

Planning Justification Report

311-325 University Avenue West
& 387 William Street

Cobourg, Ontario

Prepared for:

Balder Corporation

June 2019

19.529

Table of Contents

1	Introduction.....	1
1.1	Purpose.....	1
2	Summary of Findings	2
3	Physical Context.....	3
3.1	Subject Site	3
3.2	Surrounding Land Uses.....	3
3.3	Broader Context	3
4	Proposal.....	5
4.1	Built Form and Massing.....	5
4.2	Parking, Loading, Servicing, and Vehicular Access	6
5	Planning Framework.....	7
5.1	Provincial Policy Statement	7
5.2	Places to Grow: Growth Plan for the Greater Golden Horseshoe.....	9
5.3	Northumberland County Official Plan	11
5.4	Town of Cobourg Official Plan	13
5.5	Town of Cobourg Zoning By-law 85-2003	17
6	Supporting Studies.....	18
6.1	Transportation Impact Study.....	18
6.2	Arborist Report	18
6.3	Phase I Environmental Site Assessment.....	18
6.4	Noise and Vibration Study	18
6.5	Environmental Dust and Odour Feasibility Study.....	18
6.6	Functional Servicing and Stormwater Management Brief	19
7	Conclusion	20

1 Introduction

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

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

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

1.1 Purpose

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

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

2 Summary of Findings

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

More specifically, the proposed development:

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

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

3 Physical Context

3.1 Subject Site

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

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

3.2 Surrounding Land Uses

The land uses surrounding the subject site include the following:

North

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

East

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

South

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

West

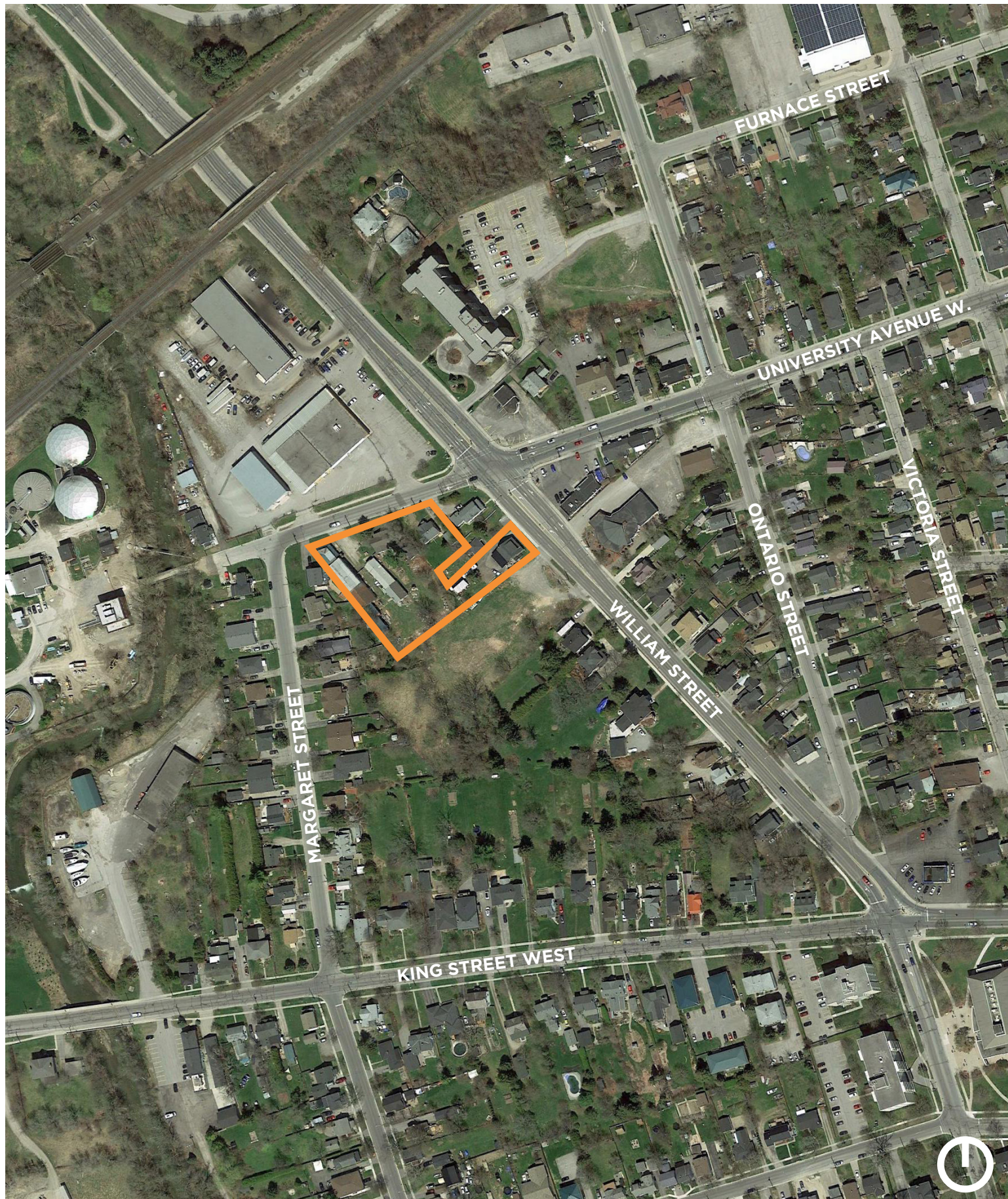
To the west is a two-storey dwelling, Margaret Street and detached houses on the west side of the street. West of this are low-rise industrial uses (including a water treatment plant), then more detached dwellings and the CN Rail corridor (which curves in a southwesterly direction).

3.3 Broader Context

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

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

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



AERIAL PHOTOGRAPH

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

NTS | WND File No 19.529 | May 2019

4 Proposal

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

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

4.1 Built Form and Massing

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

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

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

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

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

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

4.2 Parking, Loading, Servicing, and Vehicular Access

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

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

PROPOSED DEVELOPMENT
SITE PLAN

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

LEGEND:

- PROPOSED BUILDING FOOTPRINT

PROPOSED SOD

PROPOSED SOFT LANDSCAPING (PLANTING)

PROPOSED NEW SIDEWALK

PROPOSED LOW HEDGE

PROPOSED MEDIUM GROWING NATIVE SHADE TREE

PROPOSED LARGE GROWING NATIVE SHADE TREE

BOUNDARY OF HEAVY DUTY ASPHALT

PROPOSED ELEVATION

EXISTING ELEVATION

PROPOSED PEDESTRIAN ENTRY

PROPOSED VEHICULAR ENTRY

STOP SIGN

REFER TO LANDSCAPE & CIVIC DRAWINGS FOR PLANTING & GRADING INFO
- MANHOLE (SANITARY)

MANHOLE (STORM)

CATCH BASIN

EXISTING LIGHT STANDARD - EXISTING

PROPOSED EXTERIOR LIGHT STANDARD - BOLLARD

PROPOSED EXTERIOR DOWN LIGHT STANDARD - SOFFIT

PROPOSED EXTERIOR LIGHT STANDARD - SCORCE

PROPOSED EXTERIOR LANDSCAPE DIRECTIONAL LIGHTING

EMERGENCY VEHICLE SIGNAGE

FIRE HYDRANT

WATER VALVE

HYDRO SERVICE

SEWER CLEANOUT

BELL PEDESTAL BOX

TELE COMM PEDESTAL

U/G GAS MAIN

U/G TELEPHONE LINE

TELE COMM BOX

ELECTRICAL BOX

SIAMESE CONNECTION

HOSEBIB

Revisions:

Issued:

Issued for ZBA / SPA MAY 07, 2019

DESCRIPTION: DATE:

Consultants:

STRUCTURAL:

MECHANICAL:

ELECTRICAL:

ARCHITECT:

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PROPOSED MIXED USE DEVELOPMENT

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

SITE PLAN

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

DRAWING NO.:

A1.01

5 Planning Framework

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

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

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

5.1 Provincial Policy Statement

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

meet projected needs of current and future residents.”

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

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

5.3 Northumberland County Official Plan

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

5.4 Town of Cobourg Official Plan

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- “i) includes sustainable building practices such as the use of green roofs and solar panels with the achievement of LEED or Energy Star or other similar certification or equivalent being encouraged;
- ii) complements the massing patterns, rhythms, character and context of adjacent existing development, while recognizing that built form evolves over time and that new buildings should not necessarily replicate existing buildings;
- iii) clearly defines public and private spaces;
- iv) is designed to incorporate the principles of universal design to ensure access and visitability for all individuals, while recognizing the need for balance where designated heritage properties and properties in Heritage Conservation Districts are involved;
- v) is in scale with surrounding development; and,
- vi) is designed to ensure that all buildings, and, in particular, any commercial, mixed use or institutional buildings are designed to animate and create a positive interface with the street through:

- a) the use of architecture and facade treatment (e.g. landmark features, recesses, projections, canopies) of the buildings, including appropriate variation in materials and textures and colours of buildings;
- b) front doors and generous real windows, or in some cases three dimensional display windows, on any major walls facing streets;
- c) strong pedestrian connections to the street, are carefully positioned to minimize impacts on the street; and,
- d) the location of outdoor activity areas (e.g. patios), landscaping and other site design elements.”

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

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

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

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

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

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

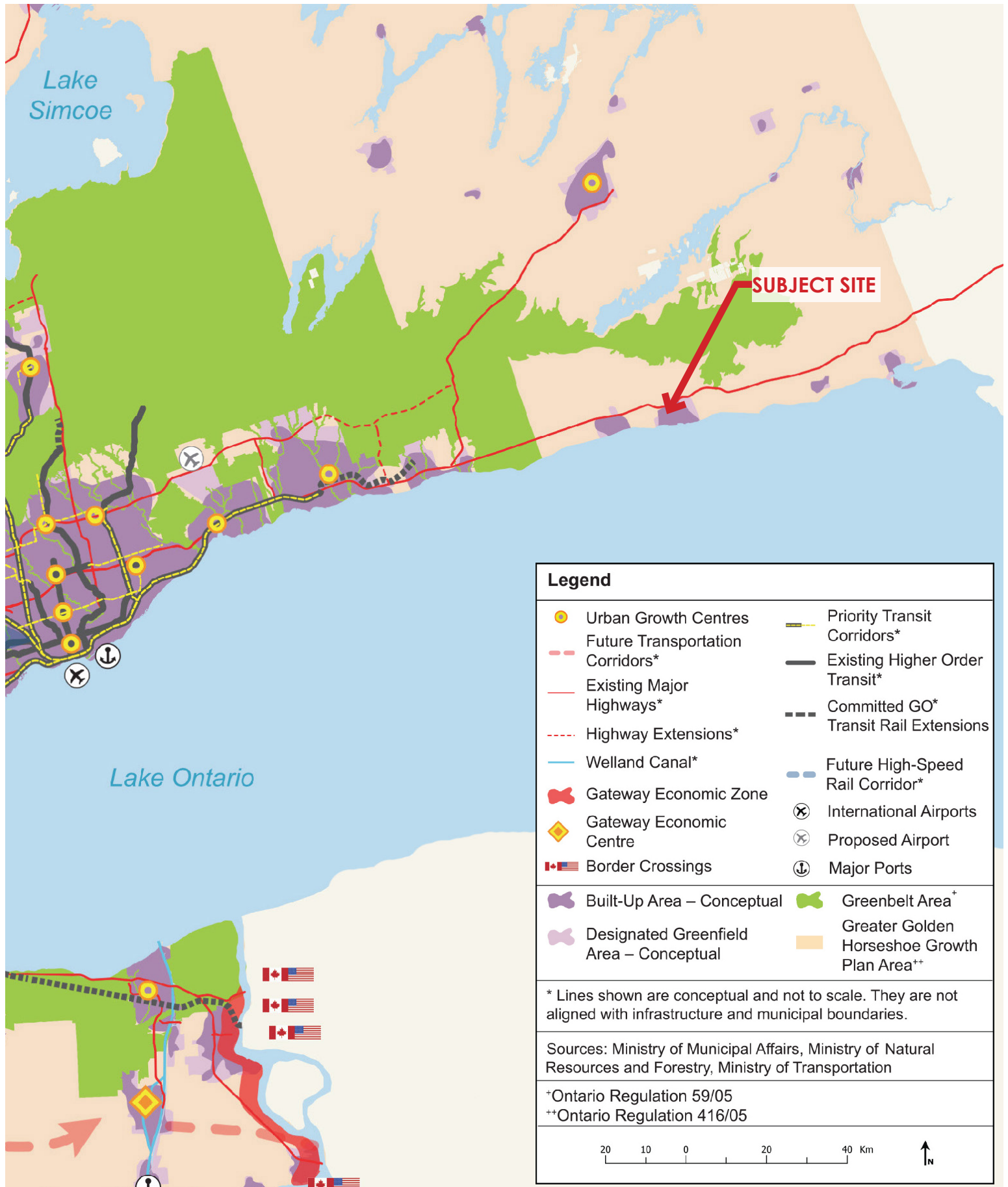
The proposed development provides a parking standard generally consistent with the Zoning By-law requirements, and appropriate to the number of proposed units, particularly considering the area's access to public transportation, and amenities accessible by active transportation. Access to the parking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

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

5.5 Town of Cobourg Zoning By-law 85-2003

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

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



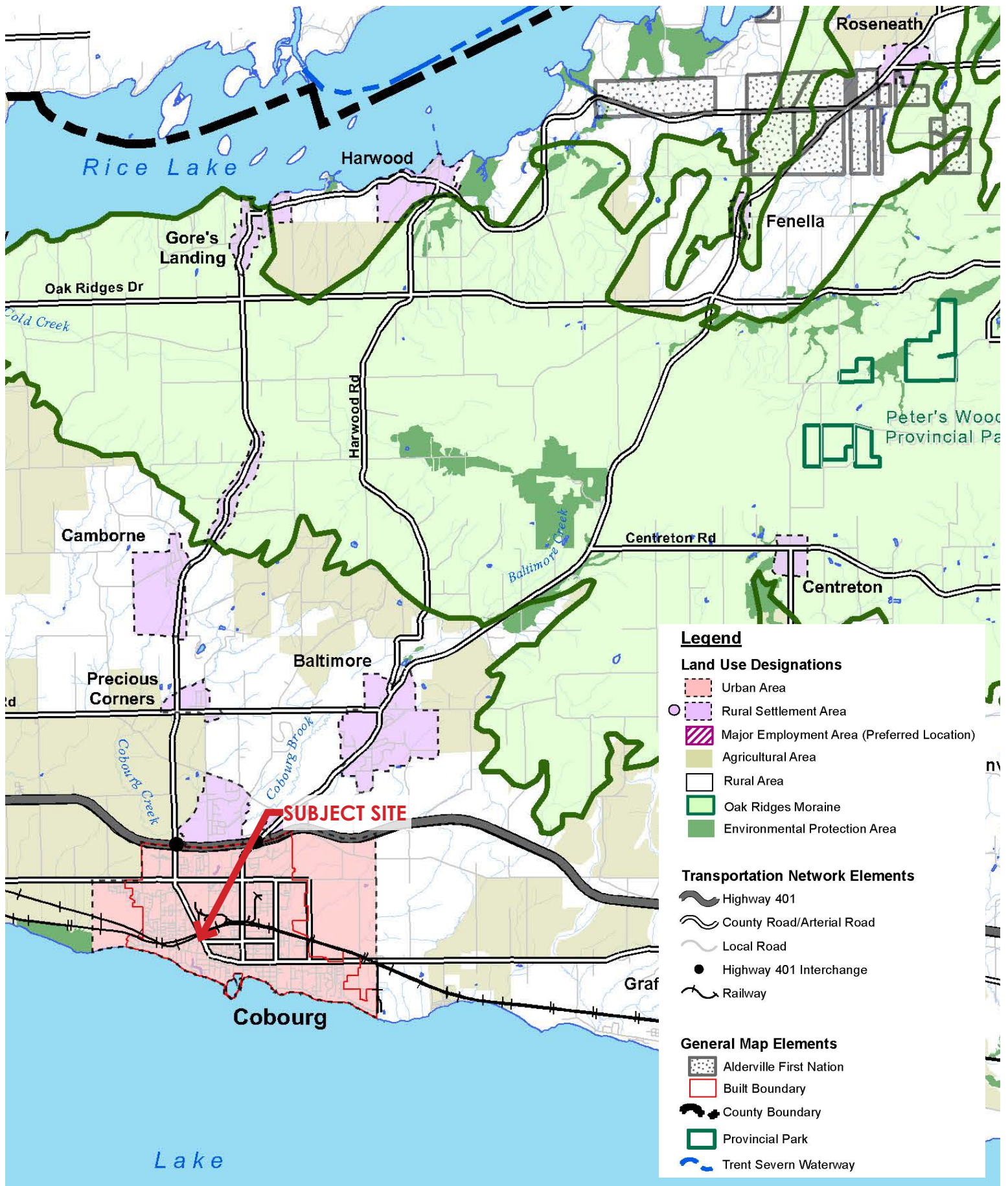
GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE

SCHEDULE 2: GROWTH PLAN

Figure 3

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

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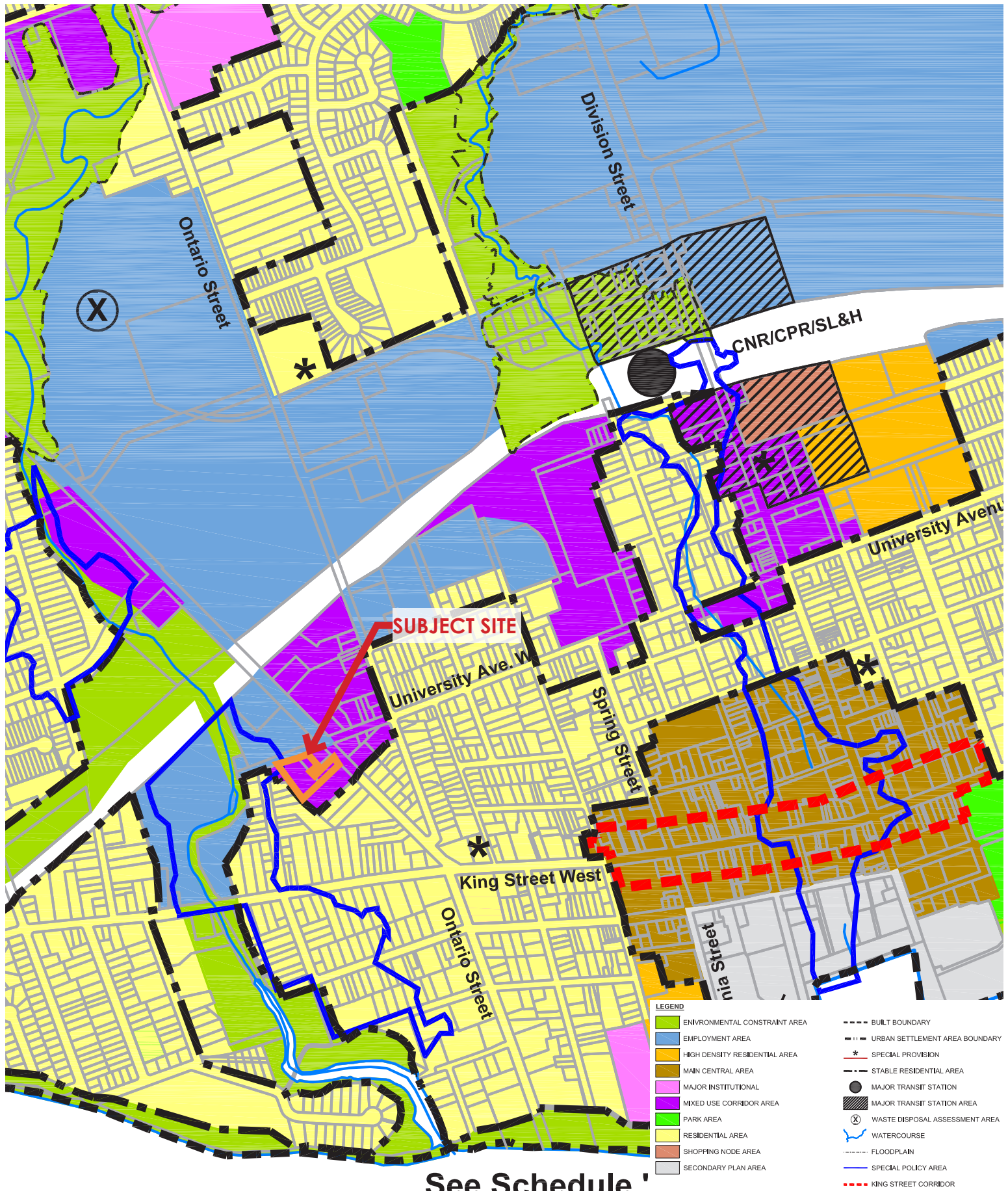


NORTHUMBERLAND COUNTY OFFICIAL PLAN SCHEDULE A: LAND USE PLAN

Figure 4

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

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TOWN OF COBOURG OFFICIAL PLAN SCHEDULE A: LAND USE PLAN

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

6 Supporting Studies

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

6.1 Transportation Impact Study

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

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

6.2 Arborist Report

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

6.3 Phase I Environmental Site Assessment

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

6.4 Noise and Vibration Study

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

6.5 Environmental Dust and Odour Feasibility Study

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

6.6 Functional Servicing and Stormwater Management Brief

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

7 Conclusion

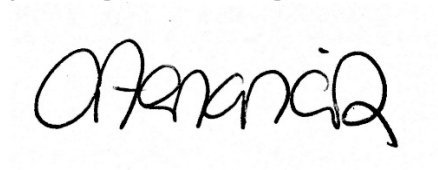
The proposed development represents sensitive intensification within a desirable neighbourhood that has access to municipal services and is in close proximity to a full range of amenities. It will improve the public realm and provide for additional housing options, while being sensitive to the existing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

In summary, the proposed development:

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

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

WND associates
planning + urban design



Andrew Ferancik
Principal