# PLANNING JUSTIFICATION

# **REPORT**

1024 KINGSWAY, SUDBURY
OFFICIAL PLAN & ZONING BY-LAW AMENDMENT

**MARCH 2024** 

**Prepared by:** TULLOCH **Prepared for:** 900281 ONTARIO INC.

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### 1.0 INTRODUCTION

TULLOCH is retained by the owner of 1024 Kingsway (being PIN 02132-1364) in Sudbury to prepare a planning justification report as part of a complete application to amend the *City of Greater Sudbury Official Plan* and the *City of Greater Sudbury Zoning By-Law 2010-100Z*. This report provides justification for the application to redesignate a ±2 hectare extent of PIN 02132-0463 (the ±2 hectare extent being the subject property) from Parks and Open Space to Mixed Used Commercial, and to rezone the said ±2 hectare extent from OSP (Open Space Private) to an amended C2(106) (General Commercial Special). The application would facilitate a lot addition from PIN 02132-0463 to 1024 Kingsway (PIN 02132-1364, being the benefitting property) for the future expansion of the existing businesses over the benefitting property.

This report reviews the consistency and conformity of the application in the context of the applicable policies and direction found within the following documents and plans:

- 2020 Provincial Policy Statement (PPS)
- Growth Plan for Northern Ontario (GPNO)
- City of Greater Sudbury Official Plan (OP)
- City of Greater Sudbury Zoning By-Law 2010-100Z

Overall, the author finds that the proposed official plan and zoning by-law amendments conform with the *City of Greater Sudbury Official Plan*, is consistent with the *2020 Provincial Policy Statement* and represents good planning.

### 2.0 SUBJECT PROPERTY & SURROUNDING CONTEXT

The subject property is located on the north side of the Kingsway (a large mixed use commercial corridor) in Sudbury between Silver Hills Drive to the east and Bancroft Drive to the west. The subject property makes up  $\pm 2$  hectares and is currently apart of a property that makes up  $\pm 44.6$  hectares with frontage on the Kingsway, while the irregular-shaped benefitting property makes up  $\pm 6$  hectares with  $\pm 20$  metres of frontage on the Kingsway (see *Figure 1* & *Figure 2*).

The entirety of PIN 02132-0463 is currently zoned OSP (Open Space – Private) in the zoning by-law and designated Parks and Open Space in the OP. 1024 Kingsway is currently zoned C2(106) (General Commercial) and designated Mixed Use Commercial in the OP. PIN 02132-0463 is largely vacant, while 1024 Kingsway currently contains two main buildings occupied by an automotive body shop (Imperial Collision Centre) and a retail store/business office (Forest & Lawn Equipment Supply & Insurance Company). The subject property contains an existing cleared area that makes up ±0.9 hectares. This area is currently being used as a temporary parking area for the Imperial Collision Centre (see *Figure 4* & *Figure 5*). Both properties are designated as an intake protection zone 3 in the City of Greater Sudbury's Source Water Protection Plan, and located within the Ramsey Lake Watershed in the zoning by-law.

The Kingsway is fully serviced by municipal water and sanitary sewer, classified as a Primary Arterial road on OP *Schedule 7* and benefits from access to GOVA Transit Routes 2, 12, and 103. The nearest transit stop is located approximately 110 metres from 1024 Kingsway.

The surrounding area largely comprises of a mix of general commercial land uses. The immediate surrounding area can be described as follows:

**NORTH:** Several large tracts of privately-owned open space containing mature vegetation and rocky topography.

**EAST:** General commercial land uses (eg. Pioneer Gas Station, Lot 88 Steakhouse & Bar, Kia Sudbury Motors, etc.), several large tracts of both public and privately-owned open space, and Silver Hills Drive.

**SOUTH:** General commercial land uses (eg. Northern Nissan, Wendy's, Esso Canada Gas Station, Tim Hortons, etc.).

**WEST:** General commercial land uses (eg. Palladino Honda), and two large tracts of public and privately-owned open space containing mature vegetation and rocky topography.



Figure 1: Subject Property and Surrounding Context

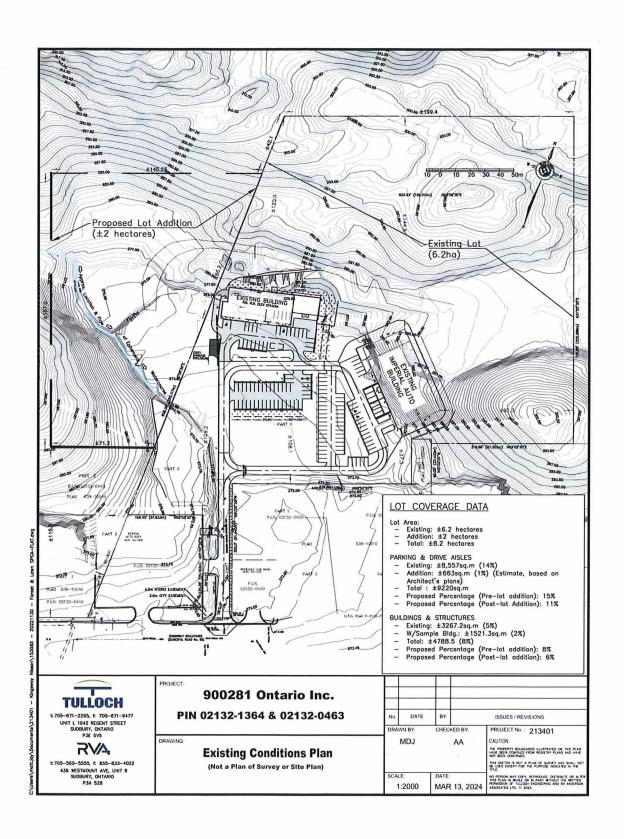


Figure 2: Existing Conditions



Figure 3: Photo taken near the north-east extent of the subject property, facing north



Figure 4: Photo taken near the north-east extent of the subject property, facing west



Figure 5: Photo taken near the north-east extent of the subject property, facing south



Figure 6: Potential location of ephemeral watercourse near the north-west extent of the subject property



Figure 7: View of potential ephemeral watercourse facing north



Figure 8: View of potential ephemeral watercourse facing south

### 3.0 PROPOSED DEVELOPMENT

The application proposes to redesignate a ±2 hectare extent of PIN 02132-0463 (the ±2 hectare extent being the subject property) from Parks and Open Space to Mixed Used Commercial, and to rezone the said ±2 hectare extent from OSP (Open Space Private) to an amended C2(106) (General Commercial Special). Section 19.9 of the OP considers boundary designations as 'general guidelines only, except where such areas or boundaries coincide with existing roads, railways, rivers, waterbodies and other defined features.' Through pre-consultation, this section was discussed, and the City confirmed the need for an official plan amendment. Although the agent does not agree with the need for an official plan amendment, such is being submitted as pre-consultation comments from the City indicated that the City is the formal interpreter of the boundaries of the designations within the OP.

The proposal seeks to avoid a split-zoning issue from occurring as a result of a future application for consent that would facilitate a lot addition from PIN 02132-0463 to 1024 Kingsway (PIN 02132-1364 being the benefitting property). The proposal would also resolve the encroachment of two existing accessory structures between the subject property and benefitting property (see *Figure 2*). The proposed zoning by-law amendment defines the uses permitted over the subject property, restricting these lands to the following uses in the zoning by-law:

- Automotive Body Shop;
- Tire Storage Building;
- Warehouse;
- Automotive Repair Shop;
- Commercial or Public Garage.

A ±1522m2 warehouse is outlined on the submitted concept plan for the purpose of demonstrating the applications compliance with the zoning by-law, and for the purpose of producing the required building elevation plans and sewer/water capacity analysis that are required as part of a complete application (see *Figure 9, Figure 10 & Figure 11*). Ultimately, the application would facilitate a lot addition for the future expansion of the existing businesses over the benefitting property - no new buildings or structures are proposed at this time.

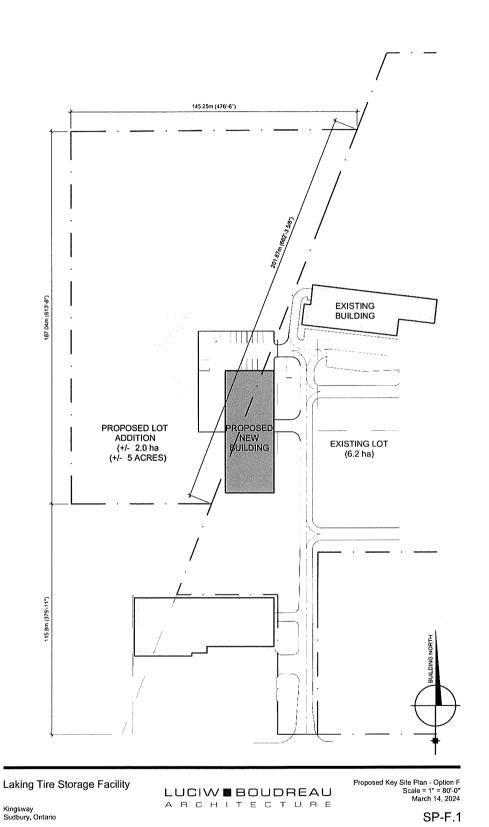


Figure 9: Concept Plan

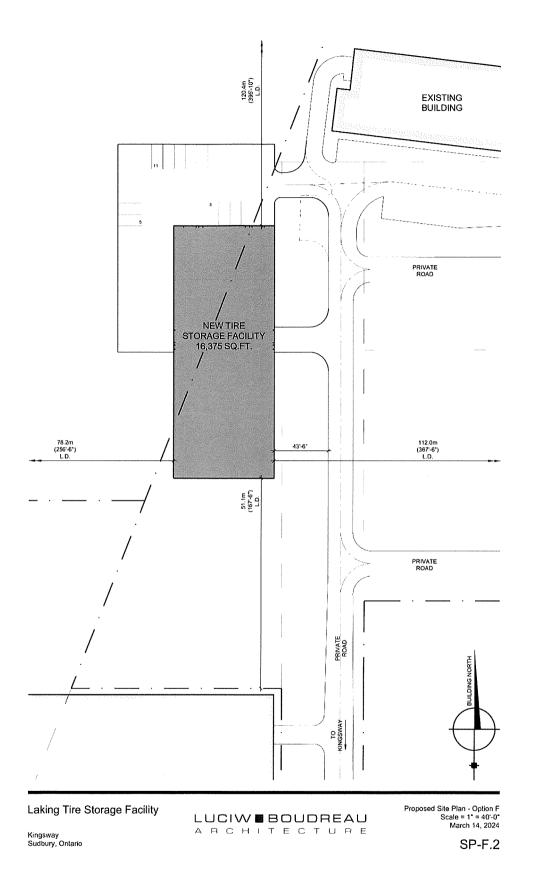
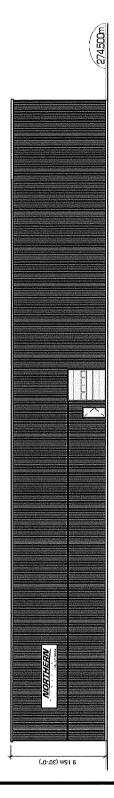


Figure 10: Concept Plan – Zoomed-in



# EAST ELEVATION

### 4.0 POLICY OVERVIEW & ANALYSIS

The following section sets out the relevant planning policy framework to assess the appropriateness of the application in the context of Provincial and municipal policies and regulations. Each sub-section will outline relevant policies and provide an analysis with respect to how the official plan and zoning by-law amendments are consistent with or conforms to such policy.

### 4.1 PROVINCIAL POLICY STATEMENT, 2020 (PPS)

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 PPS. Policies applicable to the application are outlined and analyzed below.

**Section 1.1** of the PPS speaks to managing and directing land use to achieve efficient and resilient development and land use patterns. **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, multiunit 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;
  - c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;

**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. Considering the subject property is located within 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;

...

Per Section 1.1.1, healthy, livable and safe communities are sustained by accommodating an appropriate market-based range and mix of residential types and employment uses (including industrial and commercial) to meet long-term needs. The application seeks to expand upon the employment land of the benefitting property, contributing to a range and mix of employment land which already exists along the Kingsway corridor. The application promotes efficient development and land use patterns by adding employment land to an area that benefits from existing municipal services and infrastructure, thereby supporting the financial well-being of the Province and the municipality over the long term. The benefiting property is connected to full municipal sewer and water services, and active transportation (sidewalks) and public transit networks in proximity (within 110m, being GOVA Transit Routes 2, 12, and 103).

With respect to **Section 1.1.1 (c)**, the application seeks to avoid a development and land use pattern that would negatively contribute to environmental or public health and safety concerns. Considering the subject property is located within an intake protection zone 3 in the City of Greater Sudbury's Source Water Protection Plan, a Source Water Protection Section 59 application is being submitted as part of a complete application to evaluate the proposals impact on the quality of drinking water in the area.

The subject property is located within the City's settlement area boundary, which under **Section 1.1.3** shall be the focus of growth and development. The PPS encourages a mix of densities and land uses that efficiently use land and resources within settlement areas. To support consistency with the above noted policies outlined in **Section 1.1.3**, the application focuses growth and development within the City's settlement area boundary and represents a land use pattern that is based on a mix of land uses that:

- Efficiently use land and existing resources as the application would make more efficient use of an
  underutilized part of PIN 02132-0463 (through the proposed amendments and eventual lot
  addition) that would benefit from (once the subject property is added to the benefiting
  property) a variety of existing municipal infrastructure and services which already exist along the
  Kingsway corridor; and
- Are appropriate for, and would continue to utilize existing municipal infrastructure, generally avoiding the need for their unjustified and/or uneconomical expansion.

**Section 1.3** of the PPS contains policies related to promoting economic development and competitiveness within employment areas. **Section 1.3.1** states:

**1.3.1** Planning authorities shall promote economic development and competitiveness by:

a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;

b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;

 c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;

d) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4; and

e) ensuring the necessary infrastructure is provided to support current and projected needs.

Per Section 1.3.1 (a) & (b), the application provides the opportunity for a more diversified economic base by maintaining and expanding upon lands that are suitable for employment uses along the Kingsway. These lands support a wide range of economic activities and account for the needs of existing and future businesses. Regarding the existing businesses, the proposed zoning by-law amendment defines the uses permitted over the subject property, restricting these lands to a limited number of uses in the zoning by-law to ensure that these lands can appropriately tie into the benefiting property, while still meeting the short term needs of the current property owner. With respect to future businesses, all the provisions of the zoning by-law applicable to the C2(106) zone will still apply to the current extent of the benefitting property. This will provide flexibility to future businesses considering the C2 zone permits a wide range and mix of employment and residential uses as outlined in *Table 7.1* and *Table 7.2* in the zoning by-law.

With respect to **Section 1.3.1 (c), (d) & (e)** the subject property would benefit from (once the subject property is added to the benefiting property) a variety of existing municipal infrastructure and services that already exist along the Kingsway corridor, making it a strategic site for investment. The subject property is also market-ready as it does not contain any significant constraints (e.g. environmental, topographic, etc.) that would hinder it's future development. While the subject property contains, and is surrounded by, mature vegetation and rocky topography, it also contains an existing cleared area that makes up ±0.9 hectares. As previously discussed, this area serves as a temporary parking area for the Imperial Collision Centre. However, this area can additionally be used for the future expansion of the existing businesses over the benefitting property. The application incorporates and builds off of compatible employment uses to assist in supporting a livable and resilient community.

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

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

a) promoting opportunities for economic development and community investment-readiness;

c) optimizing the long-term availability and use of land, resources, infrastructure and public service facilities;

Per Section 1.7.1 (a) & (c), the application promotes opportunities for economic development and community investment-readiness by expanding upon the employment land of the benefitting property, while accounting for the needs of existing businesses, and the needs of future businesses to ensure the benefitting property remains investment-ready by continuing to permit a wide range and mix of employment and residential uses. The application utilizes existing resources, infrastructure, and public services in a more efficient manner by expanding upon the employment land along the Kingsway, and contributing to a range and mix of employment uses which already exist along this corridor.

### 4.2 GROWTH PLAN FOR NORTHERN ONTARIO (GPNO)

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 4.3** of the GPNO promotes efficient use of economic and service hubs in Northern Ontario. The following policies are applicable:

**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

The City of Greater Sudbury is designated as an economic and service hub under the GPNO. Per the above noted policies, economic and service hubs shall maintain updated official plans and develop other supporting documents that include strategies for developing a diverse mix of land uses, and encourage a significant portion of future employment development to locate in existing downtown areas, intensification corridors, brownfield sites, and strategic core areas.

Within the GPNO, intensification corridors are defined as 'areas along major roads, arterials or transit corridors that have the potential to provide a focus for higher density mixed-use development.' The subject property and benefitting property are located along an arterial road (being the Kingsway).

Therefore, the application encourages future employment development to locate in existing intensification corridors, consistent with **Section 4.3.3.** 

### 4.3 CITY OF GREATER SUDBURY OFFICIAL PLAN (OP)

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.

Section 2.3.2 contains land use policies related 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.

The application would direct growth and development in the settlement area through the proposed amendments and eventual lot addition. In doing so, the proposal seeks to establish a more suitable use for the subject property, while continuing to utilize existing municipal infrastructure. The subject property is located outside of the Built Boundary, however per **Section 2.3.2.3**, development outside of the Built Boundary may be considered in accordance with the policies of the OP. It is the authors opinion that the application conforms to the applicable policies found within the OP, given the analysis provided in this section of the report.

Section 4.1 speaks to the objectives of the City's Employment Areas and states, in part:

- **4.1** It is the objective of the Employment Area policies to:
  - a) ensure that an adequate supply and variety of serviced employment land exists throughout Greater Sudbury in accordance with the settlement pattern, allowing for the expansion and diversification of the employment base;
  - b) ensure that a broad range of commercial opportunities are provided for residents, employees and tourists;

f) ensure that existing industrial lands are used efficiently and promote the development and redevelopment of existing, underutilized, or unused sites;

Mixed Use Commercial areas have been developed in Sudbury with the intent of recognizing the development potential of these areas by permitting a balance of mixed uses including commercial, institutional, residential, and parks and open space through the rezoning process. **Section 4.3** provides municipal policies regarding the development of lands designated Mixed Use Commercial in the OP and states, in part:

- 4.3.1 All uses permitted by the Plan except Heavy Industrial may be accommodated in the Mixed-Use Commercial designation through the rezoning process. Uses permitted in the Mixed-Use Corridor designation shall provide for a broad range of uses that serve the needs of the surrounding neighbourhoods at a lesser density and concentration than Regional Corridors.
- **4.3.4** Subject to rezoning, new development may be permitted provided that:
  - a) sewer and water capacities are adequate for the site;
  - b) parking can be adequately provided;
  - c) no new access to Arterial Roads will be permitted where reasonable alternate access is available;
  - d) the traffic carrying capacity of the Arterial Road is not significantly affected;
  - e) traffic improvements, such as turning lanes, where required for a new development, will be provided by the proponent;
  - f) landscaping along the entire length of road frontages and buffering between non-residential and residential uses will be provided; and,
  - g) the proposal meets the policies of Sections 11.3.2 and 11.8, and Chapter 14.0, Urban Design.

With respect to **Section 4.1**, the application would assist in meeting the objectives of the Employment Area policies, considering it:

- Contributes to the supply and variety of serviced employment land which already exists along the Kingsway corridor, allowing for the expansion and diversification of existing and future businesses;
- Ensures that a broad range of commercial opportunities are maintained for residents, employees and tourists as all the provisions of the zoning by-law applicable to the C2(106) zone will still apply to the current extent of the benefitting property. As previously discussed, this will provide flexibility to future businesses considering the C2 zone permits a wide range and mix of employment and residential uses as outlined in Table 7.1 and Table 7.2 in the zoning by-law; and
- Promotes the growth and development of an underutilized site, as discussed throughout this report.

Moreover, all uses permitted by the Plan except Heavy Industrial may be accommodated in the Mixed Use Commercial designation through the rezoning process, per **Section 4.3.1**. **Section 4.3.4** outlines the tests that these new developments must align with. The application seeks to align with these tests, considering it:

- Is accompanied by a sewer and water capacity request to determine if there is adequate municipal capacity to service the uses proposed over the subject property;
- Demonstrates that parking can be adequately provided over the subject property, in accordance with the applicable provisions found within the zoning by-law;
- Does not propose new access to the Kingsway (being an Arterial Road);
- Would likely introduce a negligible impact on the traffic carrying capacity of the Kingsway. A
  traffic impact study is not required as part of a complete application considering the subject
  property will be restricted to the uses outlined in Section 3.0 of this report; and
- Meets the applicable policies of Section 14 of the OP. An analysis of such is provided in this section of the report.

**Section 7.3.2** contains land use policies for properties that are privately owned and designated Parks and Open Space in the OP. This section states, in part:

- **7.3.2.1** Private lands designated Parks and Open Space primarily consist of:
  - a) lands with natural hazards such as flood plains that are not suitable for development;
  - b) lands that are difficult and uneconomical to develop and service;
  - c) lands that are intended to be left undeveloped to serve as buffers between mining or heavy industrial uses and built-up areas;
  - d) hydro corridors; and,
  - e) lands occupied by private outdoor recreational facilities such as golf courses.

The subject property is currently privately owned and designated Parks and Open Space in the OP. **Section 7.3.2.1** outlines what these types of lands primarily consist of. The subject property does not align with this section, considering it:

- Is not located within an area regulated by Conservation Sudbury. Pre-consultation comments from Conservation Sudbury indicated that there appears to be an unmapped ephemeral watercourse which appears to drain toward the subject property, however due to consolidated bedrock visible at surface, there are no erosion hazards associated with the said watercourse. The submitted concept plan confirms (through site visits and topographic data) the approximate location, and flow of the said watercourse (see Section 2.0 & Section 3.0 of this report);
- Does not contain any significant constraints (e.g. environmental, topographic, etc.) that would hinder the future development of this site. In addition, should the subject property be added to the benefitting property, the subject property will benefit from access to the Kingsway and full municipal sewer and water services;

- Does not serve as a buffer between mining or heavy industrial uses and built-up areas;
- Is not apart of a hydro corridor; and
- Is not occupied by a private outdoor recreational facility.

Building off of the analysis provided herein, and given the above, it is the authors opinion that the subject property does not fully align with the intent of **Section 7.3.2.1**, and such lands would be more suitable for employment uses.

The OP promotes their dedication to the preservation and enhancement of the City's design features, views and corridors, as outlined in **Section 14.7**, which states, in part:

14.7.1 New land uses or design features that would detract from the enhancement of major focal point areas within the City, such as Science North, the Big Nickel, Bell Park, Tom Davies Square and Laurentian University are discouraged. The open space character and natural aesthetic environment of the Paris Street corridor, especially that section between Walford Road and York Street, will be preserved and enhanced. In particular, the view corridor to and from Science North will be protected.

As previously discussed, a  $\pm 1522$ m2 warehouse is outlined on the submitted concept plan partially for the purpose of producing building elevation plans that are required as part of a complete application. This warehouse is sited at an elevation of 274.5 metres, while elevations in proximity to the benefitting property's frontage along the Kingsway range from 272.5 – 273.75 metres above sea-level (see *Section 2.0* of this report). This results in a 0.75 - 2 metre difference in elevation from the benefitting property's frontage along the Kingsway to the location of the conceptual warehouse outlined on the submitted concept plan. In addition, the subject property is setback  $\pm 116$  metres from the Kingsway, and screened by a range and mix of existing employment uses along the north side of the Kingsway. These uses are largely automotive related (as outlined in *Section 2.0* of this report), similar to those uses proposed over the subject property.

Given the elevations outlined above and the surrounding context of the subject property, it is the authors opinion that the proposed land uses would not detract from the enhancement of any focal point areas along the Kingsway, per **Section 14.7.1**.

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

As previously discussed, a ±1522m2 warehouse is outlined on the submitted concept plan for the purpose of demonstrating the applications compliance with the zoning by-law, and for the purpose of producing the required building elevation plans and sewer/water capacity analysis that are required as part of a complete application. The below zoning matrix table evaluates zoning compliance with respect to the conceptual warehouse and the applicable provisions in the zoning by-law:

	MINIMUM	MINIMUM	MINIMUM	MAX. LOT	MAX	MINIMUM	STANDARD	ACCESSIBLE	LOADING
	FRONT	REAR	INTERIOR	COVERAGE	HEIGHT	LANDSCPAED	PARKING	PARKING	SPACES
	YARD	YARD	SIDE YARD			OPEN SPACE	SPACES	SPACES	
PROVIDED	>15m	±120.4m	±51.1m	±6%	±9.15m	>5%	19	SUFFICIENT	SUFFICIENT
								AREA	AREA
								AVAILABLE	AVAILABLE
REQUIRED	15m	15m	NO	50%	15m	5%	17	1	1
			MINIMUM				(1/90m2)		

Ultimately, the application would facilitate a lot addition for the future expansion of the existing businesses over the benefitting property - no new buildings or structures are proposed at this time.

### 6.0 CONCLUSION

The subject amendments would facilitate a lot addition from PIN 02132-0463 to 1024 Kingsway (PIN 02132-1364, being the benefitting property) for the future expansion of the existing businesses over the benefitting property. These amendments seek to expand upon the employment land of the benefitting property, contributing to a range and mix of employment land which already exists along the Kingsway corridor, and supporting current and future needs. Overall, the author found that the application promotes a more efficient use of land and land use patterns that expand upon compatible employment uses and effectively utilize existing municipal infrastructure.

Given the analysis provided herein, it is the author's opinion that the proposed official plan and zoning by-law amendments are consistent with the 2020 Provincial Policy Statement, conforms with the Growth Plan for Northern Ontario and the intent of the City of Greater Sudbury Official Plan, and represents good planning.

Respectfully submitted,

Prepared by:

Aaron Ariganello, BURP

a Ariganello

Land Use Planner

**TULLOCH** 

Reviewed by:

Mark H. Simeoni, MCIP, RPP

**Senior Planning Consultant** 

**TULLOCH**