

# PLANNING JUSTIFICATION REPORT

ZONING BY-LAW AMENDMENT

BANCROFT & ESTELLE RESIDENTIAL DEVELOPMENT

CITY OF GREATER SUDBURY

March 2022

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## 1.0 INTRODUCTION

TULLOCH has been retained by the owner of the lands described below, in the City of Greater Sudbury, to prepare a planning justification report to amend the *City of Greater Sudbury Zoning By-Law 2010-100Z*. This report provides a planning analysis and justification for the amendment needed to rezone the subject lands from 'FD' Future Development and 'I' Institutional to 'R3-1' Medium Density Residential.

Legal Description of Lands:

*PIN 73575-0430, Parcel 18885 SES, PIN 73575-0374, Parcel 4435, SES and PIN 73575-0408, Parcel 42696 SES in Part Lot 9, Concession 3, Neelon Township, City of Greater Sudbury*

This report reviews consistency/conformity of the application in the context of applicable policies found within the:

- *2020 Provincial Policy Statement*
- *Growth Plan for Northern Ontario*
- *City of Greater Sudbury Official Plan*
- *Greater Sudbury Source Protection Area, and*
- *City of Greater Sudbury Zoning By-Law 2010-100Z.*

The proposed development will contribute to the transformation of a former closed elementary school site and responds to growth targets within the built boundary. It will increase the diversity of housing types in the area through the addition of 179 residential units, introduce high quality public realm improvements which will be integrated throughout the development, most notably along the properties Estelle frontage which will be upgraded from rural to urban standards and the completion of the streetscape through the addition of dwellings fronting on to the street.

Overall, the author finds that the proposed zoning by-law amendment conforms with the City of Greater Official Plan and the Growth Plan for Northern Ontario, is consistent with the 2020 Provincial Policy Statement (PPS) and represents good planning.

## 2.0 SUBJECT SITE AND SURROUNDING CONTEXT

### SUBJECT SITE

The subject property has an area of approximately 6.16 hectares with 200 m ± frontage on the west side of Estelle Street. (See *Figure 1*). The property is situated west of Estelle and north of Bancroft Drive in the Minnow Lake neighbourhood of Sudbury.

## TOPOGRAPHY AND SITE FEATURES

The easterly portion (approximately 1.75 ha), of the site contains the former St. Remi elementary school which was declared surplus by the Roman Catholic Separate School Board in 2011 and was sold in 2013 to the current owner. The westerly part (approximately 4.4 ha), of the property did not form part of the former school site and was also acquired by the current owner in 2013. The westerly part of the property is largely tree covered with rock outcroppings with the area around the former school generally clear of significant vegetation and is relatively flat. The site does not contain any floodplain, watercourses or wetland areas and as such is not subject to Conservation Sudbury's regulations for fill or construction.

The site is however located within the Ramsey Lake Watershed and a Section 59 Source Water Protection Application was submitted as part of the Zoning By-Law Amendment Application.

## TRANSPORTATION AND TRANSIT

The subject property fronts on to the west side of Estelle Street and has a portion of its southerly property line abutting Bancroft Drive. Estelle Street is categorized as a local road, Bancroft Drive is categorized as a Secondary Arterial Road per *Schedule 7* of the *City of Greater Sudbury's Official Plan*.

The property is serviced by two bus routes on the City's GOVA Transit system - Transit Route 10 (Lac Minnow Lake) connecting between the local area and the downtown core and Route 103 (Coniston) providing connections to the Coniston community to the east. The closest bus stop for Route 10 is located at the northwest intersection of Bancroft Drive/Estelle Street intersection, approximately 170 m from the site. For Route 103, the closest westbound bus stop is located is also located at the northwest corner of Bancroft Drive/Estelle Street intersection. The closest eastbound bus stop is located at the southeast corner of Levesque Street/Kingsway intersection approximately 800 m from the site. The site is also well connected to the City's active transportation network given the existing signed bike lanes on both sides of Bancroft Drive.

## SURROUNDING NEIGHBOURHOOD CONTEXT

The subject site is situated in the wider Minnow Lake neighbourhood which is characterized by a mix of uses, including residential, commercial, institutional, and open space.

Surrounding uses can be described as follows:

- NORTH:** low density residential
- EAST:** Estelle Road, low density residential
- SOUTH:** low density residential, Bancroft Drive
- WEST:** low density residential

One and two storey single detached dwellings are located on the east side of Estelle Street across from the subject lands. The lots fronting onto Rheal Street to the north, Levesque Street to the west and Bancroft Drive to the south are occupied by single detached dwellings with their rear yards adjacent to the subject lands. An abutting property to the south at 2914 Bancroft Drive is zoned Local Convenience Special, C1(17), permitting a convenience store, restaurant and one dwelling unit. The broader neighbourhood includes a mixture of residential housing types of single detached, duplex and semidetached dwellings in addition to parks and recreational spaces and places of worship and small-scale commercial uses.



Figure 1: Approximate Location of Subject Lands

### 3.0 PROPOSED DEVELOPMENT

The application proposes to rezone the lands from ‘Institutional’ and ‘Future Development’ to ‘R3-1(S) Medium Density Residential (special)’ Zone. A total of 16 buildings with a total of 179 dwellings units are proposed as part of the multiple residential complexes, (See Figure 2). Three, five-storey apartment buildings, two with 45 units and one with 30 units are proposed along with thirteen buildings with a maximum of 2 storeys being a mix of multiple, row and semi dwelling units.

Access to the site is provided via two driveways onto Estelle Street which connect and loop through the site. The 5-storey buildings have been sited towards the central area of the property to address grading needs, provide a greater distance between such buildings and the backyards of the adjacent residents with the two storey buildings generally located along the periphery of the site and along the Estelle Road frontage. The 5 storey apartment buildings are setback approximately 37 m, 44 m and 69 m from the rear lot lines of the abutting lots fronting onto respectively, Levesque Street, Bancroft Drive and Rheal Street. The two storey buildings are setback approximately 13.5 m, 18.5 m and 20 m from these same rear lot lines. The proposed setbacks are significantly larger than the minimum 7.5 m rear yard and 5 m interior side yard setbacks set out in the Zoning By-law.

*Table 1: Proposed Buildings in Development*

	<b>DWELLING TYPE</b>	<b># OF STOREYS</b>	<b># OF UNITS</b>
<b>A</b>	Multiple Dwelling	5-Storeys	45-Unit
<b>B</b>	Multiple Dwelling	5-Storeys	45-Unit
<b>C</b>	Multiple Dwelling	5-Storeys	30-Unit
<b>D</b>	Multiple Dwelling	2-Storey	12-Unit
<b>E</b>	Multiple Dwelling	2-Storey	8-Unit
<b>F</b>	Multiple Dwelling	2-Storey	3-Unit
<b>G</b>	Multiple Dwelling	2-Storey	3-Unit
<b>H</b>	Semi-Detached Dwelling	2-Storey	2-Unit
<b>I</b>	Row Dwelling	2-Storey	4-Unit
<b>J</b>	Row Dwelling	2-Storey	4-Unit
<b>K</b>	Row Dwelling	2-Storey	4-Unit
<b>L</b>	Row Dwelling	2-Storey	4-Unit
<b>M</b>	Row Dwelling	2-Storey	3-Unit
<b>N</b>	Row Dwelling	2-Storey	3-Unit
<b>O</b>	Row Dwelling	2-Storey	4-Unit
<b>P</b>	Row Dwelling	2-Storey	5-Unit

Two storm water management ponds are proposed, one in the northeast and the other in the southeastern area of the property. The potential for a pedestrian access to Bancroft Drive through the portion of the subject lands that abuts the street was investigated and it was determined that this area was too steep to make a pedestrian connection AODA compliant.

Significant public realm improvements will also be provided along the Estelle Street frontage, through streetscape, landscape and road improvements bringing the street up to urban standards. The integration of these public realm improvements will create a strong sense of place, foster social interaction, and support a positive pedestrian experience. The benefits will be experienced by both the residents of the development and the neighbourhoods existing residents.

## 4.0 TECHNICAL REPORTS

### TRAFFIC IMPACT STUDY

A Traffic Impact Study (TIS), dated March 5, 2021 was prepared by JD Engineering to assess the impact of traffic related to the development.

The analysis included a review of the following intersections:

- Levesque Street / Kingsway;
- Moonlight Avenue / Kingsway;
- Levesque Street / Bancroft Drive;
- Moonlight Avenue & Moonlight Beach Road / Bancroft Drive.
- Estelle Street / Bancroft Drive;
- Estelle Street / North Access;
- Estelle Street / South Access; and

A summary of the conclusions of the TIS is as follows:

- The proposed development is expected to generate a total of 73 AM and 90 PM peak hour trips;
- No intersection improvements are required;
- There are no issues relating to the intersection improvements proposed at Levesque Street and the Kingsway to accommodate the proposed Kingsway Entertainment District and Arena/future business park;
- No ROW improvements are recommended on Estelle Street to provide for full movement access to the site for the two proposed points of access.
- A minimum parking supply of 187 parking spaces is recommended to provide the necessary capacity to accommodate the typical peak parking demand;
- Construction of a sidewalk is recommended on the west side of Estelle Street extending from Bancroft Drive to Rheel Street;
- The proposed development will not cause any operational issues and will not significantly delay or congest the local roadway network.

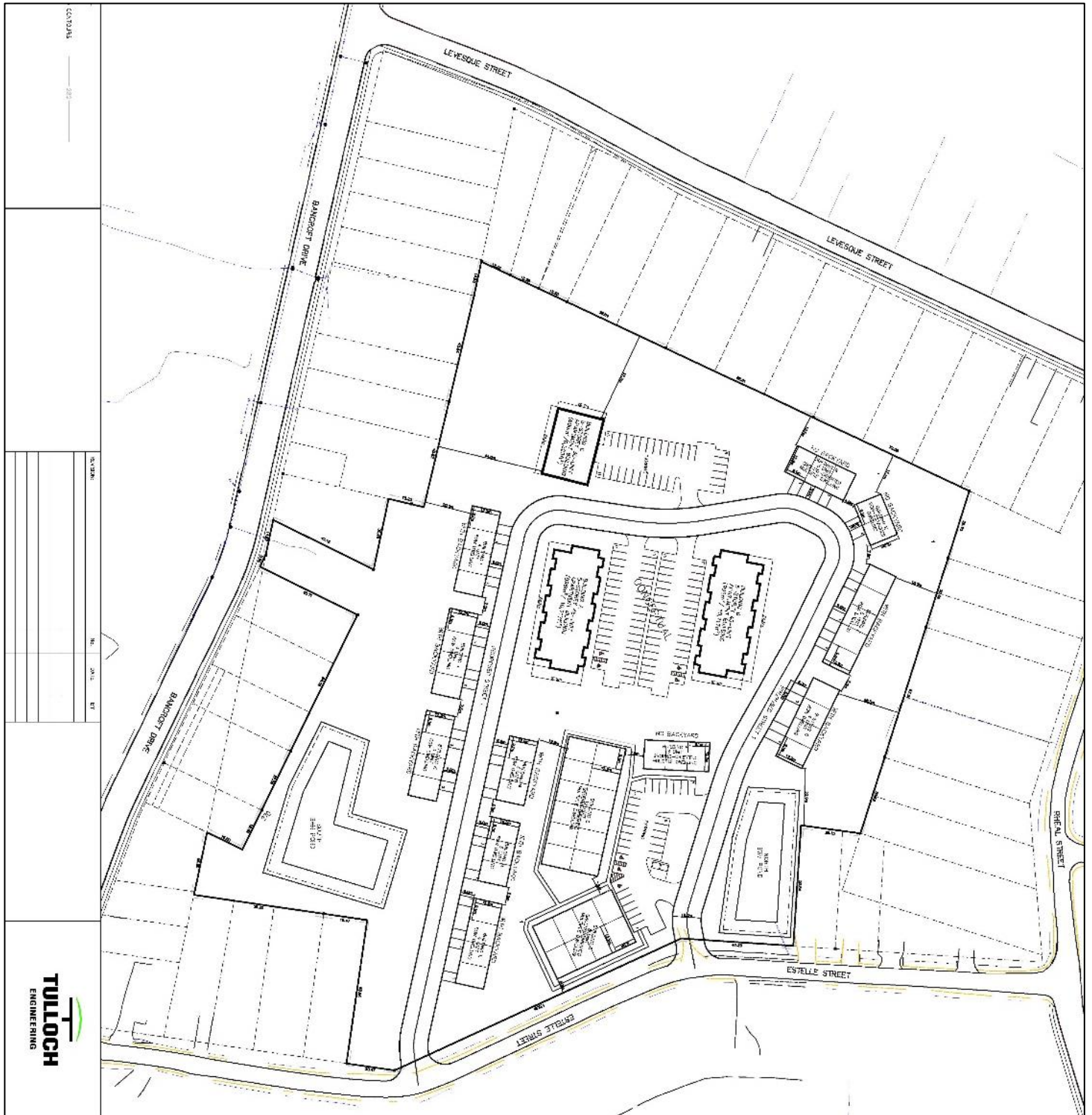
An addendum letter report by JD Northcote Engineering dated June 9, 2021 included supplementary analysis of the Levesque Street /Kingsway and Moonlight Avenue/Kingsway intersections to address comments from City staff, to access a scenario without the Kingsway Entertainment Centre and future business park.

The conclusions of the Addendum report are summarized below:

- Signal timing improvements are recommended at the Levesque Street/Kingsway intersection in the AM peak hour under this development scenario;
- All intersections in the study will operate efficiently with existing infrastructure; and
- No improvements are recommended to the protected phasing for the eastbound and westbound left turn movements at the Moonlight Avenue/Kingsway intersection.



Figure 2: Conceptual Development Sketch



## 5.0 POLICY OVERVIEW AND ANALYSIS

The following section sets out the relevant planning policy framework to assess the appropriateness of the proposed application in the context of Provincial and Municipal policies and regulations. Each subsection will outline relevant policies and provide a planning analysis with respect to how the zoning by-law amendment is consistent with or conforms to such policy.

### THE PLANNING ACT

The *Planning Act* establishes the overall regulatory framework for land use planning in the Province of Ontario.

**Section 1.1** sets out the purposes of the *Act*, which are:

- *To promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;*
- *To provide for a land use planning system led by provincial policy;*
- *To integrate matters of provincial interest in provincial and municipal planning decisions;*
- *To provide for planning processes that are fair by making them open, accessible, timely and efficient;*
- *To encourage co-operation and co-ordination among various interests;*
- *To recognize the decision-making authority and accountability of municipal councils in planning.*

The *Act* integrates matters of provincial interest into provincial and municipal planning decisions by requiring that all municipal decisions and planning documents be consistent with the Provincial Policy Statement and conform to or do not conflict with provincial plans. The proposed zoning bylaw amendment meets the intent of the *Planning Act* outlined in **Section 1.1**, by promoting economic development and accounting for matters of provincial interest in a contextually sensitive manner as outlined throughout this report.

**Section 2, Part 1** sets out matters of provincial interest, to be regarded by the Minister, the council of a municipality, a local board, a planning board, and the Tribunal. The proposed rezoning addresses many of matters of provincial interest set out in **Section 2, Part 1**. *Table 2* details how the application addresses matter of provincial interest.

*Table 2: Consistency with matters of Provincial interest*

	PROVINCIAL INTEREST	RESPONSE
A	<i>the protection of ecological systems, including natural areas, features and functions;</i>	Development is not proposed within a floodplain nor within or on land adjacent to any defined natural areas.
B	<i>the protection of the agricultural resources of the Province;</i>	The Site is located within the settlement area and is not designated or used for agriculture.
C	<i>the conservation and management of natural resources and the mineral resource base;</i>	There are no aggregate or mineral resource impacts as the site is within the settlement area and would not be suitable for resource operations.

PROVINCIAL INTEREST		RESPONSE
D	<i>the conservation of features of significant architectural, cultural, historical, archaeological and scientific interest;</i>	Not applicable as there are no known significant interests on site.
E	<i>the supply, efficient use and conservation of energy and water;</i>	The application promotes the efficient use and conservation of energy and water by proposing appropriate intensification.
F	<i>the adequate provision and efficient use of communication, transportation, sewage and water services and waters management systems;</i>	The application promotes the efficient use of existing transportation infrastructure and servicing through promoting intensification and medium density redevelopment on existing infrastructure.
G	<i>the minimization of waste;</i>	Plumbing fixtures will need to address the requirements of the Building Code minimizing wastewater generated by the site.
H	<i>the orderly development of safe and healthy communities;</i> <i>the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;</i>	Promoting intensification leads to safer and healthier communities, while the flexibility in use proposed encourages place-making and healthier more active communities.
I	<i>the adequate provision and distribution of educational, health, social cultural and recreational facilities;</i>	The Site is in proximity to elementary and secondary schools, medical facilities as well as parks and recreation.
J	<i>the adequate provision of a full range of housing, including affordable housing;</i>	The application will facilitate the development of rental housing on the Site, contributing to the range and type of housing choice available in the City.
K	<i>the adequate provision of employment opportunities;</i>	Employment will be created during the period of construction and through ongoing operational needs.
L	<i>the protection of the financial and economic well-being of the Province and its municipalities;</i>	Intensification leads to more efficient use of resources/ infrastructure, which leads to more financially stable municipalities and Province.
M	<i>the coordination of planning activities of public bodies;</i>	Not applicable.
N	<i>the resolution of planning conflicts involving public and private interests;</i>	Given appropriate level of intensification, both public and private interests are considered.
O	<i>the protection of public health and safety;</i>	The application will not create public health or safety issues.
P	<i>the appropriate location of growth and development</i>	The application will facilitate development of an underutilized site and represents a logical intensification of an existing residential area within the settlement boundary. It is an appropriate location for growth and development given its location on full municipal services with the benefit of hard and soft infrastructure in proximity to employment, parks, and commercial uses.
Q	<i>the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;</i>	The development is active transportation supportive as it is located on the existing GOVA transit line and promotes walkability and active transportation given its location and access to active transportation infrastructure.
R	<i>the promotion of built form that;</i> <i>(i) is well-designed;</i> <i>(ii) encourages a sense of place, and</i>	The proposed development promotes the adaptive reuse of a former school site, the built form is well-designed and will act as a landmark in the local community.

PROVINCIAL INTEREST		RESPONSE
	<i>(iii) (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant</i>	
S	<i>the mitigation of greenhouse gas emissions and adaption to climate change;</i>	As noted above, the application proposes the adaptive reuse and intensification of a former school site in proximity to transit and will foster opportunities for active transportation by its residents.

**PROVINCIAL POLICY STATEMENT, 2020**

The *2020 Provincial Policy Statement (PPS)* provides high-level provincial policy direction for planning approval authorities in preparing municipal planning documents, and in making decisions on *Planning Act* applications. Municipal Official Plans must be consistent with the provincial policy statement. Policies applicable to the proposed zoning by-law amendment are outlined and discussed below.

PPS **Section 1.0** speaks to managing and directing land use to achieve efficient and resilient development and land use patterns. PPS **Section 1.1.1** states, in part:

**1.1.1** *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 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;*

...

*e) promoting the integration of land use planning, growth management, transit-supportive development, intensification, and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*

*f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*

The proposed development promotes efficient development and land use patterns by proposing development on a site well suited for the proposed density increase (29 units per hectare) as supported in **Section 1.1.1(a)**. The subject lands are serviced by full municipal servicing and has benefit of access to

appropriate transportation networks as identified in the accompanying Traffic Impact Study. The proposed density makes better use of the existing municipal servicing to the subject lands, thereby promoting the financial wellbeing of the Municipality and Province. Under **Section 1.1.1** of the PPS, municipalities shall accommodate an appropriate range and mix of residential uses to meet long-term needs, including housing for older persons. The application supports **Section 1.1.1(b)&(f)** by permitting the addition of multi-unit housing to the community and supporting a mix of residential housing types through the addition of multiple and row dwelling units to meet the needs of changing demographics, while being cognisant of required separation distances, buffering and landscaping to ensure compatibility between existing and proposed built forms. The development of a more varied range of housing types - compatible with single-family homes - to offset increasing housing costs is consistent with the intent of **Section 1.1.1(b)**. Similarly, the mix of housing forms proposed is also more conducive to seniors-living than traditional single detached dwellings as the application proposes the addition of row dwellings and apartment units per **Section 1.1.1(f)**, all of which are built-forms that provide more accessible living choices for those with mobility constraints.

**Section 1.1.3** of the PPS states that Settlement Areas shall be the focus of growth and development and their vitality and regeneration shall be promoted. Given that the subject lands are located within Greater Sudbury's Settlement Area, the following policies are applicable:

**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;*

*f) are transit-supportive, where transit is planned, exists or may be developed.*

*Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.*

**1.1.3.3**            *Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or*

*planned infrastructure and public service facilities required to accommodate projected needs.*

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

**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.*

The subject area is located within the settlement area boundary of Sudbury, which under **Section 1.1.3.1** shall be the focus of growth and development. Per **Section 1.1.3.2** the subject application promotes growth and a mix of uses and densities within Sudbury's existing settlement area, which is suitable for and effectively uses existing infrastructure, public service facilities and incorporates a mix of housing types and tenures in an area predominated by single-detached dwellings. Further, the proposal is consistent with **Section 1.1.3.2** given the development represents the efficient use of land, infrastructure, and resources, at densities (low to medium) that are supportive of the cost-effective utilization of existing established soft and hard municipal services. This application proposes an overall residential density of approximately 29 units per hectare and is considered medium density development given the built form and policies in the City's Official Plan. Per **Section 1.1.3.4** the application meets the tests of appropriate development standards for intensification, redevelopment and compact form set out in policy 2.3.3.9 of the City of Greater Sudbury's Official Plan, which are addressed later in this report.

Consistent with **Section 1.1.3.3** the redevelopment and intensification proposed on the site will accommodate a range of housing forms and will serve to support the nearby transit routes. The proposed development can also be supported by existing and planned public service facilities.

Consistent with **Section 1.1.3.6**, the application proposes the redevelopment of a former elementary school site and adjacent lands to provide for a mix of rental housing types within the settlement area. The application thereby promotes the efficient use of land and servicing by increasing density and the housing types on a fully serviced site. The scale of development proposed is compatible and locates medium density development in a location which is well setback from existing adjacent residential development. As such the proposed development allows for a gradual transition in height and density as one moves inward from the outer limits of the property. The row houses are all at a maximum 2-storey height with the three five storey apartment buildings being setback from the neighbouring residential lots at distances ranging between 37 m to 69 m. The combined enhanced setbacks and proposed landscaping/open spaces will aid in minimizing potential impacts that are typically associated with such built form.

**Section 1.4** of the PPS outlines policies associated with housing and states that:

**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*
- 2. all types of residential intensification, including additional residential 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;*

Further to **Section 1.4.3**, this proposal will aid in providing an appropriate and varied mix of housing tenure to the area through the addition of rental multi-unit housing and row dwellings. It also efficiently uses land and infrastructure through increased, context-sensitive density of 29 units per hectare. The development proposes to:

- Assist in meeting the social, health, economic and well-being of current and future residents and respond to demographic changes through the addition of rental apartment and row dwelling units;
- Promotes residential intensification through establishing uses and densities which permit an intensity of use greater than in the surrounding neighbourhood;
- Directs new housing development towards a location that will efficiently use land, resources, infrastructure, and public service facilities given that the subject lands are municipally serviced with sufficient capacity and appropriate transportation infrastructure as indicated in the Traffic Impact Study;
- Facilitates residential intensification and new residential development which assists in reducing the cost of housing and facilitates more compact development through the addition of housing options other than single detached dwellings. Given such, it is the authors opinion that the subject application is consistent with **Section 1.4.3** of the PPS.

**Section 1.5** of the PPS outlines policies related public spaces, recreation, parks, trails, and open space. The following policies are relevant to the application:

**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*

The proposed sidewalk recommended in the traffic impact study to be constructed along the west side of Estelle Street will assist in creating a pedestrian friendly environment and provide a safer pedestrian circulation network for both the proposed and existing community connecting to the sidewalk and transit route on Bancroft Drive. Further, the subject site is well-connected to many publicly accessible built and natural settings for recreation, including facilities, parks and open spaces. Specifically, the site is within walking distance to the East End Playground, Dorset Tot Lot, Ridgemount Playground and the recently approved Kingsway Entertainment Centre (Arena), supportive of the principles of healthy community planning.

**Section 1.6.6** of the PPS deals with sewage, water and stormwater, and states in part that:

**1.6.6.1** *Planning for sewage and water services shall:*

*a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:*

- 1. municipal sewage services and municipal water services;*

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

- 1. can be sustained by the water resources upon which such services rely;*
- 2. prepares for the impacts of a changing climate;*
- 3. is feasible and financially viable over their lifecycle; and*

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

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

**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*

The proposed development will be connected to full municipal sanitary, water and sewage services along Estelle Street, which is the preferred method of servicing settlement areas. Sewer and water capacity will need to be confirmed by the City with any upgrades to be undertaken to services by the owner as part of servicing the site. The plan will be developed on full municipal services with a comprehensive stormwater management strategy to protect quality and quantity of water. The proposal is consistent with **Section 1.6.6** of the PPS as it promotes the efficient use of existing municipal infrastructure and accommodates new housing in a location which does not require the uneconomical extension of such infrastructure.

The PPS also provides policy direction for matters related to transportation in **Section 1.6.7**. The 2020 PPS states that:

**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;*

**1.6.7.4** *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;*

The traffic impact study did not identify any intersection improvements to be undertaken to accommodate the increase in traffic resulting from the development. The development addresses **Section 1.6.7.1** through the TIS recommendation that a sidewalk be constructed along the west side of Estelle Street from Bancroft Drive to Rheel Street, providing a safer walking environment for residents of the development as well as the existing residents in the neighbourhood. Per **Section 1.6.7.4** the housing mix

and densities along with their proximity to transit and the bike lanes on Bancroft Drive will assist in reducing the number of vehicle trips and will support transit and active modes of transportation.

**Section 1.7** provides policy direction for municipalities to achieve long-term economic prosperity. The following policies are relevant:

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

- a) promoting opportunities for economic development and community investment-readiness;*
- b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce;*

The application is consistent with **1.7.1(a)** as it promotes opportunities for economic development and community investment readiness and assurance that the lands can be utilized resourcefully and appropriately to respond to changing market-demands for housing types other than single detached dwellings. The application also encourages a residential use which responds to market-based needs (more affordable housing options and changing demographics) and assists in providing necessary housing supply and a range of housing options through the addition of rental apartment and row units per **1.7.1(b)**

**Section 1.8** of the PPS speaks to energy conservation, air quality and climate change. It states in part:

**1.8.1** *Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of changing climate through land use and development patterns which:*

- a) promote compact form and a structure of nodes and corridors;*
- b) promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;*
- ...
- e) encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion*

Per **Section 1.8** the proposed development will support improved air quality, reduced greenhouse emissions and prepare for the impacts of climate change by promoting the use of active transportation and transit through the additional residents that will be located in close proximity to the existing transit and active transportation routes. The installation of a sidewalk along Estelle Street as recommended in the Traffic Impact Study will serve to enhance active transportation and safety in accessing the transit system. The development form is transit-supportive and will contribute to decreasing traffic congestion.

**Section 2.2.1** provides policy direction respecting the quantity and quality of water resources and states in part:

**2.2.1** *Planning authorities shall protect, improve or restore the quality and quantity of water by:*

*f) implementing necessary restrictions on development and site alteration to:*

- 1. protect all municipal drinking water supplies and designated vulnerable areas; and*
- 2. protect, improve or restore vulnerable surface and ground water, sensitive surface water features and sensitive ground water features, and their hydrologic functions;*

Per **Section 2.2.1** the property is located in the Ramsey Lake Intake Protection Zone 3 area and with a vulnerability score of 9. It is noted that in such areas a Risk Management Plan may be required to address the ‘significant threat activities’ for the application of road salt and storage of snow if the exterior parking lot is equal to or greater than one (1) hectare in area. The handling and storage of road salt (0.5 tonnes or greater) is prohibited. As the proposed driveway and parking areas occupy approximately 1.2 ha, a Risk Management Plan will likely be required for the project, which can be addressed at the site plan stage when the final site design is confirmed. Finally, given the site is in the Source Protection Plan (Ramsey Lake Intake Protection Zone 3) the City has required that a 20% reduction in peak storm water flows will be required through detailed stormwater design at site plan stage.

In summary, the subject application to amend the zoning by-law to permit the development of 179 multiple residential units is consistent with the 2020 PPS as it promotes the wise use of resources and infrastructure, provides for the redevelopment and intensification of a former institutional site, encourages a mix of housing types and density that is suitable for, and compatible with the surrounding area and supports active transportation and healthy communities. efficient and compact development, intensification.

## GROWTH PLAN FOR NORTHERN ONTARIO

The *Growth Plan for Northern Ontario* (GPNO) is a 25-year plan that provides guidance in aligning provincial decisions and investment in Northern Ontario. It contains policies to guide decision-making surrounding growth that promotes economic prosperity, sound environmental stewardship, and strong, sustainable communities that offer northerners a high quality of life. It also recognizes that a holistic approach is needed to plan for growth in Northern Ontario.

**Section 3.4.3** of the GPNO promotes a diverse mix of land uses within northern communities. The GPNO states that:

**3.4.3** *Municipalities are encouraged to support and promote healthy living by providing for communities with a diverse mix of land uses, a range and mix of employment and housing types, high-quality public open spaces, and easy access to local stores and services.*

Per **Section 3.4.3** the subject application will promote a further range of housing types in the community by allowing the introduction of increased rental housing stock and more diverse built form.

**Section 4.3.3** of the GPNO provides that economic and service hubs such as the City of Greater Sudbury shall develop strategies for developing a diverse mix of land uses and encouraging future residential development in certain areas. The GPNO states in part that:

- 4.3.3** *Economic and service hubs* shall maintain updated official plans and develop other supporting documents which include strategies for:
- a. *developing a diverse mix of land uses, an appropriate range of housing types, and high quality public spaces; and providing easy access to stores, services and recreational opportunities;*
  - d. *encouraging a significant portion of future residential and employment development to locate in existing downtown areas, intensification corridors, brownfield sites, and strategic core areas.*

**Intensification Corridors** are defined in the GPNO as follows:

*Areas along major roads, arterials or transit corridors that have the potential to provide a focus for higher density mixed-use development.*

Per **Section 4.3.3** the application will add to the range of housing types available in the Sudbury community in close proximity to Bancroft Drive which can be considered as an intensification corridor as it is designated as a Secondary Arterial Road in the City's Official Plan with existing transit located on it with potential to accommodate higher forms for development density.

## CITY OF GREATER SUDBURY OFFICIAL PLAN

The *City of Greater Sudbury's Official Plan* is the principal land use planning policy document for the City of Greater Sudbury. The Official Plan (OP) establishes objectives and policies that guide both public and private development/decision-making.

The subject lands are designated 'Living Area 1' and 'Institutional' per *Schedule 1B* of the *City of Greater Sudbury Official Plan*. The lands are also located within the 'Settlement Area' and 'Built Boundary' on Schedule 3 of the *Official Plan*.

**Section 2.3.2** speaks to the City's settlement area and states in-part:

- 2.3.2.1** *Future growth and development will be focused in the Settlement Area through intensification, redevelopment and, if necessary, development in designated growth areas.*
- 2.3.2.2** *Settlement Area land use patterns will be based on densities and land uses that make the most efficient use of land, resources, infrastructure and public service facilities, minimize negative impacts on air quality and climate change, promote energy efficiency and support public transit, active transportation and the efficient movement of goods.*
- 2.3.2.3** *Intensification and development within the Built Boundary is encouraged in accordance with the policies of this Plan. Development outside of the Built Boundary may be considered in accordance with the policies of this Plan."*

**Section 2.3.3** addresses intensification and states in-part:

- 2.3.3.1** *All forms of intensification are encouraged in accordance with the policies of this Plan.*
- 2.3.3.2** *The City will aim to accommodate 20 percent of future residential growth and development through intensification within the Built Boundary.*
- 2.3.3.5** *Intensification and development is permitted in established Living Area I lands, in accordance with the policies of this Plan.*
- 2.3.3.6** *Intensification will be encouraged on sites that are no longer viable for the purpose for which they were intended such as former commercial, industrial and institutional sites. It will also be encouraged where the present use is maintained but the addition of residential uses can be added in a complementary manner.*
- 2.3.3.7** *Intensification will be encouraged on sites with suitable existing or planned infrastructure and public service facilities.*
- 2.3.3.8** *Intensification will be compatible with the existing and planned character of an area in terms of the size and shape of the lot, as well as the siting, coverage, massing, height, traffic, parking, servicing, landscaping and amenity areas of the proposal.*

**2.3.3.9**

*The following criteria, amongst other matters, may be used to evaluate applications for intensification:*

*a. the suitability of the site in terms of size and shape of the lot, soil conditions, topography and drainage;*

*b. the compatibility proposed development on the existing and planned character of the area;*

*c. the provision of on-site landscaping, fencing, planting and other measures to lessen any impact the proposed development may have on the character of the area;*

*d. the availability of existing and planned infrastructure and public service facilities;*

*e. the provision of adequate ingress/egress, off street parking and loading facilities, and safe and convenient vehicular circulation;*

*f. the impact of traffic generated by the proposed development on the road network and surrounding land uses;*

*g. the availability of existing or planned, or potential to enhance, public transit and active transportation infrastructure;*

*h. the level of sun -shadowing and wind impact on the surrounding public realm;*

*i. impacts of the proposed development of surrounding natural features and areas and cultural heritage resources;*

*j. the relationship between the proposed development and any natural or man - made hazards; and,*

*k. the provision of any facilities, services and matters if the application is made pursuant to Section 37 of the Planning Act. Where applicable, applications for intensification of difficult sites may be subject to Section 19.7*

**2.3.3.10**

*Residential intensification proposals will be assessed so that the concerns of the community and the need to provide opportunities for residential intensification are balanced.*

Per **Sections 2.3.2.1** and **2.3.2.3** the site is located within the ‘built boundary’ and the City’s Settlement Area for the Sudbury community. With respect to **Section 2.3.2.2**, it is noted that the development will contribute to the efficient use of land, infrastructure and public service facilities, and will support the public transit system and active transportation and in so doing will minimize impacts on air quality and climate change. The redevelopment of the former school site is considered a form of intensification which the *Official Plan* encourages in **Section 2.3.3.1**. Per **Sections 2.3.3.5** and **2.3.3.6**, the lands are located

within the Living Area 1 designation, with the easterly portion of the site being a former school site which was declared surplus, closed and sold and is now privately owned. Per **Section 2.3.3.7**, municipal infrastructure in the form of sewer and water services are available on Estelle Street along with public service facilities in the City of Greater Sudbury. Respecting **Section 2.3.3.8**, the proposed development is designed to be compatible with the surrounding area, with building heights closest to the adjacent residential lots kept to a two storey height with the 5-storey buildings situated closer to the interior of the site. Parking areas have been screened from the public street (Estelle Street) and have been buffered and setback from the adjacent residential lots to minimize potential noise and lighting issues.

**Section 2.3.3.9** of the Official Plan sets out the tests (criteria) for evaluating whether a location is appropriate for intensification. It is the authors opinion that the application meets the tests for appropriate location to permit intensification given that:

- a) The site provides for a shape and size ( $\pm$  6 hectares with  $\pm$ 200 metres of frontage) that is appropriate to accommodate medium density residential uses;
- b) The design contributes and complements the existing character of the area by proposing a transition in densities from the areas existing single detached dwellings;
- c) The application will provide and in the majority of areas exceed the minimum 3.0 metre wide landscaping strip to buffer the proposed medium density uses from the existing low density uses;
- d) The site will be fully serviced, efficiently use existing and proposed infrastructure, and has immediate access to nearby public service and community facilities generally within walking distance;
- e)&f) The traffic generated by the proposed development is appropriate and can be accommodated without need for any improvements to the local road network, adequate ingress/egress, parking, and vehicular circulation will be provided as concluded in the Traffic Impact Study;
- g) The development of the site will contribute to transit ridership and active transportation in the area which is near trails, schools and open space uses;
- h) The proposed apartment buildings are set back an appropriate distance from nearby residential uses;
- i) No natural features or cultural heritage resources have been identified on the subject site; and,
- j) No natural or man-made hazards such as floodplains have been identified on the subject lands.

It is the author's opinion that with respect to **Section 2.3.3.10**, the design, density and layout of the proposed development responds and is sensitive to potential compatibility concerns. The buildings closest to the neighbouring properties have been kept to two storeys with the three 5 storey buildings located closer to the interior of the site. The Traffic Impact Study that was conducted identified no major issues with respect to the capacity of the existing roads and intersections to accommodate the increase in traffic associated with the development. It is noted that residents in the area will benefit from the new sidewalk recommended to be built along the west side of Estelle Road from Bancroft Drive to Rheel Street. The apartment and row dwelling units will assist the City in meeting the current and future demand for these type of units in proximity to transit, particularly with an aging population.

**Section 3.2** speaks to the City's Living Area designations and says in part:

**LIVING AREA 1:**

- 3.2.1** *Low density housing is permitted in all Living Area designations. Consistent with the prevailing built form, only single detached dwellings are allowed in Living Area II.*
- 3.2.2** *Medium density housing is permitted in all Living Area I designations where full municipal services are available. High density housing is permitted only in the community of Sudbury.*
- 3.2.3** *New residential development must be compatible with the existing physical character of established neighbourhoods, with consideration given to the size and configuration of lots, predominant built form, building setbacks, building heights and other provisions applied to nearby properties under the Zoning Bylaw.*
- 3.2.1.1** *Low density development permits single detached dwellings, semi-detached dwellings, duplexes and townhouses to a maximum net density of 36 units per hectare. In order to maintain existing neighbourhood character, the Zoning Bylaw may establish lower densities in certain areas of the City.*
- 3.2.1.2** *In medium density developments, all low density housing forms are permitted, including small apartment buildings no more than five storeys in height to a maximum net density of 90 units per hectare.*
- 3.2.1.4** *Medium and high density housing should be located on sites in close proximity to Arterial Roads, public transit, main employment and commercial areas, open space areas, and community/recreational services.*
- 3.2.1.5** *Medium and high density housing are to be located in areas with adequate servicing capacity and a road system that can accommodate growth. Sites should be of a suitable size to provide adequate landscaping and amenity features.*
- 3.2.1.6** *In considering applications to rezone land in Living Area I, Council will ensure amongst other matters that:*
- a. the site is suitable in terms of size and shape to accommodate the proposed density and building form;*
  - b. the proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height, siting, setbacks, and the location of parking and amenity areas;*
  - c. adequate on-site parking, lighting, landscaping and amenity areas are provided; and,*
  - d. the impact of traffic on local streets is minimal.*



With respect to in **Section 3.2** the proposed development at a density of 29 units per ha falls within the low density range in which the *Official Plan* permits a density up to 36 units per ha. Apartment/multiple dwelling buildings to a maximum of 5 storeys are only permitted in medium density developments and as such given the unit type and building height the overall proposal is evaluated with respect to the policies respecting medium density development. The property is located in close proximity to Bancroft Drive which is designated on **Schedule 7 Transportation Network**, of the *Official Plan* as a ‘Secondary Arterial Road’ on which the City operates GOVA Transit.

The 6.1 ha site will allow for extensive landscaped and amenity areas. Approximately 60 percent of the site will be landscaped or vegetated areas, with approximately 20-25% lot coverage and 20% parking and driveway areas, which will be detailed and finalized along with on-site lighting through the required site plan agreement.

As previously discussed, the sites size and shape is appropriate to accommodate medium density development and building form. The design contributes and complements and is compatible with the existing character of the area by proposing a gradual increase in densities and building heights and through the use of setbacks from the areas existing single detached dwellings. Parking areas have been located such that they are largely screened/buffered from the adjacent residents and Estelle Street.

As discussed later in this report, the City’s Zoning By-law 2010-100Z, requires 246 parking spaces for the proposed 179 dwelling units, based on a parking standard of 1.5 spaces/unit for multiple and row dwellings and 1 space per dwelling for semidetached units. The 246 required parking spaces also takes into account the provisions in the Zoning By-law for a ten percent reduction in the parking requirement for multiple dwellings on lots abutting a GOVA Transit route, which is the case with the subject lands. The Traffic Impact Study assessed the amount of parking that would be required for the proposed development based on a proxy parking survey of a similar multiple dwelling complex in the City and recommended that 187 parking spaces be provided which has been included on the concept plan for the development. Based on that analysis, a parking standard of 1 parking space per unit is being requested as part of the rezoning application. Based on the Traffic Impact Study, the impact on the local streets in the areas is expected to be minimal. No changes to Estelle Street are required in order to permit the entrances into the site and no further intersection improvements are required. Safety for pedestrians will be improved through the construction of a sidewalk on the west side of Estelle Street from Bancroft Drive to Rheel Street.

**Section 4.4** details policies related to Institutional Areas. It states in part that:

**4.4.3** *Rezoning applications related to the conversion of surplus institutional buildings and the rezoning of vacant lands held by institutions will be considered based on the following criteria:*

- a. the need for such lands or buildings for other public uses, and their long-term value to the community;*
- b. the compatibility of the proposed uses with surrounding land uses and the intent of the policies in this Official Plan with respect to the proposed use;*

*c. for conversion to residential uses, the appropriateness of the proposed density; and*

*d. the policies of Sections 2.3.2, 11.3.2 and 11.8, and Chapters 13.0 Heritage Resources and 14.0 Urban Design.*

Per **Section 4.4.3**, it is the author's opinion that the proposed development conforms with the applicable policies for surplus lands residential uses in the Official Plan. The overall site density of 29 units per hectare is considered to be appropriate for the site. In this regard it is noted that the density is below the maximum density permitted for low density development of 36 units per ha. As apartment units are considered to be part of the unit typology permitted in medium density development the proposal is considered to be a medium a density development. It is also noted that the density of the development does not result in any traffic issues on the nearby roads or intersections. The policies in **Sections 2.3.2, 11.3.2 and Chapter 14** are addressed in detail elsewhere in this report. With respect to **Section 11.8**, which addresses accessibility, it is noted that all of the buildings and the site design will need to address the requirements at the time of construction under the Building Code for accessibility. It is noted that the potential for a pedestrian walkway from the central area of the site to Bancroft Drive was investigated, however it was determined that given the grades in the area it would not be compliant with accessibility requirements. With respect to **Chapter 13** addressing Heritage Resources, it is noted that there are no heritage structures, districts or cultural landscapes on, associated or abutting the property. The relevant policies in **Chapter 14**, Urban Design are addressed later in this report.

**Section 8.3** addresses Source Water Protection Areas, intended to protect the City's municipal drinking water sources. The policies in the Section state in part:

1. *Development, certain land use activities and public works within the vulnerable areas will conform with the policies on List A of the Greater Sudbury Source Protection Plan.*
3. *In the vulnerable areas, the City will reduce stormwater runoff volume and pollutant loadings from developments where stormwater management facilities could be a significant threat by:*
  - a. *encouraging the implementation of a hierarchy of source, lot-level, conveyance and end of pipe controls;*
  - b. *encouraging the implementation of innovative stormwater management measures;*
  - c. *considering flexibility in development standards to incorporate alternative community design and stormwater techniques, such as those related to site plan design, lot grading, ditches and curbing, driveway surfaces, and the use of open spaces as temporary detention ponds; and,*

- d. *supporting the continued implementation of source control programs, which are targeted to existing areas that lack adequate stormwater controls.*

With respect to **Section 8.3**, the property is located in the Ramsey Lake Intake Protection Zone 3 area with a vulnerability score of 9. It is noted that in such areas a Risk Management Plan may be required to address the 'significant threat activities' for the application of road salt and storage of snow if the exterior parking lot is equal to or greater than one (1) hectare in area. As the proposed driveway and parking areas occupy approx. 1.2 ha, a Risk Management Plan will likely be required for the project which will be addressed at the site plan stage when the final parking and driveway areas are being detailed.

Given that the site is in the Source Protection Plan (Ramsey Lake Intake Protection Zone 3) the City has indicated that a 20% reduction on peak storm water flows will be required, which will be provided as part of site plan approval.

**Section 11.3.2** discusses land use policies to support transit needs. Applicable policies to this application include:

- 11.3.2.1** *Urban design and community development that facilitate the provision of public transit will be promoted.*
- 11.3.2.2** *Development proposals will be reviewed to ensure efficient transit routing so that all dwellings in the development are ideally within 500 metres walking distance of a bus stop.*
- 11.3.2.3** *Mixed uses and higher density housing along Arterial Roads and at other strategic locations are encouraged as a means of enhancing the feasibility of transit services, increasing ridership, alleviating traffic congestion and reducing reliance on the automobile.*
- 11.3.2.4** *Buildings should be sited as close to the street as possible to reduce walking distances for transit users*
- 11.3.2.6** *Pedestrian walkways, intersections of major roads, and pedestrian access systems are to be integrated with transit stops, and wherever possible, connected to trail systems.*

With respect to **Section 11.3.2**, it is noted that the proposed development will facilitate the use of public transit by its residents. All of the units will be within approximately 170 m to 400 m walking distance of the nearest transit stop near the Estelle Street/Bancroft Drive intersection. The row and apartment style development form in this location will enhance and contribute to ridership on the existing transit system. The Traffic Impact Study recommended a sidewalk to be constructed on the west side of Estelle Road which will connect to the closest transit stop on Bancroft Drive improving the safety and convenience for pedestrians in general as well as those using the transit system.

**Section 11.4** speaks to parking and provides that:

**11.4.1** *New developments generally must provide an adequate supply of parking to meet anticipated demands.*

**11.4.2** *Based on a review of parking standards for various land uses in the City, parking requirements may be reduced in those areas that have sufficient capacity, such as the Downtown and other major Employment Areas.*

Per **Section 11.4**, the adequacy of parking was reviewed earlier in this report in the review of **Section 3.2.1.6 c)**, where it was noted that the Traffic Impact Study recommended 187 parking spaces for the site. The development concept includes the recommended 187 parking spaces which represents approximately 1 parking space per dwelling unit, being less than the 246 parking spaces required by Zoning By-law 2010-100Z. It is the author's opinion that a reduction in the parking standard is appropriate and supportable for the subject lands based on:

- the analysis set out in the Traffic Impact Study;
- it will result in less paved surface in the Ramsey Lake Intake Protection Zone 3 area, reducing the risks associated with parking areas and snow storage;
- it will reduce the amount of storm water runoff to be managed; and
- it will result in more landscaped and amenity area benefitting local residents.
- some non-unit-dedicated parking will be achievable in the interior driveway given its proposed width.

**Section 11.7** speaks to active transportation, the pedestrian and bicycle network and provides in part as follows:

**11.7.1** *The existing pedestrian and bicycle network will be maintained and expanded through the creation of additional pedestrian walkways, trails and bikeways with adequate signage throughout the City.*

**11.7.2** *Development proposals will be reviewed to ensure that there is adequate pedestrian access in new developments. The City may acquire lands to provide pedestrian facilities as a condition of approval. Wherever possible, the provision of adequate bicycle facilities will be encouraged.*

With respect to **Section 11.7**, the Traffic Impact Study recommended that a sidewalk be built on the west side of Estelle Street connecting from the sidewalk on Bancroft Drive to the Estelle St./Rheal St. intersection. The new sidewalk will provide safe and convenient pedestrian access from the development to transit on Bancroft Drive. An on-site pedestrian circulation network will also be designed as part of the site planning process to link with the sidewalk on Estelle Street along with the design and location of bicycle parking areas/facilities.

It is noted that as part of the nearby Moonlight Ridge subdivision development to the east, the City required a monetary contribution towards the upgrading of Estelle Street to bring it up to urban standard. City Development Approvals staff have advised that the owner will also be required to contribute towards the cost of upgrading Estelle Street - including the provision for a sidewalk - as per the cost-sharing policies of the City.

**Section 12.2.2** New Development, speaks to the servicing of new development.

**12.2.2.1** *Development in urban areas is permitted provided that existing and planned public sewage and water services have confirmed capacity to accommodate the demands of the proposed development. Alternatively, the proponent of the development will upgrade, at their own expense, the existing sewage and water systems to ensure adequate delivery and treatment facilities consistent with City standards, including the adequacy of fire flows.*

**12.2.2.2** *It is policy of this Plan to ensure that water supply and sewer capacity are adequate to service development without major line or plant expansion. Official Plan amendments, rezonings, severance and subdivision approvals, minor variances and building permits will be denied if a water or sewage facility problems exists.*

With respect to **Sections 12.2.2.1 and 12.2.2.2**, the site is to be serviced with municipal sewer and water which are available on Estelle Street. As part of the review of the application the City will confirm whether the capacities of the existing services are sufficient for the proposed development. It is recognized that the owner would be responsible for any expansion or upgrades to the services that would be required to accommodate the proposed development.

**Section 14.3** addresses policies respecting Community and Neighbourhood design and states in part:

**14.3.2** *Buildings, structures and other design elements that complement the surrounding built form and character are encouraged.*

**14.3.4** *Area streetscapes are to be improved over time to provide safe, attractive, interesting and comfortable spaces through appropriate upgrades, such as landscaping, lighting, sidewalks, paving, street furniture and public art. These treatments should complement adjacent built form and open spaces, adding to a neighbourhood's character.*

**14.3.8** *To the extent possible, Living Areas will be connected through the use of open space corridors, trails, sidewalks and streets so that neighbourhoods and schools are linked and interaction is facilitated.*

Per **Section 14.3** the design/layout of the proposed development integrates with the existing built form and character of the area which is comprised of primarily one and two-storey dwellings. Most of the buildings have been designed as ground-oriented multiple/row dwellings and have been kept to two storeys along the periphery including adjacent to Estelle Street, reflective of the neighbourhood. The new 8-unit two-storey multiple dwelling along with the associated landscaping along the frontage will improve the streetscape along Estelle Street which currently is dominated by the boarded-up vacant former school and an area of broken asphalt/gravel material. The three 5-storey dwellings have been setback from the boundaries of the site to minimize potential impacts on neighbouring properties. As noted earlier in this report, the construction of a sidewalk along Estelle Street will be facilitated as a result of the development.

**Section 14.4** addresses site and building design and states in part:

- 14.4.1**      *Development and intensification will be located and organized to fit with its existing or planned context. It will frame and support adjacent streets, parks and open spaces to improve activity, comfort and safety by:*
- a. generally locating buildings parallel to the street or along the edge of a park or open space with a consistent front yard setback. On a corner site, development and intensification should be located along both street frontages and give prominence to the corner. On a site that terminates a street corridor, the development should acknowledge the prominence of that site;*
  - b. massing buildings to define the edges of streets, parks and open spaces in good proportion;*
  - c. creating appropriate transitions in scale to neighbouring existing or planned buildings;*
  - d. locating main building entrances so that they are clearly visible and easily accessible from the public sidewalk;*
  - e. providing ground floor uses that have views into surrounding streets, parks and open spaces; and,*
  - f. minimizing shadowing and uncomfortable wind conditions on surrounding streets, parks and open spaces to preserve their utility.*

Per **Section 14.4.1**, one of the ground oriented multiple dwellings has been located parallel to Estelle Street to frame the easterly edge of the development and is located close to the Street (6.3 m setback) The building adjacent to Estelle Street is designed with units backing onto each other and as such there will be individual entrances for four of the units facing onto Estelle Street along with windows for lighting, views and surveillance of the street.

**Section 14.4.2** address the design of vehicle parking, access, service areas and utilities and states:

**14.4.2** *Development and intensification will locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties and the public realm by:*

- a. *minimizing the number of curb cuts and driveways that cross the public sidewalk;*
- b. *limiting surface parking between the front face of the building and the public street and sidewalk;*
- c. *locating servicing and utilities towards the sides or rear of the building and screening the servicing from views from adjacent streets;*
- d. *integrating servicing and utility functions within the building, where possible; and,*
- e. *providing adequate landscaping and buffering between adjacent properties.*

Per **Section 14.4.2**, only two driveways are proposed to provide access to the site. Such is considered appropriate to provide for vehicular circulation and fire route access. No parking areas are proposed at the front of the building facing Estelle Street. Loading areas will be located to the interior of the site in proximity to the three 5 storey multiple dwellings. The concept plan provides for significant setbacks and areas around the periphery of the site for landscaping through retaining existing trees and providing additional plantings to be detailed and finalized through the site plan approval process.

The **policies in 14.4.3** address amenities to be provided in development and states:

**14.4.3.** *Development and intensification will provide amenity for adjacent streets, parks and open spaces by making these areas attractive, interesting, safe comfortable and functional by:*

- a. *improving adjacent boulevards and sidewalks through sustainable design elements including without limitation trees, shrubs, plantings or other ground cover, permeable paving materials, street furniture and bicycle parking facilities.*
- b. *coordinating landscape improvements in setbacks to create attractive transitions from the private to public realm;*
- c. *providing, where appropriate, weather protection such as canopies and awnings;*
- d. *providing landscaped open space within the development site;*

- e. *landscaping the edges of surface parking lots along streets, parks and open spaces to define edge condition and provide screening;*
- f. *providing safe pedestrian routes and landscaped areas within surface parking lots; and,*
- g. *providing bicycle parking facilities and, where appropriate, public transit infrastructure, within the development site.*

Per **Section 14.4.3**, the Estelle Street frontage will be improved through the construction of a sidewalk, landscaping and street tree planting. Landscaped areas will be provided throughout the site along with pedestrian walkways and bicycle parking facilities which will be finalized in the site plan review and approval process with the City.

**Section 14.9** sets out policies respecting energy efficiency and climate change resiliency and states in part:

**14.9.1** *The City will encourage urban design solutions that minimize non-renewable resource consumption, maximize the use of renewable energy and takes into account the impact of climate change by:*

- a. *encouraging compact, mixed use and infill developments that concentrate complementary land uses and support active transportation and public transit;*

With respect to **Section 14.9.1**, as discussed previously the proposed development will support existing active transportation and public transit infrastructure in the area.

**Section 17.2** of the OP details policies related to housing.

**17.2.1** *To encourage a greater mix of housing types and tenure, it is policy of this Plan to:*

- a. *encourage a wide range of housing types and forms suitable to meet the housing needs of all current and future residents;*
- b. *encourage production of smaller (one and two bedroom) units to accommodate the growing number of smaller households;*
- c. *promote a range of housing types suitable to the needs of senior citizens;*
- e. *support new development that is planned, designated, zoned and designed in a manner that contributes to creating complete communities – designed to have a mix of land uses, supportive of transit development, the provision of a full range of housing including affordable housing, inclusive of all ages and abilities, and meet the daily and lifetime needs of all residents.*



With respect to **Section 17.2.1**, the proposed development will contribute to providing a wider range of housing types in the area to meet the needs of current and future residents with a range of unit sizes including one and two-bedroom units suitable for senior residents. Further, given the sites location in proximity to existing transit routes, the development will positively support ridership on the transit system, thus overall supporting the introduction of a complete community with a variety of transportation modes, densities, and housing tenures/built forms.

## CITY OF GREATER SUDBURY ZONING BY-LAW 2010-100Z

The easterly  $\pm 1.61$  ha of the property are zoned 'Institutional' and the westerly  $\pm 4.4$  ha of the property are zoned 'Future Development' in the City of Greater Sudbury Zoning By-law 2010-100Z. (See Figure 3) To facilitate the development, the lands need to be rezoned to 'R3-1(S) Multiple Residential Special'.

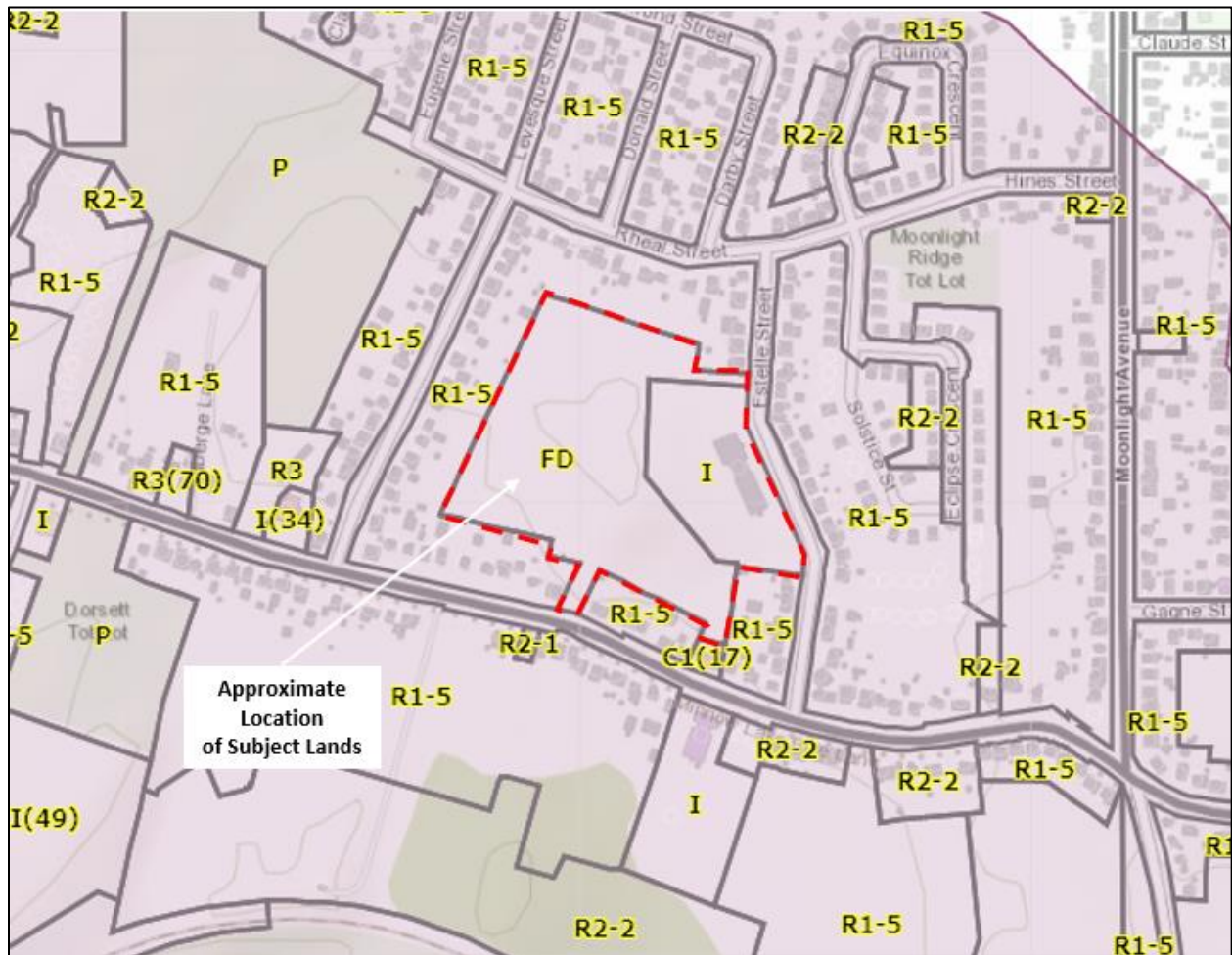


Figure 3: Zoning on Subject Lands -By-law 2010-100Z

Table 3 below, identifies the zone standards applicable to multiple dwellings in the 'R3-1' Zone along with the corresponding figure that is proposed in the development.

*Table 3: Zoning Standards*

<b>ZONING BY-LAW REQUIREMENTS</b>	<b>REQUIREMENT</b>	<b>PROPOSED</b>
Lot Area	1.969 ha (min. 110m <sup>2</sup> /unit)	6.1 ha
Lot Frontage	18.0m	±200.0m (Estelle Street)
Front Yard Setback	6.0m	6.3m
Interior Side Yard Setback (North)	5.0m	18.5m
Interior Side Yard Setback (South)	5.0m	20.0m
Rear Yard	7.50m	13.50m
Max Height	19.0m	19.0m
Lot Coverage	50.0%	±15.2%
Landscaped Open Space	30%	±50%

### **Ramsey Lake Watershed**

The subject lands are also located within the Ramsey Lake Watershed (RLW) Overlay Zone and as such are subject to the **Section 4.42.3** of the Zoning By-law, which states:

#### **4.42.3 Ramsey Lake Watershed (RLW) Overlay Zone**

*Notwithstanding the provisions of this By-law to the contrary, in addition to the uses listed in Section 4.26 of this By-law the following uses shall also be prohibited within the Ramsey Lake Watershed (RLW) overlay zone:*

- i) The use, storage or application to land of agricultural source material;*
- ii) The use, storage or application to land of non-agricultural source material;*
- iii) Abattoir;*
- iv) Grazing, breeding, raising, boarding or training of livestock;*
- v) Mine tailing disposal;*
- vi) Slag dump;*
- vii) Snow storage disposal facility;*
- viii) Storage of salt on a lot at quantities greater than 0.5 tonnes;*
- ix) Storage of pesticides on a lot at quantities greater than 2,500 kilograms;*
- x) Waste disposal area.*

None of the uses prohibited in **Section 4.42.3** are proposed on the subject lands.

## Parking

No exceptions to the standard R3-1 Zone standards are required to permit the proposed development. The only required exception to the Zoning By-law provisions relates to parking. Zoning By-law 2010-100Z, requires 246 parking spaces for the proposed 179 dwelling units, based on a parking standard of 1.5 spaces/unit for multiple and row dwellings and 1 space per dwelling for semidetached units. The Zoning By-law also provides for a ten percent reduction in the parking requirement for multiple dwellings where the lot on which they are located abuts GOVA Transit, which is the case with the subject lands.

Table 4: Parking

Unit Type	Number of Units	Multiple and Row Parking Standard 1.5 spaces /unit	Semidetached Parking standard 1 /unit	Ten percent reduction for Multiple (Section 5.5.1.1 of By-law 2010-100Z)	Parking Required by Unit type
Multiple Dwellings	146	219		(21.9)	197.1
Row Dwellings	31	46.5			46.5
Semi Detached	2		2		2
Total Parking Required					246*
Total Parking Proposed					187

\*245.6 rounded to 246 parking spaces

The adequacy of parking was reviewed earlier in this report in the review of Official Plan policy 3.2.1.6 c), where it was noted that the Traffic Impact Study recommended 187 parking spaces for the site. The development concept includes the recommended 187 parking spaces which represents approximately 1 parking space per dwelling unit, being less than the 246 parking spaces required by Zoning By-law 2010-100Z. It is the author's opinion that a reduction in the parking standard is appropriate and supportable for the subject lands based on:

- the analysis set out in the Traffic Impact Study;
- it will result in less paved surface in the Ramsey Lake Intake Protection Zone 3 area, reducing the risks associated with parking areas and snow storage;
- it will reduce the amount of storm water runoff to be managed;
- It will result in more landscaped and amenity area benefitting local residents; and,
- some non-unit-dedicated parking will be achievable in the interior driveway given its proposed width.

## 6.0 CONCLUSION

The proposed zoning by-law amendment will facilitate development on the subject lands that context-sensitively integrates a mix of densities/built forms, provides a significantly enhanced private and public realm, and new housing that will help meet projected needs and growth. The subject development is in the public interest and revitalizes a currently underutilized site to provide a high-quality development close/adjacent to existing infrastructure, transit and open space areas.

Given the analysis provide herein, it is the authors opinion that the proposed rezoning of the subject lands from 'Institutional' and 'Future Development' to 'R3-1 Medium Density Residential' to permit a 179 multiple dwelling unit complex along with site-specific relief for parking is consistent with the 2020 PPS, conforms with the Growth Plan for Northern Ontario and the City of Greater Sudbury Official Plan, and represents good planning.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'K. Jarus', written in a cursive style.

**Kevin Jarus, M.Pl., RPP.**

Senior Planner | Project Manager