

Presented To:	Planning Committee
Presented:	Monday, Dec 09, 2019
Report Date	Monday, Nov 18, 2019
Type:	Public Hearings

Request for Decision

LaSalle Boulevard Corridor Strategy - Associated Official Plan Amendment No. 102

Resolution

THAT the City of Greater Sudbury receives the comments and submissions made at the public hearing on File 701-6/19-5, as outlined in the report entitled “LaSalle Boulevard Corridor Strategy - Associated Official Plan Amendment No. 102” from the General Manager of Growth and Infrastructure, presented at the Planning Committee Meeting on December 9, 2019;

AND THAT the City of Greater Sudbury directs staff to complete their review of the application File 701-6/19-5 and return with a recommended Official Plan Amendment No. 102 before Planning Committee no later than the end of Q1, 2020.

Relationship to the Strategic Plan / Health Impact Assessment

The proposed official plan amendment is consistent with Goal 2.4B of Council’s 2019-2027 Strategic Plan which is “to complete the existing nodes and corridors strategy to ensure that strategic centres and corridors are ready for investment that complements transit and active transportation strategies.”

Report Summary

Council endorsed the City’s Nodes and Corridors Strategy in November, 2016. The strategy prioritizes study areas to help guide investment and intensification within the community. It will help revitalize and better connect our Downtown, the Town

Centres, strategic core areas and corridors of the City. Such a strategy will help create new and distinctive corridors and centres, all featuring mixed uses, public realm improvements and public transit.

In 2017, Council directed staff to proceed with the LaSalle Boulevard Corridor Plan and Strategy (LBCPS). The LBCPS was completed over 13 months with various check-ins with the community and with Council. The LBCPS has a number of recommendations associated with land use planning to create a new land use framework for the corridor, including integrating high-quality intensification, supporting public transit, and policies for private and public realm improvements.

Signed By

Report Prepared By

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Manager Review

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Recommended by the Division

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Financial Implications

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Recommended by the Department

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Recommended by the C.A.O.

Ed Archer
Chief Administrative Officer
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In July 2018, Council directed staff to commence work on the Official Plan and Zoning amendments. The draft proposed Official Plan Amendment (OPA) was brought to Planning Committee in June 2019. Staff was directed to commence public consultation on the proposed OPA and to return in Q4 2019 with this public hearing.

Financial Implications

There are no financial implications associated with this report.

LaSalle Boulevard Corridor Strategy
Associated Official Plan Amendment No. 102
Planning Services Division
Report Date: November 18, 2019

Purpose

The report presents the draft proposed Official Plan Amendment No. 102 which reflects the LaSalle Boulevard Corridor Plan and Strategy land use planning recommendations. Council directed staff to commence public consultation on the proposed amendment. Open Houses were held in November, and the Public Hearing is being held on December 9, 2019. This process is subject to Sections 17 & 21 of the Planning Act.

Overview/Executive Summary

Council endorsed the City's Nodes and Corridors Strategy in November, 2016. The strategy prioritizes study areas to help guide investment and intensification within the community. It will help revitalize and better connect our Downtown, the Town Centres, strategic core areas and corridors of the City. Such a strategy will help create new and distinctive corridors and centres, all featuring mixed uses, public realm improvements and public transit.

In 2017, Council directed staff to proceed with the LaSalle Boulevard Corridor Plan and Strategy (LBCPS). The LBCPS was completed over 13 months with various check-ins with the community and with Council. The LBCPS has a number of recommendations associated with land use planning to create a new land use framework for the corridor, including integrating high-quality intensification, supporting public transit, and policies for private and public realm improvements.

In July 2018, Council directed staff to commence work on the Official Plan and Zoning amendments. The draft proposed Official Plan Amendment (OPA) was brought to Planning Committee in June 2019. Staff was directed to commence public consultation on the proposed OPA and to return in Q4 2019 with this public hearing.

BACKGROUND

The City of Greater Sudbury adopted a Nodes and Corridors Strategy in September 2016 (See Reference 1). This Nodes and Corridors Strategy is intended to help revitalize and better connect our Downtown, the Town Centres, strategic core areas and corridors of the City. The strategy will also

help create new and distinctive corridors and town centres, all featuring mixed uses, public realm improvements and public transit.

The LaSalle Boulevard Corridor Plan and Strategy (the “LBCPS”) was endorsed by the City in July, 2018 (See Reference 2). It introduces policy recommendations and a conceptual plan that are implementable and achievable, subject to detailed design, funding and further approvals. Specifically, the study:

- Presents a new vision for the LaSalle Corridor;
- Introduces a new urban structure for the corridor through recommended official plan and zoning by-laws modifications;
- Recommends how appropriate land uses, densities and built form can be introduced, creating new economic opportunities;
- Identifies standards of urban design, for both the private and public realm;
- Advocates for the creation of complete streets, safe for all users of the corridor;
- Complements ongoing work with the Transit Action Plan;
- Informs future capital planning; and,
- Identifies an action plan, including quick wins, interim and long-term goals;

The recommendations to standardize land uses and zoning, to provide additional amenities for transit, cycling and walking, and to enhance the street through landscaping, bringing buildings closer to the street and creating distinct nodes of activity all support the idea of making LaSalle Boulevard a destination.

Proposed Changes to the Official Plan

The recommendations of the LBCPS seek to introduce a new urban structure for the corridor; mixed-use land uses, higher densities and built form; and, identify standards of urban design, for both the private and public realm.

On June 24, 2019, staff presented a draft amendment that introduced new land use designations to the City’s Official Plan, including ‘Secondary Community Nodes’ and ‘Regional Corridors’. Secondary Community Nodes are nodes along the City’s strategic corridors with a concentration of uses at a smaller scale than a Regional Centre (e.g. LaSalle Court Mall vs New Sudbury Shopping Centre). These Secondary Community Nodes would be located on primary transit corridors and permitted uses would include residential, retail, service,

institutional, park and other community-oriented activities. Given the function and high visibility of these nodes, special attention to sound urban design principle would be essential.

Regional Corridors are the primary arterial links connecting the Regional Centres and the Secondary Community Nodes. These corridors would be the City's 'Main Streets' and the proposed permitted uses would include medium-density residential, retail, service, institutional, parks, open spaces, office and community-oriented uses at transit-supportive densities in compact, pedestrian-friendly built forms. Sound urban design principles would again be essential.

The Official Plan currently contemplates residential uses in Regional Centres, subject to the rezoning process. The proposed amendment would permit residential uses within Regional Centres as of right, would further refine parking reduction policies of the Official Plan, and would redesignate certain lands along LaSalle Boulevard.

On June 24, 2019, Planning Committee directed staff to commence public consultation on the proposed Official Plan Amendment and to hold a public hearing on the proposed amendments in the fourth quarter of 2019 (See Reference 3).

Public Consultation

Per the City's Official Plan, and per the Planning Act, the City issued notice of the proposed amendment in the newspaper, and sent notice to over 1400 addresses (all lands subject to amendment + 120 meter buffer), and sent notice to prescribed persons and public bodies.

The City held two open houses on November 7 and 8 for the purpose of giving the public an opportunity to review and ask questions about the information and materials associated with the proposed official plan amendment. Staff also presented at the Chamber of Commerce on November 4, 2019.

The amendment and background information was made available on the LaSalle Corridor Study Project Website and the OverToYou website (see References 4 and 5, respectively).

Throughout this process, the City received approximately 10 e-mails and 10 calls related to the proposed amendment.

Analysis

The feedback received thus far includes general support for the proposed changes; some concern around transition between the new designations and the "back lots" along the side streets; some concern around building closer to LaSalle, snow storage and accessibility. Other feedback included making links to

the City's proposed Community Energy and Emissions Plan (specifically the Complete, Compact Communities chapter) by placing more restrictions on development outside urban areas, thereby creating more demand for development within the nodes and corridors.

Other issues were raised that not were directly associated with the proposed OPA. These issues include the request for more dog parks, the winter maintenance of sidewalks and the Junction Creek Trail, and the need for more pedestrian crosswalks along LaSalle. These matters were forwarded to appropriate City departments.

Summary/Conclusion and Next Steps

Staff was directed to commence public consultation on the proposed official plan amendment in June, 2019. Public consultation was held throughout November, including and up the December 9, 2019 Public hearing.

It is that recommended that Council direct staff to consider the feedback received and to return with a proposed official plan amendment for Council's consideration by the end of Q1, 2020.

Resources Cited

1. Nodes and Corridors Strategy, report presented at the September 26, 2016 Planning Committee Meeting

<https://www.greatersudbury.ca/do-business/planning-and-development/lasalle-corridor-planning-and-strategy/nodes-and-corridor-strategy/>

2. "Proposed LaSalle Boulevard Corridor Plan and Strategy", report presented at the July 9, 2018 Planning Committee Meeting

<https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=8&id=1227>

3. "LaSalle Boulevard Corridor Plan and Strategy - Proposed Official Plan Amendment", report presented at June 24, 2019 Planning Committee Meeting

<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=7&id=1317>

4. LaSalle Corridor Study Project Website

<https://www.greatersudbury.ca/do-business/planning-and-development/lasalle-corridor-planning-and-strategy/>

5. Over To You – LaSalle Corridor Study

<https://overtoyou.greatersudbury.ca/lasalle-corridor-study>

ATTACHMENT A - TABLE 1 – Summary of Recommended OP Changes

LBCPS Section and Page Number	LBCPS Recommendation	Change in Draft OPA
Page 31 – Section 2.3.1.1	Expand Regional Centre Designation to include lands on the northern side between Roy Avenue and Paquette Street	Change would be made to land use schedules
Page 31 – Section 2.3.1.1	Add residential uses as of right in Regional Centres	See draft OPA item 3a
	Refine Regional Centre Criteria.	See draft OPA item 3b
	Create new Regional Centre policy regarding reductions in parking (new Policy 2)	See draft OPA item 3d
	Re-number existing policy 4.2.2 (3) to become new 4.2.2 (5)	See draft OPA item 3c
	Delete policy 4.2.2 (3) given residential development would be permitted given addition of “Residential” to policy 1.	See draft OPA item 3e
	Remove “light industrial uses” as a permitted use in Policy 4.2.2. (4)	Not recommended at this time.
Page 32 – Section 2.3.1.2	Creation of a new section – “4.3.2 – Secondary Community Node” and renumbering subsequent sections accordingly	Change would be made to land use schedules See draft OPA items 4 and 5
Page 33 – Section 2.3.1.3	Creation of a “Regional Corridor Designation”	Change would be made to land use schedules See draft OPA item 6

ATTACHMENT A - TABLE 1 – Summary of Recommended OP Changes

Page 34 – Section 2.3.1.4	Refinement of the “Mixed Use Commercial” Designation.	See draft OPA item 7
Page 34 – Section 2.3.1.5	“Section 37” Improvements.	See draft OPA item 9
Page 35 – Section 2.3.1.6	Refinement to the OP’s Parking Policies	See draft OPA item 8

DRAFT

ATTACHMENT B - DRAFT OFFICIAL PLAN AMENDMENT

The Official Plan for the City of Greater Sudbury Official Plan is hereby amended as follows:

1. In Section 2.3.3, Intensification, by:
 - a. Deleting and replacing “Some areas, like the *Downtown* and *Regional Centres*” with “Some areas, like the *Downtown*, *Regional Centres* and *Secondary Community Nodes*” in the third paragraph of the preamble.
 - b. Adding “, *Secondary Community Nodes*, *Regional Corridors*” between “*Town Centres*” and “and” in policy 4;
 - c. Adding “*Secondary Community Nodes*, *Regional Corridors*” before “*Town Centres*” in program 3;
2. In Section 4.0, Employment Areas, by adding “*Secondary Community Nodes*, *Regional Corridors* and” in the fourth paragraph before “*Mixed Use Commercial*”.
3. In Section 4.2.2, Regional Centres, by:
 - a. Adding “residential,” between “service,” and “institutional” in Policy 1;
 - b. Creating a new policy 2, and renumbering subsequent policies, as follows:

“*Regional Centres* shall be planned to:

 - i. encourage a pedestrian-friendly built form by locating commercial and other active non-residential uses at grade;
 - ii. develop at transit-supportive densities;
 - iii. provide for a mix of housing types, tenures and affordability;
 - iv. be designed to implement appropriate transitions of density and uses to facilitate compatibility with surrounding existing lower-density neighbourhoods;
 - v. include, where appropriate, open spaces that are either parks and/or plazas accessible to the public; and,
 - vi. provide mobility choices and associated facilities to encourage alternate active transportation options.”
 - c. Renumbering policy 3 to policy 5;
 - d. Creating a new policy 3: “Reductions in parking shall be considered in order to promote a greater mix of uses and a more compact, pedestrian-friendly built form.”;
 - e. Deleting policies 4 and 6 in their entirety;

4. By creating new Sections 4.2.3, Secondary Community Node, and 4.2.4, Regional Corridor, and renumbering subsequent sections accordingly.
5. In Section 4.2.3, Secondary Community Node, by:

- a. Adding the following preamble:

“*Secondary Community Nodes* meet a variety of needs and are intended to provide for a broad range and mix of uses in an area of transit-supportive densities. The *Secondary Community Nodes* are designated based on the role they play in the City’s nodes and corridors strategy. In general, *Secondary Community Nodes* are nodes along the City’s strategic corridors with a concentration of uses at a smaller scale than a *Regional Centre*.

Given the function and high visibility of *Secondary Community Nodes*, special attention to urban design principles is essential. Siting buildings to create a sense of street enclosure, locating parking lots to the rear of buildings, screening service entrances and garbage storage, and effective landscaping can aesthetically enhance the appearance of *Secondary Community Nodes*. In order to attract viable, high-quality development, emphasis will also be placed on creating a safe and attractive pedestrian environment, as well as convenient access to public access and greenspace. Additional policies on *Urban Design* are found in Chapter 14.0.”

- b. Adding the following policies:

- “1. *Secondary Community Nodes* shall be located on primary transit corridors and shall be planned to promote a local identity and a sense of place unique to that node and its surrounding community.
2. Permitted uses in *Secondary Community Nodes* may include residential, retail, office, service, institutional, parks and other community-oriented activities.
3. The mixing of uses should be in the form of either mixed use buildings with ground oriented commercial and institutional uses and residential uses above the second storey, or a mix of uses and buildings on the same development site.
3. *Secondary Community Nodes* shall be planned to:
 - a. encourage a pedestrian-friendly built form by locating commercial and other active non-residential uses at grade;
 - b. be the focal point for expression of community heritage and character;
 - c. develop at transit-supportive densities;
 - d. provide residential development primarily in the form of medium and high density buildings, and discouraging single-detached dwellings;
 - e. provide for a mix of housing types, tenures and affordability;

- f. be designed to implement appropriate transitions of density and uses to facilitate compatibility with surrounding existing lower-density neighbourhoods; and,
 - g. provide mobility choices and associated facilities to encourage alternative active transportation options.
4. Reductions in parking shall be considered in order to promote a greater mix of uses and a more compact, pedestrian-friendly built form. The City may require a traffic impact study and/or a transportation demand management plan in support of the reduction in parking.”

6. In Section 4.2.4, Regional Corridors, by:

- a. Adding the following preamble:

“*Regional Corridors* are the primary arterial links connecting the City’s Regional Centres and Secondary Community Nodes. They are a significant component of the nodes and corridors structure and provide additional opportunities for intensification. These corridors function as “main streets”, each with unique characteristics and identities but at lesser densities and concentrations than development within *Regional Centres* and *Secondary Community Nodes*.

Given the function and high visibility of *Regional Corridors*, special attention to sound urban design principles is essential. Siting buildings to create a sense of street enclosure, locating parking lots to the rear of buildings, screening service entrances and garbage storage, and effective landscaping can aesthetically enhance the appearance of *Regional Corridors*. In order to attract viable, high-quality development, emphasis will also be placed on creating a safe and attractive pedestrian environment, as well as convenient access to public access and greenspace. Additional policies on *Urban Design* are found in Chapter 14.0.”

- b. Adding the following policies:

- “1. *Regional Corridors* shall be located on primary transit corridors and shall be planned to promote a local identity and a sense of place unique to that node and its surrounding community.
- 2. Permitted uses in *Regional Corridors* may include medium density residential, retail, service, institutional, parks, open spaces, office and community-oriented uses at transit supportive densities in compact, pedestrian-friendly built forms.
- 3. *Regional Corridors* shall be planned to:
 - a. provide for a mix of housing types, tenures and affordability;
 - b. encourage a pedestrian-friendly built form by locating commercial and other active non-residential uses at grade;
 - c. provide residential development primarily in the form of medium density buildings;

- d. be designed to implement appropriate transitions of density and uses to facilitate compatibility with surrounding existing lower-density neighbourhoods; and,
 - e. develop at transit-supportive densities;
 - f. function as they transit spines for the City while also facilitating other active modes of transportation
 - g. In order to minimize the disruption of traffic flow along arterial roads and promote better development, small lot rezoning will be discouraged and land assembly for consolidated development will be promoted. Land assembly will reduce the need for additional driveways along arterials and can be used to promote a more consistent streetscape.”
4. Reductions in parking shall be considered in order to promote a greater mix of uses and a more compact, pedestrian-friendly built form. The City may require a traffic impact study and/or a transportation demand management plan in support of the reduction in parking.”

7. In Section 4.3, Mixed Use Commercial, by:

- a. Adding “, and complementary to the *Secondary Community Nodes* and *Regional Corridors* designations” after “Designated as *Mixed Use Commercial*” in the first paragraph of the preamble;
- b. Adding “Similar to the *Secondary Community Nodes* and *Regional Corridors* designations, and” before “Given the function and high visibility” in the second paragraph of the preamble;
- c. Deleting and replacing Policy 1 with: “Uses permitted in the *Mixed Use Corridor designation* shall provide for a broad range of uses that serve the needs of the surrounding neighbourhoods including medium density residential, commercial, institutional, parks and other open space uses at a lesser density and concentration than *Regional Corridors*. Offices as part of a mixed use development shall be permitted.”; and,
- d. Adding a new Policy 2 and renumbering subsequent policies accordingly: “Where appropriate, the mixing of residential and non-residential uses on a single site is encouraged. Mixed uses should be in a form of mixed-use buildings with ground-oriented commercial and institutional uses and residential uses above the second storey.”

8. In Section 11.4, Parking, by:

- a. Adding a new policy 3 and renumbering subsequent policies as follows:

“Parking requirements may be reduced where feasible through implementation of the following tools:

- a. Establishment of minimum and maximum parking standards with the *Regional Centre, Secondary Community Nodes* and *Regional Centres*;
- b. Reducing parking requirements in the *Regional Centre, Secondary Community Nodes* and *Regional Corridors* where transit, cycling and pedestrian alternatives exist;
- c. Provision of shared parking facilities for uses with alternating high peak demand either by virtue of the uses or the time of day, time of week or seasonal demand; and,
- d. Provision of central, shared parking facilities that may result in greater parking and land use efficiencies.”

9. In Section 19.5.5, Section 37 By-laws, by:

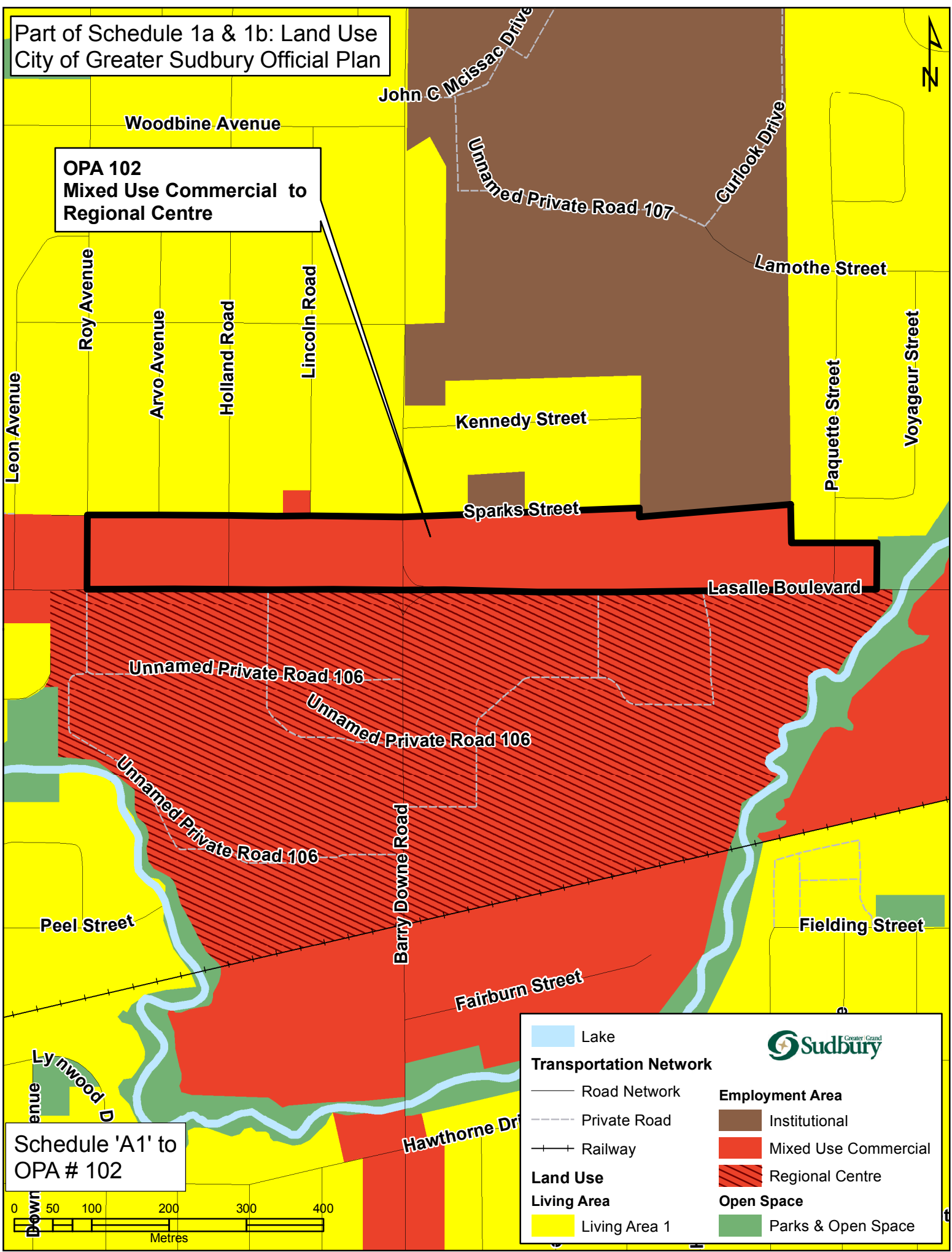
- a. Adding new third and fourth paragraphs as follows: “Section 37 By-laws may also be used to secure priority community benefits such as the provision of improved pedestrian and cycling access to public transit and enhanced public transit infrastructure, facilities and services; public parking; provision of public areas, crosswalks and walkways; provision of public streetscape improvements; enhanced access to natural heritage features and other open space areas; upgrade to community facilities; land required for municipal purposes; and, any other community benefits that may be identified in Secondary Plans, Community Improvement Plans, or other community improvements that may be identified through the development approval process.

Community benefits which are the subject of Section 37 provisions of the Planning Act will be determined based on local needs, intensification issues in the area, and the goals and objectives of this Plan.”

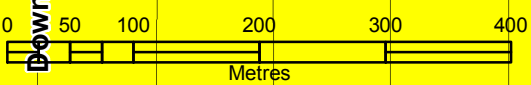
10. Associated land use schedule changes.

Part of Schedule 1a & 1b: Land Use
City of Greater Sudbury Official Plan

OPA 102
Mixed Use Commercial to
Regional Centre



Schedule 'A1' to
OPA # 102



Greater Grand Sudbury

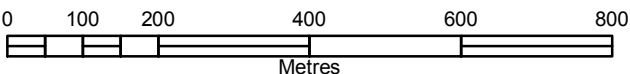
Lake
Lake

Transportation Network
 — Road Network
 - - - Private Road
 + + + Railway

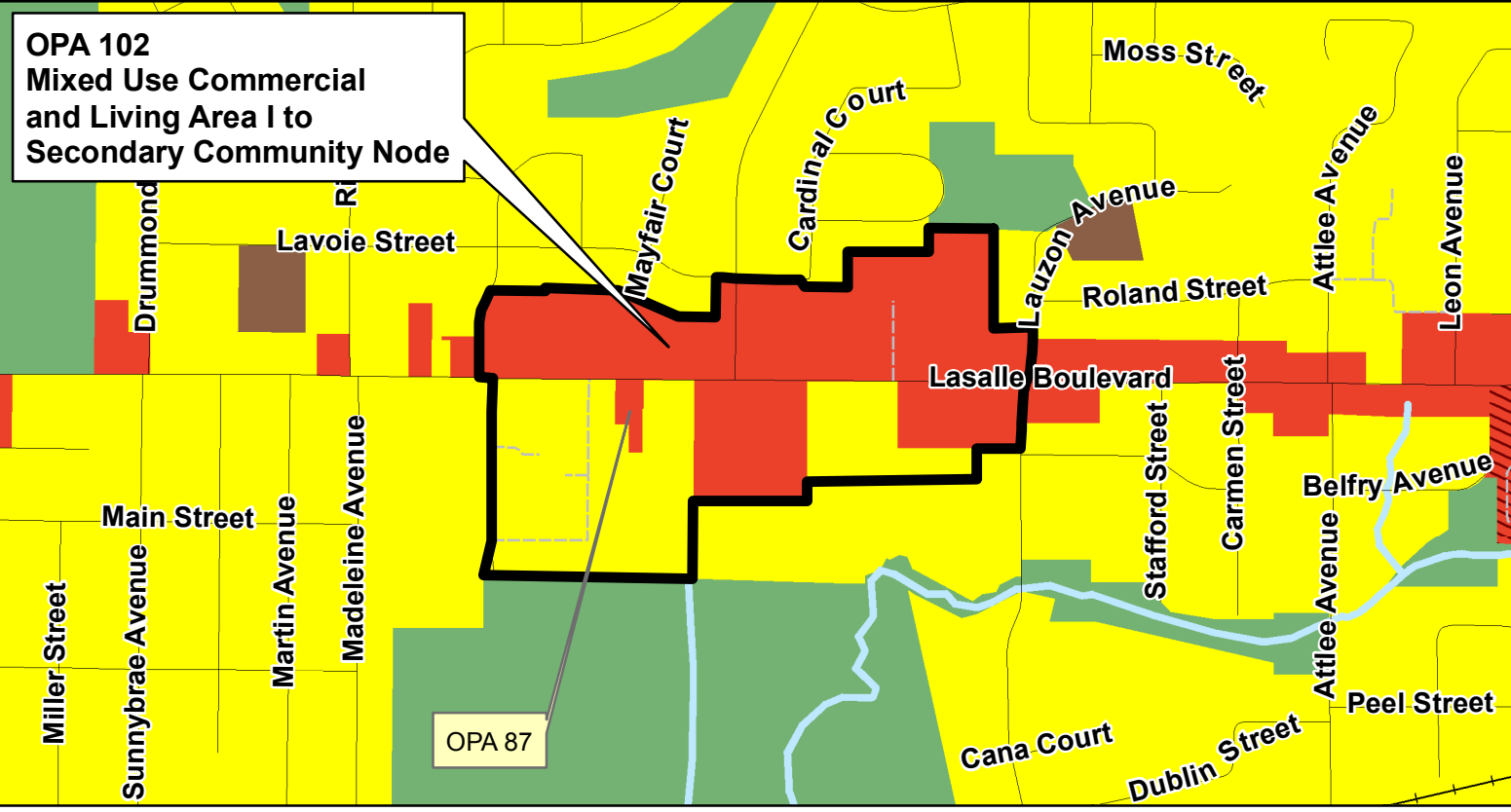
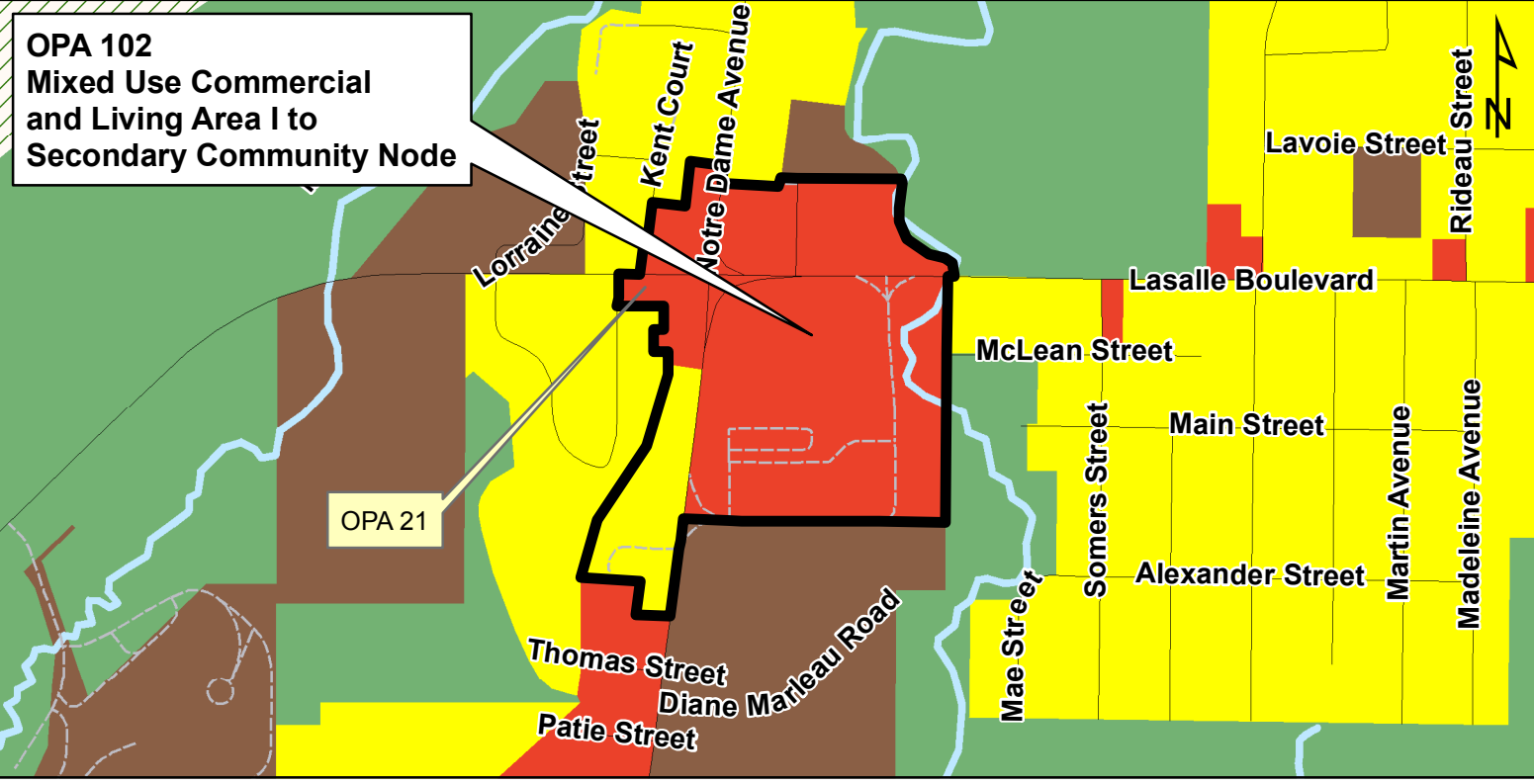
Land Use
 Living Area 1
 Employment Area
 Institutional
 Mixed Use Commercial
 Regional Centre
 Open Space
 Parks & Open Space

Part of Schedule 1a & 1b: Land Use
City of Greater Sudbury Official Plan

Schedule 'A2' to
OPA # 102

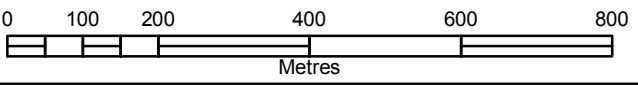


Lake	Employment Area
Transportation Network	Institutional
Road Network	Mixed Use Commercial
Private Road	Regional Centre
Railway	Open Space
Land Use	Parks & Open Space
Living Area	Industrial
Living Area 1	Mining/Mineral Reserve

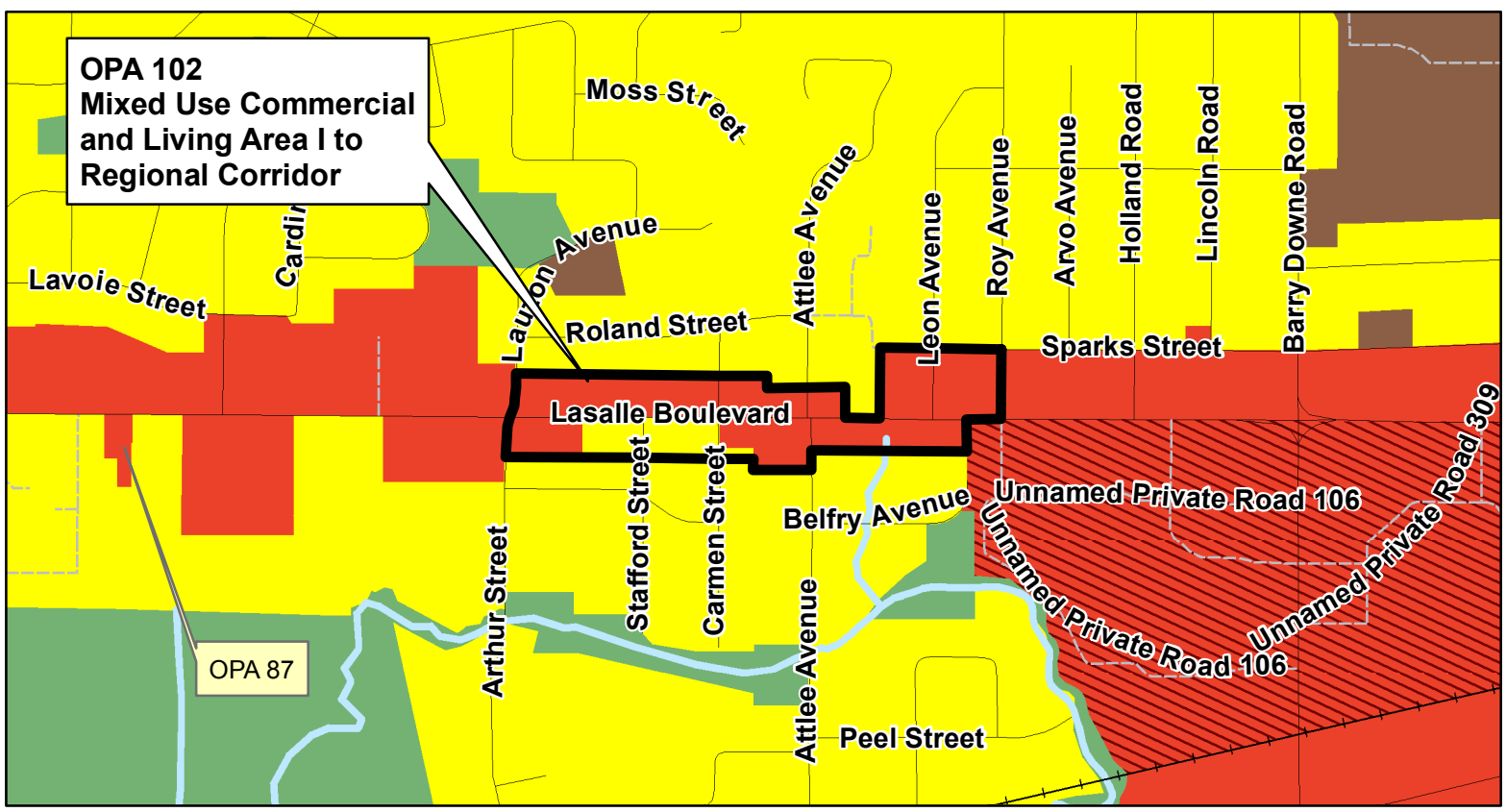
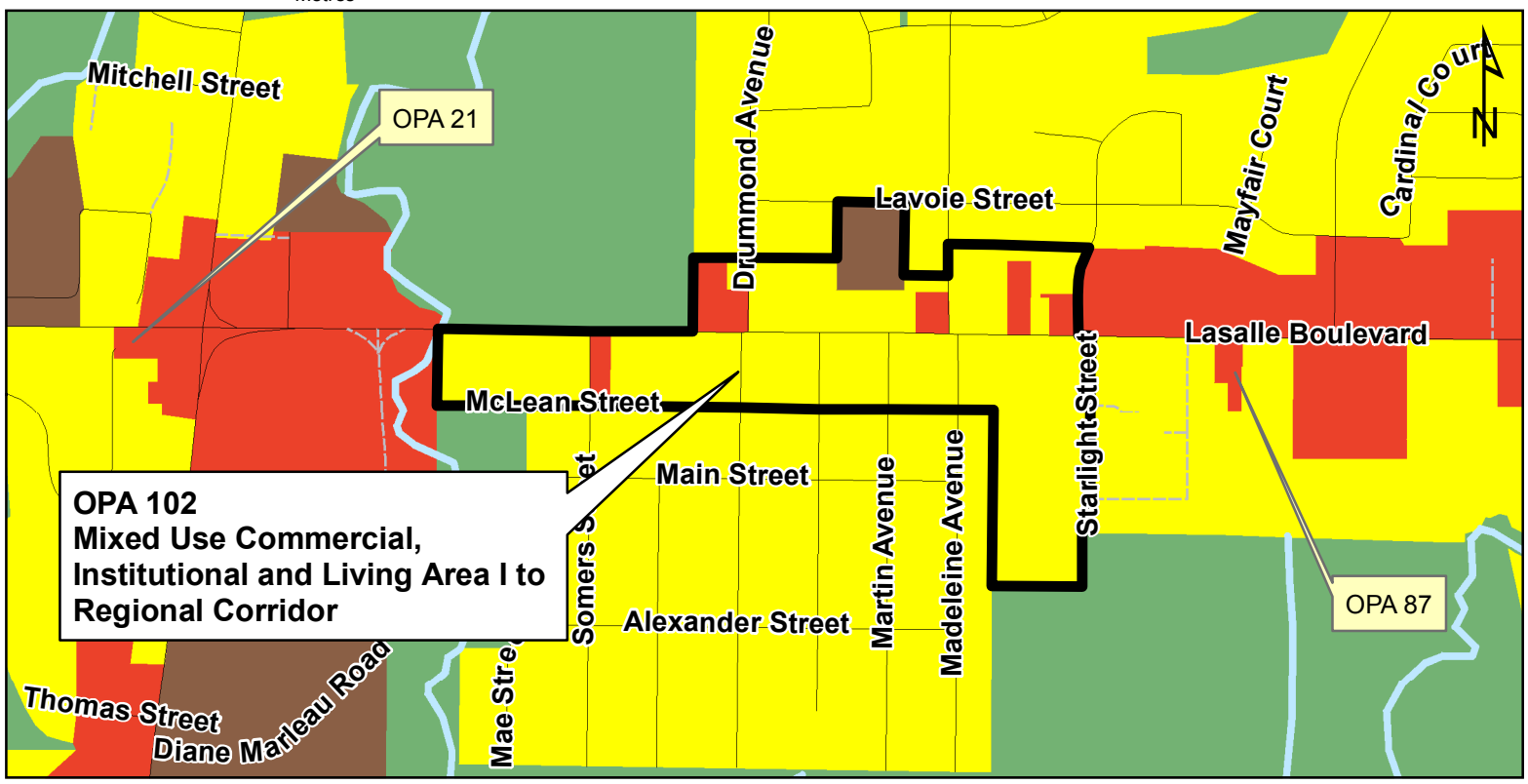


Part of Schedule 1a & 1b: Land Use
City of Greater Sudbury Official Plan

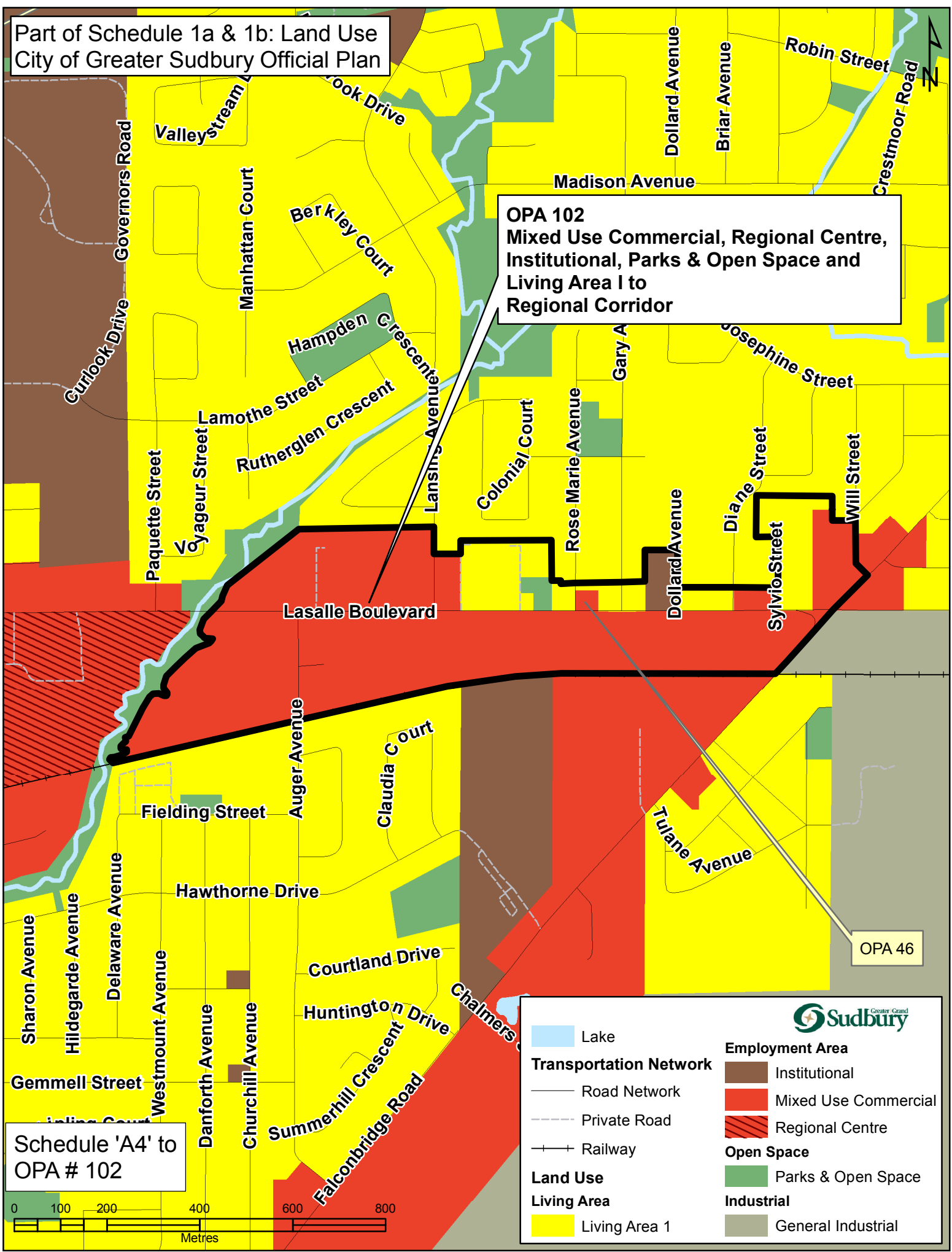
Schedule 'A3' to
OPA # 102



Lake	Employment Area
Road Network	Institutional
Private Road	Mixed Use Commercial
Railway	Regional Centre
Land Use	Open Space
Living Area 1	Parks & Open Space



Part of Schedule 1a & 1b: Land Use
City of Greater Sudbury Official Plan



OPA 102
Mixed Use Commercial, Regional Centre,
Institutional, Parks & Open Space and
Living Area I to
Regional Corridor

OPA 46

Schedule 'A4' to
OPA # 102

Greater Sudbury

Lake	Employment Area
Road Network	Institutional
Private Road	Mixed Use Commercial
Railway	Regional Centre
Land Use	Open Space
Living Area 1	Parks & Open Space
	Industrial
	General Industrial

