

Increased Housing in Mixed Use Development – Official Plan and Zoning By-law Amendments

Presented To:	Planning Committee
Meeting Date:	March 24, 2025
Type:	Public Hearing
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Recommended by:	General Manager of Growth and Infrastructure
File Number:	701-6/25-02 & 751-6/25-02

Report Summary

This report provides recommendations for Official Plan and Zoning By-law Amendments to increase housing opportunities in certain commercial designations and zones.

This report is presented by Bailey Chabot.

Resolutions

Resolution 1:

THAT the City of Greater Sudbury approves proposed Official Plan Amendment 142, and directs staff to prepare the necessary by-law, as outlined in the report entitled “Increased Housing in Mixed Use Development – Official Plan and Zoning By-law Amendments”, from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on March 24, 2025.

Resolution 2:

THAT the City of Greater Sudbury approves the following amendments to Zoning By-law 2010-100Z as outlined in the report entitled “Increased Housing in Mixed Use Development – Official Plan and Zoning By-law Amendments”, from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on March 24, 2025:

1. Removing the 30 dwelling units per building maximum in the ‘C2’, General Commercial, ‘C3’, Limited General Commercial, and C6(1) Downtown Commercial Special zones;
2. Increasing the maximum net residential density to 90 units per hectare for lands outside of the community of Sudbury and 150 units per hectare for lands within the community of Sudbury in the ‘C2’, General Commercial and ‘C3’, Limited General Commercial zones; and,
3. Increasing the maximum net residential density to 90 units per hectare in the C6(1) Downtown Commercial Special zone.

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

Permitting additional residential densities as-of-right in commercial zones aligns with Council’s Strategic

Priorities including “Expand Affordable and Attainable Housing Options” and “Develop and Promote Solutions to Support Existing Housing Choices”. This will also have the effect of supporting the creation of compact, complete communities, Goal 1 of the CEEP.

Financial Implications

There are no financial implications associated with this report.

Backgrounds

The Housing As-of-Right Zoning Review was commenced in 2022. The report provided a summary of potential policy amendments to facilitate housing creation and increase the City’s housing supply under five (5) themes:

1. Mixed Use Development;
2. Residential Uses on Institutional Lands;
3. Secondary Dwelling Units;
4. Minimum Density Requirements; and,
5. Affordable Housing.

The first theme, Mixed Use Development, focused on the opportunity to create additional housing within the commercial zones. This work supported the City’s successful application for Housing Accelerator Fund (HAF) grant.

Housing Accelerator Fund (HAF) Grant

The Housing Accelerator Fund (HAF) is offered through the Canadian Mortgage and Housing Corporation (CMHC). The program is aimed at “removing barriers to encourage local initiatives to build more homes, faster” with an expectation to “boost housing supply, while supporting affordable, diverse and climate-resilient communities”. The City was successful in obtaining a grant of \$16 million dollars, to address housing supply issues through the approved HAF Action Plan, which relied on the Housing As-of-Right Zoning Review. The focus of this report is on Official Plan and Zoning By-Law amendments to address the theme of ‘Mixed Use Development’ as identified in the Housing As-of-Right Zoning Review (Council resolution CC2023-252) and Initiative 2: Removal of Barriers/As-of-Right Housing Policy of the HAF Action Plan (Council resolution CC2024-192).

Proposed Official Plan Amendment

The Official Plan permits high density residential development within the community of Sudbury only (policy 1, 4.2 Centres) and medium density development throughout the City. High density residential development is generally greater than 90 units per hectare, while medium density development is generally between 36 and 90 units per hectare (policy 2, 3.2.1 Living Area 1 – Communities). However, policy 3 of section 4.2. Town Centres limits medium residential development to “up to a maximum of 30 units per building..., provided that the net residential density does not exceed 60 units per hectare subject to servicing capacity”. This is inconsistent with the balance of the policies of the Official Plan and limits the ability for residential intensification in key areas.

To address this inconsistency, an Official Plan amendment is proposed as detailed in the attachments. The proposed amendment removes the limitation of 30 units per building and increases the maximum density to 90 units per hectare.

Proposed Zoning By-law Amendments – ‘C2’, General Commercial Zone, ‘C3’, Limited General Commercial, and ‘C6(1)’, Downtown Commercial Special Zones

The 'C2', General Commercial, 'C3', Limited General Commercial, and 'C6(1)', Downtown Commercial Special zones permit certain residential uses as-of-right, including multiple dwelling units. However, these zones limit the number of multiple units per building to 30, with a maximum overall density of 60 units per hectare. The Housing As-of-Right Review identified this inconsistency with the Official Plan policy as a limitation to housing stock and recommended that the number of units per building be eliminated and that the maximum density should be increased.

To address these items, the proposed zoning by-law amendment includes the removal of the 30 unit per building maximums and increases the density maximums for multiple dwelling units to be consistent with Official Plan policies, being a maximum of 150 residential units per hectare within the community of Sudbury and a maximum of 90 residential units per hectare elsewhere in the City.

Public Consultation:

The statutory Notice of Application and Notice of Public Hearing was provided to the public by newspaper on February 27, 2025.

At the time of writing this report no public comment has been received.

POLICY AND REGULATORY FRAMEWORK:

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

- [2024 Provincial Planning Statement \(PPS\)](#);
- [2011 Growth Plan for Northern Ontario](#);
- [Official Plan for the City of Greater Sudbury](#); and,
- [Zoning By-law 2010-100Z](#).

The PPS and the Growth Plan for Northern Ontario, along with the City's Official Plan, provide a policy framework for land use planning and development in the City of Greater Sudbury. This framework is implemented through a range of land use planning controls such as, but not limited to, zoning by-laws, plans of subdivision, and site plans.

2024 Provincial Planning Statement (PPS):

The PPS acknowledges the Province's goal of getting at least 1.5 million homes built by 2031 and identifies that Ontario will increase the supply and mix of housing options. "Every community will build homes that respond to changing market needs and local demand. Providing a sufficient supply with the necessary mix of housing options will support a diverse and growing population and workforce, now and for many years to come."

Specifically, the following are relevant policies of the PPS:

- Chapter 2: Building Homes, Sustaining Strong and Competitive Communities:
 - 2.2.1.c) - Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation.
 - 2.3.2. - Land use patterns within settlement areas should be based on densities and a mix of land uses which:
 - a) efficiently use land and resources;
 - b) optimize existing and planned infrastructure and public service facilities;
 - c) support active transportation;

- d) are transit-supportive, as appropriate; and
- e) are freight-supportive.

- 2.3.3. - Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.
- 2.9.1.a) & c) - Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that support the achievement of compact, transit-supportive, and complete communities and support energy conservation and efficiency.

Growth Plan for Northern Ontario (GPNO):

Municipalities in the Province of Ontario are required under Section 3 of the Planning Act to ensure that decisions affecting planning matters conform with the Growth Plan for Northern Ontario. There are no policies that are relevant to this application, therefore the application does not conflict with the Growth Plan.

Official Plan for the City of Greater Sudbury:

The Official Plan identifies in which designations residential development is appropriate and generally at which densities. Section 2.3.3 Intensification permits residential development in a number of designations; large scale intensification and development is permitted in strategic core areas such as the Downtown, Regional Centres and major public institutions (policy 3) while medium scale intensification and development is permitted in Town Centres, Secondary Community Nodes, Regional Corridors and Mixed Use Commercial corridors (policy 4).

More specifically, each commercial designation identifies the maximum residential density allowed. The table below shows the maximum residential densities permitted in each designation.

Official Plan Designation	Maximum Residential Density (units per hectare)	Other Limitations
Downtown	No maximum	
Regional Centre	150	
Secondary Community Node	150	
Regional Corridor	150	
Town Centre	60	Maximum of 30 units per building
Mixed Use Commercial	150	

High density residential development is not permitted outside of the community of Sudbury (policy 1, 4.2 Centres); however, the Town Centre designation limits the residential density to 60 units per hectare, which is less than the maximum permitted in medium density development.

In addition to density provisions, each designation includes policies directing residential development. Examples include:

- “All forms of residential development and residential intensification will be encouraged in the Downtown, provided adequate infrastructure and services are available. New development will respect the existing and planned context.” (Policy 3, 4.2.1.2 Downtown Residential Development)
- “The mixing of uses should be in the form of either mixed use buildings with ground oriented commercial and institutional uses and residential uses above the second storey, or a mix of uses and buildings on the same development site.” (Policy 3, 4.2.3 Secondary Community Node)

- “...provide residential development primarily in the form of medium and high density buildings up to a maximum net density of 150 units per hectare and discouraging single detached dwellings” (Policy 3.c., 4.2.4 Regional Corridors)

These policies are further bolstered by other sections of the Official Plan that direct residential development, such as Chapter 14.0 Urban Design.

Analysis

These amendments have been previously recommended by the Housing As-of-Right Review and form a part of the HAF Action Plan. Removing the maximum number of units per building and increasing the maximum residential densities within the ‘C2’, ‘C3’, and ‘C6(1)’ zones to conform to Official Plan policy. These amendments would allow for a greater number residential units as-of-right and reduce the need for Planning Act applications to realize the greater densities permitted by the City’s Official Plan.

To ensure that there is sufficient capacity within the City’s water and wastewater system, staff are not proposing any amendments to policy or zoning standards that require the subject lands be fully serviced by municipal services with capacity in the system.

Staff are of the opinion that these amendments are conform to the relevant policies of the PPS, do not conflict with the GPNO, are consistent with the policies of the Official Plan, and represent good planning.

RECOMMENDATION

Staff are of the opinion the proposed Official Plan and Zoning By-law Amendments are consistent with the PPS, do not conflict with the GPNO, and conform to the City of Greater Sudbury’s Official Plan. Staff are recommending the City of Greater Sudbury Official Plan and Zoning By-law 2010-100Z be amended as noted in the resolution section.

Resources Cited

1. CMHC Housing Accelerator Fund -Round 2, August 13, 2024 Council Meeting:
<https://pub-greatersudbury.escribemeetings.com/Meeting.aspx?Id=f631716e-45ef-4de9-b38b-88a7df31eb34&Agenda=Agenda&lang=English&Item=53&Tab=attachments>
2. Housing As-of-Right Zoning Review, October 11, 2023 Planning Committee Meeting:
<https://pub-greatersudbury.escribemeetings.com/Meeting.aspx?Id=63f49f92-0f82-4d4e-bb3f-e28e0a689926&Agenda=Agenda&lang=English&Item=30&Tab=attachments>