# PLANNING JUSTIFICATION

# **REPORT**

DOMINION DRIVE, GREATER SUDBURY (PIN 73505-0360)
OFFICIAL PLAN & ZONING BY-LAW AMENDMENT

**AUGUST 2024** 

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#### 1.0 INTRODUCTION

TULLOCH is retained by the owner of PIN 73505-0360 (located along Dominion Drive) in the City of Greater 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. On a high-level, this report provides justification for an application that proposes to amend the Official Plan and Zoning By-law on a site-specific basis to facilitate the creation of six (6) residential lots over the subject 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 amendments conform with the intent of the *City of Greater Sudbury Official Plan* and the *Growth Plan for Northern Ontario*, is consistent with the *2020 Provincial Policy Statement* and represents good planning.

#### 2.0 SUBJECT PROPERTY & SURROUNDING CONTEXT

The subject property is located along Dominion Drive, just west of Velma Street, in the Valley East Community. The entirety of the regular shaped parcel (including the proposed severed and retained lots) has a total area of  $\pm 21.8$  hectares with  $\pm 270$  metres of lot frontage along Dominion Drive. The lands subject to the proposed Official Plan and Zoning By-law amendments make up  $\pm 1.3$  hectares of area with  $\pm 100$  metres of lot frontage along Dominion Drive (see *Figure 1 & Figure 9*).

The property is currently vacant, being zoned RU (Rural) in the Zoning By-law, and designated Rural and Parks & Open Space and located directly adjacent (to the west and north) to the City's settlement area boundary in the OP (see *Figure 1* & *Figure 2*). Although the property is designated Rural, it benefits from the infrastructure that typically service properties located within the settlement area. Dominion Drive is designated as a Collector Road with full municipal sewer and water services (such services terminate ±70 metres to the west beyond Velma Street – see *Figure 9*) in the OP. Moreover, the property is in proximity to transit and active transportation networks such as GOVA Transit Route 105 within approximately 300 metres.

Other, non-municipal infrastructure that benefit the property includes Hydro One electricity services and Enbridge gas services. These services extend beyond the proposed severed and retained lots, and would benefit all of the lots contemplated through this application.

The immediate surrounding area can be described as follows (see Figure 1 & Figures 3-8):

**NORTH:** Conservation Sudbury regulated area for floodplain hazard, lands designated prime agricultural land, lands zoned A (Agricultural) & FD (Future Development)

EAST: Low density residential uses (lands zoned R1-5), medium density residential uses, lands zoned C1(4) (Local Commercial Special), GOVA Transit Route 105

SOUTH: Low density residential uses (lands zoned R1-5), lands zoned RU

**WEST:** Lands designated prime agricultural land, rural residential uses (lands zoned A (Agricultural), Conservation Sudbury regulated area

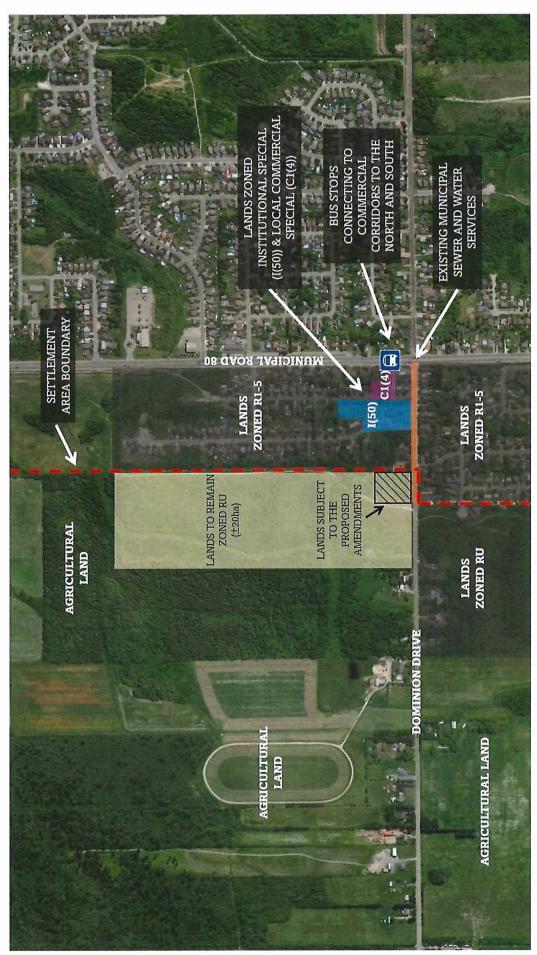


Figure 1: Subject Property & Surrounding Context

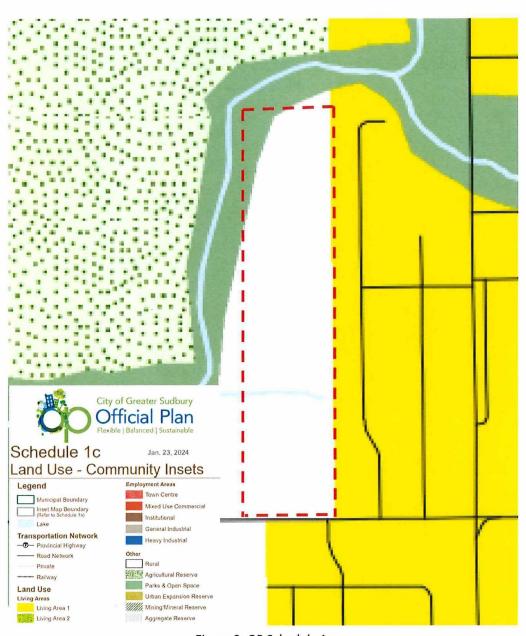


Figure 2: OP Schedule 1a



Figure 3: Existing detached dwellings to the east of the subject property

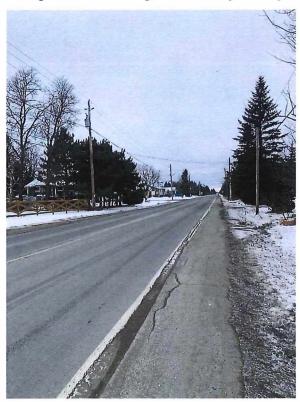


Figure 4: View of Dominion Drive facing west (photo taken just east of the subject property)

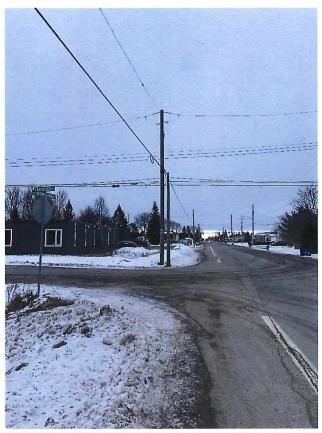


Figure 5: View of Dominion Drive facing east from the subject property / medium density residential uses in Figure 1

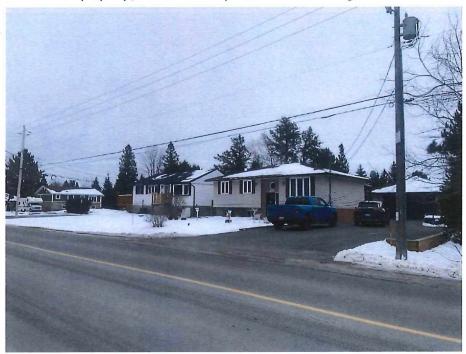


Figure 6: View of existing detached dwellings directly to the south of the subject property



Figure 7: View of the subject property's public road frontage, existing man-hole & fire hydrant



Figure 8: View of a bus stop for GOVA Transit Route 105 / lands zoned C1(4) in Figure 1

#### 3.0 PROPOSED DEVELOPMENT

The application proposes to amend the Official Plan and Zoning By-law on a site-specific basis to facilitate the creation of six (6) residential lots over the subject property (see *Figure 9*). The following amendments are required to facilitate the proposed development:

- Official Plan amendment (OPA) to permit a minimum lot frontage of 16 metres and a minimum lot area of 2,100 metres square, whereas a minimum of 90 metres of lot frontage and a minimum of 2 hectares of lot area is required for lands designated Rural (OPA to Section 5.2.2.2 (a));
- Official Plan amendment (OPA) to permit the creation of six new lots from a single parent parcel through the consent process (OPA to Section 5.2.2.2 (b)); and
- Zoning By-law amendment to rezone a ±1.3 hectare extent of the property from RU (Rural) to RU(S) (Rural Special) with the following site-specific reliefs:
  - o Minimum lot area of 2,100 square metres, whereas 2 hectares is required,
  - o Minimum lot frontage of 16 metres, whereas 90 metres is required, and
  - Minimum interior side yard setback of 1.2 metres plus 0.6 metres for each full storey above the first storey abutting such yard, whereas 10 metres is required.

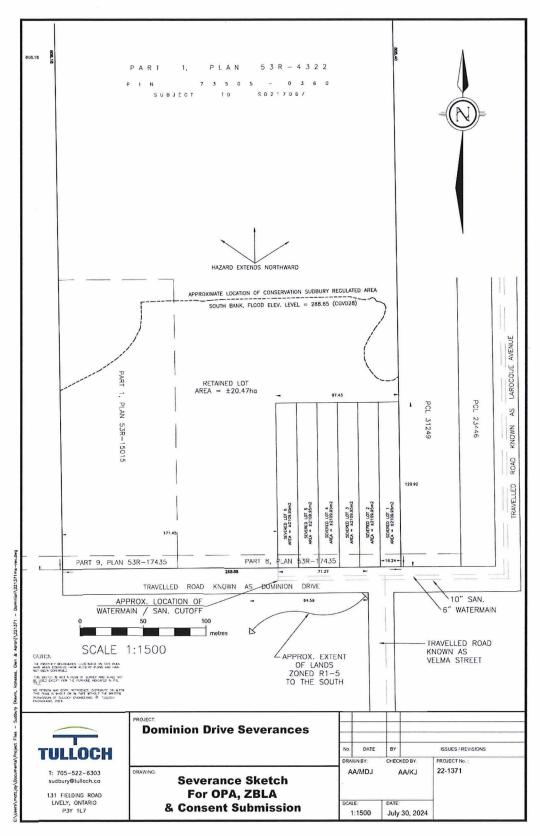


Figure 9: Concept Plan

#### 4.0 LAND USE POLICY ANALYSIS

The following section sets out the relevant land use planning policy framework to assess the appropriateness of the application in the context of provincial and municipal policies and regulations.

#### 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 proposed amendments are outlined and analyzed below.

**Section 1.1** of the PPS contains policies related 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, 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;
  - c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
  - d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
  - e) promoting the integration of land use planning, growth management, transitsupportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;

The application promotes efficient development and land use patterns by making efficient use of an underutilized portion of the property, while retaining ±170 metres of lot frontage and ±20 hectares of area along Dominion Drive. Although the City has land designated for urban growth within the settlement area (being those lands designated Urban Expansion Reserve in the OP), the retained lot would contain an area and frontage (in conformity with the lot area and frontage requirements for the RU zone) that would not limit and/or prevent the efficient expansion of the City's settlement area boundary, which is directly abutting the subject lands easterly property boundary (Section 1.1.1 (a) & (d)).

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Under the current OP and Zoning By-law, the said underutilized portion of the property would be the only lands subject to the proposed Official Plan and Zoning By-law amendments. Such lands are currently the only area on the entire property that are appropriate for the form of development proposed through this application. This is due to the fact that this area is not designated for parks & open space uses or constrained by a flood hazard; this area is adjacent to existing built-up urban areas (to the east and south) that share a similar built form to that of what is proposed through this application; and benefits from all of the infrastructure that services the adjacent urban areas. Moreover, the proposal makes efficient use of the property by utilizing existing municipal infrastructure such as sewer and water services along the property's lot frontage, and nearby transit networks (within ±300 metres of the property) that connect individuals (within ±10-15 minutes) to established commercial corridors to the north in Hanmer, and to the south in Val Caron. The proposal would thereby assists in sustaining the financial well-being of the Province and municipality over the long term (Section 1.1.1 (a), (b), (c) & (e)).

The subject property is located within the Valley East community. The City of Greater Sudbury's 2013 *Growth and Settlement Policy Discussion Paper* stated that 'by 2036, more than half of the population will reside in Sudbury followed by Valley East, the rural area, Rayside Balfour, Nickel Centre, Walden, Onaping Falls and Capreol.' More recently, the City of Greater Sudbury (2023) presented the City's anticipated population growth for the next 30 years. The City's population in 2023 is estimated to be 170,210, and this is projected to grow to 188,510 to 200,000 people in the next 30 years. This growth is expected to be distributed across the City with the former City of Sudbury (54%), Valley East (16%), Rayside-Balfour (12%), Nickel Centre (7%) and Walden (6%) experiencing the highest growth. The proposed development would, therefore, accommodate appropriate market-based housing to the Valley East Community to assist in meeting the City's anticipated long-term needs according to recent demographic data and settlement projections (Section 1.1.1 (b)).

#### Section 1.1.3 states, in part:

- **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;
  - c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
  - d) prepare for the impacts of a changing climate;
  - e) support active transportation;
  - f) are transit-supportive, where transit is planned, exists or may be developed; and

The subject property is located on the periphery (directly abutting) the City's settlement area, which per **Section 1.1.3.1** of the PPS, shall be the focus of growth and development. Per **Section 2.2 & 2.2.3** of the OP, 'the assignation of settlements essentially tied to the level of municipal services available.' As such, residential development in rural areas outside the City's settlement area typically takes the form of rural strip development along municipal roads — most of which are not connected to municipal sewer and water services, and there is no intention to extend such services. **Section 2.3** of the OP then goes on to state that 'the City of Greater Sudbury's two-part growth management framework has successfully directed the majority of growth to settlement areas, while allowing appropriate residential living opportunities outside of the settlement area.'

The property is unique in that it shares key characteristics of properties located within the settlement area – that being existing municipal sewer and water services, existing urban development across the road and nearby transit networks that connect individuals to established commercial corridors/employment areas. Given the unique context of the property, it is the authors opinion that the proposed development meets the general intent of **Section 1.1.3** (to direct growth and development to areas where appropriate municipal infrastructure exists), and represents an appropriate residential opportunity outside of the settlement area given it's unique context/location.

#### Section 1.1.5 states, in part:

**1.1.5.2** On rural lands located in municipalities, permitted uses are:

c) residential development, including lot creation, that is locally appropriate;

**1.1.5.5** Development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the unjustified and/or uneconomical expansion of this infrastructure.

Per **Section 1.1.5.2**, residential development, including lot creation, that is locally appropriate is permitted on rural lands located in municipalities. It is the authors opinion that the proposed development is locally appropriate given the following:

- The proposed site-specific amendments are locally appropriate given the existing municipal
  infrastructure present along the subject property's lot frontage and the locational context of the
  site (see Figure 1);
- Per Section 1.1.5.5, the proposal avoids the need for the unjustified and/or uneconomical expansion of municipal infrastructure such as municipal sewer and water services and nearby transit networks;
- The subject property is directly adjacent to (to the east and south) existing urban subdivisions zoned R1-5 (Low Density Residential One), containing predominantly single-detached dwellings with lot frontages generally being between 15 – 20 metres, and lot areas generally being

between 600-850m2. The application proposes residential lots that comply with the zone requirements of adjacent properties as the R1-5 zone requires a minimum lot area of 465m2 and a minimum lot frontage of 15 metres, and the proposed lots would provide lot areas and frontages that exceed such requirements. In addition, the proposed lots would contain a similar built form to that of adjacent properties to the east and south (being detached dwellings), thereby enhancing land use compatibility and reducing land use conflicts; and

• The proposed lots would not extend further west down Dominion Drive than the lands zoned R1-5 directly to the south of the property. These lands stretch approximately 95 metres to the west from Velma Street, while the proposed lots would stretch approximately 70 metres to the west from Velma Street. This would also enhance land use compatibility and reduce land use conflicts, particularly with respect to nearby rural residential land uses to the west of the subject property.

**Section 1.6** contains policies related to infrastructure and public service facilities. **Section 1.6.6** states, in part:

1.6.6.6 Subject to the hierarchy of services provided in policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5, planning authorities may allow lot creation only if there is confirmation of sufficient reserve sewage system capacity and reserve water system capacity within municipal sewage services and municipal water services or private communal sewage services and private communal water services. The determination of sufficient reserve sewage system capacity shall include treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.

A sewer and water capacity assessment was submitted to the City on April 2, 2024, and evaluated the capacity of the existing municipal sewer and water services located along the subject property's lot frontage. The results of this assessment concluded that the sewage mains downstream from the proposed development are capable of conveying the additional flow expected from the proposal, and that sufficient water capacity and pressure exist for the same.

**Section 1.7** contains policies related to promoting long-term economic prosperity. This section states, in part:

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

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The application promotes opportunities for economic development and community investment readiness through the development of additional residential lots, and the associated increase in municipal tax base that would provide a financial benefit to the municipality (see *Section 6.1 Financial Impact* of this report) (1.7.1 (a)).

On a high-level, the proposed lots would contribute to creating additional housing supply in the City, while making efficient use of the lands in the short-term and optimizing the long-term availability and use of the lands in the long-term. The application makes efficient use of the lands in the short-term by utilizing existing municipal infrastructure with the capacity to service the proposed lots. Moreover, the application optimizes the long-term availability and use of the lands in the long-term by retaining  $\pm 170$  metres of lot frontage and  $\pm 20$  hectares of area along Dominion Drive so as to not limit and/or prevent the efficient expansion of the City's settlement area boundary directly abutting the easterly property boundary. Therefore, the application responds to dynamic market-based needs and would assist in providing necessary housing supply in the area (1.7.1 (b) & (c)).

Further with respect to **Section 1.7.1 (c)**, we note that under the current planning policy framework for rural lot creation in the City of Greater Sudbury, at least one new rural lot (one (1) severed lot + one (1) retained lot) could be created over the entire property with a minimum lot frontage of 90 metres, and a minimum lot area of 2 hectares. Despite this lot being created under the applicable rural lot creation policies, such new (example) lot would be required to connect to the existing municipal sewer and water services at the property's public road frontage along Dominion Drive, given the proximity of such services and considering municipal sewer and water services are the preferred form of servicing for all new developments, per **Section 12.2.2** of the OP. The creation of this (again, example) lot may hinder the potential future expansion of the City's settlement area boundary, and result in an inefficient use of land and existing infrastructure.

Alternatively, the subject application would facilitate the creation of new lots that are more suitable to connect to municipal sewer and water services (given their size), and result in a more efficient use of such infrastructure (compared to creating lots under the current planning policy framework for rural lot creation). In addition, should the proposed amendments be approved, the proposed retained lot could not be subdivided further (under the City's current rural policy framework) without the submission of another *Planning Act* application(s). This is because the retained lot would have a frontage of  $\pm 170$  metres, and 180 metres of frontage is required to create at least one new rural lot (one (1) severed lot + one (1) retained lot) per **Section 5.2.2.2 (a)** of the OP. Therefore, the application promotes an efficient development over an extent of the subject property that is appropriate for the proposal, while optimizing the long-term availability and use of the retained lot.

#### 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. **Section 3.4** contains policies related to supporting a healthy population. It states in part:

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 application supports and promotes healthy living by proposing residential lots in proximity to existing municipal infrastructure, public service facilities and employment land. For example, the existing subdivision to the south of the subject property contains two public parks (Pinecrest Park & Carol Richard Playground). Other examples of public service facilities in the surrounding area include Greater Sudbury Fire Station 16 at the intersection of MR 80 & Jeanne D'Arc Street, and Howard Armstrong Recreation Centre and Valley East Public School along Dominion Drive (approximately 2km east of the property). In addition, the furthest proposed lot to the west is located less than 400 metres from existing transit networks that connect individuals (within ±10-15 minutes) to established commercial corridors to the north in Hanmer, and to the south in Val Caron. These commercial corridors provide individuals with access to a diverse mix of land uses, and a range and mix of employment lands.

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

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

The subject property is designated Rural and Parks & Open Space per *Schedule 1a* of the OP. The entirety of the property is located outside of the City's settlement area as shown on *Schedule 3* of the OP.

**Section 3.2.2** contains phasing policies for lands designation Living Area I in the OP. In order to promote the efficient use of land and achieve the desired land use pattern, such policies are established to guide new development in designated growth areas. It states that:

- 3.2.2.1 New development in Living Area I will occur adjacent to existing built-up urban areas. Emphasis will be placed on achieving a mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.
- **3.2.2.2** Where expansion onto vacant undeveloped lands is proposed, the following phasing policies will be considered at the time of application review:
  - a. the intensification target identified in Section 2.3.3 is being achieved;
  - b. the proposed development represents a contiguous expansion within the Living Area I designation;
  - c. the proposed development represents a logical utilization of existing infrastructure and public service facilities;
  - d. the proposed development completes or rounds out existing neighbourhood plans with respect to infrastructure matters such as road connections and waterline looping, and public service facilities such as schools and recreation facilities; and,

e. the area is experiencing growth pressure as evidenced by adjoining development, and the available supply of lots/units in existing registered and draft approved plans of subdivision/condominium.

The subject property is not designated Living Area I in the OP. However, under the PPS analysis of this report the author discussed how the property shares key characteristics of properties located inside the settlement area. If the property was identified as a settlement area, it would have likely been designated as Living Area I per *Schedule 1a* of the OP, alike the surrounding area to the east and south.

Considering the application proposes new development adjacent to existing built-up urban areas that are designated Living Area I, and would have the effect of rounding out such areas, it is important to analyze the applications conformity to **Section 3.2.2**. It is the authors opinion that the proposed development conforms to the intent of the above noted policies, given the following:

- The proposed development occurs adjacent to existing built-up urban areas (to the east and south), and makes efficient use of an underutilized portion of the entire property, existing municipal infrastructure and public service facilities;
- Per Section 3.2.2.2 (a), the intensification targets identified in Section 2.3.3 of the OP are being considered as the size and shape of the proposed lots will be evaluated from a grading/drainage perspective. Should the proposed amendments be approved, a grading/drainage plan will be required before the lots are created through the consent process. This plan will outline an appropriate building envelope for a detached dwelling on each of the proposed lots and demonstrate if such lots can function independently from a grading/drainage perspective. Moreover, the proposed development would be compatible with the existing character of the area; the lots benefit from existing municipal infrastructure and public service facilities that can support the development of detached dwellings on lots with lot frontages and areas proposed through this application; safe and convenient vehicular circulation would be maintained for each of the lots; and such lots would likely introduce a negligible impact on traffic along Dominion Drive; and
- The proposal represents a contiguous expansion to the existing subdivisions to the east and south, and a logical utilization of existing municipal infrastructure and public services facilities.

The objectives of the OP's Rural designation under Section 5.0 include the following:

- provide an efficient and orderly pattern of land use in Rural Areas, reducing land use conflicts and requiring minimal municipal services;
- ensure that all development is adequately serviced and does not negatively impact the environment;
- recognize the importance of agriculture, silviculture and other rural land uses to the economy;
   and.
- preserve the cultural and historical attributes of rural areas.
- promote opportunities to support a diversified rural economy by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.

**Section 5.2.1** of the OP speaks to rural residential development and states that *residential uses in Rural* Areas typically take the form of rural strip development along municipal roads, as well as permanent and seasonal waterfront residences located along the shorelines of non-urban waterbodies and watercourses. Although some linear residential development along municipal roads are partially serviced by municipal water, most households are not connected to municipal services.

The relevant policies include:

- **5.2.1.1** Rural residential development compatible with the character of surrounding existing uses is permitted, provided no additional public services, including the extension of existing or creation of new partial services would be required.
- 5.2.1.2 One single detached dwelling is permitted on any existing lot, provided that it fronts onto a public road that is maintained year-round. The lot must also have the capability to provide an individual on-site sewage disposal system and water supply with both quantity and quality suitable for domestic uses.

It is the authors opinion that the proposed development aligns with the objectives of the OP's Rural designation under **Section 5.0**, and conforms to the relevant policies under **Section 5.2.1**, given the following:

- The application represents an efficient and orderly pattern of land use in the short and longterm by making efficient use of an underutilized portion of the property, and retaining ±170 metres of lot frontage and ±20 hectares of area along Dominion Drive. These lands would remain in conformity with the lot area and frontage requirements of the RU zone;
- The proposed lots are compatible with the character of surrounding existing uses as the surrounding area includes residential lots that have similar lot frontages, and contain a similar built form to that of the lots proposed through this application (being detached dwellings). This would reduce land use conflicts and enhance land use compatibility;
- The proposal can be adequately serviced with existing municipal infrastructure (sewer and water services). This would pose less of a negative impact to the environment, when compared to having the lots being privately serviced;
- Considering the new lots would be serviced with existing municipal infrastructure, no expansion/extension of municipal infrastructure is proposed or required through this application; and
- The proposal directs residential development to an area that would not minimize constraints to agricultural and other resource-related uses. The proposed Official Plan and Zoning By-law amendments would apply to a part of the subject property that is entirely designated and zoned Rural in the OP and Zoning By-law. In addition, the proposed lots comply with the Minimum Distance Separation (MDS) formula, given an analysis provided later on in this section of the report.

**Section 5.2.2** of the OP states that policies on lot creation in Rural Areas are required to mitigate the pressures inherent to un-serviced development and the environmental impact of private septic systems.

To accomplish this the OP states that development is to be concentrated in fully serviced communities and limits on location, size, and the number of lot severances in the Rural designation have therefore been established. Further to such intent to limit, **Section 5.2.2** speaks to the City's lot creation policies in the Rural Area. It states, in part:

- 5.2.2.2 The City will monitor the supply and demand of rural lots with a goal of avoiding an oversupply of rural lots. The policy of this plan will be reviewed and revised if it has been demonstrated that the existing policies have not had the effect of aligning the supply of rural lots not on a waterbody or watercourse with projected need. For new rural lots not on a waterbody or watercourse, the following lot creation policies apply:
  - a. The severed parcel and the parcel remaining must have a minimum size of 2 hectares (5 acres) and a minimum public road frontage of 90 metres (295 feet)
  - b. Regardless of the size and frontage of the parent parcel, no more than three (3) new lots may be created from a single parent rural parcel in existence as of June 14, 2006
- 5.2.2.3 Where an official plan amendment is requested for lot creation in excess of the permitted three severed lots plus a retained, a planning report shall be submitted which demonstrates conformity with the Official Plan and consistency with the Provincial Policy Statement, and which demonstrates that:
  - a. That the application will not exacerbate the existing supply of available vacant rural lots.
  - b. That there is a need for the proposed new lot(s) in order to accommodate projected rural unit growth over the life of the plan
- 5.2.2.5 Where applicable, all rural residential severances must also comply with the Minimum Distance Separation (MDS) formulae established by the Province in order to minimize conflicts between residential development and adjacent livestock facilities.

The City of Greater Sudbury's 2004 Waterfront and Rural Background Policy Paper is a companion document to the Rural and Waterfront Background Study. Both documents have been prepared as part of the review for the 2006 OP, and informed Section 5.2.2.2 (a). While the Background Study takes an in depth look at the issues pertaining to Rural and Waterfront development across the City, the Policy Paper considers what policy options exist to deal with the various issues that were identified in the Background Study. With respect to the minimum area and frontage requirements for new rural lots, the Policy Paper recognizes that typical conditions of approval for new rural lots include the approval for a private sewage system and proof of a potable water supply (Waterfront and Rural Background Policy Paper, 2004). Typically, larger lot areas and frontages are necessary to satisfy such conditions. Therefore,

Section 5.2.2.2 (a) of the OP requires new rural lots not on a waterbody or watercourse to have a minimum area of 2 hectares (5 acres) and a minimum public road frontage of 90 metres (295 feet).

Although the property is largely designated and zoned Rural, the lands subject to the proposed Official Plan and Zoning By-law amendments are located directly adjacent to an urban area. Most notably, the property benefits from existing municipal sewer and water services, therefore it is not necessary for the proposed lots to maintain large lot areas and frontages that are typically required for rural lots.

**Section 5.2.2.2 (b)** states that regardless of the size and frontage of the parent parcel, no more than three new lots may be created from a single parent parcel based on the adoption date of the OP. Considering the application proposes the creation of six (6) new lots, an Official Plan amendment is required. Given the analysis contained herein, it is appropriate to exceed this typical requirement. With respect to **Section 5.2.2.3**, an analysis is provided under *Section 6.2 The Rural Supply* of this report.

With respect to **Section 5.2.2.5**, the proposed lots comply with the Minimum Distance Separation (MDS) formula. This would minimize conflicts between the future residents of such lots and the existing livestock facilities in proximity to the subject property. As per the MDS Document, Publication 853, Guideline #6, all existing livestock facilities within a 750m distance of a new lot shall be investigated and an MDS I setback calculation undertaken where warranted. There is a livestock facility located at 1848 Dominion Drive, which is within the 750m required investigation distance where a calculation may be warranted. As per guideline #12 of the MDS Document, a reduced MDS I setback is permitted if there are four, or more, residential uses and/or dwellings closer to the subject livestock facility than the proposed development or dwellings. These residential uses must be within a 120° field of view between the closest part of the proposed development or dwelling and the nearest livestock facility or anaerobic digester, be located on separate lots, and be of the same or greater sensitivity as the proposed development. These conditions are met, as illustrated below in *Figure 10*, which means that the required MDS setback may be reduced to the furthest of the four residential uses. The building envelope on the new lots exceed the distance from the livestock facility than the furthest of the four residential uses. Thus, MDS requirements have been met and this proposal will not result in an MDS violation.

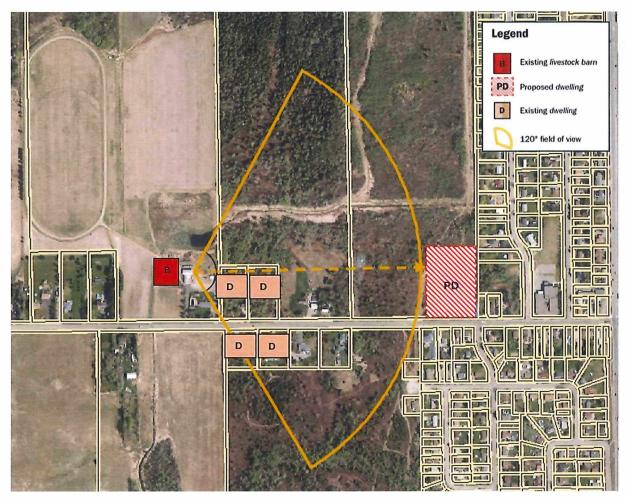


Figure 10: Aerial showing four intervening dwellings from livestock facility at 1848 Dominion Drive (MDS reduced to fourth dwelling)

**Section 19.2** of the OP contains general policies for implementing the objectives and policies of the OP. This section states, in part:

**19.2** It is a policy of this Plan to:

e. investigate new or improved techniques of implementation and make use of those that are shown to facilitate the achievement of the City's goals and objectives.

To consider the creation of the proposed lots, unique land use planning applications must be submitted. The proposed amendments represent a unique technique of implementation to enable the creation of the proposed lots and facilitate the achievement and intent of the City's goals, objectives and applicable policies which are analyzed throughout this report.

**Section 19.4** of the OP contains policies related to the subdivision of land and the tools available under the *Planning Act* that allow for the subdivision of land. This section states, in part:

**19.4.1** It is policy of this Plan to:

a. require that all proposals which have the effect of creating more than three new lots be processed as applications for a Plan of Subdivision, unless in The City's opinion a Plan of Subdivision is not necessary for the proper development of the area; and,

•••

The proposed development would have the effect of creating more than three new lots, however a Plan of Subdivision is not necessary for the proper development of the end proposal, considering that the proposal does not necessitate the creation of a new municipal road or the extension of municipal services.

Through pre-consultation with the City, it was confirmed that a recommendation for a consent referral under **Section 19.4.1** of the OP is required should the application intend to create six (6) new residential lots over the subject property through the consent process, rather than the Plan of Subdivision process. Therefore, such request would be initiated by the proponent, should the proposed amendments be approved.

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

The subject property is currently zoned RU (Rural) under *By-law 2010-100Z* being the Zoning By-Law for the City of Greater Sudbury.

A Zoning By-law amendment is being submitted concurrently with the proposed Official Plan amendments to rezone a  $\pm 1.3$  hectare extent of the subject property from RU (Rural) to RU(S) (Rural Special) with the following site-specific reliefs:

- Minimum lot area of 2,100 square metres, whereas 2 hectares is required;
- Minimum lot frontage of 16 metres, whereas 90 metres is required; and
- Minimum interior side yard setback of 1.2 metres plus 0.6 metres for each full storey above the first storey abutting such yard, whereas 10 metres is required.

The proposed site-specific reliefs are requested to enable the creation of the proposed contextually appropriate residential lots. The proposed lots would be connected to municipal sewer and water services, therefore it is not necessary for the lots to maintain larger lot areas and frontages for the installation of private sewer and water services (septic systems and wells). Further with respect to the requested reliefs for the minimum lot area and frontage of the proposed lots, compatibility is maintained with the surrounding area as the lots comply with the zoning requirements of adjacent properties [to the east and south, zoned R1-5 (Low Density Residential)] as the R1-5 zone requires a minimum lot area of 465m2 and a minimum lot frontage of 15 metres.

The relief for the minimum interior side yard setback is requested to accommodate a single-detached dwelling over the proposed lots. Currently, the RU zone requires a minimum interior side yard setback of 10 metres, which would not be possible to conform with given the proposed frontages of such lots. A minimum interior side yard setback of 1.2 metres plus 0.6 metres for each full storey above the first story abutting such yard is proposed to ensure that future property owners can accommodate a dwelling over their property, while maintaining land use compatibility with the adjacent urban area (again, being zoned R1-5) that contains the same interior side yard setback requirements.

#### 6.0 PLANNING RATIONALE

#### 6.1 FINANCIAL IMPACT

As previously discussed, no expansion/extension of municipal infrastructure is proposed or required through this application. The same is true for non-municipal infrastructure such as electricity and gas services. No unjustified and/or uneconomical expansion of these services are required in order to service the subject property with the above noted municipal and non-municipal infrastructure (being the standard infrastructure available for urban areas). In addition, it would be the developer's responsibility to construct lateral connections from the existing sewer and water mains to the proposed lots.

The remainder of this section will delve into the proposed lots financial impact on the City's property tax revenue. In 2017, the City of Greater Sudbury released the *Comparative Fiscal Impact Analysis of Growth Study* - more commonly referred to as the 'Cost of Growth Report.' The intent of the Cost of Growth Report is to build an understanding of the financial implications associated with residential land use planning decisions. It synthesizes various data sources to estimate the servicing costs, and revenues, associated with the various types of development, accounting for the built form (single-detached, rows, apartments, etc.) and general location (Urban, Suburban, Rural) (Hemson Consulting Ltd., 2017).

Within the Cost of Growth Report, servicing calculations are based on a rural property assessment value of \$282,000 (for new developments) with an annual projected cost of servicing new rural development on transit to be \$3,872.00. For new low density urban development, servicing calculations are based on a property assessment value of \$390,000 with an annual projected cost of servicing such developments with all services (fire and transit) to be \$3,624. However, when drawing conclusions on the financial implications of the proposed development, it is important to account for the locational context of the property, as well as the present values associated with new residential development in the area\_ - as stated in the report, 'the type of analysis undertaken in this report should be reviewed periodically to ensure fiscal considerations continue taken into account during the development of Official Plan policies' (Hemson Consulting Ltd., 2017).

To gain a better understanding of the present values associated with new residential development in the area, the author looked at a series of properties that were recently created (between 2016-2023) and developed along Larocque Avenue (see *Figure 11*). For privacy reasons, the municipal addresses are not provided on the below figure, but rather labelled Lot A through O. These properties were chosen given their proximity to the subject property (also benefiting from full municipal sewer and water services), and considering they share similar lot sizes (particularly with respect to lot frontage), as well as a similar built form to that of the proposed lots (being detached dwellings). These properties largely feature lot

areas below that of the proposed lots, however this will not impact our findings in this section of the report as the larger lot areas of the proposed lots would likely result in higher assessment values.

As of 2023, the average assessment value of the properties outlined in *Figure 11* is \$387,666 with an average property tax of \$6,166.92. For the purpose of the subject application, these averages are used to conclude if the subject application would provide a financial benefit to the municipality with respect to the proposed lots property tax revenue and the municipal costs associated with servicing these lots (per the Cost of Growth Report). Using the Bank of Canada's Inflation calculator, it is projected that the cost to service a new rural lot categorized in the Cost of Growth Report would have increased from \$3,872.00 in 2013 to \$4,995.42 in 2023. In comparison, it is projected that the cost to service a new low density urban residential lot would have increased from \$3,624 in 2013 to \$4,631.65 in 2023.

Therefore, when accounting for the data presented in *Figure 11*, it is likely that the proposed lots (once developed) would provide a financial benefit to the municipality through property tax revenue, regardless of a rural or urban classification in the Cost of Growth Report.

MUNICPAL ADDRESS	PROPERTY TAX (2023)	ASSESSMENT VALUE (2023)
Lot A (Larocque Avenue)	\$6,410.84	\$403,000
Lot B (Larocque Avenue)	\$6,315.39	\$397,000
Lot C (Larocque Avenue)	\$5,949.51	\$374,000
Lot D (Larocque Avenue)	\$5,504.10	\$346,000
Lot E (Larocque Avenue)	\$5,949.51	\$374,000
Lot F (Larocque Avenue)	\$5,567.73	\$350,000
Lot G (Larocque Avenue)	\$5,997.24	\$377,000
Lot H (Larocque Avenue)	\$5,726.80	\$360,000
Lot I (Larocque Avenue)	\$6,999.43	\$440,000
Lot J (Larocque Avenue)	\$6,204.04	\$390,000
Lot K (Larocque Avenue)	\$5,122.31	\$322,000
Lot L (Larocque Avenue)	\$5,472.28	\$344,000
Lot M (Larocque Avenue)	\$8,399.31	\$528,000
Lot N (Larocque Avenue)	\$6,903.98	\$434,000
Lot O (Larocque Avenue)	\$5,981.33	\$376,000

Figure 11: Present values of new residential development in the area (City of Greater Sudbury, 2023 / GeoWarehouse, 2024)

#### 6.2 THE RURAL LAND SUPPLY

In 2013, the City of Greater Sudbury released its *Growth and Settlement Discussion Paper* (herein after referred to as 'the Paper'). The Paper provides an analysis of land supply and demand within settlement and rural areas, and whether such supply can accommodate demand over the next 20 years, as required by the PPS. It states that 'there is also an ample supply of rural lands to meet the projected demand while also providing a wide range of choice under the existing severance framework' (The Paper, 2013).

However, an analysis of the quality of location for rural lot supply is critical to understanding how the subject application would not exacerbate the existing supply of available vacant rural lots. The Paper

analysed vacant rural residential land supply on a blanket-basis, treating rural lands that are directly adjacent to settlement areas, and rural lands far removed from such the same. Not all rural lands benefit from the proximity to existing municipal and non-municipal infrastructure (sewer and water services, transit and active transportation networks, electricity and gas services), and a range and mix of employment lands. Such proximity allows the proposed lots to function as urban residential lots, rather than typical rural lands that are commonly removed from urban areas, and assist in meeting the general intent of the OP with respect to promoting complete communities and providing easily accessible services to residents. Considering the proposed lots would function more as urban residential lots, it is the authors opinion that it is not pertinent for such to be considered in the rural lands supply vs. demand discussion. Given the proposed lots would meet the above noted intent of the OP, the creation of residential lots in this location would have the effect of directing those who want a slightly larger residential lot (compared to the surrounding area) to be in proximity to services, which is a better planning outcome than directing the dispersion of rural residents to locations farther removed from service/settlement areas. As such, the introduction of new residential lots in this location would not contribute to the existing oversupply of rural lands that was found in the Paper. Rather, such lots would direct residents/development to a location that already contains existing clusters of urban residential development, is in proximity to existing municipal infrastructure, and is in proximity to a range and mix of employment lands.

Given the analysis provided in this section of the report, and with respect to **Section 5.2.2.3** of the OP, it is the authors opinion that the creation of six (6) new lots over the subject property is consistent with the OP intent to not exacerbate the existing supply of available vacant rural lots.

#### 7.0 CONCLUSION

2 19 50

The proposed amendments would ultimately facilitate the creation of six (6) residential lots over the subject property. The creation of the proposed lots would facilitate the rounding out of existing subdivisions to the east and south of the property, making more efficient use of existing municipal infrastructure, and provide a financial benefit to the City of Greater Sudbury. In addition, this report demonstrates that the application is consistent with the OP intent to not exacerbate the existing supply of rural lots.

Given the analysis provided herein, it is the authors opinion that the proposed amendments conform with the intent of the *City of Greater Sudbury Official Plan* and the *Growth Plan for Northern Ontario*, is consistent with the *2020 Provincial Policy Statement*, and represents good planning.

Respectfully submitted,

Prepared by:

3 4 15 AX

Aaron Ariganello, BURP

a Ariganello

Land Use Planner

TULLOCH

Reviewed by:

Kevin Jarus, M.Pl., RPP

Planning Manager

TULLOCH

City of Greater Sudbury Ville du Grand Sudbury

April 29, 2024



Tulloch Engineering 131 Fielding Road Lively, ON P3Y 1L7

Attention:

Kayla Schmidt, P. Eng,

PO BOX 5000 SIN A 200 BRADY STREET SUDBURY ON P3A 5P3 Re: Sewer and Water Capacity Analysis

Dominion Drive Township of Hanmer

CP 5000 SUCC A 200, RUE BRADY SUDBURY ON P3A 5P3

The Development Engineering Section has reviewed your request for a Sewer and Water Capacity Analysis at the above noted location and have the following to report:

705.671.2489

www.greatersudbury.ca www.grandsudbury.ca A review of the sewage mains downstream from the proposed connection at MH HAN-10-10-0012 Dominion Drive revealed that the mains are capable of conveying the additional 0.82 L/s of flow expected from your development.

A capacity analysis performed by our WaterCAD model, developed the following results at the watermain tee at Node J\_VT-76 at location of HYD-10-063,

#### Values Obtained from Model

#### C.G.S. Minimum Requirements

Max Hour: 73 psi Max Day: 76 psi Fire Flow: 114 l/s 40 psi50 psi

The results of the WaterCAD analysis indicate that sufficient water capacity and pressure exist for the proposal in question.

It should be noted that these results are derived at by using a theoretical computer model based on our best available data. In the event that these developments do not proceed within a one (1) year period, then you should make the necessary arrangements to have a current analysis carried out to take into account any changes made in our sewer or WaterCAD models and to ensure that there is sufficient Sewage, Fire Flows and/or Domestic Pressures available for your proposal(s).

Should you have any questions or concerns please contact me at 671-2489 ext 2409.

Thank you,

Kyle Gorman

Development Engineering Technician

KEG/ds

cc: Akli BenAnteur, Wastewater Project Engineer





# Greater Sudbury Source Protection Plan Restricted Land Use Review Application for Section 59 Notice



A Section 59 Notice Review is required for applicants choosing to proceed with a Building or Planning Service in a Vulnerable Area.

PART A: APPLICANT INFO	RMATION	
Name of Applicant(s) (individuals, c	orporation or partnership): _TULLOCH	
Phone (home/business): 705-671-229 Fax: Mailing Address: 131 Fielding Road	Email: aaron.ariganello@tulloch.ca	
City/Town: Lively	Province: ON Postal Co	ode: P3Y 1L7
PART B: PROPERTY INFO	RMATION	
Property owner (if different from Ap Contact information (if different from Physical address of proposed project Township: HANMER PCL/Part No. 37310 Roll No. Are any new or existing structures	where the proposed project is located? Yeplicant): QUESNEL, PAULINE; QUESNEL, RAYMOND on Applicant): ray.quesnel@yahoo.com ect (if different from above): PIN 73505-0360 Con: 2  heated with Fuel Oil? Yes No erviced by a Septic System or Holding Tank?	Lot: 7 Registered Plan No. 53R-4322 (PT 1 & 2
PART C: PROPOSAL INFO	RMATION	
Proposal:	Application or Permit Number (if known	):
Re-Zoning	New Land Use/Change of Use sting Approved Land Use or Structure Minor Variance  Official Plan Amendment	<ul><li>New or Replacement Septic</li><li>✓ Consent</li><li>Site-Plan/Alteration</li></ul>
Zoning:		
Single Residential Industrial Other (incl. institutional & future	Multi-Residential (incl. subdivision) Commercial (incl. mixed use) development):	Rural (incl. agricultural)
-	I/or Activity: (Please attach any documents a cilitate the creation of six (6) residential lots over the su	,
Proposed construction start date: _	Unknown Proposed comple	tion date: Unknown
✓ I have included a detailed descr	ption of the activity or land use, including but	not limited to; quantities of any
known chemicals/road salts/was	stes to be stored on site and their composition	n (required).
(if available/applicable).	cally produced copies of the site plans, speci	-

SP	File	No.	

### PART D: POTENTIAL THREAT ACTIVITIES

A drinking water threat as defined under the *Clean Water Act, 2006* is "an activity or condition that adversely affects or has the potential to adversely affect the quality or quantity of any water that is or may be used as a source of drinking water".

The following activities are prescribed as drinking water threats for the purpose of the definition of "drinking water threat".

To the best of your knowledge, please check all prescribed activities that are <u>currently present</u> or may be associated with the <u>proposed</u> Building Permit or Planning Approval within the vulnerable area.

	MINISTRY OF THE ENVIRONMENT AND CLIMATE CHANGE TABLES OF DRINKING WATER THREATS AS PRESCRIBED BY THE Clean Water Act, 2006
1.	The establishment, operation or maintenance of a waste disposal site within the meaning of Part V of the <i>Environmental Protection Act</i> (wrecking yards, tailings or raw sewage disposal, hazardous/industrial/commercial/municipal waste)
2.	The establishment, operation or maintenance of a system that collects, stores, transmits, treats or disposes of sewage (privies/septic systems/holding tanks/greywater systems, stormwater management, sewer systems and related pipes, sewage treatment plant/lagoon, industrial effluent)
3.	The application of agricultural source material to land (materials produced on a farm including, but not limited to; manure, bedding, regulated compost etc.)
4.	The storage of agricultural source material (materials produced on a farm including, but not limited to; manure, bedding, regulated compost etc.)
5.	The management of agricultural source material (aquaculture only)
6.	The application of non-agricultural source material to land (nutrients not produced on a farm including, but not limited to; sewage biosolids, ash, pulp/paper biosolids etc.)
7.	The handling and storage of non-agricultural material (nutrients not produced on a farm including, but not limited to; sewage biosolids, ash, pulp/paper biosolids etc.)
8.	The application of commercial fertilizer (any fertilizer containing phosphorus and/or nitrogen)
9.	The handling and storage of commercial fertilizer (any fertilizer containing phosphorus and/or nitrogen)
10.	The application of pesticide to land
11.	The handling and storage of pesticide
12.	The application of road salt
13.	The handling and storage of road salt
14.	The storage of snow (parking lots and melt/dump facilities)
15.	The handling and storage of fuel (gasoline, diesel, home heating oil)
16.	The handling and storage of a dense non-aqueous phase liquid (chemicals e.g. automotive businesses, dry cleaning, manufacturing/processing, cleaning agents etc.)
17.	The handling and storage of an organic solvent (chemicals e.g. automotive businesses, dry cleaning, manufacturing/processing, cleaning agents etc.)
18.	The management of runoff that contains chemicals used in the de-icing of aircraft
19.	An activity that takes water from an aquifer or a surface water body without returning the water taken to the same aquifer or surface water body (water taking)
20.	An activity that reduces the recharge of an aquifer (development of impervious surfaces)
21.	The use of land as livestock grazing or pasturing land, an outdoor confinement area or a farm-animal yard (all farming – including production/business/hobby etc.)

SP File	e No.		

#### PART E: APPLICABLE FEES

Pursuant to By-Law 2015-34, a By-Law of the City if Greater Sudbury Respecting Enforcement of the *Clean Water Act, 2006* (Source Protection By-Law), Schedule "A", a prescribed fee of \$35 is to be collected for the review of the application to determine whether a notice shall be issued pursuant to section 59 of the Act.

Subsequently, additional fees may be incurred for proposals requiring Risk Management Plans, or additional inspections. Please review Schedule "A" for a complete list of prescribed user fees.

#### **PART F: AGREEMENT**

- 1. I/we have read, understood, and agree to the review of my proposal in accordance with section 59 of the *Clean Water Act*, 2006.
- 2. I/we have completed this application in full and I/we certify that the information contained in this application and any supporting documentation is true and complete to the best of my/our knowledge.
- 3. I/we understand that failure to provide all of the required information may delay processing of this application or render a failure to proceed with the application/proposed project.
- 4. I/we understand that I/we will be responsible for ensuring the technical and structural adequacy and legal requirements of this project.
- 5. I am/we are the owner(s) of the above mentioned property OR I am an agent acting on behalf of the property owner(s) with a letter of authorization (attached).
- 6. I/we have authority to bind the corporation or partnership, where applicable.

7.	I/we understand that the property described in this application may be subject to random inspections to ensure
	compliance with information provided.

Signature of Applicant(s)

Date

Note: If you have any questions or concerns while filling out the application form please contact the Risk Management Office at 705-674-4455 ext. 3600 or sourceprotection@greatersudbury.ca. A representative will contact you to discuss your application and advise of the review outcome.

#### PART G: FREEDOM OF INFORMATION & PROTECTION OF PRIVACY

Collection of Personal Information: The personal information collected on this form is collected by the City of Greater Sudbury under the authority of By-law 2015-34 for the purpose of processing your application under Part IV of the Clean Water Act, 2006. Questions regarding the collection of this information may be directed to the City's Risk Management Official, 200 Brady Street, Sudbury ON P3A 5P3 or (705) 674-4455 ext 3600.

Please mail the completed application along with \$35 payment to:

ATTN: SOURCE PROTECTION - WATER/WASTEWATER SERVICES

CITY OF GREATER SUDBURY

VILLE DU GRAND SUDBURY

PO BOX 5000 STN A 200 BRADY STREET CP 5000 SUCC A 200 RUE BRADY

SUDBURY ON P3A 5P3

SUDBURY ON P3A 5P3

Alternatively, you can drop off completed forms and \$35 payment to Tom Davies Square or to any Citizen Service Center.

## PART H: OFFICE USE ONLY - REVIEW OUTCOME

	OFFICE USE ONLY	
Date application received:	By: (Department)	
Applicable Building Permit No: Applicable Planning File No.:		
Fee Paid Y N Received By (Print	Name): Signature:	
Copy of receipt of payment attached (Re	quired):	
RISK	MANAGEMENT OFFICE USE ONLY	
	Date Application Received:	
/ulnerable Area:□WHPA		
Proposed use/activity is:		
Act, 2006)	r restricted (Notice issued under section 59(2) of the Clean Water  Management Plan has been agreed to or established  of the Clean Water Act, 2006)	
(No Notice to be issued under sect	ent Plan is required in order to obtain a Notice tion 59(2) of the Clean Water Act, 2006, as RMP Pending) be issued under section 59(2) of the Clean Water Act, 2006)	
Notice attached: Y N Pending	g Date of Review:	
☐ Issue Building Permit /Planning Approval	I ☐ Do Not Issue Building Permit /Planning Approval	
$\square$ Application Pending RMP (Do Not Issue I	Permit/Approval at this time)	
Reviewed by (print name):	Signature:	
Approved by RMO (print name):	Signature:Date:	
CGS Stakeholders copied (date):	Applicant Copied (date):	
Comments:		
	APPROVALS PENDING	
Proposed use/activity is:		
Restricted and a Pending Risk Managem Notice issued under section 59(2) of the Cl	nent Plan has now been agreed to or established lean Water Act, 2006)	
Date Plan Approved or Established:		
Approved or Established By:	Signature:	