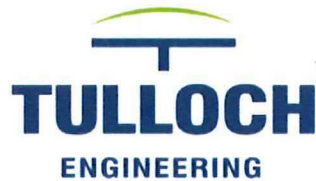


**Planning Justification Report
Zoning By-law Amendment Application**

**Naomi Park Residential Development
Southview Drive**

PIN 73598-0017
City of Greater Sudbury

Prepared By:



September 2017
#165688

Prepared for
Canadian Group Inc.

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1.0 Introduction

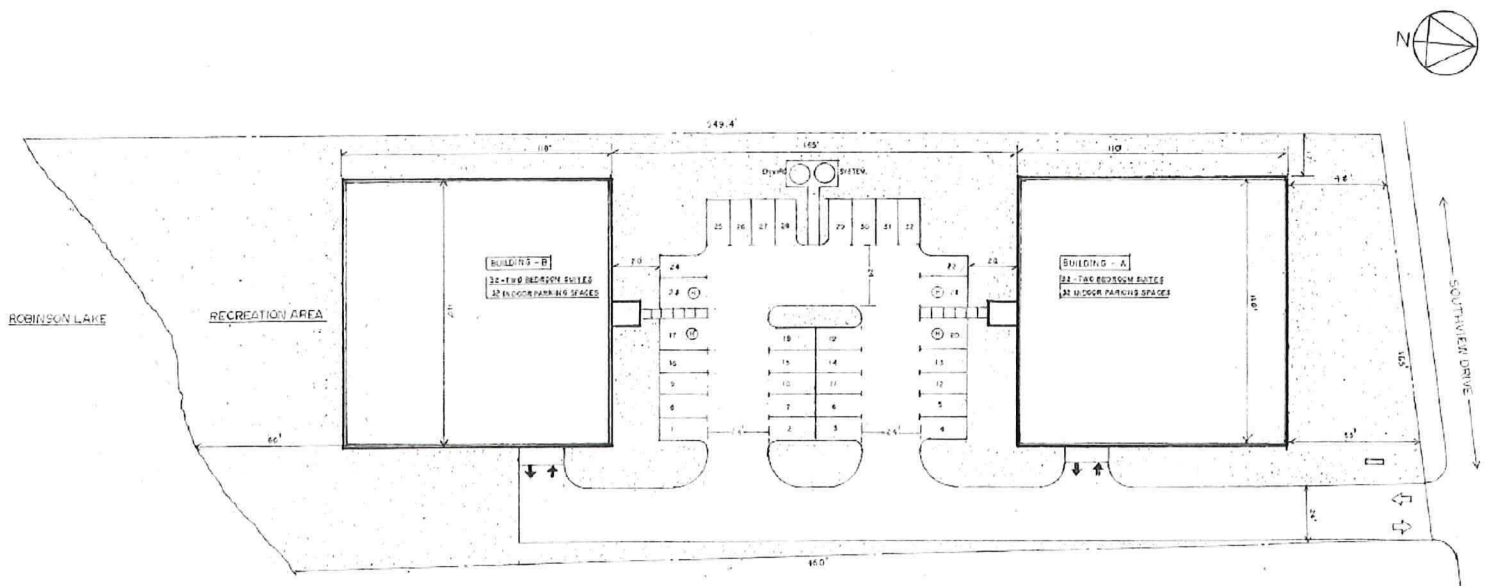
Tulloch Engineering (TULLOCH) has been retained by Canadian Builders Inc. to complete a Planning Justification Report in support of the proposed development of a 64 unit residential apartment complex consisting of two multiple dwelling structures.

As part of the review process associated with this proposal, City of Greater Sudbury Planning Services has requested a Planning Justification Report be submitted as part of a complete application. This report provides a planning analysis and justification for the zoning by-law amendment needed to facilitate the development.

2.0 Proposal

The proposed zoning by-law amendment intends to rezone the subject property from 'FD' *Future Development* to 'R3-1' *Medium Density Residential*. Residential units within the development are proposed to be apartment tenure.

The proposed development contains two multiple dwelling structures with 32 two-bedroom suites within each. 32 indoor (underground) parking spaces are proposed for each multiple dwelling structure (total of 64 underground spaces), with an additional 32 outdoor at-grade parking spaces being provided for visitor parking and overflow purposes.



Access to the proposed development will be provided via a two-way driveway providing access and egress from Southview Drive. Landscaping will be provided along all property lines. A recreational area for residents will also be provided on the southern edge of the property limits, directly abutting Robinson Lake. This recreation area will provide passive recreational opportunities for residents to enjoy the natural surrounding inherent to the property location. Particulars of the development design will be provided as part of the subsequent Site Plan Control application.

3.0 Subject Lands and Surrounding Area

3.1 Subject Lands

The Naomi Park lands are located in the City of Greater Sudbury on the south side of Southview Drive, west of the Southview Drive and Kelly Lake Road intersection. The subject property is approximately 0.84 hectares (2.05 acres) in size. The subject property is currently vacant, primarily consisting of bush lands with interspersed rock outcrops. Past human trespass activity is evident on the property with beaten paths and refuse evident at the road frontage. No prior development or site alteration has been identified taking place on the lands.

3.2 Surrounding Area

The surrounding area is characterized by largely vacant land directly abutting the subject property. Established residential areas are found to the east of the property. The subject property is bounded by the following:

- North: Southview Drive, with vacant lands zoned 'OSC' *Open Space – Conservation* abutting Southview to the north
- South: Robinson Lake
- East: Vacant lands, zoned 'FD' *Future Development*
- West: Vacant lands, zoned 'FD' *Future Development*

Figure 1 – Surrounding Lands (Aerial)



4.0 Supporting Documents

The subject application for zoning by-law amendment has been reviewed and supporting justification provided via the preparation of numerous technical reports, prepared by experts in each field. Such supporting documents include:

- Planning Justification Report, prepared by TULLOCH Engineering;
- Environmental Impact Study Technical Brief, prepared by TULLOCH Engineering;
- Traffic Impact Study, prepared by Transplan Associates; and,
- Concept Plan, prepared by Canadian Builders Inc.

Outcomes and conclusions found in each report will be used in the below Planning analysis, to demonstrate consistency with relevant policies of the 2014 PPS, Growth Plan for Northern Ontario, Greater Sudbury Official Plan and Zoning By-law.

5.0 Planning Analysis

5.1 Provincial Policy Statement 2014

The 2014 Provincial Policy Statement (PPS) provides high-level provincial policy direction for planning approval authorities in preparing municipal planning documents, and in making decisions on *Planning Act* applications. Municipal Official Plans must be consistent with the 2014 PPS. Policies applicable to the proposed development include:

- "1.1.1 Healthy, liveable and safe communities are sustained by:*
- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
 - b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs"*

The proposed development promotes an efficient use of the subject property through intensification of lands currently underutilized, and may encourage further development along the west Southview Drive corridor. Further, it promotes an appropriate range and mix of residential housing in an area currently undersupplied with apartment accommodations. The intent of the development to cater to adult lifestyle living also addresses the need for more housing for older persons, given the ageing population of the target market area.

"1.1.3.1 Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted."

The subject lands are within the settlement area of the former City of Sudbury (*Sudbury Community Area*), and are designated appropriately for the proposed use.

"1.1.3.2 Land use patterns within settlement areas shall be based on:
a) densities and a mix of land uses which:
1. efficiently use land and resources;
2. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
3. minimize negative impacts to air quality and climate change, and promote energy efficiency;
4. support active transportation;
5. are transit-supportive, where transit is planned, exists or may be developed; and
6. are freight-supportive"

The proposed development introduces medium-density development to the surrounding community, thus providing for a mix of land uses and densities in an area currently largely predominated by single detached dwellings. The existing vacant lands will be used efficiently and meets the PPS goal of directing development to settlement areas within a municipality.

"1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas."

The proposed development meets the target for residential densities within medium density areas, being a maximum of 90 units per net hectare.

"1.4.3 Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

...

b) permitting and facilitating:

- 1. all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, including special needs requirements; and*
- 2. all forms of residential intensification, including second units,*

- and redevelopment in accordance with policy 1.1.3.3;*
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
 - d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and*
 - e) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”*

The proposed development diversifies the housing typology of the Southview Drive corridor. Further, it represents a form of housing which meets the social, health, and wellbeing requirements of our ageing population, while encouraging higher density development in a compact form.

5.2 Growth Plan for Northern Ontario, 2011

The Growth Plan for Northern Ontario (GPNO) contains high-level provincial policy direction for growth and development in Northern Ontario. The Plan focuses on six key theme areas for providing policy direction:

- Northern Economy;
- Northern Peoples;
- Northern Communities;
- Aboriginal Peoples;
- Infrastructure; and,
- The Environment

In relation to communities, the GPNO states that Sudbury (among other Northern communities) is an optimal location for infrastructure investment, with great potential to “leverage investments and growth to develop vibrant, mixed-use core areas with a range of employment and housing opportunities, higher density, and public transit.”

The GPNO goes on to state that municipalities should support goals and objectives that achieve the following:

- “4.2.1
- a) economic, social and environmental sustainability*
 - b) accommodation of the diverse needs of all residents, now and in the future*
 - c) optimized use of existing infrastructure*
 - d) a high quality of place*

- e) a vibrant, welcoming and inclusive community identity that builds on unique local features*
- f) local implementation of regional economic plans, where such plans have been completed."*

The subject development proposal provides for the accommodation of resident needs through the provision of a wider range of residential tenure choice and more affordable housing options for an ageing population, meeting the objectives of above sections a, b, d, and e.

A key consideration of the proposal is the need to extend municipal sewer and water services to the property line, approximately 110 metres from the current servicing terminus just west of the intersection of Janmar Court and Southview Drive. Such extension of servicing will be funded by the development proponent. As existing road infrastructure and 'soft-services' (waste collection, snow plowing, etc.) are currently provided along Southview Drive, the development of the subject parcel represents a net-optimization of municipal infrastructure through increased utilization of existing hard and soft municipal infrastructure. As such, the general intent of the GPNO section 4.2.1 (c) is met via this proposal.

Section 5.3.2 of the GPNO goes on to state:

- "5.3.2 The transportation system within Northern Ontario will be planned and managed with an emphasis on opportunities to:*
- a) optimize the capacity, efficiency and safety of the existing transportation system"*

The proposed development achieves the above objectives and policies by enhancing the utilization of the existing capacity of Southview Drive, while causing no adverse transportation/traffic impacts as outlined in the accompanying Traffic Impact Study.

5.3 City of Greater Sudbury Official Plan (2006)

The subject lands are located within the Settlement Area boundary of the former City of Sudbury, per Schedule 1b of the Official Plan. The lands are designated as Living Area 1. The City's Official Plan contains policies pertinent to the subject development, which are discussed below.

Living Area Policies

Generally, Living Areas as defined by the Official Plan are intended for housing and housing-related uses. A variety of housing forms and densities are encouraged in such areas. Policies pertinent to the development within the Living Area 1 section of the Official Plan include:

"3.1

OBJECTIVES

It is the objective of the Living Area policies to:

- a. meet Greater Sudbury's housing needs, including the special needs of the elderly, handicapped, low-income individuals and families, and students, by encouraging the provision of an adequate supply of affordable, ownership, rental, and special needs housing in Living Areas;*
- b. encourage the development of a mix of residential uses;*
- c. achieve stability in the City's housing market by ensuring that a sufficient supply of designated and serviceable residential land is available to meet existing and future needs;*
- d. ensure that Communities and Non-Urban Settlements permit a variety of complementary and compatible land uses, including community facilities, small-scale commercial uses and open space areas;*
- e. focus residential development in areas that have sufficient infrastructure capacity;*
- f. promote good community design that provides a balance between the natural environment and urban development; and,*
- g. ensure that any expansion of development outside of urban boundaries is properly managed from an environmental and servicing standpoint."*

The subject development fulfills the intent of this policy by increasing housing opportunity and choice within an appropriate area of the City, while providing further affordable rental options to older adult citizens in Sudbury. The development also promotes a mix of residential uses within an area currently served primarily by single detached dwellings, while utilizing existing road infrastructure that is not at capacity.

"3.2.1

Policies

- 2. In medium density developments, all low density housing forms are permitted, as well as townhouses and small apartment buildings no more than five storeys in height to a maximum net density of 90 units per hectare.*
- 3. High density housing is permitted only in the community of Sudbury. All housing types, excluding single detached dwellings, are permitted in high density residential areas to a maximum net density of 150 units per hectare.*
- 4. Medium and high density housing should be located on sites in close proximity to Arterial Roads, public transit, main employment and commercial areas, open space areas, and community/recreational services.*
- 5. Medium and high density housing are to be located in areas with adequate servicing capacity and a road system that can accommodate*

growth. Sites should be of a suitable size to provide adequate landscaping and amenity features.

6. In considering applications to rezone land in Living Area I, Council will ensure amongst other matters that:

- a. the site is suitable in terms of size and shape to accommodate the proposed density and building form;*
- b. the proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height, siting, setbacks, and the location of parking and amenity areas;*
- c. adequate on-site parking, lighting, landscaping and amenity areas are provided; and,*
- d. the impact of traffic on local streets is minimal."*

Naomi Park Suites meets the requirements of the above policies by being in conformity with the net density targets for medium density development.

"3.2.1

4. Medium and high density housing should be located on sites in close proximity to Arterial Roads, public transit, main employment and commercial areas, open space areas, and community/recreational services.

5. Medium and high density housing are to be located in areas with adequate servicing capacity and a road system that can accommodate growth. Sites should be of a suitable size to provide adequate landscaping and amenity features.

6. In considering applications to rezone land in Living Area I, Council will ensure amongst other matters that:

- a. the site is suitable in terms of size and shape to accommodate the proposed density and building form;*
- b. the proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height, siting, setbacks, and the location of parking and amenity areas;*
- c. adequate on-site parking, lighting, landscaping and amenity areas are provided; and,*
- d. the impact of traffic on local streets is minimal."*

Southview Drive is classified as a 'Collector Road' per Schedule 6 of the City Official Plan. Table 47 of the City's Transportation Master Plan outlines the quantitative differences between arterial and collector roads. Generally, road classifications are determined using the following criteria:

- Collector Roads
 - Function: Connect a neighbourhood with an arterial road, and connect properties within neighbourhoods

- Daily traffic Volumes: 1000-12000
- Access: Intersections with other roads
- Transit Provision: Considered/Reviewed for Bus Service
- Tertiary Arterial Roads
 - Function: Connect communities to primary or secondary arterial roads
 - Daily traffic Volumes: 5000-15000
 - Access: Intersections with other roads
 - Transit Provision: Considered/Reviewed for Bus Service

Per the associated Traffic Impact Study, traffic volumes on Southview directly adjacent to the subject property are approximately 2,500 vehicles per day. However, east of Kelly Lake Road (400m / a 6 minute walk from the subject property) Southview Drive carries approximately 10,000 vehicles daily and has existing transit services provided. Southview Drive is also commonly used as a means of accessing Kelly Lake Road and the SW Bypass for vehicles from the Robinson Subdivision, Moonglo, and Lockerby neighbourhoods.

As such, Southview Drive east of Kelly Lake Road largely operates as an Arterial Road, connecting distinct communities (Robinson, Moonglo, Lockerby) to higher-order transportation networks. Given the function and proximity of the Southview Drive/Kelly Lake Road intersection, the intent of policy encouraging medium density to locate within close proximity to arterial streets and public transit is met by this development.

Furthermore, above policy requiring medium density development to be located in areas with adequate servicing capacity and a road system that can accommodate growth is met by virtue of the conclusion of the Traffic Impact Study that Southview Drive can accommodate expected traffic generation from the development. A Servicing Capacity Assessment would be necessary to determine sufficient capacity is available at the servicing terminus, described previously.

Finally, the intent of policy guiding Council decisions on rezoning applications in Living Area 1 designations is met, by virtue of the following:

“a. the site is suitable in terms of size and shape to accommodate the proposed density and building form;”

The size of the property is sufficient to accommodate the two proposed multiple dwellings with sufficient parking and amenity area, while the lot shape is regular in nature.

“b. the proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height, siting, setbacks, and the location of parking and amenity areas;”

The subject property is set back from existing single detached dwellings on Janmar Court by two existing vacant development blocks, with such blocks acting as buffer lands that are appropriate for development that would represent an appropriate transition of structural massing, height, and scale from existing residential neighbourhoods to the east of the subject property.

“c. adequate on-site parking, lighting, landscaping and amenity areas are provided; and,”

Adequate parking, per the zoning by-law requirements for a multiple dwelling unit, is being provided. It is understood the provision of lighting and landscaping (as determined through the future site plan application process) will be in keeping with City requirements.

“d. the impact of traffic on local streets is minimal.”

Per the associated Traffic Impact Study, the impact to traffic on Southview Drive and at the Southview/Kelly Lake Road intersection will be minimal.

“3.2.2

Living Area I – Phasing Policies

In order to promote the efficient use of land and achieve the desired land use pattern, phasing policies are established to guide new development in designated growth areas. Within areas designated Living Area I, emphasis will be given to intensification, redevelopment and infill opportunities.

1. New development in Living Area I will occur adjacent to existing built-up urban areas. Emphasis shall be placed on achieving a mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

2. Where expansion onto vacant undeveloped lands is proposed, the following phasing policies shall be considered at the time of application review:

- a. the proposed development represents a contiguous expansion within the Living Area I designation;*
- b. the proposed development represents a logical utilization of existing municipal and social infrastructure;*

c. the proposed development completes or rounds out existing neighbourhood plans with respect to road connections, waterline looping, and public service facilities such as schools and recreation facilities”

As discussed, the subject property is set back from existing single detached dwellings on Janmar Court by two existing vacant development blocks on the south side of Southview Drive. Given the status of these two blocks, and the developability of such blocks after municipal sewer and water services are extended to the subject lot, the proposed development enables the contiguous development of lands on the south side of Southview Drive, extending from existing development on Janmar Court.

Environmental Policies

The Official Plan includes policies related to protecting and supporting the natural environment when development is proposed in proximity to certain natural features, including water bodies (lakes, streams etc.) Relevant policies include:

“8.5.1

Environmental Constraints on Development

Even when not used for drinking water, our lakes, streams and rivers are strongly identifiable with the City’s quality of life. As such, it is important to maintain and enhance the water quality of these features by controlling not only water-based and shoreline activities, but also activities and land uses occurring within the watershed.

...

2. New development that fronts on a lake or watercourse which has recognized environmental constraints is prohibited unless detailed studies demonstrate that the problems associated with development in these situations can and will be mitigated. The onus for demonstrating that environmental constraints will be mitigated shall lie with the proponent of the development.

3. Recognized environmental constraints include, among others, some lake trout lakes, sensitive fish spawning areas, unique natural features, and lakes under 50 ha (120 acres) in size. Some but not all environmental constraints are indicated on Schedule 3, Natural Heritage. Additional constraints will be identified as part of the watershed planning process. An Environmental Impact Study may be required for new development proposed in or adjacent to these features.”

The accompanying Environmental Impact Assessment provides an overview of suggested and necessary environmental mitigation measures to provide for the protection of Species at Risk and Fish Habitat. With the successful implementation of such measures, this proposal can be deemed in conformity with the above Environmental Impact Mitigation policies of the Official Plan.

Transit and Transportation Policy

The Official Plan also includes policies related the provision of safe, efficient and cost-effective transit and transportation systems. Relevant policies include:

*"11.3.2 Land use policies to support transit needs
The provision of public transit must be supported by compatible land uses policies and sound urban design principles in order to promote transit use as a viable option for residents. Transit-supportive policies form linkages with other City initiatives, including the need for increased residential intensification, ongoing efforts at downtown revitalization, and objectives established by the EarthCare Sudbury Local Action Plan.*

Policies

- 1. Urban design and community development that facilitate the provision of public transit will be promoted.*
- 2. Development proposals will be reviewed to ensure efficient transit routing so that all dwellings in the development are ideally within 500 metres walking distance of a bus stop.*
- 3. Mixed uses and higher density housing along Arterial Roads and at other strategic locations are encouraged as a means of enhancing the feasibility of transit services, increasing ridership, alleviating traffic congestion and reducing reliance on the automobile.*
- 4. Buildings should be sited as close to the street as possible to reduce walking distances for transit users."*

The proposed development is less than 500m from the intersection of Southview Drive and Kelly Lake Road, where transit service is provided. As such, the proposal meets the intent of the above policy.

"11.4(1) New developments generally must provide an adequate supply of parking to meet anticipated demands.

11.4(6) Parking areas are subject to site plan control and will be landscaped and adequately screened. Wherever possible, it is desirable to have parking lots located to the rear of buildings in order to preserve built form and create pedestrian-friendly streetscapes that retain a sense of enclosure. Parking areas should be developed in an environmentally friendly manner to reduce the impact of large paved areas."

The Naomi Park development includes sufficient parking spaces to meet the requirements of the City zoning by-law. Such parking is provided both underground and in-between the two proposed multiple dwelling structures. As such, parking will be

adequately screened from the street line and the development meets the intent of the above policies.

Housing & Economic Development Policies

The Official Plan includes policies related to encouraging a greater mix of housing types and tenures, and the need for housing providers to support appropriate economic development within the City. Such policies include:

- "18.2.1 Diversity in Housing Type and Form
To encourage a greater mix of housing types and tenure, it is policy of this Plan to:*
- a. encourage a wide range of housing types and forms suitable to meet the housing needs of all current and future residents;*
 - b. encourage production of smaller (one and two bedroom) units to accommodate the growing number of smaller households;*
 - c. promote a range of housing types suitable to the needs of senior citizens;*
 - d. prohibit conversion of rental units to condominium form of tenure when the apartment vacancy rate falls below three (3) percent; and,*
 - e. consider policies that discourage the downzoning of existing medium and high density sites."*

As discussed above, the subject development introduces a varied development form that that which predominates the area, while also supplying smaller housing units (two bedroom units) to an area largely comprised of larger single detached dwellings. As the marketing of the development will be adult lifestyle-oriented, the development is also a housing type well suited to the needs of older Sudbury residents. As such, the development meets the intent of the above policies.

- "18.2.2 Housing and Economic Development
Council shall encourage housing providers to pursue housing opportunities that support the Economic Development strategic plan and its mission of creating an environment for citizens to prosper and experience a satisfying quality of life. In order to facilitate economic development initiatives, it is policy of this Plan to:*
- ...*
- b. support a range of housing types available to seniors, retirees, and younger cohorts by encouraging the development of alternative housing options and exploring opportunities for lifestyle housing targeted to niche markets"*

The subject development is a compact, alternative form of housing not typically found in the area. Units and amenity space will be geared to older adult lifestyles. As such, the

development meets the intent of the above policies.

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

The subject lands are currently zoned 'FD' *Future Development*. Very limited uses are permitted on such lands. The 'FD' *Future Development* zone is not consistent with the intent of the Living Area 1 designation, which is to be areas where development is directed and encouraged.

The intent of the subject zoning by-law amendment is to establish the lands as an R3-1 zone. The R3-1 zone permits a range of low and medium density residential developments.

6.0 Summary

Given the above, the proposed residential development is consistent with the goals, objectives and intent of the Provincial Policy Statement, Growth Plan for Northern Ontario, and the City of Greater Sudbury Official Plan. The proposal represents an appropriate level of development intensity within an appropriately designated area of the City. The Naomi Park development also largely utilizes existing infrastructure while providing the potential for further development within the settlement area through the minor extension of municipal sewer and water services across other non-serviced properties that are appropriately designated in the municipal Official Plan for future development.

The proposed development also demonstrates a compact, sustainable form of development - complete with amenity areas - intended to serve the ageing population of Greater Sudbury, while not impacting the surrounding neighbourhood with regards to traffic or land use compatibility.

Given the above, it is the author's opinion that the subject application for rezoning represents good planning.

Respectfully submitted,



Kevin Jarus, M.Pl.
Planning Project Manager