

COUNTERPOINT
LAND DEVELOPMENT BY

DILLON
CONSULTING

LITTLE D HOLDINGS LIMITED

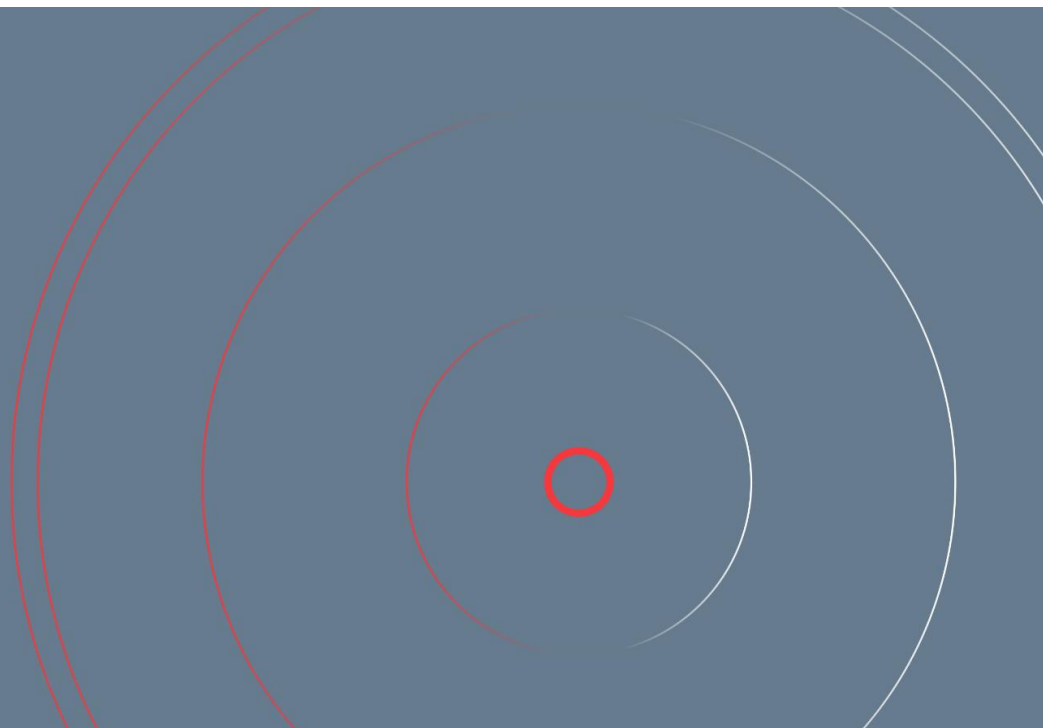
PLANNING JUSTIFICATION REPORT

0 Mulberry Drive

Zoning By-law Amendment

Project #: 19-9073

August 2026



EXECUTIVE SUMMARY

This Planning Justification Report ('PJR') has been prepared to support a Zoning By-law Amendment ('ZBA') application for the site municipally known as 0 Mulberry Drive (referred to as the 'Subject Site') on behalf of the applicant, Little D Holdings Limited (or 'applicant'). The requested ZBA would rezone the Subject Site from Agriculture (A) in the Sandwich South Zoning By-law 85-18 to a Residential District 3.1 Zone, in the City of Windsor Zoning By-law 8600.

A conceptual mixed-use development was previously proposed on the Subject Site. At the time, City staff did not believe that the proposed ground floor commercial use was appropriate. The applicant has revised the conceptual development to exclusively support 102 residential dwelling units across two (2) 4-storey multiple dwelling buildings, with 129 parking spaces, accessed by two (2) driveways off of Mulberry Drive, keeping with the recommendation of the City of Windsor staff.

This report demonstrates that the proposed rezoning of the Subject Site aligns with the Provincial Planning Statement (PPS) and conforms to the intent of the City of Windsor Official Plan and Zoning By-law 8600. The proposed development represents good planning, is well-suited for the site, and will not adversely affect surrounding residential and commercial uses. Therefore, it is our professional opinion that this application warrants the support of the City of Windsor Council.

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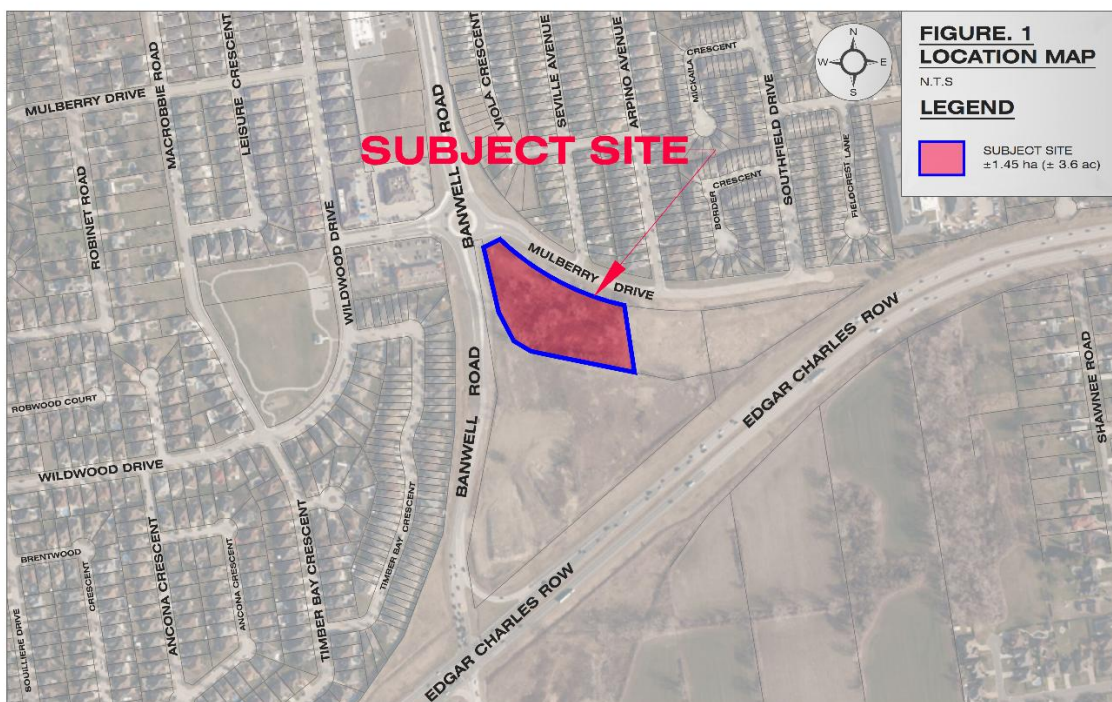
Appendix A – Provincial and City of Windsor Policies
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1.0 INTRODUCTION

1.1 PURPOSE

Dillon Consulting Limited (Dillon) has been retained by Little D Holdings Limited herein referred to as the 'Applicant', to assist in obtaining the necessary planning approvals associated with the proposed rezoning located at 0 Mulberry Drive, herein referred to as the Subject Site. The Subject Site is located within the City of Windsor and has been included on [Figure 1](#).

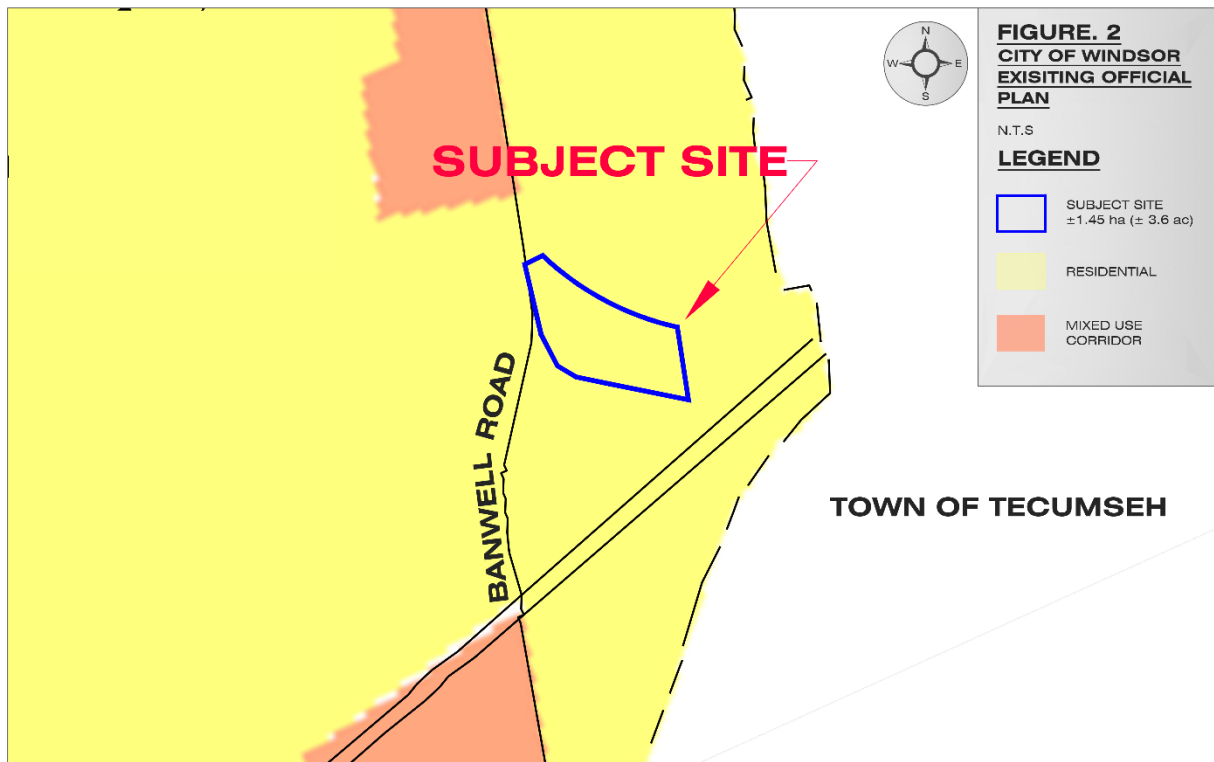
Figure 1 – Location Map



Source: County of Essex Online Mapping (2017), Prepared by Counterpoint Land Development by Dillon Consulting.

The Subject Site is designated as Residential on Schedule “D” of the City of Windsor Official Plan, as shown on [Figure 2](#).

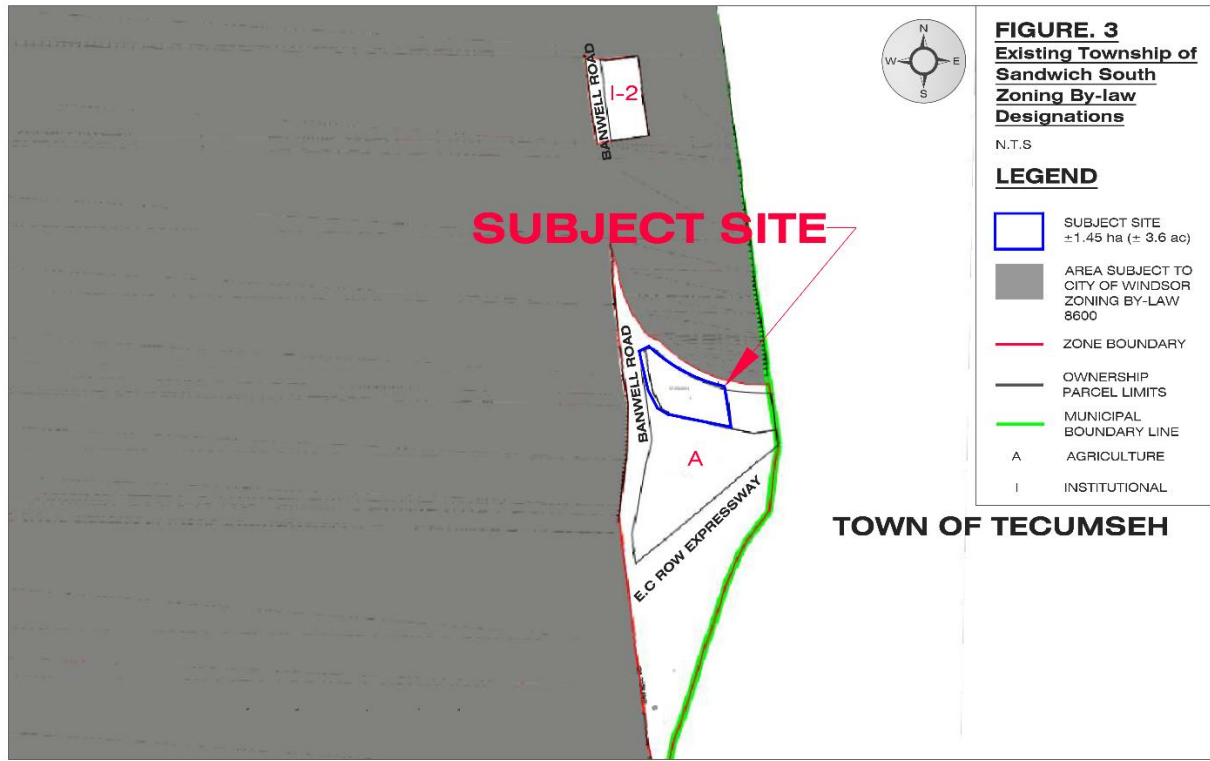
Figure 2 – Existing City of Windsor Official Plan Designations



Source: City of Windsor Official Plan, Schedule "D" Land Use, Prepared by Counterpoint Land Development by Dillon Consulting.

The Subject Site is zoned Agriculture (A) in the Township of Sandwich South Zoning By-law 85-18. This has been illustrated on **Figure 3**.

Figure 3 – Existing Township of Sandwich South Zoning By-law Designations



Source: City of Windsor Zoning By-law 8600, Prepared by Counterpoint Land Development by Dillon Consulting.

The original application submission proposed a mixed-use development on the Subject Site. Through discussions with the City, it was identified that the proposed ground floor commercial use was not appropriate for the site. In keeping with the City's recommendation, the Applicant has amended the application to seek a Zoning by-law Amendment to rezone the Subject Site from Agriculture (A) to Residential District 3.1 in the City of Windsor's Zoning By-law 8600. This rezoning will permit the proposed conceptual development.

1.2 DESCRIPTION OF SITE

The Subject Site is located at 0 Mulberry Drive, north of the E C Row Expressway and south of Mulberry Drive. (refer to **Figure 1 – Location Map**). These lands are legally described as Block 75, Parts 1 and 2 on Plan 12R-21334 in the City of Windsor.

1.2.1 Physical Attributes

The physical attributes of the Subject Site are as follows:

- A total site area of 1.47 hectares (3.63 acres);
- 121.63 m (398.72 feet) of frontage on Mulberry Drive;
- Irregularly shaped parcel;
- Historically vacant lands;

- No significant environmental areas or hazards; and
- Access to municipal services.

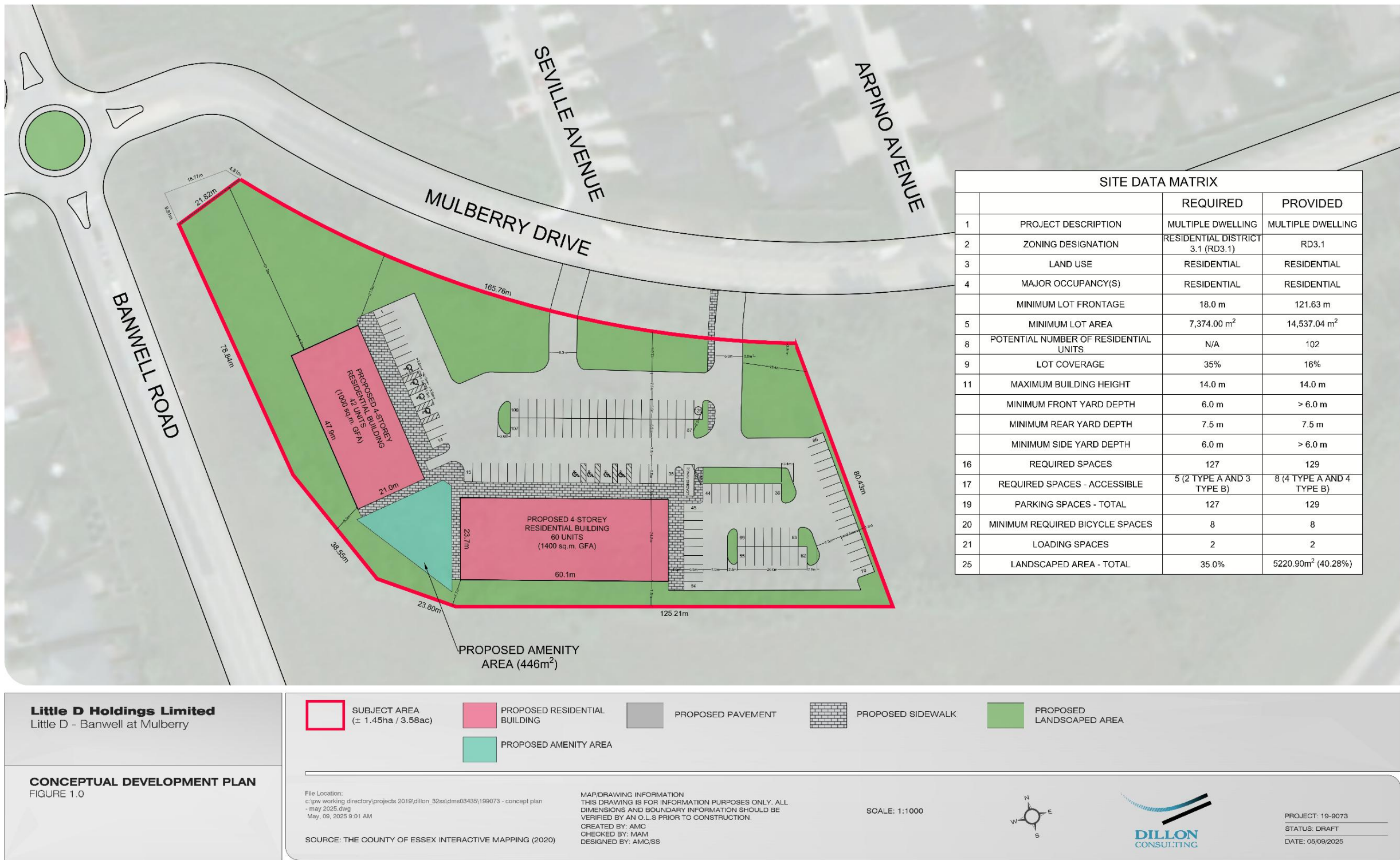
1.3 PROPOSED DEVELOPMENT

The proposed development includes the construction of two (2) 4-storey Multiple Dwelling buildings, containing a total of 102 units, supported by 129 parking spaces and two (2) access driveways proposed from Mulberry Drive.

1.4 PROPOSED APPLICATION

In 2002, the City of Windsor annexed lands from the Town of Tecumseh to make room for future development, keeping By-law 85-18 in place for those lands. The applicant is seeking to remove the Subject Site from By-law 85-18 and incorporate it into the City of Windsor's comprehensive Zoning By-law 8600, to allow for new housing types. In order to ensure that the proposed development is consistent with the City's Official Plan and Zoning By-law, a Zoning By-law Amendment (ZBA) is required to rezone the Subject Site from Agriculture (A) to Residential District 3.1 (RD3.1).

Figure 4 - Conceptual Development Plan



Source: County of Essex Online Mapping (2017), Prepared by Counterpoint Land Development by Dillon Consulting.

2.0 EXISTING LAND USE

The surrounding land uses are as shown in **Figure 5 – Surrounding Land Uses** and are described as follows:

North

- **Existing Uses:** Low rise residential neighbourhood, mid-rise residential (Southfield Green Apartments), high-rise residential (Tecumseh Terrace), parkland (Palmetto Park & Southfield Park), grocery store (Mercato Fresh & Metro);
- **Official Plan Designation(s):**
 - City of Windsor OP: Residential, Mixed-Use Corridor;
 - Town of Tecumseh OP: Residential, Main Street Mixed Use;
- **Zone(s):**
 - City of Windsor By-law 8600: Residential District 2.1 (RD2.1), Commercial District 2.1 (CD2.1), Green Districts 1.1 & 1.5 (GD 1.1 & GD1.5);
 - Sandwich South By-law 85-18: Institutional I-2 (I2), Agriculture (A);

East*

- **Existing Uses:** Low rise residential neighbourhood, long term care home (Brouillette Manor), E.C Row Expressway, and Town of Tecumseh Boundary;
- **Official Plan Designation(s):**
 - City of Windsor OP: Residential, and Mixed-Use Corridor;
 - Town of Tecumseh OP: Future Development, Residential & Community Facility;
 - Tecumseh Hamlet Secondary Plan: Low Density Residential;
- **Zone(s):** Sandwich South By-law 85-18: Agriculture (A), Residential Zone 1 (R1);

South*

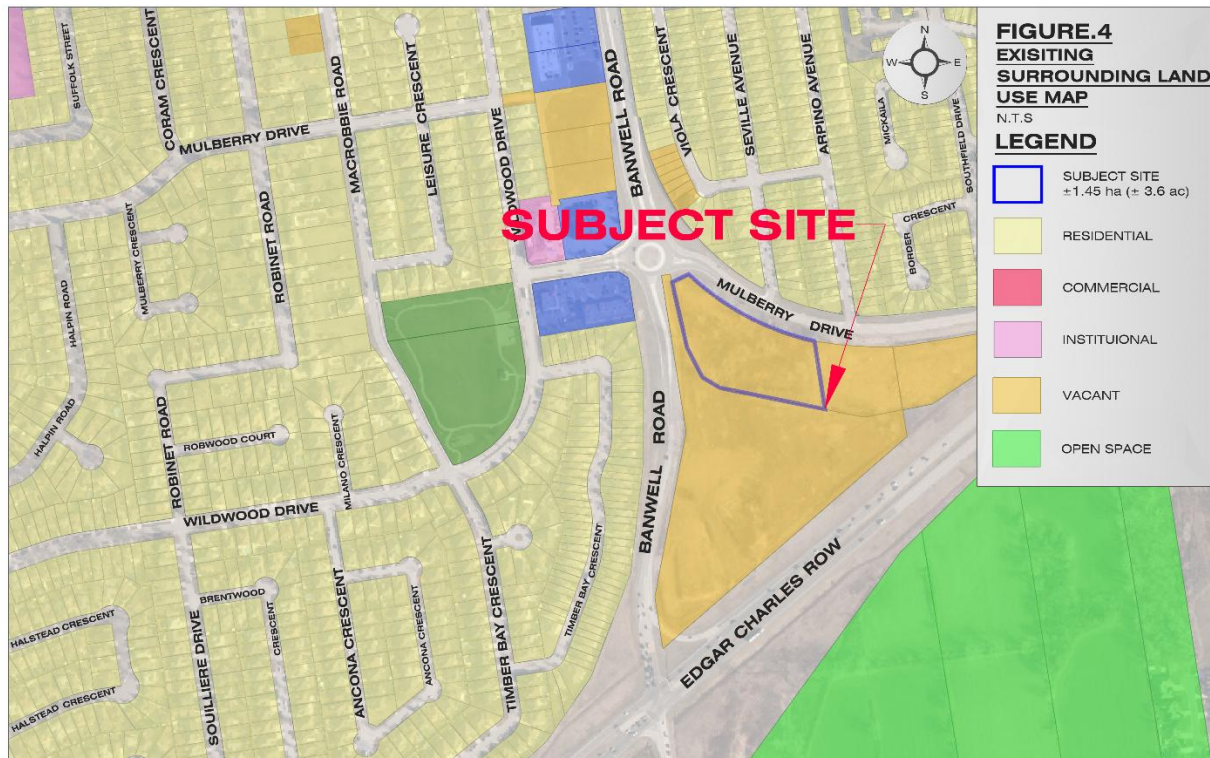
- **Existing Uses:** E.C. Row Expressway, Open Space, Agriculture, NextStar Energy Company and Town of Tecumseh Boundary;
- **Official Plan Designation(s):**
 - City of Windsor OP: Residential;
 - Town of Tecumseh OP: Future Development;
 - Tecumseh Hamlet Secondary Plan: Low Density Residential, Stormwater Management Pond, High density residential and Recreational;
- **Zone(s):** Sandwich South By-law 85-18: Agriculture (A), Residential Zone 1 (R1);

West

- **Existing Uses:** Semi-detached dwellings, townhomes, single-detached dwellings, and parkland (Wildwood Park);
- **Official Plan Designation(s):** Mixed Use Corridor and Residential; and
- **Zones(s):** Commercial District 1.1 (CD1.1), Residential District 2.4 (RD2.4), Green District 1.1 (GD1.1), and Residential District 1.1 (RD1.1).

**The Town of Tecumseh is located southeast of the Subject Site. The Tecumseh Hamlet Secondary Plan was adopted in January 2025 which abuts the site.*

Figure 5 – Surrounding Land Uses



Source: County of Essex Online Mapping (2023), Prepared by Counterpoint Land Development by Dillon Consulting.

3.0 BACKGROUND STUDIES

As identified through the Stage 1 Planning Consultation Letter (PC-067/24), dated July 5, 2024, and the Stage 2 Planning Consultation Letter (PC-096/25), dated November 5, 2025, the following supporting studies were required as part of the proposed Zoning By-law Amendment (ZBA) application submission package.

3.1 ENGAGEMENT SUMMARY REPORT

A hybrid Public Open House was held on April 15, 2025, and was attended by seven (7) individuals in person and one (1) virtually. The concept plan presented then featured two (2) four (4)-storey multiple dwelling buildings with 165 units and 207 parking spaces (1.25 sp/unit) under the RD3.3 Zone. Attendees were generally supportive of the Subject Site's residential use, though primary concerns were raised regarding existing traffic congestion and cut-through traffic in the surrounding area. In response to the residents' concerns, the applicant chose to scale down the proposed development, shifting the zoning request to an RD3.1 Zone, reducing the potential density to 102 units. The applicant believes that the revised density offers an appropriate transition between the existing residential neighbourhood to the north and the E.C. Row Expressway to the south. This updated approach respects the community's traffic-related feedback while complimenting the planned infrastructure improvements at the Banwell Road and E.C. Row Expressway interchange.

3.2 DETAILED NOISE STUDY

A detailed Noise Study, prepared by Dillon Consulting Limited in June 2026, evaluated transportation noise from Banwell Road and the E.C. Row Expressway, as well as stationary noise from nearby commercial and industrial facilities, including the NextStar Energy facility. The assessment concluded that stationary noise levels are expected to comply with the Ministry of Environment, Conservation and Parks (MECP) Class 1 limits. To mitigate transportation noise, the study recommends the installation of central air conditioning, the inclusion of a 'Type D' warning clause for all buildings, and the construction of a 3.0m tall acoustic barrier along the outdoor amenity area.

3.3 DETAILED TREE INVENTORY

A detailed Tree Inventory, completed by Dillon Consulting Limited in November 2024, catalogued 142 trees located on and immediately adjacent to the Subject Site. The inventory identified Eastern Cottonwood as the dominant tree species on the property, alongside others such as Manitoba Maple and American Elm. The applicant will attempt to preserve as many existing trees as possible.

3.4 SANITARY STORM OUTLET – EMAIL CORRESPONDENCE

Email correspondence from the City of Windsor, dated July 29, 2024, confirms that the proposed sanitary sewer outlet connection at Mulberry Drive was designed to accommodate the Subject Site and maintains adequate capacity to support the proposed development. Collectively, the background studies demonstrate that the Subject Site is suitable for the proposed residential intensification and support the proposed Zoning By-law Amendment (ZBA).

4.0 PLANNING EVALUATION

To determine the feasibility and appropriateness of the proposed rezoning, a comprehensive evaluation of the potential planning issues and impacts has been undertaken. The scope and level of detail of the planning evaluation has been based on:

- Provincial Planning Statement 2024;
- City of Windsor Official Plan policies and criteria;
- Town of Tecumseh Zoning By-law 85-18;
- City of Windsor Zoning By-Law 8600 regulations; and
- Visual inspections of the site and surrounding lands.

Recognizing that overlaps exist between the various policies and criteria in the Official Plan, the approach used attempts to consolidate the relevant policies and criteria and identify and evaluate the potential planning and land use related issues associated with the proposed mixed-use development.

4.1 PROVINCIAL PLANNING STATEMENT

The Provincial Planning Statement provides direction on matters of provincial interest related to land use planning and development providing for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environments. The PPS was updated on October 20, 2024. All decisions affecting planning matters shall be consistent with the updated Provincial Planning Statement (refer to [Appendix A – Provincial/Windsor Policies](#)). It is our professional opinion that the proposed development and rezoning are in keeping with the PPS.

4.2 CITY OF WINDSOR OFFICIAL PLAN

The local policy context is provided in the City of Windsor Official Plan (OP) which contains a holistic set of goals, objectives, and policies to manage and direct growth in the municipality.

The purpose of the Windsor OP is to guide:

- Where new development can locate;
- How existing and future neighbourhoods will be strengthened;
- How Windsor's environment will be enhanced;
- What municipal infrastructure, such as roads, watermains, sewers and parks, will be provided; and
- When and in what order Windsor will grow.

The Subject Site is currently designated as Residential in the Official Plan. The proposed rezoning conforms with the basic land use policies outlined in the OP (refer to [Appendix A – Provincial/Windsor Policies](#)).

4.3 CITY OF WINDSOR INTENSIFICATION GUIDELINES (2022)

In June 2022, the City of Windsor adopted the Intensification Guidelines to provide further policy direction regarding residential intensification and mixed-use development. The document provides a comprehensive

framework to guide development and encourage responsible infill development, optimize land use, and integrate new growth into existing neighbourhoods. Its focus is on promoting sustainable growth while preserving community character and enhancing livability. Key principles of the intensification strategy include:

- **Efficient Land Use:** Encouraging higher-density development within designated intensification areas to support public transit, infrastructure, and community services.
- **Context-Sensitive Design:** Ensuring new developments fit within the character of existing neighborhoods through appropriate scale, setbacks, and design elements.
- **Mixed-Use Development:** Promoting diverse land uses that create vibrant, walkable communities and reduce dependence on automobiles.
- **Connectivity and Mobility:** Enhancing pedestrian and cycling networks while supporting transit-oriented development.

The proposed development adheres to these intensification guidelines by promoting higher-density land use, enhancing connectivity, and fostering a dynamic urban environment. By aligning with the City's policies, the development contributes to Windsor's broader goal of sustainable and well-integrated urban growth.

4.4 CITY OF WINDSOR ZONING BY-LAW 8600

The Subject Site is currently zoned as Agriculture (A) under the City of Windsor's Sandwich South Zoning By-law 85-18, which does not permit residential uses. The proposed Zoning By-law Amendment (ZBA) seeks to remove the Subject Site from By-law 85-18 and incorporate it into the City of Windsor's comprehensive Zoning By-law 8600, to allow for a variety of new housing types. In order to ensure that the proposed development is consistent with the City's Zoning By-law, a Zoning By-law Amendment (ZBA) is required to rezone the Subject Site from Agriculture (A) to Residential District 3.1 (RD3.1).

4.5 TOWN OF TECUMSEH PLANNING

4.5.1 Town of Tecumseh Official Plan – Tecumseh Hamlet Secondary Plan

Adopted on January 28, 2025, the Tecumseh Hamlet Secondary Plan establishes a comprehensive master-planned framework to guide the sustainable development of the Tecumseh North Settlement Area into a vibrant, walkable, and complete community. To accommodate an ultimate projected growth of approximately 4,300 new residential units and 8,800 residents, the plan strategically distributes low, medium, and high-density residential areas alongside commercial nodes, while prioritizing a robust open space network that dedicates roughly 40% of the plan area to parks, trails, and natural heritage preservation. Supported by a Municipal Class Environmental Assessment (EA), the plan enforces a strictly synchronized development model where multi-density residential growth is seamlessly balanced with major infrastructure upgrades, including extensive water, wastewater, and integrated active transportation networks. The Subject Site is located directly northwest of and immediately abuts this master-planned boundary, positioning it at a crucial transitional interface between the City of Windsor and Tecumseh's future growth corridor. The proposed residential development directly benefits from and aligns with this

newly adopted framework by integrating into the area's planned transition of land-use densities and infrastructure expansions.

4.5.2 Town of Tecumseh Draft Zoning By-Law

The Town of Tecumseh is currently undertaking a project to replace three aging, pre-amalgamation zoning by-laws (from the former Town of Tecumseh, St. Clair Beach, and Sandwich South) with a single, consolidated Comprehensive Zoning By-law. The aim is to harmonize regulations across the municipality, modernize outdated standards, and ensure zoning conforms to the Town's 2021 Official Plan and current Provincial Planning Statement (PPS). Under this draft framework, the surrounding landscape features a planned transition of land-use designations, establishing medium-to-high density residential zones (R2 and R3) to the north, low-density housing (TR1 (h)) to the east, and a compatible mix of low-density residential (R1), high-density multi-residential (TR2), and open space (OS (h)) to the south. Together, these proposed zoning classifications surrounding the Subject Site form a neighborhood with infrastructure that supports diverse housing options while integrating natural open spaces. Council adoption of the final Zoning By-law is expected in 2026.

4.6 PLANNING ANALYSIS AND CONSIDERATIONS

The proposed rezoning of the Subject Site is consistent with the Provincial Planning Statement and the City of Windsor Official Plan policies by encouraging the future growth of the community, while providing an opportunity for a greater diversity of housing types in the area. The proposed rezoning is compatible with the surrounding land uses.

4.6.1 Site Suitability

The Subject Site is ideally suited for the proposed rezoning for the following reasons:

- The Subject Site is adjacent to existing residential uses ([Section 2.0](#));
- The surrounding road network is suitable to support an increase in density including Banwell Road (a Class II Arterial Road) and E.C. Row Expressway ([Section 4.6.3](#));
- Road improvements are currently underway on the surrounding road network to support an increase in use and traffic. ([Section 4.6.3.1](#));
- The site has access to existing municipal services ([Section 4.6.3](#)); and
- An increase in residential density will support the existing commercial uses in the surrounding area ([Section 2.0](#)).

Ultimately, this convergence of strategic connectivity, active infrastructure investment, and land-use compatibility demonstrates that the Subject Site is exceptionally well-equipped for the proposed intensification. The requested rezoning therefore represents a sound, efficient, and highly responsible approach to accommodating community growth.

4.6.2 Compatibility

The proposed medium-density development seamlessly integrates into the surrounding urban fabric as a natural extension of the area's diverse housing ecosystem, which currently ranges from low-rise neighborhoods in the West to high-rises in the North and planned southern high-density uses. Acting as a

strategic bridge between established Windsor and the newly adopted Tecumseh Hamlet Secondary Plan, the development respects existing neighborhood character while supporting master-planned future growth. Furthermore, it strongly aligns with local Mixed-Use Corridor designations by placing a supportive mass of residents within walking distance of nearby commercial amenities and parklands. Ultimately, the development introduces an appropriate level of density that bolsters local walkability and serves as an effective, natural built-form buffer between lower-density homes and the E.C. Row Expressway.

4.6.3 Mobility

There is an opportunity to use the existing street network with Mulberry Drive, which connects to Banwell Road (a Class II Arterial Road) and E.C Row Expressway to provide access to future development on the site. In addition to the existing street network, the Subject Site is connected to the Transit Windsor Network through a bus stop at Banwell at Mulberry, approximately 150 m from the site. It services the Lauzon 10 which circulates to Tecumseh Mall, Cora Greenwood, and Forest Glade, while providing intermittent service to the WFCU Centre. The Lauzon 10 Route has been included in **Figure 6**.

Figure 6 - Lauzon 10 Route Map



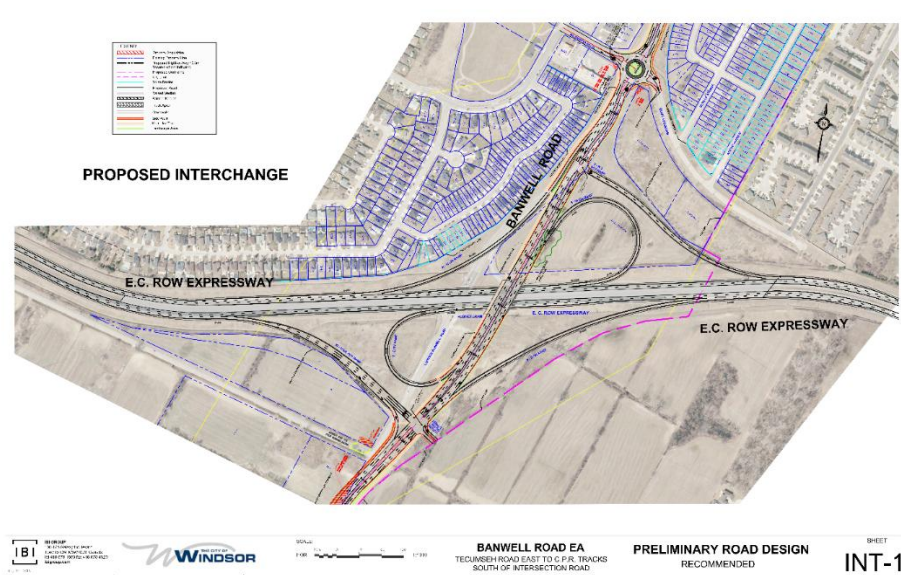
Source: City of Windsor (2022), Prepared by Transit Windsor

4.6.3.1 Proposed Road Improvements

In 2016, the City of Windsor retained IBI Group to prepare preliminary road design concepts aimed at improving key intersections in the immediate area. This municipal initiative included a redesigned interchange at Banwell Road and the E.C. Row Expressway, as well as a new roundabout at Banwell Road and Mulberry Drive. As of 2023, the roundabout connecting Banwell Road, Mulberry Drive, and Wildwood Drive has been successfully constructed and is operational.

Furthermore, construction is currently underway to implement the upgraded intersection at Banwell Road and the E.C. Row Expressway. The interchange is being developed in accordance with the design illustrated in **Figure 7**.

Figure 7 - Preliminary E.C. Row Expressway and Banwell Road Intersection



Source: City of Windsor (2016), Prepared by the IBI Group.

While future site-specific applications will require detailed analysis to confirm exact road network capacity for individual developments, the City's proactive infrastructure upgrades directly address historical road network shortfalls. These completed and ongoing improvements have been expressly designed to accommodate anticipated regional growth and will provide the robust transportation framework necessary to support the increased density associated with the proposed RD3.1 zone.

4.6.4 Social and Economic Considerations

The Subject Site is highly accessible to a diverse range of daily amenities and services situated along the nearby Tecumseh Road East and Banwell Road corridors. These existing services include:

- Retail and commercial plazas;
- Childcare facilities;

- Dental and medical offices;
- Restaurants and dining establishments; and
- Grocery stores.

The proximity to these services promotes a highly walkable, pedestrian-friendly environment. By reducing auto-dependency and encouraging active transportation for daily errands, the development contributes to a healthier, more connected community model. By providing a broader range of housing options within a traditionally single-family area, the development aims to offer attainable starter units for first-time homebuyers. Simultaneously, it aims to provide lower-maintenance housing alternatives that allow older adults to downsize and successfully "age in place" without being forced to leave their established community. The introduction of this localized residential density will directly support and sustain the vitality of the adjacent mixed-use corridor to the northwest (refer to Section 2.0).

4.6.5 Cross-Jurisdictional Considerations

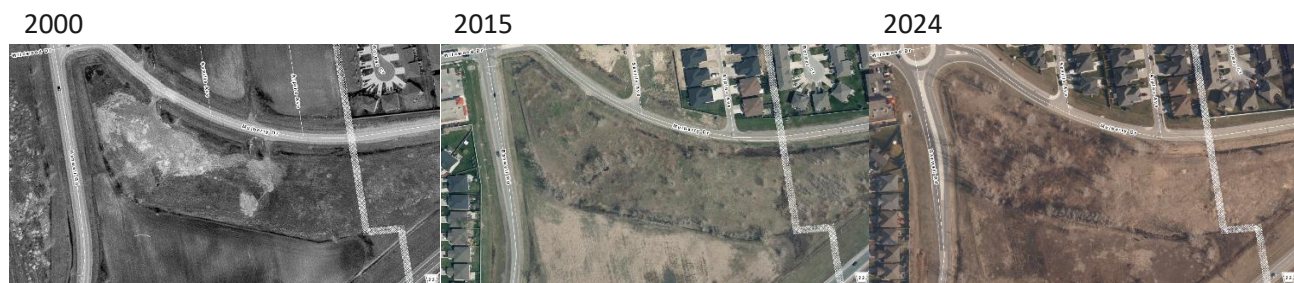
The municipal boundary of the Town of Tecumseh is located southeast of the Subject Site. The neighbouring properties immediately across this boundary fall within the Tecumseh Hamlet Secondary Plan, which was officially adopted on January 28, 2025, through Official Plan Amendment (OPA) No. 5 (By-law 2025-009). The Subject Site is adjacent to parcels designated by the Town as Low Density Residential, Stormwater Management Pond, High Density Residential, and Recreational.

These adjacent designations establish a highly compatible land use context that actively compliments the proposed residential development on the Windsor side of the boundary. The integration of planned residential nodes alongside accessible open space and recreational amenities creates a continuous, livable neighbourhood network across municipal lines. Furthermore, the density of the proposed Residential District 3.1 (RD3.1) zone was intentionally designed to closely mirror the high-to-low residential density gradient of the Town's Secondary Plan. This alignment ensures a seamless, well-planned, and cohesive transition between the two jurisdictions, supporting the broader regional objective of developing complete and interconnected communities.

4.6.6 Natural Heritage

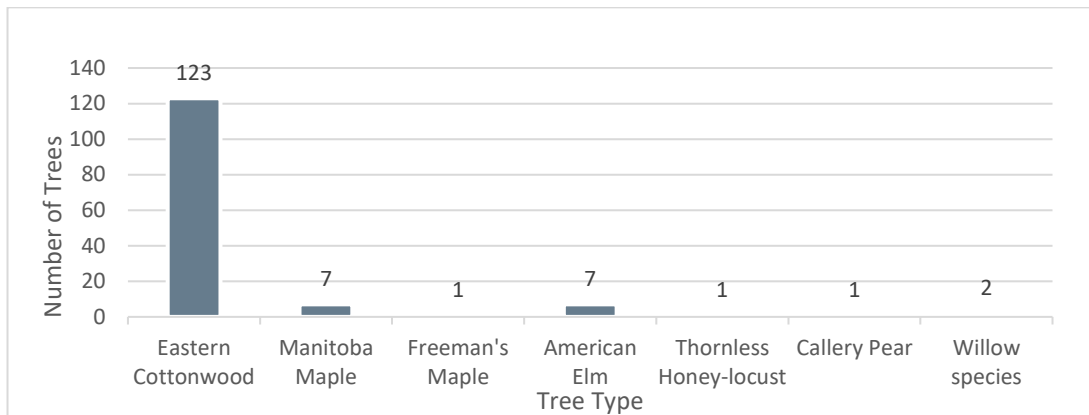
The Subject Site has remained historically vacant as shown in **Figure 8**. Through its vacancy, several trees have developed on the site. The applicant was asked by the City of Windsor to prepare a Tree Inventory, a summary of which has been included in **Figure 9** and Table 1.0 for reference.

Figure 8 - Historical Air Photos



Source: Essex Region Conservation Authority (2000,2015,2024), Prepared by Counterpoint Land Development by Dillon Consulting.

Figure 9 – Tree Inventory



Source: Data prepared and collected by Counterpoint Land Development by Dillon Consulting.

Table 1 - Subject Site Tree Statistics

TREE TYPE	DBH RANGE (CM)	CRITICAL ROOT ZONE RANGE (M)	AVERAGE CONDITION
Eastern Cottonwood	10 - 66	1.2 – 10.89	Good
Manitoba Maple	10 - 38	2.72 – 5.22	Good
Freeman's Maple	15	2.55	Good
American Elm	13 - 32	1.56 – 5.84	Good
Thornless Honey-locust	21 - 28	4.20	Good
Callery Pear	12	1.44	Good
Willow Species	11 - 14	1.87 – 2.38	Good

Source: Data prepared and collected by Counterpoint Land Development by Dillon Consulting.

In total, 142 trees occupy the Subject Site. These range in diameter at breast height (DBH) and critical root zones as shown through [Table 1](#). The trees are generally in good condition, with minor discrepancies noted in two cases. Although a development does not accompany this report, there is an opportunity to take advantage of the orientation of trees on the site. The existing trees largely border the boundaries of the Subject Site, including a significant stretch to the south ([Figure 10](#)). This area is adjacent to the improvements proposed for E.C. Row Expressway ([Section 4.6.3.1](#)). Future development may use the layout of the existing tree inventory to employ a nature-based solutions (NBS) approach to screen future residential uses from the expressway.

Figure 10 - Subject Site Elevation



Source: Google Earth (2024), Prepared by Counterpoint Land Development by Dillon Consulting.

4.6.7 Good Planning

The proposed development represents good planning by advancing the core land-use principles of the Provincial Policy Statement (PPS) and the City of Windsor Official Plan (OP). By increasing density and diversifying the local housing stock, the proposed Zoning By-law Amendment (ZBA) promotes an efficient, optimized use of land within the built boundary.

The requested amendment aligns with the intent of Zoning By-law 8600, ensuring the new built form will integrate seamlessly with the scale and character of the surrounding neighbourhood. Ultimately, this development fosters a complete, liveable community that provides attainable options for first-time buyers while allowing existing residents to successfully age in place. As such, the proposed rezoning is consistent with the policies outlined in the PPS and Windsor OP and represents good planning.

5.0 CONCLUSIONS

The proposed rezoning of the Subject Site located at 0 Mulberry Drive is appropriate, and should be approved by City of Windsor Council as it:

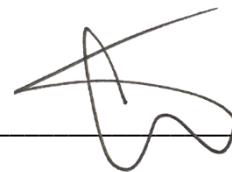
- Is consistent with the PPS;
- Meets the intent and purpose of the Windsor Official Plan;
- Is a site that is physically suitable for future development;
- Will not negatively impact the surrounding neighbourhoods and commercial areas;
- Will be integrated into the local multimodal transportation network;
- Will not have negative impacts on municipal services;
- Will not have negative social, environmental, or economic impacts; and
- Will have favourable positive impacts for the City of Windsor providing new opportunities to diversify the housing mix in an established neighbourhood.

Furthermore, the comprehensive technical studies completed in support of this application definitively reinforce the suitability of the rezoning. These studies confirm that the site can appropriately accommodate the proposed intensification while adhering to all municipal standards, thereby further demonstrating that the application satisfies the core intent and policy directives of both the PPS and the Official Plan.

For the above reasons, it would be appropriate for City of Windsor Council to provide support for the rezoning of the Subject Site to be consistent with the Residential District 3.1 (RD3.1) zone in the City of Windsor Zoning By-law 8600 to support the opportunity for Multiple Dwellings as a permitted use. This report demonstrates that the proposal is suitable and will not negatively impact the surrounding mix of uses, is consistent with the PPS, conforms to the intent and purpose of the City of Windsor Official Plan, and represents good planning.



Melanie Muir, RPP, MCIP
Associate



Connor Wilks, CPT
Associate

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APPENDIX A

Provincial and City of Windsor Policies

PROVINCIAL PLANNING STATEMENT POLICIES

The Provincial Planning Statement is a consolidated statement of the government's policies on land use planning. It gives provincial policy direction on key land use planning issues that affect communities, such as:

- Efficient use and management of land and infrastructure;
- The provision of sufficient housing to meet changing needs, including affordable housing;
- The protection of the environment and resources including farmland, natural resources (for example, wetlands and woodlands) and water;
- Opportunities for economic development and job creation;
- The appropriate transportation, water, sewer and other infrastructure needed to accommodate current and future needs; and
- The protection of people, property and community resources by directing development away from natural or human-made hazards, such as flood prone areas.

Essentially, the PPS supports improved land use planning and management, which contributes to a more effective and efficient land use planning system. The following table provides a summary of the key policy considerations of the PPS, as it pertains to the proposed re-use of the Subject Site.

Our analysis concludes that the proposed rezoning is consistent with the policies included below:

PPS POLICY	POLICY	RESPONSE
2.0 Building Homes, Sustaining Strong and Competitive Communities		
2.1 Planning for People and Homes		
2.1.4	To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall: a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.	The rezoning compliments the residential character of the surrounding uses, while providing an opportunity to further the housing mix.

PPS POLICY	POLICY	RESPONSE
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, transportation options with multimodal access, employment, public service facilities and other institutional uses (including, schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;	The rezoning compliments the residential character of the surrounding uses, while providing an opportunity to further the housing mix by introducing <i>Multiple Dwellings</i> as a permitted use. The site is located within walking distance to the Banwell at Mulberry Bus Stop serviced by the Lauzon 10 and an existing sidewalk network. This allows the site to accommodate an appropriate range of multimodally-accessible transportation options.
2.2 Housing		
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: 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 proposed rezoning promotes a density for new housing which efficiently uses land, resources, existing and planned infrastructure, and service facilities, and supports the use of active transportation. Development on the Subject Site would be transit supportive as it is within walking distance to the Lauzon 10 public transit route.
2.3 Settlement Areas and Settlement Area Boundary Expansions		
2.3.1 General Policies for Settlement Areas		
2.3.1.1	Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.	The Subject Site is located within a settlement area. It is currently zoned for Agricultural uses, which is not conducive to focus growth and development. The rezoning supports the ongoing development of the area.
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; and e) are freight-supportive.	The chosen RD3.1 Zone establishes the conditions allowing for the efficient use of the land. This includes a mutually beneficial relationship shared between future residents and the existing surrounding infrastructure and resources.

PPS POLICY	POLICY	RESPONSE
2.3.1.3	Planning authorities should support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary <i>infrastructure</i> and <i>public service facilities</i> .	The rezoning compliments the residential character of the surrounding uses, while providing an opportunity to further the housing mix by introducing <i>Multiple Dwellings</i> as a permitted use.
2.9 Energy Conservation, Air Quality and Climate Change		
2.9.1	Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the <i>impacts</i> of a <i>changing climate</i> through approaches that: a) support the achievement of compact, <i>transit-supportive</i>, and <i>complete communities</i>; b) incorporate climate change considerations in planning for and the development of <i>infrastructure</i>, including stormwater management systems, and <i>public service facilities</i>; e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the <i>impacts of a changing climate</i>.	The site is located within walking distance to the Banwell at Mulberry Bus Stop serviced by the Lauzon 10, supporting the achievement of a compact, transit-supportive complete community. The RD3.1 Zone compliments the site's unique natural heritage features compared to other <i>Multiple Dwelling</i> permitted zones, as the maximum lot coverage is reduced to 35%. This maximum lot coverage provides greater potential for landscaped open space and permeable areas which would minimize environmental impacts and reduce stormwater runoff. It also has an opportunity to maintain the existing natural features
3.2 Transportation Systems		
3.2.2	Efficient use should be made of existing and planned <i>infrastructure</i> , including through the use of <i>transportation demand management</i> strategies, where feasible.	The site is located within walking distance to the Banwell at Mulberry Bus Stop, serviced by the Lauzon 10. The proximity makes efficient use of the existing public transit infrastructure, while promoting potential for future expansions.

PPS POLICY	POLICY	RESPONSE
3.2.3	As part of a <i>multimodal transportation system</i> , connectivity within and among <i>transportation systems</i> and modes should be planned for, maintained and, where possible, improved including connections which cross jurisdictional boundaries.	The site is located within walking distance to the Banwell at Mulberry Bus Stop, serviced by the Lauzon 10. Future development on the site has an opportunity to connect to the existing sidewalk network on the west side of Seville Ave, as well as the network on Banwell Road where the Bus Stop is located. The site is linked to a neighbouring community (the Town of Tecumseh) as addressed through Schedule J of the Official Plan. An increase of residential density supports the development of mobility between the City of Windsor and Town of Tecumseh, while facilitating opportunities for improved cross-municipal connectivity.
3.6 Sewage, Water and Stormwater		
3.6.2	<i>Municipal sewage services and municipal water services</i> are the preferred form of servicing for <i>settlement areas</i> to support protection of the environment and minimize potential risks to human health and safety. For clarity, <i>municipal sewage services and municipal water services</i> include both centralized servicing systems and decentralized servicing systems.	The Subject Site can connect to municipal sewage and water services to service future proposed developments. The capacity of these services will be determined at an appropriate time.
4.0 Wise Use and Management of Resources		
4.1 Natural Heritage		
4.1.1	Natural features and areas shall be protected for the long term.	The chosen RD3.1 Zone establishes the conditions allowing for the efficient use of the land. This includes a mutually beneficial relationship shared between future residents and the existing surrounding infrastructure and resources.

THE CITY OF WINDSOR OFFICIAL PLAN

Our analysis concludes that the proposed redevelopment is consistent with the policies included below:

WINDSOR OP POLICY	POLICY	RESPONSE
3.0 Development Strategy		
3.2.1.2	Encouraging a range of housing types will ensure that people have an opportunity to live in their neighbourhoods as they pass through the various stages of their lives. Residents will have a voice in how this new housing fits within their neighbourhood. As the city grows, more housing opportunities will mean less sprawl onto agricultural and natural lands.	The rezoning compliments the residential character of the surrounding uses, while providing an opportunity to further the housing mix by introducing <i>Multiple Dwellings</i> as a permitted use.
4.0 Healthy Community		
4.2.1.5	To encourage a mix of housing types and services to allow people to remain in their neighbourhoods as they age.	By introducing <i>Multiple Dwellings</i> as a potential use, barrier-free and smaller units may be developed to provide an option for senior residents and young professionals to live in the area.
4.2.2.5	To reduce environmental impacts.	The RD3.1 Zone has a maximum lot coverage of 35%. This maximum lot coverage provides greater potential for landscaped open space and permeable areas, which would minimize environmental impacts and reduce stormwater runoff. The development as proposed has a coverage of 16%.
4.2.4.3	To encourage developments that adapt to changing resident needs.	By introducing <i>Multiple Dwellings</i> as a permitted use in the area, barrier-free and smaller units may be developed to provide an option for senior residents and young professionals to live in the area.
5.0 Environment		
5.1.3	An awareness, appreciation, and responsibility for the natural environment and its functions and features.	The RD3.1 Zone is significant compared to other <i>Multiple Dwelling</i> permitted zones as the maximum lot coverage is reduced to 35%. This maximum lot coverage provides greater potential for

WINDSOR OP POLICY	POLICY	RESPONSE
		landscaped open space and permeable areas, which would minimize environmental impacts and reduce stormwater runoff.
6.0 Land Use		
6.3.1.1	To support a complimentary range of housing forms and tenures in all neighbourhoods.	The rezoning compliments the residential character of the surrounding uses, while providing an opportunity to further the housing mix by introducing <i>Multiple Dwellings</i> as a permitted use.
6.3.1.2	To promote compact neighbourhoods which encourage a balanced transportation system.	The site is located within walking distance to the Banwell at Mulberry Bus Stop, serviced by the Lauzon 10. Future development on the site has an opportunity to connect to the existing sidewalk network on the west side of Seville Ave, as well as the network on Banwell Road where the Bus Stop is located.
6.3.1.7	To ensure that a sufficient land supply for residential and ancillary land uses is available to accommodate market demands over the 20-year period of this Plan	Rezoning the Subject Site supports the City's intent to ensure a sufficient land supply for residential uses is available to accommodate market demands for the planning horizon of this Plan.
6.3.2.4	Residential intensification shall be directed to the Mixed-Use Nodes and areas in proximity to those Nodes. Within these areas Medium Profile buildings, up to four (4) storeys in height shall be permitted. These taller buildings shall be designed to provide a transition in height and massing from low-profile areas. New residential development and intensification shall be located where: a) There is access to a collector or arterial road; b) Full municipal physical services can be provided; c) Adequate community services and open spaces are available or are planned; and d) Public transportation service can be provided.	The site is located by Banwell Road, a Class II Arterial Road as shown by Schedule F in the City of Windsor Official Plan. The availability of full municipal servicing will be assessed prior to development, considering the scale and scope desired. North of the Subject Site, (approximately 600 m), existing residential amenities exist including public parks, and an existing grocery store. This provides adequate community services and open spaces.

WINDSOR OP POLICY	POLICY	RESPONSE
		Public transportation service is provided as the site is located within walking distance to the Banwell at Mulberry Bus Stop, serviced by the Lauzon 10.
6.3.2.21	Council shall maintain at least a ten year supply of land designated for residential development to meet anticipated long term housing demands.	Rezoning the Subject Site supports the City's intent to ensure a sufficient land supply for residential uses is available to accommodate market demands for the planning horizon of this Plan.
7.0 Infrastructure		
7.1.2	Optimal use of existing infrastructure.	Providing an opportunity for future development has the potential to make optimal use of the existing infrastructure and services surrounding the site.
7.1.3	An accessible, affordable and available transportation system.	The site is located within walking distance to the Banwell at Mulberry Bus Stop, serviced by the Lauzon 10. The route is serviced by Transit Windsor, which provides options for standard fare in addition to affordable fare through the Affordable Pass Program (APP).
7.2.1.2	To make efficient use of existing and planned transportation infrastructure.	The site is located within walking distance to the Banwell at Mulberry Bus Stop, serviced by the Lauzon 10.
7.2.1.3	To provide for the integration, coordination and extension of the transportation system within, to and from Windsor.	The site is located bordering a linkage to a neighbouring community (the Town of Tecumseh) as addressed through Schedule J of the Official Plan. An increase of residential density supports the development of mobility between the City of Windsor and Town of Tecumseh, while facilitating opportunities for improved cross-municipal connectivity.
7.2.1.4	To provide a system with functional connectivity and interconnectedness.	The site is located within walking distance to the Banwell at Mulberry Bus

WINDSOR OP POLICY	POLICY	RESPONSE
7.2.1.5	To promote a land use pattern, density and mix of uses that reduces vehicle trips and supports alternative transportation modes including public transit.	Stop, serviced by the Lauzon 10. Future development on the site has an opportunity to connect to the existing sidewalk network on the west side of Seville Ave, as well as the network on Banwell Road where the Bus Stop is located.
7.2.2.5	Council shall promote development patterns that support an increase in walking, cycling and public transportation in accordance with the Land Use and Urban Design chapters of this Plan.	
7.3.1.3	To maximize and optimize the use of existing infrastructure and corridors prior to the extension and creation of new ones.	The site is burrowed within an existing built-up area. The potential development of the site is benefited by the existing infrastructure and links to significant corridors; including E.C. Row Expressway.
11.0 Tools		
11.6.3.1	All amendments to the Zoning By-law(s) shall conform with this Plan. The Municipality will, on each occasion of approval of a change to the zoning by-law(s), specify that conformity with the Official Plan is maintained or that the change will be in conformity upon the coming into effect of an amendment to the Official Plan.	The proposed Zoning By-law Amendment intends to bring the site into conformity with its existing Residential designation as depicted by Schedule D in the Official Plan.
11.6.3.3	When considering applications for Zoning By-law amendments, Council shall consider the policies of this Plan and will, without limiting the generality of the foregoing, consider such matters as the following: a) The relevant evaluation criteria contained in the Land Use Chapter of this Plan, Volume II: Secondary Plans & Special Policy Areas and other relevant standards and guidelines; b) Relevant support studies; c) The comments and recommendations from municipal staff and circularized agencies; d) Relevant provincial legislation, policies, and appropriate guidelines; and	A conceptual mixed-use development was previously proposed on the Subject Site. At the time, City Staff did not believe a ground floor commercial use was appropriate. The applicant is no longer looking to develop the site and intends to prepare the property to be developed after sale. The residential-exclusive RD3.1 zone was selected based on the recommendations of City Staff, provincial priorities, applicable legislation, and the site's surrounding context.

WINDSOR OP POLICY	POLICY	RESPONSE
	e) The ramifications of the decision on the use of adjacent or similar lands	