

Planning Justification Report

**Stage 2, Phase 3
New Amherst Development
Part of Lots 24 and 25, Concession A,
Town of Cobourg,
County of Northumberland**

**Official Plan Amendment, Zoning
By-law Amendment and Draft Plan of
Subdivision Applications**

D.M. Wills Project Number 16-10719

D.M. Wills Associates Limited
Partners in Engineering, Planning and
Environmental Services
Peterborough

June 2021

**Prepared for:
New Amherst Ltd. c/o Bill O'Malley**

Submissions Summary

Submission No.	Submission Title	Date of Release	Submissions Summary
1	Draft Planning Justification Report	June 17, 2021	Submission to Client

This report / proposal has been formatted considering the requirements of the Accessibility for Ontarians with Disabilities Act.

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Appendix A – Pre-Consultation Comments

1.0 Introduction and Objectives

D.M. Wills Associates Limited (Wills) has been retained by New Amherst Ltd. (Client) to prepare this Planning Justification Report (Report) in support of applications for an Official Plan Amendment (OPA), Zoning By-law Amendment (ZBA) and Draft Plan of Subdivision (DPS) for the property located at Part of Lots 24 and 25, Concession A (Subject Property) in the Town of Cobourg (Town) in the County of Northumberland (County). The applications pertain to the Stage 2, Phase 3 (S2P3) area of the New Amherst Subdivision.

1.1 Application Objectives

As outlined in the pre-consultation comments provided by the Town dated November 27, 2020, an OPA, ZBA and DPS are required to facilitate the proposed development of the S2P3 area of the New Amherst Subdivision. Refer to **Appendix A**.

As prepared, the DPS proposes the following development, for a total of 397 units:

- Block A – Maximum 120 units mixed development (subject to further planning approvals)
- Blocks 1 & 15 – 70 semi-detached units
- Blocks 2 to 8 – 54 single-detached units
- Block 12 – 11 townhouse units
- Block 13 – Maximum 151 unit mixed development (subject to further planning approvals)
- Block 11, 14 and Clock Tower Block – Parks
- Block 9 – Pumping Station

The OPA is required to amend the specific provisions of Policy 13.15 (Overlay Policy Area) in the Town of Cobourg Secondary Plan and to amend Schedule AA – Land Use Designations in the New Amherst Community Secondary Plan to remove the MDS setback overlay policy area applicable to the northwest corner of the Subject Property.

Additionally, an amendment is required to amend Schedule AA – Land Use Designations in the New Amherst Community Secondary Plan to re-designate a portion of the lands located in the northwest corner of proposed Block 13 from the 'Neighbourhood General' designation to the 'Neighbourhood Centre' designation; and to amend Schedule BB – Residential Density in the New Amherst Community Secondary Plan to re-designate a portion of the lands located in the northwest corner of proposed Block 13 from the 'Low & Medium Density Residential' designation to the 'Medium Density Residential & Neighbourhood Commercial' designation to permit the development of a uniform higher density residential unit block anticipated to consist of townhouses, condominium and apartment complexes.

The ZBA is required to remove the holding (H-2) zone from Schedule A, Map 8 of Zoning By-law No. 85-2003 and remove Policy 25.10.2 to recognize that the MDS setbacks are not applicable to lands within an urban settlement boundary and to permit the proposed development of the DPS for Stage 2, Phase 3.

The ZBA is also required to rezone a continuation of a 7.5 m strip of land north along the western border of the Subject Property from 'Neighbourhood Residential 1 (NR1 (H))' and 'Neighbourhood Mixed Use (NMU (H-2))' to the 'Urban Rural Transition Zone (B)' in order to bring the zoning into conformity with the Secondary Plan Policy 13.5.3 d).

1.2 Purpose of Planning Justification Report

In order to support the proposed applications, a Planning Justification Report has been requested by the Town. As prepared, this Planning Justification Report (PJR) serves to provide a background and description of the project, and justification of the applications in the context of the relevant provincial, county and local planning policy. This PJR also serves to summarize the various accompanying reports required for the applications.

2.0 Project Background

2.1 Property Location and Surrounding Land Uses

The Subject Property is located at the eastern periphery of the boundaries of the Town of Cobourg, being described as Part of Lots 24 and 25, Concession A, in the Town of Cobourg. The Subject Lands comprise Stage 2, Phase 3 of the New Amherst Subdivision.

In total, the Subject Lands being S2P3 of the New Amherst Subdivision comprise an area of roughly 13 hectares (32 acres). The Subject Lands provide for approximately 117.16 metres (384.3 feet) of frontage on County Road 2, together with approximately 100 metres (328 feet) of broken frontage on New Amherst Boulevard. Refer to **Figure 1**.

At present, the Subject Lands are vacant. No built form or municipal infrastructure currently exists on the Subject Lands. The property is largely covered by a mix of wild grasses and scrub brush. No significant vegetation is currently present on the Subject Lands, save and except for a few mature deciduous trees along the western boundary. Likewise, no significant natural heritage features have been established on the property.



KEY MAP

PART OF LOTS 24 AND 25, CONCESSION A
 A FORMER TOWNSHIP OF HAMILTON
 NOW IN THE TOWN OF COBOURG
 COUNTY OF NORTHUMBERLAND

FIGURE 1

Legend

 Subject Property

Scale: 1:10,000


0 62.5 125 250 375 500



NAD 1983 UTM Zone 17N

Data Sources
 City of Peterborough Open Data
 County of Peterborough Online GIS

Created In:	ArcMap 10.7
Drawn By:	JW
Checked By:	ED
Map Date:	June 2021
Project Number:	10719
Map Number:	1



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Land uses surrounding the Subject Lands are varied. Refer to **Figure 2**. To the east, the previous stages of the New Amherst Subdivision are established, which prominently include residential development consisting of a mix of single-detached, semi-detached and townhome units, interwoven with a system of connected park spaces. To the east, the New Amherst Subdivision transitions into the earlier-established low-density neighbourhoods of the Town of Cobourg.

Directly south of the Subject Lands, a stormwater management facility has been constructed to service the New Amherst Development. Beyond the stormwater management facility, a series of woodlands and wetlands divides the Subject Lands from Lake Ontario. These lands are designated Environmental Constraint and Study Area, and do not have established planned land uses.

The Town of Cobourg urban boundary runs along the western border of the Subject Lands. To the west of this border, agricultural uses predominate, including a cash crop operation directly bordering the Subject Lands. Within the agricultural landscape, several scattered rural residential and rural commercial uses are also established, including a music store and a storage facility.

Across County Road 2, and directly north of the Subject Lands, agricultural uses also predominate, similarly fragmented with limited rural residential uses. An equine operation exists northwest of the Subject Lands; however most other agricultural operations in the vicinity of the Subject Property appear to be cash crop, and otherwise not actively used for animal agricultural.

No intensive extractive or industrial land uses have been identified in the vicinity of the Subject Lands.

The existing Official Plan designation and zoning categories of the Subject Lands and surrounding lands within the Town boundaries are provided in **Figure 3** and **Figure 4**.

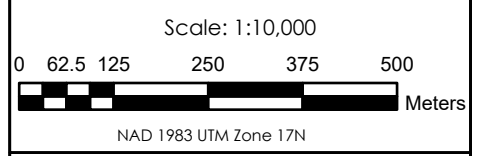


SURROUNDING LAND USE MAP
 PART OF LOTS 24 AND 25, CONCESSION A
 FORMER TOWNSHIP OF HAMILTON
 NOW IN THE TOWN OF COBOURG
 COUNTY OF NORTHUMBERLAND

FIGURE 2


Legend

 Subject Property



Data Sources
 LIO Open Data
 Ganaraska Conservation Online GIS

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**EXCERPT FROM SCHEDULE 'AA'
LAND USE DESIGNATIONS OF THE
NEW AMHERST COMMUNITY
SECONDARY PLAN**

PART OF LOTS 24 AND 25, CONCESSION A
FORMER TOWNSHIP OF HAMILTON
NOW IN THE TOWN OF COBOURG
COUNTY OF NORTHUMBERLAND

FIGURE 3

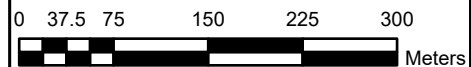
Legend

 Subject Property

Land Use Designations

-  Neighbourhood Edge
-  Neighbourhood General
-  Neighbourhood Centre
-  Service Commercial
-  Institutional
-  Recreational- Open Space
-  Study Area One
-  Study Area Two
-  Study Area Three
-  Overlay Policy Area

Scale: 1:6,000



Data Sources

City of Peterborough Open Data
County of Peterborough Online GIS

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**EXCERPT FROM SCHEDULE 'A'
MAP 8 OF THE TOWN OF COBOURG
ZONING BY-LAW No. 85-2003**







PART OF LOTS 24 AND 25, CONCESSION A
FORMER TOWNSHIP OF HAMILTON
NOW IN THE TOWN OF COBOURG
COUNTY OF NORTHUMBERLAND

FIGURE 4

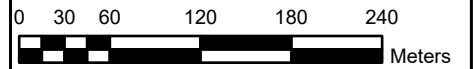
Legend

 Subject Property

Zoning

-  RU- Rural
-  D-Development
-  Neighbourhood Residential 1
-  Neighbourhood Residential 2
-  Neighbourhood Mixed Use
-  B-Urban Rural Transition

Scale: 1:5,000



Data Sources

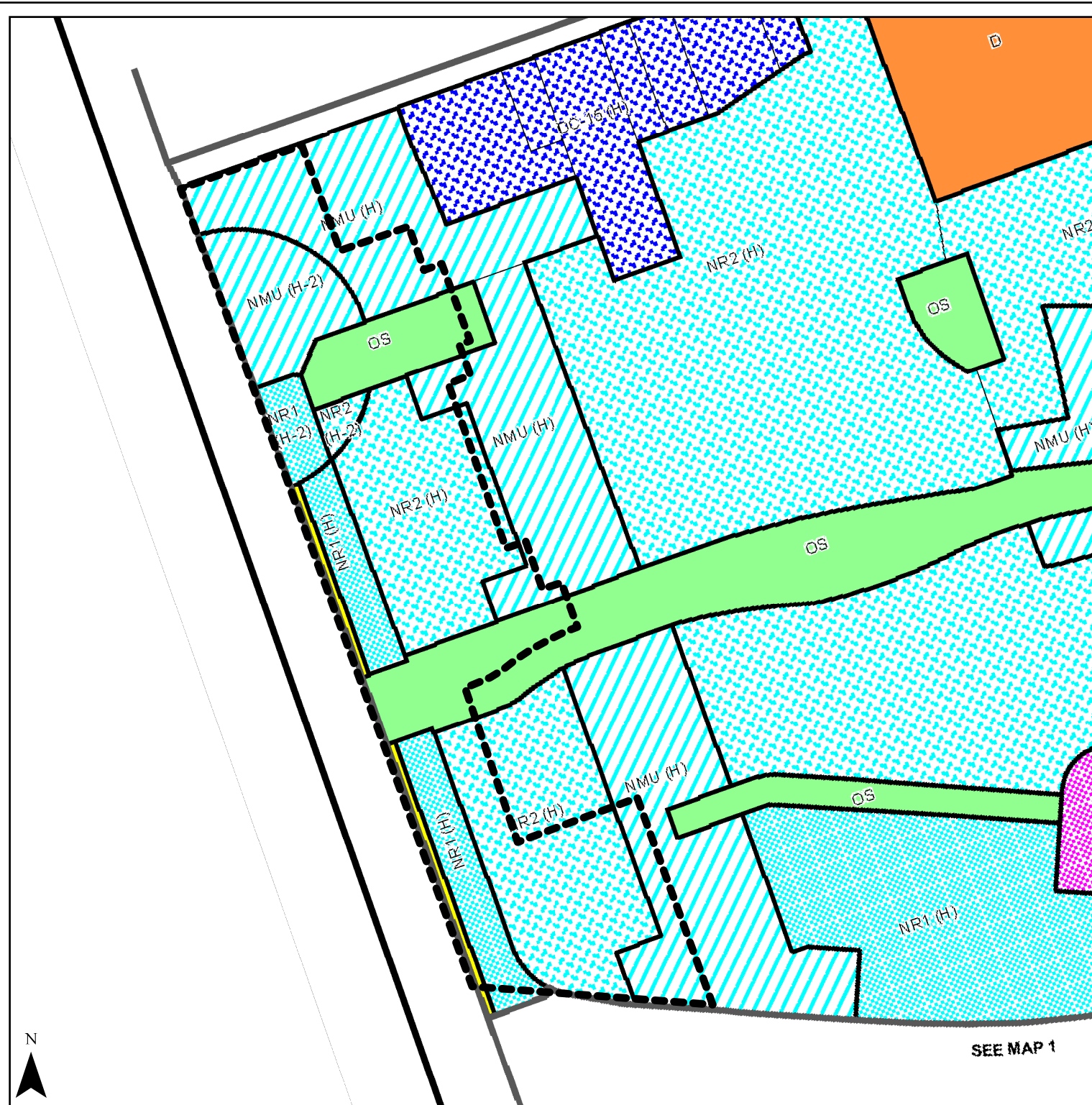
City of Peterborough Open Data
County of Peterborough Online GIS

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2.2 Proposed Development

The Subject Lands are intended for development as S2P3 of the New Amherst Subdivision, and are to be developed in accordance with the land use vision for the overall Secondary Plan Area.

As prepared, the DPS proposes the following form of development:

Block #	Block Area (ha)	Proposed # of Lots and Unit Type
Block 1	1.15 ha	40 lots [Semi-detached]
Block 2	0.51	12 lots [Single detached]
Block 3	0.24	5 lots [Single detached]
Block 4	0.45	12 lots [Single detached]
Block 5	0.43	12 lots [Single detached]
Block 6	0.16	4 lots [Single detached]
Block 7	0.22	5 lots [Single detached]
Block 8	0.15	4 lots [Single detached]
Block 12	0.46	13 lots [2 Semi-detached & 11 Town houses]
Block 13	1.80	Reserved for Potential Mixed Use, Townhouses, Apartments, and Commercial [max 151 units].
Block 15	0.76 ha	28 lots [Semi-detached]
Block A	2.01	Reserved for Potential Retirement Village and Townhouses [max 120 units]

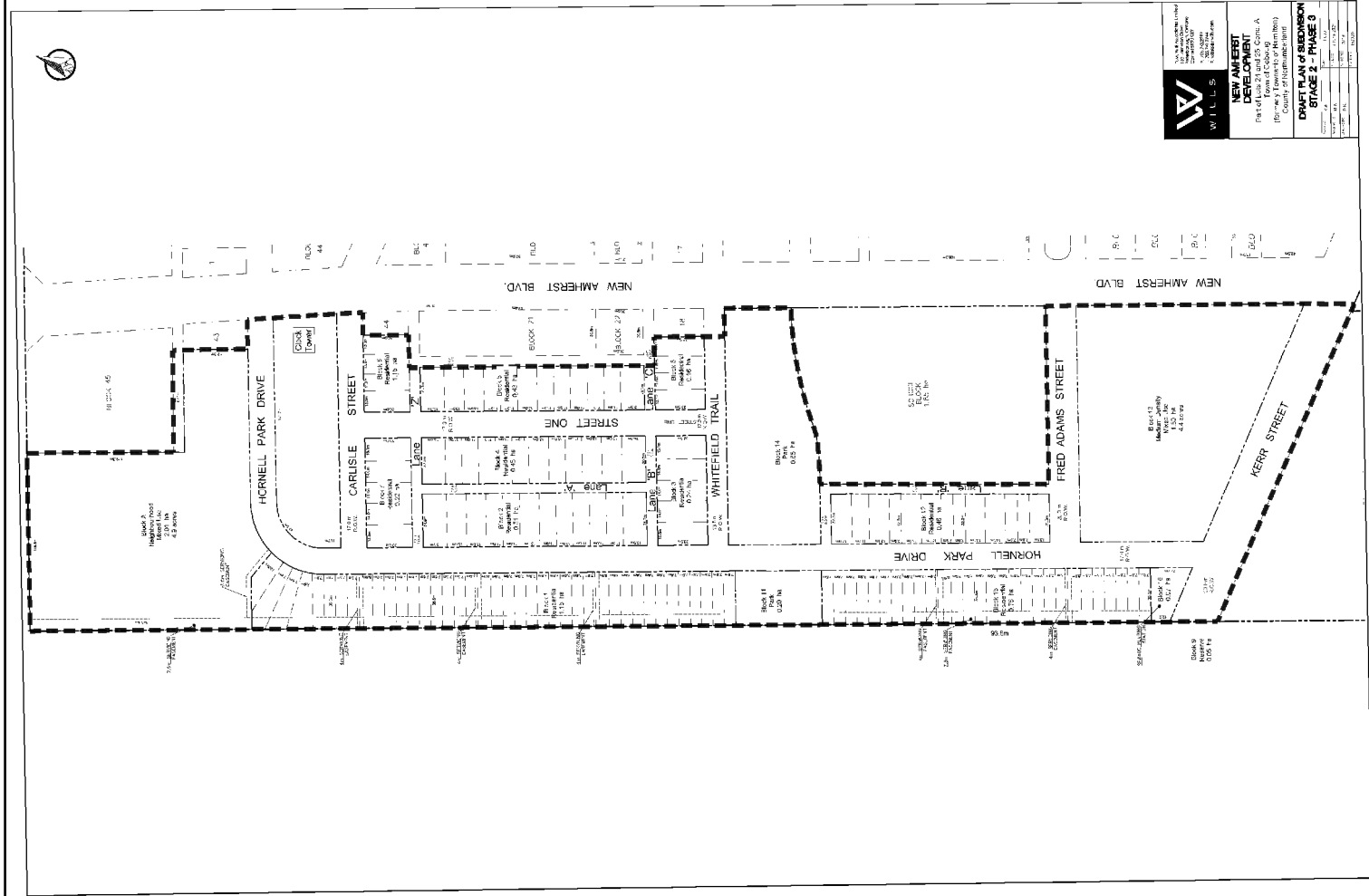
The development also provides for three (3) park blocks, which are to provide connections to the existing park system of the subdivision. A pumping station block has also been provided at the southwest corner of the Subject Lands. Refer to **Figure 5**.

The proposed development provides for a network of internal streets, with main connections to New Amherst Boulevard. No access is proposed from County Road 2.

The development is to uphold the existing established built form and character of the previous phases of the subdivision. Where possible, access to residential lots has been proposed via a rear lane. The Subject Lands are to be developed with municipal servicing, including sewage and water. Refer to **Section 3.0** of the PJR for more information on the technical studies regarding urban design and servicing.

DRAFT PLAN
 PART OF LOTS 24 AND 25, CONCESSION A
 FORMER TOWNSHIP OF HAMILTON
 NOW IN THE TOWN OF COBOURG
 COUNTY OF NORTHUMBERLAND

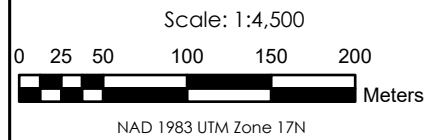
FIGURE 5



WILLS
 NEW AMHERST DEVELOPMENT
 Part of Concession A
 Form of Cobourg
 (Former Township of Hamilton)
 DRAFT PLAN OF SUBDIVISION
 STAGE 2 - PHASE 3

DATE	2021-06-01
SCALE	1:4,500
PROJECT NO.	10719
MAP NO.	1
DATE	2021-06-01
SCALE	1:4,500
PROJECT NO.	10719
MAP NO.	1

Legend



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3.0 Supporting Technical Studies

As a result of the pre-consultation meeting held with the Town on November 27th, 2020, various studies and reports were identified as requirements for the OPA, ZBA and DPS applications. A summary of each of these reports as prepared is included below.

3.1 Urban, Landscape and Sustainable Design Report

The Urban, Landscape and Sustainable Design Report (ULSDR) for the S2P3 development was prepared by GSP Group Inc., dated June 2021. The report provides an analysis of the proposed development in the context of the Town's urban design policy framework and guidelines. The report highlights how the proposed development meets the urban design guidelines through the provision of sustainable open spaces and linear park blocks; vegetative buffering in the urban rural transition zone; pedestrian friendly streets featuring wide sidewalks, generous planting zones and street lighting; safe and accessible public realm elements; and enhanced public and private landscaping. The report also details the residential typologies proposed for the S2P3 development, which will feature a diversity of architectural form and building variation to break up spans of uniformity within the development. The development is generally to provide for street-orientation of buildings, and rear lane access where feasible. The report concludes that the urban designation attributes of the development reflect the principles of good design and maintain the desired character. The report includes a vegetation management plan and conceptual landscape plan.

3.2 Concept Plan

A concept plan, illustrating the conceptual built form and landscaping was prepared by GSP Group Inc. The plan provides a conceptual overview of the landscaping to be provided within the urban rural transition zone, which is further supplemented by the conceptual landscape plan noted in **Section 3.1**. The plan also illustrates how required setbacks can be achieved for the lots along the western boundary of the Subject Lands.

3.3 Arborist Report

An Arborist Report, prepared by GSP Group Inc., and dated May 27, 2021 was also prepared to identify the existing trees on the Subject Lands and provide recommendations on which trees should be maintained, removed and replaced. The Arborist Report is to be read in conjunction with the vegetation management plan described in **Section 3.1**.

3.4 Functional Servicing Report

Wills prepared a Functional Servicing Report (FSR) for the proposed development, dated June 2021. The FSR provides an overview of the existing topography and drainage on site and describes the proposed drainage of the development, consisting largely of split draining lots, with the exception of the townhouse blocks which are proposed as front drainage lots. Drainage will be outlet into the existing stormwater

management (SWM) pond. The FSR also provides an overall stormwater management strategy for the subdivision. As described in the FSR, generally minor flows are to be conveyed via internal storm sewer and major flows are to be conveyed overland; with exceptions as required for drainage from County Road 2 and the West Park Village subdivision. The FSR describes that the existing SWM is sufficiently sized to provide quality and quantity control for the S2P3 development. The FSR also confirms that there is sufficient downstream capacity for S2P3 in the existing trunk sanitary sewer. A sewage pumping station is required, and has been accounted for in the proposed development. Water servicing for S2P3 will be installed along the streets. Utility servicing will be provided for the S2P3 lands consistent with the previous phases; however adjustments are required for hydro, and have been addressed in the Hydro Pole Conflict Plan included with the FSR. Overall, the FSR concludes that the S2P3 lands can be developed in accordance with the Town and other approval authorities.

3.5 Traffic Impact Study

A Traffic Impact Study (TIS) was prepared by Wills in support of the proposed development, dated May 31, 2021. The TIS reviews the existing traffic conditions and provides a traffic operation analysis to investigate the impact of the traffic generated from the proposed development on the surrounding road networks. The TIS demonstrates that the overall level of service of the road network is anticipated to stay the same through to 2031, with the exception of the peak PM period in 2031, which is expected to drop slightly. However, the TIS notes that modification in the signal timing plan for County Road 2 and New Amherst Boulevard will significantly improve the LOS to operate at acceptable levels. The TIS also notes that a right turn lane at the Highway 2 and New Amherst Boulevard intersection should be considered by the County during the planning Highway 2 improvements to improve eastbound movement.

3.6 Geotechnical Investigation Report

A Geotechnical Investigation Report (GIR) was prepared by GHD Limited (GHD), dated June 11, 2021. The GIR outlines the existing surface and subsurface conditions of the Subject Lands, the soil profile of which is noted to be comprised of compacted fill underlain with silts and clays, further underlain by sandy silty fill with pebbles, cobbles and occasionally boulders. The water table is noted to be at a 4 metre depth in the north, and from a 3.9 metre to 4.1 metre depth across the site. The GIR also includes a series of recommendations for site preparation, service installation, foundation design and pavement design.

4.0 Policy Framework

The Subject Property is governed by the following policy and regulatory documents:

1. Provincial Policy Statement (PPS) (2020)
2. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020 Consolidation)
3. County of Northumberland Official Plan (2016)

4. Town of Cobourg Official Plan (2010)
5. Town of Cobourg Comprehensive Zoning By-law 85-2003

4.1 Provincial

4.1.1 Provincial Policy Statement (2020)

In accordance with Section 3 of the *Planning Act*, decisions involving planning matters are to be consistent with the Provincial Policy Statement (PPS). The PPS sets the policy foundation for regulating the development and use of land. The fundamental principles of the PPS state that “long-term prosperity, human and environmental health and social well-being should take precedence over short-term considerations.

Given the Subject Property's designation and features identified onsite, Section 1, which provides policy direction for building strong, healthy communities, applies to the proposal. Section 2 of the PPS provides direction for the wise use and management of resources. No natural, agricultural, mineral or cultural resources have been identified on the Subject Lands. Likewise, no hazards as outlined in Section 3 of the PPS have been identified.

“1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

1.1.1 *Healthy, livable and safe communities are sustained by:*

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, 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;*

1.1.3 Settlement Areas

1.1.3.1 *Settlement areas shall be the focus of growth and development.*

1.1.3.2 *Land use patterns within settlement areas shall be based on 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;*
- e) *support active transportation;*

1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

1.4 Housing

1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

b) permitting and facilitating:

1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and

c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;

d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;

1.5 Public Spaces, Recreation, Parks, Trails and Open Space

1.5.1 Healthy, active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;

b) planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;

1.6 Infrastructure and Public Service Facilities

1.6.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.

1.6.6.7 Planning for stormwater management shall:

a) be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;

- b) *minimize, or, where possible, prevent increases in contaminant loads;*
- c) *minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;*
- d) *mitigate risks to human health, safety, property and the environment;*
- e) *maximize the extent and function of vegetative and pervious surfaces; and*
- f) *promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.*

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.

1.6.7.3 As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved including 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 current and future use of transit and active transportation

1.7 Long-Term Economic Prosperity

1.7.1 Long-term economic prosperity should be supported by:

- e) *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;"*

4.1.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020 Consolidation)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 Consolidation (Growth Plan) builds upon the policies of the PPS, providing more specific direction for the lands within the region of the Province known as the Greater Golden Horseshoe (GGH). The Growth Plan promotes the development of complete communities, while maintaining a sense of place and ensuring valuable resources are preserved for future generations.

Sections 2, 3 and 4 of the Growth Plan are pertinent to the proposed development. Relevant policies of these sections are provided below.

“2.2.1 Managing Growth

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

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

4. *Applying the policies of this plan will support the achievement of complete communities that:*

- a) *feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;*
- b) *improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;*
- c) *provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;*
- d) *expand convenient access to:*
 - i. *a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;*
 - iii. *an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and*
- e) *provide for a more compact built form and a vibrant public realm, including public open spaces;*

2.2.7 Designated Greenfield Areas

1. *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.*

2. *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.*

3. The minimum density target will be measured over the entire designated greenfield area of each upper- or single-tier municipality, excluding the following:

- a) natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas;
- b) rights-of-way for:
 - i. electricity transmission lines;
 - ii. energy transmission pipelines;
 - iii. freeways, as defined by and mapped as part of the Ontario Road Network; and
 - iv. railways;
- c) employment areas; and
- d) cemeteries.

3.2.7 Stormwater Management

2. Proposals for 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.

4.2.5 Public Open Space

1. Municipalities, conservation authorities, non-governmental organizations, and other interested parties are encouraged to develop a system of publicly-accessible parkland, open space, and trails, including in shoreline areas, within the GGH that:

- a) clearly demarcates where public access is and is not permitted;
- b) is based on a co-ordinated approach to trail planning and development; and
- c) is based on good land stewardship practices for public and private lands.

2. Municipalities are encouraged to establish an open space system within settlement areas, which may include opportunities for urban agriculture, rooftop gardens, communal courtyards, and public parks."

4.2 Municipal

4.2.1 County of Northumberland Official Plan (2016)

The County of Northumberland Official Plan, 2016 (COP) provides refined policy direction for land use and development across the entirety of the County. The COP provides a vision and guiding principles for land use and development which support and emphasize the character and lifestyle of established communities while preserving resources in a way that achieves a positive impact on the quality of life in the County.

The Subject Lands are designated Urban Area in the COP. A Selected Bedrock Area has been identified immediately west of the Subject Lands, as shown on Schedule B to the COP. Relevant policies to the land use designation of the Subject Lands, as well as general development policies of the COP are provided below.

“A. Vision, Guiding Principles and Land Use Concept

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 and ensure that an adequate supply of land and housing choices are available for present and future residents.

4. To protect and enhance the character of existing urban areas and rural settlement areas, and to maintain them as diverse, livable, safe, thriving and attractive communities.

6. To ensure that housing is available to all ages, abilities, incomes and household sizes, and is located in areas near public transportation, jobs, and essential goods and services.

7. To invest in, program and optimally maintain a diverse and interconnected system of public spaces that feature convenient, and comfortable access, encourage safe and healthy environments, minimize hazards and attract and appropriately serve all components of the population.

B. Growth Management

B1 Urban Areas/Urban Settlement Areas

Urban areas and rural settlement areas shall be the focus of growth and their vitality and regeneration shall be promoted.

B8.1 Servicing Growth

- b) 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, wherever feasible.*

B10 Minimum Greenfield Density Target

Within the six urban areas, the minimum density targets for new Greenfield development (residents and jobs combined per hectare) are set out on Table J below. The County's minimum designated Greenfield area density target is 30 residents and jobs per hectare, combined for the urban areas in the County.

Table J Minimum Greenfield Density Target for Greenfield Development in Urban Areas during the Planning Period	
Municipality	Minimum Density Target for Greenfield Areas (people and jobs per gross hectare)
Cobourg	35

B16 New Development in Existing Urban Areas/Rural Settlement Areas

In cases where new development is proposed outside of the built boundary in urban areas and outside of the built up area in rural settlement areas but within the urban area or rural settlement area boundary, it shall be demonstrated that:

- a) The new development area will generally serve as a logical extension to the existing built up area, is compact and minimizes the consumption of land;*
- b) A range of housing choices will be provided, subject to servicing constraints;*
- c) All of the other infrastructure required to service the new development is available, and such infrastructure will be used as efficiently as possible; and,*
- d) All of the other relevant policies of this Plan have been satisfied.*

C. Land Use Designations

C1.1 Complete Communities

The County encourages each of the six urban areas to become complete communities where there is:

- a) A strong live/work ratio, where the majority of residents are employed in the community in which they live;*
- d) A range of housing types for all levels of income and ages;*
- g) A range of cultural and recreational opportunities and facilities; and,*
- h) A population level and density that supports the provision of public transit, where feasible.*

C1.2.1 Residential Areas

It is the objective of this Plan to:

- a) *Maintain and enhance the character and identity of existing residential areas;*
- b) *Encourage the provision of a range of housing types to accommodate persons with diverse social and economic backgrounds, needs and desires while promoting the maintenance and improvement of existing housing;*
- c) *Promote the efficient use of existing and planned infrastructure and public service facilities by supporting opportunities for various forms of residential intensification, where appropriate;*
- d) *Encourage increases in density in new development areas to maximize the use of infrastructure and minimize the amount of land required for new development;*
- e) *Promote a variety of complementary and compatible land uses in residential areas including special needs housing, community facilities, schools, small-scale commercial uses and recreational open space areas;*
- f) *Encourage a high standard of urban design for development and redevelopment;*

C1.2.4 Open Space Areas

It is the objective of this Plan to:

- a) *Encourage the establishment and maintenance of a system of public open spaces, parkland and recreational facilities that meets the needs of present and future residents;*
- e) *Encourage the development of a walking and cycling trail system within the open space system that is accessible to the public utilizing trails, paths, streets and other public open spaces.*

C1.5 Housing Policies

C1.5.1 Goals It is the goal of this Plan to meet the County's current and future housing needs by:

- b) *Ensuring the provision of an appropriate range of housing types and densities to meet the needs of current and future residents;*
- i) *Encouraging the development and redevelopment of lands within settlement areas and in appropriate locations at higher densities to maximize the use of infrastructure;*

D. Resource Areas and Constraint Areas

D5 Mineral Aggregate Resources

D5.2 Location

- a) *Known deposits of mineral aggregate resources are shown on Schedule B of this Plan as selected sand and gravel resource areas of primary and*

secondary significance and selected bedrock resource areas. The boundaries of these areas are considered to be approximate.

D5.3.3 Deposits of Mineral Aggregate Resources

In known deposits of mineral aggregate resources and on adjacent lands, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if:

- i. Resource use would not be feasible; or*
- ii. The proposed land use or development serves a greater long-term public interest; and*
- iii. Issues of public health, public safety and environmental impact are addressed.*

E. General Development Policies

E1.4 Subdivision Review Considerations

Prior to the consideration of an application for Plan of Subdivision, the approval authority shall be satisfied that:

- a) The approval of the development is not premature and is in the public interest;*
- b) There is reserve sewage system capacity and reserve water system capacity available in the municipal water and sewage treatment systems, if such services are to be provided;*
- c) In areas without full municipal services, the plan can be serviced with an appropriate water supply and means of sewage disposal;*
- d) The development will support the achievement of the minimum Greenfield density target for urban areas as set out in section B10 of this Plan;*
- e) Stormwater management plans shall be required for any new development consisting of more than four lots or for commercial or industrial developments with large amounts of impervious area. Stormwater management will be undertaken in accordance with MOECC Guideline "Stormwater Management Planning and Design Manual, 2003. The municipality shall require the use of stormwater management facilities downstream of new developments, where appropriate, to mitigate development impacts on stormwater quantity and quality. The municipality shall promote naturalized stormwater management facilities, constructed with gentle slopes. Applications for development shall be required to be supported by a stormwater quality/quantity management study.*
- f) The lands will otherwise be appropriately serviced with infrastructure, schools, parkland and open space, community facilities and other amenities;*
- g) The application, if approved, conforms to this Plan and the lower-tier Official Plan;*

- h) *The subdivision, when developed, will be appropriately integrated with other development in the area; and,*
- i) *The proposal has regard to Section 51 (24) of the Planning Act, as amended.*

Prior to the registration of any Plan of Subdivision, a Subdivision Agreement between the landowner and the local municipality will be required.

E2 Transportation

E2.1 Objectives

It is the objective of this Plan to:

- a) *Facilitate the safe and efficient movement of people and goods within the County's communities and to and from adjacent municipalities;*
- h) *Ensure that the number of entrances onto the County Road system are kept to a minimum and that only those entrances that comply with standards established by the County of Northumberland and the Ontario Provincial Standards (OPS) are permitted;*
- j) *Encourage the development of a walking and cycling trail system within the open space system that is accessible to the public utilizing trails, paths, streets and other public open spaces;"*

4.2.2 Town of Cobourg Official Plan (2010)

The Town of Cobourg Official Plan (TOP) provides an overall vision for the development of the community, and a framework for guiding the planning process. The TOP promotes strongly, livable and healthy communities which provide a full range of opportunities to live, work and plan.

Housed within the TOP, the Town has developed a Secondary Plan for the New Amherst Community. Within the Secondary Plan, the Subject Lands are designated Neighbourhood Edge, Neighbourhood Centre, Neighbourhood General and Recreational – Open Space. Lands at the northwest quadrant of the Subject Lands are subject to an Overlay Policy Area. Refer to **Figure 3**.

The Subject Lands are also identified as Low Density Residential, along the western border, Low and Medium Density Residential, towards the centre of the Subject Lands, and Medium Density Residential and Neighbourhood Commercial at each the northern and southern ends of the Subject Lands. Residential density is provided on Schedule BB to the Official Plan.

Guiding development policies of the Official Plan are provided below:

"2. Community Vision, Principles and Objectives

2.3 Community Development Principle: Distinctive Community Image

Objectives:

- i. *To encourage a community form and design, at all levels of development, which provides opportunities for communication between residents and, in particular, allows for pedestrian/bicycle and vehicular access between different residential neighbourhoods and between residential and other activity areas such as the core, the harbour area and the natural features of the community.*
- iii. *To provide, where feasible, for a linked open space and trail system, including natural features and parkland, as a central feature of the community that will reinforce its distinct image.*

2.7 Design Principles

i) *Encourage Compact, Mixed Use Development*

The interconnected street network will foster compact, walkable neighbourhoods. Compact development will be encouraged in the design of vacant or underutilized parcels of land. A mixture of uses and appropriately scaled building forms will contribute to an active streetscape and increased densities in the community.

v) *Provide a Variety of Housing*

Residential neighbourhoods will contain a mix of lot sizes, housing types and styles to promote a strong sense of place for residents. A variety of housing types, including affordable housing, will respond to the varied needs of the future population by allowing people to age-in-place in the same neighbourhood.

vii) *Create and Celebrate Public Spaces*

Streets, parks, civic squares and natural open spaces will serve as social and active meeting places for the Town of Cobourg's residents. Continuity, connectivity and public spaces within and between these areas, neighbourhoods and employment areas will be a key design consideration.

3. Land Use Strategy

3.2.3 Growth Management Strategy

In accordance with the Growth Management Strategy of the County of Northumberland and its Member Municipalities:

- ii) *The Town's housing mix target is 65% single detached housing and 35% multiples including semi-detached townhouses and apartments.*
- iv) *In the Town's designated greenfield area as a whole, the density target is a minimum of 35 persons and jobs per hectare. This target is not intended, however, to be considered a minimum target on every parcel of land. In addition, increases in density for individual developments which conform to the other policies of this Plan shall be permitted.*

7. Municipal Infrastructure Strategy

7.2 Water Supply and Distribution System

7.2.2 New Development

i) 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.

7.3 Municipal Sewage Collection and Treatment System

7.3.2 New Development

i) 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.

7.4 Storm Water Management

7.4.3 New 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.

ii) With respect to stormwater quantity control, development shall comply with the requirements of the approved Master Drainage Plan or stormwater plan. Where the Town requires the preparation of such plans they shall be prepared to the satisfaction of the Town at the expense of the applicant."

Specific policies for the New Amherst Community Secondary Plan area are provided in Section 13 of the TOP. The policies as applicable to the subject applications are provided below.

“13. New Amherst Community Secondary Plan

13.2 Goals and Objectives

13.2.3 Objectives

The Objectives, described in Sections 13.2.3 to 13.2.8, inclusive, outline how the New Amherst Community will meet present and future housing needs in a built environment which satisfies the employment, commerce, community and aesthetic needs of its residents while reducing their reliance on the automobile as a primary means of transportation.

a) *Land Use*

- i) To ensure continuity of neighbourhoods by developing the lands within the New Amherst Community in a staged manner through a series of development blocks.*
- ii) To ensure that the development provides for a diversity of housing needs, through its mixed use design and provides, within walking distance, commercial, open space and employment opportunities.*
- iii) To integrate the New Amherst Community with existing and future development in the Town of Cobourg through road linkages, common public transit routes and pedestrian/bicycle path networks.*

b) *Residential Areas*

- ii) To provide a range of housing types and densities, including affordable housing, to meet the needs of future residents in accordance the Provincial Policy Statement.*

d) *Transportation*

- iii) To provide a network of local streets and lanes to service residential areas scaled to promote pedestrian and bicycle use and discourage automobile use for day to day needs.*
- v) To minimize potential conflicts between vehicular and non-vehicular traffic by a variety of mechanisms which may include rear laneways for access to garages and parking areas.*

e) *Open Space, Recreation and Natural Features*

- i) To promote pedestrian and bicycle modes of travel through the establishment of connected open space areas and continuous pedestrian/bicycle paths.*

- iv) *To integrate the open space system with the existing and future Lake Ontario Waterfront Trail System via bicycle and walking paths through a connected open space corridor.*
- v) *To protect the form and function of significant natural heritage features such as the Carr Marsh Area of Natural and Scientific Interest (ANSI).*
- f) *Servicing*
 - i) *To require that water, sewage and storm water facilities be in place and operative prior to or coincident with the occupancy of the land.*
 - ii) *To provide for the continuous, orderly, sequential, cost-effective extension of municipal services and, correspondingly, to develop the New Amherst Community in defined blocks and according to predetermined stages.*

13.3 Design Principles

13.3.2 Housing: The End Product of the New Amherst Community Must Be Diverse Community

- *The New Amherst Community shall include a high diversity in housing types and densities that service all economic and age groups.*
- *Although diverse in density and type, all housing development shall be compatible with neighbouring development and have a high standard of building design which complements the neighbourhood.*
- *Front streetscapes shall have a consistent architectural character through building shape, design and building materials.*
- *Views of paved areas shall be minimized by the provision of street landscaping, parking structures/areas in the rear of all buildings, shared driveways and by siting residential buildings to street frontage areas.*

13.3.3 Street and Lanes: Streets and Public Places

- *Rear lanes may be used for vehicular access to residential garages and parking areas to minimize interaction of pedestrians and vehicular traffic and improve aesthetics of front streetscapes.*
- *Where feasible, parking shall be encouraged to be located at the rear of all buildings.*

13.3.4 Parks and Open Spaces

- *The New Amherst Community shall provide community and neighbourhood parks and smaller parkettes specially distributed throughout the development to ensure that these areas are available to the entire community.*
- *Wherever possible, larger community parks shall be located adjacent to schools to maximize use."*

Sections 13.5, 13.6 and 13.7 provide the land use policies for the specific designations within the New Amherst Community Secondary Plan. The relevant policies of those designations as they exist in the S2P3 Subject Lands are provided below.

“13.5 Neighbourhood Edge

13.5.2 Permitted Uses

The uses permitted shall be limited to low density residential use including single detached and semi detached dwellings or detached two-unit such as semi-detached and duplex dwellings, home occupation uses and public, recreational and institutional uses compatible with the low density residential designation such as neighbourhood parks.

13.5.3 Policies

- a) The predominant form of housing shall be single detached dwellings. Single attached, semi-detached and duplex dwellings shall also be permitted provided that the overall net density does not exceed 33 units per hectare with a minimum density of 12 units per net hectare. The term “net density” refers to the area of land including the lot and the local and collector roads, wherever used in this Secondary Plan.*
- b) The lands within the Neighbourhood Edge designation which are located to the west of Streets "Y" and "M" (Schedule "AA") should be zoned so as to provide for an "Urban/Rural Transition Zone" within a 7.5 metre (25 foot) setback from the rear lot line. Ancillary structures, such as garden sheds and appurtenances, such as swimming pools, shall be prohibited within this zone.*

13.6 Neighbourhood General

13.6.2 Permitted Uses

The Neighbourhood General uses permitted may include the low density residential uses identified in Section 13.5.2 (Neighbourhood Edge) as well as medium density residential uses including triplex, quadruplex, townhouse and similar dwelling units. In addition, institutional uses which are compatible with the permitted uses in the Neighbourhood General designation are permitted.

13.6.3 Policies

- a) The Neighbourhood General designations shall provide a variety of low and medium density housing types to locate throughout the lands in the Neighbourhood General designation. The Zoning By-law may establish restrictions on the percentage of neighbourhood which can be used for any particular housing types.*
- b) Medium density housing is encouraged to locate on the lands immediately adjacent to the Neighbourhood Centre designation to provide a transition between the more compact development areas, and the surrounding lands designated as Neighbourhood General.*

- c) *The predominant form of housing shall be single detached, semis, duplexes, triplexes, quadruples and townhouses. The overall net density shall not exceed 37 units per hectare with a minimum density of 12 units per net hectare.*

13.7 Neighbourhood Centre

13.7.2 Permitted Use

Permitted uses within the Neighbourhood Centre designation may include the following low and medium density residential uses: semi-detached, duplex, triplex and quadruplex dwellings; apartments; row and cluster housing; and, mixed use (commercial/ residential) buildings. In addition, institutional uses which are compatible with the permitted uses in the Neighbourhood Centre designation, are permitted. The other components of the Neighbourhood Centre designation include individual or groups of retail commercial and personal service establishments which serve the daily needs of residents in the New Amherst community.

13.7.3 Policies

- b) *The predominant form of housing shall be attached, street front houses, apartments, row and cluster housing, quadruples and mixed use (commercial/residential) buildings. The overall net density shall not exceed 60 units per hectare, with a minimum overall net density of 37 units per hectare.*
- g) *The lands within the Neighbourhood Centre designation which are located in the northwest part of the New Amherst Community (Schedule "AA") shall be zoned so as to provide for an "Urban/Rural Transition Zone" within a 7.5 metre (25 foot) setback from the westerly boundary with the Township of Hamilton. All buildings and structures shall be prohibited from this zone. Site development plans for these lands shall include a landscape plan for the transition zone, to be submitted to the Town for approval. The Township of Hamilton shall be consulted by the Town with respect to the approval of the site plan(s). The landscape plans shall include plantings using native coniferous and deciduous plant species within the area zoned "Urban/Rural Transition Zone".*
- i) *It shall be the policy of this Secondary Plan that Neighbourhood Commercial areas be zoned in a separate classification in the Zoning By-law where under suitable provisions and regulations are prescribed to govern the future development and use of such lands. The Zoning By-law shall distinguish areas within the Neighbourhood Centre designation which shall only be used for residential uses, mixed-use and strictly commercial on the ground floor of mixed use buildings.*

13.10 Recreational – Open Space

13.10.2 Permitted Uses

The permitted uses within lands designated Recreational - Open Space include passive and active recreational facilities (i.e. playgrounds, sports fields, tennis courts, public areas and auxiliary buildings as necessary), open space public gardens, civic

uses such as landmarks, gazebos and dedicated parks, solar aquatic green houses and small-scale public facilities.

13.10.3 Policies

- a) *The lands designated Recreational - Open Space shall be dedicated to the Town of Cobourg as part of the parkland dedication requirements under the provisions of the Planning Act.*
- e) *Recreational facilities shall be designed in a manner so as to ensure accessibility to the surrounding community. Linkages to existing/proposed pedestrian/bicycle paths, institutional playgrounds, open space areas and surrounding Neighbourhood - Edge, General and Centre uses shall be established.*

13.15 Overlay Policy Area

- a) *The lands contained within the area identified on Schedule "AA" as "Overlay Policy Area" lie within a separation distance from an existing livestock barn. The separation distance was calculated by the Ontario Ministry of Agriculture, Food and Rural Affairs in compliance with "Minimum Distance Separation (MDS) Formula One", as outlined in the "Agriculture Code of Practice." The following policies shall apply to the lands contained within this identified area:*
 - i) *The land use designations of Schedule "AA" and the associate policies of this Secondary Plan shall apply.*
 - iii) *A holding provision, by use of the Holding Symbol "H" shall be placed on the respective zones for the lands contained within the "Overlay Policy Area" in the Zoning By-Law.*
 - iv) *The holding provision shall be removed by Council at such time as the subject livestock barn has either been demolished or truly converted to a use other than a livestock use."*

Transportation policies are also provided specific to the New Amherst Community Secondary Plan areas. Relevant policies from this Section are indicated below.

"13.16 Transportation Policies

13.16.2 Road Network

Local Roads

Local Roads shall have two traffic lanes with a minimum of 3.0 metres per lane which provide access to abutting properties and are designed to facilitate predominately local traffic movements at low operating speeds. The design right-of-way shall be 20 metres or less and as approved by the Town provided that it is demonstrated to the satisfaction of the municipality that such road can serve the contemplated traffic volume.

Laneways

Laneways shall be designed to provide access to rear garages/driveways. The laneways shall have a minimum of 5.5 metres of road with at least 0.75 metres of additional space on either side to permit motorists to comfortably maneuver in and out of their garages/driveways.

13.16.4 Parking

- a) *Primary parking for residences will be provided with garages/driveways which may be accessed through rear laneways."*

Servicing policies for the New Amherst Community Secondary Plan direct that servicing is to proceed in accordance with the policies of Section 7 of the TOP, referenced above.

4.2.3 Town of Cobourg Comprehensive Zoning By-law 85-2003

The Town of Cobourg Comprehensive Zoning By-law 85-2003 (CZBL) provides the specific standards and regulations for development within the Town.

The Subject Lands are zoned Neighbourhood Residential One – Holding (NR1 (H)), Neighbourhood Residential Two – Holding (NR2 (H)), Neighbourhood Mixed Use – Holding (NMU (H)) and Open Space (OS) on Map 8 to the CZBL. A special Holding Provisions (H-2) also applies to the NMU (H), NR2 (H) and NR1 (H) lands in the northwest quadrant of the Subject Property which are within a previously identified Minimum Distance Separation (MDS) setback.

In the CZBL, permitted uses for each of the respective zones include the following:

"Section 20: Open Space (OS) Zone Regulations

20.1.1 Permitted Uses

- v) *Public park use;*

Section 27: Neighbourhood Residential One (NR1) Zone Regulations

27.1.1 Permitted Uses

- i) *Accessory use, excluding a garden suite use; residential use*

27.1.2 Permitted Buildings and Structures

- ii) *One unit of a semi-detached dwelling on one lot;*

Section 28: Neighbourhood Residential Two (NR2) Zone Regulations

28.1.1 Permitted Uses

- vi) *Residential use;*

28.1.2 Permitted Buildings and Structures

- i) *One single-detached dwelling on one lot;*
- ii) *One unit of a semi-detached dwelling on one lot;*
- xi) *One townhouse dwelling unit on one lot;*

Section 29: Neighbourhood Mixed Use (NMU) Regulations

29.1.1 Permitted Uses

- i) *Apartment use;*
- vii) *Institutional use;*
- xi) *Retirement home use;*
- xv) *Uses permitted in the NR2 Zone*

29.1.2 Permitted Buildings and Structures

- i) *The buildings and structures permitted in the NR2 Zone;*
- ii) *a mixed use building or structure incorporating some or all of the permitted uses;*
- iii) *a non-residential building or structure incorporating a permitted use or uses;"*

The proposed development is subject to the development provisions of Section 5 and 6 of the CZBL, as well as the specific zone standards of Section 20 (Open Space), Section 27 (Neighbourhood Residential One), Section 28 (Neighbourhood Residential Two) and Section 29 (Neighbourhood Mixed Use). Section 25 (Holding) also provides provisions for the holding zones on the property and directs that a by-law to remove the H-2 Zone shall only be approved when the livestock barn to the west in the Township of Hamilton existing as of July 2, 1997 has been either demolished or truly converted to a use other than a livestock use.

These standards and the required zoning relief are discussed further in **Section 5.0** with the proposed zoning by-law amendment provided in **Section 7.0**.

5.0 Planning Rationale

As provided in **Section 4.0**, planning policies at both the local and provincial level promote development in settlement areas, which makes efficient use of land and infrastructure, and supports the concept of complete communities by providing a variety of housing options, accessible public spaces and safe transportation systems, including active transportation.

The proposed DPS is located within a settlement area and incorporates a mix of lot sizes, providing opportunity for a diverse range of residential types, including single-detached, semi-detached and townhouse units, as described in **Section 1.1** and **Section 2.2**. As proposed, the mix of residential form includes 13% single-detached and 87% multiple units, accounting for the maximum permitted units on Block A and 13, on

which specific development plans have not been confirmed. While this percentage mix varies from that outlined in the TOP, this percentage mix enables a diversity that can accommodate and address various households sizes and incomes. Moreover, the previous phases of the subdivision predominately featured single-detached dwellings, therefore the percentage of residential mix across the entire secondary plan area is anticipated to align with the target of the TOP.

The Secondary Plan defines 'Net Density' as referring to the area of land including the lot and the local and collector roads. Therefore, the proposed development has been calculated as per the definition in the respective designations below.

The 'Neighbourhood Edge' designation, along the western boundary of the site, provides for 64 semi-detached dwellings across approximately 2.38 hectares, including half-areas of adjacent roads, resulting in a density of 26.89 units per hectare, which is within the 12 to 33 units per hectare permitted by the TOP.

The 'Neighbourhood Centre' designation, as modified through the proposed OPA, provides for 4 semi-detached units (part of Block 1), 8 single-detached units (Block 6 and 8) and a maximum of 120 units on Block A and 151 units on Block 13, across a total area of approximately 5.2 hectares, including the lot areas and half-areas of adjacent roads. The overall maximum net density of development on these designated lands is therefore approximately 54.42 units per hectare and likewise meets the density targets of the TOP.

The 'Neighbourhood General' designation, as modified through the proposed OPA, provides for a density of approximately 17.3 units per hectare, with 46 single-detached, 2 semi-detached and 11 townhouse units over 3.41 hectares, accounting for adjacent road areas. The net density is between the 12 and 37 units permitted in the OP and likewise conforms to the applicable density target.

Overall, the S2P3 lands provide for a planned density of approximately 30 units per hectare. Accounting for an average of 2.6 persons per dwelling, this translates into 78 residents per hectare, which well exceeds the minimum greenfield density target of the Growth Plan, COP and TOP.

The DPS also features extensions to the established linear parks ensuring that publicly accessible natural settings, trails and linkages are provided to serve the residents and provide for connectivity to and coordination with the previously established phases of the subdivision. The parks provide complementary land uses for the surrounding proposed residential form and have been designed to be compatible with the residential use and provide active walking and cycling transportation linkages. The parks as proposed act as defining features of the neighbourhood that reinforce the unique character of the New Amherst community.

The DPS has been designed in accordance with the secondary plan to be adjacent to the existing built up area and existing servicing; and likewise can be appropriately serviced via logical extension of the existing municipal sewage and water services, which are the preferred form of servicing as directed by the prevailing provincial and

local policies. SWM has been designed to integrate with planned sewage and water services and use low impact design elements were appropriate.

As outlined in the TIS submitted with the DPS, the existing road networks can appropriately accommodate the development as proposed, with minor modifications to ensure the best level of service. The land use pattern, and specifically the incorporated parks, also provide opportunities for multimodal transportation, including active transportation. The transportation network design has proceeded in accordance with the secondary plan, and no entrances are proposed from the County Road system. Local roads, as outlined in the DPS provide for 20 metres or less for the right-of-way, as required by the TOP.

The DPS has also considered community character, and has incorporated design elements such as rear lanes where possible to ensure the built form is well-designed and the established character of the area is maintained. As described in the ULSDR submitted with the application, the development will maintain the principles of good design, which will help to encourage a sense of place and maintain the neighbourhood as a thriving and attractive community. While the development provides opportunity for a diversity in housing type and density, the development will have a high standard of built design which upholds the character of the neighbourhood. Enhanced landscaping, as shown on the materials prepared by GSP, will also serve to minimize the visual impact of paved areas.

The proposed OPA and ZBA applications would remove existing policies regarding MDS setbacks. The setbacks applied as existing owe to the presence of an agricultural operation bordering the Subject Lands. It is our understanding that these setbacks were introduced at the time of the Secondary Plan approval in 1997, and likewise were in conformity with the prevailing guidance, namely the Agricultural Code of Practice, in effect at that time. Since the time at which these setbacks were introduced and applied, updated MDS guidance has been issued by the Province. The most recent guidance material, Publication 853, directs that MDS setbacks are not required for proposed land use changes within approved settlement areas as “it is generally understood that the long-term use of the land is intended to be for non-agricultural purposes” (Guideline #36). Therefore, removal of these policies through the OPA and ZBA is considered consistent with Provincial direction.

The OPA and ZBA would also permit higher density development in certain areas of the S2P3 lands by amending the designation from ‘Neighbourhood General’ to ‘Neighbourhood Centre’ and provide for an urban-rural buffer along the western boundary of the Subject Lands. The increased density, as proposed along Kerr Street, will further support efficient use of land and maximum use of infrastructure through a compact built form, while contributing to greater housing diversity with the possible provision of condominium and apartment units. The location of the increased density being next to a collector road, also ensures that the higher density development can be appropriately serviced by planned road infrastructure.

The buffer zone, to be introduced along the western border of the property through the ZBA, will aid in transition to the agricultural lands to the west and mitigating certain

impacts associated with this transition area by prohibiting built form. Introduction of the buffer zone through the ZBA meets the policies of the TOP which specify this buffer is to be provided.

It is noted that the proposed development is located next to a selected bedrock area, as identified in the COP. The proposed subdivision, through the provision of up to 406 homes and completion of the New Amherst community, are considered to serve a great long-term interest and being as these lands as existing are designated for such use; resource extraction on the adjacent lands would not be feasible.

The Town of Cobourg continues to experience substantial growth, with a 5% population increase seen from 2011 to 2016. The applications as proposed will facilitate the development of the S2P3 lands of the New Amherst community, in a manner which upholds the vision of the secondary plan area and meets the prevailing planning policies for complete community. The applications are in the public interest and will help to fulfill the increasing housing demands experienced by the Town.

6.0 Proposed Official Plan Amendment

The following is the proposed Official Plan Amendment for the Subject Property located at Part of Lots 24 and 25, Concession A, Town of Cobourg, in the County of Northumberland. The proposed Official Plan Schedules are provided as **Figure 6a** and **6b**.

“The Official Plan for the Town of Cobourg is hereby amended as follows:

- 1. That Section 13.15 – Overlay Policy Area is hereby deleted in its entirety, and all proceeding sections renumbered accordingly.*
- 2. That Schedule AA – Land Use Designations is hereby amended by removing the Overlay Policy Area from certain lands as shown on Schedule A attached hereto and forming part of this amendment.*
- 3. That Schedule AA – Land Use Designations is hereby further amended by amending the land use designation on certain lands as shown on Schedule A attached hereto and forming part of this amendment from ‘Neighbourhood General’ to ‘Neighbourhood Centre.’*
- 4. That Schedule BB – Residential Density is hereby amended by amending the land use designation on certain lands as shown on Schedule A attached hereto and forming part of this amendment from ‘Low & Medium Density Residential’ to ‘Medium Density Residential & Neighbourhood Commercial.’”*

7.0 Proposed Zoning By-law Amendment

The following is the proposed Zoning By-law Amendment for the Subject Property at Part of Lots 24 and 25, Concession A, Town of Cobourg, in the County of Northumberland. The proposed Zoning By-law Amendment Schedule is provided as **Figure 7**.

“Zoning By-law 85-2003, as amended, is hereby further amended as follows:



- 1. That Section 25.10.2 – Holding Exception 2 (H-2) zone – New Amherst Community – Minimum Distance Separation Formula Setback is hereby deleted in its entirety.*
- 2. That Schedule A, Map 8, as amended, is hereby further amended by changing the holding provisions on certain lands as shown on Schedule A attached hereto and forming part of this amendment from Holding Exception 2 (H-2) to Holding (H).*
- 3. That Schedule A, Map 8, as amended, is hereby further amended by amending the zoning on certain lands as shown on Schedule A attached hereto and forming part of this amendment from ‘Neighbourhood Residential 1 (NR1(H))’, ‘Neighbourhood Residential 1 (NR1(H-2))’, ‘Neighbourhood Mixed Use (NMU(H-2))’ and ‘Neighbourhood Mixed Use (NMU(H))’ to ‘Urban Rural Transition Zone (B)’.*

TOWNSHIP OF Cobourg

SCHEDULE 'A' TO OFFICIAL PLAN AMENDMENT NO. ___
LAND USE PLAN



Scale: 1:5,000

-  Lands to be redesignated to Neighbourhood Centre
-  Overlay Policy Area to be Removed



TOWN OF COBOURG
NEW AMHERST COMMUNITY SECONDARY PLAN

SCHEDULE 'B' TO OFFICIAL PLAN AMENDMENT NO. ___
LAND USE PLAN



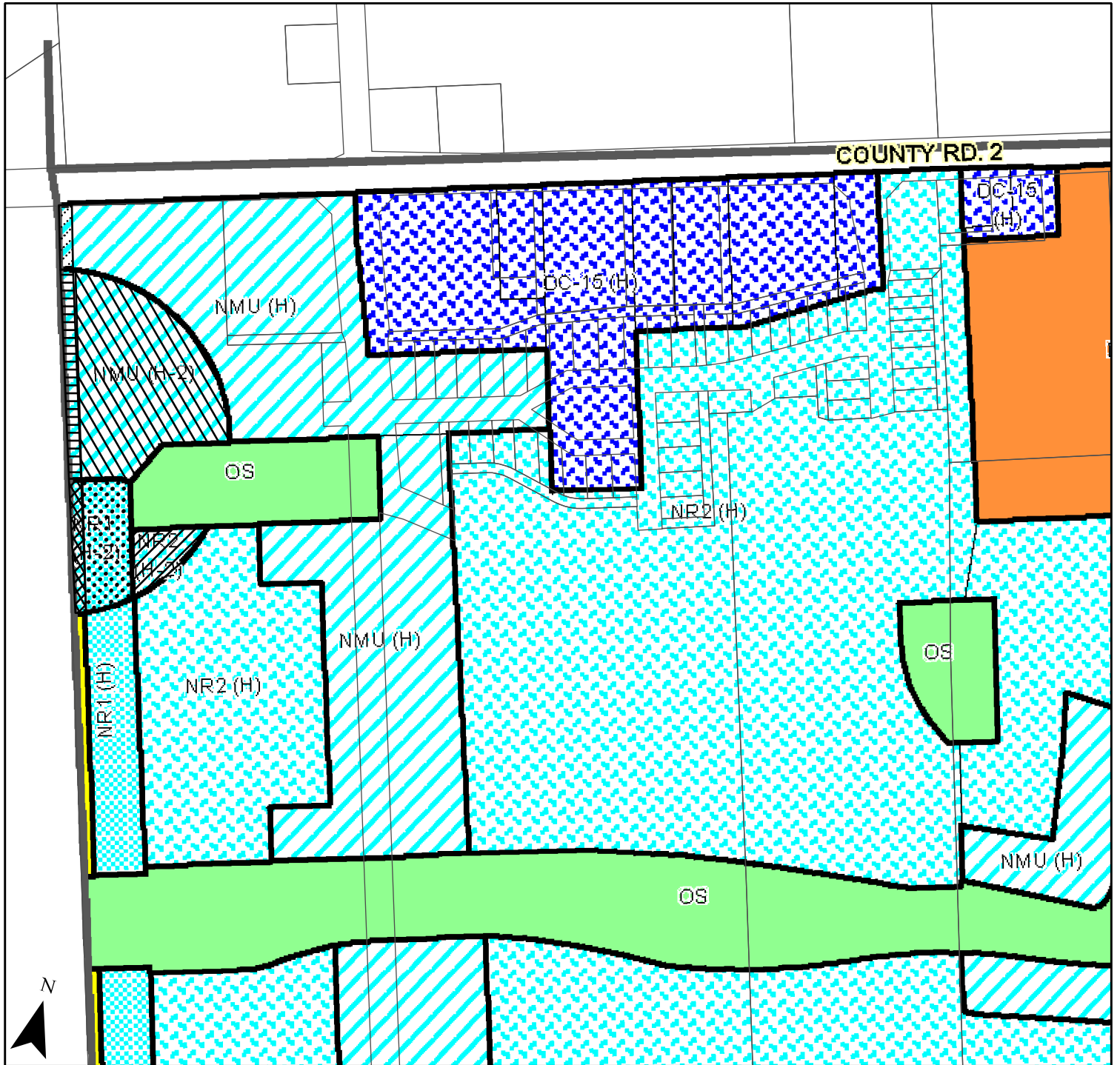
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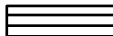





Lands to be designated Medium Density Residential & Neighbourhood Commercial

SCHEDULE 'A' TO ZONING BY-LAW ____ - ____

PART OF LOTS 24 AND 25, CONCESSION A
FORMER TOWNSHIP OF HAMILTON
NOW IN THE TOWN OF COBOURG



Scale: 1:4,000

-  LANDS TO BE REZONED FROM NEIGHBOURHOOD MIXED USE (NMU (H-2)) ZONE TO URBAN RURAL TRANSITION (B) ZONE
-  LANDS TO BE REZONED FROM NEIGHBOURHOOD MIXED USE (NMU (H)) ZONE TO URBAN RURAL TRANSITION (B) ZONE
-  LANDS TO BE REZONED FROM NEIGHBOURHOOD RESIDENTIAL 1 H-2 (NR1(H-2)) ZONE TO URBAN RURAL TRANSITION (B) ZONE
-  LANDS TO BE REZONED FROM NEIGHBOURHOOD RESIDENTIAL 1 H-2 (NR1(H-2)) ZONE TO NEIGHBOURHOOD RESIDENTIAL 1- H (NR1 (H)) ZONE
-  LANDS TO BE REZONED FROM NEIGHBOURHOOD MIXED USE H-2(NMU(H-2)) ZONE TO MIXED NEIGHBOURHOOD USE (NMU (H)) ZONE
-  LANDS TO BE REZONED FROM NEIGHBOURHOOD RESIDENTIAL 2 H-2 (NR1(H-2)) ZONE TO NEIGHBOURHOOD RESIDENTIAL 2 (NR2 (H)) ZONE

THIS BY-LAW READ A FIRST AND SECOND TIME THIS ____ DAY OF _____, 2021

THIS BY-LAW READ A THIRD TIME AND FINALLY PASSED THIS ____ DAY OF _____, 2021

_____ **MAYOR**

_____ **CLERK**

8.0 Conclusions

This Planning Justification Report has been prepared in support of an Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications for the Subject Property.

This report has provided an analysis of the applicable provincial and municipal policy documents in the context of the proposed development.

Based on the background information, the features on site and the forgoing review of the relevant policies, it is our opinion that the proposed Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision Applications are consistent with and conform to provincial and municipal policies and constitutes as good planning.

Respectfully Submitted,

Written By:



Emma Drake, M.Sc.
Land Use Planner

ED/DK/hd

Reviewed By:



Diana Keay, MCIP, RPP
Manager, Planning Services

Appendix A

Pre-Consultation Comments





THE CORPORATION OF THE TOWN OF COBOURG

BUILDING & PLANNING DEPARTMENT
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November 27, 2020

Katherine Howes
D.M. Wills Associates Limited
150 Jameson Drive
Peterborough, ON K9J 0B9

Dear Ms. Howes:

***RE: Preliminary Comments & Pre-consultation Requirements
Application for Official Plan and Zoning By-law Amendments & Draft Plan of Subdivision
New Amherst - Stage 2 Phase 3, Cobourg***

Thank you for your patience in awaiting our response regarding pre-consultation requirements for the proposed New Amherst Stage 2 – Phase 3 subdivision. Further to our Zoom meeting with the Town's Development Review Team (DRT) on November 11, 2020, and based on the initial review of the proposal by DRT in relation to our standard municipal requirements pursuant to the Cobourg Official Plan, the following is a brief overview of preliminary comments and a "checklist" of submission requirements in advance of submitting a complete Application for Official Plan and Zoning By-law Amendments and Draft Plan of Subdivision:

A. Preliminary Comments

1. It is the Town's preliminary opinion that the amendments to the Land Use Designation (Overlay Policy Area) and applicable policies and regulations relating to the MDS setback are warranted based on the updated Provincial policies governing MDS.
2. The proposal to re-designate the western limit of the east-west open space corridor to residential use is concerning, given that the corridor (along with all other open space areas) formed part of the comprehensive planning process for the community in the 1980's and 1990's leading up to the approval of the Secondary Plan in 1997 by the OMB. This corridor is an important linkage, from a pedestrian and drainage perspective, across the Secondary Plan area and will provide an opportunity to extend the corridor to the west over the long term future development of the community, if/when expansion of the settlement area occurs (similar to the protection for Kerr Street). The Town does not support the re-designation of existing, approved open space lands and staff are quite certain this will not be received favourably by Council or the public.
3. The proposed extension of the Urban Rural Transition Zone (B) northward along the western border of the subject lands to bring the zoning into conformity with the Secondary Plan is acceptable.
4. A conceptual site plan and landscape plan are required to illustrate how the proposed development along the west side of Hornell Park Drive will be designed in relation to the 7.5 m wide landscaped buffer (the Urban Rural Transition Zone) in accordance with the policies of the Secondary Plan. While conceptual, the plans should be detailed enough to show building envelopes, yard areas, driveways,



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setbacks, dimensions, etc. in relation to the buffer and demonstrate its feasibility. Although this area is proposed as semi-detached units, we suggest that a possible design option could incorporate “wide-shallow” lots, specifically where dwellings are wider with shallower depths (and recessed side garages) to permit more usable rear yard space in conjunction with the buffer (see example elevation below). With these designs, the elevation or “face” of the home and garage on the street can be more impressive and attractive, while permitting a functional rear yard and facilitating the proper maintenance and protection of the landscaped buffer.



5. In light of the above, to compensate for any reductions in density, additional blocks could be modified to incorporate more semi-detached and townhouse units. For example, Block 5 could transition to townhouses given that it will back onto the high density NMU “main street” development which fronts onto New Amherst Boulevard.
6. The County will require a 1 foot reserve along the frontage of County Road 2 to ensure that access to Block 45 is taken from New Amherst Blvd.
7. The Owner shall make a contribution to the County towards the cost of a multi-use trail on County Road 2 from the west side of New Amherst Blvd. across the frontage of Block 45.

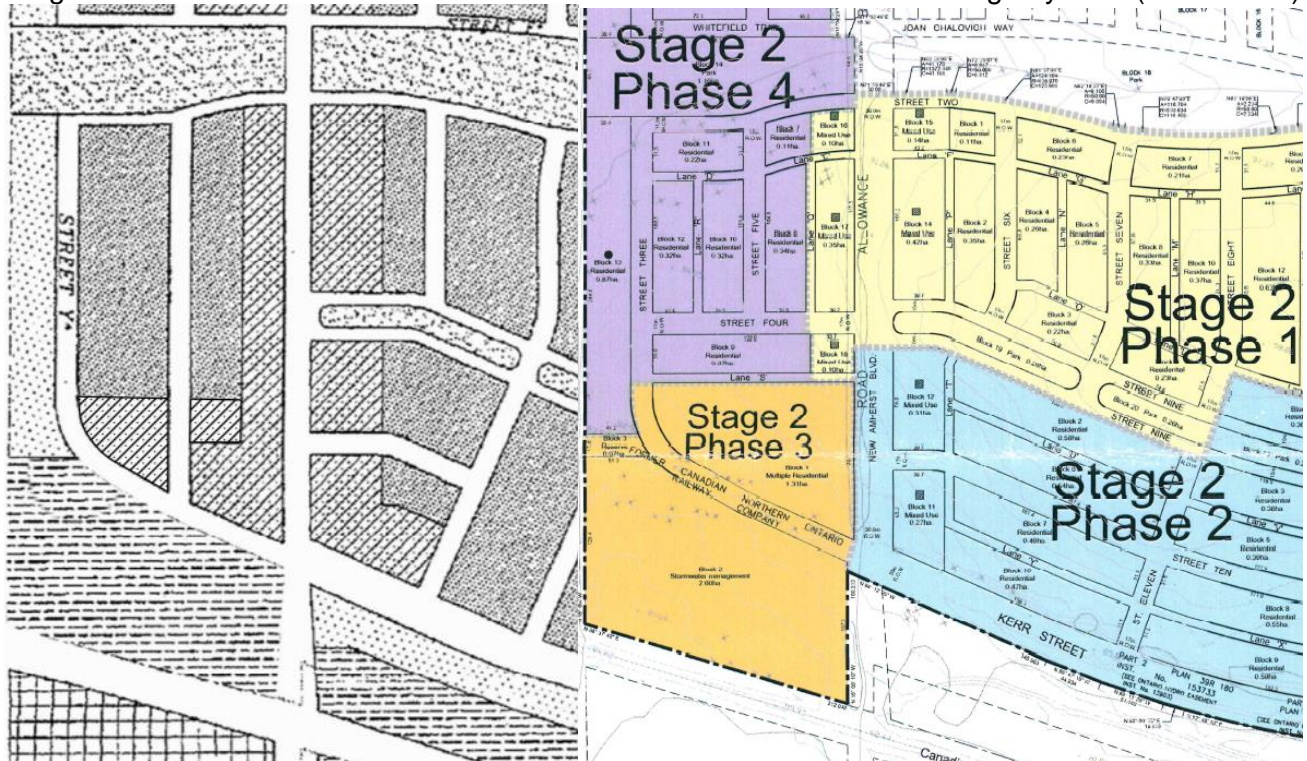


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8. It is Planning staff's opinion that the northern one-third to one-half of Block 13 is designated Neighbourhood General in the Official Plan and NR2 in the Zoning By-law (see below).



Secondary Plan Land Use Plan and Draft Plan of Subdivision (GSP Group)

B. Pre-Consultation Checklist

1. **Planning Justification Report** prepared by a qualified professional planner is required to provide project description and background, planning justification, conformity to the Provincial, County and local policy framework (particularly the Community Design and Improvement policies of the Official Plan and the Secondary Plan policies), zoning compliance and professional planning opinions in support of the proposal. The Town's Official Plan can be found at the following website link:

https://www.cobourg.ca/en/business-and-development/Official-Plan.aspx?_mid_=108312

2. **Urban, Landscape and Sustainable Design Report** prepared by a qualified architect or design professional is required which demonstrates how the proposal satisfies the Municipality's community and urban/landscape design policies and guidelines, and the sustainability strategy, of the Official Plan and Urban & Landscape Design Guidelines (ULDG). The Town's ULDG can be found at the following website link:

https://www.cobourg.ca/en/resources/Planning-Attachments/Urban_Design_Guidelines_FINAL_Sept_2010.pdf



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Contacts for 1 and 2 above:

- Glenn McGlashon, Director of Planning & Development, gmcglashon@cobourg.ca ;
- Rob Franklin, Manager, Planning, rfranklin@cobourg.ca ; and,
- Dave Johnson, Planner I – Heritage, djohnson@cobourg.ca .

3. **Conceptual Functional Servicing & Stormwater Management Report** prepared by a qualified engineer is required to identify existing services and the proposed servicing approach for the development and any external lands where applicable, and to demonstrate that the development of the subject property is feasible and can satisfy the engineering design standards of the Municipality, County of Northumberland, Ganaraska Region Conservation Authority (GRCA) and Lakefront Utility Services Inc./Lakefront Utilities Inc. (LUSI/LUI – Water and Electrical). The FSR shall include the functional details of the storm trunk sewer to run from County Road 2 south through the subdivision lands. Consultation with the appropriate department and/or agency is recommended. A Geo-technical Report should be provided to demonstrate the feasibility of incorporating sustainable 'green' infrastructure approaches (Low Impact Development) to stormwater management. A copy of LUSI's Water System Policy is attached.

Contacts:

- Terry Hoekstra, Cobourg Manager of Engineering & Special Projects, thoekstra@cobourg.ca;
- Joe Chartrand, Cobourg Engineering Technician, jchartrand@cobourg.ca;
- Ken Thajer, GRCA Planning & Regulations Co-ordinator, kthajer@grca.on.ca;
- Leslie Benson, GRCA Water Resources Engineer, lbenson@grca.on.ca ;
- Larry Spyrka, Lakefront Utility Services Inc. – Water, lspyrka@lusi.on.ca;
- Farooq Hyder, Lakefront Utilities Inc. – Electrical, flyder@lusi.on.ca
- Brooke Gillispie, County Transportation and ROW Management Supervisor, gillispieb@northumberlandcounty.ca;
- Denise Marshall, County Project Engineer, marshalld@northumberlandcounty.ca ;
- Kirk Johnstone, County Senior Plumbing Inspector, johnstonek@northumberlandcounty.ca;

4. **Traffic Impact Study (TIS)** prepared by a qualified transportation engineer or similar expert in the field is required to analyze and assess potential impacts of the development, including site access points, on the Town's and County's transportation system and provide recommendations for mitigating impacts. In particular, the TIS shall include a review of existing lane configuration along County Road 2, confirmation that taper length and storage for right turn is sufficient.

Contacts:

- Terry Hoekstra, Cobourg Manager of Engineering & Special Projects, thoekstra@cobourg.ca;
- Joe Chartrand, Cobourg Engineering Technician, jchartrand@cobourg.ca
- Neil Stewart, Cobourg Engineering Technician, nstewart@cobourg.ca
- Brooke Gillispie, County Transportation and ROW Management Supervisor, gillispieb@northumberlandcounty.ca ;



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4. **Draft Plan of Subdivision** prepared by a qualified professional outlining all lots, blocks and streets in the subdivision in accordance with the requirements of the Planning Act and other applicable legislation.
5. **Conceptual Development Site Plan** (black and white and colour) prepared by a qualified architect/designer is required which illustrates the proposed buildings/accessory structures, driveways, dimensions, setbacks, landscaping, etc. for the lots in the Urban Rural Transition Buffer Zone, and include a Zoning By-law Compliance Matrix, to demonstrate that the proposal will be functional and feasible in relation to the Buffer and in compliance with the Zoning By-law.

Contacts for 5 and 6 above:

- See Planning Contacts above;

6. **Conceptual Landscape Plan** by a qualified landscape professional will be required, including existing and proposed landscape elements, location/distribution, conceptual plant lists & details, tree protection/compensation, etc. for the subdivision and, in particular, the Urban Rural Transition Buffer Zone along the west limits of the subdivision abutting Hamilton Township. The submission shall include a *Landscape Design Brief* which describes how the landscape scheme conforms to the Community Design Policies of the Official Plan and the Urban and Landscape Design Guidelines.
7. **Tree Inventory, Assessment and Preservation Report** by a qualified arborist is required to identify and assess all tree vegetation resources on-site and within 6.0 m of the property lines and recommend tree protection and/or compensation measures.

Contacts for Items 7 and 8 above:

- See Planning Contacts above;
- Rory Quigley, Municipal Arborist, rquigley@cobourg.ca .

8. The relevant municipal Citizen's Guides should be referenced for complete application requirements and procedures: Official Plan & Zoning By-law Amendment: <https://www.cobourg.ca/en/resources/Planning-Attachments/Citizens-Guide-to-Official-Plan-and-Zoning-Bylaw-Amendments.pdf>; Draft Plan of Subdivision/Condominium: see attached.

Contact:

- See Planning Contacts above.

The above checklist is based on the standard informational requirements as outlined in the Cobourg Official Plan and through a quick consultation with municipal departments. The nature and scope of the list is based on a preliminary evaluation of initial concept plans. While we make every effort to ensure that the list is complete, there may be other supporting information that is discovered during the formal review



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process by the Town and/or external agencies that requires attention -- the Town reserves the right to require additional information and materials during this process.

I trust the above will be of some assistance to you during your preparation of the formal development application package submission. Should you wish to meet again with the DRT prior to the formal submission of an application for Official Plan and Zoning By-law Amendment, and Draft Plan of Subdivision, please do not hesitate to contact me.

Yours very truly,
THE CORPORATION OF THE TOWN OF COBOURG

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

Disclaimer Note: The above information is preliminary and has been provided to assist you in understanding some issues surrounding the potential use and development of the Subject Lands. The information contained herein is for convenience purposes only and should not be relied upon, implicitly or explicitly, as a substitute for engineering, legal or other professional advice as part of a proper due diligence process in connection with a land transaction or any particular matter outlined herein. Neither the Town of Cobourg nor its employees certify or warrant the completeness or accuracy of the information contained within this letter. Please be advised that there are no implicit or explicit guarantees made by the Town of Cobourg, its employees, and/or agencies that the development of the Subject Lands is feasible. The Municipality is under no obligation to resolve any of the key issues related to the development status of the Subject Lands, nor is it obligated to approve any amendments to the applicable planning documents without proper justification to the satisfaction of the Municipality. While we make every effort to ensure that the information is complete and accurate, there may be items of clarification required or other supporting information that is discovered during a formal review process by the Town and/or external agencies -- the Town reserves the right to correct, modify and/or add to the information and materials as the process moves forward.