

0 Bancroft Drive, Sudbury - Preliminary Planning Report

Presented To:	Planning Committee
Meeting Date:	September 4, 2024
Type:	Public Hearing
Prepared by:	Stephanie Poirier Planning Services
Recommended by:	General Manager of Growth and Infrastructure
File Number:	751-6/24-10

Report Summary

This report provides information regarding an application for rezoning to permit a future medium density residential development as a result of Council direction to create development-ready parcels of land as part of the City's Affordable Housing Land Banking Strategy.

This report is presented by Stephanie Poirier, Senior Planner.

Resolution

THAT the City of Greater Sudbury directs staff to complete a review of File 751-6/24-10 and schedule a second public hearing on this matter before the Planning Committee as outlined in the report entitled "0 Bancroft Drive, Sudbury - Preliminary Planning Report" from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on September 4, 2024.

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 proposal demonstrates conformity with the Strategic Plan and the Community Energy & Emissions Plan to the extent that it represents future residential intensification and housing diversification within a fully serviced settlement area. Additionally, the rezoning aligns with Council's Strategic Priorities including "Expand Affordable and Attainable Housing Options" and "Develop and Promote Solutions to Support Existing Housing Choices".

Financial Implications

There are no financial implications associated with this report.

Report Overview:

The application seeks to rezone the subject lands from the from the “R1-5” Low Density Residential One Zone to the “R3-1” Medium Density Residential Zone in order to accommodate a future housing development proposal.

The application is subject to a two-stage public hearing process. The attached report is a preliminary Planning Report intended to introduce the application and obtain additional input on the proposal from the public and the proponents.

Following the Stage 1 hearing, Staff will complete the review of the file and schedule a second public hearing before Planning Committee, at which time a Planning recommendation will be presented for consideration. Additional public notice will be provided at that time. Public written submissions will continue to be received following the Stage 1 hearing.

Staff Report

Proposal:

The purpose and effect of the Municipally initiated application is to rezone the subject lands from the “R1-5” Low Density Residential One Zone to the “R3-1” Medium Density Residential Zone in order to accommodate a future housing development proposal in accordance with the Housing Supply Strategy and Affordable Housing Community Improvement Plan (AHCIP).

The subject lands are designated ‘Living Area 1’ within the City’s Official Plan, are zoned “R1-5” Low Density Residential One Zone within By-law 2010-100Z being the Zoning By-law for the City of Greater Sudbury and are located within the ‘Ramsey Lake Intake Protection (IPZ 3) Zone 3’ within the Source Water Protection Plan.

The subject lands are located North-West of the intersection of Bancroft Avenue and First Avenue in Minnow Lake. The subject lands have a frontage of +/- 75 m along Bancroft Drive, +/- 146 m along First Avenue, and a lot area of +/- 6 ac (4.42 ha). The subject lands are in a natural vegetative state and are vacant of buildings and structures. The site is relatively flat, based on a preliminary review of orthophotography and site visit there do not appear to be any development constraints.

The subject lands are serviced by a municipal sanitary connection, and water infrastructure is located within the right of way of Bancroft Drive. Adequate servicing capacity exists for the subject lands based on the maximum units per ha permitted within the Official Plan, being 90 units per ha for medium density developments. Access(es) will be established to the site through the site plan control process once a development proposal has been received.

Surrounding uses are residential and institutional in nature. The subject lands are located adjacent to existing active transportation infrastructure, and are in proximity to both active and passive recreational opportunities, including the Morel Family Foundation Park on Second Avenue; educational and health care facilities as well as a cluster of commercial developments at the corner of Second Ave and Bancroft Ave.

A location map has been attached for reference.

Background

On May 27, 2024 Planning Committee was presented with an update on the Affordable Housing Land Banking Strategy Phase 2, which described the process of municipal land banking and the criteria used to determine suitable lands for the creation of affordable housing units in accordance with the Housing Supply Strategy and in conjunction with the Affordable Housing Community Improvement Plan (AHCIP).

Based on the identified need for purpose-built rentals, the amount of land required for multi-residential developments, and the locational criteria established in the Affordable Housing Community Improvement Plan (AHCIP), two City owned sites were identified as priority properties, one of the sites being 0 Bancroft Drive.

Planning Committee passed a resolution (PC2024-83) that directed staff to initiate the Planning Act processes to rezone 0 Bancroft Drive to the “R3-1” Medium Density Residential Zone. This rezoning application is a result of Council direction to create development-ready parcels of land to assist with affordable housing and funding opportunities.

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:

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).

Several sections of the PPS are relevant to the application and intended medium density residential use of the lands.

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 1.1.3.4 states that appropriate development standards should be promoted which facilitate intensification and compact form, and policy 1.4.3(f) directs the establishment of development standards for residential intensification which minimize the cost of housing and facility compact form while maintaining appropriate levels of public health and safety.

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:

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. The Growth Plan encourages Municipalities to plan communities that achieve accommodation of the diverse needs of all residents, now and in the future, optimize use of existing infrastructure, and result in a high quality of place.

Official Plan for the City of Greater Sudbury:

The subject property is designated as ‘Living Area 1’ in the City of Greater Sudbury Official Plan.

Section 3.1 contains the objectives of the ‘Living Area 1’ designation. The objectives applicable to this application are as follows:

- a. meet Greater Sudbury's housing needs, including the special needs of the elderly, handicapped, low-income individuals and families, and students, by encouraging the provision of an adequate supply of affordable, ownership, rental, and special needs housing in Living Areas;
- b. encourage the development of a mix of residential uses;
- c. achieve stability in the City's housing market by ensuring that a sufficient supply of designated and serviceable residential land is available to meet existing and future needs;
- e. focus residential development in areas that have sufficient infrastructure and public service capacity

Areas designated 'Living Area I' in Communities are seen as the primary focus of residential development. Section 3.2.1 contains policies for the 'Living Area I' designation. The following are applicable:

- 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.
- 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.
- 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.
- 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.

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 17 contains policies in regards to housing and states that adequate and affordable housing for all residents is a fundamental component of Greater Sudbury's Healthy Community approach to growth and development. Housing is also a key contributor to individual success at school, in the workplace, and in the community. Diversity in the housing supply is achieved by providing a range of housing types, maintaining a balanced mix of ownership and rental housing, and addressing housing requirements for low income groups and people with special needs.

A key housing goal of the Official Plan is to maintain a balanced mix of ownership and rental housing, and to encourage a greater mix of housing types and tenure, including encouraging the production of smaller

(one and two bedroom) units to accommodate the growing number of smaller households. The Official Plan is intended to provide direction as to how housing needs and issues can be addressed in concert with the CGS Housing and Homelessness Plan.

Zoning By-law 2010-100Z:

The subject lands are proposed to be rezoned to the “R3-1” Medium Density Residential Zone within the City’s Zoning By-law.

The “R3-1” Zone permits the following uses:

- Bed and Breakfast Establishment;
- Convenience Store;
- Day Care Centre;
- Duplex Dwelling;
- Group Home Type 1;
- Multiple Dwelling;
- Personal Service Shop;
- Private Home Daycare;
- Row Dwelling;
- Shared Housing;
- Semi-detached Dwelling;
- Single Detached Dwelling; and
- Street Townhouse Dwelling.

The “R3-1” zoning standards and general provisions vary depending on the proposed use. The applicable zoning standards will be evaluated once a development proposal has been received.

A subsequent recommendation report will include a full analysis of applicable policies and regulations.

Consultation:

Public Consultation:

A courtesy mail-out was sent to surrounding property owners and tenants within 122 m of the property on July 10, 2024. The statutory notice of the public hearing was provided by newspaper on August 10, 2024, and courtesy mail-out within 122 m of the property on August 8, 2024.

At the time of writing this report, three phone calls were received and no written submissions with respect to this application have been received by the Planning Services Division. The nature of the phone calls was for information purposes only.

Department/Agency Review:

The application including relevant accompanying materials has been circulated to all appropriate agencies and departments. Responses received from agencies and departments will be used to assist in evaluating the application. Comments received from departments generally had no concerns with the rezoning request. At the time when a development proposal is received, further department and agency review will be completed through the site plan control application process.

Development Engineering confirmed that adequate servicing capacity exists for the subject lands based on the maximum number of units per ha permitted within the Official Plan.

Strategic and Environmental Planning provided advisory comments for the developer to adhere to federal Migratory Birds Convention Act, the provincial Endangered Species Act and the provincial Fish and Wildlife Conservation Act.

Source Water Protection identified that the site will be subject to a permit and further review in order to protect significant drinking water resources.

Detailed comments can be found in Appendix 1 to this report.

Next Steps:

Staff will prepare a recommendation report for Planning Committee's consideration in fall 2024, which will take into account public, agency and departmental comments obtained through the Stage 1 hearing. Additional public notice will be provided at that time. Written submissions from the public will continue to be received in advance of the Stage 2 hearing.

Resources:

1. Affordable Housing Land Banking Strategy Phase 2 Update, <https://pub-greatersudbury.escribemeetings.com/filestream.ashx?DocumentId=53497>
2. Land Banking Summary- Minnow Lake/ Bancroft Site, <https://pub-greatersudbury.escribemeetings.com/filestream.ashx?DocumentId=53498>
3. Planning Committee Resolution PL2024-83, <https://pub-greatersudbury.escribemeetings.com/FileStream.ashx?DocumentId=53576>

Appendix 1: Departmental & Agency Comments

a) Building Services

No concerns at this time.

b) Development Engineering

This site currently has a sanitary sewer service to the lot line, and municipal water is available within the Bancroft Drive Road allowance. Any upgrading of the water and/or sanitary sewer, if deemed necessary for proper servicing, will be borne by the owner.

A water and sewer capacity analysis was performed based on a maximum of 218 units on this site and it was determined that there is sufficient water supply and sanitary sewer capacity to support the development.

We have no objection to the rezoning provided that the future development proceeds by way of site plan control agreement to deal with issues such as site grading, stormwater management, and site servicing.

c) Housing Services

Housing Services has no concerns and is supportive of the application.

d) Infrastructure Capital Planning

No concerns.

e) Nickel District Conservation Authority (NDCA)

No objection to the rezoning.

f) Strategic and Environmental Planning

The owner is solely responsible for ensuring that vegetation removal, site alteration, and development undertaken on the subject lands do not result in a contravention of the federal Migratory Birds Convention Act, the provincial Endangered Species Act and the provincial Fish and Wildlife Conservation Act.

g) Source Water Protection

The subject lands are located within the Ramsey Lake Intake Protection Zone three (IPZ 3). A Section 59 application is required. The future development proposal will be reviewed to ensure significant drinking water is not threatened. Depending on the proposal, a Risk Management Plan may be required. The storage of road salt on the subject property would be prohibited in excess of 0.5 tonnes.