

# PLANNING JUSTIFICATION REPORT

RESIDENTIAL DEVELOPMENT  
0 CHIPPEWA STREET  
SAULT STE. MARIE

CLIENT:  
MAMTA HOMES

PREPARED BY:

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## 1.0 BACKGROUND

Robert Russell Planning Consultants Inc. has been retained by Mamta Homes to prepare a Planning Justification Report in support of the proposed residential and commercial development at 0 Chippewa Street in the City of Sault Ste. Marie.

The Subject Site consists of two separate legal parcels Part 2 of Plan 1R-6007 (PIN 316030444) and Parts 5 & 6 of Plan 1R-6007 (PIN 316030001).

The Subject Site is located at the north west corner of the existing settlement area of Sault Ste. Marie (SSM) at the current terminus of Chippewa Street, Atwater Street, Amherst Street and Arden Street. To the north and is the Bennet-West Davignon Creek Flood Control Channel (BWDC) and beyond that rural lands. To the west the Flood Control Channel merges with the West Davignon Creek beyond which are more rural lands. To the south are a number of properties with existing industrial and commercial uses interspersed with some apparently vacant lands. To the east and south east is an existing residential neighbourhood known as the Broadview Gardens neighborhood.

The Subject Site property is currently vacant and contains mostly scrub and early successional vegetation. There is an existing drainage ditch along the east and south property lines that outlets to the West Davignon Creek at the south west corner of the Subject Property.

The 15.1 hectare development site is generally triangular in shape with a width (north-south) at the east property limit of approximately 470 metres and maximum depth (east-west) of approximately 410 meters, measured at a right angle to the width. The watercourse forms the third side of the rough triangle.

Adjacent to and generally parallel with the watercourse is an easement which contains an Enbridge gas pipeline. The pipeline easement is fully contained within the proposed Open Space block along the creek. Enbridge has advised that this pipeline should have a 20 m physical setback from the pipeline itself to any residential occupied building. At this time, the locates that have been obtained, only identify a the pipeline location in a few specific locations. Due to the curved nature of the watercourse and pipeline easement, we are unsure of the exact pipeline location between these surveyed locations at this time. This will be reviewed in more detail as the application progresses through the review process.

There is very little elevation difference across the Subject Site, which slopes from an approximate elevation of 209 m above sea level along the north west limit to 201 m above sea level at the south east corner.

## 2.0 NEIGHBOURHOOD CONTEXT

Immediately east of the Subject Property is the Broadview Gardens neighbourhood consisting primarily of single detached and semi-detached dwellings, with associated non-residential uses and open spaces.

The pattern of public streets is generally rectangular and grid-like, however, there are a number of streets that diverge from the grid layout on a 45 degree angle.

Lot depths, widths and sizes also vary substantially throughout the adjacent neighbourhood. The majority of these lots have depths in the 30 to 40 metre range, but there are a few that are approximately 80 metres in

depth. The widest single detached lots are approximately 20 metres wide, and the narrowest semi-detached lots are close to 9 metres in width.

There is a similar range in built form style and appearance. Based on a casual neighbourhood survey, informed by in person neighbourhood tours and a Google Streetview desktop review, it appears all dwellings are generally traditional in design, with peaked roofs. Although there is a wide variety of materials and colours used throughout the neighbourhood, some of which trend toward a contemporary colour palette, while others are more traditional brick and siding.

It appears that the majority of the dwellings are single storey bungalows and raised bungalows. Two storey dwelling types appear to be mostly confined to the semi-detached dwellings in the neighbourhood.

### 3.0 DEVELOPMENT CONCEPT

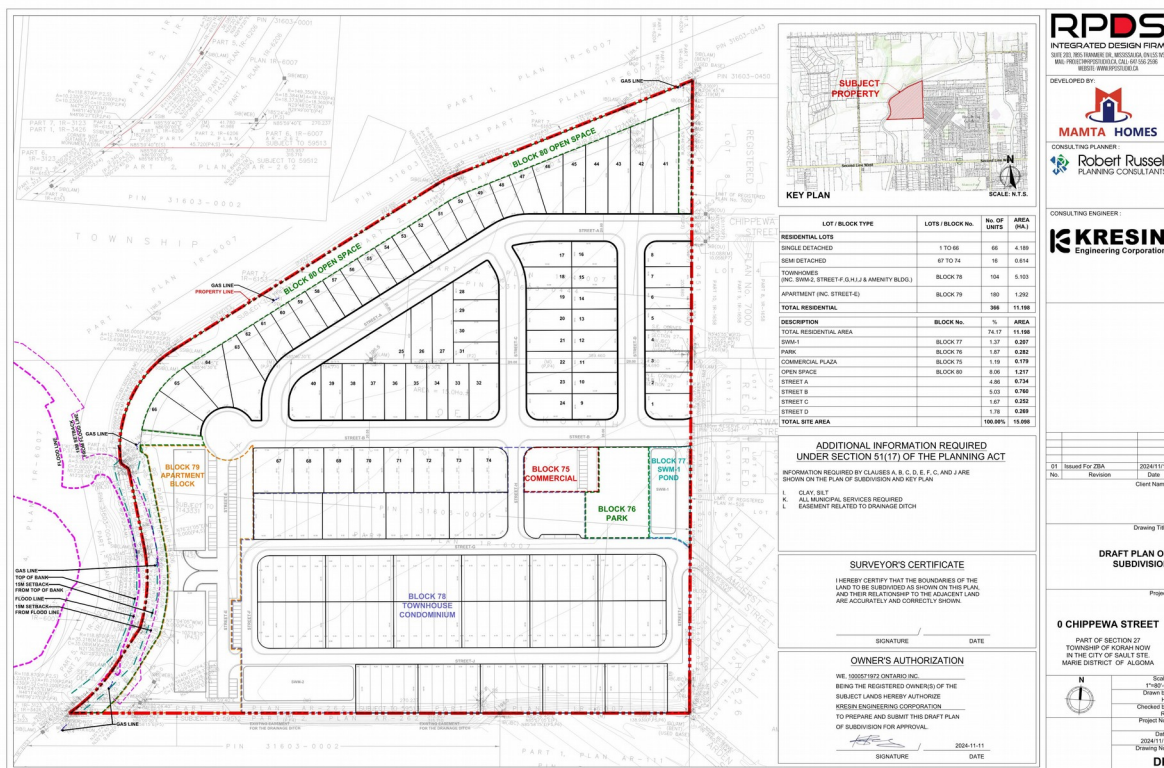


Figure 1: Draft Plan of Subdivision

Mamta Homes proposes to develop the large subject site in phases, with a variety of units types and tenures. The conceptual development plan as shown in Figure 1: Draft Plan of Subdivision includes an area at the north creating extensions of Chippewa Street and Atwater Street, which will be developed as a typical Plan of Subdivision and proposes the construction of public roads, a municipal stormwater

management pond, a small commercial block and a public park. This area is labeled as Parcel A on the conceptual development plan and includes 66 single detached homes and 16 semi-detached homes.

Parcel B is located directly south of Parcel A, but does not extend all the way to the west boundary. Parcel B is proposed to develop as a common element condominium with 104 freehold townhouses that will be Parcels of Tied Land (PoTLs) associated with the Common Element Condominium Corporation. The Common Element Condominium will also include an amenity building that will function as a community centre for the Condominium residents. Access to the Common Element Condominium will be from Amherst Street and the future public roads that will be constructed as part of the Parcel A Plan of Subdivision.

Parcel C is a smaller block at the south west corner of the Subject Site and is proposed to contain 2 apartment buildings of 5 storeys each. A total of 180 apartment units are proposed. Apartment building parking will be provided partially underground and partially at grade. The apartment buildings will be Standard Condominiums. Access to the apartment site will be from the future public roads to be constructed as part of the Parcel A Plan of Subdivision.

The ultimate tenure of all townhouse and apartment units has not been finalized and there may be an opportunity for purpose built rental units. Given the large size and complex arrangement, the final phasing and ownership strategy are subject to change based on market conditions. Should the condominium strategy or development concept change, additional Planning Act applications may be required to facilitate the revisions. This decision will be based on market conditions close to the time the units are marketed for sale.

The site will be accessed from the terminus of the existing municipal roads in Broadview Gardens to the east. However, the angle and configuration of Arden Street may be difficult to access and it ultimately may prove to not be suitable.

## 4.0 PLANNING POLICY

### 4.1 PROVINCIAL PLANNING STATEMENT 2024

The Province of Ontario released a new Provincial Planning Statement intended with updated policies, including some that were previously contained within the Growth Plan for the Greater Golden Horseshoe. The general intent of these policies appears generally consistent with the previous 2020 version of the Provincial Policy Statement, and should be familiar to the City of Sault Ste. Marie, however, the newly included policies that were once part of the Growth Plan would be novel to the City. The new 2024 Provincial Planning Statement is to apply to all land use planning decisions after October 20, 2024.

Several policies in the PPS support the proposed development.

- “2.1.6 Planning authorities should support the achievement of complete communities by:*
- a) accommodating an appropriate range and mix of land uses, housing options, ...recreation, parks and open space, and other uses to meet long-term needs;...”*

- “2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:...*
- b) permitting and facilitating:*
    - 1. all housing options required to meet the social, health, economic and well being requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities;*
  - c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and*
  - d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.”*

The current vision is for an inclusive development that can accommodate any age demographic, or persons of varying physical ability level. The range of units proposed will provide a broad mix of residential types, affordability and tenure. The apartment and condominium units will reduce the property maintenance burden for individuals who are unable to undertake the work themselves. When compared with the current uses on the property the proposed development provides a more efficient use of land, and maximizes the efficiency of the existing services. The proposed development could provide a location for local older persons within the City of Sault Ste. Marie to age in place and maintain ties and social integration with the community in which they are part of. There are existing bus routes within a 5 minute walk of the Subject Property, and it is anticipated that transit routes could be extended in the future onto the Subject Property.

*“2.3.1.1 Settlement areas shall be the focus of growth and development....”*

The proposed development is within a settlement area in accordance with the above policy.

*“2.3.1.2 Land use patterns within settlement areas should be based on densities and a mix of land uses which:*

- a) efficiently use land and resources;*
- b) optimize existing and planned infrastructure and public service facilities;*
- c) support active transportation;*
- d) are transit-supportive, as appropriate;...”*

The proposed density of the townhouses and apartment makes for a more efficient use of land than the surrounding single detached dwellings. Services are already in place and available at the east property line at the terminus of the existing streets within the Broadview Gardens neighbourhood. The property is within the designated growth area. An internal sidewalk network is provided with external connections to support active transportation. Sault Ste. Marie provides public bus transportation within the City with the Steelton R7 route extending into the Broadview Gardens neighbourhood. The additional density provided by the proposed development, as compared with the surrounding neighbourhood of predominantly single detached houses, would improve the efficiency of the existing transit route and any future transit expansion.

*“2.9.1 Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:*

- a) support the achievement of compact, transit-supportive, and complete communities;...”*

c) *support energy conservation and efficiency...*

The proposed development includes a range of densities, include higher density residential building types that will provide a compact and transit supportive community. The inclusion of neighbourhood commercial uses, parkland and open space will contribute to a complete community in accordance with the above.

*“3.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety....”*

As described in the Municipal Servicing Report prepared by Kresin Engineering Corporation the proposed Plan of Subdivision will be connected to the existing municipal sewer and water services in accordance with this policy.

*“3.6.8 Planning for stormwater management shall:*

- a) be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle;*
- b) minimize, or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads;*
- c) minimize erosion and changes in water balance including through the use of green infrastructure;*
- d) mitigate risks to human health, safety, property and the environment;*
- e) maximize the extent and function of vegetative and pervious surfaces;*
- f) promote best practices, including stormwater attenuation...”*

As described in the Municipal Servicing Report prepared by Kresin Engineering Corporation the proposed Plan of Subdivision there are 2 dry stormwater management ponds proposed within the Plan of Subdivision, which will provide the necessary stormwater control in accordance with the policies above and City of Sault Ste. Marie design criteria. Low Impact Design opportunities can be considered at the time of detailed design. A substantial vegetative buffer will be provided coincident with the Enbridge pipeline easement that will provide further benefit to the stormwater management design.

*“4.1.8 Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 4.1.4, 4.1.5, and 4.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.”*

Greenstone Environmental Engineering has prepared an Environmental Impact Study for the proposed development that has identified fish habitat as the sole natural heritage feature present on or within proximity of the Subject Property. As further detailed in the EIS, the potential fish habitat will be sufficiently protected by the following features:

- vegetative buffer adjacent to the watercourse (Enbridge pipeline easement);
- grading and drainage design that directs surface flows away from the watercourse; and,
- stormwater management design that provides enhanced water quality controls.

*5.2.2 Development shall generally be directed to areas outside of:*

- b) *hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards;...*

5.2.3 *Development and site alteration shall not be permitted within:*

- c) *areas that would be rendered inaccessible to people and vehicles during times of flooding hazards...*

The floodplain related to the BWDC is shown on the Draft Plan of Subdivision. The proposed development will be located outside of this floodplain in accordance with the above policies.

Given the above examples, and a review of the remaining policies within Chapters 2, 3, 4, 5 and 6 of the 2024 PPS, we are of the opinion that the proposed development is consistent with the policies related to Building Homes, Sustaining Strong and Competitive Communities, Infrastructure and Facilities, Wise Use and Management of Resources and Protecting Public Health and Safety.

#### **4.2 CITY OF SAULT STE. MARIE OFFICIAL PLAN**

The City of Sault Ste. Marie Official Plan was adopted by City Council on April 22, 1996 and was subsequently approved by the Province September 17, 1996. The amended and consolidated version of the plan dated May 30, 2003 and available on the City's website was utilized in the analysis below.

Schedule B – Hazards, identifies the extent of the Sault Ste. Marie Region Conservation Authority regulated area along the Bennet-West Davignon Creek Flood Control Channel to the north and west, and along the existing ditch on the east and south property lines. This schedule also indicates that the Subject Property contains Lacustrine Clay soils.

Schedule C – Land Use (4.1) designates the Subject Property as Residential and shows the Existing Urban Settlement Area boundary along the north and west limits of the Property.

The following goals and policies in the City of Sault Ste. Marie Official Plan apply to the subject site:

##### *Part IV – Social Development*

- “LR.6 Inequalities of access within the parks system should be eliminated. The open space system should be integrated for linear recreational opportunities.*
- LR.7 The Neighbourhood Parks System shall be reviewed to best service the communities changing population...*
- LR.9 Joint utilization of municipally and other publicly owned open space shall be encouraged.”*

The conceptual Plan of Subdivision includes a block for a new public park to provide open space recreation opportunities for the existing residents of the adjacent Broadview Gardens community and the future resident's of this proposed development in accordance with the above policies. A linear trail system is proposed within the buffer to the Bennet-West Davignon Creek Flood Control Channel and the proposed public park is located beside the stormwater management pond, which can provide additional options for walking paths and trails. A community centre is proposed to provide indoor amenity space for residents of the condominium blocks.



The following policies were included in OPA 248 which was approved subsequent to the date of the Official Plan consolidation that is used for the rest of this Planning Report. OPA 248 policies are discussed immediately below and replace Part IV – Section 2.5 of the Official Plan.

Affordable housing is defined as:

- “a. In case of ownership housing, the least expensive of:
  - i. Housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or,*
  - ii. Housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.**
- b. In case of rental housing, the least expensive of:
  - i. A unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or,*
  - ii. A unit for which the rent is at or below the average market rent of a unit in the regional market area.**
- c. Low and moderate income households:
  - i. In the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the regional market area; or*
  - ii. In the case of rental housing, households with incomes in the lowest 60 percent of the income distribution for renter households for the regional market area.”**

*“With the overall goal of encouraging and supporting the creation of additional affordable housing units, the City shall ensure that a minimum of 30% of all dwelling units throughout the community are affordable by...*

- b) Supporting a mixture of housing types, including infill development, residential intensification and higher residential densities.*
- c) Supporting increased zoning flexibility, to permit a wider variety of dwelling units in more zones, including the creation of Additional Dwelling Units and up to 4 dwelling units on urban residential lots, subject to zoning provisions.*
- d) Supporting innovative housing design, such as smaller units (tiny homes) and alternative development standards such as reduced lot frontages, setbacks and parking requirements....*
- g) Prioritizing the review and processing of development proposals that include affordable dwelling units....*
- j) Giving preference to locating large-scale new residential developments with affordable units within safe walkable distance of amenities such as public transit, grocery stores, parks and other public services.”*

A mix of housing types is proposed within this singular project, with a minimum of 4 different housing types including higher residential density uses. The Owner intended to market a variety of unit sizes catering to a wide range of residents with different housing needs. Smaller units with a single storey may appeal to those residents with mobility issues who want to limit or avoid stairs. Condominium units will appeal to those who do not want to, or are unable to, undertake their own exterior maintenance. It is anticipated that the smaller units would appeal to those looking for affordable housing, however, prices have not yet been established and it cannot be confirmed if any of the units will meet the definition of affordable housing at this time. Although the Subject Property is on the periphery of the settlement area of Sault Ste. Marie, the following

community amenities are located within approximately 5 -7 minutes at an average walking pace (1 km or less) of the Site:

- Holy Family Catholic School
- Korah Collegiate and Vocational School
- Northern Community Centre

A slightly longer walk would provide access to convenience retail, financial institutions and restaurants and various commercial businesses along Second Line West. The closest grocery store appears to be a 20 minutes walk (approximately 3 km) from the Subject Property. Please note that the distances noted above are based on walking or driving distance along public roads, and not the straight line, proximity, distance.

#### *Part V – Physical Development – Natural Environment*

Section 1 provides a list of goals related to the physical development of Sault Ste. Marie and includes the following relevant matters:

- *To Maximize the environmental, social and economic benefits derived from protecting, maintaining, enhancing and developing natural environmental features and resources*
- *To maintain, or where necessary, to develop corridors or linkages between natural environmental features to maintain or enhance the natural habitat of the municipality.*
- *To require where appropriate an Environmental Impact Study (EIS) for proposed development.*

The proposed development will, in part, assist the City of Sault Ste. Marie in meeting these stated goals. The existing Bennet-West Davignon Creek Flood Control Channel and West Davignon Creek will be maintained with the required floodplain and buffer. Linear features, such as watercourses inclusive of their buffers and setbacks can provide a valuable linkage between other natural areas, in addition to providing habitat within the linear linkage itself.

An EIS prepared by Greenstone Environmental Engineering dated July 11, 2024 is provided as part of this submission.

The Natural Heritage Feature policies in Section 3.2 reference the Technical Background report to classify the Natural Heritage Features within Sault Ste. Marie as either Category 1 or Category 2. City of Sault Ste. Marie staff have indicated that the Technical Background Report is no longer available for review, and indicated that regardless of whether the Natural Heritage Feature is considered to be Category 1 or 2, the EIS will need to review matters related to fish habitat. The Greenstone EIS meets this requirement.

*“H.2 Development applications within Category 2 Natural Features or Areas, or adjacent to a natural heritage feature or area may require an Environmental Impact Study (EIS). The municipality shall maintain an inventory of these features and areas.*

*H.3 If an Environmental Impact Study (EIS) concludes that the overall impact upon the natural heritage feature or area, or ecological function is negative (IE. detrimental), the development application shall not be approved.”*

The Greenstone EIS has reviewed the potential impact of the proposed development on the following identified features:

- The Bennett – West Davignon Diversion Channel located north and west of the Subject Property,
- The municipal drainage ditch located south and southeast of the Subject Property,
- The West Davignon Creek west of the Bennett – West Davignon Diversion Channel, and
- The tributary that flows south into the Bennett – West Davignon Diversion Channel located north of the Subject Property.

All of the above features are classified as coldwater aquatic and fisheries habitat. To protect the ecological function of these watercourses, a number of mitigation measures are proposed in the EIS, including the following:

- Provide a 15 m vegetated buffer setback to the top of bank of the Bennet-West Davignon Diversion Channel.
- Consideration should be given to incorporating native grasses, forbs and shrubs
- Design SWM measures to prevent impacts to the creeks.
- Minimum impervious areas within 50 m of the creeks

Additional measures are provided in the EIS including measures to mitigate construction impacts. For additional details please refer to Sections 7 and 8 of the Greenstone EIS.

*“CL.1 The development of a domestic sewage system shall not take place in areas of clay soils unless all of the guidelines of the Ministry of Environment and Energy and Algoma Health Unit are met and the approval of the Algoma Health Unit is obtained.”*

The proposed development will be serviced by an extension of the municipal sanitary sewer system and will not include domestic sewage systems in accordance with the above policy.

Section 3.6 indicates that all waterbodies and watercourses in Sault Ste. Marie are considered to be fish habitat and categorized into Type 1, 2 or 3 in the Technical Background Report. City of Sault Ste. Marie staff have indicated that the Technical Background Report is no longer available for review, and indicated that regardless of whether the watercourse is categorized as Type 1, 2, or 3, the EIS will need to review matters related to fish habitat. The Greenstone EIS meets this requirement.

- “FI.1 To protect all fish habitat from harmful disruption, alteration or destruction by not permitting development which could result in damage to these areas...”*
- FI.3 To ensure that public access to fishery resource areas is provided or maintained given that the area is suited to human activity...”*
- FI.5 All fish habitat, excluding areas identified as Type 1, is classified as Type 2 or 3. Applications for development in or adjacent to these areas, or adjacent to Type 1 Areas, may be approved by Council, if accompanied by an Environmental Impact Statement (EIS).  
The EIS may determine:*
- 1. that the habitat or a portion thereof is Type 1 and subject to policy F1.4 above, or*
  - 2. the conditions under which development may take place.*
- FI.6 A separate zoning provision shall be used in the Comprehensive Zoning By-law to identify a vegetative buffer adjacent to fish habitat.*
- FI.7 Minor adjustments to expand or reduce the limits of the zoning buffer boundaries may be agreed upon by Council or Committee of Adjustment at the time of consideration of adjacent development proposal. Such minor refinements would not necessitate an amendment to this Plan.”*

No development is proposed within the area of fish habitat. The EIS prepared by Greenstone has provided a series of recommendations for design and construction that will ensure the protection of the fish habitat in accordance with Policies FI.1 and FI.5 of the Official Plan. It is anticipated that the buffer adjacent to the Bennet-West Davignon Diversion Channel will contain a public trail system and allows for public access to the fishery resource in accordance with the above policies. The recommended buffer is proposed to be placed in an Environmental Management zone as per the requirements of FI.6 of the Official Plan.

### *Part VI – Physical Development – Built Environment*

Section 1 of Part VI includes a number of goals for the built environment and includes the following relevant statements:

- *To develop the physical form of the community to be environmentally sustainable, functionally efficient and aesthetically pleasing.*
- *To plan for the needs of a stable population and its working, living and recreational activities.*
- *To develop flexible and adaptable land use plans and development procedures that respond rapidly to development opportunities.*



*Figure 2: Conceptual Semi-Detached Units*

Environmental sustainability, as a concept, consists of a wide range of factors throughout the design, construction and end user operation of a development project. Future Site Plan applications for the condominium blocks will advance the sustainability discussion for those portions of the development. During the Zoning Amendment and Plan of Subdivision application processes, high level sustainability matters can be reviewed. The proposed subdivision includes a grid based street layout that would allow for an efficient use of land, and efficient municipal infrastructure design. Aesthetically pleasing conceptual renderings of the future built form are provided in Figure 2: Conceptual Semi-Detached Units and Figure 3: Conceptual Apartment.



*Figure 3: Conceptual Apartment*

The proposed development will provide additional housing options, and additional recreation opportunities.

*“D.1 The physical form of the community shall be friendly and accessible to all users and development shall respect and reinforce the human scale. New development should be designed to integrate with the existing urban fabric.*

*Development or redevelopment should replicate and/or respond to existing colour, texture, scale, and massing in order to harmonize with the existing streetscape rhythm and the relationship of uses.”*

Public sidewalks are proposed on both sides of all public roads within the Draft Plan of Subdivision. The public sidewalks will reinforce the human scale by providing public space dedicated to pedestrians throughout the development. The existing urban fabric created by the road and block layout of the adjacent Broadview Gardens community will continue, and extend into the proposed development. Conceptual renderings show the proposed built form of the development, these attempt to respect the built form character of the existing neighbourhood, however, the existing neighbourhood has a wide range of building styles and materials without a coherent theme. The architectural style of the proposed development will be further refined through the detailed design phase of the Plan of Subdivision and at the time the application for Site Plan approval is prepared.

*“D.3 The maintenance and/or reinforcement of all natural features such as river and creek valleys, ravines, wooded areas, parkland and heritage landscapes located within or next to development sites shall be encouraged.”*

As noted previously in this report, the Bennet-West Davignon Diversion Channel and West Davignon Creek will be maintained, through the proposed setbacks and mitigation measures recommended in the EIS by Greenstone.

*“D.4 Views and vistas of built and natural features...shall be preserved and enhanced.”*

The proposed walking trail within the setback buffer to the Bennet-West Davignon Diversion Channel will provide views of the creek and the naturalized rural area to the west and north of the Proposed Development. The proposed public park will have positive street frontage, providing a public view into the future recreation and open space. Placing the proposed SWM pond adjacent to the proposed park will provide additional opportunities for views of the quasi-natural and built features in these two blocks.

*“D.7 ...Front yard landscaping and landscaped buffers should be provided to separate and visually screen parking areas from the street and abutting properties.”*

The site layout for the proposed Commercial Block 75 and the proposed Apartment Block 79 shows the parking areas in the side yards rather than in the front yards of these blocks. A landscape plan will be prepared at the time of Site Plan application to further demonstrate how these parking areas will be screening from the street and abutting properties.

*“D.9 Pedestrian and cycling access to parks, bus stops and schools shall be encouraged.”*

The proposed park has frontage on a public road with a sidewalk directly abutting it. The proposed park also has frontage on a proposed private condominium road, opposite the public road frontage. The dual frontage of the park provides an elevated level of public access for the future residents of the Proposed Development and the existing residents in the adjacent community. There is existing bus service within the adjacent community to the east, access to this route would be available along Chippewa and Atwater Streets.

*“D.10 All uses should provide sufficient parking on site except where alternatives are provided for in the downtown.”*

All proposed lots and blocks will provide parking at a rate that meets and may exceed the current Zoning By-law requirements. Most of the single detached lots will have sufficient width to accommodate a double

car garage with a driveway that would also accommodate 2 cars side by side. The ultimate number of parking spaces that are provided will be refined during detailed design of each component of the Proposed Development.

*“D.11 ‘Winter City’ design principles which acknowledge the climate of the community shall be considered.”*

There are a number of resources available for guiding the design of winter cities. The following discussion is based mostly on a review of materials produced by, or other articles that were curated by, The Winter Cities Institute.

A key goal of Winter City design is to encourage people to have access to and enjoy the outdoors during the winter months. In order to do, certain climatic factors must be mitigated to maintain safety and comfort outside. Some of these design strategies relate to building design and configuration and can be addressed at the detailed design phase for the Proposed Development. The Winter City design principles that have been considered in the Proposed Development include the following:

- Wind
  - The orientation of the proposed apartment buildings will create a partial wind block from prevailing westerly winds making the area immediately east of the buildings most hospitable in the winter. The parking areas and primary building entrances will be located on the lee side of the buildings.
  - The proposed commercial plaza and condominium amenity building will also provide some measure of wind reduction for the public park.
- Snow
  - Snow storage areas are provided adjacent to the proposed public stormwater pond and within the condominium blocks.
  - Underground parking at the apartment will eliminate the time and effort needed to clear snow from vehicles. This has safety benefits as windshields will be warm enough to resist freezing, and energy reduction benefits from reduced idling.
- Density
  - Higher densities and the proximity of essential businesses will result in shorter walking distances, and encourage active transportation in the winter months.
- Energy
  - The energy requirements to heat a single detached dwelling in the winter are substantially more than the energy requirements to heat a townhouse or apartment due to the greater heat loss from having 4 walls exposed to the exterior. As half of the proposed units in Development are apartment units, the total heating requirements for the Proposed Development are much less than a similar development consisting only of single or semi-detached dwellings.
  - The modified grid street system will minimize, as much as possible, travel distances for vehicles and pedestrians, reducing transportation related energy expenditure.

Additional Winter City principles that can be considered at the time of detailed design would include:

- Using balconies, irregular facades and stepping back upper storeys of the apartment building to reduce wind speeds and deflect the wind away from the ground amenity area on the windward side of the buildings.
- Steeper roof pitches on ground oriented dwellings to reduce snow loads.

- Warm colours, lighting and landscaping can offset darkness during winter.
- Heated pedestrian walkways and ramps for the apartment building and commercial plaza.
- Providing dedicated and convenient vehicle block heater plugs for all units.

*“E.1 The use of energy efficient development standards shall be encourage in all new development.”*

Energy efficient strategies are still under consideration for the Proposed Development. The ultimate list of which strategies will be incorporated will be confirmed at the time of detailed design.

*“E.4 Alternative transportation and energy efficient forms of transportation such as public transit, cycling and walking shall be supported.”*

As noted previously in this report, there is an existing bus route within a 3 minute walk of the Proposed Development and all public roads will include sidewalks on both sides to encourage walking and transit usage. Furthermore, the additional population of future residents within the Proposed Development will improve the viability of the existing transit service and potentially support future expansions.

*“R.1 A mixture of housing types and diversity of ownership and tenure forms shall be encouraged in new development.”*

The Proposed Development consists of single detached dwellings, semi-detached dwellings, townhouses and apartment units, which are a wide range of housing types. The single detached and semi-detached dwelling will be freehold, fee simple, ownership.

The tenure of the townhouses has yet to be confirmed, these could be freehold Parcels of Tied Land (PoTLs) associated with a common element condominium, or they could be advanced as a standard condominium. Consideration is also being given to establishing purpose built rental units as part of the townhouse block.

Various options are also being considered for the apartment block. One such option being considered is that one building may be entirely condominium ownership and the other purpose built rental.

*“R.2 Low and high density development should be integrated and compatible in density, height and building setbacks. Generally, high density development shall be restricted to major arterial streets and areas abutting the downtown core.”*

It is appropriate to locate high density apartment uses on the Subject Property as the location of the high density apartments at the south west corner of the Property, with the townhouses interceding as a transitional buffer to the existing residential area will avoid any negative impacts of the apartment buildings on the existing neighborhood. Public Transit will be available to the apartment residents through the adjacent neighbourhood which is already serviced by Public Transit. The proposed commercial plaza within the Proposed Development will serve the future residents of the Proposed Development. As such, although the Subject Property is not on an arterial street or near the downtown core, many of the benefits of those locations already exist in the surrounding community or are being replicated in the Proposed Development.

*“R.7 ...Commercial development of less than 200 sq.m may be permitted on lands designated Residential without an Official Plan amendment.”*



An Official Plan Amendment is being submitted to permit the proposed 390 m<sup>2</sup> commercial plaza.

*“C.17 Commercial activities which are not located in the Downtown or Great Northern Road – Trunk Road areas should be limited to those uses which are intended to serve the needs of the immediate neighbourhood.”*

The proposed Official Plan Amendment to permit the commercial plan will permit neighbourhood commercial uses only such as convenience and small scale commercial retail, personal service shops, financial institutions and restaurants.

*“C.18 Commercial uses of this nature should be grouped together in Neighbourhood malls or at the intersection of arterial streets.”*

The commercial plaza will function as a small neighborhood mall in accordance with the above policy.

*“P.4 Residential developments shall be required to provide 5% of the land for park purposes or cash in lieu of 5% where the City deems it appropriate. Non-residential developments shall be required to provide up to 2% of the lands for parkland or cash in lieu of parkland....”*

Total site area is 15.098 hectares, less the commercial plaza of 0.179 hectares provides a residential development area of 14.919 hectares. The residential parkland requirement of 5% equals a residential parkland area of 0.746 hectares.

The commercial plaza parkland requirement of 2% equals a parkland dedication amount of 0.0036 hectares.

The total parkland dedication amount required is 0.75 hectares. The proposed park on the Plan of Subdivision is 0.282 hectares, as such there would be a parkland deficit of 0.468 hectares.

*“P.6 Opportunities for integrated linear park systems at the Neighbourhood level should be developed wherever possible.”*

The 15 metre buffer to the Bennet-West Davignon Diversion Channel will include a pedestrian trail to function as a linear park system on the west and north perimeter of the Proposed Development in accordance with this policy. Consideration should be given to including this trail system as part of the parkland dedication given that it will provide an outdoor public recreation amenity and function as a linear park as per the above policy.

*“TR.2 Street Classification ...*

- 4. Local Streets ... are designed to facilitate the safe movement of traffic within a residential area. The design width of local streets is up to 20m. Individual access from abutting uses is permitted. Local streets shall be designed to discourage through traffic thus, preserving their usage as access to the abutting uses and enhancing safety.”*

The Proposed Development includes a mix of proposed public rights of way, and private roads within the future condominium blocks. The Plan of Subdivision shows that the public rights of way are 20 m in width, and provide direct access to every single detached and semi-detached lot proposed, along with access to

the park and commercial block. Given the location of the Subject Property at the periphery of the settlement area, and the adjacent industrial properties to the south, there are no external connections that would allow for through traffic.

*“TR.7 Alternative Modes of Transportation*

1. *Public Transit use shall be encouraged by the City. The needs of the transit system shall be considered in ... development approvals...”*
2. *Sidewalks and Walkways shall be used to separate pedestrian and vehicular traffic....These policies will be applied to new residential subdivisions when they are developed....*
4. *A Recreational Transportation System shall be developed by a comprehensive system of multi-use, shared trails throughout the City. The trail system will enhance recreational and economic opportunities. The system shall be considered as part of the development approval process for dedication of space, lands or right of ways....*
5. *Alternative Transportation Modes will be considered as part of the development approval process for large scale residential ... projects, and they may include provisions for bicycle storage facilities, locker rooms and shower facilities etc..”*

The Proposed Development will contribute to the ridership of the existing transit system in the City. Proposed public roads within the Plan of Subdivision will be connected to the existing road system and allow for the potential future expansion of a bus route into the Proposed Development.

Sidewalks are provided on both sides of the proposed public right of ways, and on one side of the private roads within the condominium blocks.

There is an opportunity for a trail system along the Bennet-West Davignon Diversion Channel buffer, that has the potential to be extended in both upstream and downstream directions as part of a comprehensive trail system. Discussion Paper #3 of the Soo Moves Active Transportation Master Plan has identified this trail location on Figure 24 – Candidate Cycling and Multi-Use Network, and labeled it as a Previously Proposed Off-Road Facility.

All ground oriented residential dwellings, including the single detached, semi-detached, and townhouses dwellings will have private garages with the opportunity for secure and weather protected bicycle storage. Through the detailed design process for the apartment buildings, it is anticipated that secure bicycle parking will be provided for residents and visitors. All dwelling units will have their own private shower facilities and as such, separate facilities specifically for cyclist would be redundant.

*“TR.8 In reviewing proposals for major development within the City, consideration of the potential impact on the safety, efficiency and volume of traffic on abutting streets shall be considered....”*

A Traffic Impact Study prepared by CIMA+ is provided in Appendix 6 of the Municipal Servicing Report prepared by Kresin Engineering Corporation. The key findings of that report include:

- There are suitable sightlines for the existing driveways on Amherst Street and the proposed connection to the future private condominium road will not present any safety concerns.
- Under full build out conditions, the Goulais Avenue and Second Line West intersection will experience long delays during both the AM and PM peak hours. However, adjusting the signal

timing would mitigate these delays and ensure that the intersection generally operates at an acceptable level of service. The exception being that during the PM peak hour, the westbound through-right turn lane, northbound through-right turn lane, and southbound left turn lanes will operate at level of service E, which is one grade below acceptable.

- A westbound auxiliary right turn lane could be considered to address the above noted PM peak hour delays, however, it is understood that the City is expected to complete a road diet on Goulais Avenue, and the reconfigured lanes will affect and likely improve the existing and future level of service of the Goulais Avenue and Second Line West intersection.

*“S.5 The impact of any new development on the natural and man made storm drainage systems shall be reviewed...”*

Two dry stormwater management ponds to provide stormwater quality and quantity treatment are proposed to service the Plan of Subdivision, including the condominium development blocks. A review of stormwater requirements and functional design of these facilities is included within the Municipal Servicing Report prepared by Kresin Engineering Corporation. Both ponds will outlet to the West Davignon Creek Channel.

*“S.6 New lots in the Urban Area shall be serviced by both municipal water and sewer.”*

Full municipal services are proposed for the Plan of Subdivision and condominium blocks. The Municipal Servicing Report prepared by Kresin Engineering Corporation include a preliminary design for the distribution and sizing of this infrastructure.

*“6.1 Approval of subdivisions assigned to City Council through the provisions of the Planning Act. Council shall evaluate applications for subdivision approval consistent with the objectives and policies of the Province and Official Plan.”*

This Planning Justification provides an analysis of the objective and policies relevant to the proposed Plan of Subdivision for use by City Council when considering the Planning Act applications.

### **3.4 SAULT STE. MARIE ZONING BY-LAW 2005-150**

The Sault Ste. Marie Zoning By-law 2005-150 was approved by Council October 2005. The May 2024 consolidation of the Zoning By-law was used in the below analysis.

Schedule A of the Sault Ste. Marie Zoning By-law zones the Subject Property primarily as Rural Area (RA) Zone. Along the east and south property limits there is a narrow strip that is zoned as Environmental Management (EM) Zone associated with the existing drainage ditch.

The RA zone will permit up to 2 dwellings per lot, but the building and use regulations require a minimum lot area of 0.8 hectares and minimum frontage of 45 metres, which would preclude the Proposed Development as shown on the Draft Plan of Subdivision. As such, a Zoning By-law Amendment will be required to facilitate the Proposed Development. Upon review of the various residential zone regulations, none currently appear permit 2 storey single detached dwellings with frontages of 15 metres. Most of the single detached lots in the Proposed Development are approximately 15 to 16 metres in frontage. However, there are a few wider or narrower lots at corners and in locations with irregular lot configurations. As such, site specific exceptions will be required to permit the development of the Plan of Subdivision. The parent zone category used for the site specific zoning was chosen based on the zone that would most closely match the

requirements of the Proposed Development and thus minimize the number of site specific exceptions. The Low Density Residential Zone (R3) is used for the Single and Semi-detached and the High Density Residential Zone (R5) is used as the basis for the Townhouse and Apartment dwellings.

Reduced minimum rear yards and front yards are proposed, primarily to be applied to the lots backing onto the Enbridge pipeline easement given that there is substantial open space behind these lots that will contribute to the low density residential character without the need for additional space within the lots themselves. The reduction to lot area and increase in coverage is also required primarily for the smallest of the lots that back onto the Enbridge pipeline, the rest of the lots in the Plan of Subdivision are likely to meet the minimum area and maximum coverage requirements.

Please find a zoning conformity analysis below, identifying those parameters that will necessitate a site specific exception. Grey shading in the tables denotes those site specific matters that differ from the by-law requirement for the parent R3 and R5 zones.

**Table 1: R3 Zoning Compliance**

<u>Parameter</u>	<u>R3 Required</u> (Based on 2 storeys)	<u>Provided</u>
Lot Area	460 m <sup>2</sup>	430 m <sup>2</sup>
Frontage	18 m	11 m
Front Yard	7.5 m	6 m
Exterior Side Yard	4.5 m	4.5 m
Interior Side Yard (one side)	1.8 m	1.5 m
Interior Side Yard (other side)	3 m	1.5 m
Rear Yard	10 m	6 m
Maximum Lot Coverage	40%	50%
Required Front Yard and Exterior Side Yard Landscaping	50%	50%

The apartment block and common element condominium townhouse block will be placed in a site specific R5 zone. Most of the site specific exceptions listed below are required for the apartment block given the narrow configuration and need to exclude the pipeline easement from the development block.

**Table 2: R5 Zoning Compliance**

<u>Parameter</u>	<u>R5 Required</u>	<u>Provided</u>
Frontage	30 m (exempt for condominium per Section 4.3.1)	35 m
Frontage (attached Residential Structures per 4.14.10)	8 m plus side yard setback	8m
Front Yard	7.5 m	6 m
Exterior Side Yard	7.5 m	2.5 m
Interior Side Yard (one side)	4.6 m	1.5 m

Parameter	R5 Required	Provided
Rear Yard	10 m	6 m
Maximum Lot Coverage	33%	50%
Required Front Yard and Exterior Side Yard Landscaping	50%	35%

The EM zone will permit development in accordance with the provisions of the abutting zone, upon determining the appropriate limits of the Natural Resource and Constraint Area in accordance with the provisions of Section 10 (Introduction), 10.2 and 10.3 of the Zoning By-law. Section 10.3 provides the criteria for lifting the holding zone to permit development. As discussed above, the feature that warrants review is the potential for fish habitat within the drainage ditch. This has been addressed in the EIS which has indicated that the current extent of the ditch and top of embankment will be sufficient to protect this feature, provided the grading and drainage design direct surface water away from the ditch.

Given the above examples, and rationale for the site specific zoning amendments which is primarily based on the unique constraints imposed by the site, natural hazards and the Enbridge pipeline, we are of the opinion that the proposed development will be in conformance with Zoning By-law 2005-150 upon implementation of the proposed Zoning By-law Amendment. Furthermore, the proposed Zoning By-law Amendment is consistent with the City of Sault Ste. Marie Official Plan and will facilitate the construction of a development that is compatible with the existing neighbourhood context.

## 4.0 SUMMARY

The proposed applications for a Zoning By-law Amendment and Plan of Subdivision to permit the development of a residential community consisting of single detached, semi-detached, common element townhouses and apartments, meets the policies and objectives of the Province of Ontario as expressed in the 2024 Provincial Planning Statement. The proposed applications also conform with the policies of the City of Sault Ste. Marie Official Plan by providing additional density in a location that is designated for development and can accommodate a measured increase to density without significant adverse impacts to the surrounding community.

It is my opinion that the proposed Zoning By-law Amendment and Plan of Subdivision represents good and sound planning and is appropriate for this property.

Yours Truly,

**ROBERT RUSSELL PLANNING CONSULTANTS INC.**



Rob Russell, MCIP, RPP  
President