

Growth and Settlement Policy Discussion Paper

June 24th, 2013



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Official Plan Review ★ Révision du Plan officiel





Executive Summary

The City is required under the Planning Act to review its Official Plan every five years to ensure it conforms to Provincial Plans and is consistent with the Provincial Policy Statement (PPS). The City commenced the required five year review of the Official Plan in January of 2012. Since that time, staff have been bringing forward discussion papers on various land use planning matters related to the Official Plan. One of the major components of an Official Plan Review is to understand the projected population, household and employment growth for the next 20 years in relation to the land supply.

The existing urban structure in Greater Sudbury is a result of the historical development of industrial uses, with many outlying settlements established as company towns. Over time, these communities and settlements have developed their own unique character and demographic mix. The current Official Plan lays out a policy framework for the future growth and development of each community that is tied to the level of municipal services available. The Official Plan also lays out policies for various forms of intensification within the Living Area and Rural designations; part of the comprehensive review of the Official Plan is to analyze these policies to determine if they are functioning as intended and whether they are consistent with Provincial Plans and policies.

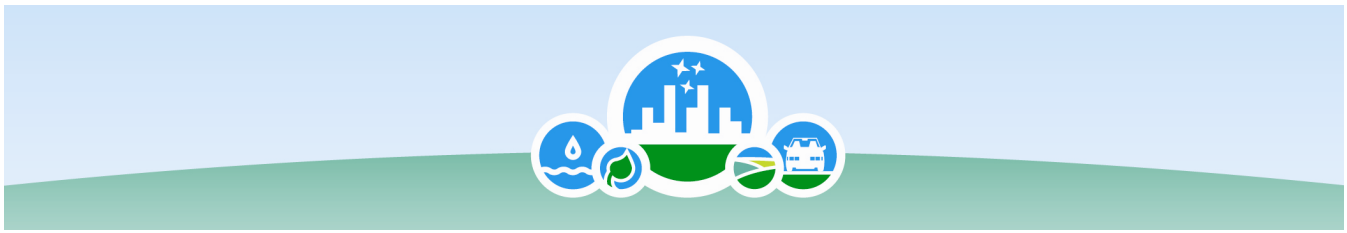
As mentioned, the fully serviced communities are seen as the primary focus of residential development and will absorb most of the projected growth according to the Official Plan. For serviced development to take place outside of these boundaries, the boundaries would have to be expanded in the Official Plan. The Province only allows modifications to settlement boundaries as part of a comprehensive review, only where it can be shown that the existing settlement areas cannot accommodate the anticipated growth, and only where there are sufficient public services and infrastructure available to accommodate the expansion. In addition to these requirements, the Province also sets out minimum and maximum land supply requirements that need to be analyzed as part of a comprehensive review. Since settlement boundaries can only be modified during a five year review of the Official Plan, a number of such requests have been made as part of the review process. This report will analyze these requests in the context of the current urban structure framework of the Official Plan and the Provincial requirements.

Population, Housing and Employment Needs Study

In order to project the future population growth in Greater Sudbury and the corresponding housing and employment needs, the City conducted a study looking at projected growth to the year 2036. The study developed different scenarios to test how various demographic and economic factors could affect future population, housing and employment levels, including a High Growth Scenario. The key findings of this study were:

- Greater Sudbury's population is expected to grow over the next 20 years;
- the demand for housing will continue;
- demand for housing will shift way from singles towards other forms of development; and
- employment will also continue to grow.

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Land Supply Summary

As mentioned, a key component of the five year review of the City's Official Plan is to analyze the land supply and compare it to the projected demand over the 20 year planning period.

The PPS requires that municipalities maintain a minimum of 3 years of supply in lands that are suitably zoned to facilitate residential intensification and in land that is in draft approved or registered plans. Municipalities are also required to maintain a minimum 10 year supply of lands that are designated and available for residential development. Along with these minimum requirements is the 20 year limit that is placed on the land supply by the PPS.

Based on the High Growth Scenario, there is an approximate 43 year supply of residential lands in all of the required categories within the City to meet projected demand. There is also an approximate 54 year supply of employment lands to meet projected demand and satisfy provincial requirements. These are similar to the results of the Synthesis/Land Use and Settlement Report undertaken as part of the developing the current Official Plan in 2004, which also found that land supply exceeded projected demand.

Based on the existing supply of both residential and employment lands, the requested settlement boundary expansions cannot be justified at this time.

In the future, the Water and Waste Water Master Plan will allow a more robust assessment of the current land supply in terms of their serviceability and financial viability over their life cycle, as contemplated in the draft PPS.

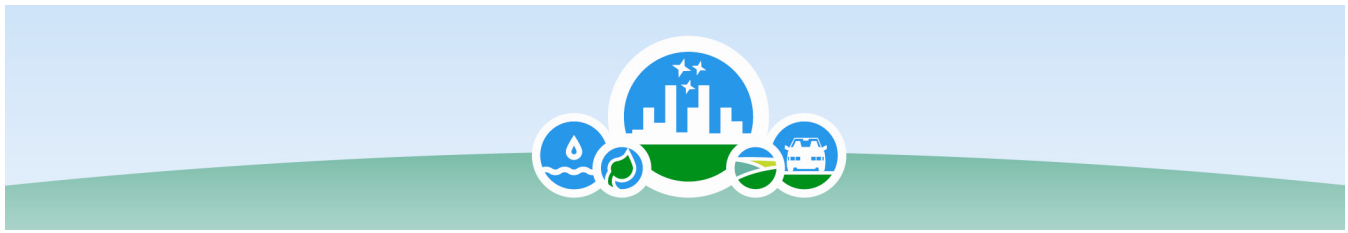
In addition to the supply of residential lands within the settlement boundaries, there is also an ample supply of rural lands to meet the projected demand while also offering a wide range of choice under the existing severance framework. As a result modifications to the existing non waterfront rural consent policies are not recommended at this time.

Residential Intensification Summary

The residential settlement patterns in the Official Plan have evolved over 30 years of policy development, beginning with the Regional Official Plan in 1978. The City's Official Plan currently contains a number of policies directed at the promotion of residential intensification as an effective means of ensuring the efficient use of land and infrastructure in the City. The Official Plan also contains a target for residential intensification of 10 percent by 2015, along with a number of work programs and monitoring objectives to ensure the target is met.

During the Official Plan review process comments have been received from the public and from Council with respect to concerns about the protection of established low density residential neighbourhoods.

Recent building permit data in the City of Greater Sudbury has shown a fundamental shift in market demand away from single detached housing to multi-unit residential development. With the aging demographics in the City, it is expected that this trend will continue, resulting in more residential intensification in the City.



Given recent rates of residential intensification, the projected long-term shift in demand towards more intense forms of development and capacity of vacant sites suitable for such forms of development, the 10 percent residential intensification objective (and associated policies) in the Official Plan should be revised to up to 20 percent.

The *Strong Communities through Affordable Housing Act, 2011* through changes to the *Planning Act* now requires municipalities to develop Official plan policies that allow second units in all single, semi-detached and row house dwellings, as well as in ancillary structures. The effect of this legislation will be to increase the opportunities for residential intensification in all neighbourhoods across the City of Greater Sudbury. These required policies are being developed as part of the ongoing City of Greater Sudbury Housing and Homelessness Background Study and will be brought forward to Council for consideration as part of that study process.

Building on the work ready completed for Downtown Sudbury and brownfields, a more detailed planning and design strategy should be prepared to guide intensification and development in all nodes and corridors, as required by the Growth Plan for Northern Ontario. This strategy would document existing conditions, examine opportunities and constraints, establish desired uses and set an urban design direction for each area. The strategy would also examine the public realm and circulation system. The Official Plan should be amended to include a new program related policy to create and implement a node and corridor strategy for the City.

All Town Centres contain commercial uses that serve primarily local needs, with the exception of the Valley East Town Centre, which is subject to the Valley East Policy Area. Therefore, based on the above, the existing Town Centre designations in the Official Plan should be retained. The role and design of the Town Centres will be further explored through the city-wide node and corridor strategy recommended above.

In terms of current Official Plan policies related to intensification, matters relating to compatibility and mitigation of adverse effects are considered through the rezoning process and implemented via either the implementing zoning by-law amendment or subsequent site plan control approval process. Residential intensification proposals involving up to four residential dwelling units may be subject to site plan control (if determined through the re-zoning, minor variance or severance process). Residential intensification proposals involving four or more dwelling units are subject to site plan control. This approach is similar to the approach taken in other Ontario municipalities. Based on the above, no further changes to the Official Plan are recommended at this time.

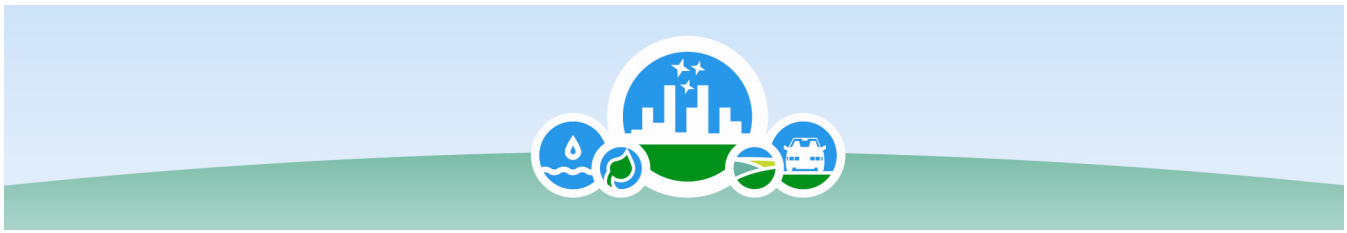
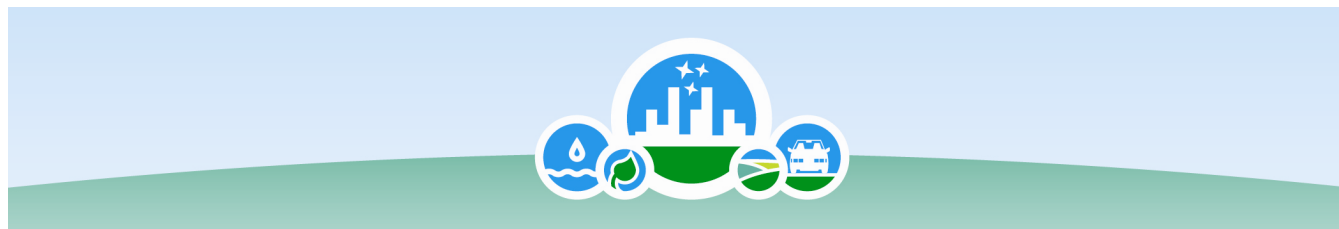
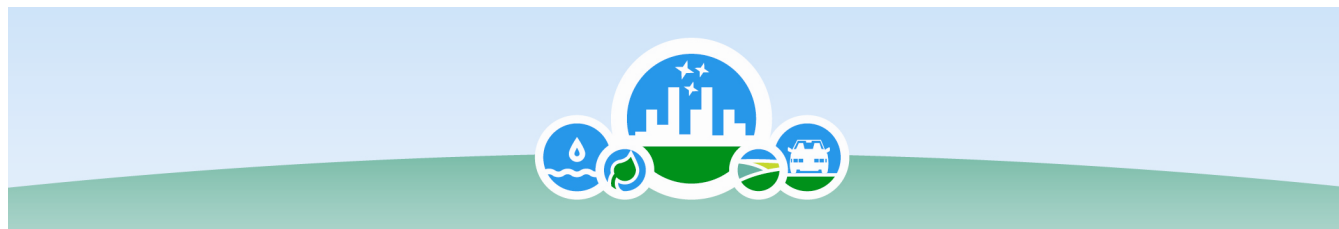


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Purpose of Report

The purpose of this report is to build on the 2012 Growth and Settlement Background Report and Issues Paper by using new household and employment growth data generated through the Population, Housing and Employment Needs Study. This study projects the future population, household and employment growth in the City and at the community level over the next 20 years. This new information will be used to determine whether or not there are sufficient residential and employment lands to meet Provincial requirements based on the projected demand over the next 20 years. This analysis will also take into consideration the request for settlement boundary expansions that have been received as part of the Official Plan review process.

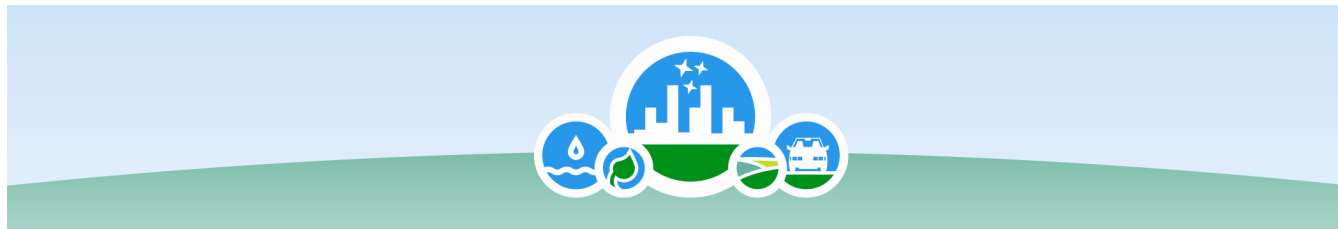
This report will also cover address provincial requirements; current policies and Council direction related to residential intensification and rural development and provide recommendations on whether the existing growth and development policies in the Official Plan are functioning as intended, including the Valley East Urban Expansion Reserve, Town Centres, rural severance policies, residential intensification and second units.

Background

On May 28th, 2012 staff presented a report to Planning Committee entitled “City of Greater Sudbury Growth and Settlement Background Report and Issues Paper” (Appendix A). This report:

- reviewed the Growth and Settlement Forecasts from the last Official Plan Review;
- reviewed the existing growth and development policies in the Official Plan and gauging their effectiveness;
- reviewed the growth patterns from 2006 to 2011 using Census and building permit data, including population, households and employment, along with lot creation information;
- provided preliminary population and employment growth forecasts using past trends and 2011 Census data;
- introduced new intensification monitoring tools developed since the adoption of the current Official Plan;
- provided preliminary comments on the existing residential and employment land supply, and
- provided an overview of new Provincial Policy and Legislation that will have to be implemented as part of current Official Plan review, including second unit policies.

This report concluded that the growth and settlement policies in the Official Plan were working as intended, by providing a wide choice of housing types and locations, both rural and urban, while at the same time achieving the overall increases in density necessary to achieve the desired efficient use of municipal infrastructure and services and also to meet the Provincial Policy Statement and Northern Growth Plan. This report also concluded that based on the growth patterns of the past 10 years, it appeared that there was sufficient land to meet future residential and employment land needs over the 20 year planning period. The report indicated that the land supply question would be further analyzed as part of the Population, Housing and Employment Needs Study that has since been completed.



At that time, the Planning Committee directed staff to consult with the public regarding the various growth and settlement related matters outlined in the report. Staff began a comprehensive public consultation process that involved social media as well as traditional open houses that took place in Valley East, Walden, Garson, Chelmsford, Capreol and Sudbury through June and July of 2012. These open houses took place across the City and provided citizens with the opportunity to engage staff on matters related to growth and settlement. Most of the citizens who attended had specific questions about their personal properties or local areas.

In addition, at the request of Councillor Dutrisac, the City invited residents to a Public Input Session to provide their views on rural consents on September 27, 2012. This session, which is further described later in this report, was well attended. On December 11, 2012 City Council passed a motion that directed staff to set an infilling policy as part of the Official Plan Review process. Councillor Cimino also requested that policies be introduced to protect the stable character of low density residential neighbourhoods.

The Existing Growth and Settlement Policy Framework

The City of Greater Sudbury Official Plan envisages a planned urban structure consisting of three main forms of settlement:

1. Communities;
2. Non Urban Settlements; and,
3. Rural and Waterfront Areas

This planned urban structure is described in Appendix A.

The Official Plan defines communities, non-urban settlements and rural and waterfront areas and contains policies to guide future growth and development in each. Generally speaking, these policies are designed to direct the majority of new development to communities such as Sudbury, Valley East, Coniston, Lively and Azilda, where existing services are available. These policies also allow some development outside of the settlement area in non-urban settlements and the rural area, subject to a number of considerations.

Communities

The Official Plan describes Communities as those places where most people in Greater Sudbury live and work. The Official Plan sees communities as the primary focus of future residential, employment and institutional growth in order to take best advantage of historic infrastructure investments in these areas, complete existing communities and protect the natural environment.

Within each Community is a Settlement Area, that is, urban areas where development is concentrated and has a mix of land uses, together with lands that have been designated to development over a 20-year long term planning horizon. These settlement areas represent approximately 5 percent of the city's 3,227 sq.km land area.

The Official Plan includes a number of growth and settlement related policies, summarized as follows:

- The Official Plan creates a settlement area boundary for each community and prohibits expansions to the residential component of the boundary, unless demonstrated through a comprehensive review.

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Settlement areas include all lands designated Living Area 1, Downtown, Regional Centre, Town Centre, Mixed Use Commercial, Institutional, General Industrial and Heavy Industrial.

- The Official Plan allows low and medium density housing (provided full municipal services are available) on all lands designated Living Area 1. High density housing is also permitted on Living Area 1 lands in the community of Sudbury.
- The Official Plan calls for new development to be phased to prevent “leap-frogging”, ensuring the efficient use of land and infrastructure and the desired land use pattern is achieved.
- The Official Plan encourages intensification, redevelopment and infill development, subject to certain criteria. It also calls for 10 percent of growth to be accommodated through intensification by 2015.
- The Official Plan encourages commercial, residential and/or mixed use intensification in Downtown Sudbury, Town Centres and Mixed Use Corridors (e.g. LaSalle Boulevard), subject to certain criteria.
- The Official Plan recognizes medium and high density residential uses may be appropriate in Regional Centres to promote urban redevelopment and achieve residential intensification.
- The Official Plan directs new employment and institutional uses to lands designated Downtown, Regional Centre, Town Centre, Mixed Use Commercial, Institutional, General Industrial and Heavy Industrial.

Non Urban Settlements

The Official Plan describes Non-Urban Settlements as less intensive land uses that are primarily residential in nature. Identifiable by place name, these areas form clustered settlements that pre-date the city. Some have urbanized pockets, but most are rural with few water and wastewater services. These areas are recognized through the Living Area II designation and represent less than 1 percent of the city’s 3,227 sq.km land area.

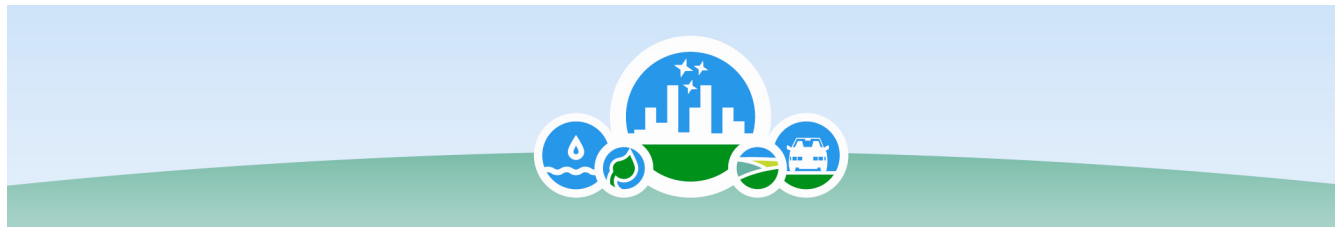
The Official Plan allows single detached dwellings in Living Area II designated lands through infilling or rounding out, subject to certain criteria. The Official Plan does not contemplate the expansion of the Living Area II designation or extension of water and wastewater services to such areas.

Rural Area

The vast majority (84 percent) of the city’s 3,227 sq.km land area is designated Rural. The Official Plan describes the Rural Area as places whose special qualities, such as waterfront areas, open spaces, natural features and renewable and non-renewable resources, should be protected for the benefit of current and future generations. It also recognizes the attractiveness of the area as a place to live and allows two forms of rural residential living that are part of the wide range of housing opportunity provided across the city.

The Official Plan’s Rural Area policies support its Communities policies, as described above. Generally speaking, the Official Plan permits rural residential lots to be created on lands outside of the Mining/Mineral Reserve, the Aggregate Reserve, the Agricultural Reserve, the Flood Plan and Significant Natural Features and Areas, provided that:

- In the case of non-waterfront lots, the severed parcel and remaining parcel must be at least 2 hectares in area and have at least 90 metres of frontage on a public road. No more than three new lots may be created from a single parent rural parcel existing on June 14, 2006.
- In the case of waterfront lots, new lots must be at least 0.8 hectares in size and have at least 45 metres of water frontage, plus other criteria.



The Official Plan also permits a wide range of economic activity in the rural area including mining, aggregate, forestry, agriculture, rural industrial uses and rural commercial uses.

Looking Ahead: 2012 to 2036

Population, Housing and Employment Forecast

The City of Greater Sudbury retained Hemson Consulting Limited to prepare population, household and employment forecasts for the 2011-2036 period at a city-wide and community level to understand how population, housing and employment could change in the long term. This report was presented to Planning Committee on May 27th, 2013 and is included in Appendix B.

Some key summary observations are:

Greater Sudbury's population is expected to grow

Greater Sudbury's population is expected to grow between 10,500 to 22,000 people (6.3 to 13 percent) by 2036. The majority of this growth is expected to occur before 2031, after which point, growth is forecasted to slow due to the population age structure.

Table 1 - Greater Sudbury Population, 2031-2036

Year	Scenario 1	Scenario 2
2011	166,300	166,300
2016	169,000	170,600
2021	171,800	175,700
2026	174,400	180,500
2031	175,900	185,500
2036	176,800	188,300
2011-2036	10,500	22,000

Source: Hemson Consulting Ltd. Note: 2011 base population in Scenario 1 and 2 adjusted to reflect population net under-coverage.



At the community level, it is forecasted that approximately one-third of future residents will reside in Sudbury followed by Valley East, Walden, Rayside Balfour, Nickel Centre, the rural area, Onaping Falls and Capreol.

Table 2 - Population Growth Distribution by Community, 2011-2036

Community	Pop (2011)	Scenario 1			Scenario 2		
		Pop (2036)	Change (2011-36)	% of total change	Pop (2036)	Change (2011-36)	% of total change
Sudbury	91,566	95,079	3,513	32.7	99,968	8,402	37.8
Capreol	3,395	3,460	65	0.6	3,608	213	1.0
Nickel Centre	10,970	12,030	1,060	9.9	13,086	2,116	9.5
Onaping Falls	3,885	4,180	295	2.7	4,494	609	2.7
Rayside Balfour	11,863	13,010	1,147	10.7	14,139	2,275	10.2
Walden	7,667	9,313	1,646	15.3	10,608	2,941	13.2
Valley East	21,145	23,094	1,948	18.1	25,048	3,903	17.6
Rural	15,799	16,865	1,067	9.9	17,546	1,747	7.9
CGS	166,300	177,032	10,741	100	188,495	22,206	100

Source: Hemson Consulting Ltd. Note: Totals may not sum due to rounding

This forecasted population distribution is expected to reinforce the existing urban hierarchy. By 2036, more than half of the population will reside in Sudbury followed by Valley East, the rural area, Rayside Balfour, Nickel Centre, Walden, Onaping Falls and Capreol.

Table 3 - Population by Community, 2011 and 2036

Community	Pop (2011)	% of CGS	Scenario 1		Scenario 2	
			Pop (2036)	% of CGS	Pop (2036)	% of CGS
Sudbury	91,566	55.1	95,079	53.7	99,968	53.0
Capreol	3,395	2.0	3,460	2.0	3,608	1.9
Nickel Centre	10,970	6.6	12,030	6.8	13,086	6.9
Onaping Falls	3,885	2.3	4,180	2.4	4,494	2.4
Rayside Balfour	11,863	7.1	13,010	7.3	14,139	7.5
Walden	7,667	4.6	9,313	5.3	10,608	5.6
Valley East	21,145	12.7	23,094	13.0	25,048	13.3
Rural	15,799	9.5	16,865	9.5	17,546	9.3
CGS	166,300	100	177,032	100	188,495	100

Source: Hemson Consulting Ltd. Note: Totals may not sum due to rounding



Demand for housing will continue

The number of households in Greater Sudbury is also expected to grow from 8,800 to 13,000 (13 to 19.5 percent) by 2036. Like population, the majority of growth in the number of households is expected to occur before 2031 and continue at a lower rate after that time.

Table 4 - Greater Sudbury Household Growth, 2011-2036

Year	Scenario 1	Scenario 2
2011	67,635	67,635
2016	70,183	70,735
2021	72,581	73,971
2026	74,498	76,718
2031	75,691	79,044
2036	76,447	80,812
2011-2036	8,812	13,177

Source: Hemson Consulting Ltd.

At the community level, it is forecasted that approximately one-half of future households will be created in Sudbury, followed by Valley East, Walden, Rayside Balfour, Nickel Centre and the rural area, Onaping Falls and Capreol.

Table 5 - Household Growth Distribution by Community, 2011-2036

Community	Hshlds (2011)	Scenario 1			Scenario 2		
		Hshlds (2036)	Change (2011-36)	% of total change	Hshlds (2036)	Change (2011-36)	% of total change
Sudbury	40,048	44354	4,306	48.9	46,364	6,315	47.9
Capreol	1,187	1296	109	1.2	1,348	161	1.2
Nickel Centre	4,062	4748	686	7.8	5,133	1,070	8.1
Onaping Falls	1,516	1735	219	2.5	1,854	338	2.6
Rayside Balfour	4,594	5359	764	8.7	5,781	1,187	9.0
Walden	2,949	3786	837	9.5	4,276	1,327	10.1
Valley East	7,392	8592	1,200	13.6	9,258	1,866	14.2
Rural	5,886	6577	691	7.8	6,799	913	6.9
CGS	67,636	76,448	8,812	100	80813	13,177	100

Source: Hemson Consulting Ltd. Note: Totals may not sum due to rounding



This forecasted household distribution is also expected to reinforce the existing urban hierarchy. By 2036, Sudbury will account for almost 60 percent of households followed by Valley East, the rural area, Rayside Balfour, Nickel Centre, Walden, Onaping Falls and Capreol.

Table 6 - Households by Community, 2011 and 2036

Community	Hshlds (2011)	% of CGS	Scenario 1		Scenario 2	
			Hshlds (2036)	% of CGS	Hshlds (2036)	% of CGS
Sudbury	40,048	59.2	44,354	58.0	46,364	57.4
Capreol	1,187	1.8	1,296	1.7	1,348	1.7
Nickel Centre	4,062	6.0	4,748	6.2	5,133	6.4
Onaping Falls	1,516	2.2	1,735	2.3	1,854	2.3
Rayside Balfour	4,594	6.8	5,359	7.0	5,781	7.2
Walden	2,949	4.4	3,786	5.0	4,276	5.3
Valley East	7,392	10.9	8,592	11.2	9,258	11.5
Rural	5,886	8.7	6,577	8.6	6,799	8.4
CGS	67,636	100	76,448	100	80,813	100

Source: Hemson Consulting Ltd. Note: Totals may not sum due to rounding

Demand for housing types will shift

The demand for housing is forecasted to continue to shift away from single and semi detached units towards rows and apartments as the population ages and as new, relatively young migrants are attracted to fill vacant and new jobs. This represents the continuation of a shift in housing unit type seen in residential building permit activity between 2006 and 2012.

Table 7 - Greater Sudbury Household Growth by Type, 2011-2036

Type	2011		Scenario 1		Scenario 2	
	# of units	% of CGS	# of units	% of CGS	# of units	% of CGS
Single	42,680	63.1	4,930	56.0	7,600	57.7
Semi	3,180	4.7	280	3.2	510	3.9
Row	2,870	4.2	580	6.6	810	6.2
Multiple	18,920	28.0	3,010	34.2	4,240	32.2
CGS	67,640	100	8,800	100	13,160	100

Source: Hemson Consulting Ltd.

Note: Totals may not sum due to rounding

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Table 8 - Greater Sudbury Households by Type, 2011 and 2036

Type	2011		Scenario 1		Scenario 2	
	# of units	% of CGS	# of units	% of CGS	# of units	% of CGS
Single	42,680	63.1	47,610	62.3	50,280	62.2
Semi	3,180	4.7	3,460	4.5	3,690	4.6
Row	2,870	4.2	3,450	4.5	3,680	4.6
Multiple	18,920	28.0	21,930	28.7	23,160	28.7
CGS	67,640	100	76,450	100	80,810	100

Source: Hemson Consulting Ltd.

Note: Totals may not sum due to rounding

Table 9 - Greater Sudbury Residential Building Permit Activity by Type 2006-2012

Year	Type								
	Single		Semi		Row		Multiple		Total
	#	%	#	%	#	%	#	%	
2006	440	93.2	21	4.4	7	1.5	4	0.9	472
2007	516	86.6	28	4.7	8	1.3	44	7.4	596
2008	458	84.8	35	6.5	0	0	47	8.7	540
2009	412	44.0	11	1.2	4	0.4	509	54.4	936
2010	256	66.0	43	11.0	0	0	89	22.9	388
2011	319	50.8	17	2.7	41	6.5	251	40.0	628
2012	208	51.0	46	11.3	15	3.7	139	34.1	408
2006-2012	2,609	66.8	202	5.2	75	1.9	1,083	27.7	3,905

Source: Building Services Section



Employment will also continue to grow

Employment levels are also forecasted to rise 2,200 to 8,600 (2.7 to 10.7 percent) by 2036. In Scenario 1, the majority of this growth is forecasted to occur in the short term. In Scenario 2, growth is more evenly distributed as proposed and planned investments occur during the forecast period.

Table 10 - Greater Sudbury Employment Growth, 2011-2036

Year	Scenario 1	Scenario 2
2011	80,700	80,700
2016	81,900	82,700
2021	82,100	84,400
2026	82,400	85,800
2031	82,600	87,800
2036	82,900	89,300
2011-2036	2,200	8,600

Source: Hemson Consulting Ltd.

At the community level, it is forecasted that approximately 70 percent of the employment growth will occur in Sudbury, followed by Valley East, Walden, Nickel Centre, Rayside-Balfour, Onaping Falls and Capreol.

Table 11 - Employment Growth Distribution by Community, 2011-2036

Community	Empl (2011)	Scenario 1			Scenario 2		
		Empl (2036)	Change (2011-36)	% of total change	Empl (2036)	Change (2011-36)	% of total change
Sudbury	60,870	62,387	1,157	71.3	6,173	71.7	75.0
Capreol	943	974	31	1.5	119	1.4	1.2
Nickel Centre	3,177	3,285	107	5.1	426	5.0	4.0
Onaping Falls	2,355	2,443	88	4.1	386	4.5	3.1
Rayside Balfour	3,471	3,561	91	4.3	339	3.9	4.3
Walden	4,755	4,872	117	5.5	500	5.8	5.9
Valley East	5,163	5,338	175	8.2	669	7.8	6.5
CGS	80,734	82,860	2,126	100	89,346	8,612	100

Source: Hemson Consulting Ltd. Notes: "Rural" is included in Community definitions. Totals may not sum due to rounding

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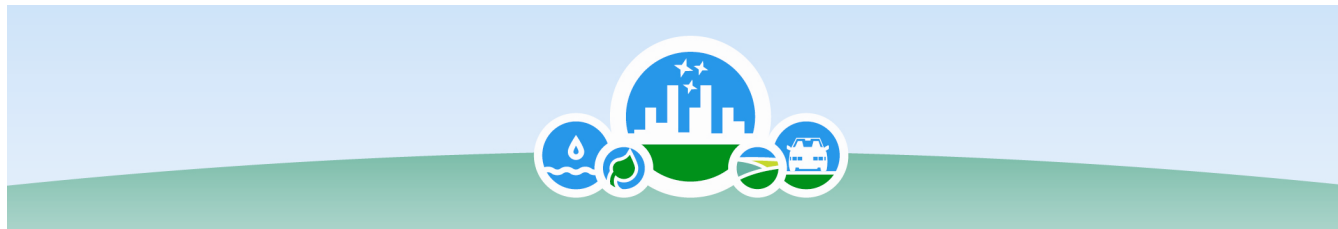


This forecasted employment distribution is also expected to reinforce the existing urban hierarchy. By 2036, three quarters of all employment will be located in Sudbury, followed by Valley East, Walden, Rayside-Balfour, Nickel Centre, Onaping Falls and Capreol.

Table 12 - Households by Community, 2011 and 2036

Community	Empl (2011)	% of CGS	Scenario 1		Scenario 2	
			Empl (2036)	% of CGS	Empl (2036)	% of CGS
Sudbury	60,870	75.4	62,387	75.3	67,043	75.0
Capreol	943	1.2	974	1.2	1,063	1.2
Nickel Centre	3,177	3.9	3,285	4.0	3,603	4.0
Onaping Falls	2,355	2.9	2,443	2.9	2,741	3.1
Rayside Balfour	3,471	4.3	3,561	4.3	3,809	4.3
Walden	4,755	5.9	4,872	5.9	5,255	5.9
Valley East	5,163	6.4	5,338	6.4	5,831	6.5
CGS	80,734	100	82,860	100	89,346	100

Source: Hemson Consulting Ltd. Notes: "Rural" is included in Community definitions. Totals may not sum due to rounding



Residential and Employment Land Supply – Settlement Areas

After establishing the projected future population growth and household demand, it sets the stage for another key component of the Five Year Official Plan review, which is an analysis of the available land supply within the City, both within and outside of the settlement boundaries.

In general terms, land supply consists of:

1. existing legal lots of record, including lots in a registered plan of subdivision. Typically these lands are zoned and only require building permit approval to development. In some cases a site plan approval/agreement may also be required.
2. lands that have draft plan of subdivision approval. Typically, these lands are a few years away from development as the required conditions are satisfied; and,
3. designated and available lands. These lands do not have any development approvals in place but are understood to be areas of future development as they are within the settlement boundary. Designated lands are typically a number of years away from being developed.

The Planning Framework

The 2005 Provincial Policy Statement

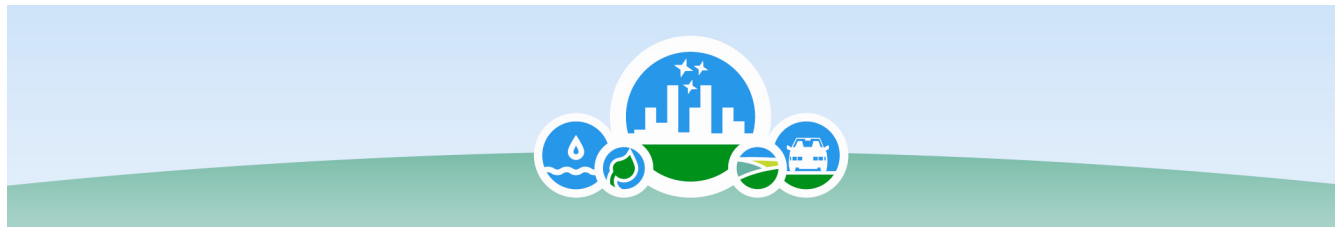
As mentioned, the Provincial Policy Statement (PPS) outlines specific land supply requirements that municipalities must adhere to. In general these policies prescribe different supply requirements for lands in different stages of development. Excerpts of the relevant policies can be found in Appendix C, in general however, municipalities must:

- maintain a 3 year supply of lands that are suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and/or registered plans;
- maintain a 10 year supply of land through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and,
- ensure sufficient land is made available through intensification and redevelopment and, if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years.

It is important to note that the above policies also stress the use of residential intensification in all land supply calculations to ensure that the growth ideally occurs through infill and intensification of existing neighborhoods first to maximize the use of existing infrastructure.

The draft Provincial Policy Statement (PPS) would retain these policies and add a new policy that would allow municipalities to plan for the long term protection of employment areas, provided that lands are not designated beyond the 20 year maximum planning horizon.

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When considering settlement boundary expansion requests, the PPS states:

1.1.3.9 A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:

- a. sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;*
- b. the infrastructure and public service facilities which are planned or available are suitable for the development over the long term and protect public health and safety;*
- c. in prime agricultural areas:*
 - 1. the lands do not comprise specialty crop areas;*
 - 2. there are no reasonable alternatives which avoid prime agricultural areas; and*
 - 3. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas; and*
- d. impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasibleⁱ.*

It should be noted that criteria (b) above is proposed to be modified as part of the Five Year Review of the Provincial Policy Statement (PPS). The proposed modification would also require that the infrastructure and services be financially viable over their life cycleⁱⁱ. This is an important change as it will require municipalities to look at the life cycle costs of servicing any new settlement boundary expansions. This requirement will also be informed by the City's Water and Waste Water Master Plan (WWMP) that is currently under way.

The Growth Plan for Northern Ontario

In addition, the Growth Plan for Northern Ontario requires that the City of Greater Sudbury maintain an updated official plan and develop other supporting documents which includes strategies for maintaining a 20-year supply of lands, unless otherwise provided in the 2005 PPS, for a variety of employment uses in appropriate locations to support economic development objectives.ⁱⁱⁱ

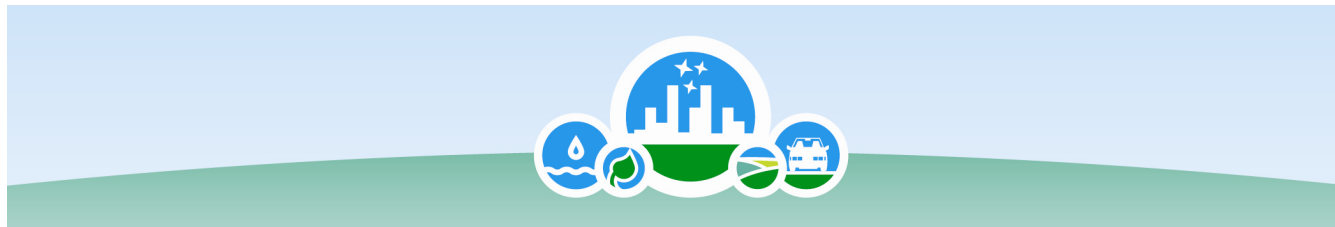
Water Waste Water Master Plan

When analyzing the current supply of vacant designated land in the City of Greater Sudbury, it is important to consider that many of these designations date from prior to amalgamation and are in some cases 30 to 40 years old.

Proposed changes to the PPS will require that:

Planning for infrastructure and public services facilities shall be coordinated and integrated with land use planning so that they are financially viable over their life cycle and available to meet current and projected needs.^{iv}

With this proposed change, the province is signaling that municipalities must not only consider whether there is sufficient lands available to meet future demand, but also must give equal consideration to whether or not these lands can be feasibly serviced from an engineering and financial standpoint.



In terms of this report, the land supply calculation can be achieved using current GIS capabilities (as discussed above), the servicing and financial component, however, will require additional information that is not available at this time. To answer the questions related to servicing capacity and economic feasibility of designated lands contemplated by the Province, the City is currently undertaking a Water and Waste Water Master Plan.

The Water and Wastewater Master Plan is intended to develop a sustainable and cost effective strategy to service existing and future development in the City. The purpose of the Master Plan is to develop servicing strategies for water and waste water infrastructure for the core urban areas and satellite communities for the next 20 years, in accordance with the City's Official Plan. The primary focus of the Water and Waste Water Master Plan is to develop a sustainable and cost effective plan to establish robust water and waste water systems.

The Water and Waste Water Master Plan will play a crucial role in terms of the Growth and Development of the City in the future by identifying where servicing opportunities and constraints exist and what the long term financial implications for the system may be. This information will be crucial when undertaking future comprehensive reviews as it will allow designated lands and proposed settlement boundary expansions to be considered not only on their development potential, but also in terms of whether their servicing is financially viable.

Residential Land Supply

The draft Population, Housing and Employment Land Forecasts indicate that the number households in Greater Sudbury is expected to grow by 8,800 to 13,000 (13 to 19.5 percent) by 2036. Of this amount, approximately 8,100 to 12,100 new households are expected to be created in the settlement area. Using the higher scenario, this represents approximately 531 units per year within the settlement area over the next 20 years.

Existing Vacant Legal Lots of Record and Registered Lots

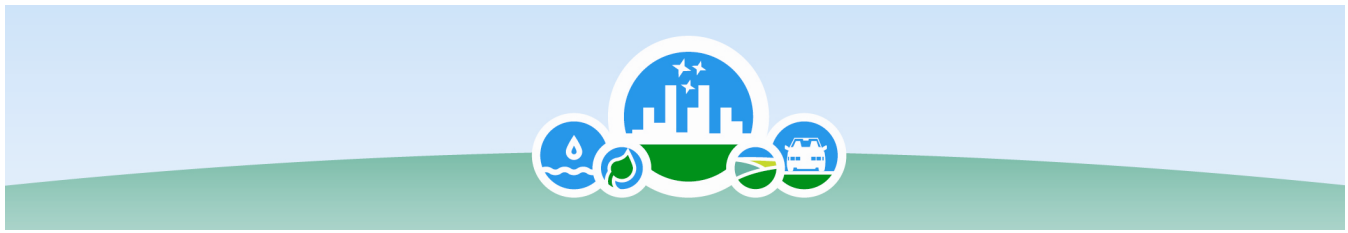
As mentioned, the PPS directs residential growth to infill and intensification opportunities. As described in the Growth and Settlement Background Report, the City of Greater Sudbury developed a built boundary monitoring tool to measure rates of residential intensification occurring in the city, as well as an inventory of vacant land, including legal lots of record and lots within registered plans of subdivision.

It is estimated that vacant lands can accommodate 2,500 to 3,560 new residential dwelling units, under the existing land use planning framework. At 531 new dwelling units per year, this represents a 5 to 7 year land supply. This supply meets provincial requirements.

Draft Approved Lots

The City of Greater Sudbury currently has 58 draft approved plans of subdivision and condominium in place. The potential yield from these draft approved plans is 6,534 new dwelling units. In addition to the draft approved plans of subdivision and condominium, the City currently has 9 active applications on file that, if approved, could yield an additional 1,686 dwelling units. There are also a number of recent rezoning and site plan applications before the City for multi residential buildings that would yield another 704 units. The location of the draft approved and active applications are shown in Appendix D. Together, this represents a total supply of 8,924

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dwelling units. At 531 new dwelling units per year, this represents an almost 17 year land supply. This supply meets and exceeds provincial requirements.

Living Area 1 Designated Land

There are approximately 897.6 hectares of land in the City of Greater Sudbury that are designated for future residential development, through the Living Area 1 designation (Appendix D). These lands would be considered “*Designated and Available*” under the PPS. Based on the projected density of 12 units per hectare, these lands have the potential to yield approximately 10,771 new dwelling units. At 531 new dwelling units per year, this represents a 20 year land supply. This supply meets and exceeds provincial requirements.

Therefore, based on the above, the City of Greater Sudbury meets and exceeds provincial land supply requirements. The city has more than sufficient land to meet housing demand in the short, medium and long term.

Employment Land Supply

In terms of Employment Land supply, the City currently has four draft approved industrial subdivisions that total 175 hectares. In addition to the draft approved supply, there are approximately 795 hectares of vacant designated industrial lands, 108 hectares of vacant designated commercial land and 2.8 hectares of vacant designated institutional lands within the settlement boundary¹. It was also determined that vacant legal lots of record within the built boundary included 162.4 hectares with industrial zoning, 19 hectares with institutional zoning and 43 hectares with commercial zoning. Using the established formula of 15 jobs per hectare from the 2004 Synthesis/Land Use and Settlement Report, the draft approved lands can accommodate 2,625 jobs, the designated developable industrial, commercial and institutional (ICI) lands can accommodate approximately 13,610 jobs and the vacant ICI legal lots of record can accommodate approximately another 2,389 jobs.

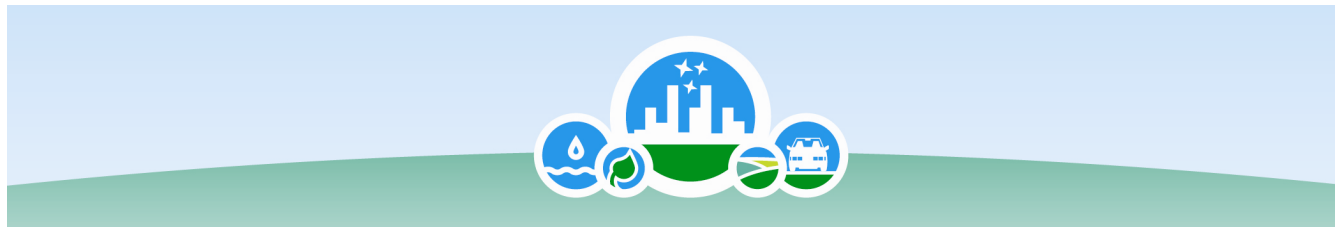
As mentioned the Growth Plan for Northern Ontario requires Official Plans to maintain up to a 20 year supply of lands for a variety of employment uses in appropriate locations to support economic development objectives.

The High Growth Scenario projects that between 2011 and 2036, 8,612 new jobs will be created or approximately 345 jobs per year. Using this estimated demand, the current draft approved industrial lots should last approximately 7 years. The lands that are currently vacant and designated as General Industrial, Commercial and Institutional can provide another 39 years of supply and the vacant ICI legal lots of record a further 7 years. Based on this analysis, there is currently a more than sufficient supply of draft approved and designated employment lands to meet the projected demand over the next 20 years.

Requests for Settlement Area Boundary Expansions

Since the Official Plan review process commenced in January of 2012, there have been 18 requests to expand the city’s settlement area boundary. Of these requests, 13 have been requests to expand the settlement boundaries to include more lands under the Living Area 1 designation for residential development. There have also been requests to expand the settlement boundaries to include more land under the General Industrial designation to allow for more industrial development. In addition to the requests to expand the settlement area

¹ Refinements to the Vacant Land Inventory since May 2012 resulted in the removal of lands zoned M6 (Disposal Industrial).



boundaries, there has been one request to extend the Regional Centre designation at the Four Corners and one request to redesignate lands from General Industrial to Rural in order to facilitate the severance of that property for residential development. A few other requests were also received, however these requests dealt more with property specific zoning and severance issues that were not part of the scope of this report and will be addressed later in the Official Plan Review process. The locations of the Settlement Boundary Expansion Requests are shown in Appendix E.

The settlement boundary expansion requests for Living Area 1 residential lands amounts to an additional 654 hectares, which would have the potential for an additional 7,840 residential units at a density of 12 units per hectare. These requests would add a further 15 years of supply to the city's existing land supply, which already meets and exceeds provincial requirements. As a result, these requests cannot be justified.

The settlement boundary requests for general industrial lands would amount to an additional 53 hectares, which would have the potential to accommodate 796 jobs at a density of 15 jobs per hectare. These requests would add 2 years to the city's existing land supply, which already meets and exceeds provincial requirements. As a result, these requests cannot be justified. However, in light of the draft PPS policies that allow municipalities to plan for the long term protection of employment areas, these requests should be referred to the ongoing Water and Waste Water Master Plan so that in the event that the draft policy comes into effect, the merits of the requests can be considered from an infrastructure standpoint.

Redesignation from Industrial to Rural

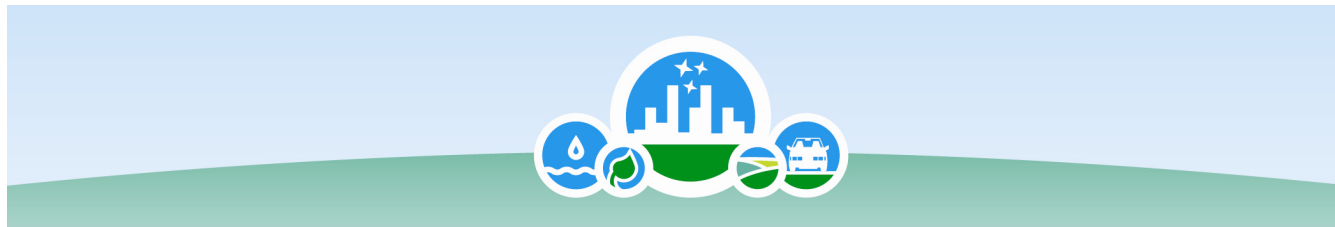
As mentioned, a request was received to redesignate lands on O'Neil Drive in Garson from Industrial to Rural. The subject lands are surrounded by parks and open space lands and also existing residential lands to the east.

Under the current PPS, planning authorities can only permit the conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and there is a need for the conversion.^v Proposed changes to the PPS would modify the definition of comprehensive review so that the level and detail of the assessment correspond with the complexity and scale of the proposal.^{vi} This proposed change to the PPS would apply in this instance as the size of the area proposed to be redesignated to Rural is relatively small at approximately 9 hectares, compared to a supply of over 1,100 hectares.

The subject lands, at 9 hectares amount to less than 1percent of the overall employment land supply, and a fraction of 1 year of job potential based on the high growth scenario. Additionally, the proposed redesignation is to Rural and not Living Area 1, so there is no impact to the residential land supply. As a result of the small scale and low level of complexity of the request, it is not opposed as part of the Five Year Official Plan review. This request should proceed as a separate Official Plan amendment application.

Extension of the Regional Centre Designation

There was also a request received to extend the Regional Centre designation at the Four Corners south along Regent Street to the residential area at Mallard's Landing. This proposal would see an additional 22 hectares



added to that designation. This proposed change would allow more commercial development on the subject lands through section 21.4.2(a) of the Official Plan. As discussed later in this report, the Growth Plan for Northern Ontario requires Greater Sudbury to plan for intensification in nodes and corridors. This request should be referred to the recommended node and corridor strategy.

Residential Land Supply - Outside the Settlement Area

The Planning Framework:

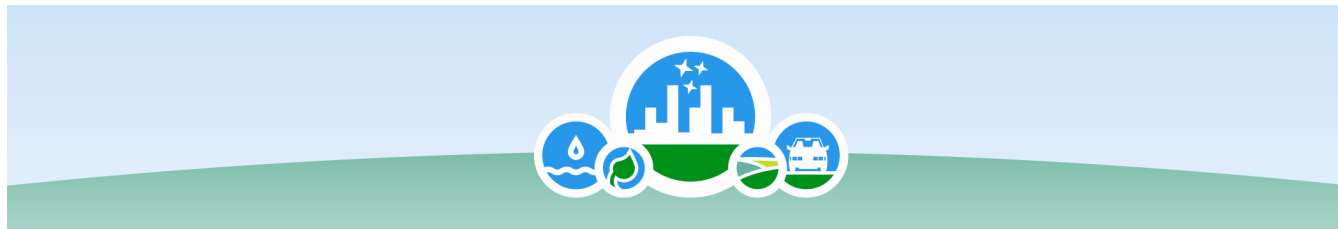
The planning framework for residential development outside of the settlement area compliments and reinforces the framework to guide development in the settlement area.

The Provincial Policy Statement (PPS):

The 2005 PPS presents a comprehensive policy framework that is intended to build strong communities by managing and directing land use to achieve efficient development and land use patterns. This policy framework is based on three key overarching directions.

1. Land supplies will be based on a 20 year land need with an emphasis on intensification and redevelopment. Policy 1.1.2, for example, states that each municipality will make sufficient land available through intensification and redevelopment and, if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years.
2. Settlement areas will be the focus of future growth and development. The mix and density of new land uses will efficiently use land and resources, take advantage of infrastructure and public service facilities, and minimize negative impacts to air quality and climate change. This will be accomplished through various means including the planning for intensification and redevelopment opportunities and phasing of new development relative to such opportunities, amongst others (Policies 1.1.3.1 to 1.1.3.9).
3. Rural areas shall relate to the management or use of resources, resource-based recreational activities, limited residential development and other rural land uses. These uses are to be appropriate to the level of infrastructure that exists or is planned, and avoid the need for the unjustified and/or uneconomical expansion of such infrastructure. These uses must also comply with the minimum distance separation formula (Policy 1.1.4.1).

These policies are important as they require municipalities to focus the majority of future growth and development to existing settlement areas where they can be serviced and specifically state that rural residential development will be “limited”. This differs from the previous Provincial Policy Statement (PPS), which permitted “other rural land uses”, including residential, in rural areas, without limitation.



The Official Plan

The Official Plan recognizes three forms of settlement - communities, non-urban settlements and rural areas - and establishes policies to guide future growth and development specific to each of these areas.

- The Official Plan sees communities as the primary focus of future residential and employment growth in order to take best advantage of historic infrastructure investments in these areas, complete existing communities and protect the natural environment. The Official Plan facilitates intensification and redevelopment in these areas. Subdivisions and severances are also permitted subject to certain conditions.
- The Official Plan sees rural areas as an area whose special qualities, such as waterfront areas, open spaces, natural features and resource potential, should be protected for the benefit of current and future generations. The rural area policies support the policies for communities by permitting limited residential development in rural areas, subject to certain standards.

The Official Plan permits rural residential lots to be created on lands outside of the mining/mineral reserve, the aggregate reserve, the agricultural reserve, the flood plain and significant natural features and areas, provided that:

- the severed parcel and the parcel remaining are at least 2 hectares in size and have at least 90 metres of frontage on a public road; and,
- regardless of the size and frontage of the parent parcel, no more than three new lots may be created from a single parent rural parcel based on the date of the adoption of the Plan.

The new lots must also be able to meet all applicable policies of the Official Plan (e.g. consistent with character of surrounding uses, no additional public services would be required, compliance with the minimum distance separation formula). Separate policies are established to guide rural development on waterbodies.

Greater Sudbury's approach to rural residential consents is similar to the current and planned approaches taken in other northern Ontario cities with a relatively large rural land base.

Discussion:

The rural residential consent policies were also considered in the second stage of the growth and settlement analysis, consistent with City Council's 2010 direction to city staff. On March 31, 2010, City Council passed Resolution 2010-128, as follows:

"THAT the Council of the City of Greater Sudbury approve Option 2 as outlined in the report from the General Manager of Growth and Development regarding the Rural Residential Consent Policies. (Option 2 is "Defer this request until the first statutory review of the Official Plan. This would permit the request to be considered as part of a full and comprehensive review of the Official Plan. This first review will begin in 2013. Subsequent reviews will occur on five year cycles. This option is supported by staff.")"

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The request under consideration at that time was to reduce the minimum lot area requirement for non-waterfront rural lots in the Official Plan from 5 acres to 2 acres. The Report from the General Manager of Growth and Development regarding Rural Residential Consent policies is included in Appendix F.

As part of this process, city staff examined historic land division activities, reviewed forecasted population and household growth, reviewed the existing supply of rural residential land and calculated land supply using the existing policy framework. The rural non-waterfront residential land supply was recalculated, taking the requested change into consideration.

Public Consultation

The community was also consulted on the requested change. On September 27, 2012 the City invited residents to a Public Input Session to provide their views. This session was well attended. Nineteen people spoke at the session. Twelve spoke in favour of the requested change, 5 spoke against the requested change and 2 spoke to other agricultural issues.

To summarize, those in favour of the requested change suggested that it:

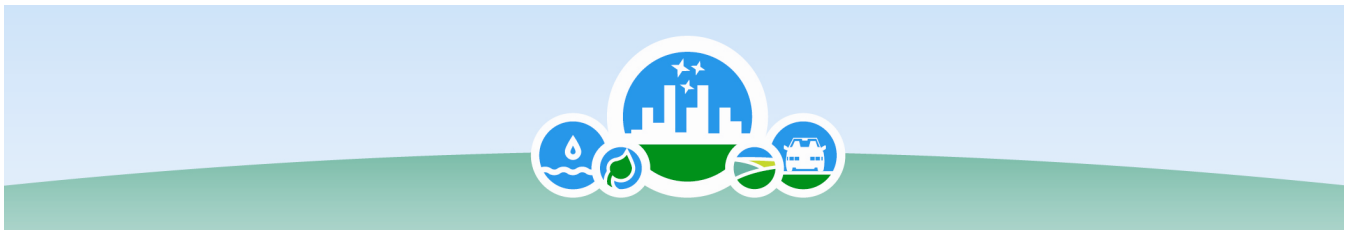
- would update the existing policy;
- is necessary to satisfy demand;
- would create more affordable lots;
- would create lots that are easier to maintain;
- would increase assessment and taxation; and,
- would not increase pressure for municipal services.

While those opposed to the requested change, suggested that it:

- is not consistent with the Official Plan and Smart Growth;
- is not necessary to satisfy demand;
- would divert growth from serviced areas;
- would result in higher infrastructure costs;
- could increase risk to natural biodiversity;
- would result in the loss of farmland; and,
- would deter new farm investment.

Some suggested that any change to the current policy standard should be considered on a case by-case basis through a site-specific Official Plan amendment that is subject to policy performance criteria. Further details regarding the Public Input Session is included in Appendix G.

In addition to the feedback received at this session, approximately five people submitted written comments regarding the requested change since the Official Plan Review began in January, 2012. Four of these submissions were in favour of the requested change. One submission was in opposition.



Demand

Two methods were used to assess the adequacy of the non-waterfront rural residential land demand. The first method, which has been used in past reports, is the historic share approach. The second, which is new, is the household formation approach.

Historic share approach: In this approach, historic land division trends are applied to future household projections to estimate the future long-term demand for types of residential land. Historically, in the City of Greater Sudbury, 20 percent of all new lot creation has occurred in the rural area. Two thirds of these lots were created on rural lands that had water frontage, while the remaining third were created on lots without water frontage. As described earlier, the number of households in Greater Sudbury is forecasted to grow by as much as 13,177 to 2036. Using this approach, it is estimated that this growth will result in demand for up to 878 new rural residential building lots by 2036.

Household formation approach: In this approach the households in the Rural Area are tabulated and future demand is forecast using age-specific household formation rates, similar to the urban areas of the city. As described earlier, the number of people living in the rural area is forecasted to grow by up to 1,747 by 2036. This population growth is expected to generate demand for up to 913 new households in the rural area. If historic trends continue and only one-third of future rural residential property owners select non-waterfront living options, demand for just over 300 new rural residential building lots is forecasted.

Supply

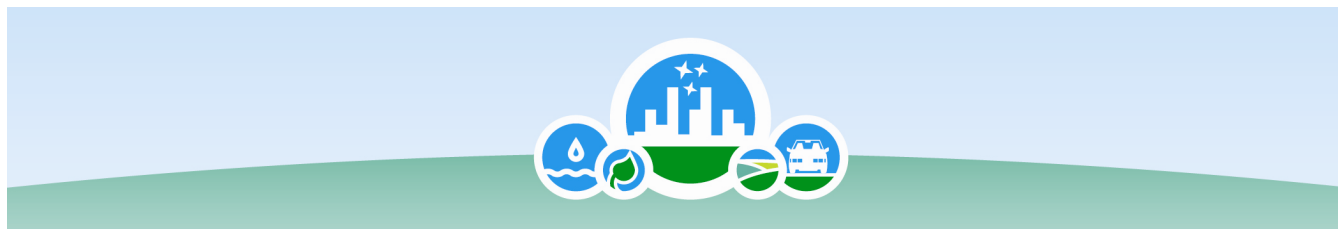
In terms of land supply, it is estimated that there are 475 existing vacant legal lots of record (i.e. lots that could be developed, subject only to building permit approval). It is also estimated that the current non-waterfront rural lot creation policies could result in the creation of approximately 1,438 new building lots. This supply of approximately 1,913 lots is more than adequate to demand in the next 20 years. It is also adequate to provide choice within the marketplace.

The requested change would significantly increase this potential supply. It is also inconsistent with the 2005 Provincial Policy Statement (PPS), which requires that municipalities set aside enough land to meet anticipated demand for up to 20 years, direct the majority of growth to settlement areas and limit residential development in rural areas. The requested change would also affect the community's ability to realize other goals and objectives in the Official Plan (such as, but not limited to, focusing population growth and residential development in the fully serviced communities).

The existing non-waterfront rural residential consent policies should not be changed at this time. Any proposal to create non-waterfront rural residential building lots that do not meet the existing policy framework, should continue to proceed by way of an Official Plan Amendment. The Official Plan could be amended to include additional policies to guide the review and consideration of such applications.

In addition, City Staff reviewed the Valley East Urban Expansion Reserve policies. These policies also appear to be working as intended and should not be changed at this time.

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Residential Intensification

The Planning Framework

The planning framework for residential intensification in Greater Sudbury is formed by the 2005 PPS, the Growth Plan for Northern Ontario and the Official Plan.

2005 Provincial Policy Statement

The 2005 PPS presents a comprehensive policy framework that is intended to build strong communities by managing and directing land use to achieve efficient land use and development patterns that support strong, liveable and healthy communities, protect the environment and public health and safety, and facilitate economic growth. According to the 2005 PPS, intensification is central to achieving efficient land use and development patterns.

The 2005 PPS requires municipalities to identify and promote opportunities for *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs (Policy 1.1.3.3).

The 2005 PPS requires municipalities to establish and implement minimum targets for *intensification* and *redevelopment* within built up areas, with the caveat that where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for the affected area (Policy 1.1.3.5).

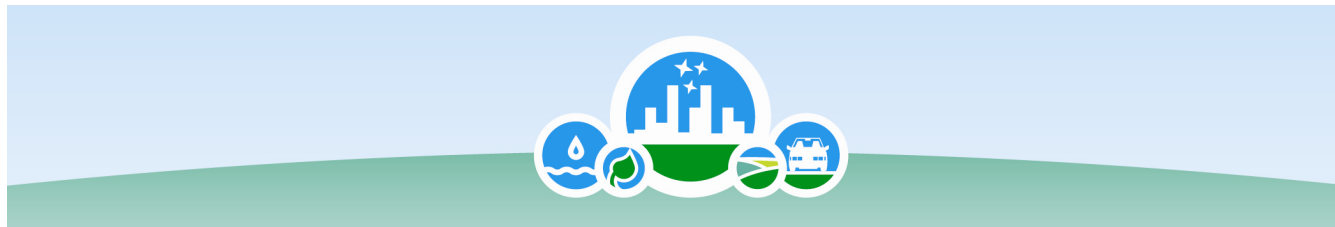
The 2005 PPS requires municipalities to establish and implement phasing policies to ensure that specified targets for *intensification* and *redevelopment* are achieved prior to, or concurrent with, new development within *designated growth areas* (Policy 1.1.3.6).

The 2005 PPS defines intensification as "... development of a property, site or area at a higher density than currently exists through: *redevelopment*, including the reuse of *brownfield sites*; the development of vacant and/or underutilized lots within previously developed areas; infill development; and, the expansion or conversion of existing buildings."

The 2005 PPS defines redevelopment as "... the creation of new units, uses or lots on previously developed land in existing communities including *brownfield sites*."

The 2005 PPS defines brownfield sites as "... undeveloped or previously developed properties that may be contaminated. They are usually, but not exclusively, former industrial or commercial properties that may be underutilized, derelict or vacant."

These provincial directions on intensification remain unchanged in the 2012 Draft PPS.



Growth Plan for Northern Ontario

The Growth Plan for Northern Ontario contains policies that speak to intensification. These policies complement and augment the policy framework created by the 2005 PPS.

Economic and Service Hubs

The Growth Plan for Northern Ontario requires *economic and service hubs* maintain updated official plans and develop other supporting documents which include strategies for: developing a diverse mix of land uses, an appropriate range of housing types, and high quality public spaces and providing easy access to stores, services and recreational opportunities; ... encouraging a significant portion of future residential and employment development to locate in existing downtown areas, *intensification corridors*, *brownfield sites*, and *strategic core areas* ... (Policy 4.3.3).

The Growth Plan for Northern Ontario defines *economic and service hubs* as “Northern municipalities identified by the Minister of Infrastructure, working with the Minister of Northern Development and Mines and Forestry and other ministries, that, due to their current critical mass of population and employment, location and existing assets, serve as focal points for regional service delivery and infrastructure networks over the course of the implementation of this Plan. *Economic and service hubs* may contain *strategic core areas*.”

The Province of Ontario has not yet identified the *economic and service hubs* for the purposes of the Growth Plan for Northern Ontario. Notwithstanding, the City of Greater Sudbury can be considered as an *economic and service hub* for the purpose of the Official Plan Review Program. The city contains a critical mass of population and employment. It is centrally located in northern Ontario. It serves as a focal point for regional service delivery and infrastructure networks. This interpretation is supported by other language in the Growth Plan for Northern Ontario, such as Section 4.1, which describes Greater Sudbury as one of five economic hubs that benefit all of Northern Ontario.

The Growth Plan for Northern Ontario defines intensification corridors as “Areas along major roads, arterials or transit corridors that have the potential to provide a focus for higher density mixed-use development.”

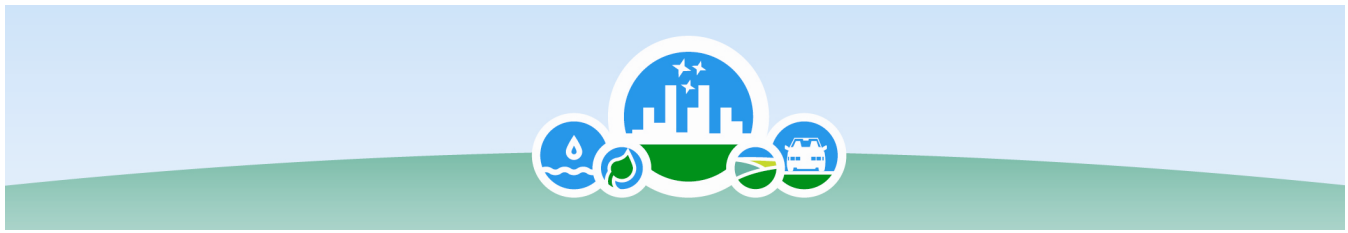
The Growth Plan for Northern Ontario defines strategic core areas as “Delineated medium to high density areas within identified municipalities that are priority areas for long-term revitalization, *intensification* and investment. These areas may consist of downtown areas, and other key nodes and significant corridors.”

The Growth Plan for Northern Ontario adopts the 2005 PPS definition of intensification.

Strategic Core Areas

The Growth Plan for Northern Ontario states that the City of Greater Sudbury contains *strategic core areas* (see Policy 4.4.1).

The Growth Plan for Northern Ontario encourages municipalities with such areas to plan for these areas to function as vibrant, walkable, mixed use districts that can: attract employment uses and clusters, including office and retail; accommodate higher densities; and, 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 (Policy 4.4.2).

The Growth Plan for Northern Ontario further encourages municipalities with such areas to develop in their official plans and other supporting documents a revitalization strategy that includes: delineation of the *strategic core areas*; targeted approaches to support the revitalization and *intensification* of *strategic core areas*, including identification and prioritization of opportunities for the redevelopment of *brownfield sites* within the *strategic core areas*, and a minimum target for the *intensification* of the *strategic core area* (Policy 4.4.3).

The Official Plan

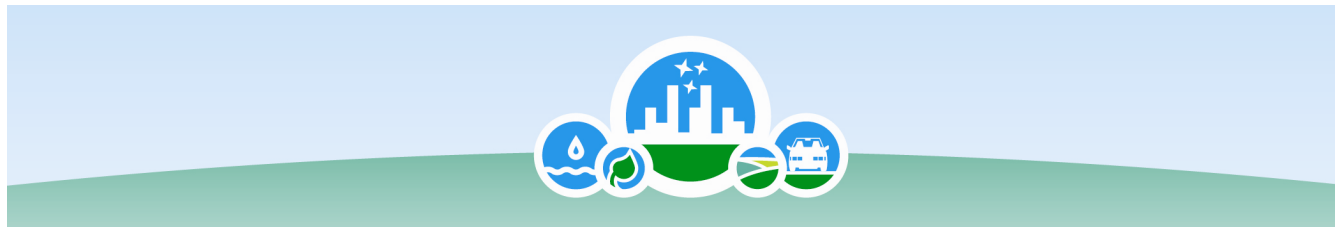
The Official Plan recognizes that intensification is an effective means of ensuring the efficient use of land and infrastructure, consistent with the desire to concentrate future development in those areas that are fully serviced, namely the communities. The Official Plan includes, as an objective, that by 2015, 10 percent of all new development will occur through intensification.

This objective is supported by a policy framework designed to guide intensification across the city. These policies recognize that intensive forms of development can occur without dramatic change in the character and scale of existing neighbourhoods. These policies state that opportunities for intensification will be supported on lands that are no longer viable for the purpose for which they were intended; where the present use is maintained but the addition of residential uses can be accomplished in a complementary manner; that are vacant and/or underutilized within previously developed areas; and in fully-serviced Living 1 Areas that could accommodate infill developments (Section 3.3, Policy 1).

The Official Plan states that any changes to the land use structure through intensification will be assessed so that the concerns of the community and need to provide residential opportunities are balanced (Section 3.3, Policy 2). It also states that priority will be placed on meeting housing targets by means of intensification within existing established areas (Section 3.3, Policy 3). It encourages intensification on arterial roads in close proximity to employment areas and public transit and promotes intensification in the Downtown, given its proximity to services, amenities and employment (Section 3.3, Policies 3-4).

In support of these policies, the Official Plan calls for the City to investigate brownfield financial incentives, actively participate in federal and provincial programs designed to encourage residential adaptive re-use projects, and maintain an inventory of suitable infilling/intensification sites (Section 3.3, Programs 1-3). The Official Plan also requires residential intensification to be monitored over the next five years and states that Council will review and, if necessary, adjust its policies and programs, including amendments to the plan, to ensure that continued progress towards its 10 percent residential intensification objective is made (Section 3.3.1).

The Official Plan's residential intensification policies were approved by the Ministry of Municipal Affairs and Housing in 2007 as being consistent with the 2005 PPS. Since the Official Plan was approved and came into effect, the City has completed several important projects designed to encourage intensification. These include the Brownfield Strategy and Community Improvement Plan, the Downtown Sudbury Vision, Plan and Action Strategy and Town Centre Community Improvement Plan. These programs implement the Official Plan, the Provincial Policy Statement (PPS) and the Growth Plan for Northern Ontario.



Discussion

Measuring residential intensification

Since the Official Plan came into effect, the City has developed a tool to monitor the rate of residential intensification and created an inventory of infill and intensification sites, as called for in the Official Plan.

As described in the Growth and Settlement Background Report, which is included in Appendix A, the City developed a “built boundary” tool using provincially approved methodology, to measure the rate of rate of intensification occurring in the City from 2011 onwards. With the built boundary tool in place, the City can continue to monitor annual rates of intensification. The monitoring policies in Section 3.3.1 of the Official Plan should be updated to reflect the current status of the residential intensification monitoring project.

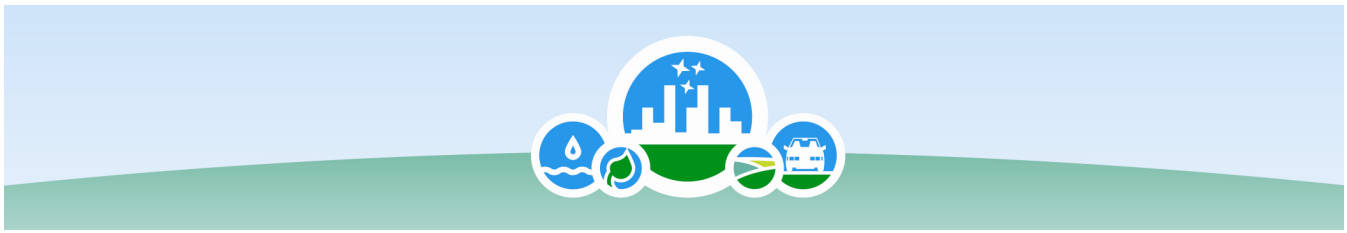
Also, as described in the Growth and Settlement Background Report, the City created an inventory of suitable intensification sites. It is estimated that approximately 2,500 new residential units can be created on the many vacant, fully-serviced sites in the communities. This does not include underutilized sites. This residential dwelling unit potential represents approximately 20 percent of the residential unit demand projected to 2036 under the High Growth Scenario. Given recent rates of residential intensification, the projected long-term shift in demand towards more intense forms of development and capacity of vacant sites suitable for such forms of development, the 10 percent residential intensification objective (and associated policies) in the Official Plan should be revised to up to 20 percent.

Allowing second units in residential areas

In 2010, the provincial government released *Building Foundations: Building Futures, Ontario's Long-Term Affordable Housing Strategy* (LTAHS). As part of the strategy, Bill 140: *Strong Communities through Affordable Housing Act*, 2011 was enacted in January 2012. To further expand affordable housing opportunities, Bill 140 amended various sections of the *Planning Act*, including requiring municipalities to establish Official Plan policies allowing second suites in new and existing developments. Specifically, Section 16(3) of the *Planning Act* now requires an official plan to have policies that authorize the use of second residential units in detached, semi-detached and row houses, as well as in ancillary structures. Provisions allow for two units, located in either a single residential building, or one unit inside a residential building and a second unit located in an ancillary structure on the same property (e.g. above laneway garage or as a stand-alone unit (e.g. garden suite)). Amendments to the Act also prevent any appeal of zoning by-laws passed to support the creation of secondary suites which implement Official Plan policies. Appendix H further outlines changes to the *Planning Act* made through *Strong Communities through Affordable Housing Act*, 2011 regarding second units.

As part of the Housing and Homelessness Study being conducted as part of the Official Plan review, the City of Greater Sudbury is developing Official Plan policies for second units. The policy is being developed within the context of existing policy environment as established by the Province of Ontario (Appendix H).

Currently, secondary suites are not permitted as-of-right in the city of Greater Sudbury. Garden suites (one unit detached residential structure containing bathroom and kitchen facilities that is ancillary to a single detached dwelling and that is designed to be temporary and/or portable) have been permitted as a temporary use on a site-specific basis.



It is widely recognized that second suites can play an important role in the provision of affordable rental housing for a wide range of residents including small households, young adults, seniors, modest income families and residents with special needs. In addition, second suites provide rental income to homeowners and flexibility to offset costs of home ownership or home maintenance. Overall, secondary suites contribute to a greater mix of housing.

In addition, secondary suites offer a greater opportunity to add to the affordable housing stock compared with building new as cost of land adds to the cost of housing. Secondary suites can also contribute to neighbourhood revitalization by increasing demand for amenities and services and contribute to social diversity, in particular within neighbourhoods that have experienced a decline in population.

From a residential intensification standpoint, the effect of Bill 140 will be to effectively require the City to develop policies that will allow one second unit in all singles, semis and townhouses within the City of Greater Sudbury. These units can be either in the dwelling, or in ancillary buildings on the property. As mentioned these required policies are being developed as part of the ongoing City of Greater Sudbury Housing and Homelessness Background Study and will be brought forward to Council for consideration as part of that study process.

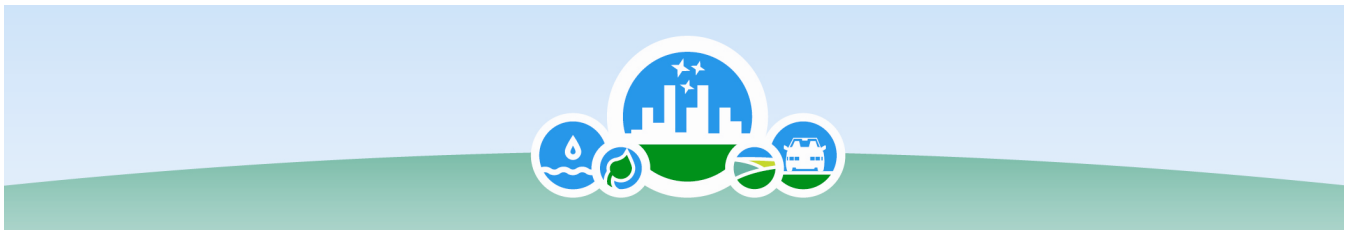
Encouraging and directing intensification and development

The 2005 PPS and Growth Plan for Northern Ontario encourage and direct intensification to certain areas. The 2005 PPS is flexible and relies on a criteria based approach to direct intensification. Municipalities, for example, are required to identify and promote opportunities for intensification where it can be accommodated taking into account various factors such as infrastructure availability. The Growth Plan for Northern Ontario takes a more directive approach, requiring municipalities to have planning policies and strategies that encourage a significant portion of future development to locate in existing downtown areas, intensification corridors, brownfield sites and strategic core areas.

The City of Greater Sudbury has planning policies and implementing strategies in place to encourage future development to locate in Downtown Sudbury, the Town Centres and brownfields. These policies and strategies satisfy the requirements of the Growth Plan for Northern Ontario.

The Official Plan also speaks to creating higher density, mixed use, walk-able and transit supportive development in “strategic core areas” such as the Regional Centres, in other “nodes” (e.g. MR 80 and Deschenes Road in Val Therese) and along “corridors” (e.g. Barry Downe Road in Sudbury) through the Mixed Use Commercial land use designation. These policies satisfy the Growth Plan for Northern Ontario.

Building on the work ready completed for Downtown Sudbury and brownfields, a more detailed planning and design strategy should be prepared to guide intensification and development in all nodes and corridors, as required by the Growth Plan for Northern Ontario. This strategy would document existing conditions, examine opportunities and constraints, establish desired uses and set an urban design direction for each area. The strategy would also examine the public realm and circulation system. The Official Plan should be amended to include a new program related policy to create and implement a node and corridor strategy for the City.



Protecting residential neighbourhood stability

On December 11, 2012 City Council passed the following motion:

"CC2012-429 Kett/Rivest: WHEREAS in filling is expected to be more and more common within Greater Sudbury and whereas the Official Plan and the Provincial Policy Statement encourage intensification in existing settlement areas;

AND WHEREAS Section 3.3 of the Official Plan provides that infill development should not bring dramatic change to the existing neighbourhoods in terms of character and scale and provides that change to the land use structure of an existing neighbourhood should be assessed in a manner that community concerns are balanced with the need to provide residential development;

THEREFORE BE IT RESOLVED THAT the City of Greater Sudbury, in its official plan review, set an infilling policy that is designed to appreciate and respond to the concerns of adjacent neighbours to a proposed infilling site so as to effect a satisfactory enforceable compromise between the effects of the infilling and the concerns of neighbouring property owners."

It has also been suggested that additional criteria be introduced in the Official Plan to protect the stable character of low density residential neighbourhoods, where medium and high density proposals are involved.

The existing policy framework in the Official Plan recognizes the importance of intensification and need to facilitate more intensive forms of development while respecting and protecting the character of surrounding neighbourhoods. Most intensification proposals are assessed on a case by case basis, through a rezoning process, which involves at least one public hearing at Planning Committee. The Official Plan states that in considering applications to rezone land in Living Area 1, Council will ensure that:

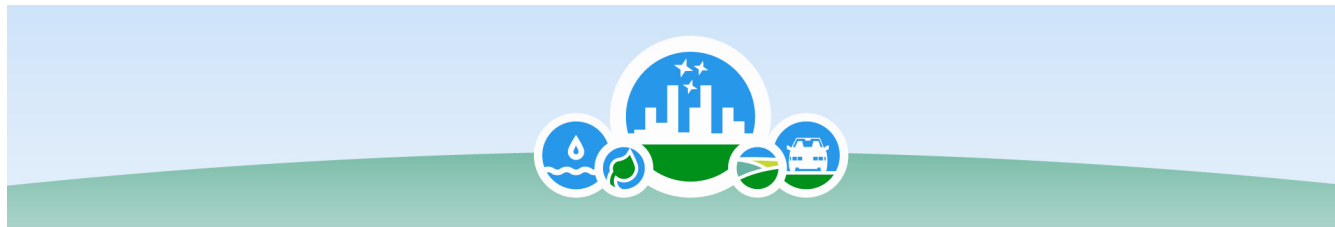
- the site is suitable in terms of size and shape to accommodate the proposed density and building form;
- the proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height siting, setbacks and the location of parking and amenity areas;
- adequate on-site parking, lighting, landscaping and amenity areas are provided; and,
- the impact of traffic on local streets is minimal (Section 3.2.1, Policy 6).

Matters relating to compatibility and mitigation of adverse effects are considered through the rezoning process and implemented via either the implementing zoning by-law amendment or subsequent site plan control approval process. Residential intensification proposals involving up to four residential dwelling units may be subject to site plan control (if determined through the re-zoning, minor variance or severance process). Residential intensification proposals involving four or more dwelling units are subject to site plan control. This approach is similar to the approach taken in other Ontario municipalities. Based on the above, no further changes to the Official Plan are recommended at this time.

Examining the Town Centre Land Use Designations

The Official Plan designates a number of Town Centres to recognize the existing and historic commercial centres of the communities. The Official Plan states that such areas will provide for the development of commercial uses to serve each community, surrounding residential neighbourhoods and rural areas.

Revisit. Review. Revise. ★ Revisitez. Réexaminez. Révissez.



On October 19, 2011 the Policy Committee directed staff to review the Town Centre designations in the Official Plan, in terms of their current applicability, as part of the five year Official Plan review.

The applicability of these designations was considered relative to their planned function. All Town Centres contain commercial uses that serve primarily local needs, with the exception of the Valley East Town Centre, which is subject to the Valley East Policy Area. Therefore, based on the above, the existing Town Centre designations in the Official Plan should be retained. The role and design of the Town Centres will be further explored through the city-wide node and corridor strategy recommended above.

Conclusion

The purpose of this report was to build on the 2012 Growth and Settlement Background Report and Issues Paper by using new household and employment growth data generated through the recently completed Population, Housing and Employment Needs Study. The report also builds on the results of the open houses conducted throughout the City on growth and settlement issues as well as the open house conducted on the issue of rural severances.

Based on the results of the Population, Housing and Employment Needs Study, an analysis of the land supply, both rural and urban, was then undertaken to see if it was adequate to meet the projected demand as well as the Provincial requirements laid out in the PPS.

The report also addressed provincial requirements and municipal issues related to residential intensification and rural development and provided recommendations on whether the existing growth and development policies in the Official Plan are functioning as intended, including the Valley East Urban Expansion Reserve, Town Centres, Rural Severance Policies, Intensification targets and Second Units.

Following these assessments, the report draws the following conclusions on the current growth and settlement policies of the Official Plan:

1. There is currently an ample supply of both draft approved and designated and available lands in the City to meet the projected household and employment demand over the 20 year planning period. There is also ample supply to meet the minimum requirements of the PPS for draft approved, registered and designated lands. As a result of the current land supply, requests to expand the settlement boundaries to accommodate new residential and industrial development cannot be justified at this time;
2. There is currently an ample supply of vacant rural lots and rural lots with the ability to be severed under the current policy framework to meet the projected demand over the 20 year planning period. As a result, modifications to the existing rural lot creation policies are not necessary at this time;
3. The Water and Waste Water Master Plan currently underway will provide a better understanding of the servicing and economic issues associated with the existing vacant land supply and will be a key assessment tool in future comprehensive reviews;



4. The current Living Area and Intensification policies are achieving their desired effect by allowing for a wide range of choice in terms of location and housing type in the City. This is reflected in the current market shift away from predominantly single detached housing to more multi-unit buildings. As a result of this, changes to the existing Living Area policies are not recommended at this time;
5. New provincial legislation and policy documents will require the City to develop policies to allow second units as of right in the City and to focus residential and employment intensification in strategic core areas and along intensification corridors, and
6. Improvement in GIS capabilities have allowed for an analysis of the residential infill potential in the City. Based on this analysis, an increase in the Intensification target in Section 3.3 from 10 percent to 20 percent can be supported.

References

ⁱ Ontario Provincial Policy Statement 2005

ⁱⁱ Provincial Policy Statement Review Under the Planning Act – Draft Policies, September 2012

ⁱⁱⁱ Growth Plan for Northern Ontario 2011

^{iv} Provincial Policy Statement Review Under the Planning Act – Draft Policies, September 2012

^v Ontario Provincial Policy Statement 2005

^{vi} Provincial Policy Statement Review Under the Planning Act – Draft Policies, September 2012