL CONSIST OF SOIL NATIVE TO THE SITE OR GENERAL SOIL TYPE CLASSIFIED TO THE SITE. TOPSOIL TO BE TESTED FOR NUTRIENT VALUE, AND ADVISED FOR OPTIMAL GROWTH AS PER THE RECOMMENDATIONS OF THE SOIL TEST.
  4. CONTRACTOR SHALL MAINTAIN ALL LANDSCAPE AREAS UNTIL OWNER'S ACCEPTANCE OF FINISH.
  5. CONTRACTOR TO LOCATE ALL UNDERGROUND UTILITIES.
  6. PLANTING MAY BE DEFERRED TO BAIT LOCATIONS OF SITE UTILITY STRUCTURES/CONDUITS.
  7. ALL MATERIALS MUST BE APPROVED BY LANDSCAPE ARCHITECT PRIOR TO INSTALLATION.
  8. SPREAD PAVEMENT TO A MINIMUM OF 100mm COMPACTED DEPTH ON ALL TREE PITS AND PLANTING BEDS.
  9. CHECK AND VERIFY ALL DIMENSIONS AND QUANTITIES PRIOR TO COMMENCEMENT OF WORK. ANY DISCREPANCIES ARE TO BE REPORTED IN WRITING TO THE LANDSCAPE ARCHITECT. QUANTITIES NOTED WITHIN THE PLAN SUPERSEDE THOSE IN THE PLANT LIST. ANY SUBSTITUTIONS SHALL BE APPROVED BY THE LANDSCAPE ARCHITECT.
  10. SOIL TO BE FIRMED WITH HEAVY ROLL ON A MINIMUM OF THREE (3) CLEAN TOPSOIL. FINISH GRADE AND SOIL TO BE FULLY DEVELOPED PRIOR TO PLANTING. PLANTING SHALL BE APPROVED BY THE LANDSCAPE ARCHITECT.
  11. FINAL INSPECTION AND ACCEPTANCE OF PLANTING WORK SHALL CONCLUDE WITH THE FINAL INSPECTION AND ACCEPTANCE OF ALL WORK INCLUDED IN THE CONTRACT.
  12. ALL SLOPES 3:1 AND GREATER TO RECEIVE EROSION CONTROL. PLANTING TO BE PAID, OR OTHER MEASURES PROVIDED ALTERNATIVE FINISH SOIL ON ALL SLOPES OF 3:1 OR GREATER.
  13. OWNER'S WRITTEN GUARANTEE TO THE EFFECT THAT ALL PLANTS ACCEPTED DURING THE PERIOD OF JANUARY 1st TO JULY 31st SHALL BE GUARANTEED FOR ONE (1) YEAR. THE NEXT YEAR PLANTS ACCEPTED DURING THE PERIOD OF ALLY 1st TO DECEMBER 31st SHALL BE GUARANTEED FOR ONE YEAR FROM THE DATE OF ACCEPTANCE. THE GUARANTEE PERIODS LISTED ABOVE SHALL APPLY TO ALL NURSERY GROUP PLANTS.
  14. AT THE TIME OF FINAL INSPECTION ALL PLANTS SHALL BE IN A HEALTHY AND GROWING CONDITION. PLANTED MATERIALS SHALL BE GUARANTEED TO BE GUARANTEED FOR ONE YEAR.
  15. SEE PLAN INFORMATION AS PER BALTER PITCH ARCHITECTS.
  16. TOPOGRAPHIC AND EXISTING CONDITIONS INFORMATION AS PER LEA CONSULTING LTD. DATED REFERENCE IN R/S.
  17. ENGINEERING AS PER LEA CONSULTING LTD.



11 Jul 22-20	Issued for SPA resubmission 3	AM
11 Jul 13-20	Re-issued for Permit	AM
10 Mar 20-20	Issued for SPA resubmission 2	AM
8 Mar 20-20	Issued for MDR/TC Working Drawing Review	CM
8 Mar 13-20	Issued for SPA Resubmission	AM
7 Feb 20-20	Issued for Construction	CM
6 Dec 21-19	Issued for Building Permit	AM
5 Dec 19-19	Issued for 60% Contract Documents	CM
4 Nov 20-19	Issued for Class 3 Contract	AM
3 Aug 20-19	Issued for 100% CD	CM
2 Aug 12-19	Issued for SPA	AM
1 Nov 20-18	For coordination	CM
01 01 01	Preparation	CM
01 01 01	Revisions	CM

**GPL LTC FACILITY & NCAM  
555 COURTHOUSE ROAD  
TOWN OF COBOURG**

**Landscape Plan**

**Mackinnon & Associates**  
Landscape and Environmental Planning  
PROVING SOLUTIONS IN URBAN, LANDSCAPE AND ENVIRONMENTAL PLANNING

840 Parkside Drive, Unit A-21, Waterloo, Ontario N2L 2A4  
Tel: (519) 745-1445 Fax: (519) 745-8144

DESIGNED BY	REVISION	DATE	APPROVED BY	DATE
PROJECT NO.	SCALE	1:500	DATE	July 2018
PURPOSE	SHEET			L3
DATE		Jan 20, 2020		

Figure 4 Ownership Plan

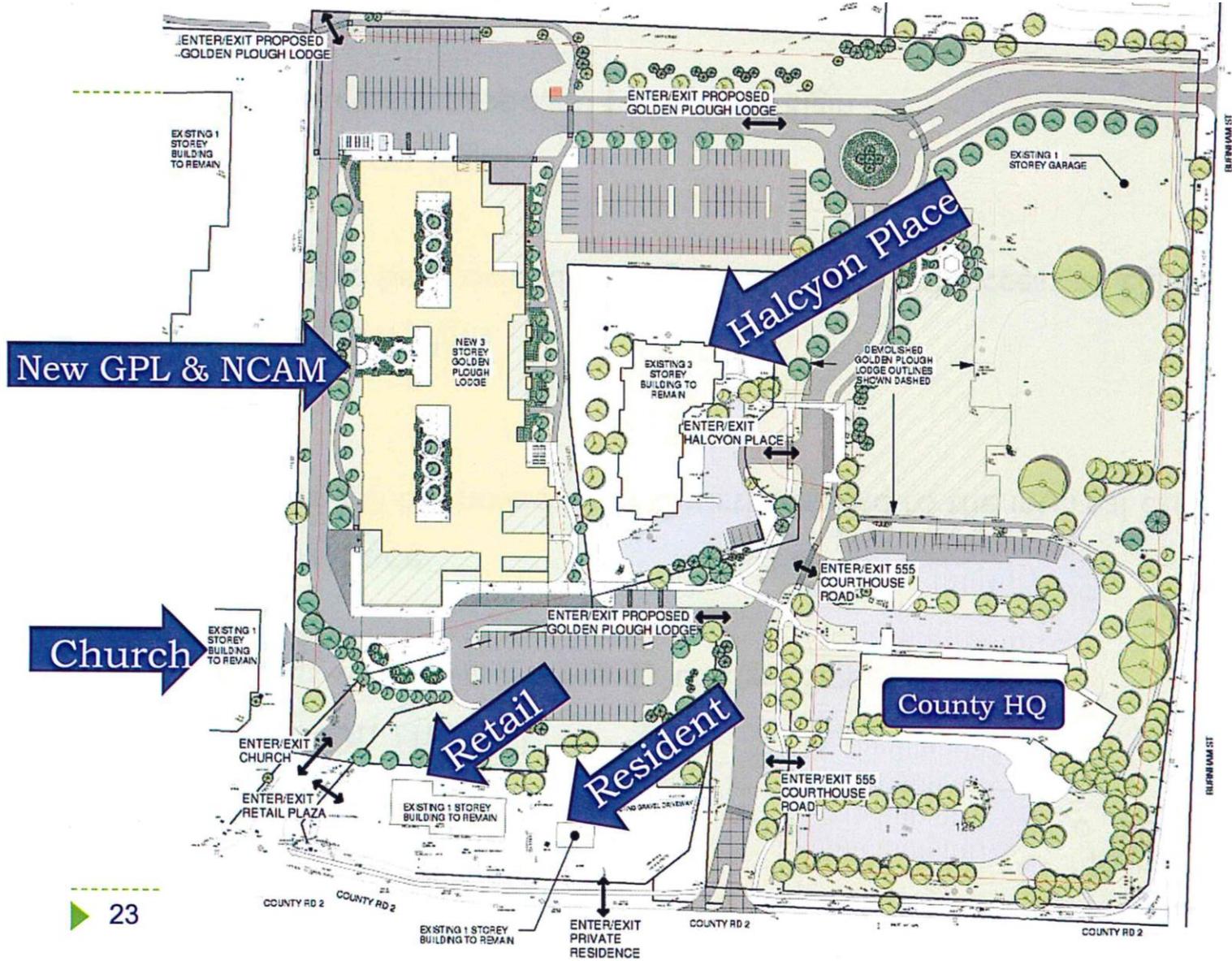


Figure 5 Building Elevations/Renderings



GPL Front Entrance



GPL Front Entrance from south-east



Secure Courtyard



1 West Elevation  
1 : 150



2 South Elevation  
1 : 150



## Figure 7 Holding Removal By-law

 COBOURG	THE CORPORATION OF THE TOWN OF COBOURG
	BY-LAW NUMBER _____

**A BY-LAW TO AMEND ZONING BY-LAW NUMBER 85-2003** (Golden Plough Lodge, 555 Courthouse Road & 983 Burnham Street, Cobourg)

**WHEREAS** the Council of the Corporation of the Town of Cobourg deems it advisable to amend By-law Number 85-2003 as amended;

**NOW THEREFORE** the Council of the Corporation of the Town of Cobourg enacts as follows:

1. THAT Schedule 'A', Map 15, attached to and forming part of By-law No. 85-2003, is hereby amended by changing the zone category of a portion of the 5.6 ha land at 555 Courthouse Road and 983 Burnham Street from 'Institutional *Holding* [(H)] Zone' to 'Institutional [I] Zone' as illustrated on Figure 1 attached hereto.
2. THAT Figure 1 attached hereto is hereby made part of this by-law as fully and to all intents and purposes as though recited in full herein.
3. THIS BY-LAW shall come into force and effect upon final passing hereof, subject to the provisions of the Planning Act, R.S.O. 1990, c. P. 13, as amended.

READ and passed in Open Council this 21<sup>st</sup> day of September, 2020.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
MUNICIPAL CLERK

**1** | Golden Plough Lodge Re-development, 555 Courthouse Road & 983 Burnham Street  
By-law No. \_\_\_\_\_-2020

FIGURE 1

