



MEMO

TO: Manager of Development Approvals, City of Greater Sudbury
FROM: Karl Tanner, Dillon Consulting Limited
DATE: March 7, 2018
SUBJECT: Rezoning Application – City of Greater Sudbury Event Centre/Arena
OUR FILE: 18-6947

* This addendum replaces the Memo dated December 4, 2017. It speaks to issues raised by the public at the January 22nd, 2018 Planning Committee Public Meeting. For ease of reference, a summary of comments from the Public Meeting have been included in this addendum (refer to *Planning Committee Meeting#1, Public Comment Summary – Event Centre/Arena*)

Dillon Consulting Limited (Dillon) has been retained by the City of Greater Sudbury, in conjunction with 1916596 Ontario Ltd., “the present owners”, to assist in obtaining the necessary planning approvals to allow for the development of the Subject Lands for a “Recreation and Community Centre” in the form of an Event Centre and Arena. Cumulus Architects Inc. have prepared Conceptual Development Plans and Elevations to provide an idea of the potential development of the site. The proposed three storey development has a ground floor area of 11,865m² and height of 18.0m. The Conceptual Site Plan provides for 1,192 on-site parking spaces.

The City of Greater Sudbury has worked diligently with their consultant PWC, to complete a Market Analysis and Business Case for the development of a new 5,800 seat Event Centre and to complete a locational analysis for the proposed uses. Council ultimately decided to invest in the Kingsway site as the “Preferred Location”. The new Event Centre will accommodate the needs of the entertainment industry, including concerts and sports events, as well as larger conferences and trade shows.

Council’s resolution to select the Kingsway site aligns with the City’s Strategic Plan to “Invest in large projects to stimulate growth and increase conferences, sports and events tourism, and celebrate cultural diversity”. It is also compatible with the City of Greater Sudbury’s Official Plan and Zoning By-law 2010-100Z.

1. City of Greater Sudbury Official Plan

The City of Greater Sudbury Official Plan determines policy and guidelines relating to land development within the former Regional Municipality of Sudbury. It reiterates the Provincial targets and goals but with specific reference to issues and constraints within the City, as per the Growth Plan for Northern Ontario(2011) and the Provincial Policy Statement (2005). The OP provides a framework to support economic development initiatives by ensuring that Sudbury is the center of growth, employment

DILLON CONSULTING LIMITED

3200 Deziel Drive, Suite 608, Windsor, ON N8W 5K8 ♦ TELEPHONE: (519) 948-5000 ♦
 DIRECT TELEPHONE: (519) 948-4243 ♦ E-MAIL: windsor@dillon.ca ♦ FAX: (519) 948-5054
www.dillon.ca

opportunities and allow for a full range of services for residents and visitors to the City. The Official Plan also recognizes 'recreation' as a contributor to the urban fabric and playing an important role in establishing a sense of place and identity.

The subject site is currently designated General Industrial in the City of Greater Sudbury Official Plan. The General Industrial designation allows for a wide range of activities that includes general manufacturing and processing facilities. The Official Plan recognizes that general industrial uses must have minimal environmental impacts on the surrounding areas.

Our analysis suggests that the proposed development is consistent with the intent of the Official Plan in the following ways, they are:

Section 1.3.2: Economic Development

- The proposed development promotes the attraction of a diverse population through the creation of a curious, adventuresome city.

Section 4.0: Employment Areas

- The proposed development provides a wider variety of serviced employment lands, also allowing for a diversification of the employment base; and
- The proposed development ensures the efficient use of currently underutilized industrial lands.

Section 4.4: Institutional Areas

- Institutional uses are permitted within other land use designations across the Municipality if they are in accordance with the needs of area residents and policies set out in the Official Plan;
- The proposed development is located where full municipal services are available and will be extended to the site;
- A Traffic Impact Study has been prepared for the proposed development to address traffic circulation, which includes a balance between existing infrastructure and off-site improvements;
- Public transit services can be provided for the site with strategies for the expansion of services to be identified during the Site Plan Control process;
- The proposed event centre/arena can be integrated into the existing land uses with the purpose of creating opportunities for a complimentary and synergistic development with the proposed casino.

Section 4.5: Industrial Area Designation

- The proposed use of an arena and event centre is not currently permitted in the General Industrial designation but is compatible with the surrounding land uses and will have minimal impacts on the viability on the future development of the area;
- Any environmental impacts will be minimal and can be appropriately buffered from the surrounding land uses; and

- Arenas and event centres require significant land holdings which can be accommodated within business parks, brownfields, and similar properties.

Section 8.0: Water Resources

- The subject lands are located within the Lake Ramsey Sensitive Surface Water Feature. As a result, a Section 59 Source water Protection application for Municipal Drinking Water Protection will be submitted as part of this application process;
- As with all developments within the watershed, a Risk Management Plan will be prepared to provide mitigation measures to protect sensitive water features, ground water features, and their hydrologic functions; and
- The proposed development will require an updated Stormwater Management Plan as part of the Site Plan Control (SPC) Approval. A Stormwater Management Plan was originally prepared for the Jack Nicholas Business and Innovation Park as a condition of Draft Plan Approval. Preliminary review of the location of a potential pond has been reviewed, but further details will be completed as part of Site Plan Control Approval and detailed design.

Section 11.4: Parking

- The proposed development meets the minimum on-site parking requirements of Zoning By-law 2010-100Z;
- The Conceptual Site Plan provides adequate parking on site, as required by the Zoning By-law; however it is understood that there may be a need for additional overflow parking for larger events at both the proposed Event Centre and Arena and neighbouring casino. As a result, a companion Zoning By-law Amendment application has been submitted for the remaining lands in the development to provide an opportunity for overflow parking;
- There is the opportunity to develop abundant and convenient off-site parking facilities for the arena and event centre while preserving the employment lands for the long term purpose of industrial and other employment type land uses. Off-site/overflow parking facilities would be used for peak periods in the evenings and on weekends, which is opposite to the needs of the future industrial uses where parking is largely required during day time hours. As the subdivision develops, overflow parking can evolve into a shared parking scenario. Shared parking will minimize the investment in infrastructure, provide more land for employment development, and minimize the impact to the environment;
- Cumulus Architects Inc. have confirmed that the proposed Festival Square will be an ancillary use to the Event Centre/Arena and will have a zero occupancy load not requiring additional parking space; and
- The proposed development is subject to Site Plan Control Approval, at which time, the parking requirements and layout will be further reviewed by the Municipality.

2. City of Greater Sudbury Zoning By-law 2010-100Z

The Subject Lands are currently zoned Business Industrial (M1-1), Light Industrial (M2), and Mixed Light Industrial (M1) in the City of Greater Sudbury Comprehensive Zoning By-law 2010-100Z, as amended, which permit a range of Industrial uses.

In September 2014, a portion of this site was rezoned from “M1” and “M1(31)” to “M1-1” to permit a broader range of industrial uses. These uses include an office complex, hotel, bulk retail, warehouse, and commercial recreation centre uses. The applicant is applying for a Zoning By-Law Amendment to a “M1-1 Special” zone to further expand the uses for the subject site to include ‘Recreation and Community Centre’ in the form of an Event Centre and Public Arena.

The following exceptions are required to implement the proposed development:

- ‘Recreation and Community Centre’ as a permitted use;
- Side Yard setbacks; and
- Maximum height.

The redesignation of the property along the Kingsway to a new “M1-1 Special” zone will allow for the development of ‘a recreation and community centre’ in the form of an arena and Event Centre, and is complimentary to the current permitted uses. Expanding the use to include an arena and event centre would provide employment and economic opportunities, and align with the City of Greater Sudbury’s vision for an integrated Kingsway Entertainment area.

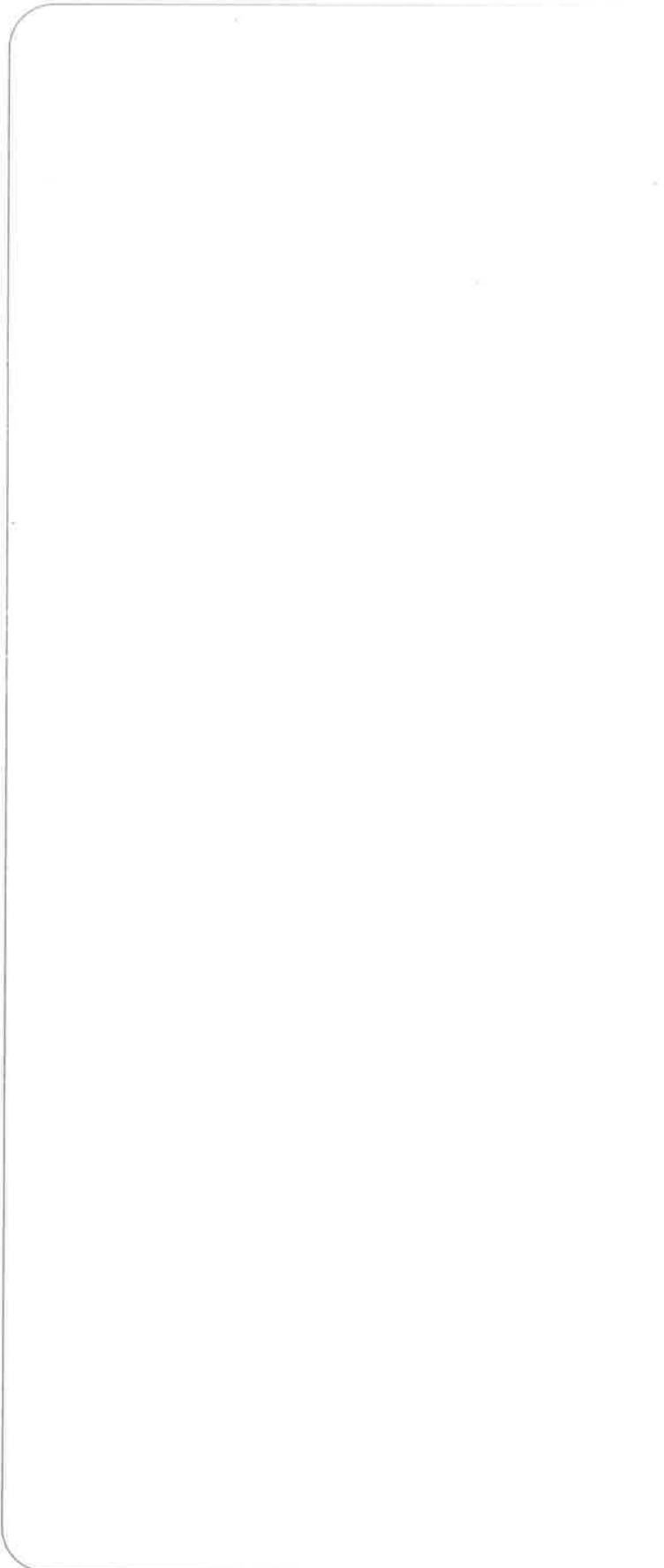
The proposed amendment will implement planning policies and regulations that would permit a broader range of uses to be occupied onsite and are consistent with the long-term Strategic Plan for the City of Greater Sudbury.

3. Conclusion

Based on our review of the comments received, technical and policy related issues, the proposed Zoning By-law Amendment to permit the development of the Kingsway property for a ‘recreation and community centre’ in the form of an arena and event centre is appropriate for the site. It is consistent with the Growth Plan for Northern Ontario, the Provincial Policy Statement, the City of Greater Sudbury Official Plan and Zoning By-law regulations, and with good planning practices.



Karl D. Tanner, MCIP® RPP





MEMO

TO: Alex Singbush, City of Greater Sudbury
FROM: Dillon Consulting Limited
cc: David Shelsted, City of Greater Sudbury
DATE: March 5, 2018
SUBJECT: Planning Committee Meeting #1 – Public Comment Summary – Event Centre/Arena
OUR FILE: 18-6947

Zoning By-law Amendment – Event Centre/Arena

A Statutory Public meeting was held on January 22nd, 2018 for the Zoning By-law Amendment to permit an Event Centre/Arena at the Kingsway site. The following represents a summary of the comments raised by the public, both verbally at the meeting and received in writing through the Clerk's Office. Comments have been summarized into key themes.

1. Public Consultation Process

Comment	Response
<ul style="list-style-type: none"> Site selection process was not transparent and should be revisited. Lack of informed Public Consultation. The process is being fast tracked. Importance of arena Management Company to partner with the Municipality. Local firm should be involved in the process. 	<p>The City, with their consultant PWC, completed a Market Analysis and Business Case for the development of a new Event Centre/Arena. Through the locational analysis Council identified the Kingsway site as the "Preferred Location" (June 27, 2017).</p> <p>Public Open Houses were held from September 20th to October 4th, 2017. Residents were invited to public brainstorming sessions to share their ideas and vision for an integrated plan for the site. It is our understanding that there were 20 drop-in sessions and that online submissions continue to be accepted.</p> <p>The approval process is defined by the Planning Act. Public Notice is prescribed within these regulations. We are not aware of any inconsistencies in the defined process. The first Statutory Public Meeting, as required by of 'Section 17(15) – Consultation and public meeting' of the Planning Act, was held on January 22, 2018. The 2nd public meeting will be held on March 28th.</p>

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Comment	Response
<ul style="list-style-type: none"> City is not the Applicant but representing the site. 	<p>The City of Greater Sudbury requires the rezoning of the site prior to the purchase of this property. For this reason, the City was representative of the application at the Public Meeting.</p>

2. City of Greater Sudbury Official Plan

Comment	Response
<ul style="list-style-type: none"> Location is inconsistent with '<i>Section 1.4 – Context</i>'. 	<p>Section 1.4 of the Official Plan states that "<i>The community of Sudbury functions as the central urban area and will continue to be a major focus of growth and change</i>".</p> <p>The proposed development site falls within the 'Sudbury Community Boundary' as indicated on Schedule 1b of the Official Plan.</p>
<ul style="list-style-type: none"> Location is inconsistent with '<i>Section 4.2.1.1 – Downtown Residential Development</i>'. 	<p>The City of Greater Sudbury, with their consultant PWC, completed a Market Analysis and Business Case for the development of a new Event Centre/Arena. Through the locational analysis Council identified the Kingsway site as the "Preferred Location" (June 27, 2017).</p>
<ul style="list-style-type: none"> Location is inconsistent with '<i>Section 8.0 – General Protection of Water Resources</i>'. 	<p>The subject lands are located within the Lake Ramsey Sensitive Surface Water Feature. As a result, a Section 59 Source water Protection application for Municipal Drinking Water Protection has been submitted as part of the application process.</p> <p>As with all developments within the watershed, a Risk Management Plan will be prepared to provide mitigation measures to protect sensitive water features, ground water features, and their hydrologic functions. A similar plan would be prepared if these lands were to be developed for industrial uses.</p>

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Comment	Response
<ul style="list-style-type: none"> Proposed development is inconsistent with 'Section 8.6 – Stormwater'. Proposed development is inconsistent with 'Section 12.1 – Utilities'. 	<p>A Stormwater Management Plan was originally prepared for the Jack Nicholas Business Park as a Condition of Draft Plan Approval.</p> <p>An updated Stormwater Management Report is being prepared to ensure that drainage constraints and opportunities are recognized, that the potential risks from flooding are identified, and the quality and stormwater reaching Lake Ramsey meets provincially accepted criteria and policies and requirements of the City of Greater Sudbury. Preliminary analysis of the location of a potential pond has been reviewed. Further details will be completed as part of Site Plan Control and detailed road design.</p>

3. Impact on Downtown

Comment	Response
<ul style="list-style-type: none"> Location is inconsistent with the recommendations in the Downtown Sudbury Master Plan for a healthy and active downtown. Loss of arena in the downtown will be a detriment to surrounding businesses. Civic duty to of committee members to demonstrate how a civic project should be positioned downtown and not on periphery of City. 	<p>The City of Greater Sudbury, with their consultant PWC, completed a Market Analysis and Business Case for the development of a new Event Centre/Arena. Through the locational analysis Council identified the Kingsway site as the "Preferred Location".</p> <p>As identified in the locational analysis, the location can accommodate the size, scale and mass of the development and can provide the appropriate amount of parking.</p>

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4. Planning Act/ Provincial Policy Statement

Comment	Response
<ul style="list-style-type: none"> Location is inconsistent with <i>Section 1.1.1 Healthy, Livable and Safe Communities</i>. 	<p>The proposed development utilizes lands within the City of Greater Sudbury which have been identified for development.</p> <p>It also utilizes the existing infrastructure already in place (Kingsway) through the development rights-of-ways, as depicted in the previously approved Draft Plan of Submission.</p> <p>The subject site is located within an area where full municipal services are available, can be extended to the site area, and will be connected to the systems during construction.</p> <p>The development adds to the long-term prosperity of City of Greater Sudbury, by creating opportunities for increased employment as well as better use of existing infrastructure.</p>
<ul style="list-style-type: none"> Location is inconsistent with '<i>Section 1.6 – Infrastructure and Public Service Facilities</i>'. 	<p>The proposed development is located within an area where full municipal services are available and will be extended to the site. Connections will be made at the time of servicing. This would be the same process if the Industrial Park was serviced.</p>

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Comment	Response
<ul style="list-style-type: none"> Location inconsistent with 'Section 1.2.6.1 – Land Use Compatibility'. 	<p>There are obvious synergies in combining the Event Centre/Arena and Gateway Casino together. Sudbury has a unique opportunity, where other municipalities such as: Medicine Hat, Mississauga and Windsor, have had to wait for market conditions to create opportunities for complimentary and synergistic development.</p> <p>Combining both uses concurrently has the opportunity to create a critical mass that can transform the underutilized property.</p> <p>Institutional Uses are also permitted throughout the municipality in the City of Greater Sudbury's Official Plan (Section 4.4 – Institutional Areas) if the following policies are met:</p> <ol style="list-style-type: none"> <i>Sewer and water services are adequate to service the site;</i> <i>Adequate traffic circulation can be provided;</i> <i>Public transit services can be provided economically for the site;</i> <i>The proposed institutional use can be integrated into the area and is compatible with surrounding uses; and</i> <i>Adequate buffering and landscaping is provided.</i> <p>Each of these policies has been identified and will be addressed by the Background Studies associated with the Zoning By-law Amendment Application and Site Plan Control approval process.</p>

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5. Economic Impact

Comment	Response
<ul style="list-style-type: none"> • Operating costs to taxpayers would be better suited closer to the community. • Necessity of “right-sized” property and value. • Location of site inconsistent with low population growth rate. • There has not be an economic assessment to determine impact on downtown. • Location will increase infrastructure costs. • Harms commercial uses. • The development should be privately driven and funded. • Operating costs to taxpayers would be better suited closer to the community. 	<p>The City of Greater Sudbury, with their consultant PWC, completed a Market Analysis and Business Case for the development of a new Event Centre/Arena.</p> <p>Community uses, such as arenas and event centres can be located in suburban locations where access to the surrounding communities is provided.</p>

6. Environmental Impact

Comment	Response
<ul style="list-style-type: none"> • Source water protection for Lake Ramsey. • Salt contamination to Lake Ramsey due to large impervious surface. 	<p>Concerns with drinking water would have been the same with the existing Industrial designation.</p> <p>The subject lands are located within the Lake Ramsey Sensitive Surface Water Feature. As a result, a Section 59 Source water Protection application for Municipal Drinking Water Protection has been submitted as part of the application process.</p> <p>A Risk Management Plan will be prepared to provide mitigation measures to protect sensitive water features, ground water features, and their hydrologic functions. A similar plan would be prepared if these lands were to be developed for industrial uses.</p>

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7. Accessibility

Comment	Response
<ul style="list-style-type: none"> • Transit opportunities and funding. • Access for persons with disabilities. • Residents without access to private vehicles may have not have access to the community amenity. • Potential for traffic congestion at the site. • Increased traffic on the Kingsway will result in opportunities for importing/exporting goods. 	<p>A Traffic Impact Study has been prepared to address the proposed development. While the Kingsway Site is well situated to major arterial roadways and highways, there may be a requirement for a balance between existing infrastructure and off-site improvements. Those discussions will continue through the review, public consultation and approval process.</p> <p>Active Transportation and Public Transit strategies will be identified during the Site Plan Control process.</p>

8. Facility Design

Comment	Response
<ul style="list-style-type: none"> • North wind passes through proposed festival plaza. 	<p>Building design will be considered through the Site Plan Control process.</p>

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