

COUNTERPOINT  
LAND DEVELOPMENT BY

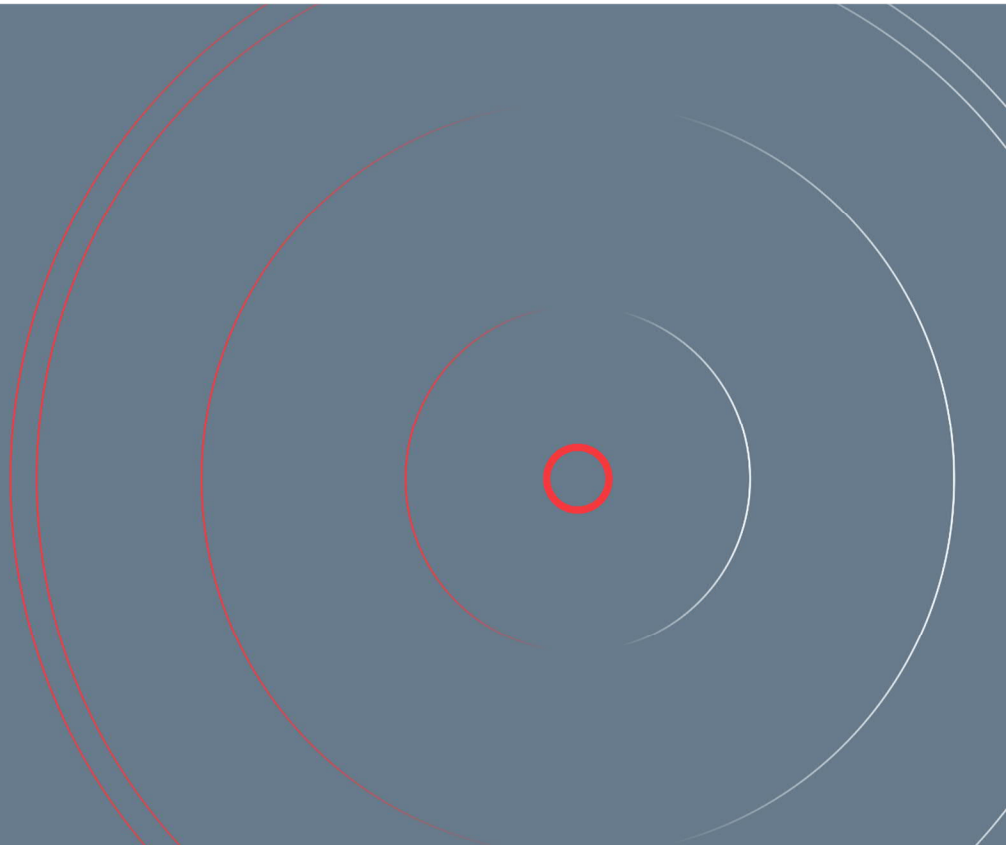
DILLON  
CONSULTING

THE CORPORATION OF THE CITY OF WINDSOR

# PLANNING JUSTIFICATION REPORT

455 Kennedy Drive West  
Windsor, ON

MAY 2026 – 26-3266



## EXECUTIVE SUMMARY

This Planning Justification Report supports applications for an Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) to permit a four (4) storey, 17.0 m high, forty-eight (48) unit multiple dwelling on a portion of the parking lot lands and former Roseland Clubhouse at 455 Kennedy Drive West in the City of Windsor.

The proposed OPA seeks to redesignate the subject site from Open Space to Residential, while the ZBA proposes to rezone the lands from Green District 1.2 (GD1.2) to a site-specific Residential District 3.2 (RD3.2) to accommodate the development. The site represents an underutilized portion of municipally owned lands identified through the City's Housing Solutions Made for Windsor initiative as an opportunity to support housing delivery while maintaining the broader function of the Roseland Golf Club.

The proposed development introduces a medium-profile residential building within an established, well-serviced neighbourhood, providing a modest and context-sensitive level of intensification. The design incorporates appropriate massing, setbacks, and orientation to ensure compatibility with surrounding low-density residential uses, while enhancing the streetscape along Kennedy Drive West.

Supporting technical studies, including a Functional Servicing Study, Traffic Brief, Urban Design Brief, and Archaeological Assessment, confirm that the development is feasible and can be accommodated without adverse impacts on municipal infrastructure, transportation networks, or the natural environment. Public consultation identified typical community considerations such as building height, traffic, and parking, which have been addressed through design and technical review.

The proposed development is consistent with the Provincial Planning Statement (2024), conforms to the intent of the City of Windsor Official Plan, and aligns with municipal objectives for intensification, housing supply, and complete communities. It also represents a coordinated approach to municipal land use whereby the residential development facilitates the reinvestment of land value into the construction of a new clubhouse for the Roseland Golf Club, supporting the long-term sustainability of this public asset.

Overall, the proposed Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) applications are appropriate, represent good planning, and should be approved.

# TABLE OF CONTENTS

1.0 INTRODUCTION .....	1
1.1 Purpose .....	1
1.2 Planning Policies .....	3
1.3 Project Background.....	5
1.4 Residential Development .....	5
1.5 Development Applications .....	6
2.0 EXISTING LAND USES.....	13
2.1 Subject Site.....	13
2.2 Surrounding Land Uses .....	13
3.0 PLANNING EVALUATION .....	16
3.1 Provincial Planning Statement .....	16
3.2 City of Windsor Official Plan.....	16
3.2.1 City of Windsor – OPA 159, 194 & 196 .....	17
3.3 City of Windsor Intensification guidelines .....	17
3.4 City of Windsor Zoning By-law 8600.....	18
3.5 ‘Housing Solutions Made for Windsor’ .....	18
3.5.1 Public Open House.....	19
3.5.2 Functional Site Servicing Study.....	19
3.5.3 Traffic Brief .....	20
3.5.4 Urban Design Brief.....	20
3.5.5 Archaeological Assessment .....	20
3.5.6 Summary .....	20
3.5.7 Site Suitability.....	21
3.5.8 Intensification.....	22
3.5.9 Compatibility .....	22
3.5.10 Natural Environment Impacts .....	23
3.5.11 Municipal Service Impacts.....	23
3.5.12 Social and/or Economic Considerations.....	24
3.5.13 Economic Development Innovation.....	24
3.5.14 Transportation.....	25
3.5.15 Good Planning .....	25
4.0 CONCLUSION.....	26

FIGURES

Figure 1 – Location Map ..... 1  
Figure 2 – Subject Site..... 2  
Figure 3 – City of Windsor Official Plan Designation ..... 3  
Figure 4 – City of Windsor Zoning By-law Designation..... 4  
Figure 5 – Conceptual Site Plan..... 8  
Figure 6 – Conceptual Rendering #1..... 9  
Figure 7 – Conceptual Rendering #2..... 10  
Figure 8 – Conceptual Rendering #3..... 11  
Figure 9 – Conceptual Rendering #4..... 12  
Figure 10 – Surrounding Land Uses ..... 15

# 1.0 INTRODUCTION

## 1.1 PURPOSE

Dillon Consulting Limited (Dillon) has been retained by The Corporation of the City of Windsor (hereinafter referred to as the “applicant”) to provide support for Official Plan Amendment and Zoning By-law Amendment (OPA/ZBA) applications related to a portion of the parking lot lands and former Roseland Clubhouse to accommodate the development of 0.542 ha (1.34 ac) of municipally owned lands, located at 455 Kennedy Drive West, within the City of Windsor (subject site) (refer to **Figure 1 – Location Map**).

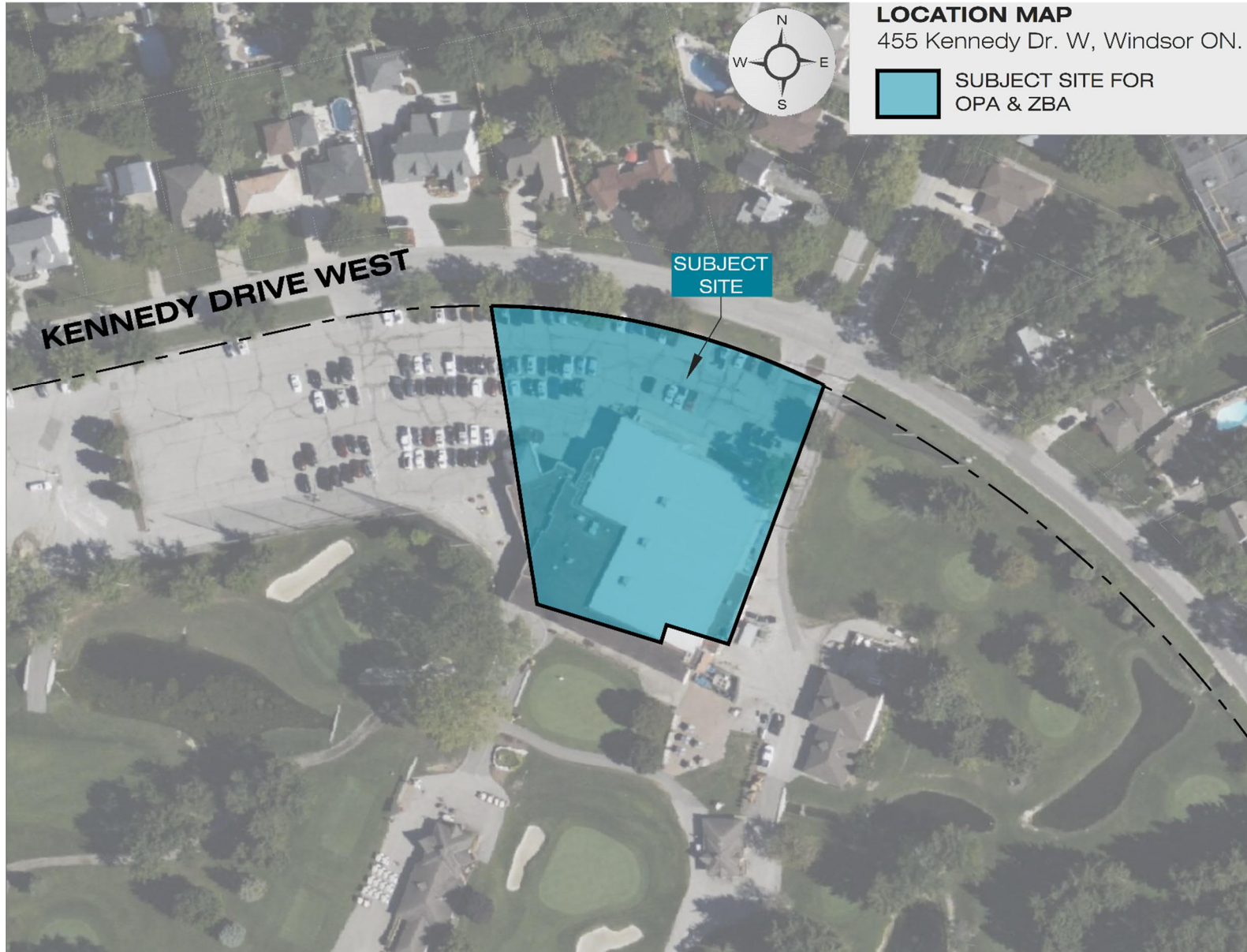
The proposed Official Plan Amendment and Zoning By-law Amendment (OPA/ZBA) applications will permit the development of a four (4) storey, 17.0m high, forty-eight (48) unit multiple dwelling building with resident and visitor parking provided through a combination of at-grade and underground spaces. The remaining portion of the existing Roseland Golf Club parking lot which includes approximately 210 parking spaces, will remain as surface parking and will continue to accommodate the operational need of the existing Roseland Golf Course.

Figure 1 – Location Map



Source: City of Windsor Mapping (2026)

Figure 2 – Subject Site



## 1.2 PLANNING POLICIES

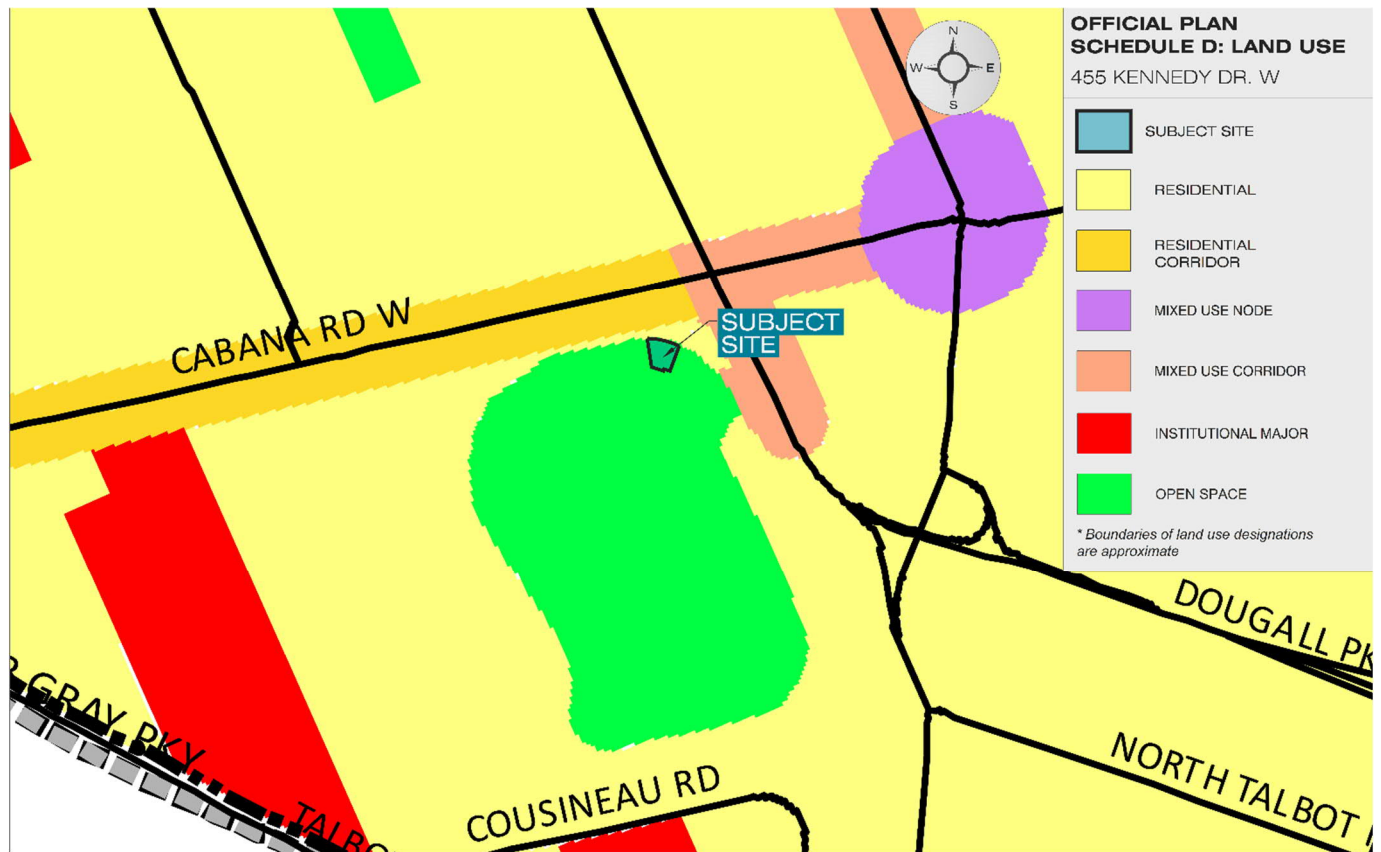
The subject site is designated accordingly in the City of Windsor Official Plan (OP) and Zoning By-law 8600 as follows:

City of Windsor Official Plan – Schedule D: Land Use

- Open Space

As indicated on **Figure 3 – City of Windsor Official Plan Designation**, the subject site is designated “Open Space” under the City of Windsor Official Plan. The applicant is requesting that Council approve an Official Plan Amendment (OPA) to change the current designation to “Residential” to better align with the residential development.

Figure 3 – City of Windsor Official Plan Designation



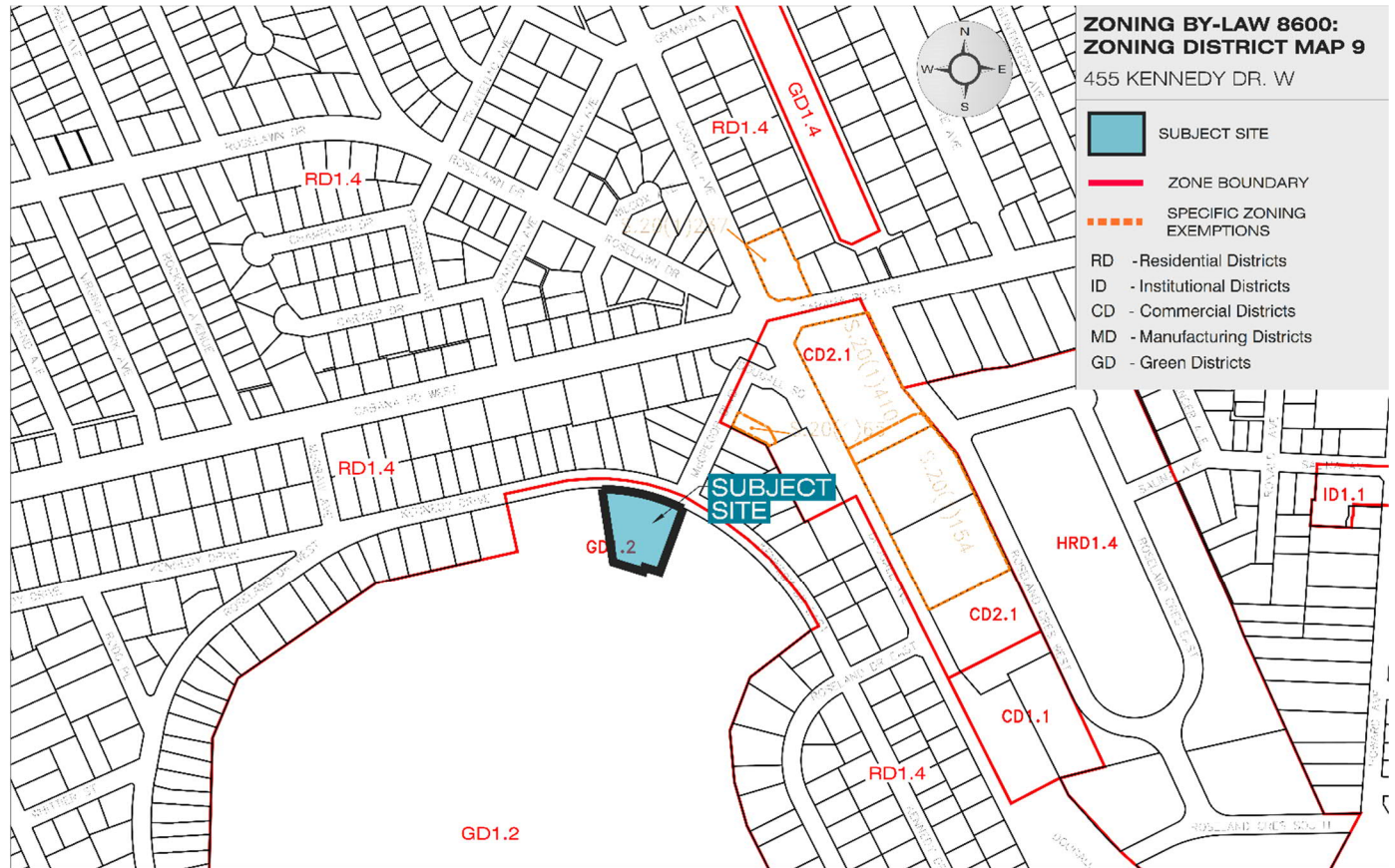
Source: City of Windsor Official Plan – Schedule 'D'

City of Windsor Zoning By-law 8600 – Schedule A: Zoning District Map 9

- Green District 1.2 (GD1.2)

As shown on **Figure 4 – City of Windsor Zoning By-law Designation**, the subject site is currently zoned Green District 1.2 (GD1.2) in the City of Windsor Zoning By-law 8600. The current zoning does not permit residential uses. As such, the applicant is requesting that Council approve a Zoning By-law Amendment (ZBA) to apply a site-specific Residential District 3.2 (RD3.2) zone to permit a multiple dwelling building.

Figure 4 – City of Windsor Zoning By-law Designation



Source: City of Windsor Zoning By-law 8600 – Map 9

## 1.3 PROJECT BACKGROUND

The redevelopment of a portion of the parking lot lands and the former Roseland Clubhouse at 455 Kennedy Drive West is a strategic component of a broader municipal initiative to transform underutilized public assets into high-value community spaces. This project is a primary pillar of the "*Housing Solutions Made for Windsor*" framework, designed to address the city's critical housing needs while modernizing aging infrastructure.

The Roseland Golf Club is a municipally owned recreation facility, comprised of an 18 hole championship Donald Ross golf course. Since 1926, it has been a cornerstone of South Windsor's cultural landscape, designated under the Ontario Heritage Act. As part of its centennial milestone, the City of Windsor is advancing the modernization of the facility, while supporting broader housing objectives.

In February 2025, City Council adopted By-law 64-2025 to remove the heritage designation of approximately 4.09 ac. of the Roseland Golf Course property ( $\pm 3.3\%$  of the total 125 ac. site). This area includes the main entrance from Kennedy Drive West, the former clubhouse, associated parking areas, and a putting green. These lands do not form part of the original 1926 golf course layout designed by Donald Ross and is considered to have no significant cultural heritage value or interest. A primary goal of this removal is to facilitate the demolition of the existing clubhouse building. The original 18-hole golf course layout, which is the primary cultural heritage resource, will remain intact, untouched, and fully designated.

The subject site, comprising 0.542 ha (1.34 ac) of the 4.09 ac. non-designated area, was identified through the '*Housing Solutions Made for Windsor*' initiative as an opportunity to support compatible infill residential development while facilitating the construction of a new clubhouse.

To implement this vision, the City of Windsor issued a Prequalification / Expression of Interest (EOI No.118-25) for a dual-purpose development: 1) the design and construction of a new clubhouse on City-retained lands, and 2) the acquisition and development of the subject site by a private developer for a multiple dwelling building. The EOI required an integrated design approach, ensuring that both components are cohesive and compatible with the surrounding neighbourhood and the cultural heritage landscape of the golf course. In April 2026, the joint venture between Valente Development Corporation and Bear Construction and Engineering Inc. was announced as the successful respondent.

The former clubhouse was determined to be beyond feasible repair and has been approved for demolition. The new clubhouse will be constructed in priority of the residential development and will remain City-owned. It will include administrative offices, food and beverage areas, and a 2000.0 sq.ft outdoor patio area with both covered and uncovered sections. Specific amenities such as a golf simulation room, a golf academy teaching space and a sauna are proposed to elevate the member experience.

## 1.4 RESIDENTIAL DEVELOPMENT

The residential development consists of a four (4) storey, 17.0m high, forty-eight (48) unit multiple dwelling building, on a portion of the parking lot lands and former Roseland Clubhouse, located at 455 Kennedy Drive West. The subject site under application is approximately 0.542 ha (1.34 ac.), has  $\pm 89.91\text{m}$  (294.98ft) of frontage along Kennedy Drive West, and is bounded by the remaining Roseland Golf Club lands to the east, south, and west.

The subject site is legally described as:

- Part 1 on Plan 12R-30034, being Part of Block 'E' Registered Plan 1241 and Part of Lot 140 on Registered Plan 1478, in the City of Windsor, County of Essex.

The proposed multiple dwelling is located at the footprint of the previous clubhouse and is oriented toward Kennedy Drive West, establishing a strong street presence while maintaining appropriate setbacks and a sensitive transition to the surrounding residential context and the golf course. Vehicular access will be provided from Kennedy Drive West. A total of 85 parking spaces are proposed, including 11 visitor parking spaces within a surface lot adjacent to Kennedy Drive West, and 74 parking spaces within a below-grade parking garage accessed via internal driveways; of the total, 4 spaces will be accessible. In addition, 5 bicycle parking spaces are provided within the underground garage. One loading space is proposed within a shared loading and refuse area with the new clubhouse, located south of the building. An existing service lane providing access to the new clubhouse will be maintained on lands owned by the City of Windsor.

The development has been designed to be compatible with the surrounding low-profile residential neighbourhood, incorporating appropriate massing, setbacks, and orientation, while expanding the housing options within the Roseland residential neighbourhood. The design prioritizes pedestrian-oriented elements, landscaped frontages, and connectivity to existing networks, and incorporates urban design best practices such as articulated façades, upper-storey step-backs, and predominantly below-grade parking. The remainder of the Roseland Golf Club lands will continue to operate as a golf course on City-owned lands, with a new clubhouse proposed south of the development, supporting the long-term function of the facility while maintaining the lands for recreational and open space purposes.

A blanket easement will be established over the subject lands to facilitate shared vehicular access, driveways, and servicing between the proposed residential development and the retained clubhouse lands.

## 1.5 DEVELOPMENT APPLICATIONS

The City issued a Stage 1 Planning Consultation letter (PC-024/26) on March 13<sup>th</sup>, 2026, and indicated that in order to facilitate the four (4) storey, 17.0m high, forty-eight (48) unit multiple dwelling development, an Official Plan Amendment (OPA) is required to redesignate the subject site from "Open Space" to "Residential". In addition, a Zoning By-law Amendment (ZBA) is required to rezone the subject site from Green District 1.2 (GD1.2) to a site-specific Residential District 3.2 (RD3.2), with the following provisions:

- Maximum Building Height: 17.0m;
- Front Yard Setback: 12.0m
- Side Yard Setback: 1.5m
- Minimum Landscaped Open Space: 33%;
- The building setback shall not apply to a parking garage located entirely below grade, including an access ramp and a staircase or emergency exit to the parking garage;
- Minimum separation of a parking area, access area, collector aisle, or driveway from an interior lot line to 0.0 m.;
- Minimum separation of a parking area from a building wall containing a habitable room window or containing both a main pedestrian entrance and a habitable room window facing the parking area where the building is located on the same lot as the parking area to 1.80 m;

- The building setback shall not apply to a parking garage located entirely below grade, including an access ramp and a staircase or emergency exit to the parking garage;

Together, these amendments will enable the residential development and support the introduction of additional housing within the established Roseland residential neighbourhood.

As demonstrated in Section 3.0 of this report, the intensification of these lands for residential development is in keeping with local policies, provisions, and guidelines of the Provincial Planning Statement (2024), the City of Windsor Official Plan, and the City of Windsor Zoning By-law 8600. All other building requirements for the residential development are in accordance with the Residential District 3.2 (RD3.2) Zone.



Figure 6 – Conceptual Rendering #1



Source: Architecttura – Rendering #1

Figure 7 – Conceptual Rendering #2



**architectura**  
Architects & Engineers

View looking Southeast from Kennedy Drive West

Source: Architectura – Rendering #2

Figure 8 – Conceptual Rendering #3



Source: Architecttura – Rendering #3

Figure 9 – Conceptual Rendering #4



Source: Architecttura – Rendering #4

## 2.0 EXISTING LAND USES

### 2.1 SUBJECT SITE

The physical attributes of the subject site are as follows:

- A total site area of 0.542 ha (1.34 ac.);
- Irregular shape;
- Frontage on Kennedy Drive West;
- Vehicular Access is provided via Kennedy Drive West;
- Former golf club location; currently used as a parking lot for the associated Roseland Golf Club;
- Transit route and stops located along surrounding Dougall Avenue, Cabana Road West, and Mt Royal Drive; and
- Access to existing municipal services.

### 2.2 SURROUNDING LAND USES

The surrounding land uses are varied as shown in Figure 10 – Surrounding Land Uses and are described as follows:

#### North

- Existing Uses: Low-rise residential built-forms (i.e. single detached dwellings)
- Official Plan Designation(s): Residential and Residential Corridor (Cabana Road West); and
- Zone: Residential District 1.4 (RD1.4).

#### East

- Existing Uses: Roseland Golf Club and low-rise residential built forms, commercial uses along Dougall Avenue;
- Official Plan Designation(s): Open Space, Residential, Residential Corridor, Mixed-Use Corridor and Mixed-Use Node; and
- Zone: Green District 1.2 (GD1.2), Residential District 1.4 (RD1.4), and Commercial District 2.1 (CD2.1).

#### South

- Existing Uses: Roseland Golf Course and the Roseland Golf Club, low-rise residential built-forms (i.e. single detached dwellings);
- Official Plan Designation(s): Open Space; Residential and
- Zone: Green District 1.2 (RD1.2).

#### West

- Existing Uses: Roseland Golf Club (parking lot area), low-rise residential built-forms (i.e. single detached dwellings);
- Official Plan Designation(s): Open Space, Residential and Residential Corridor; and
- Zone: Green District 1.2 (RD1.1) and Residential District 1.4 (RD1.4).

#### Existing Neighboring Parks:

- **Central Park:** ~20 minutes walk north; offer tennis courts, public pool, baseball diamond.
- **Curry Park:** ~25 minutes' walk or 4 minutes drive northwest; offers two baseball diamonds, open green space.
- **Veterans Memorial Park:** ~23 minutes' walk or 4 minutes drive southwest; features three baseball diamonds, open green space, mature trees, and informal recreational areas.
- **Matthew Rodzik Park:** ~2.6 km away (~30–35 minute walk or 5 minute drive); features a baseball diamond, playground, and walking trail.
- **Mic Mac Park:** ~6.5 km away (~8–10 minute drive); a large urban park known for expansive open space, sports facilities, water play areas, and multi-use trails.

Overall, the surrounding area is characterized by a mix of established low-rise residential neighbourhoods and accessible open space, as well as nearby commercial uses and convenient access to local services and amenities. Given the site's immediate access to fully functional municipal servicing, and its location within a walkable, well-serviced urban neighbourhood with diverse access to public parks, the subject site is ideally suited to accommodate the proposed residential development.

Figure 10 – Surrounding Land Uses



## 3.0 PLANNING EVALUATION

To determine the feasibility and appropriateness of the proposed development, 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;
- City of Windsor Zoning By-Law 8600 regulations;
- ‘Housing Solutions Made for Windsor’; 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 to identify and evaluate the compliance and/or potential planning and land use related issues associated with the proposed residential development.

### 3.1 PROVINCIAL PLANNING STATEMENT

The Provincial Planning Statement, 2024 (PPS 2024) is a consolidated land use planning policy framework that guides decision-making on growth, development, and resource management across the province. It emphasizes flexibility and local autonomy while maintaining provincial interests in building strong, healthy communities. Key priorities include increasing housing supply and affordability, supporting economic development, protecting the environment and agricultural lands, and ensuring infrastructure and public service facilities are available to meet current and future needs. The statement promotes a balanced approach to intensification, greenfield development, and rural growth, aligning planning decisions with long-term sustainability goals. All decisions affecting planning matters shall be consistent with the revised Provincial Planning Statement.

### 3.2 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 primary goals of the City of Windsor OP include:

- Fostering safe, inclusive communities by promoting diverse housing, vibrant neighborhood centers, and active citizen participation while preserving neighborhood character;
- Supporting sustainable economic growth through compact, residential developments, revitalization, and efficient infrastructure to strengthen the City Centre and employment hubs; and
- Promoting environmental sustainability by encouraging energy-efficient designs, expanding green spaces, and integrating sustainable transportation for a healthy urban environment.

The subject site is currently designated as Open Space in the Official Plan and does not permit the proposed residential development. As such, the applicant is requesting that Council approve an Official Plan Amendment (OPA) to redesignate the subject site to a site-specific 'Residential' designation.

As per S.6.2.1.2, multiple dwelling developments are buildings or structures generally no greater than six (6) storeys in height and are classified as medium scale forms. Further examination is provided in the Planning Analysis section of this report on how the proposed development meets the criteria under Policy 6.3 – 'Residential' and is consistent the intent of the OP.

### 3.2.1 City of Windsor – OPA 159, 194 & 196

In 2022, the City of Windsor adopted Official Plan Amendment No. 159 (OPA 159) to strengthen the policy framework for residential intensification and support a broader range of housing options. OPA 159 identified key "Intensification Priority Areas", including segments of Cabana Road West, where growth is to be directed to optimize existing infrastructure and support complete communities.

Expanding on this policy direction, City Council adopted Official Plan Amendments No. 194 and 196 (OPA 194/196) in September 2025, which redesignated portions of Cabana Road West, between Rankin Avenue and Dougall Avenue, from Mixed Use Corridor to Residential Corridor. This policy shift reflects the existing predominantly low-profile residential context of the corridor and introduces a targeted, housing-focused approach to intensification. The Cabana Road West Residential Corridor designation prioritizes low-profile and "missing middle" housing typologies, such as townhouses, triplexes, and low-rise multiple dwellings, while ensuring appropriate transition to adjacent neighbourhoods. Limited institutional uses area also permitted, generally not exceeding three (3) storeys in height.

The intersection of Cabana Road and Howard Avenue functions as a Mixed-Use Node, supporting high profile residential and commercial uses. Moving west, the corridor transitions into a Mixed-Use Corridor between Howard Avenue and Dougall Avenue, allowing a blend of commercial and residential uses. Further west, between Dougall Avenue and Rankin Avenue, the designation shifts to a Residential Corridor, focusing on "missing middle" housing forms. Beyond the corridor, the surrounding north and south areas remain designated Residential, maintaining neighbourhood character through appropriate height, massing, and transition controls.

Collectively, this framework represents a deliberate policy direction to focus growth on housing-oriented development, while maintaining compatibility with the surrounding neighbourhood context and supporting the efficient use of infrastructure along this key east-west arterial corridor.

## 3.3 CITY OF WINDSOR INTENSIFICATION GUIDELINES

The Intensification Guidelines provide detailed direction to support infill and development within Windsor's designated growth areas. The guidelines are a supplement to the Official Plan, offering specific urban design strategies to ensure new development is contextually appropriate, efficient, and aligned with broader planning goals. Key principles of the Intensification Guidelines include:

- Efficient land use by encouraging high profile development within designated intensification areas to support public transit, infrastructure, and community services;
- Context-sensitive design by ensuring new developments fit within the character of existing neighborhoods through appropriate scale, setbacks, and design elements;
- Mixed-Use development by promoting diverse land uses that create vibrant, walkable communities and reduce dependence on automobiles;
- Connectivity and mobility by enhancing pedestrian and cycling networks while supporting transit-oriented development; and
- The proposed development adheres to these intensification guidelines by promoting high profile 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.

### 3.4 CITY OF WINDSOR ZONING BY-LAW 8600

The City of Windsor's Zoning By-law 8600 designates the subject lands Green District 1.2 (GD1.2). As mentioned in Section 2 of this report, the current zoning on the site does not permit the proposed residential development. As such, the applicant is requesting that Council approve a Zoning By-law Amendment to the City of Windsor Zoning By-law 8600 to apply a Residential District 3.2 (RD3.2).

The proposed development of the subject site is consistent with the Provincial Planning Statement 2024, and the City of Windsor Official Plan policies by encouraging opportunities for development, intensification, and revitalization of areas with sufficient existing and planned infrastructure as well as a full range of housing types and densities. The proposed development will support the future growth of the community and provide a greater diversity of uses in the area. The proposed development is compatible with the surrounding land uses.

### 3.5 'HOUSING SOLUTIONS MADE FOR WINDSOR'

'Housing Solutions Made for Windsor' is a comprehensive municipal strategy introduced in 2024 to accelerate housing development in response to population growth and the broader provincial housing crisis. The initiative serves as the City's localized response to Ontario's More Homes Built Faster Act (Bill 23) and is tied to Windsor's Municipal Housing Pledge to deliver 13,000 new homes by 2031; the city's share of the province's goal to construct 1.5 million homes across Ontario. To meet this target, the City has adopted a multi-faceted approach that includes unlocking surplus and underutilized municipal lands, streamlining approvals and incentivizing infill development.

The proposed re-development of a portion of the Roseland Gold Club parking lot aligns with these objectives. It reflects the City's strategy to leverage municipal assets for modest, context-sensitive intensification, while reinvesting proceeds from land sales into a public amenity. In this case, the remaining Roseland Golf Course will be retained by the City of Windsor and continue operations as usual, balancing the need for new housing with the preservation of open space. Overall, the initiative embodies a place-

based approach to housing delivery, facilitating gentle density, respecting neighbourhood character, and contributing meaningfully to both provincial housing goals and local quality-of-life outcomes. Background Studies

The Stage 1 Planning Consultation Letter (PC-02426) dated March 13<sup>th</sup>, 2026, identified the following supporting background studies as required for the Official Plan Amendment and Zoning By-law Amendment (OPA/ZBA) applications.

### 3.5.1 Public Open House

A Public Open House was held on April 30<sup>th</sup>, 2026, between 6.00 PM to 7.30 PM at the Capri Pizzeria Recreation Complex. The meeting was offered in a hybrid format, providing both in-person and virtual attendance options to ensure accessibility and encourage broader community participation in the discussion regarding the residential development. The meeting was advertised in advance through public notices in accordance with *Planning Act* requirements, and project information was made available through the City of Windsor's website. Attendance was recorded at the in-person session, and written comments were received both at the Open House and during the subsequent comment period ending May 8<sup>th</sup>, 2026. The objective was to provide residents and stakeholders with an opportunity to learn more about the residential development, ask questions, and share feedback.

Feedback received through the engagement process focused primarily on building height, residential land use, anticipated parking issues and increased traffic, site servicing, stormwater and flooding. Several comments praised the project's design as a welcoming addition and expressed optimism for the completion of new housing in the neighbourhood.

All comments received have been documented and reviewed. All feedback was considered in the refinement of the proposed applications and supporting technical studies. All input will form part of the application record and be considered through the City's formal review and approval process. The full Engagement Summary Report is available under separate cover.

### 3.5.2 Functional Site Servicing Study

A Functional Site Servicing Study was prepared by Dillon Consulting Limited, dated April 2026, confirmed that the proposed development can be fully serviced by existing municipal infrastructure, including water, sanitary, and stormwater systems, without requiring major upgrades or extensions. Based on the established servicing allocation for the site, the proposed residential use is not anticipated to adversely impact the capacity of the existing municipal sanitary system along Kennedy Drive. Stormwater will be managed through a combination of on-site infrastructure, including a new storm sewer network and storage measures, designed to maintain existing outlet conditions into the Lennon Drain and comply with municipal standards. A detailed SWM approach will be required to ensure that post-development runoff is controlled and will not negatively impact downstream systems or adjacent lands.

Overall, the proposed development demonstrates a coordinated and efficient servicing strategy that aligns with City standards and supports the continued use of existing municipal infrastructure without adverse impacts.

### 3.5.3 Traffic Brief

A Traffic Brief, prepared by Dillon Consulting Limited, dated March 2026, evaluated the transportation impacts of the proposed 48-unit residential development at 455 Kennedy Drive West. The analysis considered existing conditions, traffic generation, and distribution to nearby intersections, including Kennedy Drive West/McGregor Boulevard and Dougall Avenue/Roseland Drive East. The findings indicate that the proposed development will generate a modest amount of additional traffic that can be accommodated within the existing road network without significant adverse impacts. The subject site benefits from direct access to Kennedy Drive West and proximity to major arterial roads, supporting efficient traffic movement. Overall, the Traffic Brief concludes that the surrounding transportation infrastructure has sufficient capacity to support the proposed residential development.

### 3.5.4 Urban Design Brief

An Urban Design Brief, prepared by Dillon Consulting Limited, dated April 2026, evaluated the compatibility of the residential development with the surrounding context. The report assessed built form, massing, orientation, shadow impacts, public realm interface, and pedestrian connectivity, and the proposed development demonstrated conformity with the City of Windsor Official Plan Urban Design policies and the City's Intensification Guidelines (2022). The Urban Design Brief confirms that the proposed residential development represents a context-sensitive form of residential intensification, achieves an appropriate transition to adjacent low-rise residential uses, and contributes positively to the evolving character of the Roseland residential neighbourhood.

### 3.5.5 Archaeological Assessment

A Stage 1 and 2 Archaeological Assessment was completed by Stantec Consulting Ltd. Dated November 2025, for the entire Roseland Golf Club lands at 455 Kennedy Drive West, in accordance with the Ontario Heritage Act and the Ministry of Citizenship and Multiculturalism's Standards and Guidelines for Consultant Archaeologists. The assessment was undertaken as part of the City's due diligence process and in alignment with the City of Windsor's Archaeological Master Plan. Stage 1 background research confirmed that portions of the lands retained archaeological potential. The Stage 2 findings indicated that portions of the site have been previously disturbed and do not require further archaeological investigation. However, for remaining undisturbed areas, the report recommends additional Stage 2 archaeological assessment prior to any below-grade construction activities, including mechanical stripping and test pit surveys under the supervision of a licensed archaeologist. The report concludes that, subject to the completion of recommended follow-up investigations and compliance with the Ontario Heritage Act, there are no anticipated constraints to the proposed development from an archaeological perspective.

The report has been submitted to the Ministry for review and entry into the Ontario Public Register of Archaeological Reports, and the process is currently ongoing.

### 3.5.6 Summary

The supporting background studies prepared for the Official Plan Amendment and Zoning By-law Amendment (OPA/ZBA) applications demonstrate that the residential development is technically feasible

and appropriate for the subject site. Feedback received from the public consultation helped in refining the residential development. The Functional Site Servicing Study confirms the site can be fully supported by existing municipal infrastructure for sanitary, water, and stormwater needs. The Traffic Brief demonstrates that the development will generate minimal traffic and can be accommodated within the existing road network without adverse impacts. From a design perspective, the Urban Design Brief demonstrates that the residential development provides context-sensitive intensification, achieves compatible built form, and aligns with the City's urban design policies and intensification objectives. Finally, the Stage 1-2 Archaeological Assessment concluded no constraints to development, subject to standard follow-up investigations in limited undisturbed areas.

Collectively, these studies provide a comprehensive planning and technical foundation to support the OPA & ZBA of the residential development. Planning Analysis and Considerations

The proposed development of the subject site is consistent with the Provincial Planning Statement 2024, and the City of Windsor Official Plan policies by encouraging opportunities for development, intensification, and revitalization of areas with sufficient existing and planned infrastructure as well as a full range of housing types and densities. The proposed development will support the future growth of the community and expand the existing built form of the area. The proposed development is compatible with the surrounding land uses.

### 3.5.7 Site Suitability

The subject site is ideally suited for the proposed residential development for the following reasons:

- The proposed development expands housing options in the established Roseland residential area, contributing to the overall housing supply and accommodating a range of household type, including individuals, families, and seniors;
- The subject site is located in close proximity to commercial uses and amenities along Cabana Road West and Dougall Avenue, as well as the Mixed Use Node at the intersection of Cabana Road and Howard Avenue;
- The size and frontage of the subject site enable a compact built form with direct street access, avoiding the need for new public roads while optimizing underutilized land;
- Given the separation between the proposed building and the surrounding residential uses, the proposed four (4) storey development provides an appropriate transition between the existing single detached dwellings in the immediate area;
- The subject site's direct access to existing, fully functional municipal infrastructure (water, sanitary, and stormwater) ensures the proposed development can be adequately serviced without the need for major infrastructure upgrades or extensions; and
- The proposed residential development advances the goals of the PPS 2024 and the City's Official Plan for intensification, housing diversity, and complete communities by adding infill housing within an established urban fabric.

In summary, the proposed development presents a thoughtful infill opportunity that modestly increases housing supply within an established, well-serviced neighbourhood. By introducing a multiple dwelling

building that is designed with consideration of the scale and character of surrounding homes, the proposed development supports gentle density, optimizes existing infrastructure, and enhances access to housing for a range of household types. Allowing more people to live in a connected, amenity-rich area aligns with principles of complete, compact communities and strengthens neighbourhood resilience over time.

### 3.5.8 Intensification

The proposed development represents a compact and efficient form of residential intensification within a fully serviced urban area, supporting sustainable growth by optimizing existing infrastructure and introducing new housing within the built-up area. The residential development is proposed on underutilized municipal land, avoiding the need for greenfield expansion while contributing to a more complete and connected community.

The proposed four (4) storey, 7.0m high multiple dwelling is appropriate within the context of the Cabana Road West Residential Corridor and its proximity to the Mixed-Use Node at Cabana Road and Howard Avenue. While the Residential Corridor designation contemplates low-profile and “missing middle” housing forms, the subject site occupies a transitional location between established low-profile residential neighbourhoods and higher-intensity areas along Cabana Road. As such, the proposed height provides an appropriate transition in scale and massing, bridging the existing two-storey dwellings within the Roseland neighbourhood and the evolving intensification along the corridor.

The site’s location within a well-connected urban area supports the introduction of modest additional density to achieve intensification objectives. The development promotes efficient land use, expands housing choice, and enhances access to nearby amenities, transit routes, and services. The building is oriented to Kennedy Drive West with a pedestrian-scaled interface, incorporating landscaping, defined entrances, and connections to the existing sidewalk network, thereby reinforcing the public realm.

Furthermore, the proposed density is consistent with the broader policy direction for intensification along Cabana Road West and in proximity to the Howard Avenue corridor, where gradual increases in residential density are anticipated. The development demonstrates how Medium Profile residential forms can be appropriately integrated within an established low-profile neighbourhood, providing a transition in scale while supporting housing diversity and efficient use of existing infrastructure. The proximity to Howard Avenue, an established intensification corridor with recent approvals for similar medium profile developments, further reinforces the appropriateness of the proposed height and density. As such, the development reflects sound planning principles and aligns with the City’s intensification and urban design objectives.

### 3.5.9 Compatibility

The proposed development is located within a built-up area, and is surrounded by primarily low-profile residential, with nearby access to amenities and commercial uses along Cabana Road West and Howard Avenue. This context supports the introduction of additional residential density in a manner that is compatible with the existing neighbourhood fabric. The proposed development is an expansion of the existing residential uses and reinforces the established residential character while making efficient use of

existing infrastructure and services. This further supports walkability, infrastructure efficiency, and local amenity use, consistent with the objectives of both provincial and municipal policy frameworks.

While the proposed four (4) storey multiple dwelling represents an increase in scale relative to the surrounding low-profile residential neighbourhood, compatibility is achieved through appropriate transition in separation, height, massing, and site design. Planning policy does not require new development to replicate existing built form; rather, it encourages sensitive integration that respects the surrounding context. In this regard, the subject site occupies a transitional location between the low-profile Roseland neighbourhood and the evolving Cabana Road West Residential Corridor, making it appropriate for a modest increase in building height and density.

The proposed multiple residential building will be designed to respond to this context through several key measures, including:

- Appropriate building setbacks and orientation to maintain separation from adjacent low-profile dwellings;
- A compact building footprint that minimizes visual impact and maintains openness along property edges;
- Landscaped front and side yard areas that contribute to the streetscape and provide a buffer to adjacent uses;
- Predominantly underground parking, reducing surface parking impacts and supporting a pedestrian-oriented environment; and
- Articulated façades and building step-backs to reduce the perceived massing and create a human-scaled built form.

The site's frontage along Kennedy Drive West supports an active and pedestrian-oriented interface, while its proximity to Cabana Road West and Howard Avenue situates the development within a broader intensification context. The proposed building form provides a logical transition between the established low-rise neighbourhood and the planned intensification along the corridor.

From a functional perspective, the development maintains residential use continuity and is not expected to generate adverse impacts on surrounding properties. Instead, it contributes positively to the neighbourhood by introducing a modest increase in population, supporting local amenities, and enhancing the overall vitality of the area.

### 3.5.10 Natural Environment Impacts

The proposed development is not anticipated to result in any significant negative impacts to the natural environment. The subject site consists of previously developed lands associated with the former clubhouse and surface parking areas and does not contain any identified significant natural heritage features.

### 3.5.11 Municipal Service Impacts

The development will be fully serviced by existing municipal infrastructure, including water, sanitary, and stormwater systems, without requiring major upgrades or extensions. A Functional Site Servicing Study prepared by Dillon Consulting Limited, dated April 2026, confirms that the proposed residential

development can be accommodated within the existing servicing framework. Overall, the proposed development demonstrates a coordinated and efficient servicing strategy that aligns with City standards and supports the continued use of existing municipal infrastructure without adverse impacts.

### 3.5.12 Social and/or Economic Considerations

The residential development offers substantial social and economic benefits to existing and future residents of the Roseland neighbourhood, as well as the broader Windsor community, by expanding housing options within an established neighbourhood. The introduction of a medium-profile multiple dwelling supports a broader range of household types, including individuals, families, and seniors, contributing to a more inclusive and diverse community.

The subject site is within walking distance of parks, schools, transit, and nearby commercial amenities along Cabana Road West and Dougall Avenue, supporting access to daily needs and enhancing quality of life for future residents. By accommodating additional housing within a fully serviced urban area, the development contributes to increasing housing supply without requiring major public investment in new infrastructure.

The residential development also supports the principle of aging in place by providing more compact housing options within the Roseland area, which is predominantly characterized by single-detached dwellings. This allows for existing residents, particularly seniors, to remain within their community as their housing needs evolve. By offering alternative housing options within a familiar neighbourhood context, the development contributes to a more inclusive and adaptable community, allowing individuals to transition through different life stages without displacement.

From an economic perspective, the proposed development promotes efficient use of existing municipal assets, generates additional property tax revenue, and supports local businesses along Cabana Road West and Dougall Avenue through increased foot traffic and neighbourhood vitality. Overall, the proposed development aligns with the objectives of the PPS (2024) by supporting compact urban growth, optimizing infrastructure, and contributing to the creation of complete and sustainable communities.

### 3.5.13 Economic Development Innovation

The proposed residential development reflects an innovative municipal approach that integrates housing delivery with infrastructure reinvestment. The sale of the subject site enables the development of a contextually appropriate, medium-profile residential building while funding the construction of a new clubhouse for the remaining Roseland Golf Club. This deliberate approach aligns with the City's 'Housing Solutions Made for Windsor' strategy and broader provincial goals under the *More Homes Built Faster Act (Bill 23)*.

By retaining the majority of the Roseland Golf Course, the City preserves a significant cultural heritage landscape and key recreational asset, while leveraging the remaining underutilized municipal lands to address housing needs. This strategy maintains the integrity of the golf course as a valued community amenity and supports its long-term viability through reinvestment.

This model represents an evolving approach to municipal land infrastructure management in the context of constrained budgets and rising housing demands. It demonstrates a place-based and fiscally responsible planning, where growth and public benefit are integrated. By monetizing a small, developable portion of the larger Roseland Golf Club, the City is advancing complete community outcomes without sacrificing the integrity of the Roseland Golf Course operations and without relying on additional public funding.

Overall, this initiative reflects a practical and policy-supported evolution in municipal land stewardship, balancing intensification, housing delivery, and community reinvestment in a single, integrated action. It transforms a land sale into an investment in a long-term public good, attracting new residents, enhancing quality of life, and setting a precedent for integrated and fiscally responsible urban growth.

### 3.5.14 Transportation

The residential development supports a transit-supportive and pedestrian-oriented design in line with the City of Windsor's Official Plan and Transit Master Plan. The subject site is located within 250 m of existing bus stops along Cabana Road West and Dougall Avenue, served by Routes 518 (Express), 205 and 240, which provide strong east-west and north-south connectivity and support reduced reliance on private vehicles.

Vehicular access to the site is provided via Kennedy Drive West, utilizing the existing road network and avoiding the need for new public roads. As outlined in the Traffic Brief prepared by Dillon Consulting Limited (March 2026), the proposed development is not anticipated to result in significant adverse impacts to the surrounding transportation network. Traffic generated by the development can be accommodated within existing roadway capacity, with appropriate distribution to nearby intersections, including Kennedy Drive and McGregor Boulevard, and Dougall Avenue and Roseland Drive East.

The proposed multiple dwelling building fronts onto Kennedy Drive West, reinforcing a walkable streetscape and supporting pedestrian connectivity. Parking will be primarily accommodated underground in accordance with Zoning By-law 8600, minimizing surface parking and supporting a pedestrian-oriented environment. Overall, the proposed development efficiently utilized existing transportation infrastructure and aligns with the City's broader goals for compact, connected, and mobility-oriented communities.

### 3.5.15 Good Planning

Overall, the proposed residential development represents 'good planning' as it implements the policy direction of the Provincial Planning Statement (2024), City of Windsor Official Plan, its Zoning By-law 8600 and the 'Housing Solutions Made for Windsor' strategy. It optimizes underutilized municipal land to increase housing supply and diversity without requiring new infrastructure, while maintaining compatibility through appropriate scale, massing, and transition to the surrounding neighbourhood. The development supports complete community objectives by locating new residents within walking distance of transit, amenities, and services, and contributes to sustainable growth by reducing reliance on greenfield expansion. Additionally, it integrates public benefit by enabling reinvestment in the Roseland Golf Club, demonstrating a coordinated and fiscally responsible approach to land use planning that balances housing delivery, community needs, and long-term municipal sustainability.

## 4.0 CONCLUSION

A portion of the parking lot lands and former Roseland Clubhouse located at 455 Kennedy Drive West (subject site), is proposed to undergo an Official Plan Amendment and a Zoning By-law Amendment (OPA/ZBA) to facilitate a four (4) storey, 17.0 m high, forty-eight (48) unit multiple dwelling development.

The proposed Official Plan Amendment (OPA) to redesignate the subject site from 'Open Space' to 'Residential', together with the Zoning By-law Amendment (ZBA) to rezone the subject site from Green District 1.2 (GD1.2) to a site-specific Residential District 3.2 (RD3.2), is appropriate, justified, and represents good planning. These amendments will facilitate the development of a medium profile, multiple dwelling building within the established, well-serviced Roseland neighbourhood, expanding the existing housing option that aligns with the City's goals for intensification, housing choice, and community reinvestment. The proposed application should be approved by the City of Windsor Council as it:

- Is consistent with the PPS 2024; supporting compact growth, housing supply, infrastructure optimization, and complete communities;
- Meets the intent and purpose of the City of Windsor Official Plan; particularly Section 6.3: Residential, by promoting compatible, medium-profile residential infill;
- Is a site that is physically suitable; with full municipal servicing and no need for infrastructure upgrades;
- Will contribute to the transitioning between surrounding residential uses and the enjoyment of area residents;
- Respects the character and function of surrounding land uses, introducing gentle density without adverse impacts on neighbouring properties;
- Will have favourable positive impacts for the City of Windsor providing for additional residential opportunities;
- Will be integrated into the local multimodal transportation network; being located within walking distance of existing transit routes and embedded within a walkable Roseland community;
- Will generate positive social and economic outcomes with the addition of a contextually appropriate multiple dwelling building, by complimenting the neighbouring Roseland Golf Club and surrounding Roseland neighbourhood;
- Reflects the objectives of the City's 'Housing Solutions Made for Windsor' strategy, including unlocking surplus land and streamlining approvals to meet local housing pledges under Bill 23; and
- Is fiscally responsible, reinvesting public value for public benefit through the construction of a new clubhouse for the municipally owned Roseland Golf Club.

For the above reasons, it would be appropriate for the City of Windsor Council to provide support for the Official Plan Amendment and Zoning By-law Amendment applications of the subject site to allow for the proposed multiple dwelling residential development. This report demonstrates that the proposal is suitable and will not be impacted by or negatively impact surrounding uses but rather contribute to the neighbour's vitality, is consistent with the PPS, conforms to the intent and purpose of the City of Windsor Official Plan, and represents good planning.



---

Karl Tanner, MCIP, RPP  
Partner