

Presented To:	Planning Committee
Presented:	Monday, Jun 24, 2019
Report Date	Monday, Jun 03, 2019
Type:	Managers' Reports

Request for Decision

LaSalle Boulevard Corridor Plan and Strategy - Proposed Official Plan Amendment

Resolution

THAT The City of Greater Sudbury directs 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;

AND THAT the City of Greater Sudbury directs staff to return with the findings of a commercial parking ratio study to inform potential zoning by-law amendments associated with the LaSalle Boulevard Corridor Plan and Strategy in the fourth quarter of 2019, as outlined in the report entitled “LaSalle Boulevard Corridor Plan and Strategy - Proposed Official Plan Amendment”, from the General Manager of Growth and Infrastructure, presented at the Planning Committee meeting on June 24, 2019.

Relationship to the Strategic Plan / Health Impact Assessment

The undertaking of a “corridor design study and plan for LaSalle Boulevard between Notre Dame Avenue and Falconbridge Road” is listed as action item Aa4 under the Growth and Economic Development pillar of Council’s Strategic Plan.

Report Summary

This report outlines the draft official plan amendment that would help implement the LaSalle Boulevard Corridor Plan and Strategy.

Financial Implications

There are no financial implications associated with this report.

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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LaSalle Boulevard Corridor Plan and Strategy
Proposed Official Plan Amendment
Planning Services Division
Report Date: June 3, 2019

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”) builds on the construction of Maley Drive. It also anticipates the reduction in truck traffic along LaSalle Boulevard as an opportunity to establish a new framework to guide the future evolution of the boulevard.

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.

The following related resolutions were passed on July 9, 2018 (See Reference 3):

“(PL2018-123 to PL2018-128/CC2018-199)

Resolution # 1

THAT The City of Greater Sudbury endorses the LaSalle Boulevard Corridor Plan and Strategy, as outlined in the report entitled “Recommended LaSalle Boulevard Corridor Plan and Strategy” from the General Manager of Growth and Infrastructure, presented at the July 9, 2018 Planning Committee Meeting;

Resolution # 2

THAT The City of Greater Sudbury directs staff to prepare the necessary amendments to the City's Official Plan to implement the Corridor Plan and Strategy's land use planning recommendations, as outlined in the report entitled “Recommended LaSalle Boulevard Corridor Plan and Strategy” from the General Manager of Growth and Infrastructure, presented at the July 9, 2018 Planning Committee Meeting;

Resolution # 3

THAT The City of Greater Sudbury directs staff to prepare the necessary amendments to the City's Zoning By-law to implement the Corridor Plan and Strategy's land use planning recommendations, as outlined in the report entitled “Recommended LaSalle Boulevard Corridor Plan and Strategy” from the General Manager of Growth and Infrastructure, presented at the July 9, 2018 Planning Committee Meeting;

Resolution # 4

THAT The City of Greater Sudbury directs staff to commence work on implementing the Corridor Plan and Strategy's urban design recommendations in other local planning tools, as outlined in the report entitled “Recommended LaSalle Boulevard Corridor Plan and Strategy” from the General Manager of Growth and Infrastructure, presented at the July 9, 2018 Planning Committee Meeting;

Resolutions 2, 3, and 4 were incorporated into the City's work plan for 2019, and this report outlines staff's draft proposed official plan amendment.

Implementing the LBCPS is consistent with Council's recent climate change motion (See Reference 4). The work described in this report provides Council

with “policy choices that increase the proportion of residents that can choose active transportation modes or public transit for their needs.”

Nature of Proposed Changes to Official Plan

As noted above, the recommendations of the LaSalle Corridor Study seek to introduce a new urban structure for the corridor; introduce appropriate land uses, densities and built form; and, identify standards of urban design, for both the private and public realm.

Staff has further considered the recommendations found in Sections 2.3.1 to section 2.3.1.6 of the LaSalle Corridor Study for the official plan changes.

Existing Official Plan Policies

The Official Plan currently designates the majority of the LaSalle corridor as Mixed Use Commercial and Living Area 1. The node at LaSalle and Barry Downe has a Regional Centre overlay (See Reference 5 – Schedule 1b of the City's Official Plan).

The Mixed Use Commercial designation permits all uses permitted by the City's Official Plan except Heavy Industrial. The permitted uses in the Regional Centres include retail, service, institutional, recreational, entertainment, office and community-oriented activities.

Areas designated 'Living Area 1' are seen as the primary focus of residential development in the City. This designation includes residential areas that are fully serviced by municipal water and sewer. Institutional uses, small-scale commercial uses, and parks and open spaces are other uses permitted within the Living Area 1 designation.

Section 2.3.1 of the “LBCPS” calls for a “more refined and coordinated planning approach [...]. This approach begins with not only a vision for the corridor as a whole, but also for each of the individual nodes along the corridor. This vision and that of the individual nodes needs to be articulated in the Official Plan [...] to guide neighbourhood uses, character, built form and density.” See Attachment A for the nature of proposed changes to the official plan and Attachment B for the draft OPA. Attachment C is taken from the LBCPS and is an illustration of the proposed official plan designations.

Proposed Changes to Official Plan

The proposed amendment introduces 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. Further details are included in the attached draft OPA.

Proposed Zoning Amendment

The proposed changes to the Official Plan will guide more detailed changes to the City's Zoning By-law, as directed by City Council. Background work on potential zoning changes is underway. As part of this process (and based on feedback from the City's Development Liaison Advisory Panel), staff commissioned a study that is examining best practices for commercial parking ratios. The study will identify opportunities to change existing parking standards and encourage and facilitate investment and redevelopment along the LaSalle corridor and other commercial zones. The study is being undertaken to complement the LBCPS, the Transportation Master Plan, the Transit Action Plan, the Complete Streets Policy and other Active Transportation initiatives. It is anticipated that this work will inform the rezoning process associated with the LaSalle Boulevard Corridor Plan and Strategy.

Summary and Recommendations

This report outlined the background to the LaSalle Boulevard Corridor Plan and Study (LBCPS), and introduced a proposed draft official plan amendment (OPA) that incorporates the LBCPS' land use planning recommendations.

Staff is seeking direction to commence public consultation on the proposed OPA. Staff recommends that the City hold a minimum of two open houses and a public meeting to present the proposed OPA. Staff would consider the feedback, propose any necessary changes, and return with the recommended OPA for adoption in late Q4, 2019.

As part of this process, staff will send notice of public hearing to all the property owners along LaSalle, publish notices in community newspapers, and make use of the City's social media platforms. The City will also provide citizens the opportunity to comment online via such channels as "Over to You", which was used in the draft stage of the study.

Steps	Date
Present draft official plan amendment	June 24, 2019 Planning Committee
Consultation period	July – October, 2019
Public Hearing	Q4, 2019
Adoption	Post public hearing date

As noted above, Staff has commissioned a study of the City's commercial parking standards (C1 to C5). Staff will return at a future date with those findings, along with a proposed Zoning By-law amendment, if and when the OPA is adopted.

Attachments

- A. Table 1 – Summary of Recommended OP Changes
- B. Draft Official Plan Amendment
- C. Proposed Official Plan Designations – From LBCPS

References

1. City-Wide Nodes and Corridor Strategy
<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=9&id=992>
2. LaSalle Boulevard Corridor Plan and Strategy – Final Report
<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&attachment=24185.pdf>
3. July 9, 2018 Report From the General Manager of Growth and Infrastructure
<http://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&lang=en&id=1227&itemid=14212>

4. May 28, 2019 Council Motion, "Declaring A Climate Emergency"
<http://agendasonline.greatersudbury.ca/?pg=agenda&action=navigator&lang=en&id=1323#agendaitem16976>
5. Schedule 1b, City of Greater Sudbury Official Plan
<https://www.greatersudbury.ca/city-hall/reports-studies-policies-and-plans/official-plan/official-plan/op-pdf-documents/op-schedule-1b/>

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
	Renumber 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

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.

ATTACHMENT C – PROPOSED OFFICIAL PLAN DESIGNATIONS – FROM LBCPS

