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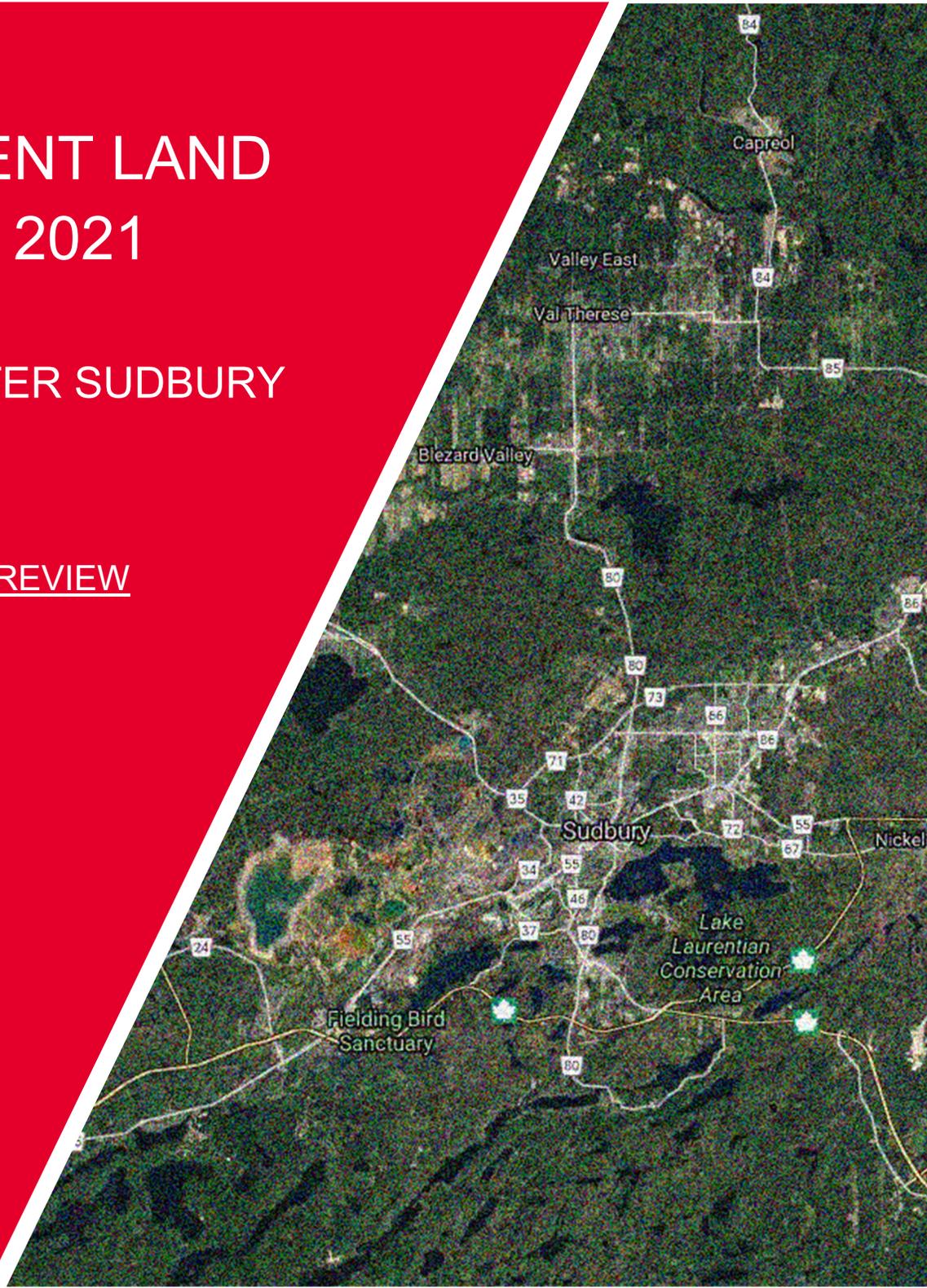


EMPLOYMENT LAND STRATEGY 2021

CITY OF GREATER SUDBURY

DELIVERABLE #6A

PLANNING POLICY REVIEW



6.0 PLANNING POLICY REVIEW

6.1 Introduction

The following is an examination of the planning policy framework affecting the principles for the management of employment-generating land uses within the City of Greater Sudbury. Through the lens of focusing on elements that are of particular importance to this Employment Land Strategy, this overview includes a review of the following documents:

1. From the Ground Up 2015-2025: A Community Economic Development Strategic Plan;
2. City of Greater Sudbury Official Plan; and,
3. City of Greater Sudbury Zoning By-law 2010-100Z.

Each of these important documents provides a level of guidance for the future development of a range of employment-generating land uses. From an employment land perspective, the primary difference among the three documents relates to the level of detail provided.

- The Community Economic Development Strategic Plan builds on the collective strengths of the community by fostering alliances and partnerships between economic sectors, industries, and institutions.
- The Official Plan provides a more focused land use planning policy framework.
- The Zoning By-law provides the most detailed regulatory framework within which specific forms of development are mandated.

All of these documents work together to achieve a defined urban structure and a growth management strategy for the city.

6.2 From the Ground Up 2015-2025: A Community Economic Development Strategic Plan

6.2.1 Introduction

From the Ground Up is a crucial foundational document that provides the City's economic development road map from 2015 to 2025. While the document identifies directions, objectives, and actions within a defined timeframe, the direction provided in From the Ground Up is expected to influence planning and investment decisions in the city for quite some time. Some of the important observations in the Strategic Plan include:

- The Sudbury economy is rooted in the mining sector, health care, and education.
- Sudbury is a global leader in the mining supply and services industry.
- It is Northern Ontario's hub for health care, and has three post-secondary institutions, making it the largest research hub in Northern Ontario.
- It is one of the few communities in Northern Ontario that has positive population growth.

6.2.2 Strategic Directions

From the Ground Up identifies strategic directions and an Action Plan. The Strategic Plan is guided by its "Everest" goal of 10,000 net new jobs by 2025. In order to meet and support this "Everest" goal, From the Ground Up provides an Action Plan that contains nine goals, as well as objectives and actions that support the realization of the "Everest" goal.

6.2.3 Action Plan

- **Goal 1: A robust entrepreneurship ecosystem.**
 - Work to strengthen the entrepreneurship network and help grow businesses.
 - Objectives and actions include leveraging private sector resources to stimulate job growth, encouraging entrepreneurship, and strengthening business support structures – including the streamlining of the development approval process.
- **Goal 2: A welcoming and open community.**
 - To support adding 10,000 new jobs, there is a need to support and facilitate immigration to the area.
 - Objectives and actions include improving integration services and creating a more welcoming environment for newcomers.
- **Goal 3: A highly-skilled and creative workforce.**
 - To support a continued move toward a knowledge-based economy, the city needs to continue to attract and retain a highly skilled workforce.
 - Objectives and actions include facilitating workforce attraction and integration, developing the skills of the existing community, and capitalizing on post-secondary assets (students).
- **Goal 4: A quality of place and lifestyle that is second to none.**
 - The City needs to focus on creative placemaking in order to attract people to Sudbury. The Plan indicated that there should be a focus on revitalizing and redeveloping the Downtown.
 - Objectives and actions include revitalizing and redeveloping the Downtown, implementing the Retail Attraction Strategy, diversifying the city’s retail sector, promoting multi-residential mixed use development, implementing infrastructure upgrades that support the efficient movement of residents and visitors, developing public spaces, and leveraging buildings and infrastructure as a catalyst for private sector investment.
- **Goal 5: The global leader in the mining supply and services industry.**
 - The mining industry will continue to be the primary driver of economic growth and prosperity, with manufacturing and technology sectors having developed and continuing to develop around the mining sector.
 - Objectives and actions include promoting industrial land development, strengthening Sudbury’s position as a mining hub, strengthening support structures for the mining supply and services sector, and connecting business with research interests.
- **Goal 6: A nationally recognized centre of artistic excellence, vibrancy, and creativity.**
 - Looking to attract new film industry activity, and positioning Sudbury as a “film friendly” regional hub.
 - Objectives and actions include developing cultural spaces and facilities, and updating policies related to filming.
- **Goal 7: One of Ontario’s top tourism destinations.**
 - The City is looking to continue to promote tourism to the area, leveraging the numerous events that the city holds each year, as well as its two science centres and proximity to nature. In addition, promoting retail diversification and investing in infrastructure to support tourism have been identified as important factors to achieving this goal.
 - Objectives and actions include developing a multi-purpose facility for arts, culture, business, and sport within the Downtown, and marketing and promoting the city as a tourist destination.

- **Goal 8: A leader in health and life sciences.**
 - The core of this sector consists of Northern Ontario Medical School and Health Sciences North, and recent growth in this sector includes the construction and operation of new research centres. This sector will continue to play a crucial role in the local economy, and will require an increased focus on research commercialization moving forward.
 - Objectives and actions include leveraging the City’s public sector assets, including expanding the space available across the city’s health and educational facilities; attracting, developing, and retaining talent in this field; creating and commercializing high-value health research; and maximizing its position as the regional centre for health care services.
- **Goal 9: One of the most integrated education and innovation ecosystems in Ontario.**
 - Continue to support the education sector, which plays a large role in research and development.
 - Objectives and actions include developing programs that fill gaps in the region, and coordinate services to address opportunities within the region.

Overall, it is the intent of From the Ground Up to promote the diversification of the economy of Greater Sudbury, in recognition of its historic role as a leader in the mining, mining supply, and mining services industry. The goal of 10,000 new jobs by 2025 is certainly an aspirational objective – well in excess of the Official Plan objective of 8,600 new jobs between 2011 and 2036. The recession brought on by the COVID-19 crisis undermines the achievement of this goal, with the economic recovery still presently underway.

The diversification of the economy focuses on key sectors that are already well established in the city (mining, education, and health care), as well as a few other sectors that are new, or are emerging within the city (tourism and film/culture). From the Ground Up does not subdivide job growth among the various desired sectors, although it does make a clear link between the attraction of new jobs to the need to accommodate a supportive workforce and the need to enhance the quality of place and the lifestyle that quality will support.

6.3 City of Greater Sudbury Official Plan

6.3.1 Introduction

The City of Greater Sudbury Official Plan was first adopted by City Council on June 14, 2006. It was approved by the Ontario Municipal Board, in parts, beginning in 2008 and through to 2010. It has been amended on numerous occasions over time. The version of the Official Plan reviewed here is a Consolidated version that includes all Amendments in effect up to May, 2019.

Importantly, the Official Plan is a key implementing document for From the Ground Up 2015 to 2025. The objectives and actions of the Community Economic Development Strategic Plan have been appropriately recognized in the Official Plan, and have led to corresponding policy frameworks that will result in land use planning decisions that support the City’s economic development aspirations.

6.3.2 The Vision for Greater Sudbury

Section 1.4 of the Official Plan articulates a Vision for Greater Sudbury. Of relevance to this review, the Official Plan includes within its broad vision the following statements:

- *“Greater Sudbury is an important centre in Northern Ontario, and focal point for regional investment and growth. Greater Sudbury’s regional role as a centre for business and professional services, higher learning, health and medicine, research and innovation, shopping, and tourism, is solidified through renewal and expansion of existing assets.”*

- *“Greater Sudbury is open to business, providing an economic environment that retains and grows a wide variety of industrial, institutional, and commercial enterprises. The natural resources that form the basis for our economy – in particular, the mineral and mineral aggregate resources – are protected, and will see additional investment and activity. The community’s Economic Development Strategic Plan has been realized, making the city a magnet for new investment and human capital.”*
- *“Downtown Sudbury is the biggest, brightest, and best downtown in Northern Ontario. The Downtown Sudbury Master Plan is complete. Downtown is more active and better connected. It exemplifies the best in heritage conservation, and urban, architectural, and landscape design. A Nodes and Corridors Strategy is fully underway, and Downtown is better connected to revitalized Town Centres and other strategic core areas by new and distinctive corridors – all featuring mixed uses, a strong public realm, and public transit.”*

The Vision for Greater Sudbury, as articulated in the Official Plan, establishes a number of crucial concepts that are important for the key issues related to Greater Sudbury’s role in the Northeastern Ontario region, and its aspirations for ongoing economic development. It also clearly identifies the role of Downtown Sudbury as the primary urban centre – both within Greater Sudbury, and the broader regional context.

6.3.3 Underlying Principles

The Official Plan *“is based on and informed by four broad principles that will help guide future growth and change in our city.”* Of key importance to this overview are Sections 1.3.2 Economic Development and 1.3.4 Focus on Opportunities.

In Section 1.3.2 Economic Development, the Official Plan states: *“Economic development is essential to the future of this community, and an important building block of a Healthy Community.”* The Official Plan goes on to state that *“the City recognizes the link between planning, design, and economic development.”* The Official Plan includes a policy framework *“which supports economic development and prosperity in many different ways.”* The Official Plan:

- *“Ensures that there is an adequate supply of land to meet a variety of economic opportunities.”*
- *“Provides a framework to reinforce the urban structure, achieve a more efficient urban form, infrastructure, public service facilities, and transportation system.”*
- *“Protects important economic assets like the Sudbury Basin and Greater Sudbury Airport from incompatible uses.”*
- *“Enhances the viability of Downtown Sudbury.”*
- *“Promotes brownfield regeneration.”*
- *“Provides opportunities for local food production.”*
- *“Promotes opportunities for economic development and sustainable tourism development.”*
- *“Complements and supports the community’s Economic Development Strategic Plan.”*

Section 1.3.4 Focus on Opportunities indicates that *“The Economic Development Strategic Plan identifies several economic engines as the focus of potential growth.”* This Section of the Official Plan identifies that *“The mining and supply services cluster in particular offers tremendous potential for the development of products, services, and expertise, that can be exported globally. This sector will be facilitated by research and development centres based at our post-secondary institutions, including the Northern Centre for Advanced Technology (NORCAT), Sudbury Neutrino Observatory, and the numerous research centres affiliated with the Mining Innovation, Rehabilitation, and Applied Research Corporation (MIRARCO).”*

6.3.4 Urban Structure

The Official Plan identifies that *“The existing urban structure is a result of our geography and the historical development of industrial uses. Many settlements were established as company towns linked to specific industrial activities, such as mining and rail transportation. Other settlements originated as agricultural service centres that further expanded in a dispersed nature along major roads. Over time, these communities and settlements have developed their own unique character and function.”*

The Official Plan recognizes that the City of Greater Sudbury *“has evolved into a global centre of mining, and a regional service and administrative centre in Northeast Ontario.”* To a large extent, this defined functional role for the city affects the policy framework that is articulated in the Official Plan.

The Official Plan goes on to describe the urban structure of the City as consisting of *“a large, central urban area surrounded by more than 20 smaller urban and non-urban settlements that are all tied together through an extensive network of hard and soft infrastructure.”* Further, the Official Plan notes that *“Over half of the total population of Greater Sudbury resides in the former City of Sudbury. The former City of Sudbury, as the location of three-quarters of the jobs in the Greater City, is the main employment centre.”*

6.3.5 Anticipated Growth/Economic Development

The Official Plan indicates that the City's *“population is expected to grow modestly over the next 20 years, given our role as a global mining centre and regional service centre. This growth will be driven by labour force turnover and ongoing economic development efforts.”* With a more specific reference to economic development, the City's *“economy is expected to also grow modestly in the future, as it continues to expand and diversify. Although mining and its related supply and service sector remain our core economic activity, Greater Sudbury is a centre of higher learning, health and medicine, research and innovation, retail, services and tourism. Growth in these and other sectors will be supported through various means, including appropriate infrastructure investments, public realm improvements, and other strategic projects.”* The Official Plan goes on to say that *“The aging of the population and retirement of the baby boomers, coupled with increased retention and net migration of working age individuals, as well as ongoing economic development efforts, are expected to sustain this growth. Between 2011 and 2036, Greater Sudbury is expected to grow by up to 8,600 jobs, 20,000 people, and 13,000 households.”*

These statements in the Official Plan are very explicit in their description of the role of the city in the broader regional context, and its aspirations for ongoing economic development. There is a clear focus on the city continuing its evolution as a centre for major institutional growth (higher learning, health, and medicine), as a research and innovation hub, and with a focus on providing higher-order retail, service commercial uses, and tourism-related functions. All of this future growth will happen in the context of a recognition that the mining sector will continue to play a vital economic role. This anticipated evolution will have an impact on planning decisions, as well as decisions about infrastructure investment.

6.3.6 The Pattern of Growth

The Official Plan states: *“Looking ahead, the key will be to direct this growth to reinforce the existing urban structure, and improve the efficiency of the urban form, as well infrastructure and service provision.”* Further, and in keeping with its stated aspirations of economic evolution, the Official Plan directs that *“growth must be harnessed and directed to reinforce the efficiency, sustainability, health, and resiliency of our communities. The community of Sudbury will continue as the central urban area, and focus of the majority of growth and change. Our local communities will also grow and change.”*

With that stated, the Official Plan goes on to state that *“land supplies in our service communities are more than adequate to meet future demand associated with employment and population growth. There is no need to expand our communities beyond what is currently planned.”* This is a very explicit and important statement that clearly indicates that future growth is to be focused within existing communities, and that the need for an enhanced land supply for any particular land use activity is not required. That statement in the Official Plan is further reinforced in Section 2.3.2 The Settlement Area, which states that *“The City of Greater Sudbury’s land supply consists of land at different stages in the land use planning cycle. This supply is designed to accommodate an appropriate range and mix of employment opportunities, housing, and other land use needs in the short, medium, and long term. The city’s existing supply of land is more than adequate to meet these needs.”* This statement is reinforced by the conclusions of the preceding land supply and demand analysis. It is a policy of the City that *“Future growth and development will be focused in the Settlement Area through intensification, redevelopment, and, if necessary, development in designated growth areas.”*

6.3.7 The Role of Employment Areas/Rural Areas

A deeper review of the Official Plan continues into Section 4.0 Employment Areas and Section 5.0 Rural Areas. These Sections of the Official Plan set the stage for how and where key economic development activities are to be accommodated within the city. The relevant statements of intent, associated policies, and programs are expected to support the more general elements of the Official Plan, as they are articulated in the Vision and Underlying Principles. The following is a review of Sections 4.0 and 5.0 of the City of Greater Sudbury Official Plan.

Section 4.0 Employment Areas

This Section begins with some overarching statements about the philosophy of the City with respect to ongoing economic development. The Official Plan states that *“Diversification forms the foundation of the City’s approach to economic development, and it remains essential to our future growth prospects. While mining continues to function as our core economic activity and primary export generator, Greater Sudbury has diversified over the last three decades to evolve as a regional centre of education, health care, government, business, retail, and tourism services. The establishment of several important advanced institutions and research facilities, combined with the city’s growth as a retail and tourism destination, has contributed to a local economy now focused on a full range of services production.”* This statement is crucial in considering the direction for the types of jobs the City is expecting to attract and accommodate in the coming years, and that, in turn, will have an impact on the land supply for various forms of employment-generating land uses that are desirable.

The policy direction of the Official Plan is a very clear indication that while the mining sector remains important, and will always be a core economic activity and primary export generator, the aspiration of the City is to focus on its evolving role as a regional centre of education, health care, government, business, retail, and tourism services – its function as a regional service and administrative centre. To that end, the Official Plan identifies that *“Employment Area designations acknowledge Greater Sudbury’s changing economy and labour force, and are intended to help implement the City’s long-term strategic planning goals.”* The Official Plan then goes on to identify a number of objectives that apply to all of the Employment Area designations.

The Official Plan states that *“It is the objective of the Employment Area policies to:*

- a) *ensure that an adequate supply and variety of serviced employment land exists throughout Greater Sudbury in accordance with the settlement pattern, allowing for the expansion and diversification of the employment base;*
- b) *ensure that a broad range of commercial opportunities are provided for residents, employees, and tourists;*
- c) *promote the intensification and revitalization of commercial, industrial, and institutional areas;*

- d) *ensure adequate institutional facilities – such as educational, health care, and social service facilities and services – are provided at suitable locations to meet the evolving needs of residents of all ages and physical capabilities in the city;*
- e) *promote the development of the Downtown as an employment and business centre for the city;*
- f) *ensure that existing industrial lands are used efficiently, and promote the development and redevelopment of existing, underutilized, or unused sites;*
- g) *promote environmentally sound industrial practices, and mitigate conflicts with sensitive uses;*
- h) *ensure that new developments do not preclude future extraction of known or potential mineral or aggregate deposits;*
- i) *ensure that mining and aggregate operations are located, designed, and developed so as to minimize impacts upon the social and natural environment;*
- j) *embrace new technologies to harness emerging areas of growth; and,*
- k) *encourage the co-location of public service facilities in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit, and active transportation.”*

These objectives support and reinforce the stated Vision and Underlying Principles of the Official Plan, and they set the stage for subsequent and more detailed policy frameworks. The Official Plan discusses the range of economic activities across four categories, and identifies nine land use designations shown on Schedules 1a, 1b and 1c, Land Use Map. The categories and designations are summarized below.

Section 4.2 Commercial

To service Greater Sudbury’s broad market base and high-order service activities, three types of Centres are established in this Plan: Downtown, Regional Centres, and Town Centres. The Official Plan provides specific guidance for the development of the City’s hierarchy of urban Centres. The Official Plan states that *“Centres essentially form nodes of retail, tourism, business, education, and government services. Depending on their location, character, and function, Centres may service a large regional market, or a smaller local neighbourhood. It is the intent of this Plan to provide sufficient lands in appropriate locations to ensure that all consumer and service needs can be addressed by the market.”*

The Official Plan provides the following policy framework for the array of land use designations that articulate the Commercial Category, as discussed below.

Section 4.2.1 Downtown Designation

The Official Plan identifies and characterizes Downtown Sudbury as *“the heart of Greater Sudbury, and a strategic core area in Northern Ontario. It forms the historic core of the amalgamated city, retaining its important function as a local and regional centre of government services, business services, retail, sport and entertainment uses, arts and culture, and community and institutional uses... the Downtown possesses a distinct built form that sets it apart from other urban areas, offering unique opportunities to protect, develop, and sustain its role as the vibrant hub of a dynamic city.”* This policy articulates the primacy of function for the Downtown – both within the City of Greater Sudbury and across the broader Northern Ontario region. This primary function anticipates that the highest order of government, business, retail, sport and entertainment, arts and culture, and community and institutional uses and facilities, will be focused primarily on the Downtown, and that the Downtown will continue to thrive and expand based on its location and identification as the key urban centre in the region.

The Official Plan is very permissive in terms of land use within Downtown Sudbury. It states that “*A wide variety of uses are permitted in the Downtown, consistent with its function as the most diversified commercial Centre in the city. Residential, commercial, institutional, entertainment uses, and community facilities are permitted as set out in the Zoning By-law.*” The only uses specifically prohibited in Downtown Sudbury are drive-through facilities.

Further, the only specified requirement to approve new development in Downtown Sudbury is the need to ensure that sewer and water capacities are adequate. On the other hand, the Official Plan identifies some significant development incentives. To encourage development in Downtown Sudbury, new development will be exempt from density and maximum height limits, and new non-residential development will be exempt from parking requirements.

This identification of primacy for the Downtown is crucial in considering opportunities for the creation of business office and population-serving employment opportunities (institutional, retail and service commercial, entertainment, and cultural uses) region-wide. The land supply required for the accommodation of those various employment-generating land uses within Downtown Sudbury will either be satisfied through development on unoccupied sites, intensification of existing underutilized lands, or perhaps the delineation of new areas adjacent to the Downtown that may be required to accommodate those uses.

Overall, the planning policy regime for Downtown Sudbury is considered to be very permissive, and is intended to facilitate substantial new development across a very broad range of land use categories. This approach to planning is supportive of the Vision and Guiding Principles of the Official Plan, and must be considered highly supportive of the City's aspirations for economic development.

Section 4.2.2 Regional Centres Designation

The Official Plan identifies three Regional Centres, which correspond to large-scale retail commercial agglomerations including existing malls and large format/big box clusters. The Official Plan characterizes these Regional Centres as “*local and regional retail and tourism destinations, and strategic core areas in Northern Ontario.*” Three Regional Centres are designated based on the existing pattern of development as indicated on Schedules 1a and 1b, Land Use Map:

- Kingsway at Barrydowne Road/Second Avenue;
- Lasalle Boulevard at Barrydowne Road; and,
- Regent Street at Paris Street/Long Lake Road.

The intent of the Official Plan with respect to Regional Centres “*is to encourage planning for these areas to function as vibrant, walkable, mixed use districts, that can accommodate higher densities and provide a broader range of amenities accessible to residents and visitors.*” Permitted uses in Regional Centres “*may include retail, service, institutional, recreational, entertainment, office, and community-oriented activities.*” The Official Plan also indicates that medium and high density residential uses may be included within a Regional Centre as a way to utilize existing infrastructure and achieve increased urban intensification.

Further, the Official Plan states that Regional Centres “*may be appropriate locations for certain light industrial uses which are conducted entirely indoors – provided that appropriate landscaping and buffering can be established to shield any adjacent sensitive uses. Outside storage is not permitted, unless it is for the purpose of displaying goods for retail sale.*”

Similar to the Downtown Sudbury designation, the Regional Centres designation permits a host of supportive land uses, and considers their evolving function as significant mixed use urban centres within the urban structure. The Official Plan, in identifying permitted uses in the Regional Centres, does not differentiate or restrict employment-generating land uses, including offices. Rather, the Official Plan is considered very flexible, because it does not assign any level of importance or rank in the hierarchy of employment-generating land uses in comparison to Downtown Sudbury, or anywhere else within the hierarchy. This is seen as a market-supportive approach, allowing individual employment generators to have a say in determining where their use may wish to locate. However, unlike the Downtown Sudbury designation, the Official Plan does not provide any explicit incentives to stimulate new development within the Regional Centres.

Overall, it is expected that these Regional Centres have a substantial capacity to accommodate a host of economic development initiatives through future development of their employment-generating functions, including opportunities for new or intensified retail, service, institutional, recreational, entertainment, office, and community-oriented activities. It is also interesting to note that the introduction of medium and high density residential uses is contemplated as part of the ongoing evolution of these Regional Centres.

Section 4.2.3 Town Centres Designation

The Official Plan identifies that the city *“is known for its diverse collection of Communities spread across a wide geographic area. Linked to the historical development of the region, each has developed a distinct character, providing a range of alternative lifestyle and housing options for residents. The existing and historic commercial centres of Communities are thus recognized as Town Centres.”* It is the intent of the Official Plan that *“These areas will provide for the development of commercial uses to service Communities and surrounding residential neighbourhoods and rural areas.”*

The policies of the Official Plan indicates that *“Town Centres will be planned to include a diverse mix of land uses, an appropriate range of housing types, high quality public spaces, and the provision of easy access to stores, services, and recreational opportunities.”* To help achieve this policy, the Official Plan notes that the *“City has shown its commitment to these areas through the adoption of the Town Centre Community Improvement Plan.”*

The Official Plan indicates that *“Permitted uses in Town Centres may include retail, offices, institutional, and other related community services and activities”... “Town Centres may also be appropriate locations for light industrial uses. Outside storage for the display and sale of goods is permitted. Proper landscaping and buffering must also be established for light industrial uses.”*

It is understood that the Town Centre Community Improvement Plan includes financial incentives that facilitate the ongoing improvement of buildings and properties within the Town Centre designation. In addition, the Official Plan helps to facilitate new development by providing the opportunity to consider reduced parking standards *“where off-street municipal or privately-owned communal parking facilities already exist, and can accommodate additional automobiles.”*

The Official Plan states that *“Town Centres will continue to serve the needs of local communities.”* This is an important role, providing retail and service commercial opportunities, as well as some office, cultural, and entertainment uses that service local populations throughout what is a vast and dispersed urban system. The overall contribution of these Town Centres is a key consideration from an economic development perspective, as they certainly provide opportunities for population-related employment growth, in concert with population growth. It is important to keep in mind that the Official Plan does recognize the role and function of these Town Centres, as they are expected to continue to grow and to accommodate future economic opportunities – likely more or less proportionate to their population.

In general, the Official Plan supports Town Centres as important but modestly scaled locations that accommodate a range of uses and facilities complementary to the local communities that they serve. These Town Centres are expected to evolve over time, but are not specifically identified as locations for substantial growth or intensification. They are not expected to play any significant role in accommodating projected employment growth in the City of Greater Sudbury.

Section 4.3 Mixed Use Commercial Designation

While not specifically a part of the defined hierarchy of commercial Centres within the city, the Official Plan does recognize that there are areas of the city – typically located along Arterial Roads – that *“have been developed with a mix of land uses.” “These areas meet a variety of needs. They also support and, in some instances, connect strategic core areas.”* The Official Plan states that *“It is the intent of this Plan to recognize the development potential of these areas by permitting a balance of mixed uses, including commercial, institutional, residential, and parks and open space, through the rezoning process. General industrial uses may also be permitted, subject to their compatibility with surrounding uses, and their overall visual impact on mixed use corridors.”*

In general, the Official Plan supports Mixed Use Commercial areas as important but modestly-scaled locations that accommodate a range of uses and facilities adjacent to the Arterial Road network. These areas are complementary to the local communities that they serve. Further, these Mixed Use Commercial areas are expected to evolve over time, but are not specifically identified as locations for substantial economic development initiatives.

Section 4.4 Institutional Areas Designation

The Institutional Areas designation has been established in the Official Plan *“to harness the potential of the institutional sector in the form of research and product development. Institutional Areas that form a concentration of advanced Education, Health, and Research activity are identified.”* The Official Plan goes on to say that *“The Institutional Areas designation acknowledges the important role of the city’s institutions and their contribution to community-based initiatives. Institutional uses are permitted throughout the municipality in accordance with the needs of area residents and policies of this Plan.”*

Greater Sudbury *“has various institutional uses such as elementary and secondary schools, libraries, recreation centres, colleges, a university, and other community facilities that are intended for public use. Some of these uses are small scale and serve local needs. Others are large scale and serve both local and regional needs.”* Further, the Official Plan recognizes that *“Certain compatible uses are permitted in order to facilitate economic development initiatives linked to our post-secondary institutions, hospitals, and research facilities.”* As noted, The Official Plan identifies two scales of institutional uses:

- *“Small scale institutional uses play an important role in the day-to-day life of Greater Sudburians. They are an essential part of our neighbourhood and community fabric. They are places where we go to learn, worship, or play. The intent of this Plan is to recognize the important role that these uses play. Therefore, small-scale institutional uses that are compatible with a residential setting, such as elementary schools, libraries, day nurseries, retirement homes, places of worship, and recreation centres, are incorporated within and permitted by the Living Areas designation. They are generally not shown on Schedules 1a, 1b and 1c, Land Use Map.”*

- *“Major public institutions form some of our largest employers, and have a significant impact on the quality of community life. These strategic core areas include Laurentian University, Cambrian College, Collège Boréal, Health Sciences North, Science North, and Dynamic Earth. In recent years, some major public institutions have developed strategic, long-term Master Plans, to guide the ongoing evolution of these areas. The intent of this Plan is to encourage comprehensive, long-term planning for these areas to function as compact, vibrant, walkable, mixed use districts that can accommodate higher densities and provide a broader range of amenities accessible to residents and visitors. Major public institutions are designated as Institutional on Schedules 1a, 1b and 1c, Land Use Map.”*

It is important to recall that the Official Plan is very clear in its recognition that *“Although mining and its related supply and service sector remain our core economic activity, Greater Sudbury is a centre of higher learning, health and medicine, research and innovation, retail, services, and tourism. Growth in these and other sectors will be supported through various means including appropriate infrastructure investments, public realm improvements, and other strategic projects.”* As identified earlier in the projections of employment growth by industry, institutional-type employment accounts for a considerable share of overall job growth through the 2046 forecast horizon.

Building on that statement, it is also very clear that the City recognizes and supports the importance of its array of major institutional uses and facilities, and promotes them as key economic drivers – consistent with the Vision and Underlying Principles of this Official Plan. In the Official Plan, the City identifies its major institutional partners by *“identifying Institutional Areas which form a concentration of Education, Health, and Research activity. These areas include the Laurentian University campus (including the Willet Green Miller Centre and the Northern Ontario School of Medicine), the campuses of Cambrian College and Collège Boréal, Health Sciences North, and the Sudbury Neutrino Observatory.”* The City also recognizes that its major institutional partners have developed Master Plan documents that are intended to identify and manage their individual needs over time. As such, the Official Plan does not provide any significant planning policy regulations that either promotes or restricts their ongoing development. These major institutional partners are expected to play a crucial role in accommodating and attracting the economic drivers of the future of the City of Greater Sudbury.

Section 4.5 Industrial

Due to Sudbury's strong industrial base, the Official Plan has recognized that the designation of sufficient lands to accommodate existing and potential industrial uses is essential. It states that *“The adequate provision of industrial lands, including the creation of additional Industrial and Research Parks, is closely aligned with the City’s long-term strategic planning goals related to economic development.”* Earlier statements in the Official Plan have indicated that the City has enough designated land, and its focus is to accommodate all new development on lands already designated for growth.

To accommodate existing and future industrial forms of development, two broad industrial designations have been established: General Industrial and Heavy Industrial.

Section 4.5.1 General Industrial Designation

The Official Plan allows a range of industrial activities, such as manufacturing and processing facilities, within the General Industrial Designation. More specifically, permitted uses may include: *“manufacturing, fabricating, processing, and assembling of industrial and consumer products; repair, packaging, and storage of goods and materials; and related industrial activities. Complementary uses, such as administrative offices, hotels, and restaurants – which do not detract from, and which are compatible with the operation of industrial uses – are also permitted.”*

Section 4.5.2 Heavy Industrial Designation

Within the Official Plan, the Heavy Industrial designation *“permits all industrial uses, including core infrastructure facilities such as water and wastewater treatment plants and landfill sites. Any expansion to these areas will require an amendment to the Zoning By-law.”... “Mining and related smelting, refining, and processing operations, are generally not permitted in Heavy Industrial areas, as the Mining/Mineral Reserve designation applies to those uses.”*

Overall, it is anticipated that the existing supply of the lands within the General Industrial and Heavy Industrial designations is sufficient to accommodate the long-term needs of this sector of the economy. The Official Plan does not include significant policy frameworks that would unduly restrict the use of these lands for the purposes that they have been planned for – except that expansions to existing heavy industrial uses within the Heavy Industrial designation will be facilitated through a Zoning By-law Amendment. In general, these land use designations are not considered to be restrictive, but rather identify a land supply that is available to accommodate multiple forms of industrial development, as well as complementary land uses. This is aligned with the intent of ensuring a range of options for prospective occupiers.

Section 4.6 Mining and Aggregate

As noted, the City of Sudbury's economy has historically been inextricably linked to the mining sector of the economy. The Official Plan states that *“It is the intent of this Plan to responsibly manage mineral and aggregate resources by protecting them for long-term use. This will be achieved by protecting existing and potential resources, controlling and regulating current surface operations, minimizing adverse impacts of operations on the environment, requiring proper and progressive rehabilitation of closed mines and mineral aggregate operations, protecting mineral resources from incompatible uses, and by providing for sequential uses.”*

“Reflecting the importance of natural resources to the local economy, separate land use designations are created for the extraction and processing of mineral and aggregate resources. The Plan designates areas to be included as part of the Mining/Mineral Reserve and Aggregate Reserve.” It is, however, important to note that *“Due to the extensive geographical nature of these designations, the Mining/Mineral Reserve and the Aggregate Reserve are not included as Employment Areas for the purposes of calculating the protection of a 20 year supply of employment areas as required by the Provincial Policy Statement. * (2019 MMAH Mod # 11 and # 12)”* For this reason, these two Official Plan designations are not a focus of this Employment Land Strategy.

Section 4.6.1 Mining/Mineral Reserve Designation

The Mining/Mineral Reserve designation covers a substantial part of Greater Sudbury. These lands are *“considered to have significant mineral potential, including areas forming the Sudbury Igneous Complex, as well as current producing mines, past producing mines, ore processing plants, major tailings areas”... “and other mineral deposits.”* Key policies associated with the Mining/Mineral Reserve designation include the following:

- *“Lands designated Mining/Mineral Reserve may be used for a variety of uses related to the extraction of minerals. Permitted uses may include mining and mining-related uses, mineral aggregate uses, smelting and refining uses, pits and quarries and related uses, and accessory uses and structures associated with mining.”... “For land in the Mining/Mineral Reserve to be used for mining purposes, an amendment to the Zoning By-law must occur where such lands are not pre-zoned.”*
- *“Other uses such as forestry and other resource-related compatible uses, recreation, parks and open space, and wildlife management may be permitted, provided they do not preclude future extraction. Other industrial uses that will not preclude future mining activities may be permitted, subject to zoning permission and site plan control where appropriate.”*

The Official Plan protects identified mineral resources for long-term use by controlling and regulating current surface operations, minimizing adverse impacts of operations on the environment, requiring proper and progressive rehabilitation of closed mines and mineral aggregate operations, protecting mineral resources from incompatible uses, and by providing for sequential uses. It is expected that the ongoing protection of resources through the appropriate application of the Mining/Mineral Reserve designation is key to the preservation of this crucial component of the city's historic, existing, and future economy.

Section 4.6.2 Aggregate Reserve Designation

The Official Plan states that *“Aggregates and other industrial minerals extracted through pit or quarry methods are valuable, non-renewable raw materials that are utilized extensively for construction, industrial, and manufacturing purposes.”* It is the intent of the Official Plan to *“protect all primary and secondary deposits identified in an Aggregate Resource Inventory Paper (ARIP)”... “or aggregate shown on a Northern Ontario Engineering Geology Terrain Study”... “and all sources currently under license and permit under the Aggregate Resources Act.”* The policy framework that applies to the Aggregate Reserve designation includes the following:

- *“The primary use of lands designated as Aggregate Reserve will be pit and quarry operations. Other uses that do not preclude the possibility of future expansion and extraction may also be permitted.”*
- *“Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use, or which would be incompatible for reasons of public health, public safety, or environmental impact.”*
- *“All new pit and quarry operations are subject to the Aggregate Resources Act.”*

It is recognized that these important resources require the protection of the policies of the Official Plan. These resources are important as non-renewable raw materials that fuel construction, industrial, and manufacturing operations.

Section 5.0 Rural Areas

The Official Plan recognizes that *“Given Greater Sudbury’s vast geographic area, a significant proportion of the municipality is comprised of Rural Areas.”... “Rural Areas require well-defined policies that protect existing uses, while recognizing that the focus of future development will be fully serviced areas within Communities.”* Further, *“The intent of this designation is to accommodate a variety of land uses that are appropriate for a rural location – especially those that provide rural economic benefits that are balanced with protection of the natural environment and the agricultural resource base.”* It is a key objective of the Official Plan to *“promote opportunities to support a diversified rural economy by protecting agricultural and other resource-related uses, and directing non-related development to areas where it will minimize constraints on these uses.”*

Section 5.2 Rural Area Designation

The Official Plan describes lands within the Rural Area designation as containing *“a variety of land uses, such as farms, woodlots and forests, small industry, and clusters of rural residential development.”* More specifically, the Rural Area designation permits *“rural industrial/commercial uses.”* Relevant policies from Section 5.2.5 include the following:

- *“Rural industrial/commercial uses are generally resource-based, and may include agriculture, dry industrial/commercial uses, and forestry”;* and,
- *“Pits and quarries are permitted in appropriately zoned areas.”*

While the Rural Area is expected to accommodate appropriate rural commercial/industrial land uses, it is not expected to be a major contributor to the economic growth of the City of Greater Sudbury. It is clear that most of the new economic opportunities will be focused on the serviced settlement areas, with a particular emphasis on the former City of Sudbury.

6.4 City of Greater Sudbury Zoning By-law 2010-100Z

6.4.1 Introduction

The City of Greater Sudbury Zoning By-law is a substantial document, providing detailed development regulations for various land use categories. The Zoning By-law conforms with – and provides additional detail to – the policies of the City's Official Plan. This review of the Zoning By-law focuses on the key zones that will accommodate identified economic drivers into the future.

It is important to note that the array of commercial and industrial uses that are permitted within the Rural Area, as identified in the Official Plan, are generally provided with zoning on the basis of the commercial and industrial categories of the Zoning By-law.

6.4.2 Commercial Zones (Part 7)

The Zoning By-law establishes a hierarchy of Commercial Zones that is intended to recognize various scales and functional roles within the urban centres and corridors of the city, as well as within the smaller outlying communities and within the rural parts of Greater Sudbury. There are seven Commercial Zones, as follows:

- Local Commercial – C1;
- General Commercial – C2;
- Limited General Commercial – C3;
- Office Commercial – C4;
- Shopping Centre Commercial – C5;
- Downtown Commercial – C6; and,
- Resort Commercial – C7.

From an economic development perspective, and while all of these zones accommodate and will produce jobs, it is not likely that the C1 and C7 categories will play a role in accommodating significant new job opportunities in line with the City's economic development aspirations. Those zone categories are either neighbourhood supporting, or specifically focused on resort commercial development. Similarly, the C3 zone is for smaller-scale medical offices, and other supporting land uses, with a maximum building height of 2 storeys. It is zoning categories C2 and C4 through C6 that are expected to accommodate the most significant elements of both mixed use and single use developments, with a focus on retail and service commercial uses and offices.

- C2 permits the broadest array of land uses, including residential uses, and permits large buildings with relatively reasonable lot coverage. Building heights, however, are limited to 15 metres.
- C4 is focused on office development, with a number of supportive uses also permitted. Lot coverage at 50% is acceptable, and building heights are limited to 34 metres – a mid-rise built form. Permitted residential land uses are limited in height to 8 metres.
- C5 is focused on the city's shopping centres. There is a substantial list of permitted retail and service commercial land uses, as well as a number of uses that support the broader retail function. Office uses are limited, and must be contained within the shopping centre. Residential uses are not permitted. Lot coverage at 50% is generous in this context, but building heights are limited to 20 metres, which is typical of shopping centre/mall development.

- C6 is the zone category that is applicable to Downtown Sudbury. The regulatory regime permits significant built forms with no defined lot coverage limit or height limit. The use permissions are quite broad, with a few logical omissions, and a few that are somewhat less logical (commercial tourist facility, parking garage, and taxi stands, for example). This zone reflects the higher density and mixed use urban centre that Downtown Sudbury is, and will continue to evolve into.

The City's hierarchy of commercial uses is logical, and supportive of the urban structure that is desired and promoted in the Official Plan.

6.4.3 Industrial Zones (Part 8)

Similar to the Commercial Zones, the Zoning By-law establishes a hierarchy of Industrial Zones that reflect an array of functional and physical characteristics. In terms of accommodating future job growth in line with the City's economic development objectives, a range of industrial lands will be required, and need to be made available in order to capitalize on opportunities as they arise. The hierarchy of Industrial Zones includes:

- Business Industrial – M1-1;
- Mixed Light Industrial/Service Commercial – M1;
- Light Industrial – M2;
- Heavy Industrial – M3;
- Mining Industrial – M4;
- Extractive Industrial – M5; and,
- Disposal Industrial – M6.

The M1-1 and M1 Zones, notwithstanding the permissions for light industrial uses, could be considered part of the commercial hierarchy. Those zone categories permit an array of retail and service commercial uses, as well as office uses. The regulatory elements of these two zones are identical, and generally promote a low-rise built form and surface parking. These zones have the potential to accommodate a significant array of new job creation, in line with the City's economic development objectives.

M2 is a very important zone category, as it can be expected to accommodate the more traditional industrial job types, including manufacturing and warehousing facilities. The M3 Zone is a heavy industrial zone, and incorporates a limited array of supporting uses.

M4 and M5 are focused on resource opportunities – although lands identified as Mining/Mineral Reserve in the Official Plan are outside of the scope of this Employment Land Strategy. M6 is a municipal function that will react to need.

6.4.4 Institutional Zone (Part 10)

The Institutional Zone permits a limited range of residential development that is institutional in nature (group homes and special needs facilities), as well as an array of typically publicly owned/operated facilities. The regulatory elements of this zone are considered to be relatively flexible, and can accommodate significant buildings – up to a height of 50 metres. In reviewing this zone, it would appear that it is intended for those institutional uses found throughout the city, not including the major institutions (Laurentian University, Cambrian College, Collège Boréal, Health Sciences North, Science North, and Dynamic Earth), which are likely developed through site or area-specific zoning regulations.

The Institutional Zone applies primarily to existing institutional uses. However, ongoing job growth within the institutional sector is a key part of the economic development strategy of the City. This zone category is an important contributor to that job growth, but it is difficult to predict institutional growth, including their individual requirements, and therefore difficult to pre-zone for those uses.