

Housing As-of-Right: Row Dwellings in the 'C2' General Commercial Zone

Presented To:	Planning Committee
Meeting Date:	June 9, 2025
Type:	Public Hearing
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Recommended by:	General Manager of Growth and Infrastructure
File Number:	751-6/25-06

Report Summary

This report provides a recommendation regarding a Zoning By-law Amendment to increase housing opportunities in the 'C2', General Commercial zone.

This report is presented by Bailey Chabot, Senior Planner.

Resolution

THAT the City of Greater Sudbury approves the proposed Zoning By-law Amendment, and directs staff to prepare the necessary by-law, as outlined in the report entitled "Housing As-of-Right: Row Dwellings in the 'C2', General Commercial Zone", from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on June 9, 2025.

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

Permitting additional residential densities as-of-right in commercial zones aligns with Council's Strategic Priorities including "Expand Affordable and Attainable Housing Options" and "Develop and Promote Solutions to Support Existing Housing Choices". This will also have the effect of supporting the creation of compact, complete communities, which is Goal 1 of the CEEP.

Financial Implications

There are no financial implications associated with this report.

Background

The Housing As-of-Right Zoning Review began in 2022. The report prepared as part of the review provides a summary of potential policy amendments to facilitate housing creation and increase the City's housing supply under five (5) themes:

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

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

Housing Accelerator Fund (HAF) Grant

The Housing Accelerator Fund (HAF) is offered through the Canadian Mortgage and Housing Corporation (CMHC). The program is aimed at "removing barriers to encourage local initiatives to build more homes, faster" with an expectation to "boost housing supply, while supporting affordable, diverse and climate-resilient communities". The focus of this report is on a Zoning By-Law amendment to address the theme of 'Mixed Use Development' as identified in the Housing As-of-Right Zoning Review (Council resolution CC2023-252) and the HAF initiative to Removal of Barriers Through As-of-Right Housing Policy and Allowing Four Units As-of-Right.

Proposed Zoning By-law Amendment – 'C2', General Commercial Zone

The 'C2', General Commercial zone permits a mix of residential, institutional, and commercial uses and is the City's most permissive commercial zone. Several residential uses are permitted within the 'C2', General Commercial zone, specifically:

- Any dwelling containing not more than 2 dwelling units;
- Multiple dwellings;
- Retirement home; and,
- Shared housing.

These uses represent typically medium and high-density residential uses. Row dwellings, which are absent from the list, provide a ground-oriented, medium to high density residential development option for the 'C2', General Commercial zone that can act as a good transition from low density residential to high density residential or commercial uses. They are typically no more than 3 storeys high, which is the same permitted height for single detached dwellings. Row dwellings are identical to street townhouses, but are accessed from the public right-of-way via a single consolidated access, while street townhouses each have their own driveway onto the public right-of-way.

To increase housing options and as required by the HAF Action Plan, staff are recommending that the 'C2', General Commercial zone be amended to permit row dwellings. Specifically, staff are recommending that Table 7.1 – Permitted Residential Uses be amended to permit row dwellings in the 'C2', General Commercial zone and that provision 10, Special Provisions for Tables 7.1 and 7.2 apply.

Public Consultation:

The statutory Notice of Application and Notice of Public Hearing was provided to the public by newspaper on May 17, 2025.

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

POLICY AND REGULATORY FRAMEWORK:

The Zoning By-law Amendment is subject to the following policy and regulatory framework:

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

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

2024 Provincial Planning Statement (PPS):

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

- Chapter 2: Building Homes, Sustaining Strong and Competitive Communities:
 - 2.2.1.c) - Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation.
 - 2.3.2. - Land use patterns within settlement areas should be based on densities and a mix of land uses which:
 - a) efficiently use land and resources;
 - b) optimize existing and planned infrastructure and public service facilities;
 - c) support active transportation;
 - d) are transit-supportive, as appropriate; and
 - e) are freight-supportive.
 - 2.3.3. - Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.
 - 2.9.1.a) & c) - Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that support the achievement of compact, transit-supportive, and complete communities and support energy conservation and efficiency.
- Chapter 3: General Policies for Infrastructure and Public Service Facilities:
 - 3.1.1.a), b), & c) - 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 are financially viable over their life cycle, which may be demonstrated through asset management planning, leverage the capacity of development proponents, where appropriate, and are available to meet current and projected needs.

- 3.2.2. - Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.
- 3.6.1.b) - Planning for sewage and water services shall 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.
- 3.6.1.c) - Planning for sewage and water services shall ensure that these services are provided in a manner that promote water and energy conservation and efficiency.

Growth Plan for Northern Ontario (GPNO):

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

Official Plan for the City of Greater Sudbury:

The Official Plan identifies in which designations residential development is appropriate and generally at which densities. Chapter 4 - Employment Areas describes the designations that support employment in all forms. Section 4.2 Centres describes the commercial designations and includes:

- 4.2.1 Downtown;
- 4.2.2 Regional Centres;
- 4.2.3 Secondary Community Node;
- 4.2.4 Regional Corridors; and,
- 4.2.5 Town Centres.

All the designations described in 4.2 Centres permit residential development. Most designations permit medium and high density residential, except Town Centres, which permits medium density residential uses up to 90 units per hectare.

Section 4.3 Mixed Use Commercial describes the mixed use commercial designation as intending to support and connect strategic core areas, recognize the development potential of mixed use areas by permitting a balance commercial, institutional, residential, and parks and open space uses. Policy 1 permits all uses, including medium and high density residential, except heavy industrial.

The commercial designations also include policy to prohibit new access to Arterial Roads and to generally limit the number of vehicular access points, encouraging consolidated access points.

Analysis

Permitting row dwellings in the 'C2', General Commercial zone is consistent with the provincial policy documents and the City's Official Plan outlined in the previous section. The proposed amendment has been previously recommended by the Housing As-of-Right Review and form a part of the HAF Action Plan. Permitting row dwellings will allow for an additional form of medium density residential that is compatible with low density residential development, uses a single shared driveway, and can offer an appropriate transition between low density residential and higher density/intensity uses.

To ensure that there is sufficient capacity within the City's water and wastewater system, staff are proposing that provision 10 within Special Provisions for Tables 7.1 and 7.2 applies to row dwellings. Provision 10 states:

"Maximum net *residential density* of 150 units per hectare with or without permitted *non-residential uses* provided that the *lot* is a fully *served lot* in the community of Sudbury; maximum net *residential density* of 90 units per hectare with or without permitted *non-residential uses* provided that the *lot* is a fully *served lot* in all other communities."

RECOMMENDATION

The proposed Zoning By-law Amendment is consistent with the PPS, does not conflict with the GPNO, and conforms to the City of Greater Sudbury's Official Plan. Staff recommend that the Zoning By-law 2010-100Z be amended as noted in the resolution section.

Resources Cited

1. CMHC Housing Accelerator Fund Report, August 15, 2023 Council Meeting: <https://pub-greatersudbury.escribemeetings.com/Meeting.aspx?Id=7560e0ec-ac6f-4e90-8d13-07fc3f5d8662&Agenda=Agenda&lang=English&Item=43&Tab=attachments>
2. Housing As-of-Right Zoning Review, October 11, 2023 Planning Committee Meeting: <https://pub-greatersudbury.escribemeetings.com/Meeting.aspx?Id=63f49f92-0f82-4d4e-bb3f-e28e0a689926&Agenda=Agenda&lang=English&Item=30&Tab=attachments>
3. CMHC Housing Accelerator Fund – Round 2, August 13, 2024 City Council Meeting: <https://pub-greatersudbury.escribemeetings.com/Meeting.aspx?Id=f631716e-45ef-4de9-b38b-88a7df31eb34&Agenda=Agenda&lang=English&Item=53&Tab=attachments>
4. Housing Accelerator Fund: <https://www.greatersudbury.ca/do-business/planning-and-development/housing-accelerator-fund/>