

## 0 Fieldstone Drive, Sudbury

Presented To:	Planning Committee
Meeting Date:	February 3, 2025
Type:	Public Hearing
Prepared by:	Bailey Chabot Planning Services
Recommended by:	General Manager of Growth and Infrastructure
File Number:	751-6/23-23

## Report Summary

This report provides a recommendation regarding an application to amend the City of Greater Sudbury's Zoning By-law, 2010-100Z to permit three 9-storey multiple dwelling unit buildings, each containing 108 rental units, 36 of which are to be at affordable rate units.

This report is presented by Bailey Chabot, Senior Planner.

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

## Resolution

THAT the City of Greater Sudbury approves the application by 920936 ONTARIO INC. to amend Zoning By-law 2010-100Z by changing the zoning classification from "R1-5", Low Density Residential One to "R4(S)", High Density Residential Special on lands described as PIN 02132-1366, Part Lot 4, Concession 4, Township of McKim; Greater Sudbury, as outlined in the report entitled "0 Fieldstone Drive, Sudbury", from the General Manager, Growth and Infrastructure, presented at the Planning Committee meeting on February 3, 2025 subject to the following conditions:

1. That the amending by-law includes the following site specific provisions:
  - a) A maximum of 324 dwelling units; and,
  - b) A maximum building height of 9 storeys;
2. That prior to the enactment of an amending zoning by-law, and no later than February 3, 2027, the owner submit a survey reflective of the lands to be zoned R4(S), High Density Special;
3. That the amending by-law includes an "H" holding symbol prohibiting all uses associated with the R4(S), High Density special zone until the owner amends the draft approved plan of subdivision for Sunrise Ridge (780-6/04007) to reflect the altered road and pedestrian network, lot layout, and any required traffic calming, to the satisfaction of the Director of Planning Services.

## 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 residential intensification and housing diversification within a fully serviced settlement area.

## **Financial Implications**

If approved, staff estimates approximately \$1,400,000 in taxation revenue, based on the assumption of 324 multiple dwelling units based on an estimated assessed value of \$275,000 at the 2024 property tax rates.

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

The amount of development charges will be based on final review of the property by the Building Services department at the time of permit issuance.

Once development has occurred and the subdivision infrastructure has been transferred to the City, there will be additional on-going costs for future annual maintenance and capital replacement of the related infrastructure (ie. roads, water/wastewater linear pipes, etc).

## **Report Overview:**

An application for rezoning has been submitted to permit the development of three multiple dwelling buildings on separate lots each containing 108 units with a height of nine (9) storeys (approximately 30 metres). Each building is proposed to contain 36 affordable dwelling units. No site-specific relief is being requested.

The application is subject to a two-stage public hearing process. The Stage 1 hearing took place on April 15, 2024, at which time public input was received.

The Stage 2 review of the application has determined that the proposal conforms to the applicable policies set out under the Provincial Planning Statement (2024), the Growth Plan for Northern Ontario (2011), and the Official Plan (2006) related to residential intensification within the built boundary of the City, on lands designated Living Area 1. In order to address compatibility with the adjacent low density neighbourhood, site-specific provisions related to residential density and building height are recommended to appropriately limit the intensity of use. A holding provision is recommended to ensure the underlying plan of subdivision is appropriately updated to reflect the change in lot fabric and road network.

# Staff Report

## **PROPOSAL:**

An application has been received to amend By-law 2010-100Z being the City of Greater Sudbury Zoning By-law from “R1-5”, Low Density Residential One to “R4”, High Density Residential to permit the development of three multiple dwelling buildings on separate lots, each containing 108 units with a height of nine (9) storeys. Each building is proposed to contain 36 affordable dwelling units. A total of 324 multiple dwelling units are proposed, of which 108 are proposed to be affordable. The applicant did not request any site specific zoning relief.

## **Location and Site Description:**

The parcel is described as PIN 02132-1366, Part Lot 4, Concession 4, Township of McKim and is known municipally as 0 Fieldstone Drive, Sudbury. The subject lands are approximately 7.88 ha in size and are vacant. Staff conducted site visits on March 6 and July 8, 2024; site photos are attached. The lands are located at the top of a rocky hill and sparsely vegetated. There are some dramatic changes in elevation toward the limits of the parcel, with rocky outcrops throughout the site. The site does not contain natural hazards regulated by Conservation Sudbury. The lands are accessed at the easterly termini of North Field Crescent, Fieldstone Drive, and Kingsview Drive in the community of Sudbury. All three roads are built to a local municipal standard with a sidewalk along the north side of North Field Crescent. The parcel is fully serviced by municipal water and wastewater along all three roads.

The subject lands are designated Living Area 1 pursuant to the City of Greater Sudbury Official Plan and zoned “R1-5”, Low Density Residential One. The subject property forms the balance of the Sunrise Ridge plan of subdivision, which has an active draft plan approval. The subject lands are proposed in an area that is currently approved for 70 single detached dwelling units and associated road network. The existing developed neighbourhood comprises of single detached dwelling units, mostly two storeys in height.

The general area is serviced by transit, with a winter and summer service. Winter transit service runs from early December to late April. During that time the nearest transit stops are along Route 27 at Leslie Street and at Place Regimbal on Mountain Street and Routes 2 and 12 along the Kingsway. These stops are approximately 975 metres and 1100 metres from the subject lands respectively. However, for the majority of the year transit operates on summer service, wherein the nearest transit stop is approximately 500 metres from the subject lands on Mont Adam.

There is an existing stormwater management pond located to the northwest of North Field Crescent, to the rear of the single detached dwellings on the north side of the road.

## **Submissions**

### **Initial Design Submission**

The initial proposed design had each of the three lots accessed via cul-de-sac at the terminus of North Field Crescent, Fieldstone Drive, and Kingsview Drive, respectively. The three lots were proposed to be 2.02 ha, 2.50 ha, and 3.36 ha for a total of 7.88 ha. The footprint of the proposed building is the same for all three and is approximately 1,575 square metres in a t-shape. Each lot would be served by surface and underground parking. The majority of the parcels were to remain as landscaped or naturalized open space (total of 5.69 ha). The density of the proposed development was 41.1 units per hectare, which is the low end of medium density. Building 1 was proposed to be approximately 55 metres from the nearest single detached dwelling. Building 2 was proposed to be approximately 35 metres from the nearest single detached dwelling, while Building 3 was proposed to be approximately 48 metres from the nearest single detached dwelling. The following materials were submitted in support of the application:

- Site Plan prepared by Tulloch Engineering;
- Underground Parking Plan prepared by David Ellis Architect Inc.;
- Elevation Drawings prepared by David Ellis Architect Inc.;
- Colour Concept Renderings;
- Pedestrian Wind Impact Assessment prepared by Rowan Williams Davies & Irwin Inc.;
- Sewer and Water Capacity Analysis prepared by City of Greater Sudbury;
- Sun/Shadow Study prepared by Caricari Lee Architects; and,
- Traffic Impact Study prepared by CIMA+.

These items were reviewed by technical staff. To address technical comments, the applicant made a second submission.

### **Second Design Submission**

The second proposed design was amended so that North Field Crescent, Fieldstone Drive, and Kingsview Drive were proposed to be extended so that they connect, rather than ending in culs-de-sac. To accommodate the extension of these roads, the proposed buildings shifted easterly, but remain in the same orientation. Additionally a road connection to the east was included.

The second submission included new and updated information in support of the application:

- Updated Site Plan;
- Updated Colour Concept Rendering;
- Updated Elevation Drawings; and
- Species At Risk Compliance Report prepared by Tulloch Engineering.

To address any new or outstanding technical comments and input from the public, the applicant made a final submission.

## Final Design Submission

The final proposed design included the addition of four single detached lots as a result of the extension of the local road network. With these final design amendments, the lot areas are 1.46 ha for Building 1, 1.87 ha for Building 2, and 3.15 ha for Building 3. The landscaped and naturalized areas are 0.74 ha for Building 1, 1.26 ha for Building 2, and 2.48 ha for Building 3, for a total of 4.48 ha. The design and orientations of the proposed buildings remain unchanged from the initial submission, and the buildings are still proposed to be served by surface and underground parking. The density of the proposed development is 50 units per hectare overall, which is still the low end of medium density. The final design shows Building 1 to be approximately 58 metres to the nearest single detached dwelling, Buildings 2 and 3 to be approximately 52 metres to the nearest single detached dwelling.

The final submission included new and updated information in support of the application:

- Updated Site Plan; and,
- Additional Species at Risk Compliance Report prepared by Tulloch Engineering.

The general findings of the technical reports and studies are summarized below:

<b>Report</b>	<b>Author</b>	<b>General Findings</b>
Pedestrian Wind Impact Assessment	Rowan Williams Davies & Irwin Inc.	<ul style="list-style-type: none"><li>• Only two locations within the proposed development that will create uncomfortable wind conditions for pedestrians, during winter months only.</li><li>• Wind conditions around the project are expected to meet the wind safety criterion at grade level.</li></ul>
Sewer and Water Capacity Analysis	City of Greater Sudbury	<ul style="list-style-type: none"><li>• Per City of Sudbury design manual the City is in a position to allow the proposed development to proceed as both Max Day and Max Hour do not fall below 40 pounds per square inch.</li><li>• The City will require the buildings to have onsite boosters to ensure adequate pressure is available to residential units.</li></ul>
Sun/Shadow Study	Caricari Lee Architects	<ul style="list-style-type: none"><li>• Shows that no adjacent properties are shadowed for more than an hour typically and only in the morning.</li></ul>
Traffic Impact Study	CIMA+	<ul style="list-style-type: none"><li>• The analysis results indicate that all movements at study intersections are expected to operate with acceptable level of service and residual capacity during the weekday AM and weekday PM peak hours under future background and both Scenario 1 and Scenario 2 future total conditions.</li><li>• No mitigation measures are required under all 2028 future scenarios.</li></ul>
Species At Risk Compliance Report	Tulloch Engineering	<ul style="list-style-type: none"><li>• By way of commissioning this report and enacting its recommendations, the proponent has demonstrated their due diligence in addressing the Endangered Species Act concerns expressed by the MECP on February 23, 2024, and that those MECP concerns do not warrant the submission of an Information Gathering Form for the Species at Risk Branch of the MECP.</li></ul>

The applicant has not requested any relief from the “R4”, High Density Residential zone standards.

**Existing Zoning:** “R1-5”, Low Density Residential One

The “R1-5” zone permits residential uses per Part 6.2, Table 6.1 – Permitted Uses of the City’s Zoning By-law. The development standards associated with the “R1-5” zone are outlined under Part 6.3, Table 6.2 – Standards for the Low Density Residential One (R1) Zone. Multiple dwellings are not a permitted use in the “R1-5” zone.

**Requested Zoning:** “R4”, High Density Residential

“R4”, High Density Residential zone permits uses per Part 6.2, Table 6.1 – Permitted Uses of the City’s Zoning By-law. The development standards associated with this zone are outlined under Part 6.3, Table 6.6 – Standards for High Density Residential (R4) Zone. This zone permits medium and high density residential development up to 150 units per hectare and permits multiple dwellings.

**Surrounding Land Uses:**

North:	Adjacent – City owned vacant lands zoned Open Space – Private and Light Industrial lands Further North – Ponderosa Provincially Significant Wetland
East:	Adjacent – Vacant lands zoned Open Space - Private Further East – Commercial development along the Kingsway
South:	Adjacent – Vacant low density residential development Further South – Commercial development along the Kingsway and vacant low density residential
West:	Adjacent – Low density residential development Further West – Low, medium, and high density residential development

The existing zoning and location map are attached to this report and together indicate the location of the parcel subject to the Zoning By-law Amendment request, as well as the applicable zoning on other parcels of land in the immediate area.

**Public Consultation:**

The notice of complete application was circulated to the public and surrounding property owners on February 2, 2024. The mailing radius was further expanded by the Ward Councillor on February 8, 2024 with notices issued accordingly.

The proponent conducted a neighbourhood information session in the winter of 2024.

The statutory notice of the Stage 1 public hearing was provided by newspaper. A courtesy mail-out was circulated to the public and surrounding property owners on March 21, 2024 based on the expanded mailing list and other persons outside of the approved mailing radius who made a written submission and/or asked to be added to the mailing list.

The applicant was advised of the City’s policy recommending that applicants consult with their neighbours, ward councillor and key stakeholders to inform area residents on the application prior to the public hearing.

Prior to the Stage 1 public hearing on April 15, 2024, 35 letters and 16 phone calls were received from the public. Concerns and comments were varied and have been addressed throughout the report. The letters can be viewed as part of the attachments.

The statutory Notice of Public Hearing for Stage 2 dated January 9, 2025 was provided to the public by newspaper and to nearby landowners and tenants located within the expanded mailing list and other persons outside of the approved mailing radius who made a written submission and/or asked to be added to the mailing list.

At the time of writing this report twenty-five (25) additional letters and four (4) phone calls were received from the public. Concerns and comments are consistent with those identified above.

### **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 \(GPNO\);](#)
- [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):**

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 2024 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. "Ontario will increase the supply and mix of housing options, addressing the full range of housing affordability needs. 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. - 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:
    - b) permitting and facilitating:
      - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and
      - 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
    - c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and
    - d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

- 2.3.1 General Policies for Settlement Areas
  1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.
  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;
  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 General Policies for Strategic Growth Areas
  1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:
    - a) support the achievement of compact, transit-supportive, and complete communities;
    - b) incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities;
    - c) support energy conservation and efficiency;
    - d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and,
    - e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.

- Chapter 3: Infrastructure and Facilities

- 3.1 General Policies for Infrastructure and Public Service Facilities

1. Infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs.

Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they:

- a) are financially viable over their life cycle, which may be demonstrated through asset management planning;
- b) leverage the capacity of development proponents, where appropriate; and
- c) are available to meet current and projected needs.

- 3.2 Transportation Systems

1. Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, are appropriate to address projected needs, and support the use of zero- and low- emission vehicles.
2. Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.
3. As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be planned for, maintained and, where possible, improved, including connections which cross jurisdictional boundaries.



- 3.9 Public Spaces, Recreation, Parks, Trails and Open Space
  - 1. Healthy, active, and inclusive communities should be promoted by:
    - a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity;
    - b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;
- Chapter 4: Wise Use and Management of Resources
  - 4.1 Natural Heritage
    - 1. Natural features and areas shall be protected for the long term.
    - 7. Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.

### **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. The applicable land use policies are outlined under Chapter 4 of the GPNO, which speaks broadly to the provision of housing and the need to intensify in appropriate locations in designated economic and service hubs such as Greater Sudbury. The proposal is consistent with the GPNO.

### **Official Plan for the City of Greater Sudbury:**

The Official Plan defines ‘intensification’ as the development of a property, site or area at a higher density than currently exists through redevelopment, the development of vacant or underutilized lots, infill and the expansion or conversion of existing buildings. The proposed development is considered intensification.

The subject land is designated as Living Area 1, which primarily focuses on a range of residential uses and other compatible uses that support neighbourhoods. Policy 2.3.3.5. permits intensification in Living Area 1 lands. Policies 2.3.3.7. and 2.3.3.8. permit intensification where suitable infrastructure exists and that is compatible with the existing and planned character of an area. Policy 2.3.3.9. provides criteria that must be considered when evaluating intensification and include items such as the suitability of the site in terms of size and shape of the lot and the availability of infrastructure.

The objectives of the Living Area 1 designation include meeting 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 (3.1.a.) and to encourage the development of a mix of residential uses (3.1.b.). Urbanized communities that are fully serviced by municipal water and sewer and are the primary focus of residential development.

Policy 3.2.1.2. permits medium density housing in all Living Area 1 designations where full municipal services are available and high density housing in the community of Sudbury, while policy 3.2.3. requires that new residential development must be compatible with the existing physical character of established neighbourhoods, with consideration given to the size and configuration of lots, predominant built form, building setbacks, building heights and other provisions applied to nearby properties under the Zoning Bylaw.

Policy 3.2.1.2. allows for medium density development in a mix of built forms up to 90 units per hectare, including apartment buildings no more than five storeys in height. High density housing, which includes all built forms except single detached dwellings, are permitted to a maximum net density of 150 units per hectare. Medium and high-density housing, per policy 3.2.1.4., is to be located on sites in close proximity to Arterial Roads, public transit, main employment and commercial areas, open space areas, and community/recreational services, and in areas of 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 (policy 3.2.1.5.). In consideration of applications to rezone lands in Living Area 1, the following matters must be met (policy 3.2.1.6.):

- 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.

Policies in 9.2.2 Habitat of Endangered Species and Threatened Species require the potential for habitat of endangered and threatened species be identified (1.) and that development and site alteration are not permitted in habitat of endangered species and threatened species except in accordance with provincial and federal requirements.

Land use policies to support transit needs (11.3.2) identify that the provision of public transit must be supported by compatible land uses policies and sound urban design principles in order to promote transit use as a viable option for residents. Specifically, that urban design and community development that facilitate the provision of public transit will be promoted (1.); that development proposals will be reviewed to ensure efficient transit routing so that all dwellings in the development are ideally within 500 metres walking distance of a bus stop (2.); and that buildings should be sited as close to the street as possible to reduce walking distances for transit users (4.).

Policies in 11.7 Active Transportation: Pedestrian and Bicycle Network specifies that development proposals will be reviewed to ensure that there is adequate pedestrian access in new developments. The City may acquire lands to provide pedestrian facilities as a condition of approval. Wherever possible, the provision of adequate bicycle facilities will be encouraged (2.).

Section 14.0 Urban Design outlines the policies that support the multi-disciplinary and collaborative process that gives shape to the form, character and relationships between the various physical elements that make up the city. Policies in 14.3 Community and Neighbourhood Design speak to the promotion of a higher standard of community design, while policies in 14.4 Site and Building Design provide guidance regarding the design of sites and buildings.

Policies in 17.2.1 promote a diversity of housing type and tenure, including promoting smaller (1 and 2 bedroom units) to support the growing number of smaller households.

### **Zoning By-law 2010-100Z:**

The existing R1-5 zone does not permit multiple dwelling units. The rezoning is required to permit the multiple dwelling built form.

### **Site Plan Control:**

Should the proposed Zoning By-law Amendment be approved, the proponent would be required to undergo a site plan control process for the proposed development. The site plan control process would address detailed matters of the site including the massing and conceptual design of buildings; vehicular and pedestrian access and walkways; wind impacts on pedestrians; loading and parking facilities and their surface treatment; waste facilities; emergency vehicle and transit access; lighting; and, landscaping (trees and plantings).

### **Department/Agency Review:**

The application, including relevant accompanying materials, has been circulated to all appropriate agencies and departments. Responses received from agencies and departments have been used to assist in evaluating the application and are attached in full.

During the review of the final proposal, comments provided by circulated agencies and departments included the following:

Active Transportation, Conservation Sudbury, Drainage, Roads, Operations, and Transit have no concerns with the proposed development.

Building Services does not object to the application and have provided general comments for the site plan and building permit stage of development.

Development Engineering does not object to the application and note that there is sufficient capacity in both the municipal water and wastewater systems to accommodate the proposed development. It is noted that comments regarding lot grading, drainage, site servicing, stormwater management, and other detailed design elements will be deferred to the site plan control process.

Infrastructure Capital Planning (ICP) Roads do not object to the proposed development. Staff note that the owner is required to construct the roadway which connects to the easterly property to the eastern property limit at the time of site development. Staff are in concurrence with the findings of the traffic impact study that all movements at study intersections are expected to operate with acceptable level of service and residual capacity during the weekday AM and weekday PM peak hours.

ICP Transportation and Innovation Support do not object to the proposed development. Staff note that the owner is required to provide a pedestrian connection from each building to the road/proposed walkway. Staff are accepting of the proposed sidewalk network connecting the buildings to sidewalks on Northfield Crescent and along Kingsview Drive.

Strategic and Environmental Planning does not object to the proposed application. Staff note that the owner is solely responsible for ensuring that vegetation removal, site alteration, and development undertaken on the subject lands do not contravene the federal Migratory Birds Convention Act, the federal Fisheries Act, the provincial Endangered Species Act and the provincial Fish and Wildlife Conservation Act.

Source Water Protection staff note that the subject lands are partially within the Ramsey Lake Watershed. However it is not within the Intake Protection Zone "3" and no source water protection policies apply. The development does not impact the Ramsey Lake Watershed and there are no significant threats to drinking water sources at this time.

There was no opposition to the proposed rezoning identified by any circulated department or agency.

### **PLANNING ANALYSIS:**

The following planning analysis is based on the technical comments submitted by internal departments and external agencies, comments received from the public, the 2024 PPS, the 2011 Growth Plan, and the City of Greater Sudbury Official Plan, and other relevant policies and supporting guidelines that were reviewed in their entirety. The following section provides a planning analysis of the application with respect to the applicable policies, including issues raised through agency and department circulation.

The proposed development represents an intensification of vacant land where single detached dwellings have been approved. There are two primary considerations when analyzing intensification; the appropriateness of the built form and site design and the appropriateness of the location.

## Appropriateness of Built Form and Site Design

Intensification is essential to completing our communities, making the most efficient use of land, resources, infrastructure and public service facilities, minimizing negative impacts on air quality and climate change, promoting energy efficiency and supporting public transit, active transportation and the efficient movement of goods. The rate and nature of intensification and associated change is not expected to be uniform across the city but is an important tool in contributing to the Province's goal of 1.5 million homes built by 2031 and increasing the supply and options in housing.

Appropriateness of built form and site design are considered using established planning principles, including density analysis and urban design principles. The proposed development has an overall density of 50 units per hectare, which is medium density per the City's Official Plan (medium density allows up to 90 units per hectare). Building 1 lot has a proposed density of 74.0 units per hectare, Building 2 lot at 57.8 units per hectare, and Building 3 lot has a proposed density of 34.3 units per hectare. Despite the density being less than 90 units per hectare, the proposed building heights of 9 storeys (approximately 30 metres) is a high density built form.

The PPS supports intensification generally, directing growth and development to settlement areas (2.3.1.1. and 2.3.1.3.) and at densities that efficiently use land and resources, optimize existing infrastructure and public service facilities, support active, transportation and are transit-supportive. The proposed development is within the settlement area, is a more efficient use of the land than single detached dwellings, relies on existing infrastructure such as roads and water and wastewater, while connecting to sidewalks.

Staff are of the opinion that the proposed development is consistent with the PPS, 2024 with regards to matters of built form and site design.

The City's Official Plan contains a number of relevant policies directing intensification (2.3.3) and urban design (14.0). The policies deal with compatibility with the existing character of an area in terms of lot size and shape, building siting, coverage, massing, height, traffic, parking, servicing, landscaping, and amenity areas. The proposed development is consistent with these policies as there is existing capacity in the municipal water and wastewater system; a traffic impact study has been submitted in support of the proposed development, the findings of which have been accepted; the provision of landscaped open areas far exceeds the requirement of the zoning by-law; the siting of the building and its surface parking is appropriate and meets the zone standards; and the proposed development supports active transportation and public transit. The applicant has submitted a wind study that reviews the impacts of wind on the proposed development. This will be reviewed in detail at the site plan stage.

Of importance is the discussion of the height of the proposed buildings and their compatibility with the existing neighbourhood, which is comprised of single detached dwellings. The need for compatible built forms is noted through the Official Plan (2.3.3. and 3.2.3. in particular). The proposed buildings are 9 storeys in height (approximately 30 metres) while the surrounding neighbourhood is mostly two storeys in height (approximately 6-8 metres in height). As noted earlier in the report, Building 1 is proposed to be approximately 58 metres from the nearest single detached dwelling, while Buildings 2 & 3 are proposed to be approximately 52 metres from the nearest existing single detached dwelling. This distance is reduced if measuring to the property line of the nearest R1-5 zoned lot, whether existing or proposed. The separation distances to property lines for Building 1 is 52 metres, Building 2 is just over 30 metres, and Building 3 is just over 41 metres. When considering siting of buildings that are taller than adjacent buildings, staff rely on planning principles and submitted studies. A standard urban design principle is the 45° angular plane; this is the projection of a plane at 45° from the maximum height of the lower density property to determine an appropriate height for the adjacent taller development as shown generally in the figure below.



Illustration of the 45° angular plane. Accessed from <https://www.glengower.ca/development/notebook-what-does-suitable-transition-mean/> on January 1, 2025.

The projected 45° angular plan would comfortably allow for the proposed 9 storey buildings in their proposed locations, as shown in the illustration below.

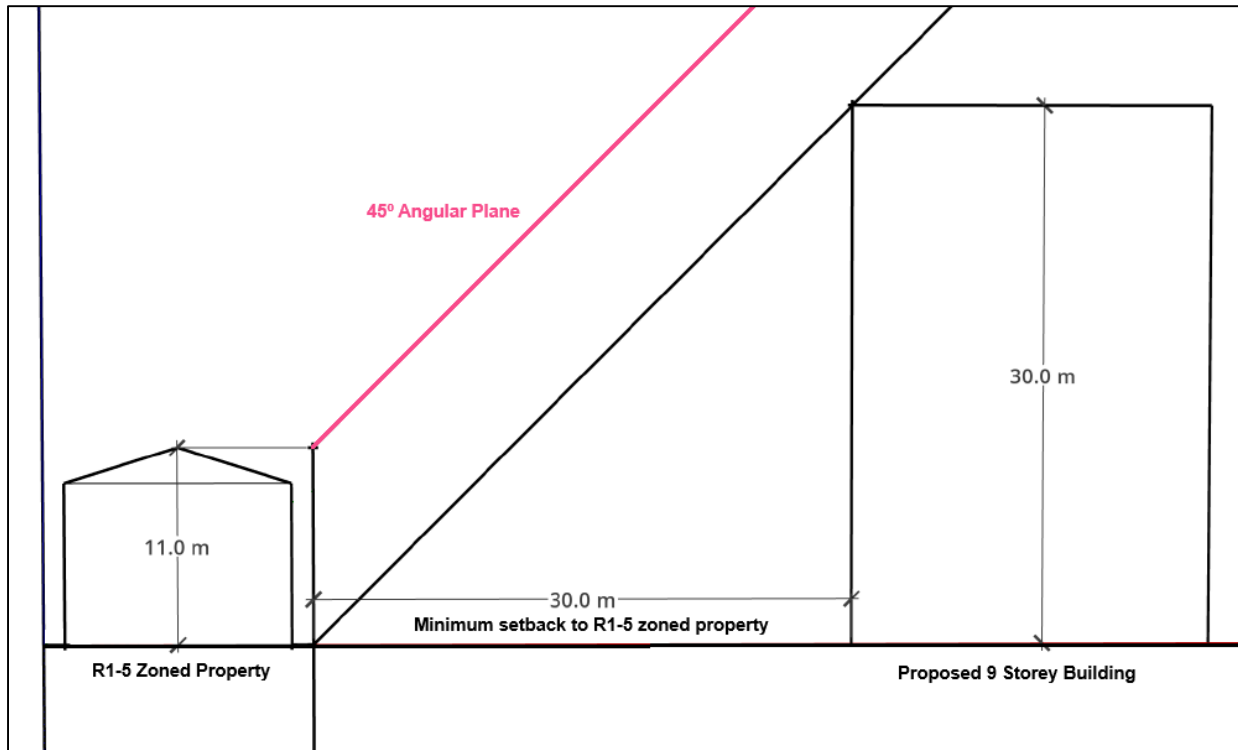


Illustration of the 45° angular plane as it relates to the proposed development, based on the separation distance of Building 2 to the nearest R1-5 zoned lot.

Urban design principles also include the effect of development at the human scale. The use of vegetation and landscaping and the siting of proposed buildings have a substantial effect on how humans experience the built environment. The buildings are sited at an appropriate distance from existing development, while the majority of surface parking is at the rear building, avoiding the large expanse of a parking area. All three buildings will require detailed landscaping, which will be reviewed and implemented through the site plan process. Staff acknowledge that the site is rocky with sparse vegetation but have encouraged the applicant to retain as much natural vegetation as possible to create a vegetative buffer and retain a naturalized environment as much as possible.

Finally, staff are reliant on professional studies, such as the submitted sun/shadow study, to understand the impact of a particular built form on the surrounding established neighbourhood. The submitted sun/shadow study shows the impacts of the shadows cast by the proposed development. The shadows cast by the proposed buildings do not generally cast shade for more than one hour over any property and any areas that are permanently shaded are within the subject lands, near the proposed buildings on the northern exposures, where there is no direct natural sunlight. Staff are of the opinion that the shadows cast by the proposed development are acceptable and are consistent with urban design principles.

Staff are of the opinion that the proposed development is conform to the relevant policies of the Official Plan with regards to built form and site design.

### Appropriateness of Location

The subject lands are located at the termini of North Field Crescent and Fieldstone and Kingsview Drives, respectively. The development includes the connection of these three road networks, as well as maintaining a future road connection to the east. The proposed development relies on existing municipal water and wastewater with only minimal road extensions required. Sidewalks are proposed throughout to support active transportation and the sites are within 500 metres of a transit stop from April to December (summer service). This is consistent with PPS policies in 3.1 Infrastructure and Facilities, 3.2 Transportation Systems, and 3.9 Public Spaces, Recreation, Parks, Trails and Open Space.

The location of the subject lands are consistent with PPS policies directing municipalities to reduce greenhouse gas emissions and prepare for the impacts of a changing climate (2.9.1.). This is done through the creation of compact, transit-supportive, and complete communities; promotion of active transportation and protect the environment; and the consideration of any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate. The proposed development is far more compact than single detached dwellings, is within 500 metres of a transit stop, and include sidewalk connections to support active transportation. It is also important to note that the proposed development would allow for the creation of more residential units, while creating less impervious area than through the continued development of single detached dwelling units. This is important in supporting low impact development, reducing greenhouse gas emissions, and protecting the local environment.

Finally, the PPS requires that natural heritage features and areas be protected for the long term (4.1.1.) and prohibits the development and site alteration in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements. Conservation Sudbury does not object to the proposed rezoning application as there are no regulated natural heritage features, while biological reports have been submitted in support of the application that advise no contravention of the Endangered Species Act. Staff in Strategic and Environmental Planning do not object to the proposed rezoning application.

Staff are of the opinion that the proposed development is consistent with the PPS, 2024 with regards to matters of site location.

The City's Official Plan contains a number of relevant policies directing the location of intensification. The subject land is designated Living Area 1, which primarily focuses on a range of residential uses and other compatible uses that support neighbourhoods. Medium and high density development is permitted in Living Area 1. Locational criteria are identified in policy 3.2.1.4. The proposed development conforms with these criteria; the subject lands are adjacent to lands that front onto the Kingsway, a primary arterial road, is within 500 metres of a transit stop from April until December, and is approximately 1 km from the Kingsway and 1.3 km from Notre Dame Avenue, core commercial and employment areas; the site will be left partially naturalized and the community is served by a local park within the existing Sunrise Ridge subdivision; the site has confirmed municipal water and wastewater capacity and traffic impact study has demonstrated that there is capacity in the road network to allow for the development.

With regards to transit and active transportation policies, there is a GO/VA stop approximately 500 metres from the subject lands, while the buildings are sited close to the street to reduce walking distances for transit access. Should increased transit service be warranted post-development, transit staff will review for levels of service and routing. Sidewalks will be included, to support active transportation and the safety of transit riders, while bicycle racks will be provided at each building, as required by the zoning by-law.

Finally, as with PPS policy, the Official Plan does not permit development or site alteration in the habitat of endangered or threatened species (9.2.2). As noted above, biological reports have been submitted in support of the application that advise no contravention of the Endangered Species Act. Staff in Strategic and Environmental Planning did not object to the proposed rezoning application.

Staff are of the opinion that the proposed development is conform to the relevant policies of the Official Plan with regards to matters of site location.

#### Market Rate and Affordable Rate Units

The proposed development allows for the creation of 324 rental units. Purpose-built rental units, even at market rates, are in high demand in the City of Greater Sudbury; as of October 2024 the City has a vacancy rate of 1.4%, lower than the Provincial average of 2.7% (CMHC Housing Market Information Portal), and far below the a healthy vacancy rate of 5%. To achieve this healthy vacancy rate, the City's updated Housing Supply and Demand Analysis identified the immediate need for 470 purpose built rental units, plus 235 additional units per year, for the next 30 years. Providing purpose-built rental units is supported by the PPS, specifically 2.2.1.b)1. and 2.2.1.b)2., given the housing supports the social and well-being requirements of current and future residents and that it results in a net increase in residential units. This is further supported by the City's

Official Plan; policies in 3.1 support the provision of affordable and market rate rental units and encourages a mix of residential uses to support the needs of the elderly, low-income, and students, while the smaller sized units are supported by policies in 17.2.1. which promote a diversity of housing types and tenure and the provision of smaller (1 and 2 bedroom units) to support the increasing number of smaller households. The creation of purpose built rental units will help alleviate the low vacancy rates in Sudbury and is consistent with policies of both the PPS, 2024 and the Official Plan.

The applicant is proposing that 108 of the rental units will be offered at an affordable rate. This represents one third of the proposed units. The provision of affordable rate units is supported by policies in both the PPS (2.2.1.a) and 2.4.1.2.) and the Official Plan (3.1.a., 16.2.4), 17.2.1.e., 17.2.7.c.,) which recognize the importance of affordable housing in a balanced housing continuum.

The City has a number of policies and incentives to encourage the development of affordable housing, including an Affordable Housing Community Improvement Plan (AHCIP) which offers 4 programs targeting multi-unit affordable housing development. A Tax Increment Equivalent Grant Program (the value of a TIEG Grant is equal to the increase in property assessment and municipal property tax resulting from the development or redevelopment); a Planning and Building Permit Fee Rebate Program (which offers rebates of up to \$5,000 for planning fees and \$30,000 for building permits per property as outlined in the Guide); the Feasibility Grant Program (which offers up to a maximum of \$5,000); and a residential incentive program (per door grant) (which provides up to \$200,000 for newly created affordable dwelling units, \$20,000 per unit or \$10 per square foot of newly created affordable habitable space). Projects must meet certain financial viability, locational and design criteria to be eligible, in addition to being affordable. Access to these incentives will require a separate application and approval by Council and, if approved, the entering into of an affordable housing agreement with the City.

#### Site-Specific Zone Provisions

The applicant has not identified the need for any relief from Zoning By-law 2010-100Z and staff review has not identified any deficiencies to the R4, High Density zone standards. However, staff are recommending site-specific provisions limiting the height and unit count given that the R4, High Density zone would permit development at far greater heights and densities than have been considered through this rezoning process and supported by the submitted studies and reports.

#### Staff Recommendation

Staff recognize the need for housing of all types and tenure throughout the City of Greater Sudbury and the importance of balancing this need with the achievement of development standards to ensure well integrated intensification into existing neighbourhoods. Staff acknowledge that the development of three 9 storey buildings is a change from the previously approved single detached dwellings and an intensification of the site. Despite this change, staff are of the opinion that the proposed development has incorporated a site design that allows for the proposed buildings to integrate into the neighbourhood in a compatible manner. This is reflected in the technical comments based on submitted studies and reports, policy review, and site design assessment.

Given the above analysis, staff recommends approval of the application as described in the Resolution section on the basis that it is consistent with the Provincial Planning Statement, does not conflict with the Growth Plan for Northern Ontario, conforms to the Official Plan for the City of Greater Sudbury, has regard for matters of provincial interest, and represents good planning.

#### **CONCLUSION:**

Planning Services recommends that the application for rezoning be approved subject to the conditions outlined in the Resolution section of this report.