

Corsi Hill, Sudbury

Presented To:	Planning Committee
Meeting Date:	April 15, 2024
Type:	Public Hearing
Prepared by:	Wendy Kaufman Planning Services
Recommended by:	General Manager of Growth and Infrastructure
File Number:	751-6/23-14

Report Summary

This report provides a recommendation regarding a rezoning application to permit the development of 11 residential buildings comprising 22 semi-detached dwelling units.

This report is presented by Wendy Kaufman, Senior Planner.

- Letter(s) of concern from concerned citizen(s) have been received.

Resolution

THAT the City of Greater Sudbury approves the application by J. Corsi Developments Inc. to amend Zoning By-law 2010-100Z by changing the zoning classification from “OSP”, Open Space Private and “R1-5(22)”, Low Density Residential One Special to “R3(S)”, Medium Density Residential Special on lands described as PIN 73588-1161, Block 9, Plan 53M-1444, Lot 8, Concession 2, Township of McKim (Corsi Hill, Sudbury), as outlined in the report entitled “Corsi Hill, Sudbury” from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on April 15, 2024, subject to the following conditions:

1. That the amending by-law includes the following site-specific provisions:
 - a. A maximum of 22 dwelling units shall be permitted;
 - b. Buildings within 39 m of the southerly boundary shall have a maximum height of 1 storey, and all other buildings shall have a maximum height of 2 storeys; and
 - c. The lands are designated as an area of “Site Plan Control” pursuant to Section 41 of the Planning Act, RSO 1990, Chapter P.13.

Relationship to the Strategic Plan, Health Impact Assessment and Climate Action Plans

The application to amend the Zoning By-law is an operational matter under the Planning Act to which the City is responding. The application contributes to the 2019-2027 City of Greater Sudbury Strategic Plan goals related to housing by adding to the range and mix of housing available in this area. The application aligns with the Community Energy and Emissions Plan by supporting the strategy of creating compact, complete communities.

Financial Implications

If approved, staff estimates approximately \$99,000 in taxation revenue, based on the assumption of 22 semi-detached dwelling units based on an estimated assessed value of \$300,000 at the 2023 property tax rates.

If there is additional taxation revenue, it will only occur in the supplemental tax year. Any taxation revenue generated from new development is part of the supplemental taxation in its first year. Therefore, the City does not receive additional taxation revenue in future years from new development, as the tax levy amount to be collected as determined from the budget process, is spread out over all properties within the City.

In addition, this would result in total development charges of approximately \$392,000 based on assumption of 22 semi-detached dwelling units and based on the rates in effect as of the date of this report.

Report Overview:

An application for rezoning has been submitted to permit the development of 11 residential buildings comprising 22 semi-detached dwelling units with a 1-storey height restriction applied to units adjacent to the existing lots fronting on Palladium Place. The subject land is designated as Parks & Open Space and are identified as a Comprehensive Planned Unit Development Area in the Official Plan, and are zoned "OSP", Open Space Private and "R1-5(22)".

Staff recommends approval of the application as described in the Resolution section on the basis that it is consistent with the Provincial Policy Statement, conforms to the Growth Plan for Northern Ontario, the Official Plan for the City of Greater Sudbury, has regard for matters of provincial interest and represents good planning.

Staff Report

Proposal:

The application proposes to amend By-law 2010-100Z being the City of Greater Sudbury Zoning By-law, by changing the zoning classification from “OSP”, Open Space Private and “R1-5(22)”, Low Density Residential One Special to “R3(S)”, Medium Density Residential Special in order to permit the development of 11 residential buildings comprising 22 semi-detached dwelling units with a 1-storey height restriction applied to units adjacent to the existing lots fronting on Palladium Place.

The subject land is currently vacant, with rocky and steep slopes. The concept plan shows Block 1-7 being 1-storey in height, and Block 8-11 being two-storeys in height. All units are proposed to have individual single vehicle garages, with a centralized visitor parking area with 8 parking spaces.

The owner has indicated that the units are intended to be individually owned as condominiums, and a condominium application will be submitted in the future.

A planning justification report, concept plan, road connection review (2017), alternate access and road maintenance review (2024), preliminary stormwater management plan, cross section elevations, and confirmation of sewer and water capacity were submitted in support of the application. The planning justification report includes additional building elevations and site photos.

Existing Zoning: “OSP”, Open Space Private and “R1-5(22)”, Low Density Residential One Special

The only permitted use within the currently applicable “OSP” Zone is a park.

The “R1-5(22)” Zone permits a bed and breakfast establishment, a group home type 1, a private home daycare and a single-detached dwelling, and requires a site plan control agreement prior to development.

Requested Zoning: “R3(S)”, Medium Density Residential Special

The proposed R3 Special zoning would permit 11 residential buildings comprising 22 semi-detached dwelling units with a 1-storey height restriction applied to units adjacent to the existing lots fronting on Palladium Place.

Location and Site Description:

The subject property is described as PIN 73588-1161, Block 9, Plan 53M-1444, Lot 8, Concession 2, Township of McKim. The lands are approximately 4 ha in size with 15 metres of frontage on Corsi Hill. The lands are located at the end of Corsi Hill and would be accessed through a driveway connecting to Corsi Hill to the south of 562 Corsi Hill. Corsi Hill is a local road. The area is fully serviced by municipal sewer and water. The subject site is not serviced by public transit. The closest transit stops are located on Copper Street, approximately 1 km from the subject lands at the opposite end of Copper Street.

Surrounding Land Uses:

The area surrounding the site includes:

North and West:	vacant City-owned land zoned “OSC”, Open Space Conservation, low density residential use fronting on Laurentian Street
East:	low density residential use fronting on Corsi Hill, Corsi Hill Tot Lot
South:	low density residential use fronting on Palladium Place

Previous Planning Applications

These lands were subject to subdivision File 780-6/16002, which was originally approved by Council on January 15, 2018 to create nine urban residential lots on a cul-de-sac extending from Corsi Hill along with a large open space block to be dedicated to the City. The subdivision was subsequently [redrafted](#) to reduce the parkland block to be dedicated to the City, resulting in the privately-owned open space block currently part of the lands proposed for development. Related rezoning files 751-6/16-21 and [751-6/20-10](#) established the current zoning on the subject lands. The subdivision was registered to create eight (8) lots for single detached dwellings on May 3, 2023, with one of the residential lots not registered. This unregistered lot, combined with the privately-owned open space block, forms the lands subject to the current application.

Public Consultation:

The statutory notice of the public hearing was provided by newspaper along with a courtesy mail-out to property owners and tenants within a minimum of 122 metres of the property on October 26, 2023. The applicant was advised of the City's policy recommending that applicants consult with their neighbours, ward councillor and key stakeholders to inform area residents on the application prior to the public hearing. As of the date of this report, three phone inquiries and four (4) written submissions were received by the City. Concerns raised include a preference for single-detached dwellings and housing that is not 'affordable', increased traffic with only one entrance/exit for the residents, loss of open space and natural habitat, negative impacts on property value, the topography is shown sloping in backyards but it is currently flat, loss of views and inadequacy of proposed height restriction, adequacy of sewer and water capacity, increased noise and environmental pollution.

Policy & Regulatory Framework:

The property is subject to the following policy and regulatory framework:

- [2020 Provincial Policy Statement](#)
- [2011 Growth Plan for Northern Ontario](#)
- [Official Plan for the City of Greater Sudbury, 2006](#)
- [Zoning By-law 2010-100Z](#)

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Provincial Policy Statement (PPS):

Municipalities in the Province of Ontario are required under Section 3 of the *Planning Act* to ensure that decisions affecting planning matters are consistent with the Provincial Policy Statement (PPS).

Policy 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; and
- 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.

Policy 1.1.3.1 identifies that settlement areas are to be the focus of growth and their vitality and regeneration is to be promoted, and policy 1.1.3.2 requires densities which efficiently use land, resources and infrastructure and avoid the need for their unjustified and/or uneconomical expansion.

Development in this manner is intended to minimize impacts to air quality and climate change and promote energy efficiency, while supporting the use of active transportation and public transit.

Policy 1.1.3.6 states that 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.

Section 1.4.1 requires municipalities to provide an appropriate range and mix of housing types and densities to meet the needs of current and future residents. Forms of housing which meet social, health and well-being needs are to be encouraged.

Growth Plan for Northern Ontario (GPNO):

Municipalities in the Province of Ontario are required under Section 3 of the Planning Act to ensure that decisions affecting planning matters conform with the Growth Plan for Northern Ontario. Staff is satisfied that the application conforms to the Growth Plan.

Official Plan for the City of Greater Sudbury:

The subject lands are designated Parks & Open Space and are identified as a Comprehensive Planned Unit Development area in the Official Plan.

Section 2.3 of the Official Plan regarding reinforcement of the urban structure states that growth must continue to be directed to capitalize on existing investments, make the most efficient use of existing infrastructure and public service facilities, protect our rural and agricultural assets, and preserve our natural features and areas. Reinforcing the urban structure also creates a more energy efficient land use pattern and supports climate change mitigation. Section 2.3.2 directs that 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.

Section 2.3.3 encourages all forms of intensification and establishes a 20% residential intensification target. Policy 9 establishes that 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 manmade hazards; and,
- k. the provision of any facilities, services and matters if the application is made pursuant to Section 37 of the Planning Act..

The policy intent for Comprehensive Planned Unit Development areas is to enable flexibility in developing land with physical constraints, encourage infilling and promote innovative development. Development of these areas is subject to a rezoning and site plan control agreement being registered on title.

Section 19.7.1 lists the considerations applicable to residential development as a Comprehensive Planned Unit Development, beyond the normal rezoning criteria:

- a) Comprehensive Planned Unit Development will be permitted only through an amendment to the Zoning By-law based on the submission of a detailed Concept Plan. Once final approval under the Zoning By-law is obtained, the proponent must enter into a site plan agreement pursuant to Section 41 of The Planning Act.
- b) The site plan will be consistent with the initial Concept Plan and subject to the site plan standards in Section 20.6. In considering an application under the CPUD provision, the City will have regard to the following factors beyond the normal rezoning criteria:
 - i) the use of the CPUD approach enables the preservation of unique environmental features, natural landscape, natural vegetation and topography on the site;
 - ii) the CPUD approach complements the natural character and built form of the surrounding area; and,
 - iii) the CPUD approach will provide the opportunity for dedicating a significant public parks and open space allotment beyond the required minimum. This is a voluntary process at the option of the proponent.
- c) Where an applicant also wishes to create a condominium development, an application for CPUD will be accompanied by an application for condominium approval.
- d) CPUD may be applied to any parcel of vacant land having a minimum area of three (3) hectares. CPUD can be utilized to develop difficult sites with physical constraints such as hilltops, as well as conventional sites where a more flexible, multi-phase approach to land development is desirable.
- e) The density standards of Section 3.2.1 will also apply. However, all housing types that meet the criteria of this section may be permitted. The City may also pass a by-law under the Planning Act authorizing increases in the height and density of development otherwise permitted by the by-law that will be permitted in return for the provision of such facilities, services or matters as are set out in the by-law.
- f) The general rezoning criteria outlined in Policy 9 of Section 2.3.3 Intensification will also apply.

Zoning By-law 2010-100Z:

The development standards for the requested zone require a maximum height of 11.0 m. The minimum required front yard is 6.0 m, rear yard is 7.5 m and interior side yard is 1.8 m for a two-storey dwelling or 1.2 m for a one-storey dwelling. The maximum lot coverage is 40%. The general provisions of the zoning by-law require a minimum of 30% of the lot area to be maintained as landscaped open space. Parking provisions for the proposed semi-detached dwellings require one per unit, or 22 spaces. A planting strip is required to be provided along the boundary of any "R1-5", Low Density Residential One. A 3.0 m landscape area is required to be provided along the right-of-way.

Site Plan Control:

A Site Plan Control Application is required for the proposed development.

Department/Agency Review:

Transit and Strategic & Environmental Planning have advised that they have no concerns.

Building Services has advised that the applicant is to be aware and comply with *O.Reg. 406* for *Excessive Soil Management* and all rock blasting requirements.

Development Engineering has advised that an analysis of the sewer and water was performed and reviewed with results determining that there is sufficient water supply and sanitary sewer capacity to accommodate this development. It is our understanding that the developer will be developing the sanitary sewer for the site with the use of a private sewage lift station. This development must proceed by way of a Site Plan Control Agreement. Matters including site servicing, grading, lift station details, and stormwater management will be addressed through that review process.

Infrastructure Capital Planning Services have advised that the feasibility of a direct second access was reviewed by the applicant's Civil engineer. It does not appear that this access will be possible, as driveway grades would be steeper than the maximum allowable. However, during the development of the original Corsi subdivision, a road access was retained to the lands to the east. Any development of those lands, owned by another individual, would require a road connection from Martindale Road to Corsi Hill which would provide the second road connection to the area.

Planning Analysis:

Planning staff circulated the development application to internal departments and external agencies. The PPS (2020), the Growth Plan (2011), and Greater Sudbury Official Plan, and other relevant policies and supporting guidelines were reviewed in their entirety. The following section provides a planning analysis of the application in respect of the applicable policies, including issues raised through agency and department circulation.

The application proposes to permit the development of 11 residential buildings comprising 22 semi-detached dwelling units with a 1-storey height restriction applied to units adjacent to the existing lots fronting on Palladium Place.

The Official Plan establishes the subject land as a Comprehensive Planned Unit Development Area, which is the remaining undeveloped portion of a 9-lot plan of subdivision that was previously approved under these policies. The policy intent for these areas is to enable flexibility in developing land with physical constraints, encourage infilling and promote innovative development.

The previous staff reports for the rezonings and draft plan of subdivision/redraft of these lands recommended that the proposed development was in conformity with the Comprehensive Planned Unit Development policies in the Official Plan. Specifically, the subdivision layout would enable the preservation of the majority of the side slopes of the hilltop and natural vegetation of the site. While the parkland block was reduced through a previous redraft of the subdivision, more than 19% of the subdivision lands were dedicated to the City for parkland, which is well beyond the required 5% minimum parkland dedication.

The detailed concept plan submitted with the current application proposes a layout that follows the topography of the hilltop, minimizes hard surfaces, and leaves the majority of the site undeveloped. The eleven buildings are low-rise and minimize impacts on views to the site. Staff recommends that the concept plan complies with Policy 19.7.1(b) by preserving the majority of the natural landscape of the site, complimenting the natural character and built form of the surrounding area, and the overall subdivision process has provided for significant parkland dedication. Further to policy 19.7.1(a) which requires the implementation of the concept plan through site plan control, staff recommends that the requirement for a site plan control agreement be included in the zoning by-law as described in the Resolution section of this report.

Staff recommends that this application is consistent with and conforms to the PPS and Official Plan direction to direct development to fully serviced settlement areas and adjacent to existing development, and to enable densities that will sustain the financial well-being of the Province and municipalities over the long term, and 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. The Official Plan encourages all forms of intensification and approval of this application will help to achieve the City's 20% intensification target.

Both the PPS and the Official Plan encourage municipalities to provide a range and mix of affordable and market-based range of housing types and densities to meet long-term needs. The Official Plan identifies a key housing goal is to maintain a balanced mix of ownership and rental housing, and to encourage a greater mix of housing types and tenure. The proposal represents an opportunity to provide an alternative type of residential unit rather than the predominantly single-detached dwelling built form in this area, and staff recommends that this proposal is consistent with and conforms to these policies. Further, this proposal supports the City's Municipal Housing Pledge to achieve the target of 3800 new homes constructed by 2031.

As required by Policy 19.7.1(f), the Official Plan criteria to evaluate applications for intensification in Section 2.3.3, including site suitability, compatibility with the character of the area, suitability of infrastructure, adequate ingress/egress and parking, and traffic impacts, have been considered as follows:

- In terms of the suitability of the site, the applicant's concept plan demonstrates that the proposed development can be accommodated on the lot without the need for zoning relief. Matters related to soil conditions, topography and drainage will be further addressed through the site plan control and building permit process. Staff recommends that the site is suitable to accommodate the proposed development.
- The proposed row dwelling built form is calculated to have a density of 5.16 units per hectare, representing low density small-scale intensification. Staff notes that the residential density is less than the maximum density permitted under in low density residential areas under the Official Plan Section 3.2.1 (36 du/ha).
The surrounding residential neighbourhood to the south and east is comprised of single detached dwellings. The applicant has requested a 1-storey height restriction for units adjacent to the existing lots fronting on Palladium Place, and a 2-storey height is proposed for the remaining units. The zoning by-law requires planting strips to be provided adjacent to the low density residential zone boundaries, and this will be further addressed through the site plan control process. Staff recommends that the intensity of use is therefore scaled appropriately given the existing low-density character of the area, and recommends that the scale, massing, height, siting and setbacks that are proposed are compatible with the surrounding area. Further, staff recommends that a maximum of 22 units and the proposed height restriction be included in the zoning by-law as described in the Resolution section of this report.
- Staff recommends that there is sufficient water supply and sanitary sewer capacity to accommodate this development.
- Regarding traffic impacts, the feasibility of a direct second access from the subject lands to an adjacent street has been determined not to be possible since the grades would be steeper than the maximum allowable. However, during the development of the original Corsi subdivision, a road access point was retained to the lands to the east. Any development of those adjacent lands, owned by another individual, would require a road connection from Martindale Road to Corsi Hill which would provide the second road connection to the area. The applicant's concept plan demonstrates the required parking can be provided (single vehicle garages for each unit and a centralized visitor parking area with 8 spaces), and safe vehicular circulation on-site. Staff recommends that adequate ingress/egress, on-site parking and vehicular circulation are provided, and traffic volume is not expected to be significantly impacted by this proposal.

The applicant is advised that a future application for Site Plan Control Agreement will be reviewed with respect to Official Plan Section 19.7 Design criteria for Comprehensive Planned Unit Development. The applicant is also advised that an application for plan of condominium will be required to facilitate condominium tenure, though refinement of the site plan is recommended prior to submission.

Conclusion:

The Planning Division undertook a circulation of the application to ensure that all technical and planning matters have been satisfactorily addressed.

The following are the principles of the proposed site specific zoning by-law:

- To rezone the lands from “OSP”, Open Space Private and “R1-5(22)”, Low Density Residential One Special to “R3(S)”, Medium Density Residential Special to permit the development of 11 residential buildings comprising 22 semi-detached dwelling units.

The development of the subject lands achieves a number of policy directives related to intensification and the provision of a range and mix of housing types. Staff has considered, amongst other matters, a full range of factors through a detailed review when forming the recommendation of approval for this application.

Staff is satisfied that the application is consistent with the PPS and conforms to the Growth Plan and the Official Plan. Staff is of the opinion that the proposed zoning by-law amendment is appropriate based on the following:

- The application conforms with the policy intent for Comprehensive Planned Unit Development areas by preserving the majority of the natural landscape of the site, complimenting the natural character and built form of the surrounding area, and providing significant parkland dedication.
- The site is suitable to accommodate the proposed development.
- The intensity of the use is scaled appropriately given the existing low-density character of the area, and the scale, massing, height, siting and setbacks that are proposed are compatible with the surrounding area.
- Adequate ingress/egress, on-site parking and vehicular circulation are provided, and traffic volume is not expected to be significantly impacted by this proposal.

Staff recommends approval of the application as described in the Resolution section on the basis that it is consistent with the Provincial Policy Statement, conforms to the Growth Plan for Northern Ontario, the Official Plan for the City of Greater Sudbury, has regard for matters of provincial interest and represents good planning.