

Presented To:	Planning Committee
Presented:	Monday, Jan 26, 2015
Report Date	Tuesday, Jan 13, 2015
Type:	Presentations

For Information Only

Official Plan Review Update

Recommendation

For information only.

Purpose:

This report updates Planning Committee on the work completed to date and the current status of the Official Plan five year review. The report will also provide an overview of the public consultation, background studies and discussion papers undertaken to date and describe the broad land use planning policy improvements being considered. Finally, the report will outline the next steps to finalize, adopt and approve the revised Official Plan.

Background:

Shortly after amalgamation, the City of Greater Sudbury set out to replace the 1978 Official Plan for the Sudbury Planning Area and 12 other land use planning policies with a single, consistent, efficient and effective policy framework in the form of a new Official Plan (the Plan).

The Plan was developed over a four-year time period, involving several technical background studies, considerable consultation and extensive policy harmonization. It establishes goals, objectives and policies to manage and direct physical change and its effects on the social, economic and natural environment for the next 20 years.

The Plan was adopted by City Council in 2006 and approved, with modifications, by the Ministry of Municipal Affairs and Housing (MMAH) in 2007. The Ministry's decision on the Plan (and the Plan) was appealed in its entirety to the Ontario Municipal Board (the Board). The Board heard the appeals and issued three decisions on the Ministry's decision and the Plan between December 2007 and April 2008. The majority of the Plan came "into effect" with the last of these three decisions.

Section 26 of the Planning Act (the Act) requires that municipalities revise their official plans at least every five years after the official plan first comes into effect to ensure that it:

- conforms with provincial plans (e.g. growth plans) or does not conflict with them, as the case may be;

Signed By

Report Prepared By

Kris Longston
Senior Planner
Digitally Signed Jan 13, 15

Recommended by the Division

Mark Simeoni
Acting Director of Planning Services
Digitally Signed Jan 13, 15

Recommended by the Department

Paul Baskcomb
Acting General Manager of Growth & Development
Digitally Signed Jan 13, 15

Recommended by the C.A.O.

Doug Nadorozny
Chief Administrative Officer
Digitally Signed Jan 14, 15

- has regard to matters of provincial interest articulated in Section 2 of the Act;
- is consistent with provincial policy statements issued under Section 3 of the Act; and,
- its policies dealing with areas of employment (including, without limitation, the designation of areas of employment and policies dealing with the removal of land from areas of employment) are confirmed or amended.

The City of Greater Sudbury is currently reviewing its Official Plan, as required under Section 26 of the Act. This process, commonly referred to as the five year review, provides an important opportunity to ensure that the Plan continues to reflect and balance local and provincial interests in the land use planning decision making process.

The need to consider and balance both local and provincial interests means that the five year review is holistic and integrative. The five year review considers questions such as:

- how will we grow and change in the next 20 years?
- do we have enough land to satisfy short, medium and long term needs?
- can we service these lands efficiently and cost effectively?
- how can we continue to facilitate active transportation and public transit?
- how can we continue to protect our watersheds and lakes?
- how can we support the creation of a local food system?
- how can we build our community's resilience to climate change?
- how do we plan for an ageing population?

Since the launch of the five year review in 2012 considerable progress has been made to better understand these questions and frame appropriate land use planning policy improvements. This process of understanding and policy formulation has featured extensive research, analysis and consultation with the community.

In that time, 12 background studies and discussion papers have been completed, while another two are nearing completion. This process has also seen extensive discussions with the community including 12 meetings with various City Advisory Panels, one Special Meeting at Planning Committee, seven Public Open Houses, one Public Input Session and one day-long stakeholder workshop. In addition, over 200 written submissions have been made and numerous meetings have been held with property owners and staff from other departments, agencies, industry associations and the Province of Ontario.

The Planning Committee has been actively involved in the five year review, considering various elements at 12 meetings, as follows:

June 21, 2011 - Official Plan Review;

January 23, 2012 - Special Meeting under the Planning Act for Five Year Official Plan Review;

February 27, 2012 – Official Plan Review Public Input Analysis;

May 28, 2012 – City of Greater Sudbury Growth and Settlement Background Report and Issues Paper;

February 25, 2013 – Climate Change and the Official Plan;

March 4, 2013 – Position Paper on Local Food Systems and the Official Plan;

May 27, 2013 – Population, Household and Employment Land Forecasts for the City of Greater Sudbury;

June 24, 2013 – Growth and Settlement Policy Discussion Paper and Natural Heritage Report;

October 28, 2013 – Second Units Policy Options & Housing and Homelessness Background Study;

November 4, 2013 – Cultural Heritage Policy Discussion Paper and Rural Consent Policy Options;

March 24, 2014 – Development of a Lake Water Quality Model for Greater Sudbury Lakes; and,

November 24, 2014 – Rental Conversion Policy Options

During this time, Planning Committee also considered other initiatives that will help shape the outcome of the five year review, including the release of the 2014 Provincial Policy Statement.

Discussion:

Broad policy improvements under consideration

A number of policy improvements to the Plan, as described in the discussion papers presented to Planning Committee to date, are being considered. Many of these suggestions have been developed in consultation with the community. Select improvements to the land use planning related policies are described below within the context of the existing structure of the Plan. No priority is suggested or implied in the ordering of the improvements.

Part I: Basis of the Official Plan

Chapter 1.0 - Introduction should be restructured to bring an augmented context section before an augmented purpose section. The Vision and Principles sections should also be refined.

Part II: Managing Growth and Change

Chapter 2.0 - Urban Structure should be expanded to include a new section that speaks to the reinforcement of the city's urban structure. This new section would:

- clarify that the settlement area is the urban growth boundary, direct the majority of growth to the settlement area and speak to the adequacy of the existing land supply;
- establish a built boundary, set a new target for the amount of growth to be accommodated through intensification in the built boundary, and call for ongoing monitoring in this area;
- introduce new policies to guide future intensification in a manner that is consistent with and reinforces the existing and planned character of an area, while protecting the stability of established residential neighbourhoods;
- call for the creation of a comprehensive, city-wide Nodes and Corridors Strategy to guide the long term intensification of key areas of the city; and,
- introduce new policies to guide the creation of guest rooms and secondary suites.

Chapter 3.0 - Living Area should be refined to encourage an adaptable range of housing opportunities and housing types throughout the city.

Chapter 4.0 - Employment areas should be refined to bring the section that speaks to Downtown Sudbury in line with the new Downtown Master Plan; recognize Regional Centres as strategic core areas; differentiate between different scales of institutional uses; recognize large scale institutional uses as strategic core areas; and, connect various employment areas to the recommended Nodes and Corridors Strategy.

Chapter 5.0 - Rural areas will include Council's alternative policy framework to guide non-waterfront rural lot creation.

Chapter 6.0 - Agriculture should be re-positioned as part of a new section on Local Food Systems. This new section would:

- speak to local food as a system, while still protecting agricultural areas;
- focus on promoting urban food production and small scale farming;
- include policies that permit community gardens, greenhouses and temporary fruit and vegetable

- stands in the settlement area;
- encourage the development of a Local Food Action Strategy; and,
- call for programs to develop and maintain local food assets.

Chapter 7.0 - Parks and Open Space should be revised to include:

- recommendations from the Parks, Open Space & Leisure Master Plan Review;
- input from the Final Report of the Greenspace Advisory Panel;
- parkland dedication policies and requirements; and,
- new policies for park design that speak to:
 - the needs of a diverse and aging population;
 - the need to accommodate persons with disabilities;
- Crime Prevention Through Environmental Design (CPTED);
- sustainable maintenance and native plant species;
- active transportation connections; and,
- a linked open space system.

Part III: Protecting the Natural Environment

Chapter 8.0 - Water Resources should be revised to reflect Greater Sudbury's Source Water Protection Plan. This section should also include policies that are protective of the City's surface waters.

Chapter 9.0 - Natural Environment should be revised to ensure continued protection of natural heritage features and areas, consistent with new policy direction and interpretative documents.

Chapter 10.0 - Protecting Public Health and Safety should be revised to incorporate concepts associated with climate change and climate change resiliency; be more compatible with the revised Brownfield legislative framework; and, speak to the issue of planning in and around wild land fire hazards.

Part V: Developing Quality of Place

Chapter 13.0 - Heritage Resources should be revised to include policies to develop the City's Heritage Register; introduce policies regarding cultural heritage landscapes and cultural heritage assessments; and, update policies to reflect changes to the Provincial Policy Statement.

Chapter 14.0 - Urban Design should be revised to distinguish community and neighbourhood design from site and building design, include new principles for site and building design, speak to safety and accessibility, and, call for the creation of Urban Design Guidelines for the city.

Part VI: Healthy People, Healthy Places

Chapter 16.0 - Healthy Community and Chapter 17.0, Economic Development should be revised and moved towards the front of the plan to better highlight and strengthen the connection between land use planning and healthy communities and economic development.

A new section that speaks to planning for an aging population should be introduced into the Plan. The policies in this new section would help ensure that Greater Sudbury is an elder friendly community that facilitates "aging in place" by supporting the creation of age-friendly housing options; providing accessible, affordable and convenient public transportation; and, supporting an active lifestyle for an aging population.

Section 18.0 - Housing should be updated to support the City of Greater Sudbury's Housing and

Homelessness Plan, and the creation of a diversity of housing options in the city.

Various policies should also be amended to create stronger connections to the policies and climate change (e.g. growth management, storm-water management and natural hazards).

These are just some of the more substantive changes being considered at this time.

Policy improvements for Chapter 11.0, Transportation and Chapter 12.0, Utilities, both in Part IV, Investing in Infrastructure, will be formulated upon completion of the Transportation Background Study Update and the Water/Wastewater Master Plan. Depending on the timing of the completion of these two studies, the adoption of the Official Plan amendment may have to proceed in two phases, with the Transportation and Water/Waste Water policies comprising phase two. Discussions with the Province have indicated that the Official Plan review could proceed in this manner if necessary.

As reported in June 2014, a first draft of the revised Plan has been sent to the Ministry of Municipal Affairs and Housing (MAH) for review and comment through the provincial One Window Planning System as required by the Act. We anticipate receiving comments from MAH in the first quarter of 2015.

Next steps in the process

The key next steps to bring the five year review amendment forward for adoption are:

1. Receive and review provincial comments and adjust, where appropriate;
2. Present revised draft of the Official Plan to Planning Committee and seek direction to proceed with final round of public consultation;
3. Conduct final round of public consultation including at least two public open houses and a public hearing as required by the Planning Act and the Official Plan;
4. Adjust the Official Plan and Official Plan Amendment, as necessary; and,
5. Table final Official Plan Amendment with Planning Committee and City Council for adoption.

We currently anticipate that the revised draft will be presented to Planning Committee in the first half of 2015. This would allow public consultation to proceed shortly thereafter and the final Official Plan Amendment to be presented for adoption in the third quarter of 2015.

To assist Planning Committee, city staff will brief the Committee on the various background studies and discussion papers completed to date during February. The tentative schedule and topics for these updates is outlined below. These updates will be presented for Planning Committee's information only. Planning Committee will have an opportunity to make a decision on the draft amendment after having the benefit of additional public consultation.

Meeting Date and Topic:

February 9, 2015

- Population, household and employment growth forecasts
- Growth and settlement (incl. second units)
- Housing

February 23, 2015

- Climate change
- Local food systems

- Cultural heritage
- Natural heritage
- Lake water quality