

PLANNING

JUSTIFICATION

REPORT

**OFFICIAL PLAN & ZONING BY-LAW
AMENDMENTS**

0 FALCONBRIDGE ROAD

**CITY OF GREATER SUDBURY
NOVEMBER 2024**

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PLANNING SERVICES

Prepared by:

TULLOCH

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1.0 | INTRODUCTION

TULLOCH is retained by the owner of 0 Falconbridge Road (being PINs 73569-0020 & 73569-0050) 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 Zoning By-Law 2010-100Z.

This report provides justification for an application that seeks to permit a 5-storey, 52-unit multiple dwelling over the subject lands.

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:

- *2024 Provincial Planning Statement (PPS)*
- *Growth Plan for Northern Ontario (GPNO)*
- *City of Greater Sudbury Official Plan (OP)*
- *City of Greater Sudbury Zoning By-Law 2010-100Z*

Overall, the author finds that the proposed Official Plan and Zoning By-Law Amendments conform with the Growth Plan for Northern Ontario and City of Greater Sudbury Official Plan, are consistent with the 2024 Provincial Planning Statement, and represent good planning.

This Planning Justification Report is structured as follows:

- **Section 1.0:** provides the introduction and purpose of this report.
- **Section 2.0:** describes the subject lands including information on the surrounding land use planning context.
- **Section 3.0:** describes the proposed development in detail.
- **Section 4.0:** provides a summary of technical studies submitted as part of the application.
- **Section 5.0:** describes the land use planning policy context including provincial, and municipal planning documents and a review of how the proposed development conforms to or is otherwise consistent with these policies.
- **Section 6.0:** sets out the summary and conclusion of the report and provides a professional land use planning opinion and recommendation on amending the City's Official Plan and Zoning By-law to accommodate the proposed development.

A Pre-Consultation was previously completed with the City of Greater Sudbury on June 23rd, 2023. As part of the complete application submission under the *Planning Act*, supporting technical studies and reports have been prepared to satisfy the requirements of a complete application, as per the Pre-consultation Understanding Memorandum PC2023-058.

The following materials were submitted in support of the applications:

1. Sanitary and Water Capacity Assessment by TULLOCH
2. Concept Plan prepared by Belanger Salach Architects
3. Sun/ Shadow Study prepared by Belanger Salach Architects
4. Elevation Plans prepared by Belanger Salach Architects

2.0 | SUBJECT LANDS AND SURROUNDING CONTEXT

2.1 | SUBJECT LANDS

The subject lands are located along Falconbridge Road in Sudbury and have an approximate area of 0.43 hectares. The properties can legally be described as follows:

PIN 73569-0020: PCL 53M1194-33 SEC SES; LT 33 PL 53M1194 NEELON; S/T LT644223, LT644224, LT644225; GREATER SUDBURY

PIN 73569-0050: PCL 34542 SEC SES SRO; LT 25 PL M380 NEELON EXCEPT PT 1 SR3373; GREATER SUDBURY

The subject lands are currently designated Mixed Use Commercial and zoned C2(74), General Commercial Special in the City's OP and Zoning By-Law. The lands have approximately 269 metres of frontage on Falconbridge Road and are currently vacant with limited vegetative cover (grass).

2.2 | SURROUNDING CONTEXT

The surrounding area primarily consists of a mix of residential, commercial and institutional uses. The immediate surrounding area can be described as follows:

NORTH: Industrial type uses and commercial uses (Rush Truck Centres), low and medium-density residential

EAST: Low-density residential areas, lands zoned future development (FD)

SOUTH: Low-density residential areas and commercial uses fronting Falconbridge Road and Westbourne Street

WEST: Low-density residential areas, institutional (St. Charles College & St. Trinity Catholic Elementary) industrial type/commercial (Access Storage, HydroOne, Stack Brewing)



Figure 1 - Surrounding Context Map

2.3 | PREVIOUS PLANNING ACT APPLICATIONS

The subject lands were subject to former Official Plan (OPA) and Zoning By-Law Amendments in addition to an Ontario Municipal Board order related to the City of Greater Sudbury's 2006 Official Plan adoption.

Given the OPA, Section 21.43 of the OP states that:

21.43 Notwithstanding the policies of Section 4.3, on lands described as Lot 25, Plan M-380 and Lot 33, Plan 53M-1194, Lot 10, Concession 5, Neelon Township, the only permitted use shall be offices.

Former OPA #272

OMB Order dated December 17th, 2007

Case # PL070279

The property was also formerly subject to a rezoning application. The existing site-specific C2(74) zoning is as follows:

(wv) C2(74) (OFFICE)
 Neelon Township Maps Lot 10, Con 5, Lot 11, Con 5

Notwithstanding any other provision hereof to the contrary, within any area designated C2(74) on the *Zone Maps*, all provisions of this By-law applicable to [C2 Zones](#) shall apply subject to the following modifications:

- (i) The only permitted *use* shall be *office*;
- (ii) The maximum *building height* shall be one *storey*;
- (iii) The *maximum gross floor area* shall not exceed 375m²;
- (iv) The minimum *rear yard* shall be 15 metres;
- (v) The minimum *interior side yards* shall be 15 metres.

3.0 | PROPOSED DEVELOPMENT & APPLICATIONS

3.1 | PROPOSED DEVELOPMENT

The development proposal seeks to establish a 5-storey 52-unit multiple dwelling (See Figure 2). The multiple dwelling will include a range of 1 and 2-bedroom units with common amenity space located on the ground floor.

The proposed development would be accessed from a new access driveway from Falconbridge Road. The development includes a surface-level parking area surrounding the building with a total of 63 spaces, 26 bicycle parking spaces and 1 loading space.

The development will include a 3.0-wide planting strip along the front lot line and a 1.5-metre-high opaque fence with a 1.8-metre-wide planting strip along the interior side and rear lot lines.

Further site details including proposed setbacks can be found in *Table 1*.



Multiple Residential Development
Falconbridge Road | Sudbury, Ontario
Preliminary Elevation - Falconbridge Road Facade

SK3
March 28, 2024
1/8" = 1' 0"

 belanger
salach
architecture

Figure 2: Elevation Plan prepared by Belanger Salach Architects

3.2 | PLANNING ACT APPLICATIONS

The application proposes to rezone the subject lands from 'C2(74)' General Commercial Special to '(H)R4-S' High-Density Residential Special to facilitate the development of a five-storey, 52-unit multiple dwelling. A holding symbol is proposed to be applied until such time that the Don Lita Lift Station has sufficient sanitary capacity. In addition, an Official Plan Amendment application proposes to rescind the site-specific

OPA 21.43 which states that the only permitted use shall be offices (outlined in *Section 2.3* of this report) to facilitate the aforementioned development.

As part of the Zoning By-law Amendment, the following site provisions are proposed:

- To permit 1.2 parking spaces per unit where 1.5 parking spaces per unit are required; and
- To permit a front yard setback of 6.0-metres where 15.0-metres is required.

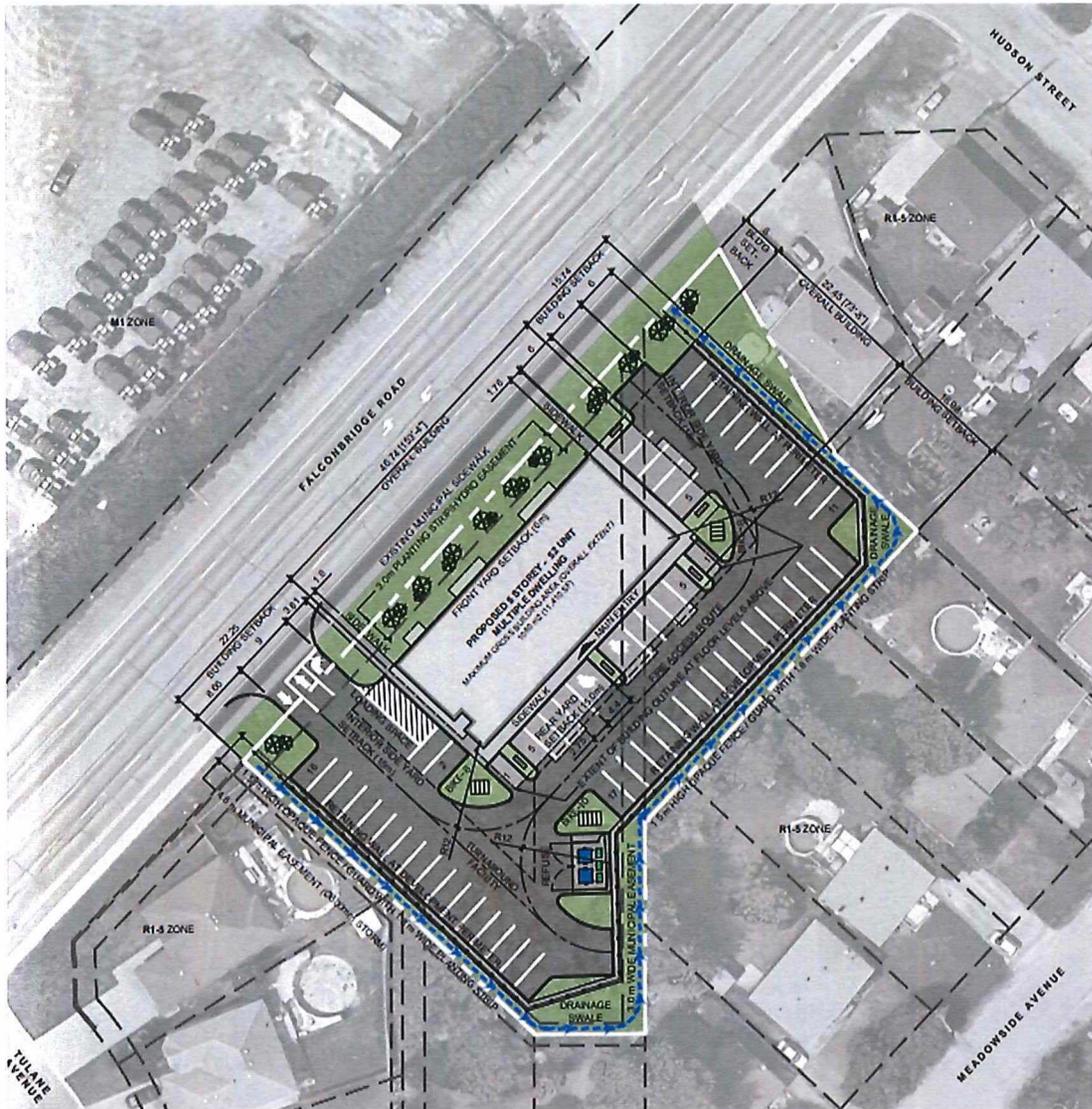
Table 1 provides a comparison of the existing C2(74) standards, the new R4 zone standards and the development.

Table 1: Zoning Comparison Table

	PROPOSED	R4 ZONE STANDARDS	EXISTING C2(74) ZONE STANDARDS
Lot Area (min)	±0.43ha (±83m ² per unit)	65m ² per unit	1350m ²
Lot Frontage (min)	±269.75m	30.0m	30.0m
Lot Depth (min)	±54.18m (irregular)	45.0m	-
Front Yard Setback (min)	6.0m	15.0m	15.0m
Rear Yard Setback (min)	±15.97m	10.0m	15.0m
Interior Side Yard Setback (min)	±15.75m (NE) ±22.25m (SW)	10.0m	15.0m
Lot Coverage (max)	±24.0%	50%	50% (Max gross floor area shall not exceed 375m ²)
Height (max)	±5 storeys ±21.0-metres	63.0m	1-storey
Min Landscaping	±1314m ² (30.3%)	30%	5%

3.3 | SITE PLAN CONTROL

Should the rezoning application be approved, the property would be required to enter into a Site Plan Control Agreement pursuant to *Section 41* of *The Planning Act*. Matters such as site layout, landscaping, drainage, municipal services, vehicle and pedestrian access, and site and building design will be addressed through the site plan control process.



EXISTING PROPERTY ZONING CLASSIFICATION

- GENERAL COMMERCIAL - C2(74)
 • PERMITTED USES - SINGLE STOREY OFFICE

PROPOSED PROPERTY ZONING CLASSIFICATION

- HIGH DENSITY RESIDENTIAL (R4)
 • PERMITTED USES - MULTIPLE DWELLING (MAXIMUM 150 UNITS / HECTARE)

PROPOSED BUILDING CONCEPT AND CONFIGURATION

A 5 STOREY MULTIPLE RESIDENTIAL DWELLING COMPLEX CONSISTING OF 62 UNITS (0.4336 hectares x 150 units / hectare = 65)

SITE INFORMATION

- PROPERTY AREA = 4336.25 m² (1.072 acres / 0.4336 hectares)
- PROPERTY AREA WITHIN PROPOSED YARD SETBACKS = 1961.39 m² (0.485 acres / 0.1961 hectares)

REQUIRED YARD SETBACKS AND SPECIAL PROVISIONS FOR PROPOSED R4 ZONING

FRONT YARD SETBACK (NORTHWEST / FALCONBRIDGE ROAD)
 15.0 METRES (MATCH EXISTING C2(74) - 15.0 METRES)

REAR YARD SETBACK (SOUTHEAST / R1-5 ADJACENT)
 15.0 METRES (MATCH EXISTING C2(74) - 15.0 METRES)
 -OR-
 10.0 METRES (5 STOREYS + 1.0 m FOR EACH ADDITIONAL STOREY ABOVE 5 STOREYS ABOVE FINISHED GRADE - R4 STANDARD)

INTERIOR SIDE YARD SETBACK (SOUTHWEST / NORTHEAST / R1-5 ADJACENT)
 15.0 METRES (MATCH EXISTING C2(74) - 15.0 METRES)
 -OR-
 10.0 METRES (5 STOREYS + 1.0 m FOR EACH ADDITIONAL STOREY ABOVE 5 STOREYS ABOVE FINISHED GRADE - R4 STANDARD)

MAXIMUM LOT COVERAGE - 50% (24.0% COVERAGE - 1037 m²)
 MINIMUM LANDSCAPED OPEN SPACE - 10% (30.3% PROVIDED - 1314 m²)

MAXIMUM BUILDING HEIGHT - 63.0 METRES

MINIMUM VEHICLE PARKING REQUIREMENTS

1.5 PARKING SPACES / RESIDENTIAL UNIT LESS 10% WHEN LOT IS DIRECTLY ABUTTING MUNICIPAL TRANSIT ROUTE = (1.5 x 62 DWELLING UNITS) - (10% GOVA REDUCTION) = 78 RESIDENTIAL - 8 GOVA = 78 - 8 = 70 PARKING SPACES REQUIRED

63 PARKING SPACES PROVIDED (PROPOSED PARKING RATIO OF 1.2 SPACES / UNIT)

A MINIMUM OF 2 ACCESSIBLE PARKING SPACES ARE REQUIRED

MINIMUM BICYCLE PARKING REQUIREMENTS

(52 RESIDENTIAL UNITS)
 0.5 SPACES / DWELLING UNIT = 26 SPACES

LOADING SPACE REQUIREMENTS

1 LOADING SPACE REQUIRED FOR MULTIPLE DWELLING COMPLEX CONTAINING 50 UNITS OR MORE
 1 LOADING SPACE PROVIDED

SUMMARY LISTING OF NON-COMPLIANCE ITEMS APPLICABLE TO PROPOSED ZONING CLASSIFICATION

1. REQUIRED PARKING RATIO IS 1.5 PARKING SPACES / UNIT. REQUESTING A RATIO OF 1.2 PARKING SPACES / UNIT
2. REQUIRED FRONT YARD SETBACK = 15.0m ALONG ARTERIAL ROAD. REQUESTING 6.0m FRONT YARD SETBACK
3. TO PERMIT RETAINING WALL STRUCTURES REQUIRED FOR DEVELOPMENT TO BE INCLUDED IN LANDSCAPED OPEN SPACE CALCULATION

Figure 3 - Concept Plan

4.0 | TECHNICAL STUDIES

4.1 | SUN/SHADOW STUDY

As part of a complete application, Belanger Salach Architects provided a Sun Shadow Analysis which assessed the impact of the building height, mass, and location of shadows cast on surrounding residential areas and public sidewalks.

The sun shadow renderings conclude that:

- The majority of the proposed building's sun shadowing is contained within the subject lands and the Falconbridge Road right-of-way with sun-shadow extending into the rear yards of single-detached dwellings north-east of the subject properties in late afternoon;
- In the spring (March) the sun shadow is contained to the subject property, Falconbridge Road right-of-way and extends into the rear yards of single-detached dwellings north-east of the properties in late afternoon;
- In the fall (September) the sun shadow is contained to the subject property, Falconbridge Road right-of-way and extends into the rear yards of single-detached dwellings north-east of the properties in late afternoon; and,
- Between the beginning of December through the end of February, the only residential lot experiencing permanent shadowing is the front yard of 982 Falconbridge Road.

4.2 | SEWER AND WATER CAPACITY ASSESSMENT

As part of a complete application, a sewer and water capacity analysis was submitted to the City of Greater Sudbury. The City's Development Engineering Department determined that sanitary mains are capable of conveying the additional 3.64L/s of flow that is expected from the proposed development. It was determined by a WaterCAD analysis that sufficient water capacity and pressure are available for the proposed development. However, the Don Lita Lift station does not have the capacity for any additional sanitary flows at this time.

Development Engineering advised that a holding provision would be necessary until such time that constraints related to the Don Lita Lift Station were resolved. As of June 2023, Development Engineering advised that the design of necessary upgrades to the Don Lita Lift station was currently in progress at the municipal level.

5.0 | POLICY OVERVIEW AND ANALYSIS

5.1 | PROVINCIAL PLANNING STATEMENT STATMENT, 2024

The *2024 Provincial Planning 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. All development proposals must demonstrate consistency with the PPS. Policies applicable to the proposed Official Plan and Zoning By-Law Amendments are discussed below.

Section 2.2 speaks to the importance of planning for people and homes. It states in part:

- 2.1.6** *Planning authorities should support the achievement of complete communities by:*
- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;*
 - b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and*
 - c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

PLANNING ANALYSIS

The development supports the achievement of complete communities by adding residential units in a compact and efficient form of development that is appropriate for its location on a primary arterial road. The proposed development provides for a range of residential unit sizes including one, and two-bedroom units suitable for people of all ages and abilities.

The proposed development supports recent GOVA transit investments by locating a high-density residential use along a high-frequency transit corridor and in a neighbourhood which is supported by a range of residential, institutional, and commercial uses in addition to parks and recreational opportunities. Thereby providing for rental housing in a location which assists in improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

Section 2.2 speaks to providing adequate housing options and densities to meet current and future needs, and states, in part:

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.

PLANNING ANALYSIS

The proposed development contributes to the overall planned density of the delineated settlement area in the City of Greater Sudbury. The proposed development represents a density of 121 units/hectare, making efficient use of the subject lands, existing infrastructure such as municipal sewer and water services, and the GOVA Transit Route which runs along Falconbridge Road, per **Section 2.2.1(c)**.

Given that the subject lands are currently vacant, the proposed development would support residential intensification, while introducing a new housing option to the area to help meet the diverse needs of current and future residents, per **Section 2.2.1**. Further, the City of Greater Sudbury has made a target of creating 3,800 new housing units by 2031. The range of different unit sizes provided by the proposed development will contribute to overall housing choice in the City and assist in achieving the City's housing targets.

Section 2.3.1 outlines general policies for development within settlement areas, and states, in part:

- 2.3.1.1** *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.*
- 2.3.1.2** *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*
- ...
- 2.3.1.3** *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.*
- 2.3.1.4** *Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions*

PLANNING ANALYSIS

Per Section 2.3.1, the proposed development of the subject lands focuses growth and development within the City's settlement area boundary and represents a land use that allows for:

- The efficient use of land and resources through the development of a vacant property;
- The optimization of existing and planned infrastructure and public service facilities along Falconbridge Road and within the surrounding area, including but not limited to municipal sewer and water services and the existing elementary and secondary schools located west of the subject lands;
- The support of active transportation and public transit systems, with sidewalks and GOVA transit route #23 running along Falconbridge Road, with the nearest stop being within 100-metres of the subject lands;
- Intensification of the subject lands which would achieve a more complete community by providing a new housing option to the existing Residential Area along Falconbridge Road, per **Section 2.3.1.3**
- Assisting the City of Greater Sudbury in achieving 20 percent of its future residential growth and development through intensification within the Built Boundary per OP Policy **2.3.3.2**.

Section 2.9 of the PPS details policies related to energy conservation, air quality and climate change. Policies applicable to the development proposal are as follows:

2.9.1 *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;

...

d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality

PLANNING ANALYSIS

The proposed development helps to prepare for the impacts of a changing climate by promoting active transportation and public transit systems, contributing to a more complete community, per **Section 2.9.1** via locating high-density residential development within the settlement area on a transit corridor, with access to a variety of commercial, institutional, recreational and employment opportunities nearby.

Section 3.6 of the PPS details policies related to sewage, water and stormwater management.

3.6.1 *Planning for sewage and water services shall:*

a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services and existing private communal sewage services and private communal water services;

b) ensure that these services are provided in a manner that:

1. can be sustained by the water resources upon which such services rely;

2. is feasible and financially viable over their life cycle;

3. protects human health and safety, and the natural environment, including the quality and quantity of water; and

4. aligns with comprehensive municipal planning for these services, where applicable.

c) promote water and energy conservation and efficiency;

d) integrate servicing and land use considerations at all stages of the planning process

PLANNING ANALYSIS

The proposed development is located within the Settlement Area and is further located within the Built Area Boundary. The proposed development will be fully municipally serviced through Falconbridge Road. The proposed development represents an efficient use of existing municipal infrastructure.

The City of Greater Sudbury's Development Engineering department determined that sanitary mains are capable of conveying the additional 3.64L/s of flow expected from the proposed development and that sufficient water capacity and pressure is available. However, the Don Lita Lift station does not have the capacity for any additional sanitary flows at this time. As previously discussed, a holding symbol is proposed to be applied to the lands until such time that constraints at the Don Lita Lift station are resolved.

A holding symbol has been applied to the proposed zoning to align with **Section 3.6.1** policies.

Section 4.1 of the PPS details nature heritage and the protection and wise management of those features for the long term.

4.1.4 *Development and site alteration shall not be permitted in:*

a) significant wetlands in Ecoregions 5E, 6E and 7E1

4.1.5 *Development and site alteration shall not be permitted in:*

d) significant wildlife habitat;

unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.

4.1.7 *Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.*

4.1.8 *Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 4.1.4, 4.1.5, and 4.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.*

PLANNING ANALYSIS

The Nickel District Conservation Authority advised that there is a small wetland feature located on the northeast corner of the property. The wetland is smaller than 0.5 hectares and therefore is not regulated by Conservation Sudbury and is not considered a significant wetland feature.

Additionally, through pre-consultation City of Greater Sudbury's Strategic and Environmental Planning department advised that the development proposal does not pose an elevated risk to species protected by the Endangered Species Act (ESA) or to their habitat. More specifically they concluded that *'the proposed development is anticipated to either have only minor negative effects on the overall natural environment or to have potential negative effects that are to be adequately mitigated as indicated on the relevant site plans. As such, specific environmental studies are not required beyond those that may have been requested previously.'*

Therefore, it is concluded that the development proposal is consistent with policies found under **Section 4.1** of the PPS.

5.2 | GROWTH PLAN FOR NORTHERN ONTARIO (GPNO)

The *Growth Plan for Northern Ontario* (GPNO) is a 25-year plan that provides guidance in aligning provincial decisions and investment in Northern Ontario. It contains policies to guide decision-making surrounding growth that promotes economic prosperity, sound environmental stewardship, and strong, sustainable communities that offer northerners a high quality of life. It also recognizes that a holistic approach is needed to plan for growth in Northern Ontario.

Section 3.4.3 of the GPNO promotes a diverse mix of land uses within northern communities. 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.*

PLANNING ANALYSIS

Per **Section 3.4.3**, the proposed development promotes a more diverse range and mix of housing types on a property that is currently vacant and is in proximity to a mix of land use including a range and mix of employment options, and easy access to local stores and services located along Falconbridge Road, Lasalle Boulevard and the Regional Centre designation along the Kingsway.

5.3 | CITY OF GREATER SUDBURY OFFICIAL PLAN (OP)

The *City of Greater Sudbury 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.

Section 2.3.2 of the OP speaks to policies regarding the City's settlement area, and states, in part:

- 2.3.2.1** *Future growth and development will be focused in the Settlement Area through intensification, redevelopment and, if necessary, development in designated growth areas.*
- 2.3.2.2** *Settlement Area land use patterns will be based on densities and land uses that make the most efficient use of land, resources, infrastructure and public service facilities, minimize negative impacts on air quality and climate change, promote energy efficiency and support public transit, active transportation and the efficient movement of goods.*
- 2.3.2.3** *Intensification and development within the Built Boundary is encouraged in accordance with the policies of this Plan. Development outside of the Built Boundary may be considered in accordance with the policies of this Plan.*

Section 2.3.3 outlines policies regarding intensification, and states in part:

- 2.3.3.1** *All forms of intensification are encouraged in accordance with the policies of this Plan.*
- 2.3.3.2** *The City will aim to accommodate 20 percent of future residential growth and development through intensification within the Built Boundary.*
- 2.3.3.3** *Large scale intensification and development is permitted in strategic core areas such as the Downtown, Regional Centres and major public institutions, in accordance with the policies of this Plan.*
- 2.3.3.4** *Medium scale intensification and development is permitted in Town Centres, Secondary Community Nodes, Regional Corridors and Mixed Use Commercial corridors, in accordance with the policies of this Plan.*
- 2.3.3.5** *Intensification and development is permitted in established Living Area I lands, in accordance with the policies of this Plan.*
- 2.3.3.9** *The following criteria, amongst other matters, may be used to evaluate applications for intensification :*
 - a. the suitability of the site in terms of size and shape of the lot, soil conditions, topography and drainage;*

- b. the compatibility proposed development on the existing and planned character of the area;*
- c. the provision of on -site landscaping, fencing, planting and other measures to lessen any impact the proposed development may have on the character of the area;*
- d. the availability of existing and planned infrastructure and public service facilities;*
- e. the provision of adequate ingress/egress, off street parking and loading facilities, and safe and convenient vehicular circulation;*
- f. the impact of traffic generated by the proposed development on the road network and surrounding land uses;*
- g. the availability of existing or planned, or potential to enhance, public transit and active transportation infrastructure;*
- h. the level of sun-shadowing and wind impact on the surrounding public realm;*
- i. impacts of the proposed development of surrounding natural features and areas and cultural heritage resources;*
- j. the relationship between the proposed development and any natural or manmade hazards; and,*
- k. the provision of any facilities, services and matters if the application is made pursuant to Section 37 of the Planning Act.*

Where applicable, applications for intensification of difficult sites may be subject to Section 19.7.

2.3.3.10 *Residential intensification proposals will be assessed so that the concerns of the community and the need to provide opportunities for residential intensification are balanced*

PLANNING ANALYSIS

The subject lands are located within the City's settlement area and built boundary. Per Section 2.3.2, the proposal focuses on future development within the settlement area through the intensification of vacant underutilized land. Additionally, the proposed development promotes a land use that makes efficient use of the existing available sewer and water services, minimizes negative impacts on air quality and climate change, and supports public transit and transportation networks.

The City's Official Plan allows for large-scale intensification and development in strategic core areas. The proposed development's resultant density is 121 units per hectare which falls below the 150 units per

hectare range for high-density development and above the City's medium-density range of 90 units per hectare. Given the City's location on a primary arterial road with high-frequency transit service in between two major commercial corridors (the Kingsway and Lasalle Boulevard) the property is suitable for higher-density housing forms. Additionally, OP Section 3.2.1.3 speaks to medium-scale intensification being small apartment buildings no more than five storeys in height. Thus, from a built-form perspective, the development will function as a medium-density residential development.

Regarding **Section 2.3.3**, intensification of the currently vacant subject lands is encouraged and would assist in accommodating 20 percent of future residential growth and development within the Built Boundary, per **Section 2.3.3.3**.

Section 2.3.3.9 of the Official Plan sets out the tests (criteria) for evaluating whether a location is appropriate for intensification. The proposed development meets the tests for an appropriate location to permit intensification given that:

- The site provides for a shape, size and topography (± 0.43 hectares with ± 269 metres of frontage on a primary arterial road) that is appropriate for a higher density use;
- The site's initial drainage design has been considered and included in the Conceptual Design in *Figure 3* and will include drainage swales to direct runoff;
- The proposed development complements the existing character of the area by proposing to locate the building as far from existing single detached dwellings as feasible, complements the existing institutional uses across Falconbridge Road, and facilitates public realm improvements on a high-visibility lot;
- The site will be fully serviced, and efficiently use existing and proposed soft and hard infrastructure;
- The site provides for adequate ingress/egress, parking and loading facilities, and appropriate vehicular circulation;
- The approval authority did not require a Traffic Impact Study as part of the development based on traffic generation during peak periods;
- The development of the site will contribute to transit ridership and active transportation in the area which is near major retail areas, institutional uses and recreational opportunities;
- The site is located on a high-frequency transit corridor;
- The proposed five-storey multiple dwelling has been setback ± 15.0 m from low-density residential uses where the zoning by-law requires 10.0m, and positive results from the Sun Shadow Analysis were found;
- No natural features or cultural heritage resources have been identified on the subject site; and,

- Public Consultation efforts will address balancing any community concerns with the proposed residential intensification on the site.

Section 4.3 outlines policies regarding the City’s Mixed Use Commercial land use designation, and states, in part:

4.3.1 *All uses permitted by the Plan except Heavy Industrial may be accommodated in the Mixed Use Commercial designation through the rezoning process. Uses permitted in the Mixed Use Corridor designation shall provide for a broad range of uses that serve the needs of the surrounding neighbourhoods:*

4.3.4 *Subject to rezoning, new development may be permitted provided that:*

a. sewer and water capacities are adequate for the site;

b. parking can be adequately provided;

c. no new access to Arterial Roads will be permitted where reasonable alternate access is available;

d. the traffic carrying capacity of the Arterial Road is not significantly affected;

...

f. landscaping along the entire length of road frontages and buffering between non-residential and residential uses will be provided; and,

g. the proposal meets the policies of Sections 11.3.2 and 11.8, and Chapter 14.0, Urban Design.

PLANNING ANALYSIS

Per **Section 4.3.1**, residential development is permitted within the Mixed-Use Commercial designation subject to rezoning. In addition, the application proposes development that would, per **Section 4.3.3**:

- Have a holding symbol applied until such time that the upgrades to the Don Lita Lift Station occur in order to provide adequate sewer and water servicing;
- Provides landscaping along the entire length of the road frontage and buffering between adjacent residential uses via proposed privacy fencing and landscaping;
- Provides adequate parking and is unlikely to affect the traffic carrying capacity of Falconbridge Road given that the City’s Roads Department did not require a Traffic Impact Study as a part of a complete application;
- Would meet the policies of Sections 11.3.2 via locating higher-density housing along Arterial Roads and within 100.00m of the nearest transit stop as a means of enhancing the feasibility of

transit services, increasing ridership, alleviating traffic congestion and reducing reliance on the automobile

- Is designed to address Chapter 14.0 policies related to urban design, and built form discussed later in this report.

Moreover, the application proposes to rescind the site-specific OPA and replace the existing C2(74) zoning which only permits a 1-storey office use for a proposed use (being high-density residential) that better aligns with the objectives of the Mixed-Use Commercial designation, transit-supportive development and growth targets.

Land use policies which aim at supporting transit needs are outlined in **Section 11.3.2**, and state, in part:

- 11.3.2.1** *Urban design and community development that facilitate the provision of public transit will be promoted.*
- 11.3.2.2** *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.*
- 11.3.2.3** *Mixed uses and higher density housing along Arterial Roads and at other strategic locations are encouraged as a means of enhancing the feasibility of transit services, increasing ridership, alleviating traffic congestion and reducing reliance on the automobile.*

Section 11.4 speaks to parking policies, and states, in part:

- 11.4.3** *Parking requirements may be reduced where feasible through implementation of the following tools:*
 - b. Reducing parking requirements in the Regional Centre, Secondary Community Nodes and Regional Corridors where transit, cycling and pedestrian alternatives exist*

PLANNING ANALYSIS

Per **Section 11.3.2**, the application proposes a development that would:

- Facilitate the provision of public transit, by benefitting from the existing GOVA Transit Route #23 which runs along Falconbridge Road
- Ensure efficient transit use as the subject lands are within 100-metres walking distance of the nearest bus stop located at 982 Falconbridge Road.

- Enhance the feasibility of transit services, increase ridership, alleviate traffic congestion, and reduce automobile reliance through the development of higher-density housing along a primary arterial road in proximity to a range of employment (industrial/commercial/institutional) uses.

Regarding **Section 11.4**, the application proposes a reduction in parking spaces from 73 to 65 spaces, which is feasible given transit, and pedestrian focused alternatives exist along Falconbridge Road.

Section 14.3 addresses policies respecting Community and Neighbourhood design and states in part:

14.3.2 *Buildings, structures and other design elements that complement the surrounding built form and character are encouraged.*

PLANNING ANALYSIS

Per **Section 14.3** the design/layout of the proposed development integrates with the existing built form along the Arterial Road and the mixed character of the corridor. The building has been located 6.0m from the front lot line in order to animate the street frontage and enable enhanced setbacks to adjacent residential uses.

The development incorporates urban design elements that add to the site's compatibility with the surrounding neighbourhood by including landscaped street trees, 1314m² (30.3%) of landscaped open space, a reasonable lot coverage of 24%, opaque fencing, and appropriate lighting. These design elements will beautify the site, provide amenity areas for residents and inherently create a space which feels safe, animated and provides visual interest to the street thereby contributing to public life.

Section 14.4 addresses site and building design and states in part:

14.4.1 *Development and intensification will be located and organized to fit with its existing or planned context. It will frame and support adjacent streets, parks and open spaces to improve activity, comfort and safety by:*

a. generally locating buildings parallel to the street or along the edge of a park or open space with a consistent front yard setback. On a corner site, development and intensification should be located along both street frontages and give prominence to the corner. On a site that terminates a street corridor, the development should acknowledge the prominence of that site;

b. massing buildings to define the edges of streets, parks and open spaces in good proportion;

c. creating appropriate transitions in scale to neighbouring existing or planned buildings;

- d. locating main building entrances so that they are clearly visible and easily accessible from the public sidewalk;*
- e. providing ground floor uses that have views into surrounding streets, parks and open spaces; and,*
- f. minimizing shadowing and uncomfortable wind conditions on surrounding streets, parks and open spaces to preserve their utility.*

PLANNING ANALYSIS

In response to **Section 14.4.1** the building has been located 6.0m from Falconbridge Road to give the development prominence on the street while separating it from adjacent single-detached dwellings. A +/- 15.0m setback from the rear lot line and a +/-22m and +/-15.0m setback from the interior lot lines in addition to fencing and landscape buffering has been provided to create an appropriate transition in scale to neighbouring low-density residential uses.

The building features an entrance that will be clearly visible and accessible from the public sidewalk and has numerous windows for lighting, views, and surveillance of the street.

Sun-shadowing from the building will be minimal and locating the building closer to the Falconbridge Road frontage will reduce massing impacts on the adjacent corridor, low-density residential uses and amenity spaces on site.

Section 14.4.2 addresses the design of vehicle parking, access, service areas and utilities and states:

- 14.4.2** *Development and intensification will locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties and the public realm by:*
- a. minimizing the number of curb cuts and driveways that cross the public sidewalk;*
 - b. limiting surface parking between the front face of the building and the public street and sidewalk;*
 - c. locating servicing and utilities towards the sides or rear of the building and screening the servicing from views from adjacent streets;*
 - d. integrating servicing and utility functions within the building, where possible; and,*
 - e. providing adequate landscaping and buffering between adjacent properties.*

PLANNING ANALYSIS

Per **Section 14.4.2**, one driveway is proposed to provide access to the site. Such is considered appropriate to provide for vehicular circulation and fire route access. Parking areas have been located in the interior and rear yards to reduce visual impact in the front yard/street frontage. Loading areas have been located out of view from the public realm interior to the site.

The development provides for setbacks greater than required in the R4 zone and areas around the periphery of the site will be buffered by landscaping and fencing to be detailed and finalized through the site plan approval process.

The policies in **14.4.3** address amenities to be provided in development and states:

14.4.3 *Development and intensification will provide amenity for adjacent streets, parks, and open spaces by making these areas attractive, interesting, safe comfortable and functional by:*

a. improving adjacent boulevards and sidewalks through sustainable design elements including without limitation trees, shrubs, plantings or other ground cover, permeable paving materials, street furniture and bicycle parking facilities.

b. coordinating landscape improvements in setbacks to create attractive transitions from private to public realm;

...

d. providing landscaped open space within the development site;

e. landscaping the edges of surface parking lots along streets, parks, and open spaces to define edge condition and provide screening;

f. providing safe pedestrian routes and landscaped areas within surface parking lots; and, providing bicycle parking facilities and, where appropriate, public transit infrastructure, within the development site.

PLANNING ANALYSIS

Per **Section 14.4.3**, the development features boulevard improvements in addition to landscaped open space within the development site. These improvements include landscaping and street tree planting, all of which will make this presently vacant site more attractive, comfortable, and functional.

5.4 | CITY OF GREATER SUDBURY ZONING BY-LAW 2010-100Z

The application proposes to rezone the subject lands from 'C2(74)' General Commercial Special to 'R4(S)' High Density Residential Special to facilitate the development of a five-storey, 52-unit multiple dwelling. A holding symbol is proposed to be applied until such time that the Don Lita Lift Station has sufficient sanitary capacity.

As part of the amendment following site-specific provisions that are appropriate for the orderly development of the subject lands are proposed:

- To permit 1.2 parking spaces per unit where 1.5 parking spaces per unit are required.
- To permit a front yard setback of 6.0-metres where 15.0-metres is required

Table 2 provides a comparison of the existing C2(74) standards, the new R4 zone standards and the development

Table 2: Zoning Comparison Table

	PROPOSED	R4 ZONE STANDARDS	EXISTING C2(74) ZONE STANDARDS
Lot Area (min)	±0.43ha (±83m ² per unit)	65m ² per unit	1350m ²
Lot Frontage (min)	±269.75m	30.0m	30.0m
Lot Depth (min)	±54.18m (irregular)	45.0m	-
Front Yard Setback (min)	6.0m	15.0m	15.0m
Rear Yard Setback (min)	±15.97m	10.0m	15.0m
Interior Side Yard Setback (min)	±15.75m (NE) ±22.25m (SW)	10.0m	15.0m
Lot Coverage (max)	24%	50%	50% (Max gross floor area shall not exceed 375m ²)
Height (max)	±5 storeys ±21.0-metres	63.0m	1-storey
Min Landscaping	±1314m ² (30.3%)	30%	5%

PARKING

To facilitate the proposed development, a reduction in the required parking spaces per multiple dwelling unit is proposed. The zoning by-law requires developments to provide 1.5 parking spaces per multiple-dwelling unit. Lands abutting GOVA transit routes benefit from a 10% reduction in required parking standards. Given the subject lands abut a GOVA transit line the subject lands are required to provide 1.35 spaces per unit. As part of the development, it is requested that a parking standard of 1.2 parking spaces per unit be applied to the proposed units. The parking space reduction will assist in making the development more transit-supportive promoting the use of adjacent transit, cycling, and other alternative transportation methods while still maintaining an adequate number of parking spaces to service the development.

FRONT YARD SETBACK

The development proposes to reduce the front yard setback from 15.0 metres to 6.0 metres. A reduction is appropriate to facilitate a pedestrian-oriented streetscape by bringing the proposed building closer to the street line per **Section 14.4** of the OP. It should be noted that the reduction aids in providing further enhanced setbacks and buffering to adjacent residential uses.

6.0 | CONCLUSION

The proposed Official Plan and Zoning By-Law Amendments would facilitate the development of a five-storey, 52-unit multiple dwelling.

Overall, the proposed development meets provincial and municipal policies and contributes to the range and mix of housing options and densities within the City of Greater Sudbury, while optimizing the use of vacant land and existing municipal services, transit and active transportation systems.

More specifically:

- The development is transit-supportive through the reduction in parking, on-site bicycle parking, and location on a high-frequency GOVA transit line;
- The proposed multiple dwellings will contribute to the range and mix of housing available in the area and support residential intensification targets of building 3800 homes by 2031;
- The site is suitable for the proposed density and building form;
- The proposal has been evaluated in the context of the surrounding and future land uses and is considered appropriate;
- Adequate parking, setbacks, landscaping and amenity areas can be provided; and
- A holding symbol will be applied to limit development until such time the Don Lita Lift Station constraints are resolved.

Given the analysis provided herein, it is the author's opinion that the proposed Official Plan and Zoning By-Law Amendments are consistent with the 2024 Provincial Planning Statement, conform with the Growth Plan for Northern Ontario and the intent of the City of Greater Sudbury Official Plan, and represent good planning.

Respectfully submitted,

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