



PLANNING JUSTIFICATION REPORT

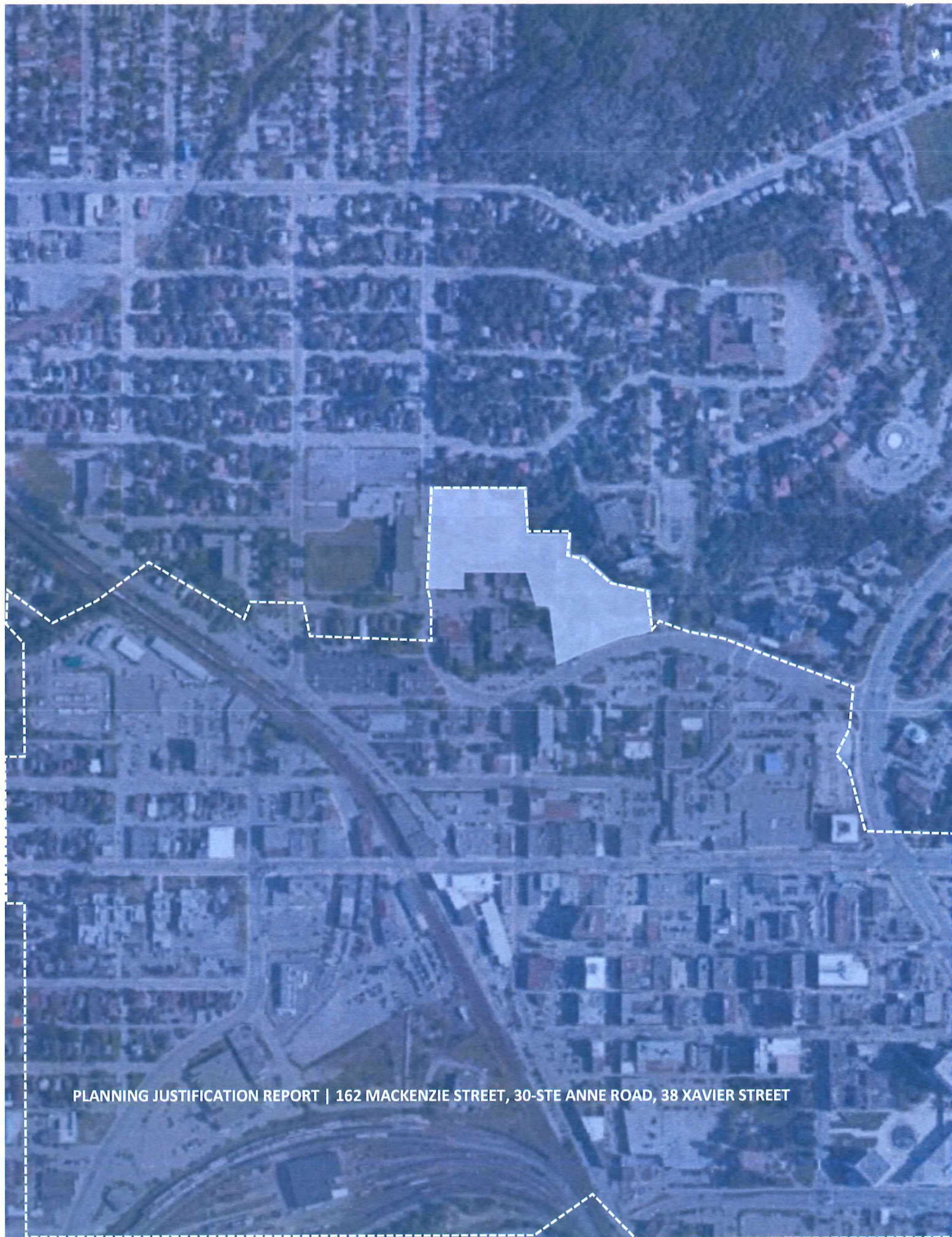
ZONING BY-LAW AMENDMENT

162 MACKENZIE STREET, 30-STE ANNE ROAD, 38 XAVIER STREET
AUTUMNWOOD DEVELOPMENT CORPORATION

CITY OF GREATER SUDBURY

JUNE 2020

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1.0 INTRODUCTION

TULLOCH Engineering (TULLOCH) has been retained by the owners of 162 MacKenzie Street, 30 Ste-Anne Road and 38 Xavier Street (Autumnwood Development Corp.) in Sudbury, Ontario to prepare a planning justification report as part of a complete application to amend the *City of Greater Sudbury Zoning By-Law 2010-100Z*. This report provides a planning analysis and justification for the amendment needed to rezone the subject lands from 'C2(16), I(47) and I(48)' to C6(X) 'Downtown Commercial-Special', with appropriate site-specific parking standards to recognise the unique nature and location of these properties. Such application will align permissions for the properties with the intent of the Downtown designation and will provide flexibility to encourage a new multi-use employment and local service complex within Sudbury's downtown.

This report reviews consistency of the application in the context of applicable policies found within the:

- *2020 Provincial Policy Statement*
- *City of Greater Sudbury Official Plan*
- *City of Greater Sudbury Zoning By-Law 2010-100Z*.
- *Downtown Sudbury Master Plan*
- *Downtown Sudbury Community Improvement Plan*
- *City of Greater Sudbury's Strategic Economic Development Plan (2015-2025)*

Overall, the author finds that the proposed zoning by-law amendments conform with the City of Greater Official Plan, is consistent with the 2020 Provincial Policy Statement (PPS) and represents good planning.

2.0 SITE DESCRIPTION AND CONTEXT

SUBJECT LANDS

The subject properties have a total combined area of approximately 3.34 hectares with ±219 metres of combined frontage (See *Figure 1*). The three subject properties are situated north of Ste-Anne Road, east of MacKenzie Street and west of Xavier Street. *Table 1* provides a breakdown of each of the three properties frontages and areas.

Table 1: Subject Lands Area/ Frontages

ADDRESS/ PROPERTY	TOTAL AREA	FRONTAGE
162 MacKenzie Street	±0.95 hectares	±130 metres (MacKenzie Street)
30 Ste-Anne Road	±1.70 hectares	±46 metres (MacKenzie Street)
38 Xavier Street	±0.69 hectares	±43 metres (Xavier Street)

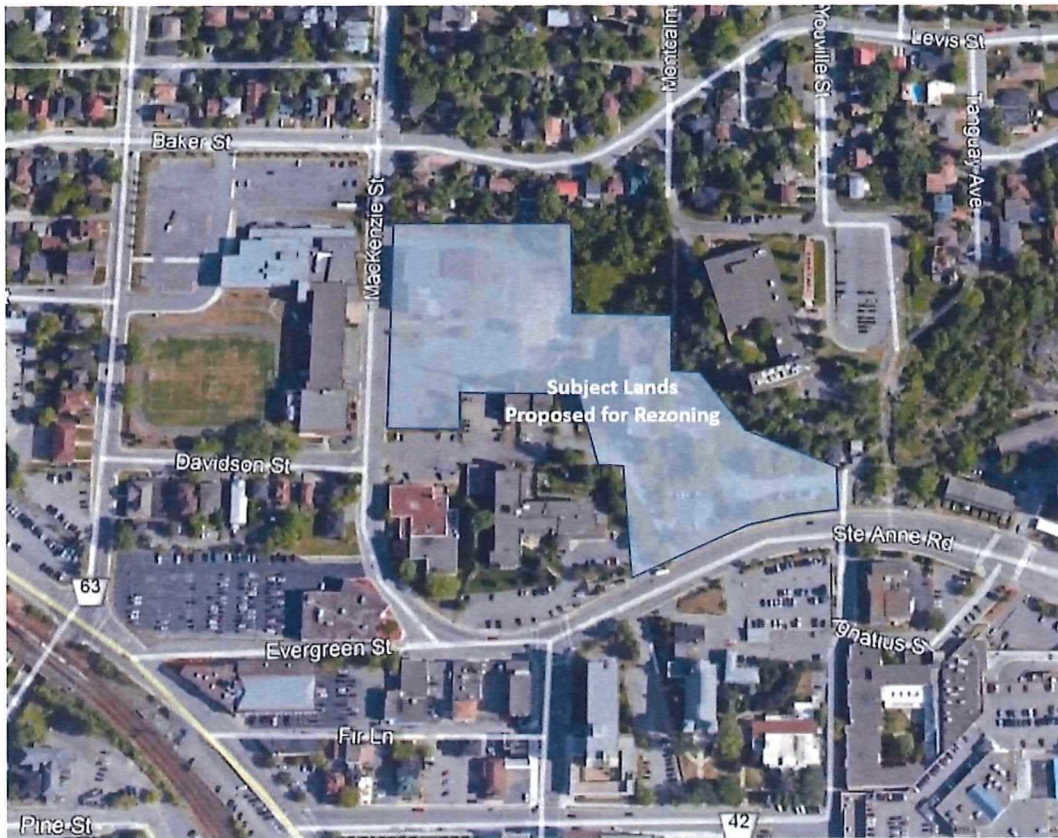


Figure 1: Approximate Area of Subject Site

The subject properties are occupied by two buildings: 162 MacKenzie Street and 30 Ste-Anne Road. 162 MacKenzie Street has a ground floor area of 1553m² while the entirety of the building has approximately 1788 m² of leasable area (See Figure 2). The building is currently occupied by a Theatre group (Assembly Hall use). As per the current 2017 site plan the property currently has benefit of 93 parking spaces.



Figure 2: 162 MacKenzie Street

30 Ste-Anne Road - more commonly referred to as the Diocese of Sault Ste Marie building - currently houses a range of office, institutional and medical uses (See *Figure 3-4*). The building is 7 storeys' with a ground floor area of 1195m². The current site plan provides 137 parking spaces for the existing building.



Figure 3: Photograph of both 30-Ste Anne Road (building) and 38 Xavier Street



Figure 4: Westside of 30 Ste-Anne Road

38 Xavier Street functions predominantly as a parking lot and is vacant at this time (See *Figure 5*). Two small sheds (garage) like structures are situated on the lands. The current zoning recognizes permission for 60 parking spaces on site.



Figure 5: 38 Xavier Street

The owner of the three subject properties also owns the abutting property to the south and west - commonly referred to as Red Oak Villa - which contains a retirement home (See *Figure 10*). The property is currently undergoing construction for expansion and once completed will include 207 retirement residences with accessory uses and 72 accompanying parking spaces. This property is not subject to this application.

Regarding existing transportation infrastructure, the subject properties are located along Ste-Anne Road which is categorized as a primary arterial, MacKenzie Street categorized as a Collector and Xavier Street categorized as a Local Road per *Schedule 7* of the *City of Greater Sudbury's Official Plan*. The sites are located approximately 400.0 metres from Notre Dame Avenue, which is a major road corridor in the City which carries significant volumes of traffic daily.

The subject properties are situated approximately 550.0 metres from the main GOVA transit station in Sudbury's Downtown and is conveniently located within 100.0 metres of four transit stops with access to GOVA transit circuit. Dedicated cycling lanes are currently proposed along Ste-Anne Road per the *Transportation Master Plan*, which will provide enhanced connectivity to Sudbury's existing cycling network once in-place.

SURROUNDING NEIGHBOURHOOD CONTEXT

The surrounding area is characterized by a mix of land uses and buildings including residential, institutional, and commercial uses (See *Figures 6-13*). Surrounding uses can be described as follows:

NORTH: Low and Medium Density Residential Uses, Institutional (Marymount Academy)

EAST: Mix of High, Medium, and Low Density Residential

SOUTH: Red Oak Villa (retirement home use), Places of Worship, Surface Parking Lots, Commercial (Rainbow Centre Mall), High and Medium Density Residential Uses (Downtown Core)

WEST: Institutional (Sudbury Secondary School), Business/Professional Offices, Commercial and Low-Medium Density Residential

The properties are located within an established mixed-use neighbourhood on the northern side of Downtown Sudbury, adjacent to the northerly mixed-use (but predominately residential) neighbourhood commonly referred to as 'Uptown'. Downtown Sudbury exhibits a mix of building styles and heights, ranging from low to mid and high-rise buildings, mixed-use commercial and residential uses, and institutional services for local, City-wide, and regional clientele. Within 600.0 metres of the subject properties is a diverse mix of uses including the YMCA, the Rainbow Centre Mall, Sudbury Secondary School, Sudbury's Main Branch Public Library, local restaurants, retail and professional offices.



Figure 6: Residential homes along Mackenzie Street north of 162 MacKenzie Street



Figure 7: View of Elgin Street, south of Red Oak (20 Ste-Anne Road).

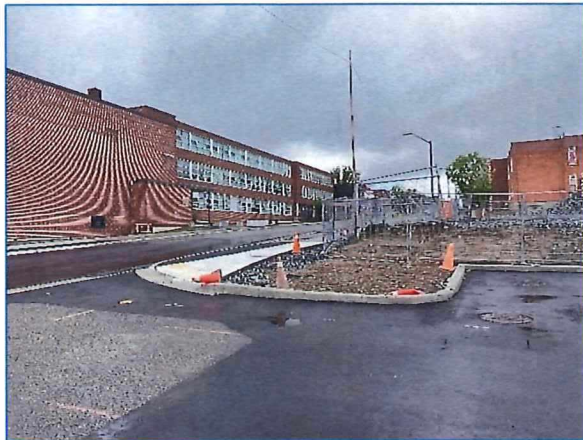


Figure 8: View of Sudbury Secondary School, directly east of 162 MacKenzie and Red Oak Villa (20-Ste Anne Road)



Figure 9: View of parking lot, Church of Christ the King and Ste Anne des Pins directly south of 38 Xavier and 30-Ste Anne Road



Figure 10: View of downtown mural and Red Oak Villa along Ste-Anne Road directly south of subject sites.

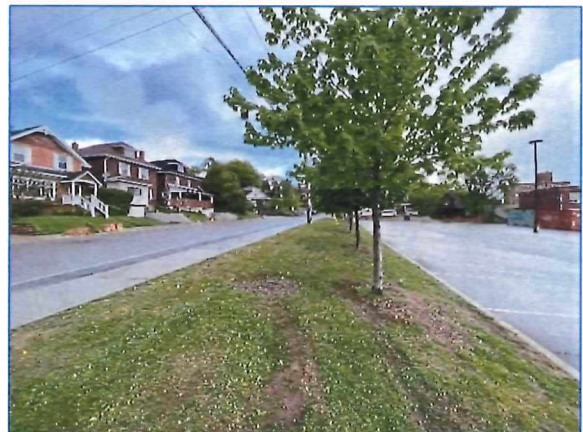


Figure 11: View of Residential and institutional character along Baker Street northwest of subject sites.



Figure 12: Photograph of pedestrian access staircase along Ste-Anne Road



Figure 13: View of Suite Times Student Residence along Ignatius Street

PROPERTIES BACKGROUND / HISTORY

The subject zoning by-law amendment is required to resolve several land use issues on both 162 MacKenzie Street and 30 Ste-Anne Road, while enabling flexible Downtown uses on 38 Xavier. These issues primarily relate to permitted uses and unachievable parking standards on site given the size and nature (i.e. internal design) of the structures. The rezoning of 38 Xavier Street is proposed to facilitate the future development of this underutilized site. Currently only Institutional uses and a parking lot would be permitted, which is not in keeping with Xavier's Downtown designation.

The highest and best use of these sites - as called for through Official Plan policy - is hindered by the limited uses permitted via the sites' existing zoning. 162 MacKenzie Street is zoned C4(16) and was previously zoned for a proposed residential dwelling conversion. In the past the owners have been

approached by various businesses looking to lease space on site, including a bake shop, recreation centre commercial tenants and small-scale retail uses, none of which are permitted in the C4(16) zone.

30 Ste-Anne Road is zoned I(47). Permitted uses include institutional, office and medical office uses (limited to 740 m² net floor area). In the past the owners have been approached by various businesses and organizations to lease space in the Diocese building including medical office uses requiring space greater than 740m², pharmacy uses, theatres, assembly halls, recreation centre commercial and personal service shop uses, none of which are permitted under the existing zoning.

Lastly, 38 Xavier Street is zoned I(48). Uses permitted include all institutional uses as well as the existing parking area comprising 60 parking spaces and an existing detached garage. Uses permitted in the institutional zone include but are not limited to cemetery, restaurants only related to park use, refreshment pavilions, and day care uses. This existing zoning limits the future development of the site, pursuant to policies found in the Official Plan, downtown master plan and Downtown CIP.

These restrictions have significantly limited the ability to attract tenants to the subject properties. These issues are further complicated by the existing parking requirements on site, and need for parking flexibility to respond to both tenant needs while not requiring the property owner to make rezoning and/or variance applications for each new tenant (and recognising available parking per-use, as was done previously when medical office uses were permitted in the Diocese).

Depending on the mix of potential tenants, the existing zoning by-law parking standards would require 162 MacKenzie Street to provide between 100-120 parking spaces and 30 Ste-Anne Road to provide approximately 200-220 parking spaces. Following the construction of Red Oak Villa Retirement Home's expansion, the existing site plan for the subject sites demonstrate 162 MacKenzie Street currently has the available space to provide 93 parking spaces whereas 30 Ste-Anne Road has the space to provide 137 spaces (See Figure 15).



Figure 14: View of 162 MacKenzie, Diocese of SSM and Red Oak Villa from MacKenzie Street

In the past applications have been submitted to resolve various land use issues on the subject sites. These issues were primarily related to infrastructure, setbacks, density, and parking (minor variance applications A0101/2017, A0096/2017, A0094/2017). *Table 2* provides an outline of previous rezoning and minor variance applications related to the three subject properties.

Table 2: Former Applications and Permissions on the Subject Sites

ADDRESS/ PROPERTY	MINOR VARIANCE/ PERMISSIONS	ZONING /PERMISSIONS
162 MacKenzie Street	<p>A0101/2017</p> <p>Approval of location of proposed retaining wall, along the north and east lot line, providing a height a height and side yard setback and corner setback with a provision for 100 parking spaces where 119 is required</p>	<p>C4(16)</p> <p>Notwithstanding any other provision hereof to the contrary, within any area designated C4(16) on the <i>Zone Maps</i>, all provisions of this By-law applicable to C4 Zones shall apply subject to the following modifications:</p> <p>(i) The maximum number of <i>multiple dwellings</i> shall be limited to 94 <i>dwelling units</i>.</p> <p>(ii) <i>Required parking spaces</i> shall be provided at a minimum of 1 <i>parking space</i> per <i>dwelling unit</i>.</p> <p>(iii) Canopies may encroach 3m into a <i>required interior side yard</i>.</p>
30 Ste-Anne Road	<p>A0096/2017</p> <p>Approval of the resulting lot following a lot additon, providing a reduced minimum 5.0m side yard setback, and also for the approval of the location of a proposed retaining wall on the subject lands, providing a 0.0m side yard setback from the west lot line.</p>	<p>I(47)</p> <p>Notwithstanding any other provision hereof to the contrary, within any area designated I(47) on the <i>Zone Maps</i>, all provisions of this by-law applicable to the "I", Institutional zone shall apply subject to the following modifications:</p> <p>(i) In addition to the <i>uses</i> permitted in the Institutional zone, <i>offices</i> shall also be permitted;</p> <p>(ii) Notwithstanding the above, <i>medical offices</i> shall be limited to 740 m² of <i>net floor area</i>;</p> <p>(iii) The <i>lot line abutting</i> Mackenzie Street shall be deemed to be the <i>front lot line</i>;</p> <p>(iv) The location of the <i>existing building</i> shall be permitted;</p> <p>(v) A retaining wall shall be permitted with zero <i>setback abutting</i> Lot 94, Plan RCP 85-S.</p>

ADDRESS/ PROPERTY	MINOR VARIANCE/ PERMISSIONS	ZONING /PERMISSIONS
38 Xavier Street	N/A	<p>I(48) Notwithstanding any other provision hereof to the contrary, within any area designated I(48) on the <i>Zone Maps</i>, all provisions of this by-law applicable to the "I", Institutional <i>zone</i> shall apply subject to the following modifications:</p> <p>(i) In addition to the <i>uses</i> permitted in the Institutional <i>zone</i>, the <i>existing parking area</i> comprising 60 <i>parking spaces</i> and an <i>existing detached garage</i> shall also be permitted.</p>

Given the need for flexibility to respond to changing market and tenant demands, these previous applications have yet to substantially resolve issues related to flexibility of use and parking requirements and have not substantially considered the Downtown designation afforded to these properties. Thus, this application specifically looks to resolve issues related to limited uses and inconsistent parking standards, in order to attract a greater range of potential users which will enable the properties to evolve into dynamic and age-friendly service-commercial hubs in Sudbury's Downtown.

During pre-consultation with the City of Greater Sudbury, staff expressed concerns regarding the C6-Downtown Commercial zone. As such staff recommended the properties be rezoned C4-Special which would include site-specific parking standards and use permissions. While the C4 zone was considered, it was determined that such zone lacks the flexibility needed on these centrally located sites given the C4 zone requires the same parking standards as those found outside Downtown sudbury. The C4 zone does not address issues related to parking flexibility and would not recognise active transportation opportunities afforded to this property which intrinsically allow for reduced parking needs/demand for the uses/tenants contemplated for these properties. While site-specific standards are proposed to introduce minimum parking standards for limited uses in the requested C6-special zone, these standards are built from the C6 O-commercial-parking standard, rather than reduced from the C4 parking standards. This in the authors opinion establishes the appropriate principle of development (C6 zone) for such a Downtown location while being context-sensitive to the range of potential uses in these existing buildings. A detailed comparison of the C4 and C6 commercial zones can be found in Section 4.0.

3.0 PROPOSED APPLICATIONS

The proposed application for zoning by-law amendment is for three properties. 162 MacKenzie Street is currently zoned C4(16), 30 Ste-Anne Road is zoned I(47) and 38 Xavier is zoned I(48). All three properties are proposed to be rezoned to C6-Downtown Commercial (Special) to achieve the highest-and-best use of the lands (See *Figure 15*) while leveraging the opportunities, infrastructure and service facilities afforded to such lands by virtue of their downtown location.

It is recognized that the C6-Downtown Commercial zone does not require parking for commercial/institutional uses. However, for the purposes of this application site-specific parking standards that are over and above C6 requirements are seen as appropriate for this location, given that some uses in the C6 zone may attract limited visitors/clients travelling to the properties by vehicle from outside the downtown area. Further discussion regarding the appropriateness of the below standards is included in Section 5.0 of this report.

Further to C6 zone parking standards, the application proposes the following parking standards on all three properties. We note the C6 requirement for 1 parking space per residential dwelling unit is proposed to be maintained:

- 1) **Institutional** Parking Requirements to permit **1/40 m² net floor area** whereas 0 is required in the C6 zone;
- 2) **Daycare** Parking Requirements to permit **1/40 m² net floor area** whereas 0 is required in the C6 zone;
- 3) **Medical Office** Parking Requirements to permit **1/30m² net floor area** whereas 0 is required in the C6 zone;
- 4) **Personal Service Shop** Parking Requirements to permit **1/30m² net floor area** whereas 0 is required in the C6 zone;
- 5) **Retail** Parking Requirements to permit **1/40m² net floor area** whereas 0 is required in the C6 zone; and,
- 6) **Place of Worship** Parking Requirements to permit **1/30m² net floor area** whereas 0 is required in the C6 zone.

An analysis of current and projected future tenants was undertaken to contextually determine each use's potential parking requirements and anticipated future needs given anticipated lease for each use in each property. The above standards, as discussed, also reflect a general understanding that such scoped uses may attract some vehicular traffic, and as such this parking should be accommodated through limited minimum parking standards.

To ensure the existing buildings can be utilized to their full potential, reasonable minimum parking standards must be employed. Without reasonable parking requirements the subject lands will continue to experience issues related to tenancy and the efficient use of existing Downtown infrastructure. In providing these above parking standards, the applicant recognizes the value parking has to this multi-functional complex and need to mitigate concerns related to off-street overflow parking that may be

generated if all uses were held to the 0 space requirement in the C6 zone. The application seeks to recognize that alternative methods of travel such as walking, cycling, ridesharing and public transit are appropriate for accessing services and businesses on site given the properties central location. The purpose of this application is not to preclude need for providing parking, it instead proposes to right-size parking standards to complement the unique nature of the subject properties' location and built-forms.

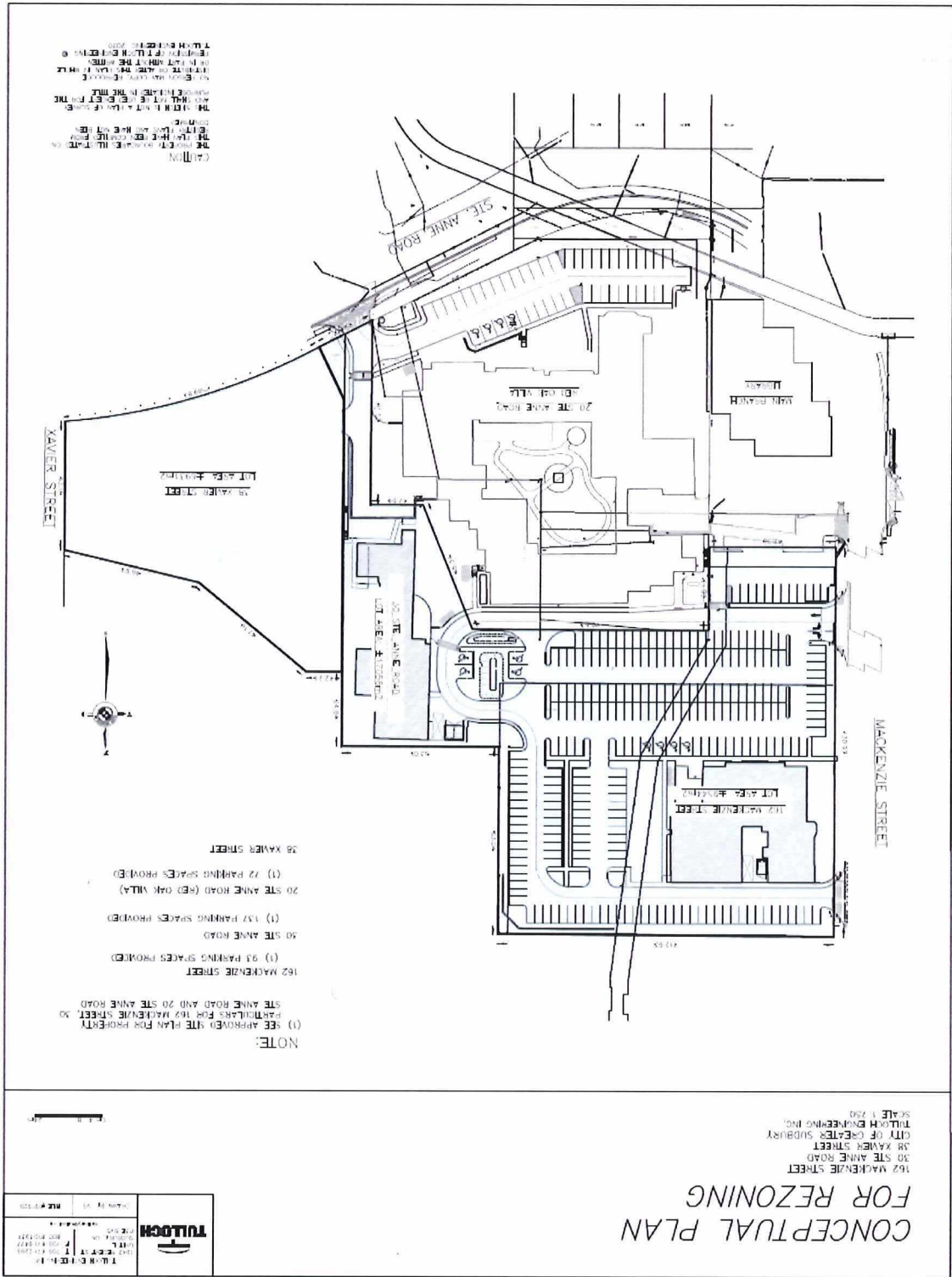


Figure 15: Conceptual Plan for Rezoning

4.0 POLICY OVERVIEW AND ANALYSIS

The following section sets out the relevant planning policy framework to assess the appropriateness of the proposed application in the context of Provincial and Municipal policies and regulations. Each subsection will outline relevant policies and provide a planning analysis with respect to how the zoning by-law amendment is consistent with or conforms to such policy.

THE PLANNING ACT

The Planning Act establishes the overall regulatory framework for land use planning in the Province of Ontario.

Section 1.1 sets out the purposes of the Act, which are:

- *To promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;*
- *To provide for a land use planning system led by provincial policy;*
- *To integrate matters of provincial interest in provincial and municipal planning decisions;*
- *To provide for planning processes that are fair by making them open, accessible, timely and efficient;*
- *To encourage co-operation and co-ordination among various interests;*
- *To recognize the decision-making authority and accountability of municipal councils in planning.*

Section 2, Part 1 sets out matters of provincial interest, to be regarded by the Minister, the council of a municipality, a local board, a planning board, and the Tribunal. These include:

- (a) the protection of ecological systems, including natural areas, features and functions;*
- (b) the protection of the agricultural resources of the Province;*
- (c) the conservation and management of natural resources and the mineral resource base;*
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;*
- (e) the supply, efficient use and conservation of energy and water;*
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;*
- (g) the minimization of waste;*
- (h) the orderly development of safe and healthy communities;*
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;*
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;*
- (j) the adequate provision of a full range of housing, including affordable housing;*

- (k) the adequate provision of employment opportunities;*
- (l) the protection of the financial and economic well-being of the Province and its municipalities;*
- (m) the co-ordination of planning activities of public bodies;*
- (n) the resolution of planning conflicts involving public and private interests;*
- (o) the protection of public health and safety;*
- (p) the appropriate location of growth and development;*
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;*
- (r) the promotion of built form that,*
 - (i) is well-designed,*
 - (ii) encourages a sense of place, and*
 - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant*

The Act integrates matters of provincial interest into provincial and municipal planning decisions by requiring that all municipal decisions and planning documents be consistent with the Provincial Policy Statement and conform to or do not conflict with provincial plans. The proposed zoning bylaw amendment meets the intent of the Planning Act outlined in **Section 1.1**, by promoting economic development and accounting for matters of provincial interest in a contextually-sensitive manner.

The proposed rezoning addresses a number of the matters of provincial interest set out in **Section 2, Part 1**. The application promotes:

- The adequate provision and distribution of educational, health, social, cultural and recreational facilities throughout the municipality **(2.1(i))**,
- Provides for potential future employment opportunities and expansion **(2.1(k))**,
- Is an appropriate location for growth and development given its location Downtown, and being on full municipal services with benefit of hard and soft infrastructure **(2.1(p))**,
- Is transit and pedestrian supportive given its walkability, and proximity to public and active transit infrastructure **(2.1(q))**; and,
- Promotes built form that, is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant through rezoning to promote a mixed-use site **(2.1(r))**.

PROVINCIAL POLICY STATEMENT, 2020

The *2020 Provincial Policy 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. Municipal official plans must be consistent with the provincial policy statement. Policies applicable to the proposed zoning by-law amendment are outlined and discussed below.

PPS **Section 1.0** speaks to managing and directing land use to achieve efficient and resilient development and land use patterns. PPS **Section 1.1.1** states, in part:

“1.1.1 Healthy, liveable and safe communities are sustained by:

a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;

b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

...

e) promoting the integration of land use planning, growth management, transit-supportive development, intensification, and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs”

A key component of planning for strong, healthy communities is the redevelopment and intensification of underutilized sites. The proposed rezoning provides for a more efficient use of the existing land parcel and structures, given that the existing buildings on these sites are currently underutilized because of parking and use zoning constraints per **1.1.1(a)**. However the proposed zoning also recognises the existing site plan registered on MacKenzie & Ste-Anne Road properties as representing the maximum provision of parking possible on both subject lands. Such site plan provides for a minor expansion of MacKenzie building while accommodating and appropriately laying-out the maximum level of parking that can be provided on each site. It is the authors opinion that given such site plan provides maximum parking while also allowing the continued location and use of both existing structures, flexibility of use and parking standards are appropriate to allow the properties to naturally evolve and accommodate a range of uses, while having benefit of site plan standards/layout which ensures the appropriate function of both properties.

The application is also consistent with **1.1.1(b)** in that rezoning will increase the ability for employment and institutional uses to occupy the lands. The proposed rezoning is consistent with **1.1.1(e)** as it promotes the integration of land use planning, growth management, transit-supportive development,

intensification and infrastructure planning to achieve cost-effective development patterns, optimizing Sudbury's transit investments, and minimizing land consumption and servicing costs. It does this by encouraging employment opportunities through a greater range of permitted uses on all three properties within the Downtown, which is again in close proximity to public transit and active transportation infrastructure. Further, the application increases the usability of three underutilized sites on existing servicing thereby supporting cost-effective development patterns which will support the financial wellbeing on the Municipality and Province.

Section 1.1.3 of the PPS states that Settlement Areas shall be the focus of growth and development and their vitality and regeneration shall be promoted. Given that the subject lands are located within Greater Sudbury's Settlement Area, the following policies are applicable:

***"1.1.3.2** Land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

a) efficiently use land and resources;

b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;

e) support active transportation;

f) are transit-supportive, where transit is planned, exists or may be developed

***1.1.3.6** New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities"*

The PPS recognizes that growth in settlement areas should be supported through intensification, redevelopment, and a mix of uses. The subject by-law amendment will enable the more efficient use of land and resources in Sudbury's Downtown as it takes advantage of both an existing 7-storey and 2-storey building in the City's downtown and would provide a greater range of uses more appropriate for a downtown setting per **1.1.3.2(a)(b)**. Further, the subject lands are located in close proximity to high, medium and low-density residential neighborhoods (Uptown and Downtown) and is directly adjacent to cycling and other active transportation infrastructure (i.e. public transit, etc.), which thereby reduces vehicle dependency as supported through PPS **Section 1.1.3.2(e)(f)**. Demographic data obtained through the City of Greater Sudbury Mapping (2016 Census) revealed that in 2016 approximately 16,000 residents lived within a 1.0-kilometre radius of the subject lands (See *Figure 16*). This accounted for approximately 10% of the City of Greater Sudbury's population at the time.

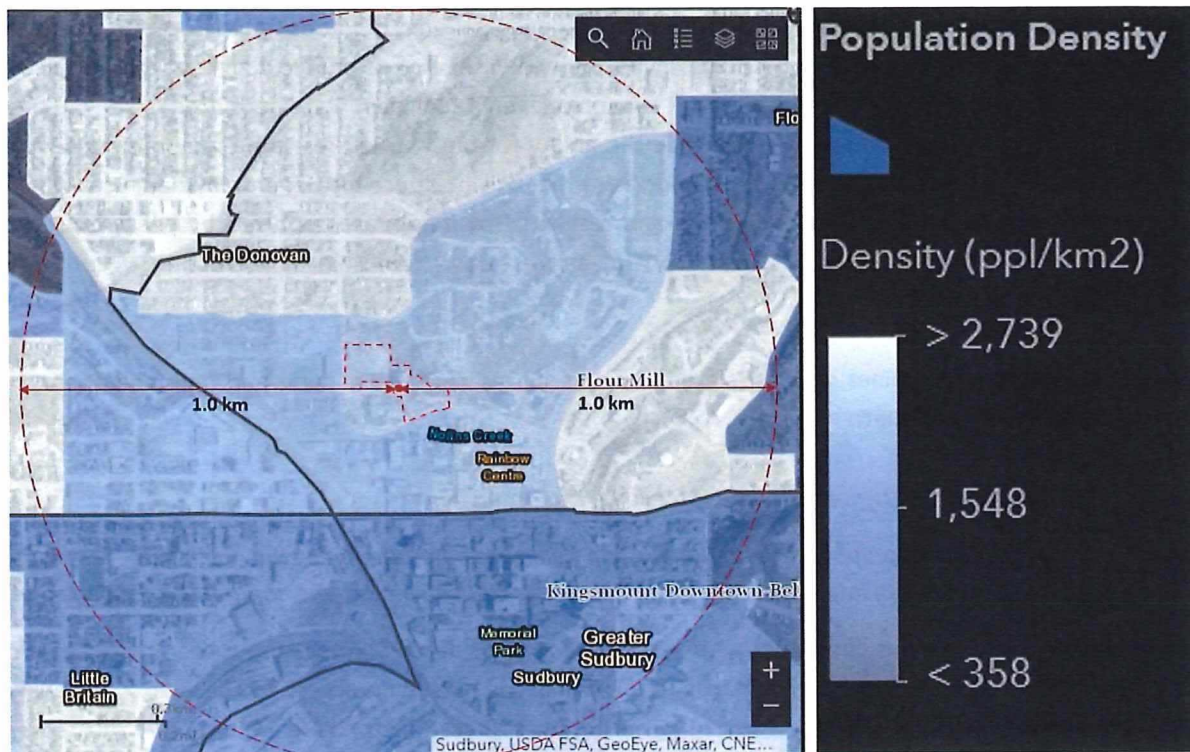


Figure 16: Population Density around on Subject Sites

Policies related to employment are outlined in **Section 1.3.1** of the PPS, which states:

“1.3.1 Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*
- c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;*
- d) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4; and*
- e) ensuring the necessary infrastructure is provided to support current and projected needs.”*

The proposed application is consistent with policies set out in **Section 1.3.1(a)(b)** as it will provide for a broader range of employment and institutional uses which provide opportunities for a diversified

economic base and range of economic activities. The reduced parking standards found in the C6 zone will further aid in meeting the intent of 1.3.1(b) given the wide range of economic activities and ancillary uses would be unable to locate in the existing structures (even if such uses were permitted) given parking standards outside the C6 zone would preclude the ability for both structures to be fully tenanted. The application also encourages a mixed-use development that will introduce further employment uses which are compatible and support a more liveable and resilient Downtown as supported by policy 1.3.1(d). Lastly, the application is consistent with 1.3.1(e) as necessary municipal infrastructure is currently provided to the properties.

Section 1.5 of the PPS outlines policies related to public spaces, recreation, parks and trails and open space, and states in part that:

“1.5.1 Healthy, active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity”

The proposed application is consistent with **Section 1.5.1(a)** of the PPS in that the three properties are directly adjacent to significant active transportation linkages, including access to the nearby sidewalk network, pedestrian paths, and the existing Xavier Street staircase (See *Figure 12*). The *City of Greater Sudbury Transportation Master Plan* also calls for the addition of proposed signed bike routes on Ste-Anne Road and MacKenzie Street scheduled for Phase 2 (6-10 years) (See *Figure 17*). In the absence of enhanced flexibility of use and reduced dependence on parking/vehicular travel to these properties, opportunities to enhance social interaction and community active transportation connectivity will not be realised. The subject properties are also in close proximity to the main downtown bus terminal, which provides transit services that connect Sudbury’s Downtown with all other parts of the City.

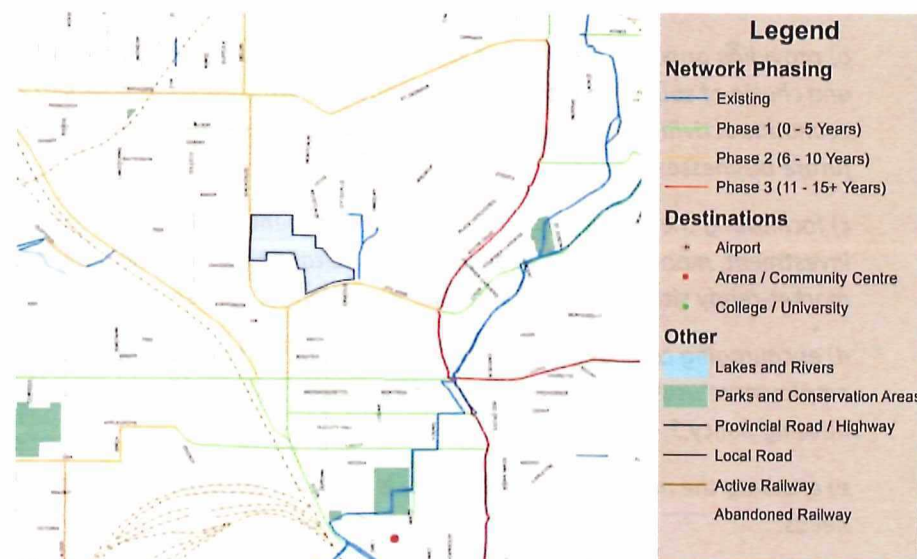


Figure 17: Transportation Master Plan AT Phasing Plan

Section 1.6.6 of the PPS deals with sewage, water and stormwater, and states in part that:

“1.6.6.1 Planning for sewage and water services shall:

a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:

1. municipal sewage services and municipal water services; and

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

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

2. prepares for the impacts of a changing climate;

3. is feasible and financially viable over their lifecycle; and

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

The subject properties benefit from existing services and have access to existing hard and soft municipal infrastructure. The proposed applications are consistent with **Section 1.6.6** of the PPS in that the development will occur on existing full municipal water and sewage services, and enhanced use of such infrastructure through full-tenancy of the existing structures would bring the properties more into conformity with the ‘efficient and optimal infrastructure use’ direction found above.

The PPS also provides policy direction for matters related to transportation in **Section 1.6.7**. Specifically, the 2020 PPS states that:

“1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation”

The proposed application is consistent with **1.6.7.4** as it would provide for the flexible use of properties that benefit from significant existing and proposed active transportation infrastructure. In doing so the application seeks to recognise the reduced vehicular dependence/need of these properties, while being cognisant of potential parking needs for specific potential future tenants through site-specific parking standards to mitigate potential off-site parking impacts to the surrounding neighbourhood. While the C6 zone’s requirement for 0 parking would be consistent with **1.6.7.4** given the properties location, the proposed site-specific minimum parking standards recognise that the properties’ proximity to transit and active transportation infrastructure will limit – but not completely preclude - need to travel to the properties by vehicle. Section 5.0 of this report speaks more specifically to proposed parking standards that are in-excess of the C6 zone standards.

Section 1.7 provides policy direction for municipalities to achieve long-term economic prosperity. The following policies are relevant:

“1.7.1 Long-term economic prosperity should be supported by:

- a) promoting opportunities for economic development and community investment-readiness;*
- c) optimizing the long-term availability and use of land, resources, infrastructure and public service facilities;*
- d) maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets;*
- e) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes”*

The introduction of more flexible mixed-use space (supported through flexible parking) in Sudbury’s Downtown will promote economic development and community investment readiness, thereby contributing to a diversified economic base and a wide range of economic activities in the area as supported by **Section 1.7.1(a)**. The application would enable the adaptive reuse of two existing buildings within the Downtown, which are on existing municipal infrastructure, while stimulating economic development and pedestrian traffic in the area as supported by **1.7.1(a)(c)**.

Section 1.7.1(d) speaks to enhancing the viability and vitality of downtowns and main streets to support long-term economic prosperity. The C6 zone will encourage the vitality of this area of the Downtown by increasing pedestrian traffic through enhanced use potential and flexibility, while enabling uses to locate on these properties that may currently be precluded given existing parking requirements. Overall, the greater number of pedestrians within a downtown area, the better the conditions. This increased pedestrian foot traffic facilitates vital synergy generating effects, through economic spinoffs, eyes-on-the-street, and reinvestment in public spaces. Synergies can be defined as the interactions between activities to their mutual benefit. The application provides opportunities for these synergies by increasing the potential for people to walk or use other active transportation when within the Downtown area, to visit multiple uses/service providers in a single Downtown visit, and encourage the development of a critical mass of uses that are accessible through means other than single-trip generating vehicular trips.

Per **1.7.1.(c)(e)** the proposed development will enable the adaptive reuse of existing structures which are architecturally unique in the area. In the absence of use and parking flexibility, the existing structures are difficult to utilize to their full potential given such were purpose-built for institutional uses over 70 years ago. As discussed, existing site plans provide for the maximum parking carrying capacity of both properties with existing structures. Additional structures are not envisioned through this application for MacKenzie or Ste-Anne Rd, rather, the flexibility of use pursuant to the maximum parking carrying capacity (through market-driven needs) is sought. As such, the author anticipates conversations with City of greater Sudbury planning services staff to determine if additional site-specific standards (i.e. setbacks) should be applied to MacKenzie & Ste-Anne Road, which will encourage use of the existing structures and promotion of their existing built form. If such existing structures cannot be utilized to their full potential – given zoning

restrictions – such structures may become unviable for future use and may be replaced by more modern purpose-built developments. Permitting the more flexible use of the existing structures would aid in promoting the conservation of ‘features’ (buildings) which do contribute to the character of the area.

Section 1.8 of the PPS speaks to energy conservation, air quality and climate change. It states in part:

“1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of changing climate through land use and development patterns which:

- a) promote compact form and a structure of nodes and corridors;*
- b) promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;*
- c) focus major employment, commercial and other travel-intensive land uses on sites which are well served by transit where this exists or is to be developed, or designing these to facilitate the establishment of transit in the future;*
- e) encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion”*

The proposed applications are consistent with **Section 1.8.1 (a)(b)(c)(e)** of the PPS as the rezoning would enable increased intensity of use in the existing compact structures/properties, and promote active transportation between the site, the downtown commercial core and the surrounding mixed-residential areas. The properties are also in proximity to schools, parks, and places of worship.

While not specific to parking requirements- efficient development patterns, transportation choices, air and water quality, and liveable communities are impacted by choices related to the provision of and requirements for parking. The application establishes appropriate parking standards for a development within Downtown, and in doing so supports improving air quality, and the reduction of greenhouse gas emissions by leveraging established surrounding active transportation and public transit infrastructure per **1.8.1(b)(e)**. Further the application is consistent with **Section 1.8.1(b)(e)** as it promotes the use of active transportation and transit in and between residential, employment, institutional uses, and other areas. In doing so it will encourage active streets, support local businesses by increasing foot traffic, and decreases reliance on personal vehicles.

Per **Section 1.8.1(c)** the application will assist in focusing employment and other travel-intensive land uses on sites which are well served by Sudbury’s GOVA transit service line. The subject properties are located within 100.0 metres of four transit stops and within 550.0 metres of the main Downtown transit terminal.

In summary, the subject application is consistent with the 2020 PPS as it promotes the wise use of resources and infrastructure, efficient and compact development, intensification, investment-readiness and encouraging a mix of uses in an appropriate location while leveraging and supporting active transportation and healthy communities. This proposal represents an opportunity to both recognise the

properties' Downtown designation and potential, while being context-sensitive to the uses and associated potential parking needs that may locate in this area given C6 zone permissions. The application will encourage the retention and revitalization of built-forms which are part of the character of the area, while recognising the properties currently provide their maximum parking carrying capacity through existing registered site plan agreement.

GROWTH PLAN FOR NORTHERN ONTARIO

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. The GPNO states that:

“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”

Per **Section 3.4.3** the subject application will promote a further range of uses and employment types in Sudbury's downtown core. Further, it promotes healthy living by permitting such uses and employment types within proximity to significant residential areas, supporting active transportation and easy access to services.

Section 4.4.2 of the GPNO speaks to planning for strategic core areas. It states that:

“4.4.2 Municipalities that contain strategic core areas are encouraged to plan for these areas to function as vibrant, walkable, mixed-use districts that can:

- a. attract employment uses and clusters, including office and retail*
- b. provide a broad range of amenities accessible to residents and visitors including vibrant streetscapes, shopping, entertainment, transportation connections, lodging, and educational, health, social and cultural services.”*

Under the GPNO the City of Greater Sudbury has been identified as a municipality which contains strategic core areas. The City of Greater Sudbury's OP Section 1.1 and 4.2.1 identifies Downtown Sudbury as a strategic core area and the heart of Greater Sudbury, and as such the Plan encourages the City of Greater Sudbury's downtown to be planned as a vibrant, walkable mixed-use district with employment clusters and a range of services.

The Official Plan and *Downtown Master Plan* also highlight the importance of ensuring the downtown is a vibrant mixed-use community. The range of uses permitted in the C6 zone and reduced parking

requirements for such will attract further employment uses within the Downtown area as supported by GPNO **Section 4.4.2(a)**. The application also enhances the ability to attract a broad range of uses/amenities for residents and visitors through the addition of commercial, entertainment, institutional, health, social and cultural services/uses, as supported by GPNO **Section 4.4.2(b)**.

CITY OF GREATER SUDBURY OFFICIAL PLAN

The 2006 *City of Greater Sudbury's Official Plan* is the principal land use planning policy document for the City of Greater Sudbury. The Official Plan (OP) establishes objectives and policies that guide both public and private development/decision-making.

The subject lands are designated 'Downtown' per *Schedule 1B* of the *City of Greater Sudbury Official Plan* (See *Figure 18*). The City's former Official Plan designated the lands as Institutional, however, during the previous Official Plan review the lands were re-designated to Downtown. It is the authors opinion that this re-designation was appropriate and recognized the three subject properties as an important resource/location within the greater context of Downtown Sudbury given the locations ability to leverage opportunities afforded by their proximity to downtown services, infrastructure and amenities.

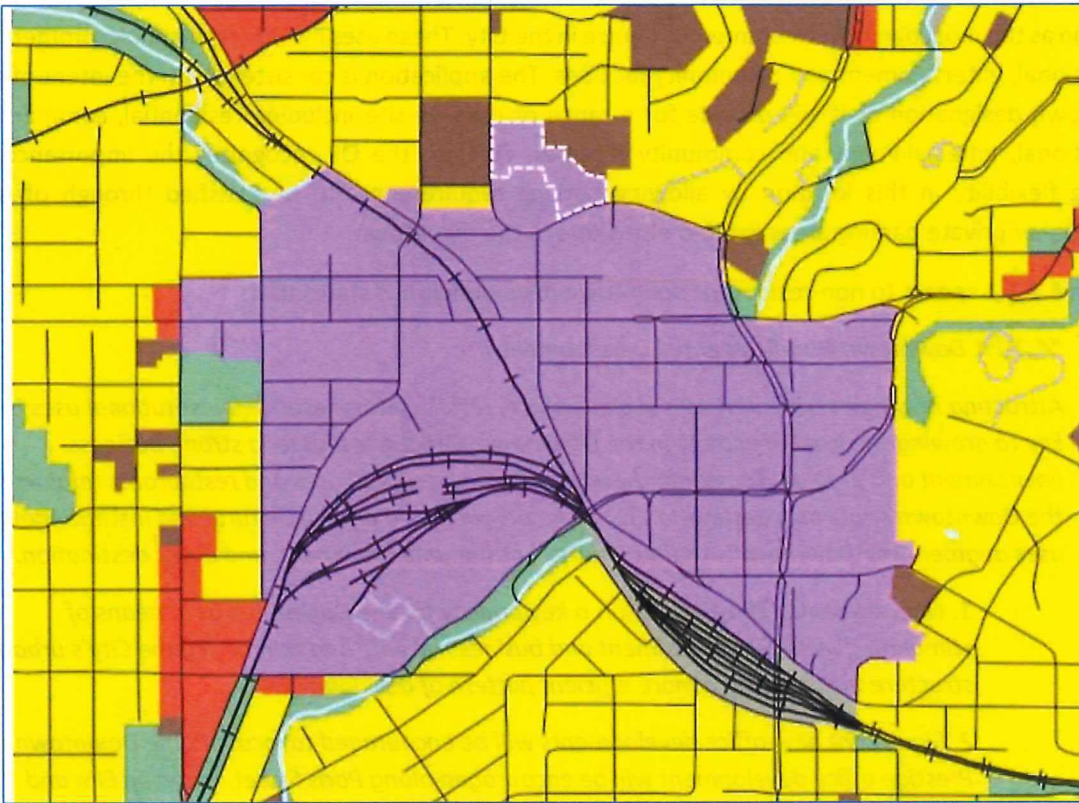


Figure 18: Official Plan Land Use Schedule 1B

Official Plan policies relevant to the subject application are outlined and discussed below.

“4.2.1 Downtown

1. A wide variety of uses are permitted in the Downtown, consistent with its function as the most diversified commercial Centre in the City. Residential, commercial, institutional, entertainment uses and community facilities are permitted as set out in the Zoning By-law, provided that sewer and water capacities are adequate for the site. Drive-throughs are not permitted in the Downtown.

4. In order to encourage development in the Downtown, Council may:

a. allow parking requirements to be satisfied through off-street municipal or privately owned communal parking areas located elsewhere in the Downtown; and,

2. The City may also work with its partners to pursue other projects that reinforce the Downtown’s role as a local centre and a strategic core area in northeast Ontario.”

Section 4.2.1 states that a wide variety of uses are permitted in the Downtown, consistent with its function as the most diversified commercial Centre in the City. These uses include residential, commercial, institutional, entertainment and community facilities. The application is consistent with the intent of the downtown designation as it will provide for a range of uses on site including residential, commercial, institutional, entertainment and community facilities. Further, the OP recognizes the importance of parking flexibility in this location by allowing parking requirements to be satisfied through off-site municipal or private parking areas located elsewhere in the downtown.

Section 4.2.1.1 speaks to non-residential downtown development. It states that:

“4.2.1.1 Downtown Non-Residential Development

Attracting new non-residential uses such as office, retail, cultural uses and institutional uses is key to growing the level of activity in the Downtown. Office uses foster a strong business environment and provide a customer base for other uses. Retail uses and restaurants reinforce the Downtown’s role as a destination for niche products and dining. Cultural and institutional uses augment the Downtown’s role as an arts, culture, entertainment, and event destination.

1. Non-residential development is a key priority for the Downtown as a means of stimulating increased investment and business activity and reinforcing the City’s urban structure by achieving a more efficient pattern of development.

2. Significant new office developments will be encouraged to locate in the Downtown. Prestige office development will be encouraged along Paris Street, between Elm and Cedar Street.”

Consistent with **Policy 4.2.1.1(1)(2)**, the flexibility inherent in the C6 zone will allow the attraction of further investment and business activity in the downtown and encourages a more compact and efficient pattern of development through reduced need for on-site surface parking.

Section 4.2.1.1 speaks to the benefits of office uses given they foster a strong business environment and provide a customer base for other uses. Existing zoning for all three sites currently limits the potential to attract tenants and ability for the properties to function as a significant employment area, as promoted in **4.2.1.1(1)(2)**. For example, medical offices are currently limited to 740m² in 30 Ste-Anne Road (given existing parking standards), which prevents future practitioners' offices and medical service providers from leasing space in such existing building. The need for continual zoning by-law amendments or variance applications to recognise potential tenants constrains flexibility and restricts investment-readiness in this area of the Downtown. Given their size, existing structures and location, the three subject properties have the potential to be a significant employment/service centre if such can be responsive to market demands through the C6 zoning.

Section 4.2.1.3 speaks to the Downtown urban environment and states in-part:

"4.2.1.3 Downtown Urban Environment

- 1. It is policy of this Plan to preserve those aspects of the Downtown that contribute to the image, character and quality of life in the City, including natural features, landmarks, design attributes, heritage resources, linkages to existing trails, pedestrian walkways and other desirable elements of the built environment.*
- 4. In order to protect the existing built form, the rehabilitation and reuse of existing buildings that are well-suited and economically viable to adaptive reuse will be encouraged."*

The proposed zoning by-law amendment aims to apply a site-specific zone that would allow the adaptive reuse of the properties' existing structures, while providing flexibility to best utilize vacant lands in the Downtown. In the absence of flexibility, the existing structures which act as a form of landmark in the area, (certainly with unique design attributes) cannot be utilized to their full economic potential, and as such are not economically viable. Without such flexibility afforded through C6 zoning, preservation of such structures may not be possible, which is inconsistent with the above policy intent.

Section 11.0 outlines policies related to the City's transportation network, and states in part:

"11.1 It is the objective of the transportation network policies to:

- d. coordinate the development of Greater Sudbury with transportation, public transit and active transportation infrastructure to effectively reduce the number of automobile-oriented trips and the associated environmental impacts;*
- e. promote all travel modes, including public transit and active transportation"*

It is the intent of the Official Plan to limit the need for automobile-oriented trips and support alternative methods of transportation including public transit and active transportation. As discussed previously, the application is consistent with **Section 11.1(d)(e)** as this development recognizes the subject lands proximity to active and public transportation infrastructure while providing context-sensitive parking standards to account for potential off-site impacts if the full C6 parking standard was applied. The nearby

transportation network and allows greater flexibility in residents travel decisions given the walkability and convenient access to public transit.

Section 11.3.2 discusses land use policies to support transit needs. Applicable policies to this application include:

“11.3.2.1. Urban design and community development that facilitate the provision of public transit will be promoted.”

The application is consistent with **Section 11.3.2** as it considers healthy community development principles by promoting public transit usage, given the intent of the application is to allow broad, flexible use permissions within very close proximity to significant public transit infrastructure.

Section 11.4 speaks to parking and requires that:

“11.4 (a) New developments generally must provide an adequate supply of parking to meet anticipated demands.

(b) Based on a review of parking standards for various land uses in the City, parking requirements may be reduced in those areas that have sufficient capacity, such as the Downtown and other major Employment Areas”.

Based on a review of parking demands specific to the use, as well the availability of public transit and active transportation, the C6 zone’s recognition of reduced parking needs (and this application’s recognition of parking standards for some uses) is appropriate in this location.

Parking standards should be considered within the context of location. In this case, the subject properties are abutting a predominantly C6- Downtown Commercial area which has no parking requirements, is along a public transit route and is within 550.0 metres of the main Downtown Transit terminal. Further, **Policy 11.4(b)** of the Official Plan states parking standards within the municipality made be reduced in areas such as the downtown given sufficient existing capacity. This was seen on the abutting property- Red Oak Villa as a reduction in parking was previously approved for its expansion. City planning’s staff report (File # 751-6/15-22) supported the reduction in parking given that:

- 1. Additional private off-site parking can be provided on abutting properties;*
- 2. There is a municipal parking lot directly across the street (Beech Street lot), as well as additional public parking available in the Downtown core.*
- 3. Parking relief should be considered within the context of the location. In this case, the subject property is located just outside the “C6”, Downtown Commercial zone, which has no parking requirements*
- 4. Public transit is available on Ste. Anne Road (North End route) and Elm Street (various routes). The main transit terminal is also an approximate ten (10) to twelve (12) minute walk from Red Oak Villa.*

Section 14.9 of the City's Official Plan speaks to energy efficiency and climate change resiliency with specific focus on urban design. It states in part:

"14.9.1 The City will encourage urban design solutions that minimize non-renewable resource consumption, maximize the use of renewable energy and takes into account the impact of climate change by:

(a) encouraging compact, mixed use and infill developments that concentrate complementary land uses and support active transportation and public transit"

Per OP **Policy 14.9.1(a)** the application proposes to rezone an existing cluster of development and in doing so encourages compact and concentrated uses to be permitted on the subject lands. The proposed C6 zone also allows for future compact infill development on 38 Xavier Street. Uses such as future commercial or medium-to-high density residential would be complementary uses to the area and would be consistent with OP policies applicable to the Downtown.

Section 16.2 of the OP promotes policies which plan for Sudbury's aging population. Policies include the need to:

"16.2.6 *Support an active lifestyle for an aging population by increasing the availability and accessibility of social and recreational opportunities*

16.2.7 *Support development that recognizes the short term and long-term demand for an increase in health care service and related economic opportunities in Greater Sudbury."*

The C6 zone would enable a mix of uses which would encourage the development of services and businesses that promote an active lifestyle for Sudbury's aging population. Given the sites proximity to the Red Oak Villa retirement home and other Seniors services/residences in the Downtown, the properties are well positioned to naturally evolve into an age-friendly service hub. For example, the C6 zone allows recreation centre-commercial uses whereas the C4 zone (and all existing zones) would not. Without permission for such, services such as fitness facilities (including yoga/pilates studios and other similar age-friendly activities) would be unable to operate on the subject lands. The application is consistent with **Policy 16.2.7** as it recognizes the opportunity for business and organizations (retail, entertainment, institutional, health care service etc.) to operate on the subject lands, which again given the property locations would be conducive to such senior-oriented uses. Further, the application considers age-friendly planning principles such as convenient access to the City's public transit infrastructure, active transportation infrastructure (sidewalks, etc) and ability to provide multiple services in one location within close proximity to multiple seniors residential/care uses.

It is the author's opinion that the proposed zoning by-law amendment application is consistent with the intent of the Downtown designation as it promotes a mix of uses and focuses on attracting new non-residential uses such as office, retail, cultural and institutional uses in order to grow the level of activity in the Downtown. The application proposes context sensitive parking standards for all three sites that are

supported by OP policies related to parking, urban design, public transit, the wise use of lands and infrastructure, and active transportation. Further the application recognizes that less parking is required on such sites given their immediate proximity to the City of Greater Sudbury's active transportation and public transit system, and the abundance of parking within the Downtown area.

DOWNTOWN MASTER PLAN

The Downtown Master Plan serves to guide the revitalization of Downtown Sudbury over a ten-year horizon, providing a series of actions and initiatives necessary for such transformation. The subject lands are within the area subject to the Downtown Master Plan (See *Figure 19*), while the majority of the subject lands are located within what the Master Plan refers to as the North-West District (See *Figure 20*).

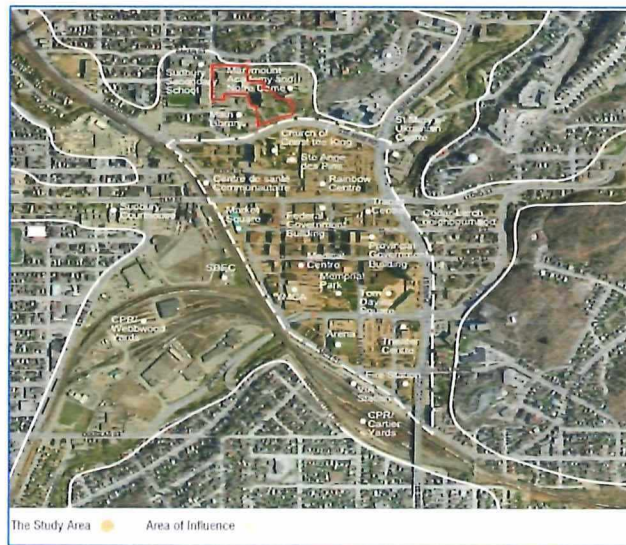


Figure 19: Downtown Master Plan Study Area & Area of Influence

The Plan states, in part that “This district (North-West) functions as a transition zone between the traditional Downtown area and the more residential area to the north. As a transitional zone, the area supports a mix of uses, including residential, retail, commercial, institutional, and light industrial” (pg.91). The Master Plan states that the district currently lacks a well-defined identity even though the area features high profile street frontages and strong regional access points. This lack of identity can (in the author’s opinion) be resolved through the adaptive reuse of these properties existing structures which will represent the highest and best use of infrastructure in the area. The proposed C6 zoning is consistent with the function of this area as a district that supports a mix of uses including commercial and institutional uses. Further, the C6 zone will allow the existing buildings (162 MacKenzie Street and 30-Ste Anne Road) to operate at their highest and best use and become a more pedestrian-oriented destination within downtown through the inclusion of those uses that attract local clientele.



Figure 20: Master Plan Northwest District

Overall, the intent of the Master Plan is to stimulate the revitalization of Sudbury's Downtown. The application is consistent with the intent of the Downtown Master Plan as it will, by its very nature foster activity and growth by supporting employment, pedestrian-oriented uses and leveraging existing resources and infrastructure found in the Downtown, and will encourage the adaptive reuse of existing structures that will enhance the downtown's vitality.

DOWNTOWN SUDBURY COMMUNITY IMPROVEMENT PLAN

The subject properties fall within the Greater Sudbury *Downtown Community Improvement Plan* (CIP) area (See Figure 21).

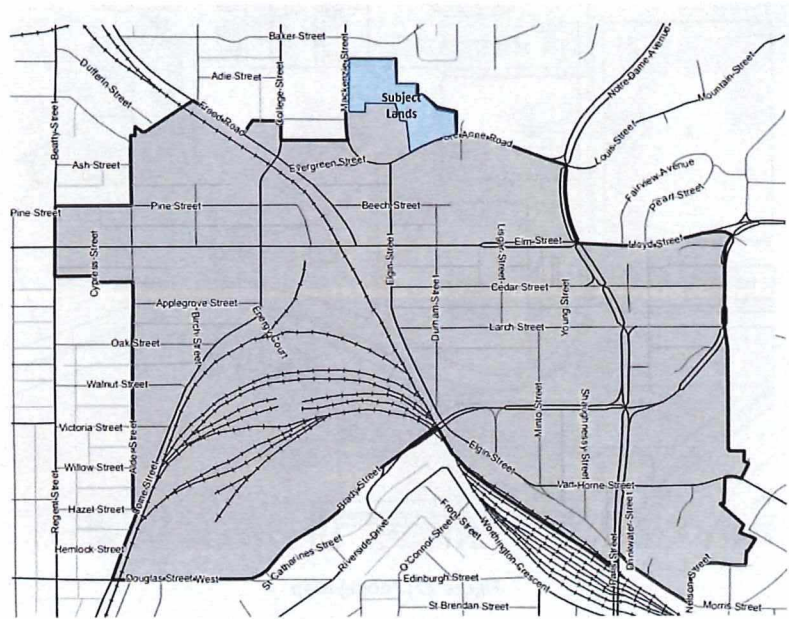


Figure 21: Downtown CIP Boundary Map

The purpose of the Downtown CIP is to revitalize Downtown Sudbury, increase the residential population of the Downtown, create and retain employment opportunities, grow the municipal assessment base, and repair and intensify the existing urban fabric with compatible projects while taking advantage of existing infrastructure and enhancing the quality of the public realm. The CIP's direction complements the policy direction of the *Provincial Policy Statement* and the *City of Greater Sudbury Official Plan* by supporting mixed-use, efficient, and vibrant spaces within the downtown.

It is the authors opinion that the flexibility inherent in the C6 zone would support many of the goals of the Downtown CIP, including its intent to create and retain employment opportunities (**Section 3.1**), repair and intensify the existing urban fabric with compatible projects (by virtue of enabling the adaptive, flexible reuse of existing downtown structures that do contribute to the character of the area), takes advantage of existing infrastructure and enhances the quality of the public realm through increased pedestrian traffic.

ZONING BY-LAW 2010-100Z

CURRENT ZONING

As discussed, the subject properties have three different zones: C4(16), I(47) and I(48) in the *City of Greater Sudbury Zoning By-Law 2010-100Z* (See Figure 22). Overall, the existing zoning permissions do not facilitate the most efficient use of land given the sites location downtown, abutting public transit, along both a primary arterial (Ste-Anne's Road) and collector (MacKenzie Street).

Table 3 provides an outline of the sites existing zoning and permissions.

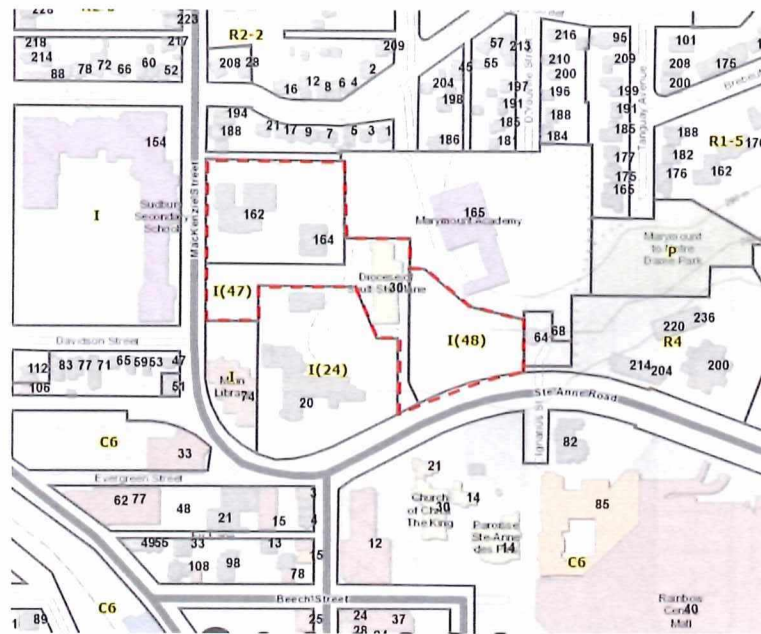


Figure 22: Zoning Map

Table 3: Current Zoning

ADDRESS/ PROPERTY	CURRENT ZONING
162 MacKenzie Street	<p>C4(16)</p> <p>Notwithstanding any other provision hereof to the contrary, within any area designated C4(16) on the <i>Zone Maps</i>, all provisions of this By-law applicable to C4 Zones shall apply subject to the following modifications:</p> <ul style="list-style-type: none"> (i) The maximum number of <i>multiple dwellings</i> shall be limited to 94 <i>dwelling units</i>. (ii) <i>Required parking spaces</i> shall be provided at a minimum of 1 <i>parking space</i> per <i>dwelling unit</i>. (iii) Canopies may encroach 3m into a <i>required interior side yard</i>.
30 Ste-Anne Road	<p>I(47)</p> <p>Notwithstanding any other provision hereof to the contrary, within any area designated I(47) on the <i>Zone Maps</i>, all provisions of this by-law applicable to the "I", Institutional zone shall apply subject to the following modifications:</p> <ul style="list-style-type: none"> (i) In addition to the <i>uses</i> permitted in the Institutional zone, <i>offices</i> shall also be permitted; (ii) Notwithstanding the above, <i>medical offices</i> shall be limited to 740 m² of <i>net floor area</i>; (iii) The <i>lot line abutting</i> Mackenzie Street shall be deemed to be the <i>front lot line</i>; (iv) The location of the <i>existing building</i> shall be permitted; (v) A retaining wall shall be permitted with zero <i>setback abutting</i> Lot 94, Plan RCP 85-S.
38 Xavier Street	<p>I(48)</p> <p>Notwithstanding any other provision hereof to the contrary, within any area designated I(48) on the <i>Zone Maps</i>, all provisions of this by-law applicable to the "I", Institutional zone shall apply subject to the following modifications:</p> <ul style="list-style-type: none"> (i) In addition to the <i>uses</i> permitted in the Institutional zone, the <i>existing parking area</i> comprising 60 <i>parking spaces</i> and an <i>existing detached garage</i> shall also be permitted.

PROPOSED ZONING

The rezoning application proposes to rezone the subject lands to 'C6-Downtown Commercial' to permit a greater range of uses on-site, as well as establish greater certainty regarding parking requirements for future tenants/uses.

Uses permitted in the 'C6' zone which may locate on these properties include but are not limited to:

- Medical office
- Professional office
- Business office
- Bake shop
- Parking lot
- Personal Service shop
- Pharmacy
- Recreation Centre-Commercial
- Daycare
- Theatre

- Assembly Hall
- Institutional Uses
- Multiple Dwelling
- Limited Retail
- Place of Worship
- Commercial School

Section 7.3 Zone Requirements for the C6-Downtown Commercial zone can be found below.

Table 4: C6-Downtown Commercial Zoning By-Law 2010-100z Requirements

Zone	Min Lot Area	Min Lot Frontage	Min Front Yard	Min Rear Yard	Min Interior Side Yard	Min Corner Side Yard	Max Lot Coverage	Max Height	Min Landscaped Open Space
C6	No Min.	No Min	No Min	No Min	(12)(19)	No Min	100%	No Min (11)	No Min (17)

To determine the most appropriate zoning for the subject lands an analysis was undertaken, cognisant of the properties anticipated future tenants, parking needed for such, and conformity with the Official Plan's intent and direction. Through pre-consultation with the City of Greater Sudbury, staff recommended a C4 zone for the subject properties. A comparison of the C4 and C6 zones can be found in *Table 5* below.

Table 5: C4 and C6 Zoning Comparison

USE	C4- Limited General	C6- Downtown Commercial
NON-RESIDENTIAL		
Accessory Outdoor Display and Sales		X
Animal Shelter		
Art Gallery	X	X
Assembly Hall		X
Auctioneer's Establishment		X
Audio/Visual Studio		X
Automotive Leasing Establishment		
Automotive Lube Shop		
Automotive Repair Shop		
Automotive Sales Establishment		
Automotive Service Station		
Bake Shop		X
Banquet Hall		
Bus Terminal		X
Business Office	X	X
Camping Ground		
Car Wash		
Carnival		
Commercial or Public Garage		

Commercial Tourist Facility		
Commercial School		X(2)
Convenience Store	X	X
Custom Print or Copy Shop	X	X
Day Care Centre	X	X
Dry Cleaning Establishment		X
Financial Institution	X	X
Funeral Home	X	
Gas Bar		
Home Improvement Centre		
Hotel	X	X
Institutional Use	X	X
Marina		
Medical Office	X	X
Mobile Home Dealership		
Modular Building Dealership		
Parking Lot	X	X
Personal Service Shop	X	X
Pet Grooming Establishment	X	X
Pharmacy	X	X
Place of Amusement		X
Private Club	X	X
Professional Office	X	X
Recreation Centre, Commercial		X
Recreation Vehicle Sales and Service Establishment		
Restaurant	X	X
Retail Store		X(14)
Scientific or Medical Laboratory	X	X
Service Shop	X	X
Service Trade		X
Tavern		X
Taxi Stand		
Theatre		X
Veterinary Clinic		
RESIDENTIAL		
Any dwelling containing not more than 2 dwelling units	X	X
Boarding House Dwelling or Shared Housing		X
Group Home Type 1		
Multiple Dwelling	X	X
Private Home Daycare	X	X
Row Dwelling	X	
Street Townhouse Dwelling	X	
Shared Housing	X	

Zones such as C4-Limited General Commercial were considered but did not provide the increased parking or use flexibility provided in the C6-Downtown Commercial zone. Specifically, the C4 zone did not provide for uses such recreation centre-commercial or retail, amongst others that may locate on-site in future. Further, the C4 zone did not allow other creative/cultural uses such as an Audio/ Visual Studios or Theatres and Assembly Halls, uses of which are encouraged to located within the Downtown.

The C6 zone considers all potential future tenants that would be appropriate in this location. Businesses such as retail, commercial schools, gyms and yoga studios (recreation centre-commercial uses) promote and encourage healthy communities and are a compatible use given their proximity to employment and residential uses.

5.0 MINIMUM PARKING STANDARDS RATIONALE

For the purposes of the zoning by-law review an analysis of current and future tenants potentially leasing space on the subject lands (and within the existing structures) was completed. This analysis provided for the parking standards sought under the subject by-law amendment. These standards are appropriate given current and future tenants needs whilst supporting active and public transportation as previously outlined in Section 4.0 of this report. A comparison of parking standards proposed through the rezoning application can be found in *Table 6*.

Table 6: Parking standards comparison Table

USE	ZONING BY-LAW PARKING STANDARD (EXCEPT C6)	C6 ZONE PARKING STANDARD	PROPOSED PARKING STANDARD
Daycare Centre	1.5/ classroom plus 1/30 m ² net floor area	0 Parking required.	1/40 m ² net floor area
Institutional Use	Unless otherwise specified on Table 5.4, 1/20 m ² net floor area	0 Parking required.	1/40 m ² net floor area
Medical Office Use	5 spaces OR 1/20 m ² net floor area, whichever is greater	0 Parking required.	1/30m ² net floor area
Retail Use	1/20 m ² net floor area	0 Parking required.	1/40m ² net floor area
Personal Service Shop	1/20 m ² net floor area	0 Parking required.	1/30m ² net floor area
Place of Worship	1/5 seats or 1/3m of bench space OR 1/20 m ² gross floor area devoted for public use, whichever is greater	0 Parking required.	1/30m ² net floor area

USE	ZONING BY-LAW PARKING STANDARD (EXCEPT C6)	C6 ZONE PARKING STANDARD	PROPOSED PARKING STANDARD
All other Uses	See Zoning By-Law 2010-100Z.	0 Parking required. Unless hotel or residential uses.	C6 Parking Requirements

As previously highlighted **Section 11.4** of the Official Plan speaks to parking and states that:

“11.4 (a) *New developments generally must provide an adequate supply of parking to meet anticipated demands.*

(b) *Based on a review of parking standards for various land uses in the City, parking requirements may be reduced in those areas that have sufficient capacity, such as the Downtown and other major Employment Areas.”*

The general intent and purpose of minimum parking requirements is to ensure the parking demand generated from a property can be accommodated. The proposed parking standards for this application are supported by active transportation and transit infrastructure surrounding the lands. Further, the proposed parking standards are supported by the function of the proposed development as a mixed-use walkable development that is complemented by the numerous alternative options for parking including bicycle parking, GOVA transit, on street parking, ride-sharing, municipal parking and private parking.

The applicant has previously approached the municipality to resolve issues related to both permitted uses and parking on the subject sites. However, after numerous planning act applications there is still significant difficulty in fully tenanting the structures given inflexible parking requirements, which exceed the anticipated demand of such tenants.

Downtown Sudbury currently advertises 3,792 parking spaces located within the downtown. Given the number of parking spaces within the downtown core and the number afforded to the subject lands through existing site plan agreement, an adequate amount of parking is provided to accommodate those uses needing on-site parking given additional capacity off-site. *Table 7* provides a rationale for the proposed scoped minimum parking standards.

Table 7: Proposed Parking Standard Rationale

USE	ZONING BY-LAW PARKING STANDARD	ZONING BY-LAW PARKING STANDARD (C6 ZONE)	PROPOSED PARKING STANDARD	RATIONALE
Daycare Centre	1.5/ classroom plus 1/30 m ² net floor area	0 Parking required.	1/40 m² net floor area	<p>Parking standards are appropriate for this use given:</p> <ul style="list-style-type: none"> Recognize that clientele will likely be from Downtown area, but that Daycares require minimum staffing levels per Child Care Licensing Requirements Recognizes that parents may drive to site and drop-off children, however dedicated parking is not required for such users.
Institutional Use	Unless otherwise specified on Table 5.4, 1/20 m ² net floor area	0 Parking required.	1/40 m² net floor area	<p>Parking standards are appropriate for this use given:</p> <ul style="list-style-type: none"> Recognize that employees may come to-site from across the City given specialized fields/uses
Medical Office Use	5 spaces OR 1/20 m ² net floor area, whichever is greater	0 Parking required.	1/30m² net floor area	<p>Parking standards are appropriate for this use given:</p> <ul style="list-style-type: none"> Patients may travel from across the city to attend appointments Individuals may require a vehicle to be transported to appointments Specialized medical office uses will attract patients from a broader area which will facilitate some vehicle reliance
Retail Use	1/20 m ² net floor area	0 Parking required.	1/40m² net floor area	<p>Parking standards are appropriate for this use given:</p> <ul style="list-style-type: none"> The specialized nature of retail anticipated to locate on these properties - given the existing structures unique built-form - may draw a wider client market area than the immediate neighbourhood, while being cognisant that such retail will not be 'high-traffic generating' retail (such as grocery stores, etc).
Personal Service Shop	1/20 m ² net floor area	0 Parking required.	1/30m² net floor area	<p>Parking standards are appropriate given that:</p> <ul style="list-style-type: none"> Specialized uses will attract residents from a broader area (beyond the downtown) which will facilitate some vehicle reliance

USE	ZONING BY-LAW PARKING STANDARD	ZONING BY-LAW PARKING STANDARD (C6 ZONE)	PROPOSED PARKING STANDARD	RATIONALE
Place of Worship	1/5 seats or 1/3m of bench space OR 1/20 m ² gross floor area devoted for public use, whichever is greater	0 Parking required.	1/30m ² net floor area	Parking standards are appropriate given that: <ul style="list-style-type: none"> Residents may travel from across the City to attend services Existing built-form is not conducive to large-scale worship services that may require parking standards for of a purpose-built place of worship.
All other Uses	See Zoning By-Law 2010-100z.	0 Parking required.	C6 Parking Requirements	Standard C6 zone standards are appropriate given the subject properties' location in Downtown Sudbury.

6.0 CONCLUSION

The C6 zone is appropriate for the subject properties given their Downtown designation, location, proximity to residential and mixed-use areas, active transportation, public transit, and other service providers. The flexible introduction of expanded use permissions on these properties will promote economic development and competitiveness, thereby contributing to a diversified economic base and a wide range of economic activities in the area which will promote a more vibrant, efficient and resilient Downtown. Such outcome is the intent of the PPS, GPNO and the City's Official Plan and other municipal planning policy/implementation documents. Further, the C6 zone would allow for the more efficient use of underutilized lands in the downtown, which would support the sustainable function of this employment area by providing a wider range of uses in what is a compatible, serviced and connected area of the Downtown, which the CIP recognises is not realizing its full potential.

Given the analysis provide herein, it is the authors opinion that rezoning the lands to C6-Downtown Commercial (Special), pursuant to the scoped site-specific minimum parking standards outlined in this report, is consistent with the 2020 PPS, is consistent with the *Growth Plan for Northern Ontario*, conforms to the *City of Greater Sudbury Official Plan*, and represents good planning.

Respectfully submitted,



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