DOWNTOWN COMMUNITY IMPROVEMENT PLAN

1988 STREET AND STREETSCAPING IMPROVEMENT

2003 TAX INCREMENT FINANCING

2007 FINANCIAL INCENTIVES FOR DOWNTOWN RENEWAL PILOT

OFFICE CONSOLIDATION

Prepared by the Planning Services Division

July 2014

Notice to the Reader of this Plan

This copy of the Downtown Community Improvement Plan is a consolidation of three separate Community Improvement Plans (CIPs) which were developed at different times starting in 1988. These three CIPs (and subsequent amendments) have been consolidated into this document for convenience purposes only. For ease of use, each CIP is a chapter within this document. Accordingly, the three plans are separate and independent from one another and should not be viewed as one legal document but rather three separate documents. In 2013, the City of Greater Sudbury amended the Tax Increment Financing and Financial Incentives for Downtown Renewal CIPs. These amendments changed and harmonized the area of applicability of both CIPs. The new boundaries are shown in this office consolidation. For accurate reference please consult the official versions of the above referenced documents, which are available from the City of Greater Sudbury Planning Services Division.

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CHAPTER 1

COMMUNITY IMPROVEMENT PLAN FOR THE SUDBURY METRO CENTRE

STREET AND STREETSCAPING IMPROVEMENT PLAN

1.0 PLAN BACKGROUND

1.1 Introduction

The following Community Improvement Plan has been prepared as a prerequisite for utilizing the City of Sudbury's 1987-1988 Pride allocation of $325,000. It has confined its thrust to those projects the Municipality anticipates in street and streetscape improvement over the next several years in the Metro Centre. As such it is the first part of a more comprehensive improvement package currently being anticipated and developed for the Metro Centre. Since this is the case, the Community Improvement Plan being forwarded is entitled Community Improvement Plan for the Sudbury Metro Centre – Street and Streetscape Improvement Component.

Sections 1.0 through 4.0 of the text along with Maps A, B, C and D constitute this Community Improvement Plan. Appendices A, B, C and D have been provided as background support material and do not constitute a part of this Community Improvement Plan.

1.2 Official Plan Conformity

In section 7.7.1 of The Secondary Plan for the City of Sudbury, City and Regional Councils have identified the Metro Centre District as a Community Improvement Area. This area has been schematically indicated on Secondary Plan Map B and by the Metro Centre District designation on Land Use Map A of that Plan. It also lies within the boundaries of the Metro Centre Business Improvement Area.

The major reasons for designating this area in that Plan are indicated in Section 7.7.1 (b) of the City Secondary Plan as follows:

> "The Metro Centre District is the centre of the Region and the major centreplace focus of Northeastern Ontario. The Metro Centre District functions as the major employment and service centre. As well, it is the focus for many central place functions including government offices, private sector offices, major retail outlets, accommodations, transportation services, and cultural activities. Because of the Metro Centre District's function, it is extremely important that its regional role be maintained and strengthened. Community improvement efforts at various locations of the Metro Centre District can assist in reinforcing the area's function and image by improving the quality of development in this area."

To help facilitate this goal a number of specific potential projects were identified. This plan concentrates on three of these elements and develops them further. They include:

A. Streetscape Improvements
B. Street Improvements
C. Undergrounding of aboveground utilities

1.3 General Description of Area

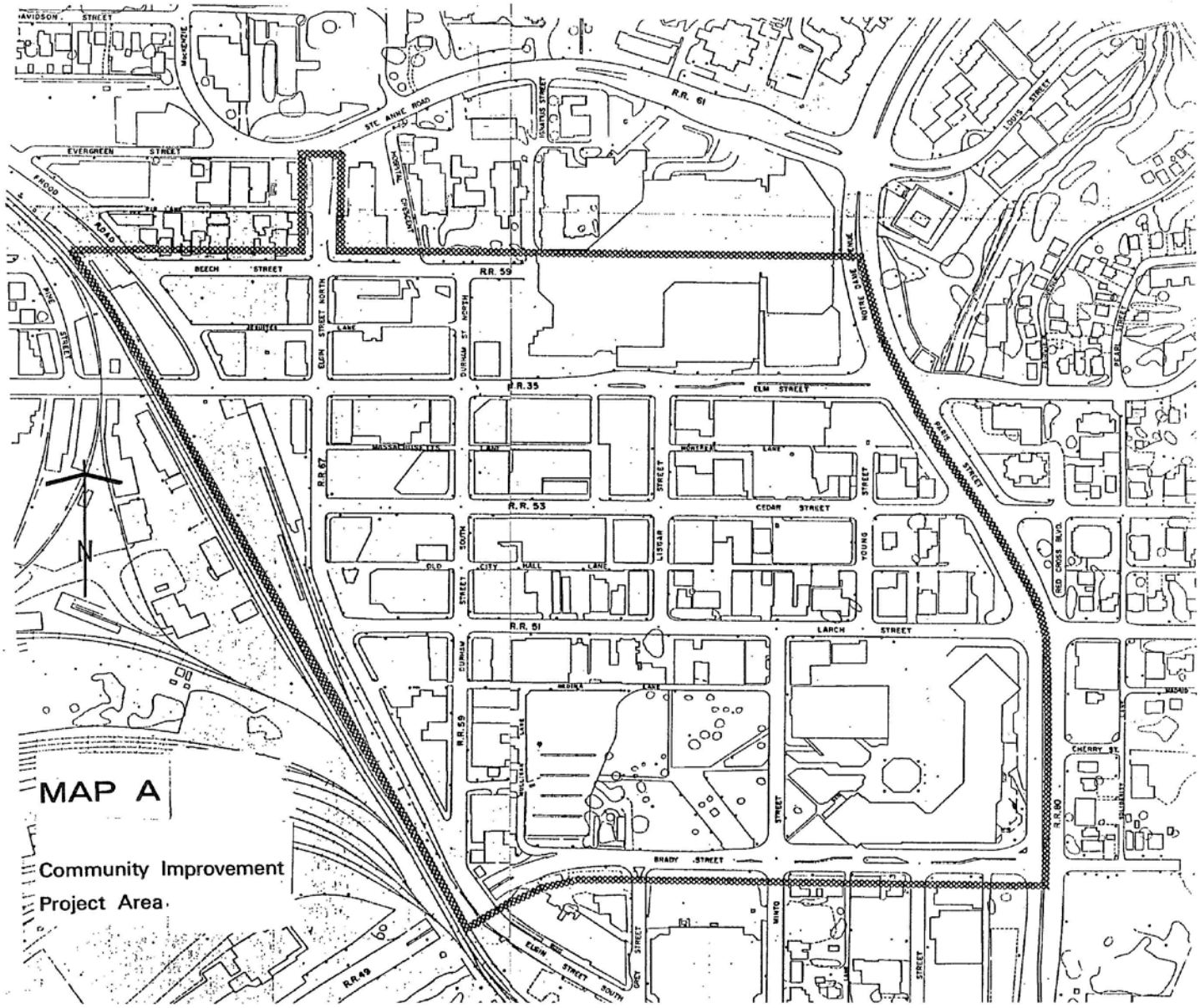
This Community Improvement Plan Project Area is contained within the Community Improvement Area designated in the City of Sudbury Secondary Plan. It is bounded on the north by Beech Street public right-of-way (northern edge) including Elgin Street public right-of-way to Ste. Anne's Road and continuing through City Centre to Paris Street; it is bounded on the west by the Canadian Pacific Railroad mainline; it is bounded on the south by Brady Street public right-of-way (southern edge);

and it is bounded on the east by the Paris Street median strip. Map “A” indicated the area described above.

The area designated within this Plan encompasses 15 full or partial City blocks covering 29 hectares. This area contains the largest concentration of downtown service sector establishments including most of downtown’s retail sector. Approximately 700 retail outlets and service sector establishments are located within this area. Together these establishments employ approximately 8,000 individuals resulting in the highest employment concentration of any comparable area in the Region.

Given this high level of concentrated activity, Sudbury has become a major service centre within Northeastern Ontario. Downtown Sudbury plays a major part in this role. It is also evident that this area continues to play a major role in the City’s retail trade. Although not as dominant commercially as it once was, the downtown retains its pedestrian mainstreet character not found in suburban locations. Numerous street level storefronts, independent shops and specialty retail outlets, along with government and professional offices dot this area adding to its tradition and character. Such a collection of services is not found at any other location within this Region.

MAP A – COMMUNITY IMPROVEMENT PROJECT AREA



1.4 Program Context

Throughout the recent past, attempts to improve downtown Sudbury as the heart of the Region have been ongoing. Major urban renewal of the Borgia Area during the late 1960's resulted in the development of City Centre as the major retail anchor development in the downtown. Later in the late seventy's civic square was completed, further consolidating downtown's role and revitalizing another section of the core. Numerous private sector developments over this period (e.g. Elm Town Square, Sudbury Medical Centre, Scotia Tower, General Leasehold Towers) have further added to the revitalization of downtown and reinforced its service sector role.

However, the downtown today is still perceived more as a collection of buildings than as a unified development area. Lack of common public sector design standard and efforts have largely contributed to this image. To date, attempts to deal with this problem have been piecemeal or on a project by project basis and have not achieved the desired results.

1.5 Business Improvement Association Initiatives

To help address the lack of a unified downtown presence the Metro Centre Business Improvement Association was formed in 1977. This BIA covers all of downtown and includes the entire Plan Area. During the past ten years this Association has made significant progress in promoting the Metro Centre through joint advertising and special events. It has also focused City and Regional Council's attention toward downtown issues in the areas of property reassessment and downtown planning. In addition, the BIA has attempted to make some downtown streetscape improvements over the years through such undertakings as street lights improvements and tree planting. However, these endeavours are not readily noticeable and have been piecemeal.

In an attempt to overcome this problem, the Metro Centre Business Improvement Association proposed to City Council that a more comprehensive streetscape improvement program be undertaken in the downtown. Such a program would attempt to create unified public sector design program and result in a stronger downtown identity and image (Reference: Sudbury Metro Centre Downtown – Master Plan for Beautification of Downtown Sudbury).

To being this process the Sudbury Metro Centre Business Improvements Association committed $250,000 over a two year period and requested City Council to match their commitment and apply to the Province for matching funds. City Council on January 13, 1987 agreed with the BIA that such an endeavour had merit for improving the downtown and set aside an additional $250,000 for this purpose. Council also instructed staff to make application to the Ministry of Municipal Affairs for PRIDE funding of $500,000.

In January 1987 the City made an application on behalf of Metro Centre BIA. This grant request was approved by the Province on July 30, 1987. However, because of funding limitations the Province scaled back its share of the funding allocation request for this year to $325,000. Thus the total initial project budget for Phase I of this endeavour comes to $65,000. The Plan which follows addresses Phase I as well as subsequent work phases which will be required to provide a streetscape environment which further reinforces downtown's unique identity.

In addition, regular municipal capital works programs are being undertaken in the Plan area over the next few years which will further add to the implementation of this Plan.

2.0 IMPROVEMENT RATIONALE AND OBJECTIVES

2.1 Problems

The rationale for selecting a streetscape improvement thrust is in response to a number of problems evident within the Metro Centre Area. These include the following:

1. Much of the commercial streetscape of the downtown is visually unattractive, lacking coherent design and unifying identity. As numerous commercial developments front the public street, Metro Centre's identity and appearance becomes an essential element in drawing customers into the core.

2. A number of downtown streets are in need of complete road reconstruction as a result of underground servicing and road upgrading needs. These streets include:

   a. Durham Street Reconstruction - Beech to Elgin (Street requires water and sanitary sewer upgrading, new storm sewer construction and road reconstruction).
   b. Cedar Street Reconstruction - Elgin to Paris (Street requires water, sanitary sewer upgrading, new storm sewer construction and road reconstruction).
   c. Elm Street Reconstruction - CPR tracks to Durham (Street requires water and sanitary sewer upgrading, new storm sewer construction and road reconstruction).

3. Several other downtown street sections require road improvements which may include curb upgrading or replacement, grinding of existing pavement and repaving, street lowering and selective underground improvements. These streets include:

   a. Larch Street - Elgin to Paris (Street requires curb upgrading, pavement grinding and resurfacing)
   b. Elgin Street - Beech to Brady Street Overpass (Street requires curb reconstruction and grinding and resurfacing)
   c. Lisgar Street - Elm to Larch (Street requires upgrading of existing storm sewer and curb upgrading and street repaving)
   d. Young Street - Cedar to Larch (Street requires curb upgrading and street repaving)
   e. Elm Street - Durham to Paris (Street requires -curb repair)
   f. Minto Street - Larch to Brady (Street requires curb upgrading and street repaving)

Throughout much of the Plan area curbs are in poor condition with respect to normal engineering standards or conditions.

4. Sidewalks are approximately twenty years old throughout most of the plan area and are in need of replacement or repair. This is particularly true of numerous sections which are cracked or uplifted. Drainage grades with respect to storefronts and curbs, and widths of sidewalks are often not optimal for todays requirements. However, to correct all of these deficiencies when installing new sidewalks, finalized curb settings are often required. These revised settings normally cannot be achieved until road reconstruction is undertaken which usually involves road lowering.

5. Most Plan Area streets lack trees or other landscape enhancements which soften the visual impacts of concrete and pavement by adding visual stimuli and interest to downtown streetscapes. Attempts to date have generally been inadequate or too limited to create the desired visual enhancement.

6. Consistently integrated street furniture (benches, waste receptacles, phone booths, planters, light standards, etc.) have not yet been introduced in a manner which provide the downtown with a distinctive and consistent image.

7. Only some of the street lights in the downtown have been converted to the new Metro Centre light standard: the remaining light standards should be upgraded for design consistency.

8. Overhead wiring and hydro poles along laneways and along Elgin and Beech Streets detract from the visual quality of the streetscape.

9. A number of downtown laneways can be upgraded to act as more attractive pedestrian links connecting business establishments.

   Within the Community Improvement Policies of the Secondary Plan for the City of Sudbury, these Metro Centre problems have been identified as grounds for delineating this location as a "Community Improvement Project Area" and developing a Community Improvement Plan with regard to the improvements anticipated. (Refer to Section 7.4.1 b (i), (v), (vi),(xii) and (xiii) of the Secondary Plan for policies). Therefore it is the intent of this Plan to address these problems directly for the ultimate improvement of the area.

2.2 Improvement Goals and Objectives

The primary goal of this Community Improvement Plan is to: improve the function, condition, image and appearance of streets and streetscape within metro centre through a coordinated work program of all involved agencies. To accomplish this, the community will:

1. Undertake road reconstruction of selected core area streets where underground servicing is deficient or in need of repair;

2. Undertake and add improvements where street pavement and or curbs are in need of repair or replacement;

3. Improve the function and appearance of aging Metro Centre sidewalks through a sidewalk reconstruction program;

4. Improve the appearance of Metro Centre streetscape by creating and following a consistent downtown design standard in street furniture, sidewalk pattern, landscape, lighting and signage;

5. Encourage greater pedestrian activity by providing pedestrian linkages between area activity centres, appropriate resting spots, and an overall stimulating streetscape environment in which to interact;

6. Retain traffic circulation flows at existing or improved levels;

7. Attempt to retain as much on street parking as possible given the requirements of the preceding objectives; and,

8. Underground overhead wiring.

2.3 Anticipated Benefits

The improvements proposed will assist in creating a stronger downtown focus through unifying streetscape design and character. This should result in a more attractive setting in which to shop and establish businesses. This in turn is likely to act as a catalyst for private property upgrading as has occurred in other centres as a result of similar public action. When combined with private sector efforts and government initiatives such as City Centre redevelopment and Northern Development and Mines relocation to the downtown, streetscape initiatives should have a dramatic impact. The combinations of these actions should focus more public attention toward the downtown area. As a

result, private developers are likely to consider downtown locations more seriously in business locational decisions. As in other centres such a concentrated focus will likely induce additional private sector development and investment in the downtown leading to further revitalization.

In addition to visual and economic spinoffs, downtown street improvements will result in infrastructure upgrading and repairs which will solve existing problems. These improvements should serve the downtown into the future until upgrading or repair may again be required.

3.0 PROPOSED IMPROVEMENT PROJECTS

To meet the stated objectives a significant number of projects will be necessary over the next 5-10 years. Table 1 lists these projects and indicates approximate cost in 1987 dollars. Maps B, C and D indicate the locations of the projects proposed. The projects indicate the full scope of the work anticipated.

TABLE 1 - STREET AND STREETSCAPING IMPROVEMENTS

	PROJECT PROPOSED	ESTIMATED GROSS COST	MOST LIKELY FUNDING SOURCE
A.	**STREET RECONSTRUCTION/ UPGRADING**	**(2,938,000)**	
1.	Durham Street Reconstruction (Beech to Elgin)	915,000	Regional Capital Works Program Ministry of Transportation
2.	Cedar Street Reconstruction (Elgin to Paris)	850,000	Regional Capital Works Program Ministry of Transportation
3.	Elm Street Reconstruction (CPR Tracks to Durham)	435,000	Community Renewal Branch Programs Regional Capital Works Program Ministry of Transportation
4.	Larch Street Upgrading (Elgin Street to Paris)	225,000	Regional Capital Works Program Ministry of Transportation
5.	Elgin Street Upgrading (Beech to Brady)	250,000	Regional Capital Works Program Ministry of Transportation
6.	Lisgar Street Upgrading (Elm to Larch)	96,000	City Capital Works Ministry of Transportation
7.	Young Street Upgrading (Cedar to Larch)	53,000	City Capital Works Ministry of Transportation
8.	Elm Street Upgrading Curb Repairs (Durham to Paris)	13,000	Regional Capital Works – Operating Funds
9.	Minto Street Upgrading (Larch to Brady)	100,000	City Capital Works Ministry of Transportation
B.	**STREETSCAPE IMPROVEMENTS ****	**(2,877,000)**	
10.	Elm Street Streetscape (Durham to Paris)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	183,000	
	• Landscape Replacement	29,500	
	• Streetlight Replacement	93,500	
11.	Elm Street Streetscape (CPR to Durham)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	120,000	
	• Landscaping Improvements	27,500	
	• Streetlight Replacement	60,500	
12.	Cedar Street Streetscape (Elgin to Paris)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	193,000	
	• Landscaping Improvements	91,000	
13.	Larch Street Streetscape (Elgin to Paris)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	271,000	
	• Landscaping Improvements	70,000	
14.	Elgin Street Streetscape (Ste. Annes to Durham)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	205,000	
	• Landscaping Improvements	95,000	
	• Landscaping Improvements	300,000	
	• Streetlight Replacement	99,000	
15.	Durham Street Streetscape (Beech to Elgin)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	273,000	
	• Landscaping Improvements	91,000	
	• Streetlight Replacement	115,000	
16.	Lisgar Street Streetscape (Elm to Larch)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	132,000	
	• Landscaping Improvement	30,000	
17.	Young Street Streetscape (Cedar to Larch)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
	• Sidewalk Replacement	37,000	
	• Landscaping Improvement	11,000	
	• Streetlight Replacement	27,500	

TABLE 1 - STREET AND STREETSCAPING IMPROVEMENTS

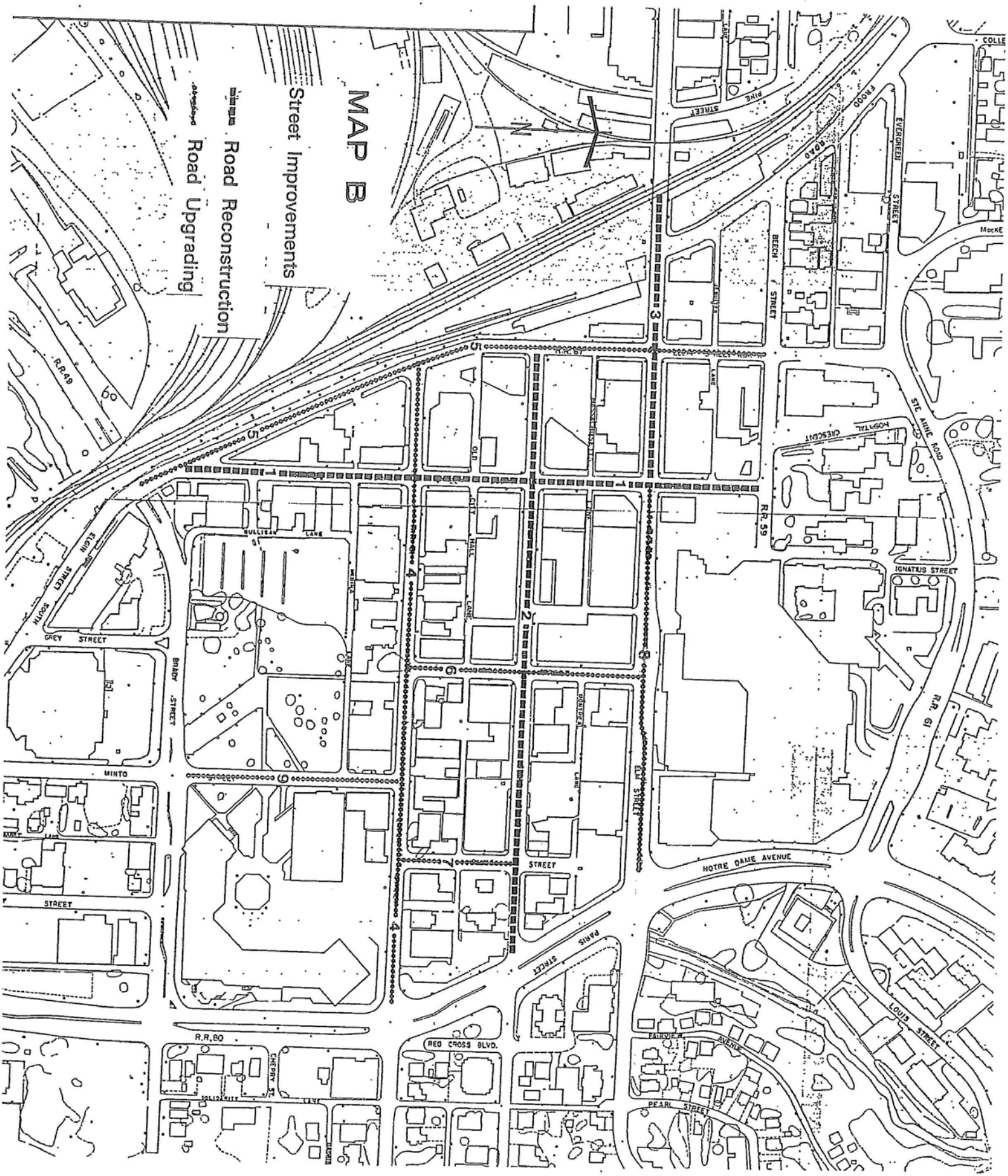
PROJECT PROPOSED	ESTIMATED GROSS COST	MOST LIKELY FUNDING SOURCE
18. Minto Street Streetscape (Larch to Brady)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
• Sidewalk Replacement	90,000	
• Landscaping Improvement	20,000	
19. Beech Street (Frood to City Centre)		Community Renewal Branch Programs City of Sudbury Metro Centre BIA
• Sidewalk Replacement	130,000	
• Landscape Replacement	22,000	
• Streetlight Replacement	60,500	
C. UTILITY UNDERGROUNDING	**(1,537,000)**	
20. Hydro Line Undergrounding Elgin Street (Elm to Beech)	365,000	Sudbury Hydro City of Sudbury Metro Centre BIA Community Renewal Branch Programs
21. Hydro Line Undergrounding Massachusetts Lane (Elgin to Durham)	70,000	Sudbury Hydro City of Sudbury Community Renewal Branch Programs
22. Hydro Line Undergrounding Old City Hall Lane (Elgin to Paris)	355,000	Sudbury Hydro City of Sudbury Community Renewal Branch Programs
23. Hydro Line Undergrounding Montreal Lane (Lisgar to Paris)	157,000	Sudbury Hydro City of Sudbury Community Renewal Branch Programs
24. Hydro Line Undergrounding Medina Lane (Elgin to Minto)	110,000	Sudbury Hydro City of Sudbury Community Renewal Branch Programs
25. Hydro Line Undergrounding Jesuites Lane (Frood to Durham)	180,000	Sudbury Hydro City of Sudbury Community Renewal Branch Programs
26. Hydro Line Undergrounding Mulligan Lane (Brady to Medina)	100,000	Sudbury Hydro City of Sudbury Community Renewal Branch Programs
27. Hydro Line Undergrounding Beech Street	200,000	Sudbury Hydro City of Sudbury Metro Centre BIA Community Renewal Branch Programs
SPECIAL PROJECTS	**(80,000)**	
28. Improvements (Corner Elm/Durham)	50,000	Metro Centre BIA City of Sudbury Community Renewal Branch Programs
29. Metro Centre Identification Signage	30,000	Metro Centre BIA City of Sudbury Community Renewal Branch Programs

* Project Numbers do not infer a priority order but are provided to reference Maps B, C and D
** Sidewalk replacement refers to the installation of lockstone sidewalks, landscape improvements including both vegetation and street furniture, and street light replacement to aesthetic street lighting standards where street lighting has not yet been changed over.

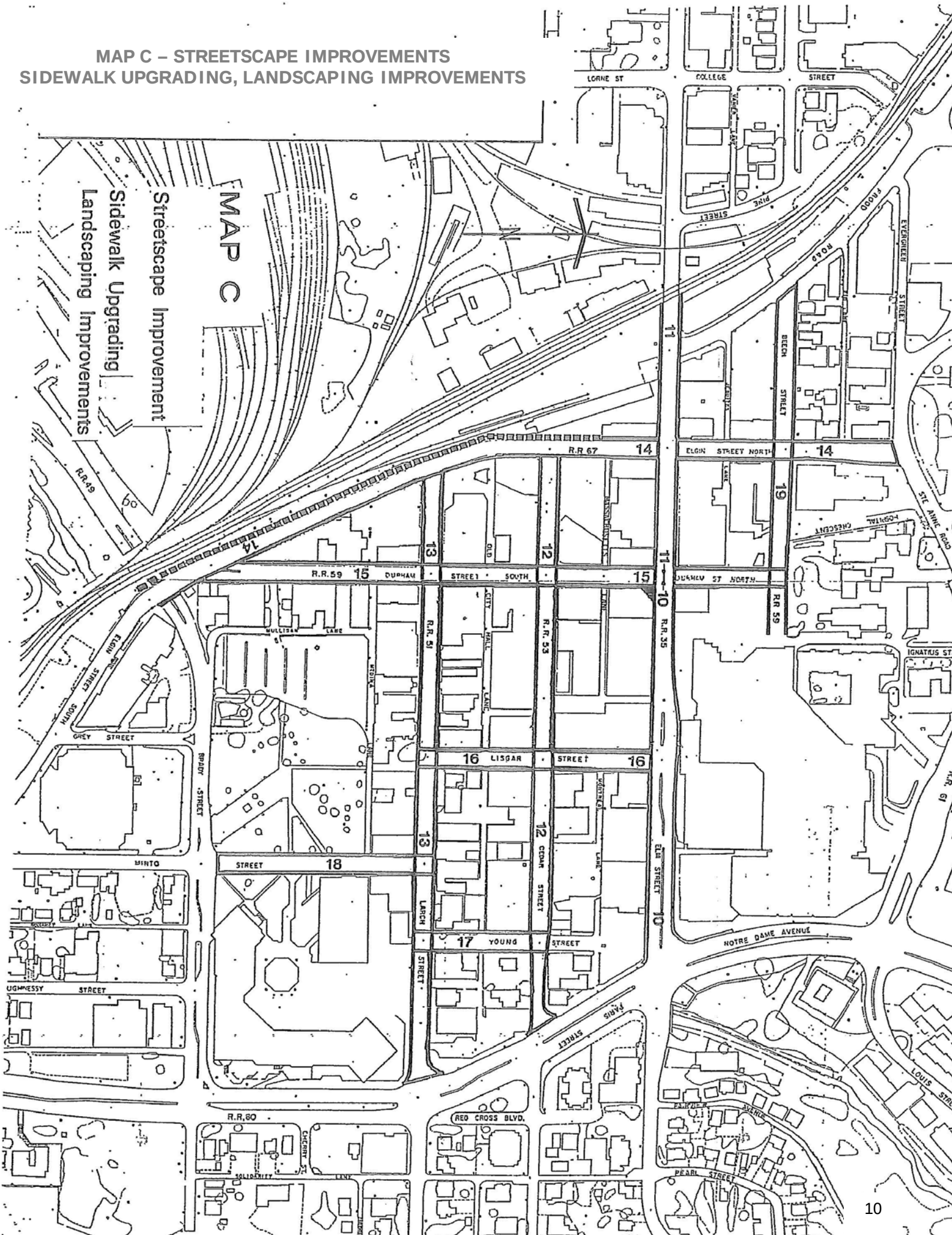
TOTAL COMMUNITY IMPROVEMENT PLAN COST

A. Street Reconstruction/Upgrading	2,938,000
B. Streetscape Improvements	
Sidewalk Replacement	1,634,000
Landscape Improvement	787,000
Streetlight Replacement	456,000
C. Utility Undergrounding	1,537,000
D. Special Projects	80,000
TOTAL COST	**7,432,000**

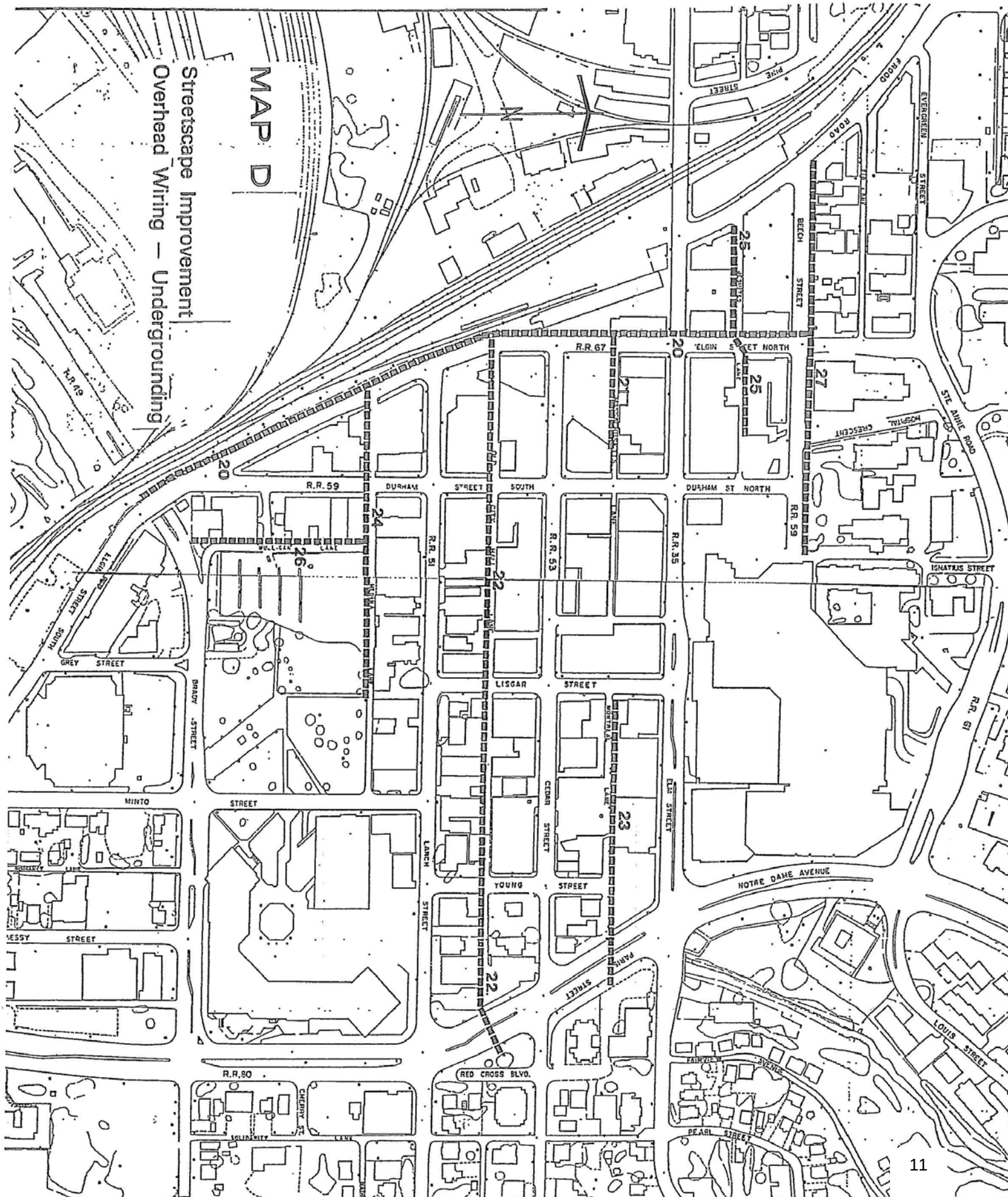
MAP B – STREET IMPROVEMENTS
ROAD RECONSTRUCTION, ROAD UPGRADING



MAP C – STREETSCAPE IMPROVEMENTS
SIDEWALK UPGRADING, LANDSCAPING IMPROVEMENTS



MAP D – STREETSCAPE IMPROVEMENTS
OVERHEAD WIRING - UNDERGROUNDING



4.0 IMPLEMENTATION

Because of the high capital costs of undertaking these project elements, improvement activities will be undertaken in a phased manner over a number of years. This Plan will help to facilitate the eventual completion of this project and assist in future funding applications.

Many of the projects listed in Table I include items currently in or contemplated for Regional Municipality of Sudbury, City of Sudbury or Sudbury Hydro capital works budgets. Implementation of these elements would follow the normal capital works review process of those agencies for approval, budget and scheduling.

In order for this Plan to be effective in meeting its stated objectives, several guiding principles apply with respect to its implementing strategy:

1) The plan should be completed as progressively as possible to have the greatest cumulative impact;

2) Final design solutions as opposed to interim solutions should be emphasized;

3) Advantage should be taken of private and public sector developments to implement portions of this plan;

4) Deficiencies of the greatest exposure with respect to maintenance requirements or liability should receive greater emphasis;

5) Priority should generally be allocated towards projects which will have the largest impact for dollar amounts spent; and,

6) The work undertaken should be completed in a coordinated logical sequence.

The exact order in which proposed projects are implemented will depend to a significant degree upon the type of funding available, community desired, immediate technical requirements, private sector opportunities and the degree to which objectives can be achieved. Generally, higher priority will be given to those locations which have the highest public/pedestrian-retail activity interaction.

With these parameters in mind it is anticipated that street and streetscape improvements would generally proceed in the following sequence.

- Elm Street – Durham to Paris Street
- Durham Street – Elgin to Beech Street
- Elgin Street – Durham to Cedar (roadwork & sidewalk only)
- Cedar Street – Elgin to Paris Street
- Lisgar Street – Elm to Larch Street
- Larch Street – Paris to Elgin Street
- Elgin Street – Beech to Cedar Street
- Young Street – Cedar to Larch Street
- Elm Street – Durham to CPR Tracks
- Elgin Street – Cedar to Durham Street
  (hydro ungrounding and berm)
- Beech Street – Frood to City Centre
- Minto Street – Larch to Brady Street

Utility undergrounding would be completed as downtown projects are built (e.g. Ontario Ministry of Northern Development and Mines building), in conjunction with road reconstruction (e.g. Beech Street/Elgin Street), or as utility funding is available. The remainder of Massachusetts Lane, Beech Street, Elgin Street and Medina Lane would be considered highest public priorities from a visual perspective.

With respect to laneways, Massachusetts Lane from Elgin to the Federal Building and the access lane behind the Post Office would top the laneway priority list since they interconnect Elm and Cedar retail activity areas.

Although the order indicated above is anticipated as the sequence in which future projects would take place, any of the projects identified in the plan could be substituted in any given years without amendment to this plan if:

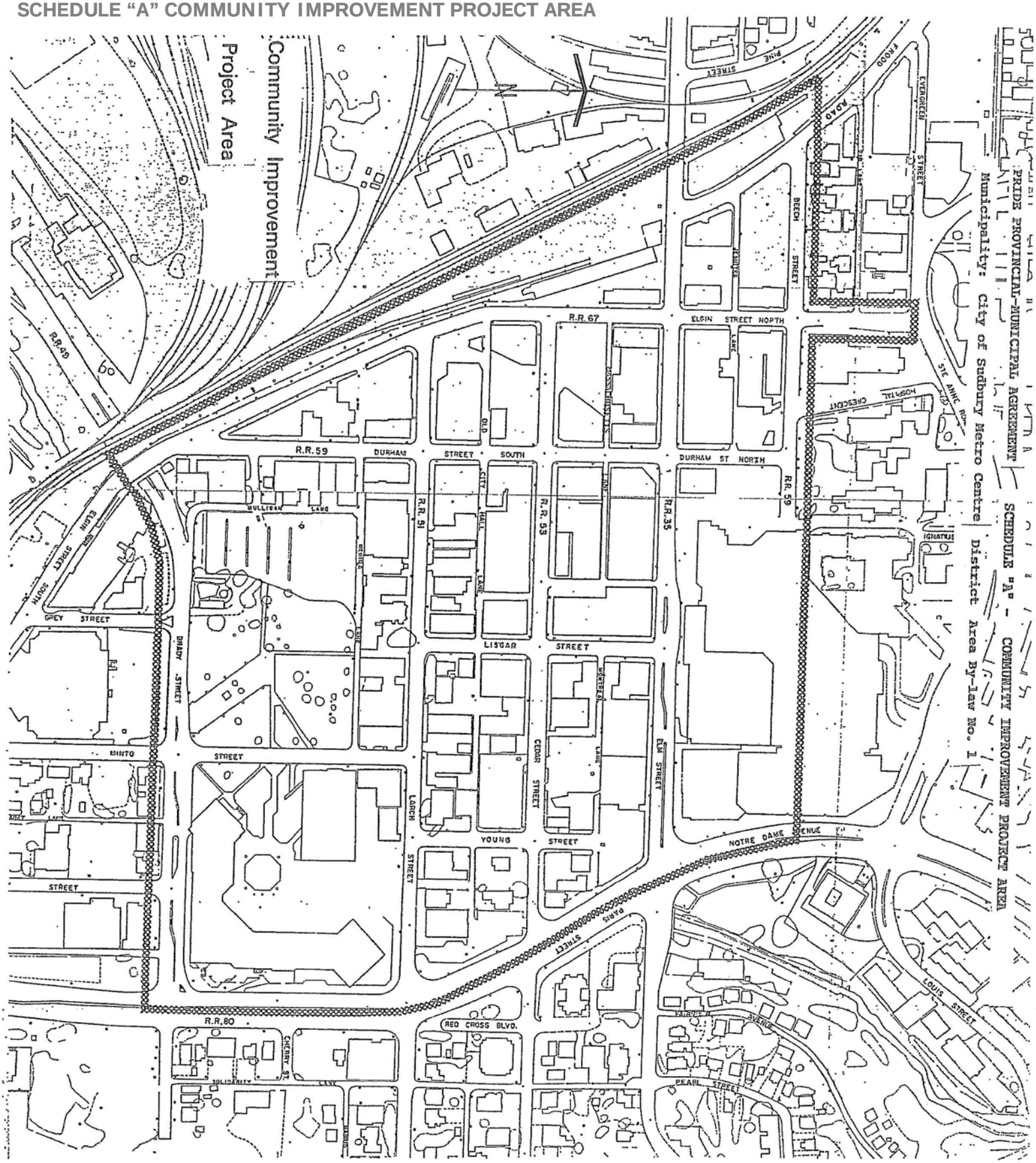
1. Technical requirements dictate that the work is necessary at that time; or

2. Private of public sector development projects make planned improvements a necessity or a more appropriate action at an earlier date.

It is anticipated that this project sequence will be reviewed annually to determine if any change is required based on current budgets, area needs and substitution requirements.

Schedule B and C indicates those elements of the Plan which will be undertaken within the City of Sudbury's 1987-1988 PRIDE funding allocation.

PRIDE PROVINCIAL MUNICIPAL AGREEMENT
SCHEDULE "A" COMMUNITY IMPROVEMENT PROJECT AREA



PRIDE Provincial-Municipal Agreement
Schedule 'B' - Itemized Cost Estimates

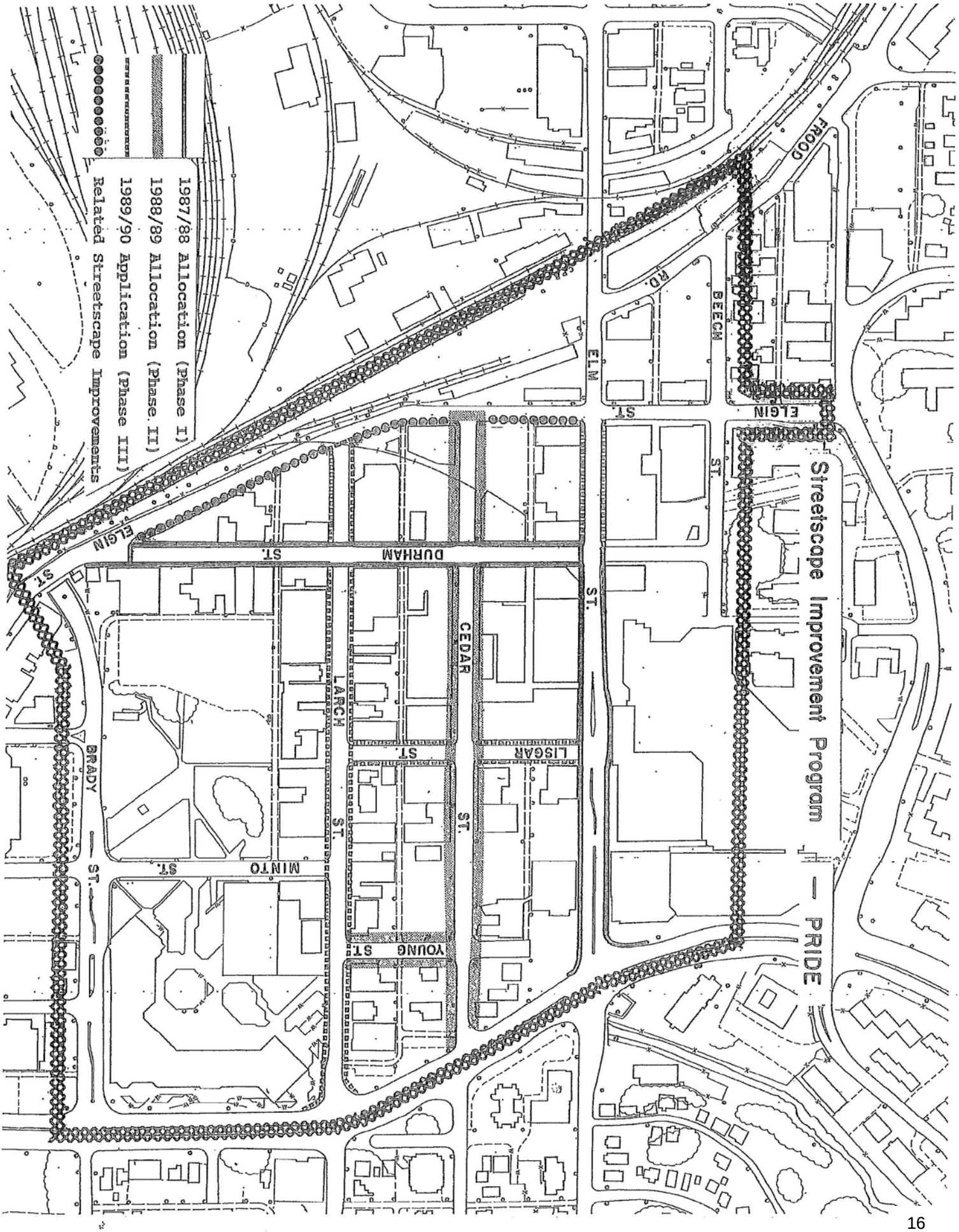
Municipality: City of Sudbury Allocation Year: 1987-1988

Project Name: Phase I – Downtown Improvement

No.	Project Components	Cost Estimate	Municipal/BIA Share	Provincial Share (50%)
1.	ELM STREET EAST STREETSCAPE IMPROVEMENTS (Durham to Paris)	($221,500)	($110,750)	($110,750)
	A. Interlocking brick Sidewalk reconstruction	159,200	79,600	79,600
	B. Interlocking brick Crosswalks (1)	2,700	1,350	1,350
	C. Landscape Improvements	27,000	13,500	13,500
	D. Street Light Upgrading	6,000	3,000	3,000
	E. Survey & Design & Supervision & Contingency	26,600	13,300	13,300
2.	DURHAM STREET IMPROVEMENTS (Elgin to Elm)	(422,500)	(211,250)	(211,250)
	A. Interlocking brick Sidewalk reconstruction	204,500	102,250	102,250
	B. Interlocking brick Crosswalks (12)	32,400	16,200	16,200
	C. Bulb Outs for Plantings and Street Furniture (6)	30,000	15,000	15,000
	D. Landscape Improvements (tree, shrub, perennial plantings, street furniture, watering requirements)	41,000	20,500	20,500
	E. Special Improvement (Elm & Durham)	34,600	17,300	17,300
	F. Street Light Upgrading	31,500	15,750	15,750
	G. Hydro Undergrounding	7,000	3,500	3,500
	H. Survey & Design & Supervision & Contingency	41,500	20,750	20,750
3.	ADMINISTRATION	6,000	3,000	3,000
TOTAL:		650,000	325,000	325,000

N.B. Cost estimates of project subcategories may be adjusted without amendment as long as the basic intent is maintained and project cost not significantly altered. Cost adjustments will be made on the basis of detailed design, contracted prices and local concerns.

SCHEDULE "C" MAP OF PROJECT COMPONENTS - PRIDE ALLOCATION 1987-1988



7.7 Community Improvement Areas

Eight major community improvement areas have been identified in this Secondary Plan as described in the following subsections. This does not prevent the community from identifying other equally valid community improvement areas for consideration in the future based on the criteria outlined in 7.4.1b. These areas are indicated schematically on Map B and include the following:

7.7.1 Improvement Area 1 (Metro Centre District)

a. Area Delineation

Improvement Area number 1 covers all of the City's Metro Centre District as identified on Map B.

b. Improvement Rationale

The Metro Centre District is the centre of the Region and the major central place focus of Northestern Ontario. The Metro Centre District functions as the major employment and service centre. As well, it is the focus for major central place function including government offices, private sector offices, major retail outlets, visitor accommodations, transportation services, and cultural activities.

Because of the Metro Centre District's function, it is extremely important that its regional role be maintained and strengthened. Community improvement efforts at various locations of the Metro Centre District can assist in reinforcing the area's function and image by improving the quality of development in this area. This could range from comprehensive improvement projects across the area (e.g. the sub-surface relocation of hydro lines) to improvements within specific portions of the Metro Centre District (e.g. Durham Street improvement).

c. Possible Improvements

Improvement to be considered include the following:

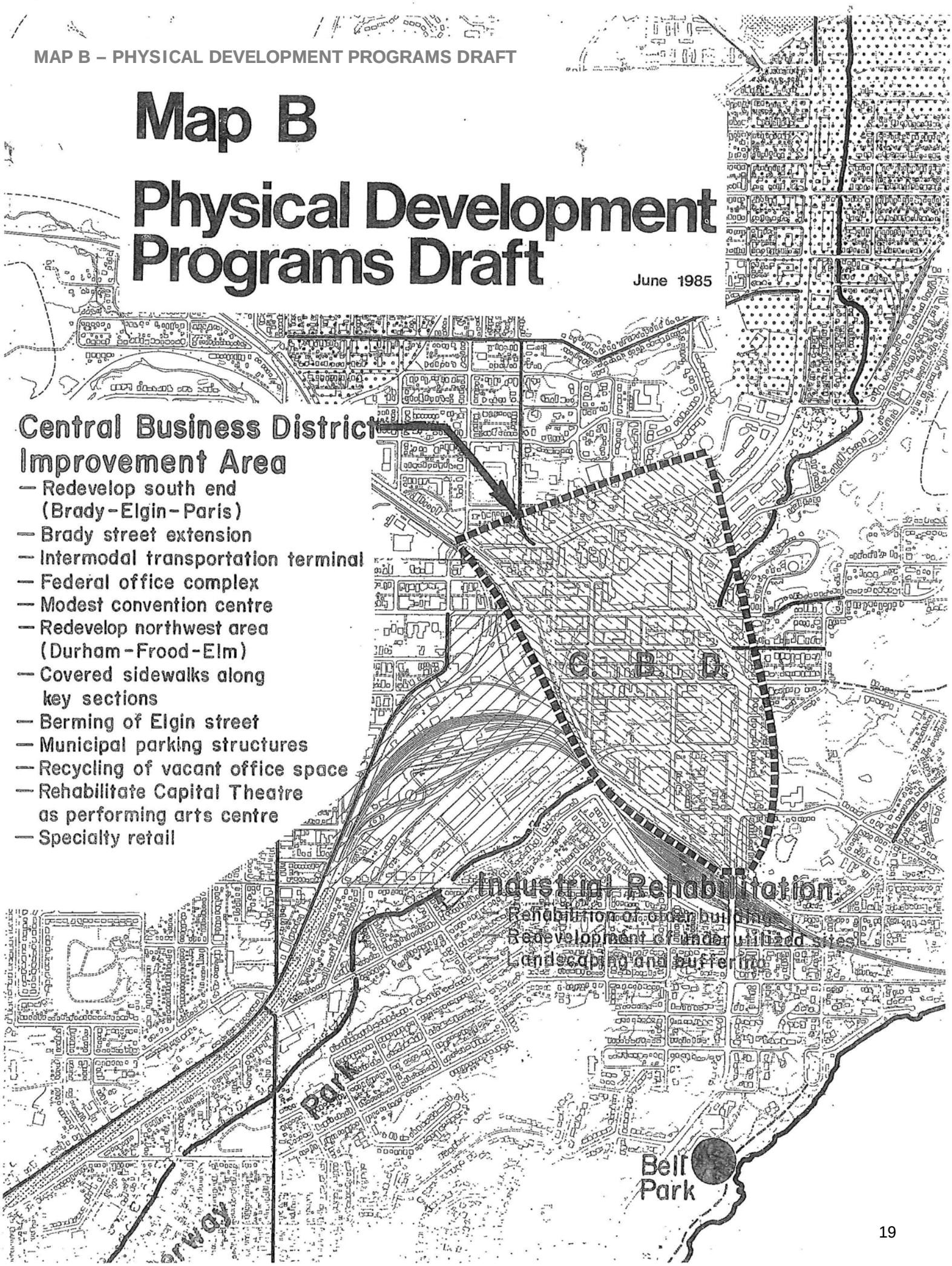
- The sub-surface relocation of above-ground utilities
- Establishment of a convention centre
- Redevelopment of the south end of the Metro Centre District (Brady-Elgin-Paris triangle)
- Establishment of a berm on Elgin Street between the street and the railroad tracks to soften the views
- Establishment of covered sidewalks on key connecting pedestrian links for inclement weather protection
- Reconstruction of several deteriorated streets (Elgin, Cedar, Durham, Beech)
- Construction of the Brady Street extension
- Redevelop the northwest section of the Metro Centre District (Durham-Frood-Elm-Fir Lane)
- Establish more retail floor space in the Metro Centre District through re-development

- Develop additional municipal parking facilities in the Metro Centre District
- Establishment of an intermodal transportation terminal
- Establishment of the Federal Office complex
- Rehabilitate an existing theatre or construct a new facility for a community multi-purpose arts centre
- Recycle vacant upper floors of Metro Centre District buildings for office and residential space
- Storefront upgrading and improvements
- Streetscape Improvement

Map B

Physical Development Programs Draft

June 1985



CHAPTER 2

METRO CENTRE COMMUNITY IMPROVEMENT PLAN

TAX INCREMENT FINANCING

1.0 PLAN BACKGROUND

1.1 Introduction

The following Community Improvement Plan has been prepared to take advantage of recent amendments to the Planning Act. These Amendments allow the municipality to use powers afforded through Section 28 (17) to issue grants or loans to registered or assessed owners of lands and building within the designated area. This power allows the City the opportunity to develop innovative approaches to providing financial incentives for redevelopment led by the private sector and community improvement initiatives.

1.2 Official Plan Conformity

Section 7.7.1 of the City of Sudbury Secondary plan has identified the Metro Centre District as a Community Improvement Area. This area is also shown on Schedule "A" attached hereto. It should be noted that this area corresponds with the Metro Centre District designation of the Secondary Plan and the current boundaries of the Metro Centre Management Boards (BIA) boundaries.

Section 7.7.1 (b) of the Secondary Plan proved the rationale for improvement in the Metro Centre District. These are;

> "The Metro Centre District is the centre of the Region and the major centreplace focus of Northeastern Ontario. The Metro Centre District functions as the major employment and service centre. As well, it is the focus for many central place functions including government offices, private sector offices, major retail outlets, accommodations, transportation services, and cultural activities. Because of the Metro Centre District's function, it is extremely important that its regional role be maintained and strengthened. Community improvement efforts at various locations of the Metro Centre District can assist in reinforcing the area's function and image by improving the quality of development in this area."

The Secondary Plan established broad directions for community improvement within the downtown. The specific focus of this component of the downtown community improvement plan is on the use of financial tools, specifically the use of Tax Increment Financing, to further the objectives of the Plan.

1.3 Previous Community Improvement Plan

The City of Sudbury Secondary Plan was adopted in September of 1987. Section 28 (2) of the Planning Act provides that where and Official Plan is in effect that contains provisions pertaining to community improvement, a municipality may designate an area as a community improvement area. The City of Sudbury Secondary Plan satisfies this Planning Act requirement.

In December of 1987, a Community Improvement Plan was adopted for the Sudbury Metro Centre. This Plan was also known as the Street and Streetscape Improvement Component. This Plan was prepared as a prerequisite for utilizing 1987-1988 City PRIDE allocation. The introduction to that Plan identifies the fact that it is the first of many comprehensive improvement plans for the downtown and as such is to be considered as a component of an overall improvement strategy which has its basis in the City of Sudbury Secondary Plan.

The focus of the previous plan was limited to aesthetics and infrastructure improvements. This was done to take advantage of provincial funding through a PRIDE program administered by the Province at the time the CIP was developed. The Secondary Plan does establish he broader bases for

community improvement within the downtown and has been identified in Section 1.2 of this Plan. This broader basis is considered flexible enough to allow for subsequent components of the CIP to be established to take advantage of various new initiatives as they arise.

1.4 Project Area Description

The Community Improvement Plan Project Area is shown an attached Schedule "A". As previously indicated this boundary corresponds with the Metro Centre Management Board's boundary.

This boundary is important because it allows the City and business to work together on a partnership basis to improve the downtown. The Metro Centre Management Board acts as the collective voice for businesses in the downtown area. The alignment of the CIP project area and the Metro Centre boundary provide the City and downtown businesses greater flexibility in terms of implementing community improvement initiatives within the downtown core.

1.5 Improvement Rationale and Possible Improvements

The City of Sudbury Secondary Plan provides the rationale for the establishment of a Community Improvement Project Area within the downtown. In addition the Plan also identifies a number of potential improvements.

For the purposes of this component to the downtown Community Improvement Plan the focus will be on improvements which assist downtown business in rehabilitating their buildings to accommodate new tenants.

Rationale

In the downtown of our community, property owners and business operators are facing new challenges, as the retail sector proceeds through restructuring. Membership warehouse clubs, home improvement centres and big box stores that locate in the outskirts of a municipality draw upon consumers from the downtown of the municipality and those of surrounding communities.

The area has traditionally served as the downtown for the former City of Sudbury and remains the most concentrated urban area in northeastern Ontario. There has been a shift in the retail market place over the past number of years. This shift has seen the development of New Format retail stores in the suburban areas away from the downtown. As a result the role of downtown has evolved. Downtown Sudbury has become a focal point for public sector employment as well as specialty retail and professional services.

During this transition Downtown Sudbury has experienced higher than desired vacancy rates in all sectors. These vacancies represent a challenge to downtown revitalization.

The ability of businesses to rehabilitate their buildings to respond to tenant needs or to changes in the market place require innovative solutions. The Province has recently amended the Planning Act to allow municipalities the opportunity to use tax increment financing as a method to finance improvements to buildings or land which assist with downtown revitalization initiatives.

In support of the continued reinvestment in downtown Sudbury a series of possible improvements have been identified in the City of Sudbury Secondary Plan. These improvements relate to the development of new facilities or in the alternative the rehabilitation of existing facilities. It is anticipated that these types of improvements could potentially take advantage of the Tax Increment Financing powers now conferred to Council. These potential improvements include;

- Establishment of a convention centre
- Establish more retail floor space in the Metro Centre District through re-development

- Rehabilitate an existing theatre of construct a new facility for a community multi-purpose arts centre
- Recycle vacant upper floors of Metro Centre District buildings for office and residential space
- Storefront upgrading and improvement

1.6 For Evaluating Grant Applications

In order to provide Council and the community certainty regarding the Tax Increment Financing Program, criteria have been developed which will guide this program. It is anticipated that each Tax grant will be commenced by an application to Council. This application will allow staff an opportunity to ensure that the proposal meets the intent of the Tax grant program. The suggested criteria are as follows:

A. The maximum number of years that any individual application can benefit from is 10 years. In year one of the program, the grant to the property owner/tenant is equal to 100% of the tax increment. Thereafter, the grant decreases by 10% per year.

B. The property owner/tenant, as applicable, is responsible for the full payment of taxes, as billed, after which the municipality will provide the grant payment.

C. The maximum amount of the tax grant shall not exceed that anticipated increase in municipal realty taxes as a direct result of the redeveloped/development of land and or building.

D. The annual grant is based upon changes in property taxes as a result of construction and improvement, and is not based on occupancy or changes in occupancy.

E. Notwithstanding any other calculations relating to the grant amount, the City will not pay an annual grant which is greater than the municipal portion of the property tax collected for a property in any one year.

F. Only the municipal portion of the property taxes are eligible for the grant.

G. BIA levies are to be excluded from the grant calculation.

H. This program may be used in combination with any other program. The amount of the grant or the total amount of funding, when combined with any other Community Improvement Plan Program, will not exceed the value of the work done.

I. Approved grants are applicable to the registered property owner or assessed owner or tenants of land and buildings in the Community Improvement Plan area and are assignable to any third party to whom such an owner or tenant has assigned the right to receive the grant.

J. The total amount of the grant shall not exceed the costs of the property rehabilitation.

K. Taxes must not be in arrears at the time of the application.

L. An application to Council must have been received in order for a grant to be considered.

M. An application can only be received prior to the commencement of the improvements, rehabilitation or development.

N. If a property is under an assessment appeal the application will be held in abeyance until the appeal is resolved.

O. The application shall include plans, estimates, contracts and other details as may be required to ensure conformity with the objectives of the CIP.

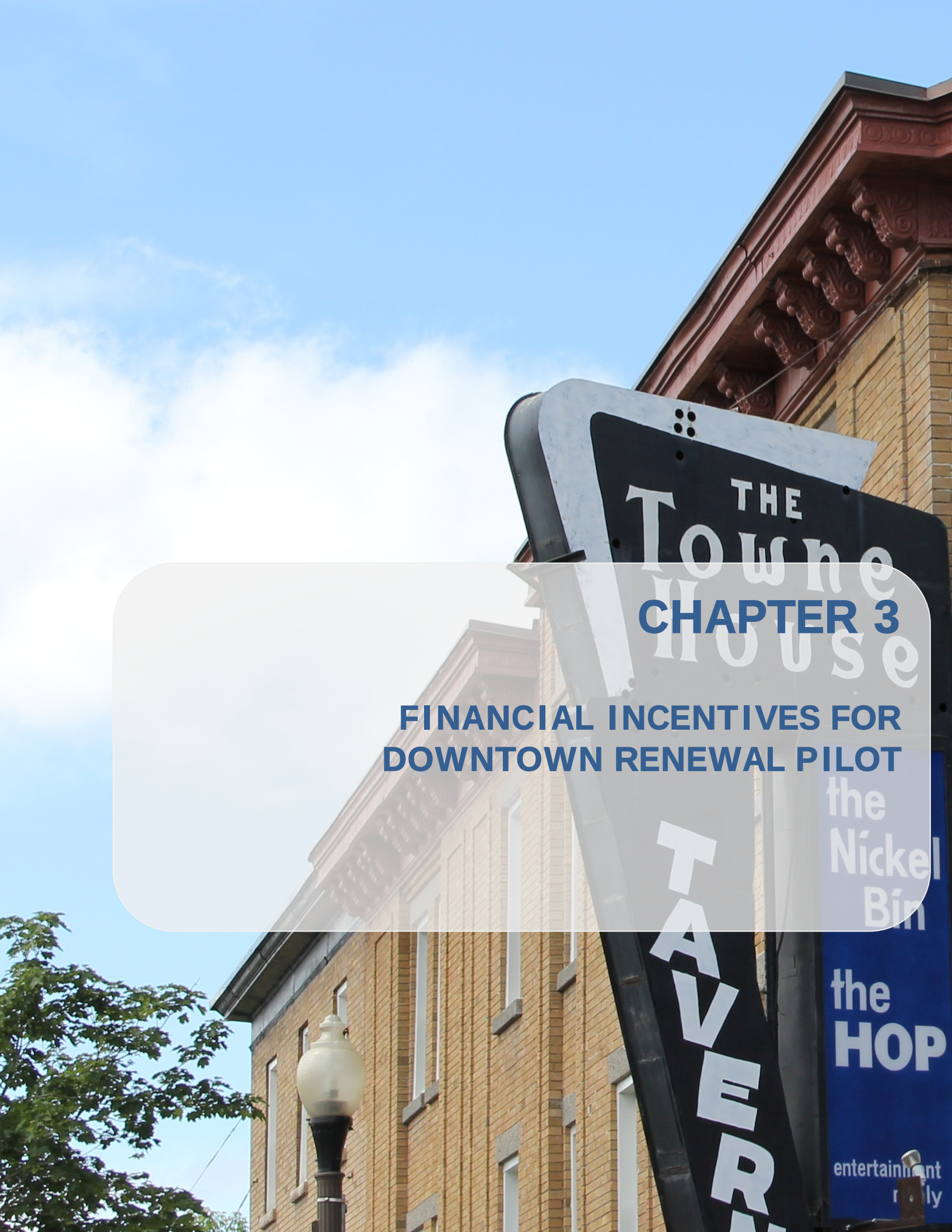
P. For the purpose of calculating the tax increment, the pre-approved assessed value of the property will be established as the earlier of the following: (1) state of application for building permit; (2) date of application for demolition permit; (3) date of application for rehabilitation and redevelopment grant.

Q. If the property is sold, in whole or in part, before the grant period lapses, the applicant and/or subsequent landowner is not entitled to outstanding rant payments. The City may, entirely on its own discretion, enter into a new agreement with any subsequent owners of the property to receive outstanding grant payments under this program.

R. The project must be in compliance with all applicable City policies including but not limited to: zoning, heritage matters, site plan matters and matters of urban design as identified in the City of Sudbury Secondary Plan.

S. The grant shall be forfeited by the owner/tenant or third party, to whom the grant has been assigned, and repaid to the City if the property is demolished before the grant period lapses.

Schedule A to By-law 2013-95
Being Schedule "A" to By-law 2003-67A
Metro Centre Community Improvement Plan
Project Area



CHAPTER 3

FINANCIAL INCENTIVES FOR DOWNTOWN RENEWAL PILOT

Introduction

This Community Improvement Plan (CIP) has been prepared to supplement the existing tax Increment Financing Plan that is currently in effect in the Metro Centre District. Whereas the previous plan focused on a Tax Increment Financing (TIF) program to provide financial incentives to downtown redevelopment, this plan supplements this with a wider range of financial incentives, which can be used to renew downtown.

Section 28 (7) of the Planning Act, R.S.O. 1990, c P.13, allows a municipality to issue grants or loans to registered owners or assessed owners of land and buildings within the designated area. This CIP utilizes the authority to provide grants or loans to support downtown development and redevelopment.

Project Area Description

The CIP Project Area is shown on Schedule 'B' attached hereto. It should be noted that this boundary differs from that of the previous CIPs. Generally speaking this now includes all those land designated in the Metro Centre District, Metro Centre Transition District and some additional lands designated Institutional north of the Metro Centre District by way of the City of Sudbury Secondary Plan. This area corresponds with that identified on Map B of the City of Sudbury Secondary Plan which identifies the area of application of the Metro Centre CIP. Schedule 'B' also identifies the railway lands to the south of Sudbury's historic downtown.

Improvement Rationale

The City of Sudbury Secondary Plan already provides a rationale for a Community Project Area within the Metro Centre District. The Tax Increment Financing Component CIP provides further rational for downtown improvements. This Plan builds on the rational found within these planning documents and simply focuses on increasing the range of financial options that individuals can utilize when developing or redeveloping within the downtown.

The project area is larger than found in previous downtown CIP's. This is due to the fact that the expanded area includes an area of the City which shares many of the attributes of the centre core, and as such would benefit from development or redevelopment. The expanded area includes a mix of land uses, including higher density residential uses and older building stock. Section 7.4.1 of the City of Sudbury Secondary Plan establishes criteria for community improvement projects and the delineation of community improvement areas. The lands identified on Schedule 'B' have been selected consistent with the policies for delineating community improvement areas in Section 7.4.1 of the City of Sudbury Secondary Plan.

It should be noted that the existing City of Sudbury Secondary Plan also recognizes that the area around the downtown core shares similar attributes. This is expressed in policy by the designation of the Metro Centre Transition District. In effect, this Secondary Plan designation provides for a flexible land use designation as the land uses transition from typical downtown uses and the associated built form to those of lower densities and a much narrower range of uses as one moves away from the downtown core.

A Two Zone Approach

As discussed, this Plan facilitates improvements within the traditional downtown core and the areas immediately adjacent to it. However, the maximum benefits are available only within the area designated Metro Centre District. Schedule 'B' attached hereto outlines the area of application of this program.

With this in mind, Schedule 'B' identifies two areas of program application: the Primary Area and the Secondary Area. Within lands identified as the Primary Area on Schedule 'B', 100% of the financial incentives as identified in this CIP are available. In the Area identified as the Secondary Area, 50% of the financial incentives are available.

Primary Target Area

The rationale for applying a maximum (100%) financial incentive to this area is as follows:

- To concentrate limited financial resources within the historic core of the City of Greater Sudbury.
- To focus on the Metro Centre Business Improvement Area, as those property owners have contributed to the BIA levy since its creation.
- To focus on the area managed by the BIA as it has been an active partner with respect to downtown redevelopment issues over the years.

Secondary Target Area

The rationale for applying a lesser (50%) benefit to the surrounding area is as follows:

- This area is recognized in the City Secondary Plan as sharing some attributes of downtown, but not all.
- The expanded area could potentially consume a large amount of financial resources due to its size yet not be seen as making significant change in the community.
- Historically this area has not actively pursued comprehensive development and redevelopment strategies, in part because they have not always been needed.
- The need for development or redevelopment may not be present to the same extent as is the case in the Metro Centre District.
- The area is not part of the BIA.

The Financial Incentives

Section 28 (7) of the *Planning Act* provides municipalities the following authority;

> "For the purpose of carrying out a community improvement plan that comes into effect, the municipality may make grants or loans to registered owners, assessed owners and tenants of lands and buildings within the community improvement project area, and to any person to whom such an owner or tenant has assigned the right to receive a grant or loan, to pay for the whole or any part of the cost of rehabilitating such lands and buildings in conformity with the community improvement plan."

In summary, the only tools available are either a grant or a loan. However there are many applications of this grant or loan which can be used on a case-by-case basis to encourage development or redevelopment within the project area. These include, but are not limited to:

- Planning and Building Fees Rebate (in the form of a grant)
- Project Development Study/Report Grant (business plan, soils study, etc.)
- Façade Improvement Grant (retention of facades)
- Building Improvement Loan Program (assistance with building rehabilitation and adaptive reuse, i.e. residential intensification)

General Criteria Applying to All Programs

1. The financial incentives described herein may be used in combination with any other program offered by the City or other level of government.

2. Approved grants/loans are applicable to the registered owner or assessed owner or tenants of land and buildings within the Community Improvement Plan area identified on Schedule 'B' and area assignable to any third party to whom such an owner or tenant has assigned the right to receive the grant.

3. An application can only be received prior to the commencement, rehabilitation or development.

4. If the property is sold in whole or in part, the registered owner is entitle to the program benefits. In addition, any outstanding payments owed to the City will be the responsibility of the current land owner regardless of who has made the original application.

5. Applications within the Primary area identified in Schedule 'B' for residential dwellings, regardless of the number of residential units involved, are eligible for the programs described herein. Applications for residential buildings within the Primary area that result in a reduction in the overall number of dwelling units are not eligible. Applications for residential units within the Secondary area are only applicable to buildings with four or more units and only where there is an increase in the number of dwelling units.

PLANNING FEES REBATE PROGRAM

This program provides financial relief to property owners who undertake development or redevelopment projects within the Project Area. The rebate applies to most municipal fees related to development or redevelopment. These may include:

1. Official Plan Amendments

2. Zoning Amendments

3. Minor Variances

4. Consents to Sever Land

5. Site Plan Control Agreements

6. Plans of Subdivision

7. Plan of Condominium

8. Building and Demolition Permits

9. Sign Applications

10. Other Associated and miscellaneous legal agreements

Areas of Application

One hundred percent (100%) of the benefit will be applied within the primary target area as identified on Schedule 'B' attached hereto. Fifty percent (50%) of the benefit will be paid within the secondary target area, as identified on Schedule 'B' attached hereto.

Assistance

Assistance will be made in the form of a refund of the fees for planning approval, demolition or building permit (building permit fee rebates would be up to a maximum of $5,000.) as described in By-law 2005-8F, as amended, Part 3 Growth and Development Schedule G&D, A, B and C.

Eligibility and Process Requirements

1. It should be noted that although these fees are waived within the project area, this does not mean that they are not required. Applicants are expected to adhere to the requirements of the respective applications processes and will receive a grant where applicable. Fees are to be paid in advance and are to be reimbursed upon application.
2. Fees associated with any outside agencies will be required to be paid, including but not limited to the Sudbury and District Health Unit, Greater Sudbury Hydro, etc.
3. An application to the Director of Planning and development must be received and deemed to be eligible prior to waiving any fees.
4. The subject property must not be in a position of tax arrears at the time of the application to the Director of Planning.
5. This fees rebate program does not apply to any required performance securities (i.e. Letters of Credit) posted by the proponent, required professional studies, to expenses incurred by the applicant as a result of an Ontario Municipal Board Hearing, or to any required newspaper notices.
6. The project must be in conformity with all applicable City policies, including but not limited to zoning, heritage matters, site plan matters and matters of urban design as identified by the City of Sudbury Secondary Plan.
7. An application can only be received prior to the commencement of staff to approve these applications. A refusal by staff may be appealed directly to Council.
8. Council has delegated its authority to a Committee of staff to approve these applications. A refusal by staff may be appealed directly to Council.

FEASIBILITY STUDIES

The intent of this program is to stimulate private sector investigation of the potential adaptive re-use or redevelopment of buildings or vacant land within the project area. Financial assistance for feasibility studies, building renovation design, and business plans will be provided through this program.

Area of Application

One hundred percent (100%) of the benefit will be applied within the primary target area as identified in Schedule 'B' attached hereto. Fifty percent (50%) of the benefit will be paid within the secondary target area, as identified on Schedule 'B' attached hereto.

Eligibility Requirements of Feasibility Study Program

1. Applications for program shall be approved by (Council, staff, GSDC Board).

2. A grant up to a maximum of $5,000 can be applied for.
3. Fifty percent (50%) of the grant approved under this program will be provided to property owners following submission of the final completed study with the original invoice indicating that the study consultants have been paid in full. The remaining 50% will be paid to the property owner upon the building being available for occupancy.

4. One copy of the study will be provided to the City for its retention. The applicants agree to provide the City with permission to share the findings with any subsequent proponents and/or related government agencies.

5. Feasibility studies shall be for the purpose of a business plan for matters such as, but not limited to, structural analysis, soil studies, evaluation of mechanical systems, concept or design plans, and market analysis.

6. The subject property shall not in a position of property tax arrears.

7. Assistance will be provided at the sole discretion of the City of Greater Sudbury and the City reserves the right to refuse any application at any time.

8. Council has delegated its authority to a Committee of staff to approve these applications. A refusal by staff may be appealed directly to Council.

FAÇADE IMPROVEMENT PROGRAM

The Façade Improvement Grant program would provide grants to property owners who rehabilitate and improve façades (including signs) of buildings within the Community Improvement Project Area. The purpose is to achieve aesthetic improvements to the downtown streetscape and grant applications will be required to demonstrate how the proposed will achieve this goal.

Areas of Application

One hundred percent (100%) of the benefit will be applied within the primary target area as identified on Schedule 'B' attached hereto. Fifty percent (50%) of the benefit will be paid within the secondary target area as identified on Schedule 'B' attached hereto.

Eligibility Requirements of Improvement Program

1. A grant of 50% of the cost to improve a building's façade, to a maximum of $15,000 is available. Payment will be made only upon the completion of the work.

2. Signage projects will be eligible for a maximum of $2,500.

3. Applications for the program shall be approved by Council, staff, GSDC Board.

4. All applications will be considered subject to the availability of funding.

5. Any property owner within the primary or secondary target area may apply in writing to the Council for the City of Greater Sudbury and must receive written approval prior to the commencing of any work related to the requested grant/loan.

6. The subject property shall not be in a position of tax arrears at the time of the application.

7. The project must be deemed to be in conformity with all applicable City policies, including but not limited to matters of zoning, heritage matters, site plan matters and matters of urban design. Applications that are not deemed to be in conformity shall not be approved.

8. Any outstanding Work Order from the City Building Services Department must be complied with prior to the consideration of any application.

9. Grants will be approved at the sole discretion of the City of Greater Sudbury.

10. Proposals must be consistent with the Downtown Design Principles expressed in the following pages.

BUILDING IMPROVEMENT LOAN PROGRAM

This program seeks to stimulate private sector investment in, and revitalization and rehabilitation of the existing commercial and mixed use building stock in the downtown by providing financial incentive to property owners. The program will focus on structural repairs and improvements that may be required to maintain the overall building integrity and provide for conversion or adaptive re-use of a building.

Area of Application

One hundred percent (100%) of the benefit will be applied within the primary target area as identified on Schedule 'B' attached hereto. Fifty percent (50%) of the benefit will be paid within the secondary target area as identified on Schedule 'B' attached hereto.

Eligibility Requirements

1. This program will provide loans of 50% of the project costs, to a maximum of $50,000 to property owners who undertake the revitalization and rehabilitation of their properties that would result in the increased use, adaptive re-use or conversion of vacant space. The amount of the loan would not exceed the value of the work to be done.

2. Loan payments will commence six months after the advancement of funds. Repayment of loans will be on a monthly basis, with the monthly amount to be calculated based on five-year amortization period. Full repayment may be made at any time.

3. All applications for assistance under this program will be considered, subject to the available funding.

4. Any property owner in the primary or secondary target area may apply in writing to the Council for the City of Greater Sudbury and must receive written approval prior to the commencing of any work related to the requested loan.

5. If, during the course of the work the scope of the work changes or actual costs are greater or lesser that the estimated costs, the City of Greater Sudbury reserves the right to increase or decrease the total amount of the loan associated with the Building Improvement Loan Program.

6. Program commitments will expire if work does not commence within six weeks of the City of Greater Sudbury's approval. In the event of such an occurrence, a new application may be submitted and will be processed accordingly.

7. Assistance granted under this program to a particular property is not transferable to any other property.

8. Applicants must submit at least two quotations from professional contractors who are capable of completing the work.

9. The subject property shall not be in a position of tax arrears at the time of the application.

10. The project must be deemed to be in conformity with all applicable City policies, including but not limited to matters of zoning, heritage matters, site plan matters and matters of urban design. Applications that are not deemed to be in conformity shall not be approved.

11. Any outstanding Work Order from the City Building Services Department must be complied with prior to the consideration of any application.

12. Grants will be approved at the sole discretion of the City of Greater Sudbury.

Downtown Urban Design Principles

The purpose of these design principles is to help support a truly unique downtown by encouraging over time the improvement of built form. It is anticipated that as building owners upgrade their buildings, the application of these design principles will contribute to the overall quality of the downtown. It is the intent of these design principles to develop a truly unique sense of place, one that is immediately recognizable to the world as downtown Sudbury.

It has been acknowledged that no one direct architectural style exists within the downtown. This diversity is what these principles are intended to encourage. This flexibility is intended to promote unique design approached to each building, allowing for the greatest degree of flexibility and creativity for each individual property owner. At the same time the use of these principles will ensure that overall the quality development is assured.

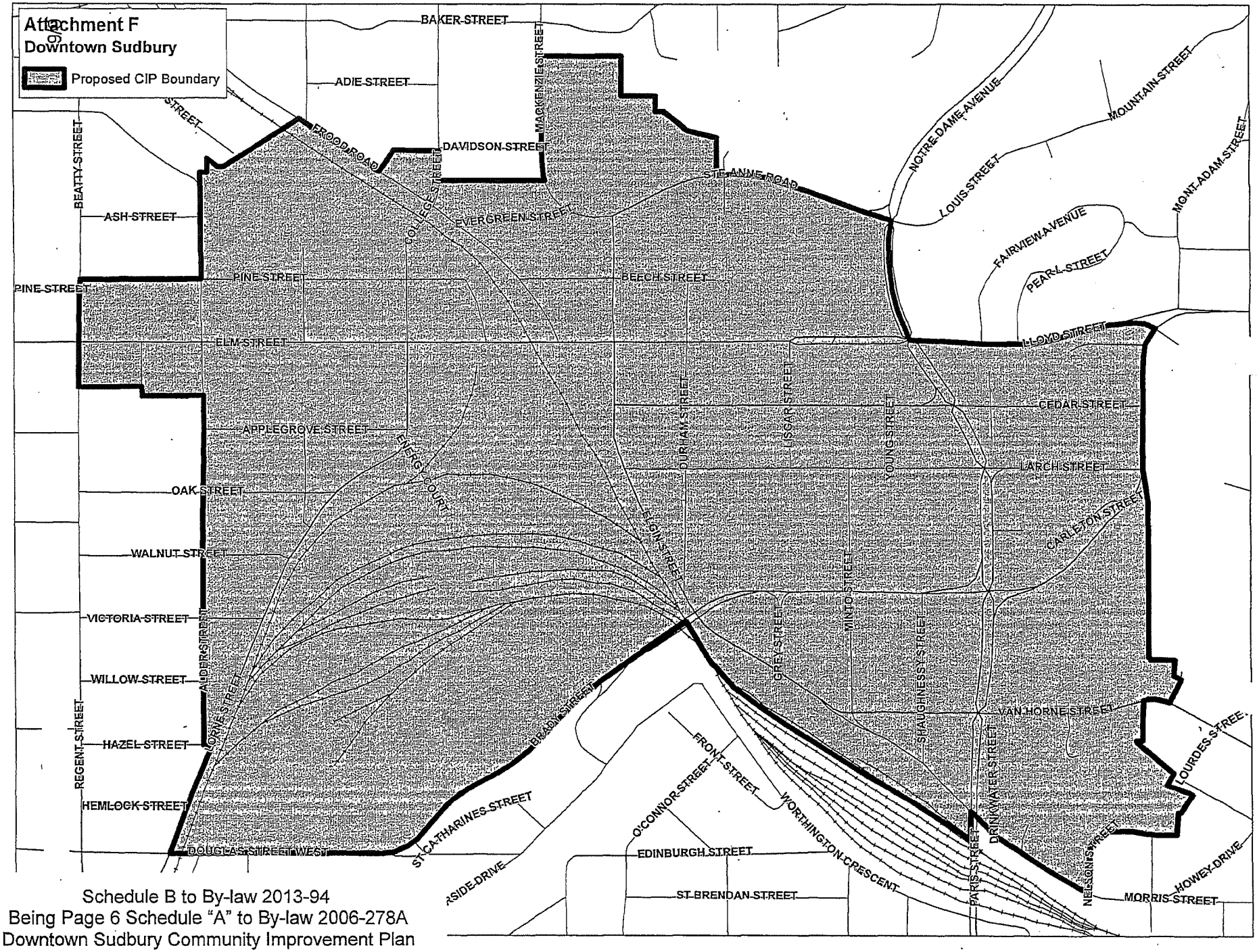
Downtown Design Principles

1. In order to promote a unique sense of place, the uses of distinctive and higher quality material reflective of Sudbury's place in Northern Ontario are encouraged.

2. Design approaches should consider the fact that downtown Sudbury is a northern community and therefore unique approaches to its four seasons should be considered in terms of the building design.

3. A high level of design quality is encouraged. Architecturally unique buildings that are complementary to the existing built form are encouraged.

4. Programs that include the creation of new surface parking lots are discouraged and not eligible for program incentives.



Schedule B to By-law 2013-94
Being Page 6 Schedule "A" to By-law 2006-278A
Downtown Sudbury Community Improvement Plan
Project Area