

COUNTERPOINT
LAND DEVELOPMENT BY

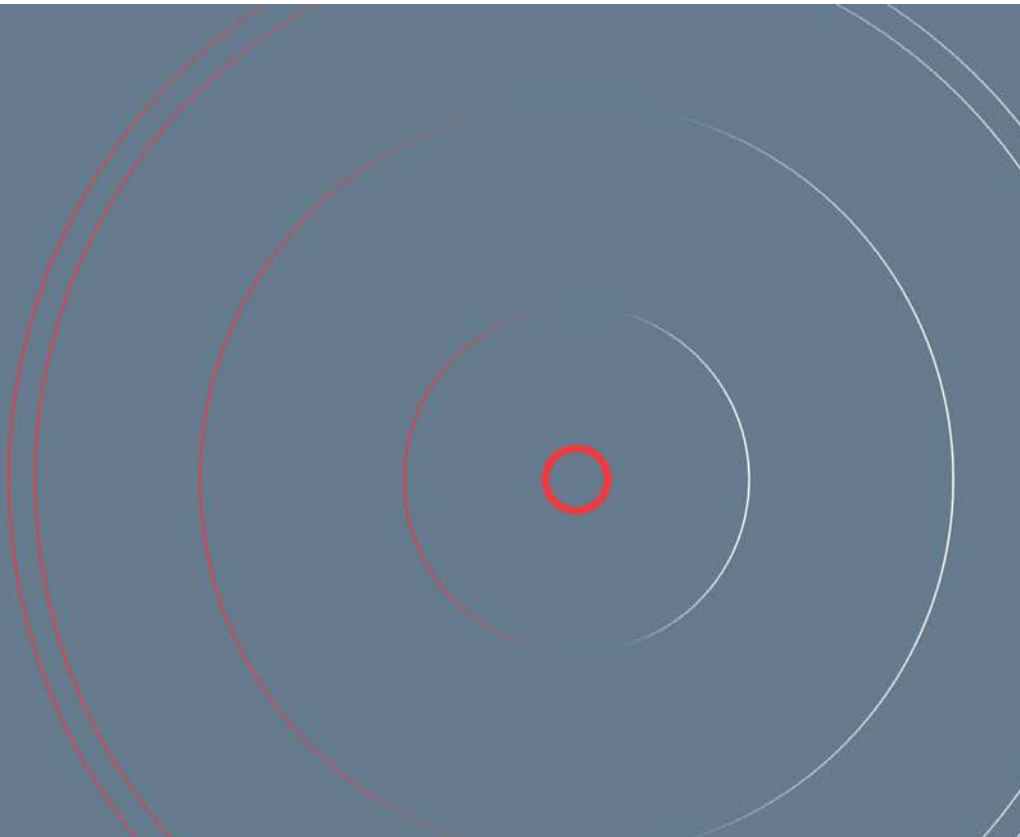
DILLON
CONSULTING

LRU LEASING INC.

PLANNING JUSTIFICATION REPORT

**0 Mercer Street (at Hanna Street East)
Official Plan and Zoning By-law Amendment**

DECEMBER 2025



EXECUTIVE SUMMARY

This Planning Justification Report ('PJR') has been prepared to support an Official Plan Amendment ('OPA') and Zoning By-law Amendment ('ZBA') application for the site municipally known as 0 Mercer Street, located at the southeast corner of Mercer Street and Hanna Street East (referred to as the 'subject site'). The report has been prepared on behalf of the applicant, LRU Leasing Inc. (or 'applicant'). The requested Official Plan Amendment would create a special policy area that permits a maximum of five (5) storeys for Multiple Dwellings and group homes as a permitted use. The requested Zoning By-law Amendment intends to rezone the property from MD1.2 to RD.3 in the City of Windsor Zoning By-law 8600.

It exists in the broader context of the South Central Planning District, which was formerly industrial, but has recently transitioned to support a variety of residential, commercial and institutional uses. This planning application intends to serve as an appropriate medium-density transition from the existing low density residential neighbourhood to the industrial uses to the north, and includes a two (2)-storey group home (referred to as Building 'A') and a five (5)-storey multiple dwelling building (referred to as Building 'B') with 60 residential units. 80 parking spaces are proposed for the development, with one access driveway to Hanna Street East, and one access driveway to Mercer Street.

This report demonstrates that the site-specific Official Plan and Zoning By-law Amendment applications are suitable, will not negatively impact the surrounding residential and commercial uses, are consistent with the Provincial Planning Statement (PPS), conforms to the intent and purpose of the City of Windsor Official Plan, and represents good planning. As such, it is our professional opinion that it would be appropriate for the support of City Council.

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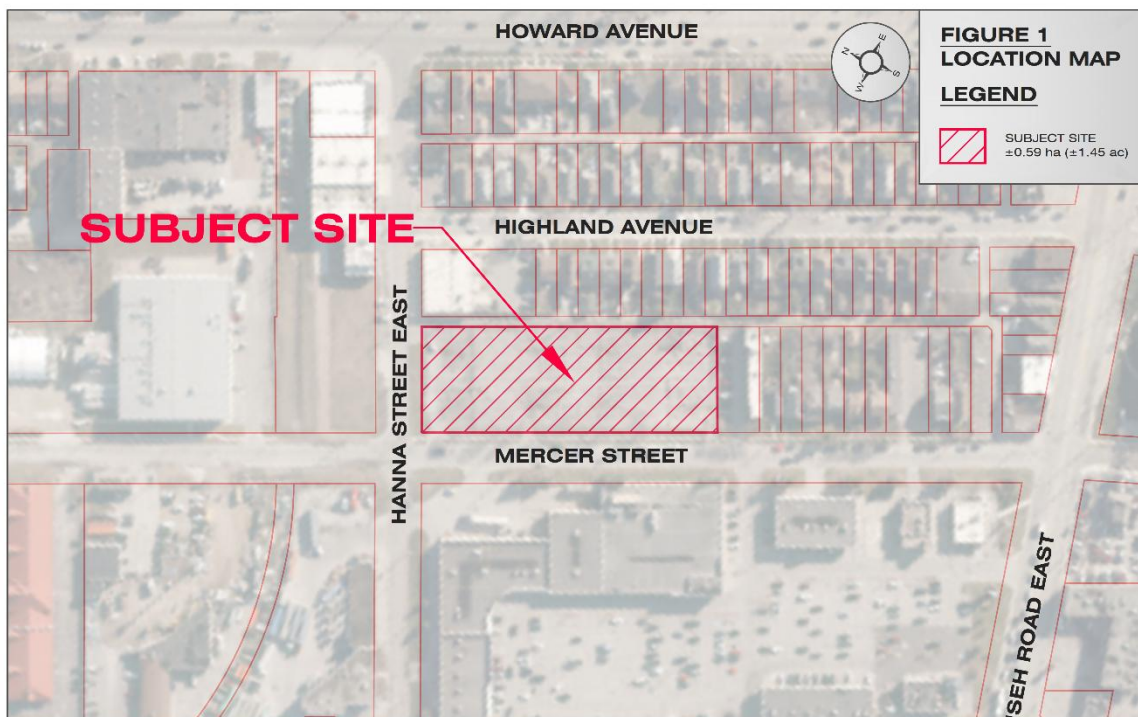
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1.0 INTRODUCTION

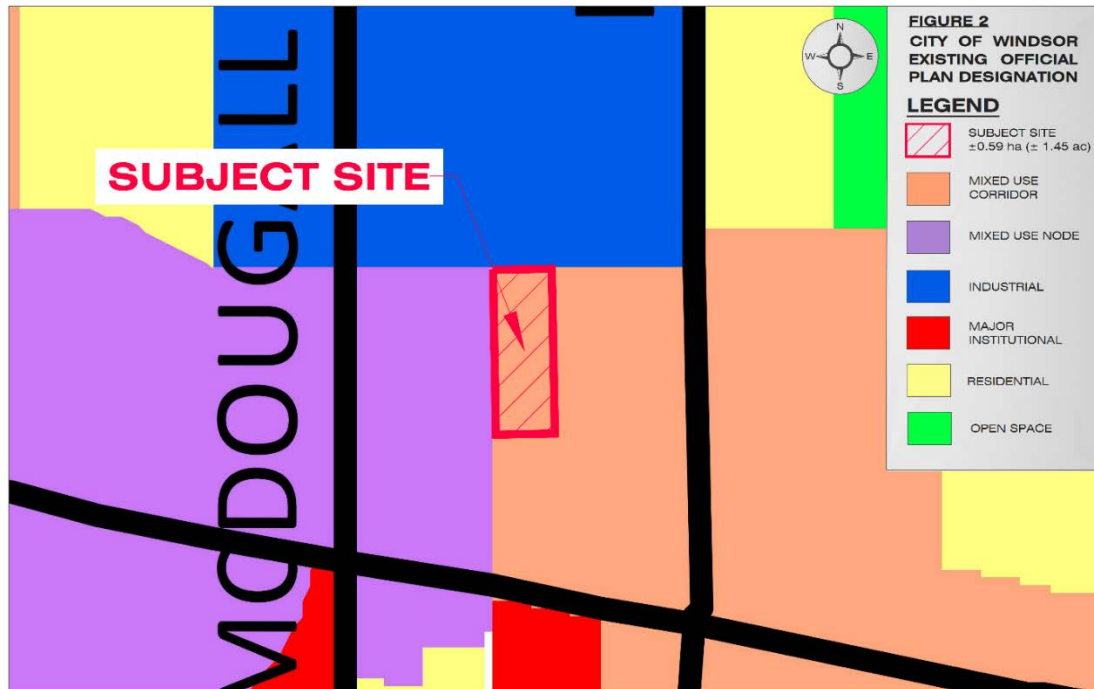
Dillon Consulting Limited (Dillon) has been retained by LRU Leasing Inc., herein referred to as the 'Applicant', to assist in obtaining the necessary planning approvals associated with a proposed residential development. The site is municipally known as 0 Mercer Street, located at the southeast corner of Hanna Street East and Mercer Street and herein referred to as the 'subject site'. The subject site is located within the City of Windsor and has been included through **Figure 1**. It is designated as a Mixed Use Corridor in the City of Windsor Official Plan, and zoned Manufacturing District 1.2 (MD1.2) in Zoning By-law 8600 (refer to **Figure 2** and **Figure 3**).

Figure 1: Location Map



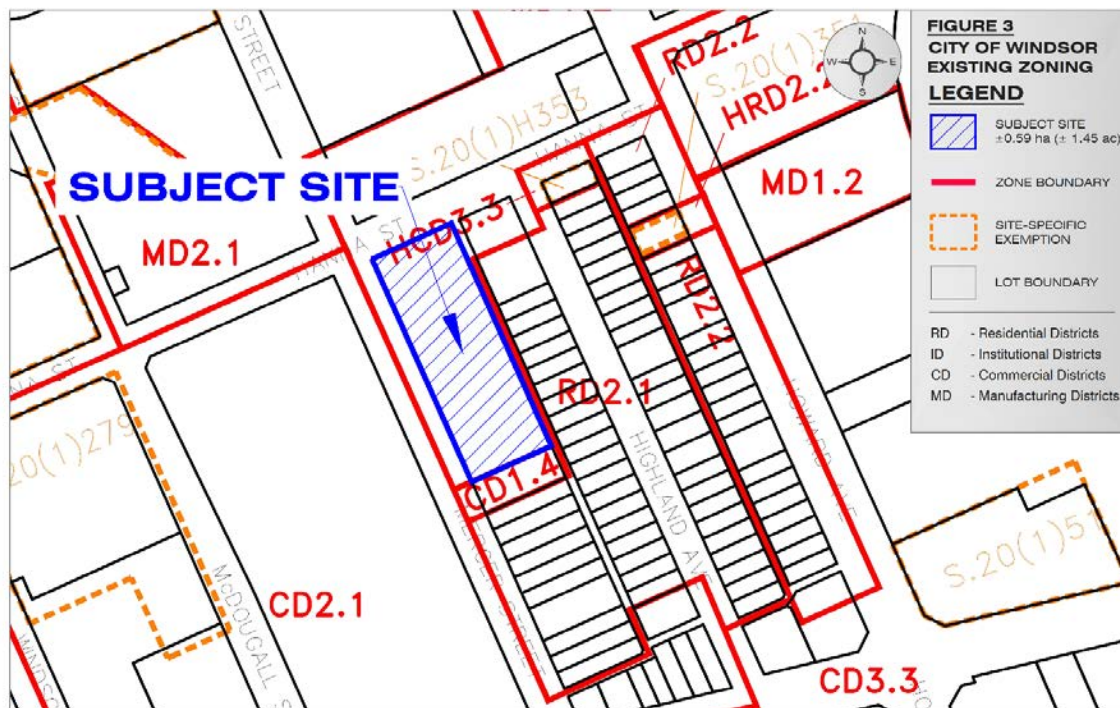
Source: The City of Windsor Interactive Mapping (2024), Prepared by Counterpoint Land Development by Dillon Consulting

Figure 2: City of Windsor Existing Official Plan Designation



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

Figure 3: City of Windsor Existing Zoning



Source: City of Windsor Zoning By law 8600, Zoning District Map 7, Prepared by Dillon Consulting Limited.

1.1 DESCRIPTION OF SITE

The subject site is located at 0 Mercer Street, on the southeast corner of Hanna Street East and Mercer Street (refer to **Figure 1**). These lands are legally described as Lots 17 to 30 on Plan 649. The total area of the subject site is approximately 0.59 ha (1.45 ac) with a frontage of 45.7 m (149.9 ft) on Hanna Street East. The subject site is as follows:

- Rectangular;
- Accessed through two (2) roads, Hanna Street East and Mercer Street, and is located by a public transit stop for the Transway 1A;
- Currently used as a parking lot; and
- Access to existing municipal services.

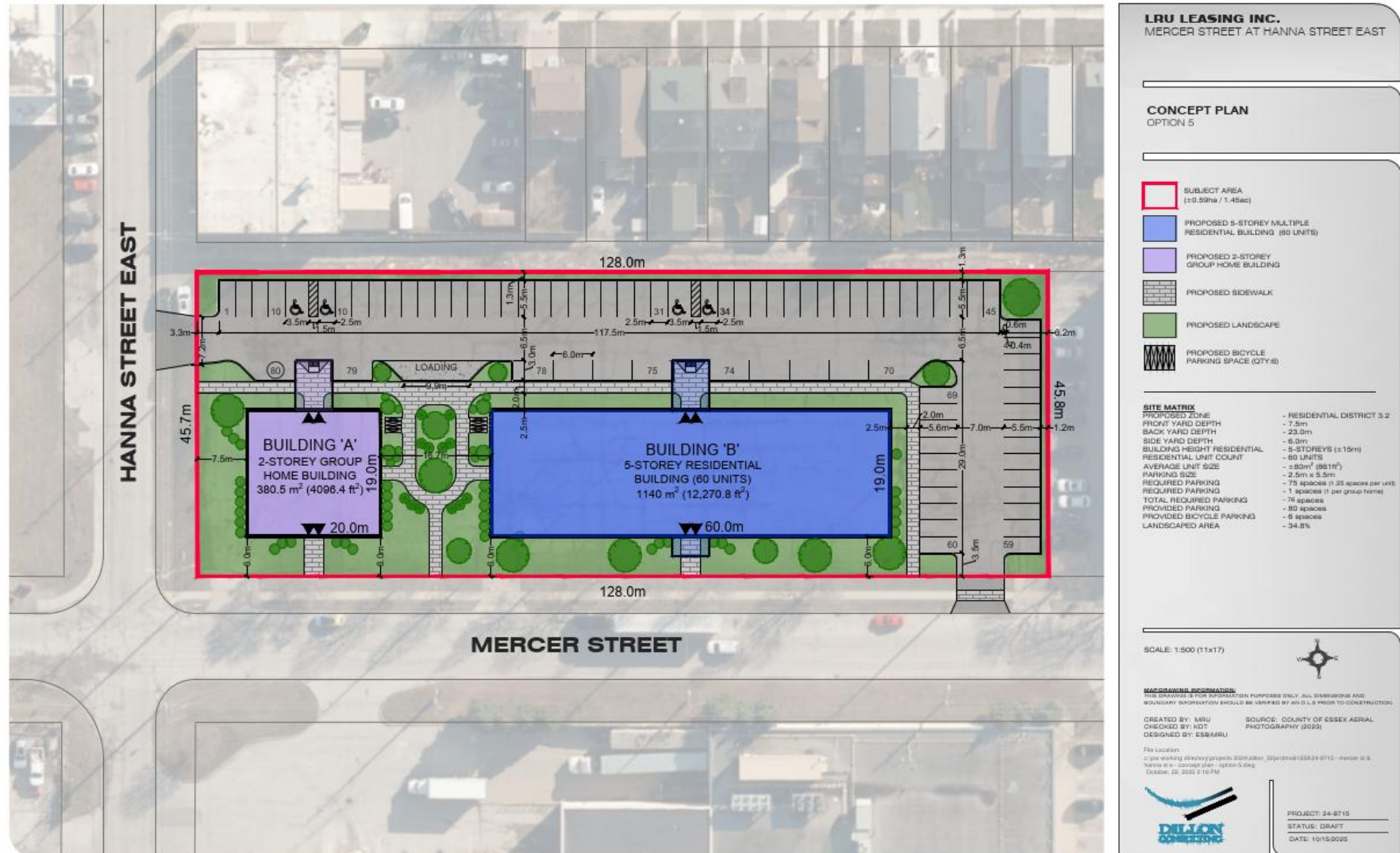
1.2 PROPOSED DEVELOPMENT

As shown in **Figure 4: Conceptual Development Plan**, the proposed development consists of a 2-storey group home (referred to as 'Building A') and one 5-storey multiple dwelling building with 60 dwelling units (referred to as Building 'B'). The parking lot will be accessed by two (2) driveways, one (1) onto Hanna Street East and one (1) through to Mercer Street. It provides a buffer from the medium density uses proposed to the existing low-density residential neighbourhood to the southeast. Full municipal services are proposed on the site (refer to the Functional Servicing Report, dated May 2025). The proposed development details are summarized in **Table 1**.

Table 1: Proposed Development Details

BUILDING 'A'	
Current Zone	MD1.2
Proposed Zone	RD.3.2
Proposed Use	Group home
Height	2-Storeys
Building Size	380.5 m ²
Parking Required	1 (1 space per group home)
Parking Provided	1 (1 space per group home)
BUILDING 'B'	
Current Zone	MD1.2
Proposed Zone	RD.3.2
Proposed Use	Multiple Dwelling
Height	5-Storeys
Building Size	1140 m ²
Unit Count	60 units
Parking Required	75 spaces (1.25 spaces per unit)
Parking Provided	79 spaces (1.32 spaces per unit)

Figure 4: Conceptual Development Plan



1.3 PROPOSED AMENDMENTS

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

1.3.1 City of Windsor Official Plan – Mixed Use Corridor

As indicated in **Figure 2**, the subject site is designated “Mixed Use Corridor” under the City’s Official Plan (Windsor OP). In July 2022, the City of Windsor adopted Official Plan Amendment No. 159 to provide direction and implement policies regarding intensification within the City. Although the Mixed Use Corridor designation permits residential uses, as per S.6.5.3.3, developments shall not generally exceed four (4) storeys in height. Council may consider additional height when the proposed height achieves compatible development. Permissions for taller buildings may be established through a site specific Zoning By-law Amendment, sought through this application. A minor site-specific Official Plan Amendment will also be required to permit a group home to be developed on the Site.

A minor Official Plan Amendment (‘OPA’) will be required to establish the site as a Special Policy Area to provide an exception to Policy 6.5.3.3.a - supporting a building height more than four (4) storeys. The amendment would also allow a group home as a permitted use. The rezoning and amendment to the Official Plan will facilitate the residential development in alignment with the City’s objectives.

1.3.2 City of Windsor Zoning By-law 8600 – Manufacturing District 1.2

As shown in **Table 2**, the subject site is currently zoned Manufacturing District 1.2 (MD1.2) in the City of Windsor Zoning By-law 8600. The current zoning does not permit a multiple dwelling use or group home, nor does it appropriately reflect the proposed 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 rezone the property to a Residential District 3.2 (RD3.2) zone with the following site-specific provisions:

- Reduce the maximum building height from 24.0 m to 18.0 m for a corner lot;
- Introduce a minimum interior side-yard setback of 20.8 m and a rear yard setback of 23.8 m; and
- Increase the maximum gross floor area for a group home from 400.0 m² to 760 m².

The proposed development meets all other requirements of the Zoning By-law, including those for the RD3.2 zone, parking, and loading provisions as shown in **Table 2**.

Table 2: Residential District 3.2 (RD3.2) Provisions

PROVISIONS	RD3.2	PROVIDED
Lot Frontage – minimum	30.0 m	45.7 m
Lot Area – minimum	3,397 m ²	5,900 m ²
Lot Coverage – maximum	35.0%	25.8%
Interior Side Yard Setback - minimum	N/A	20.8 m
Rear Yard Setback - minimum	N/A	23.8 m
Main Building Height (Corner Lot)	24.0 m	18.0 m
Landscaped Open Yard	35.0%	35.0%

PROVISIONS	RD3.2	PROVIDED
Dwelling Unit Density	188 units per hectare	102 units per hectare
ADDITIONAL PROVISIONS	REQUIRED	PROVIDED
Gross Floor Area – main building - maximum	400 m ²	760 m ²
Parking	76 parking spaces	80 parking spaces
Bicycle Parking	6 parking spaces	6 parking spaces
Loading	1 loading space	1 loading space

Section 5.99.30 of Zoning By-law 8600 states that group homes may be permitted in any residential district or institutional district, so long as a group home occupies the full building and complies with the provisions for a single unit dwelling in Section 10.1.5. As proposed, the group home complies with the provisions set out in Section 10.1.5, except for provision 10.1.5.10 which states that the maximum gross floor area for the main building is 400 m². Relief is being requested from this provision to permit a maximum gross floor area of 760 m².

2.0 SURROUNDING LAND USES

The surrounding land uses are shown in **Figure 5** and are described as follows:

North

- **Existing Uses:** Industrial (Belwood Poultry Windsor, Advanced Auto Services) Commercial School (Hybrid Training – Windsor);
- **Official Plan Designation(s):** Industrial; and
- **Zone:** Manufacturing District 1.2 (MD1.2) and Manufacturing District 2.1 (MD2.1).

East

- **Existing Uses:** Industrial (Donato Auto Collision Limited), Single-detached Dwellings, Medical (Sprout Kids Dentistry), and Institutional (Vineyard Christian Fellowship and Asamblea Cristiana de Adoracion).
- **Official Plan Designation(s):** Mixed Use Corridor.
- **Zone:** Manufacturing District 1.2 (MD1.2), Commercial District 3.3 (HCD3.3), Residential District 2.1 (RD2.1), and Residential District 2.2 (RD2.2).

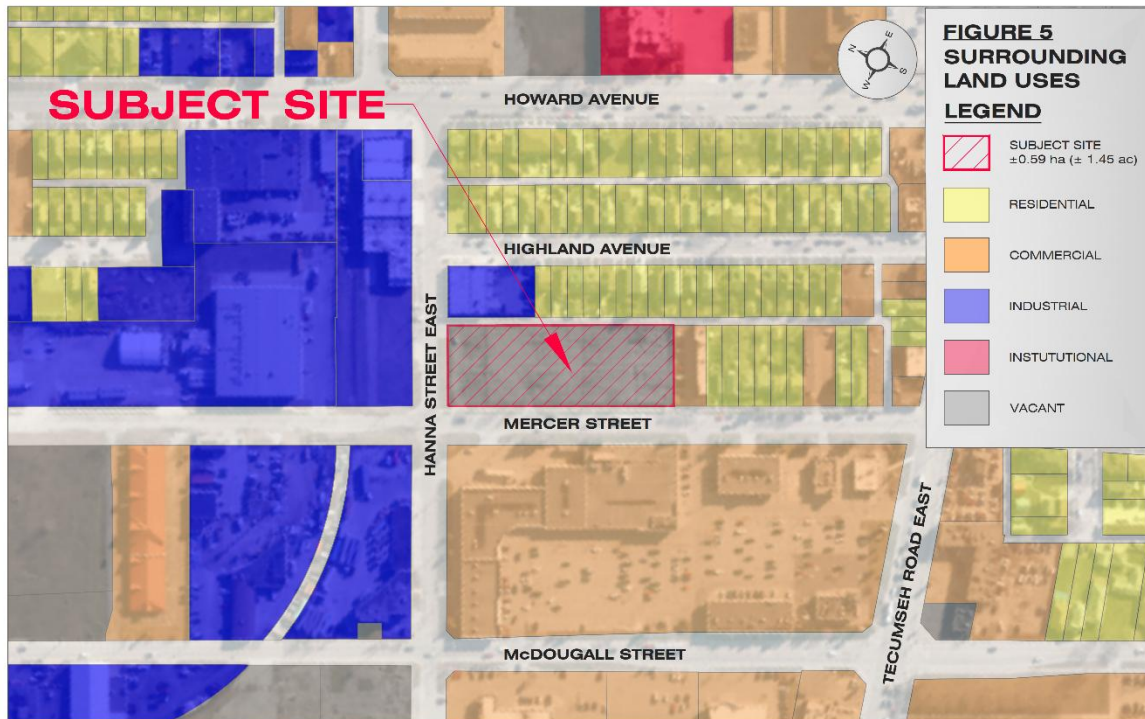
South

- **Existing Uses:** Single-detached dwellings, Medical (Acoustic Hearing Aid Clinic), Restaurants (Eddy's Mediterranean Bistro, Napoli Pizza & Wings and Mimi Gardens) and Institutional (St. Michaels Adult Catholic High School).
- **Official Plan Designation(s):** Mixed Use Corridor.
- **Zone:** Residential District 2.1 (RD2.1), Commercial District 1.4 (CD1.4), and Commercial District 2.1 (CD2.1).

West

- **Existing Uses:** Commercial (Dollarama, Goodwill Community Store), Grocery Store (FreshCo), Single-detached Dwellings, Multiple Dwelling.
- **Official Plan Designation(s):** Mixed Use Node.
- **Zone:** Commercial District 2.1 (CD2.1), Residential District 2.2 (RD2.2), and Residential District 3.4 (RD3.4).

Figure 5: Surrounding Land Use



Source: City of Windsor Online Mapping (2024), Prepared by Counterpoint Land Development by Dillon Consulting.

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; 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 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 (refer to [Appendix A – Planning Policies](#)).

3.2 CITY OF WINDSOR OFFICIAL PLAN

The local policy context is provided in the City of Windsor Official Plan (OP) which establishes the policy framework for managing growth and guiding land use decisions within the City. The primary goals of the City of Windsor OP include:

- Fostering safe, inclusive communities by promoting diverse housing, vibrant neighbourhood centers, and active citizen participation while preserving neighbourhood character;
- Supporting sustainable economic growth through compact, mixed-use developments, revitalization, and efficient infrastructure to strengthen the City Centre and employment hubs;
- 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 Mixed Use Corridor the Official Plan. As per the Stage 1 Planning Consultation Letter (PC-126-24) received in February 2024, the proposed development will require an Official Plan Amendment for a Special Policy Area to allow for a maximum of five (5) storeys for a multiple

dwelling (Building 'B') and for a group home (Building 'A') to be an additional permitted use (refer to [Appendix A – Planning Policies](#)).

3.3 CITY OF WINDSOR ZONING BY-LAW 8600

The City of Windsor Zoning By-law 8600 serves as a legal framework to ensure that land use and development within the City align with the community's planning goals while protecting public health and safety. The Zoning By-law 8600 regulates land use, sets building standards, controls development, and promotes orderly growth within the City of Windsor.

The subject site is currently zoned as Manufacturing District 1.2 (MD1.2) in accordance with Zoning District Map 7. The current zoning does not permit the proposed residential development. As such, a Zoning By-law Amendment is requested to rezone the subject site to a site-specific Residential District 3.2 (RD3.2). Details on the site-specific reliefs are discussed in [Section 1.3.2](#).

3.4 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 the intensification of an underutilized lot that is presently being used as a parking lot.

The proposed development will support the future growth of the existing neighbourhood, providing opportunity to diversify the mix of available dwelling units with a multiple dwelling and a group home in the area. The proposed development is compatible with the surrounding land uses.

3.4.1 Site Suitability

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

- The land area is sufficient to accommodate the proposed density on the site and can accommodate the required parking for the development;
- The proposed development can be accommodated by existing servicing promoting the efficient use of existing infrastructure;
- The development expands housing options in the area by introducing a mix of unit types within a multiple dwelling format. This contributes to a more diverse and inclusive housing stock, accommodating various demographics, including individuals, families, and seniors. This variety effectively meets the increasing demand for affordable and diverse housing solutions;
- The site is located near significant community amenities including the Jackson Park Community Park and Recreation Way to the south, a commercial plaza with a grocery store to the west, and a Regional Commercial Centre to the east;
- There are no anticipated traffic concerns;
- Building 'B' (multiple dwelling) provides a transition from the low density residential uses to the east from a commercial plaza to the west and industrial uses to the north; and

- The residential development will boost local businesses through increased foot traffic and spending, supporting growth and job creation. It strengthens the Mixed Use Corridor and attracts further investment, driving long-term economic stability in the area.

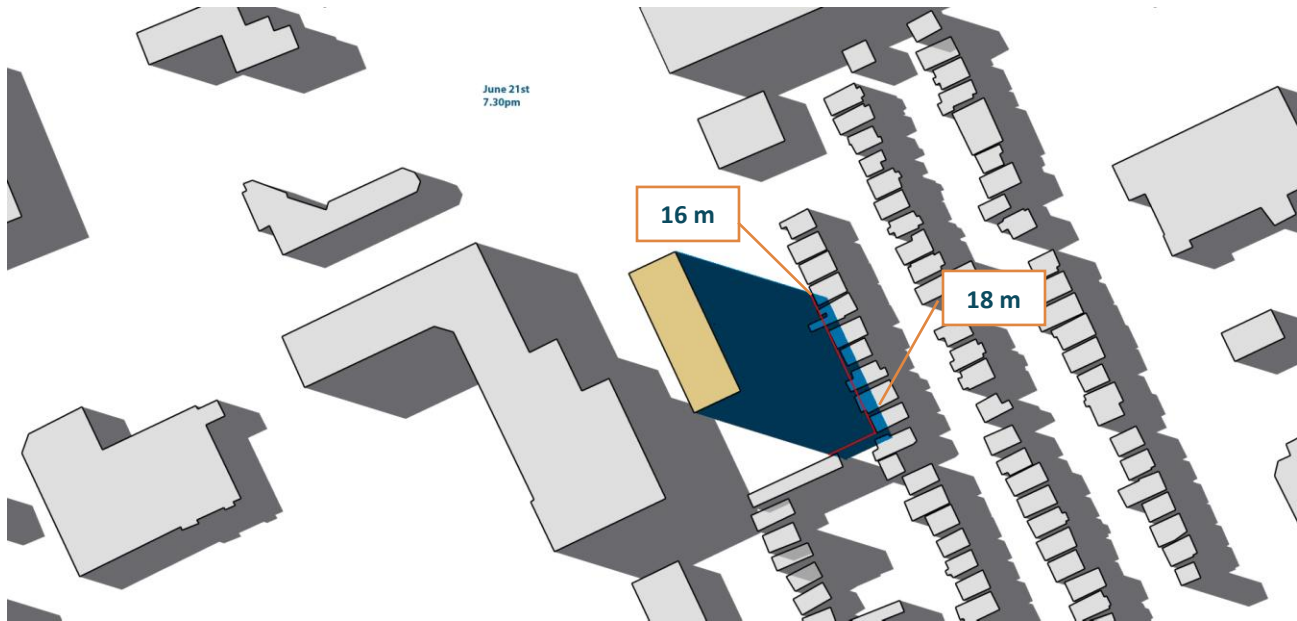
3.4.2 Compatibility of Design

The proposed development is in a built-up area, surrounded by industrial uses to the northwest and low density residential neighbourhoods to the southeast (refer to **Figure 5**). Building 'B' is proposed as a 5-storey multiple dwelling building. Presently, the Mixed Use Corridor permits a maximum height of 4 storeys unless it can be demonstrated that the proposed height achieves compatible development, and where appropriate transitions to abutting lower scale development are established (Windsor OP, 6.5.3.3). This application intends to amend the Official Plan with a special policy area to permit a height of 5 storeys on the site, with a maximum height of 18.0 m through a site-specific Residential District 3.2 (RD3.2) zone. To note, the Residential District 3.2 zone permits a maximum height of 24.0 m on a corner lot.

A Shadow Analysis was prepared to demonstrate compatibility with the surrounding low density residential dwellings at the summer and winter solstices. The analysis determined the maximum impacts of the 18.0 m building, compared with a building height of 16.0 m. At 16.0 m, portions of seven properties are minimally impacted during the summer solstice, and four are impacted during the winter solstice (refer to **Figure 6**). With a building height of 18.0 m, portions of eight properties are minimally impacted during the summer solstice and four are impacted during the winter solstice (refer to **Figure 7**). Therefore, the proposed height of 18.0 m results in a negligible difference in shadow impact, affecting only one additional property minimally and only during the summer solstice.

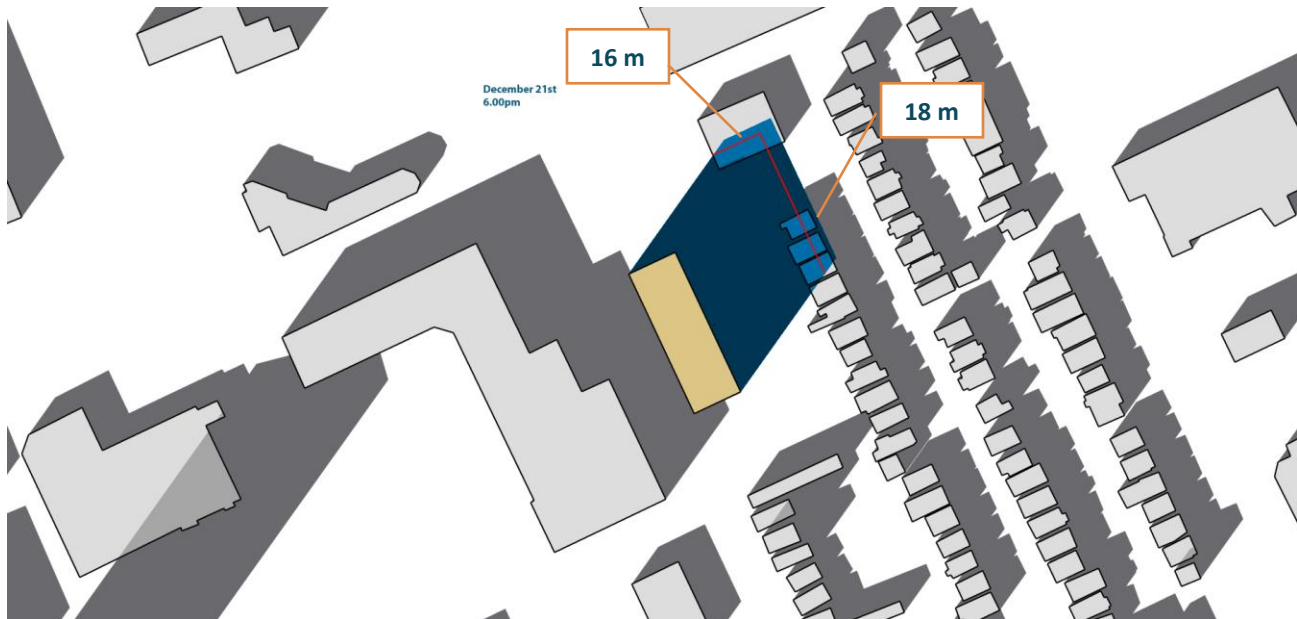
The distance from the surrounding low density residential uses will be maintained through the site-specific minimum setback in the proposed Zoning By-law Amendment. This site-specific relief supports limited shadow impacts on surrounding communities and promotes compatible design, aligning with the Official Plan's compatibility considerations to permit 5-storey development on-site. Conceptual images have also been prepared, as shown in **Figure 8**, **Figure 9**, and **Figure 10**, to visualise compatibility with the surrounding area in terms of scale, massing, height and setbacks. Specific building design elements will be determined through the Site Plan Control process.

Figure 6: Proposed Development Shadow Impact (16m & 18m) - June 21st at 7:30 pm



Source: Prepared by Dillon Consulting Limited.

Figure 7: Proposed Development Shadow Impact (16m & 18m) - December 21st at 4:00 pm



Source: Prepared by Dillon Consulting Limited.

Figure 8: Multiple Dwelling Conceptual Renderings



Source: AI Generated, Prepared by Dillon Consulting Limited.

Figure 9: Amenity Area Conceptual Renderings



Source: AI Generated, Prepared by Dillon Consulting Limited.

Figure 10: Group Home Conceptual Renderings



Source: AI Generated, Prepared by Dillon Consulting Limited.

3.4.3 Intensification

The proposed development adheres to the City of Windsor Intensification Guidelines, offering guidance for the distinctive design of new developments that harmonize the use, scale, architecture, streetscapes, and neighbourhoods in Windsor. Additionally, there is an emphasis on increased height and density along major corridors. Specifically addressing new development in a Mixed Use Corridor, the City aims to:

- Manage the transition between new, higher intensity development and existing lower density residential neighborhoods;
- Control the scale and massing of new development, especially when considering a more intensified form; and
- Mitigate any adverse effects on adjacent built forms and the comfort and use of open spaces and streets.

The transformation of an existing surface parking lot into a group home and a five-storey Multiple Dwelling building represents a significant act of intensification within a Mixed Use Corridor adjacent to a commercial plaza. This redevelopment optimizes an underutilized parcel of land, making efficient use of the surrounding area and available infrastructure. Introducing diverse housing options including a group home for vulnerable populations and a multi-unit residential building contributes to a broader mix of housing choices, fostering a more complete community. Furthermore, positioning higher-density residential uses along a corridor intended for mixed-use development, especially one with existing commercial amenities and access to transit, capitalizes on existing infrastructure and reduces reliance on single-occupancy vehicle trips, promoting walkability and sustainability.

3.4.4 Housing

The property is situated within the Mixed Use Corridor as defined by the City of Windsor Official Plan. This designation currently allows for standalone medium and high-profile residential buildings (Windsor OP, Section 6.5.3.1). Building 'A' is planned to be developed as a group home. A minor amendment to the Official Plan is required to permit a group home on this site. This adjustment aligns with both the intent of the Official Plan and the Provincial Planning Statement, which advocate for diverse housing options. The Mixed Use Corridor predominantly permits medium and high-profile residential uses, often resulting in Multiple dwelling buildings. Introducing a group home to the housing mix offers a strategic way to diversify housing opportunities within the Mixed Use Corridor designation. It also supports increased density for vulnerable populations in an area well-served by transit, healthcare, recreational facilities, and essential services.

The proposed development bridges the spectrum between low-rise housing, such as townhomes and single detached dwellings, and higher density residential uses, and fills a critical gap in medium-profile housing. As Windsor grows and its demographics shift, there is a rising demand for diverse housing types that accommodate different life stages and preferences. The integration of residential uses along Mercer Street, with the proximity to commercial uses along McDougall and near Tecumseh Road, supports a "live-work-play" lifestyle. Access to these amenities provides a housing option for those who seek convenience and reduced reliance on automobiles.

3.4.5 Socio-economic Considerations

The proposed development will bring both major social and economic benefits by addressing a need for more housing options for various demographics—individuals, families, seniors, and those with special needs—which cultivates a more diverse and inclusive community. Economically, the development is poised to stimulate local economic activity by expanding the customer base for nearby businesses and services, including those located in the adjacent commercial plaza (Plaza 300) and Tecumseh Road East. It will also create immediate construction jobs and support sustained economic stability through a greater demand for local goods and services.

An amenity area is planned between Buildings 'A' and 'B'. This space could be significantly enhanced by creating a larger open space amenity area for future residents. Increasing the amount of open space on the property could foster recreational activities like community gardening, outdoor yoga, bird watching, and photography. Potential to increase the amount of open space on site would provide a balance between the site and the adjacent commercial plaza, which primarily features paved parking areas, large shopping areas and fast-food restaurants.

3.4.6 Transportation

The development proposes two access driveways, one onto Hanna Street East and the other from Mercer Street, both of which are identified as Local Roads in the City of Windsor Official Plan. The parking area is configured in an “L” shape with 80 parking spaces which exceeds the minimum requirement of 76 spaces required.

3.4.6.1 Public Transportation

The proposed development supports a transit-oriented and active transportation-friendly design, consistent with the City of Windsor’s intensification and mobility policies.

The subject site is within 400 m of a Transit Windsor bus stop on Tecumseh East at McDougall. This stop is serviced by the Transway 1A and Transway 1C which provide access to the Windsor International Transit Terminal, Devonshire Mall, Forest Glade and Hôtel-Dieu Grace Healthcare. The Windsor International Transit Terminal also provides connections to FlixBus, a private bus chartering services that links transit hubs across North America.

3.4.6.2 Active Transportation

The site is adjacent to an existing sidewalk network on Mercer Street that connects to Tecumseh Road East. It is 550 m from Jackson Park, a Community and Regional Park with a Recreationway as identified in the City of Windsor Official Plan. It hosts a wide array of annual events, including Bright Lights Windsor during the holiday season. Residential uses in an area proximate to prominent recreational features promotes opportunities for residents of varying demographics to access the City’s core assets.

The site is close to the north-south bikeway on McDougall Street, which leads to the City Centre. A Proposed Bikeway is anticipated on McDougall Street to connect to the existing bikeway network within the downtown core.

3.4.7 Good Planning

The proposal represents good planning as it addresses the intent of the City of Windsor to promote a healthy, liveable community contributing to the guiding principles of the Provincial Planning Statement, City of Windsor Official Plan, and Zoning By-Law. Residential uses on the subject site represent an efficient development pattern that optimizes the use of land by developing an underutilized site. The proposed development will blend well with the existing residential, and commercial uses, providing a natural extension of the residential uses in the area. It contributes to a high quality of life by fostering a "live, work, and play" environment where existing and future residents experience a strong sense of community and collective pride in their surroundings. The proposed development is consistent with the policies outlined in the Provincial Planning Statement, City of Windsor Official Plan and Zoning By-Law, and represents good planning.

3.5 BACKGROUND STUDIES

As identified through the Stage 1 Planning Consultation Application to the City of Windsor, the following supporting background studies were identified as required for the Official Plan and Zoning By-law Amendment application.

3.5.1 Archaeological Assessment

The site has been identified as an area with archaeological potential as per Schedule C-1 of the City of Windsor Official Plan. As such, an Archaeological Assessment was required in support of this application. A Stage 1 and 2 Archaeological Assessment was completed by Haruta Archaeology, dated April 2025 (under separate cover), with entry into the Ontario Public Register (P1131-0111-2025). No archaeological resources were found on the subject property, and no further archaeological assessments are required.

3.5.2 Stormwater and Functional Servicing

A Functional Servicing Report was completed by Dillon Consulting Limited, dated October 2025, in support of the proposed development (under separate cover). Sufficient servicing has been identified in support of the proposed development, with specifics to be determined at the time of detailed design.

3.5.3 Public Information Centre

On Wednesday, May 21st, 2025, from 5:30 p.m. to 7:00 p.m., a Public Information Centre (PIC) was held at DaVinci Hall in the Giovanni Caboto Club. The meeting utilized a hybrid format, allowing both in-person and virtual attendance. This approach aimed to improve accessibility and encourage broader community engagement in discussions about the proposed development.

Notices were sent to property owners within 200 meters of the site, and an additional two-week comment period followed the meeting. The PIC's primary goal was to offer residents and stakeholders an opportunity to learn more about the proposal, ask questions, and provide feedback.

In total, four (4) participants were present in person, and one (1) joined virtually.

A key concern raised during the meeting was the potential for increased on-street parking on Highland Avenue. However, no formal comment was submitted regarding this concern. The proposed development includes an excess of parking, with 80 on-site spaces available. Zoning By-law 8600 requires 76 parking spaces for the proposed development. If on-street parking were to be sought, Mercer Street would be a more probable location for facilitating such parking for the site. The property does not have direct access to Highland Avenue, which makes it less likely for that street to be used for parking related to this development.

Refer to **Appendix B** for the PIC materials, redacted attendance sheet and the PIC Notice.

3.5.4 Noise Impact Study

A Noise Impact Study ('Study') was prepared by Dillon Consulting Limited (May 2025) to evaluate potential impacts from transportation noise and stationary noise sources on the proposed development.

3.5.4.1 Transportation Noise Assessment

The transportation noise assessment indicated that the noise impacts on the proposed development can be sufficiently controlled by requiring that residences comprising the south and east façades of Building 'B' be constructed with provisions for the installation of central air conditioning. Type C warning clauses shall also be included in agreements that are registered on Title for all Offers of Purchase and Sale, lease/rental agreements, and condominium declarations.

3.5.4.2 Stationary Noise Assessment

The stationary noise impacts from surrounding commercial and industrial properties on the proposed development were assessed through modelling of stationary and impulsive noise sources. It was predicted that the noise impacts from the surrounding commercial and industrial properties will exceed the Class 1 noise level limits set by the MECP for stationary noise at Buildings 'A' and 'B'. Source-based mitigation measures are likely not feasible due to the number of sources, as well as the types of sources (shipping/receiving operations). Similarly, based on the locations of the sources relative the proposed development (up to five storeys in height), acoustic barriers are likely not feasible to control the predicted noise impacts. The Study recommends that the proposed development seek a Class 4 Designation approval from the City of Windsor.

If a Class 4 designation is obtained, the Study concludes that the proposed development is predicted to comply with all applicable MECP stationary and impulsive noise level limits. Prospective purchasers of any property within the proposed development shall be informed of its Class 4 designation through a Type F warning clause. A Type E warning clause is also recommended for all sensitive uses as industrial operations may be audible at times.

4.0 CONCLUSIONS

The proposed residential development located at 0 Mercer Street, is appropriate, and should be approved by the City of Windsor Council as it:

- Is consistent with the Provincial Planning Statement (PPS) 2024;
- Meets the intent and purpose of the City of Windsor Official Plan;
- Is a site that is physically suitable;
- Will not negatively impact the surrounding residential, commercial and industrial uses and enjoyment of area residents;
- 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 for additional residential opportunities.

For the above reasons, it would be appropriate for the City of Windsor Council to provide support for the requested site-specific Official Plan and Zoning By-law Amendments to allow for the proposed residential development. This report demonstrates that the proposal is suitable and will not be impacted by or negatively impact surrounding uses, is consistent with the PPS, conforms to the intent and purpose of the City of Windsor Official Plan, and represents good planning.



A handwritten signature in cursive script that reads "Amy Farkas".

Amy Farkas, MUP, MCIP, RPP
Associate

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APPENDIX A

Planning Policies

PROVINCIAL PLANNING STATEMENT (2024)

The Provincial Planning Statement (2024) is a consolidated statement of Ontario’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 (2024) 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 (2024), as it pertains to the proposed redevelopment of the subject site.

Our analysis concludes that the proposed development 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 (a-b)	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 development is situated on land already designated for mixed or residential use and is well-suited for intensification. Its location along a Mixed Use Corridor, with sufficient servicing capacity, ensures that the site can accommodate the proposed development. This intensification aligns with the City’s long-term housing goals by promoting a sustainable and efficient use of land, ensuring that growth is accommodated within designated areas while maximizing available infrastructure and services.
2.1.6 (a-c)	Planning authorities should support the achievement of complete communities by:	The proposed development includes one (1) two-storey group home and one (1) five-storey multiple dwelling building with 60 units. This

PPS POLICY	POLICY	RESPONSE
	<ul style="list-style-type: none"> 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 childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs; b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups. 	<p>adds a mix of dwelling types to accommodate the needs of both current and future residents. These housing types are currently not represented in the surrounding area.</p> <p>The inclusion of these housing types contributes to diversifying the housing options in the area in with opportunities for social equity, improving the quality of life and ensuring that people of all backgrounds and abilities can fully participate in the community.</p> <p>The development promotes multimodal transportation through pedestrian-friendly design, bicycle parking, and proximity to transit routes. Its location near a mix of uses, including employment, educational facilities, and recreational spaces, ensures long-term viability and community integration.</p>
2.2 Housing		
2.2.1 (a-d)	<p>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:</p> <ul style="list-style-type: none"> a) establishing and implementing minimum targets for the provision of housing that is affordable to low- and moderate-income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs; b) permitting and facilitating: <ul style="list-style-type: none"> 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and 2. all types of residential intensification, including the conversion of existing commercial and institutional buildings for 	<p>The development of a multiple dwelling building and group home in this area will contribute to housing options at a more accessible price through medium-density design. Its proximity to essential services and employment opportunities also helps lower transportation costs for residents.</p> <p>By redeveloping a parking lot, the project promotes sustainable growth through residential intensification. The proposed density maximizes the use of both land and existing infrastructure, aligning with efficient land use policies.</p>

PPS POLICY	POLICY	RESPONSE
	<p>residential use, development and introduction of new housing options within previously developed areas, and redevelopment which results in a net increase in residential units in accordance with policy 2.3.3;</p> <p>c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and</p> <p>d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.</p>	
2.3 Settlement Areas and Settlement Area Boundary Expansions		
2.3.1.2 (a-e)	<p>Land use patterns within settlement areas should be based on densities and a mix of land uses which:</p> <p>a) efficiently use land and resources;</p> <p>b) optimize existing and planned infrastructure and public service facilities;</p> <p>c) support active transportation;</p> <p>d) are transit-supportive, as appropriate; and</p> <p>e) are freight-supportive.</p>	<p>The proposed multiple dwelling and group home buildings contribute to a diversity of housing options, efficiently utilizing available resources and infrastructure. The development is well-positioned near existing commercial plazas and promotes active transportation through integrated pedestrian pathways and an existing sidewalk. The development's proximity to several Transit Windsor bus routes along Tecumseh Road East significantly enhances its accessibility and strengthens its integration into the city's public transportation network. This connectivity supports transit-oriented living, making it convenient for residents to access key destinations throughout the city.</p>
2.9 Energy Conservation, Air Quality and Climate Change		
2.9.1 (a-e)	<p>Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the <i>impacts of a changing climate</i> through approaches that:</p> <p>a) support the achievement of compact, <i>transit-supportive</i>, and <i>complete communities</i>;</p>	<p>The development incorporates higher density housing, maximizing land use while fostering walkable, transit-supportive, and complete communities.</p>

PPS POLICY	POLICY	RESPONSE
3.0 Infrastructure and Facilities		
3.1 General Policies for Infrastructure and Public Service Facilities		
3.1.2 (a, b)	Before consideration is given to developing new <i>infrastructure</i> and <i>public service facilities</i> : a) the use of existing infrastructure and public service facilities should be optimized; and b) opportunities for adaptive re-use should be considered, wherever feasible.	Existing infrastructure is fully utilized, avoiding the need for new construction.
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 will be accessed through Hanna Street East and Mercer Street, two local roads. The surrounding road network is closely connected to McDougall, a Class I Collector Road, Tecumseh Road East, a Class II Arterial Road, and Howard Ave, a Class II Arterial Road.
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.	Access to several high-volume roads balances traffic distribution, ensuring efficient movement for residents. The integration of the existing sidewalk network into the Conceptual Development Plan promotes safety and active, energy-efficient modes of transportation, contributing to a sustainable transportation network. The road network's current configuration, combined with projected mitigation measures, ensures efficient traffic flow, reduces delays, and supports multimodal access.
3.6 Sewage, Water and Stormwater		
3.6.1 (a-f)	Planning for <i>sewage</i> and <i>water services</i> shall: a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing <i>municipal sewage services</i> and <i>municipal water services</i> and existing <i>private communal sewage services</i> and <i>private communal water services</i> ; b) ensure that these services are provided in a manner that: 1. can be sustained by the water resources upon which such services rely;	The proposed development aligns with the PPS goals of cost-effective land use and infrastructure planning by utilizing existing infrastructure within the municipal right-of-way.

PPS POLICY	POLICY	RESPONSE
	<ul style="list-style-type: none"> 2. is feasible and financially viable over their life cycle; 3. protects human health and safety, and the natural environment, including the <i>quality</i> and <i>quantity of water</i>; and 4. aligns with comprehensive municipal planning for these services, where applicable. <ul style="list-style-type: none"> c) promote water and energy conservation and efficiency; d) integrate servicing and land use considerations at all stages of the planning process; e) consider opportunities to allocate, and re-allocate if necessary, the unused system capacity of <i>municipal water services</i> and <i>municipal sewage services</i> to support efficient use of these services to meet current and projected needs for increased housing supply; and f) be in accordance with the servicing options outlined through policies 3.6.2, 3.6.3, 3.6.4 and 3.6.5. 	
3.6.2	<p><i>Municipal sewage services</i> and <i>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</i> and <i>municipal water services</i> include both centralized servicing systems and decentralized servicing systems.</p>	Full municipal services for sewage and water are provided.
3.6.8 (a-f)	<p>Planning for stormwater management shall:</p> <ul style="list-style-type: none"> a) be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle; b) minimize, or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads; c) minimize erosion and changes in water balance including through the use of <i>green infrastructure</i>; d) mitigate risks to human health, safety, property and the environment; 	The stormwater management system for the development is fully integrated with municipal sewage and water services, designed to optimize efficiency over its lifecycle. It employs a combination of surface and underground storage to minimize runoff and control peak flows.

PPS POLICY	POLICY	RESPONSE
	<ul style="list-style-type: none"> e) maximize the extent and function of vegetative and pervious surfaces; f) promote best practices, including stormwater attenuation and re-use, water conservation and efficiency, and <i>low impact development</i>; and align with any comprehensive municipal plans for stormwater management that consider cumulative impacts of stormwater from development on a <i>watershed scale</i>. 	
3.9 Public Spaces, Recreation, Parks, Trails and Open Space		
3.9.1 (a-d)	<p>Healthy, active, and inclusive communities should be promoted by:</p> <ul style="list-style-type: none"> a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate <i>active transportation</i> and community connectivity; b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources; c) providing opportunities for public access to shorelines; and d) recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas. 	<p>The development promotes a healthy, active, and inclusive community by integrating safe and accessible pedestrian pathways. Barrier-free access, lighting, and clear signage within the site will be discussed during Site Plan Control. Active transportation options such as access to existing public transit and cycling infrastructure encourages social interaction.</p>

CITY OF WINDSOR OFFICIAL PLAN

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

OP POLICY	POLICY	RESPONSE
3.0 Development Strategy		
3.2 Growth Concept		
3.2	<p>The policies of this Plan are directed toward accommodating the projected growth through practical and efficient land use management strategies that promote a compact pattern of development and balanced transportation system. Compatible residential, commercial and employment growth will be directed to appropriate locations within existing and planned neighbourhoods to reduce development and infrastructure costs and provide opportunities to live, work and shop in close proximity. Mixed use developments will be encouraged with strong pedestrian orientations and to support public transit. This concept will enable Windsor to continue its growth and foster a vibrant economy, while ensuring a safe, caring and diverse community and a sustainable, healthy environment. In order to manage growth consistent with the community vision, the following key policy directions are provided for in the other chapters of this Plan.</p>	<p>The proposed development supports efficient land use by utilizing an underdeveloped parcel for medium-density residential. Its location proximate to McDougall, a Class I Collector Road, Tecumseh Road, a Class II Arterial road, and Howard Avenue, a Class II Arterial Road, ensures connectivity to nearby employment, commercial services, and transit. This mixed-use, transit-oriented location fosters a compact development pattern, reducing infrastructure expansion costs and supporting walkability and public transit use.</p>
3.2.1.2	<p>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.</p>	<p>The development introduces a mix of medium-density residential units and a group home, allowing residents to age in place and move through various life stages while remaining in the neighbourhood. This intensification reduces pressure for urban sprawl and preserves agricultural and natural lands by promoting growth within the urban boundary.</p>

4.0 HEALTHY COMMUNITY

4.2 Objectives

4.2.1.2	To provide for activities and facilities which will foster an active lifestyle to improve community health.	The project integrates pedestrian pathways and is located nearby parks and open spaces, encouraging walking, cycling, and active transportation, contributing to a healthier, more active 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.	The development offers a range of housing types through a multiple dwelling building and a group home, ensuring that residents can remain in the community as they transition through different life stages, thus promoting long-term neighbourhood stability.
4.2.3.4	To accommodate the appropriate range and mix of housing.	The project offers a medium-density housing through the mix of multiple dwelling units and a group home, enhancing the housing variety in the neighbourhood and catering to the diverse needs of the community.
4.2.4.1	To encourage development that fosters social interaction.	Interior amenity spaces provide versatile areas for recreational activities and events, fostering a sense of community. Together with pedestrian pathways linking to local amenities and nearby commercial plazas, these features create an environment that encourages interaction and strengthens community ties.
4.2.4.3	To encourage developments that adapt to changing resident needs.	The variety of housing types and proximity to services ensure the development can meet the evolving needs of residents, including families, professionals, and seniors.

6.0 Land Use

6.5.3 Mixed Use Corridor

6.5.3.1	Uses permitted in the Mixed Use Corridor land use designation are primarily retail, wholesale store (added by OPA 58, 24 07 2006) and service-oriented uses and, to a lesser extent, office uses. Medium and High-Profile residential uses either as stand-alone buildings or part of a commercial-residential mixed-use buildings shall be throughout the Corridors. (Added by OPA #159 – APPROVED July 11, 2022, B/L# 100-2022)	The proposed medium-density residential development adds a variety of residential units to support the commercial vitality of the corridor while maintaining the balance between uses.
6.5.3.3 (a-c)	Council will encourage Mixed Use Corridor development to provide a continuous street frontage and presence. Accordingly,	The proposed development includes a building that is five storeys (Building 'B'). This report justifies that the proposed height is

4.0 HEALTHY COMMUNITY

	<p>development along a Mixed Use Corridor shall be:</p> <p>(a) No more than four storeys in height, except on lands at an intersection of any combination of the following roads: Class I Arterial Road, Class II Arterial Road, Class I Collector Road, or Class II Collector Road. The height of buildings shall generally not exceed the width of the road right-of-way abutting the development site; and</p> <p>(b) Notwithstanding the identified maximum building height, Council may consider additional height, where Council is satisfied that the proposed height achieves compatible development, and where appropriate transitions to abutting lower scale development are established. Appropriate transitions may be achieved through the implementation of regulatory techniques including, but not limited to new height limitations, enhanced building setbacks and step backs, enhanced landscape buffers and planting requirements and/or the implementation of an angular plane. Permissions for taller buildings may be established through a site-specific Zoning By-Law Amendment.</p> <p>(c) Encouraged to locate the buildings at the street frontage lot line with parking accommodated at the rear of the site.</p>	<p>reasonable, considering the surrounding context and current scales and heights in the area. As per the Shadow Analysis in Section 3.4.2, the proposed height of 18.0 m will have a minimal impact on the surrounding residential area. The distance of the multiple dwelling building from this abutting area will be maintained through the setbacks in site specific RD3.2 zone.</p> <p>The development fronts onto Mercer Street and Hanna Street East and generally locates buildings along street-facing sides of the property. Parts of the parking lot that are visible from the street are limited around vehicular access points, which may be screened through landscaped features to be determined during Site Plan Control.</p>
6.5.3.4	Council shall promote the infilling and consolidation of existing Mixed Use Corridors.	The development contributes to the infilling of the Mixed Use Corridor that branches off Tecumseh Road East, efficiently utilizing an underutilized site and enhancing the commercial and residential mix in the area.
6.5.3.6	Mixed Use Corridor development shall be located where: (a) there is access to Class I or Class II Arterial Roads or Class I Collector Roads; (b) full municipal physical services can be provided; and (c) commercial related traffic can be directed away from residential areas.	The site is closely located to Tecumseh Road East (Class II Arterial Road), McDougall Street (Class I Collector Road) and Howard Avenue (Class II Arterial Road). This provides excellent access for both residential and commercial use. The development is fully serviced by municipal infrastructure, and traffic circulation is designed to minimize impact on nearby residential areas.

4.0 HEALTHY COMMUNITY

<p>6.5.3.7 (a-f)</p>	<p>At the time of submission, the proponent shall demonstrate to the satisfaction of the Municipality that a proposed use corridor development is:</p> <p>(a) feasible having regard to the other provisions of this Plan, provincial legislation, policies and appropriate guidelines and support studies for uses: (i) within or adjacent to any area identified on Schedule C: Development Constraint Areas and described in the Environment chapter of this Plan; (ii) within a site of potential or known contamination; (iii) where traffic generation and distribution is a provincial or municipal concern; and (iv) adjacent to sensitive land uses and/or heritage resources.</p> <p>(b) in keeping with the goals, objectives and policies of any secondary plan or guideline plan affecting the surrounding area;</p> <p>(c) capable of being provided with full municipal physical services and emergency services;</p> <p>(d) provided with adequate off-street parking;</p> <p>(e) compatible with the surrounding area in terms of scale, massing, height, siting, orientation, setbacks, parking and landscaped areas; and</p> <p>(f) acceptable in terms of the proposal's market impacts on other commercial areas (see Procedures chapter).</p>	<p>The proposed development aligns with the OP by efficiently utilizing municipal services, offering adequate parking, and harmonizing with the surrounding neighbourhood in scale and design, while supporting the Plan's broader objectives.</p>
<p>6.5.3.8 (a-f)</p>	<p>The following guidelines shall be considered when evaluating the proposed design of a Mixed Use Corridor development:</p> <p>(a) the ability to achieve the associated policies as outlined in the Urban Design chapter of this Plan;</p> <p>(b) the provision of appropriate landscaping or other buffers to enhance: (i) all parking lots, and outdoor loading and service areas;</p>	<p>The project's design adheres to strong urban design principles, with landscaping buffers to enhance privacy and separation from adjacent uses. The building height is consistent with the corridor's existing structures, and most of the parking is located away from the rights-of-ways. Clearly defined pedestrian access points are prioritized to ensure a safe and accessible environment.</p>

4.0 HEALTHY COMMUNITY

	<p>and (ii) the separation between the use and adjacent sensitive uses, where appropriate;</p> <p>(c) as a general rule, the height of buildings is consistent with the height of buildings which characterize the Mixed Use Corridor. Where Council deems it desirable that higher profile development be permitted in an existing Mixed Use Corridor, the development should be built at a human scale by utilizing one or both of the following measures: (i) treatment of the lower floors of building(s) to provide continuity; and/or (ii) setting back the upper floors of building(s) from the street to avoid overpowering effects at-grade;</p> <p>(d) where possible, parking is located in the rear of the property to encourage continuous building facades adjacent to the street; and</p> <p>(e) measures are taken in site design which provide for ease of access for pedestrians between the public sidewalk and building main entrances in a manner which is distinguishable from access provided for vehicles.</p> <p>(f) Council will adopt Design Guidelines that will assist in the design and review of development applications in a manner that will ensure implementation of these policies. (Added by OPA #159 – APPROVED July 11, 2022, B/L# 100-2022)</p>	
6.5.3.9	Council shall require all development within areas designated as Mixed Use Corridor to be subject to site plan control, with the exception of Public Open Space uses.	The development will undergo Site Plan Control review, ensuring that all design, servicing, and access elements align with municipal requirements and are properly executed.

7.0 Infrastructure

7.1 Goals

7.1.2-3	Optimal use of existing infrastructure; An accessible, affordable and available transportation system	Tecumseh Road East, a Class II arterial road, Mercer Street, and Hanna Street East have the capacity to accommodate the increased traffic generated by the development without requiring significant new
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4.0 HEALTHY COMMUNITY

		infrastructure investment. The site is well-served by bus routes, with multiple bus stops located nearby, providing residents with an affordable and accessible transportation option.
7.2 Transportation System		
7.2.1.2	To make efficient use of existing and planned transportation infrastructure.	The site utilizes the existing road and transit infrastructure, minimizing the need for new investments and ensuring a cost-effective approach to accommodating increased density.
7.2.1.4	To provide a system with functional connectivity and interconnectedness.	The development enhances connectivity by linking seamlessly with existing road networks and transit routes, ensuring functional movement for pedestrians, cyclists, and vehicles.
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.	The development promotes a sustainable community by offering medium-density housing near transit routes, reducing reliance on private vehicles while encouraging walking, cycling, and public transit. The project is close to a range of commercial, institutional, and recreational services, such as commercial plazas, schools, grocery stores, allowing residents to access essential amenities within walking or cycling distance. Additionally, the site features barrier-free pedestrian pathways and offers convenient access to community services and transit options, further reducing the need for car ownership and fostering a walkable, accessible, and connected community layout.
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.	
7.2.3.1 (a-c)	<p>Council shall require all proposed developments and infrastructure undertakings to provide facilities for pedestrian movements wherever appropriate by:</p> <p>(a) Requiring safe, barrier free, convenient and direct walking conditions for persons of all ages and abilities;</p> <p>(b) Ensuring that all residents have access to basic community amenities and services and public transit facilities without dependence on car ownership; and</p> <p>(c) Providing a walking environment within public rights-of-ways that encourages people to walk to work or school, for travel, exercise, recreation and social interaction.</p>	

4.0 HEALTHY COMMUNITY

7.3 Infrastructure

7.3.1.1	To provide infrastructure in a coordinated, efficient and cost-effective manner to accommodate projected needs.	The proposed development makes efficient use of existing municipal infrastructure, including water, sewer, and stormwater systems, without requiring significant extensions or upgrades. The project is fully supported by current infrastructure networks, optimizing the use of these services in a cost-effective manner. Additionally, the development follows a coordinated approach to infrastructure planning, ensuring that all necessary services are in place before construction begins. This ensures that the project is not only sustainable but also minimizes costs associated with extending new infrastructure, while fully integrating into the existing municipal system.
7.3.1.3	To maximize and optimize the use of existing infrastructure and corridors prior to the extension and creation of new ones.	
7.3.2.3	Council shall require all new developments to have full municipal infrastructure available, or agreements in place to provide such infrastructure, as a condition of approving a development proposal.	

8.0 Urban Design

8.3 Design for People

8.3.1	To achieve maximum user comfort in the design of new development; To foster development that provides a pedestrian scale; and To foster a sense of place within Windsor and its neighbourhoods.	The design prioritizes pedestrian-friendly elements, with well-defined pathways that encourage walkability, connecting residents to nearby amenities and public transit. The building's height, massing, and street frontage are carefully balanced to maintain a human scale, ensuring that the development is welcoming and visually harmonious with the surrounding area. Additionally, the inclusion of landscaping fosters a comfortable and attractive environment for residents, enhancing both the functional and aesthetic qualities of the space. By creating areas where residents can gather and interact, the project promotes social cohesion and a sense of community.
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8.4 Pedestrian Access

8.4.1.1	To integrate barrier-free pedestrian routes in the design of urban spaces.	The design includes fully accessible pedestrian routes throughout the site, ensuring that all users can navigate safely and comfortably.
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4.0 HEALTHY COMMUNITY

8.7 Built Form

8.7.1.2	To achieve a complementary design relationship between new and existing development, while accommodating an evolution of urban design styles.	The project's scale, massing, and setbacks are carefully designed to align with adjacent buildings, ensuring a cohesive streetscape that prevents visual disruption. Site-specific details, including materials, lighting and signs, will be further discussed through Site Plan Control.
8.7.2.1 (a-d)	<p>Council will ensure that the design of new development: (Added by OPA #66–11/05/07-B/L209-2007):</p> <p>(a) is complementary to adjacent development in terms of its overall massing, orientation, setback and exterior design, particularly character, scale and appearance; (Added by OPA #66–11/05/07-B/L209-2007);</p> <p>(b) provides links with pedestrian, cycle, public transportation and road networks;</p> <p>(c) maintains and enhances valued heritage resources and natural area features and functions;</p> <p>(d) Encourages the creation of attractive residential streetscapes through architectural design that reduces the visual dominance of front drive garages, consideration of rear lanes where appropriate, planting of street trees and incorporation of pedestrian scale amenities. (added by OPA #60–05/07/07-B/L85-2007– OMB Decision/Order No.2667, 10/05/2007)</p>	<p>The development is complimentary to the surrounding area, acting as an appropriate transition between low density and industrial uses. Parking has been oriented at the rear to improve the streetscape. This design ensures a seamless integration with the neighbourhood while fostering a functional and sustainable urban environment.</p> <p>Site-specific details to encourage the creation of an attractive residential streetscape, including materials, lighting and signs, will be further discussed through Site Plan Control.</p>
8.7.2.3 (a-j)	<p>Council will ensure that proposed development within an established neighbourhood is designed to function as an integral and complementary part of that area's existing development pattern by having regard for:</p> <p>(a) massing;</p> <p>(b) building height;</p> <p>(c) architectural proportion;</p> <p>(d) volumes of defined space;</p> <p>(e) lot size;</p> <p>(f) position relative to the road;</p>	The proposed development is designed to act as a buffer between the existing residential uses and high-traffic industrial and commercial areas. Its lot size, positioning relative to the road, and overall massing transition well with the surrounding area, ensuring a seamless transition between new and existing developments.

4.0 HEALTHY COMMUNITY

	<p>(g) building area to site area ratios;</p> <p>(h) the pattern, scale and character of existing development; and (Added by OPA #66–11/05/07-B/L209-2007);</p> <p>(i) exterior building appearance (Added by OPA #66–11/05/07-B/L209-2007); and</p> <p>(j) Council adopted Design Guidelines that will assist in the design and review of applications for development in accordance with the policies noted above. (added by OPA #159 – APPROVED July 11, 2022, B/L# 100-2022).</p>	
8.11.2.19	<p>Council will encourage the partial screening of surface parking lots through the use of low fences, walls, berms and other landscape elements, and through the location of lots away from street view, while still permitting views for orientation and safety.</p>	<p>The development respects the massing, height, and proportions of nearby structures, ensuring a seamless integration with the neighbourhood. It promotes connectivity through pedestrian pathways, bicycle parking, and transit access, while enhancing natural features with landscaping. The building's positioning and centrally located parking improve the streetscape, creating a functional and sustainable urban environment.</p>

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APPENDIX B

Public Information Centre Materials

NOTICE OF PUBLIC OPEN HOUSE

Proposed Development at Mercer Street & Hannah Street East

On behalf of our client, LRU Leasing Inc., Dillon Consulting Limited is hosting an in-person and virtual Public Open House to introduce a:

- **Five (5) storey Multiple Dwelling with 60 Units;**
- **Two (2) storey Group Home; and**
- **80 Surface parking spaces.**

During these sessions, guests will be able to:

- Meet the project team (in-person or virtually); and
- Discuss comments and questions relating to the proposed development.

This meeting is the next step in the planning process to permit development of these lands for a joint Official Plan Amendment and Zoning By-law Amendment Application to:

- Change the zone to Residential District 3.1 (RD3.1); and
- Allow a five (5) storey Multiple Dwelling and a group home.

The In-Person and Virtual Public Open House will be a drop-in format with project materials available for viewing and representatives available to answer any questions with respect to the proposed development.

This meeting is being held in advance of a statutory public meeting required under the *Planning Act*. The City of Windsor will be inviting all property owners within 200 m of the subject lands to the statutory public meeting at the Development and Heritage Standing Committee (DHSC) and, later, with City Council to make the final decision.

We are looking forward to your input and comment. Written comments, via mail or email, will be accepted until **June 6th, 2025**.

Date: Wednesday, May 21st, 2025

Time: 5:30 pm to 7:00pm

In-Person Open House:

Giovanni Caboto Club
DaVinci Hall (Basement)
2175 Parent Ave, Windsor, ON,
N8X 4K2

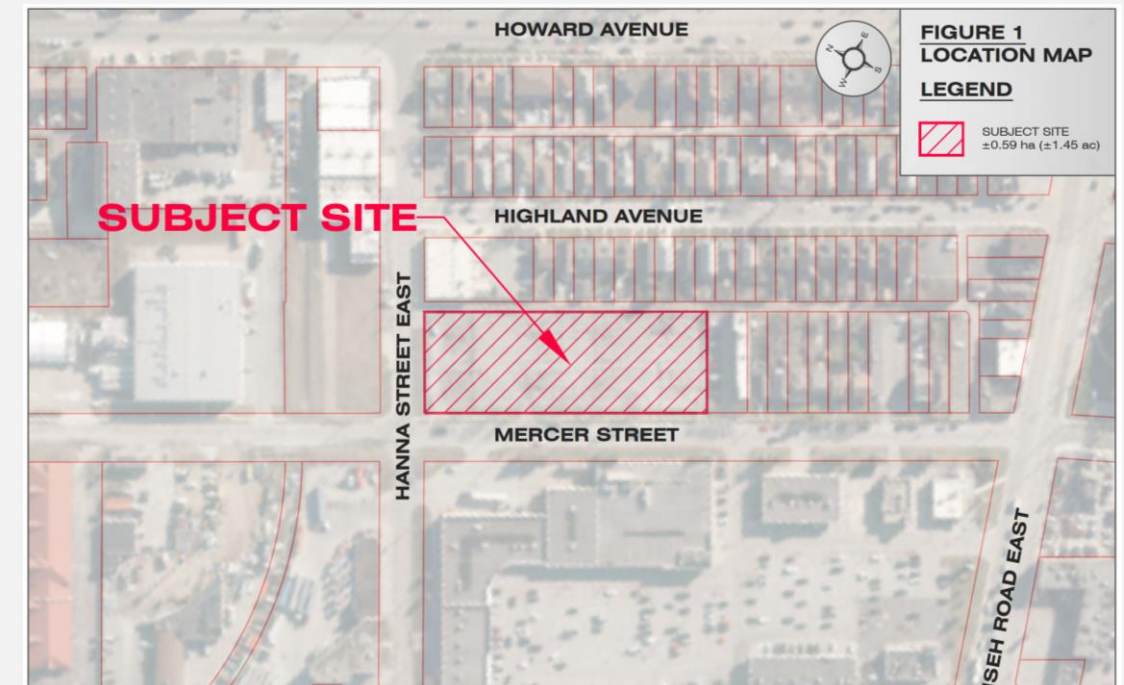
Virtual PIC Registration:

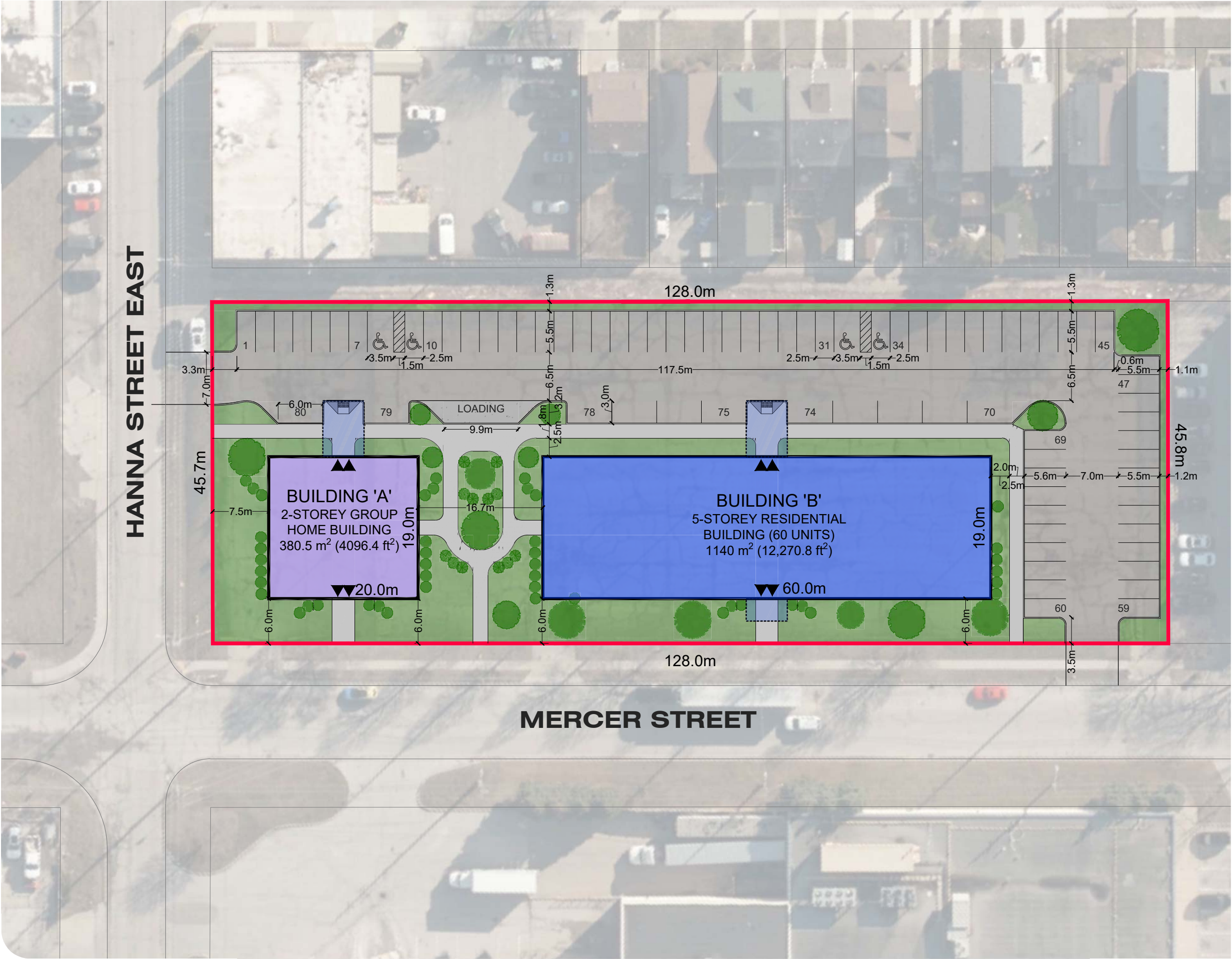
To register for the Virtual PIC, please submit a registration request by **noon on May 21st, 2025** to:
mercdevelopment@dillon.ca

A meeting link will be
Sent to you via email

Contact:






Amy Farkas, MCIP RPP
Associate & Project Manager
Dillon Consulting Limited
1 Riverside Drive, Windsor, N8W 5K8
T – 519.948.5000 ext. 3205
mercdevelopment@dillon.ca





LRU LEASING INC.
MERCER STREET AT HANNA STREET EAST

CONCEPT PLAN
OPTION 5

-  SUBJECT SITE
(±0.59ha / 1.45ac)
-  PROPOSED 5-STOREY MULTIPLE
DWELLING BUILDING (60 UNITS)
-  PROPOSED 2-STOREY
GROUP HOME BUILDING
-  PROPOSED SIDEWALK
-  PROPOSED LANDSCAPED AREA

SITE MATRIX	
PROPOSED ZONE	- RD3 WITH SITE-SPECIFIC
FRONT YARD DEPTH	- 7.5m
BACK YARD DEPTH	- 23.0m
SIDE YARD DEPTH	- 6.0m
BUILDING HEIGHT RESIDENTIAL	- 5-STOREYS (±15m)
RESIDENTIAL UNIT COUNT	- 60 UNITS
AVERAGE UNIT SIZE	- ±80m² (861ft²)
PARKING SIZE	- 2.5m x 5.5m
REQUIRED PARKING	- 75 spaces (1.25 spaces per unit)
TOTAL REQUIRED PARKING	- 1 spaces (1 per group home)
PROVIDED PARKING	- 76 spaces
LANDSCAPED AREA	- 80 spaces
	- 35%

SCALE: 1:500 (11x17)



MAP/DRAWING INFORMATION:
THIS DRAWING IS FOR INFORMATION PURPOSES ONLY. ALL DIMENSIONS AND
BOUNDARY INFORMATION SHOULD BE VERIFIED BY AN O.L.S PRIOR TO CONSTRUCTION.

CREATED BY: ESB
CHECKED BY: KDT
DESIGNED BY: MRU

SOURCE: COUNTY OF ESSEX AERIAL
PHOTOGRAPHY (2023)

File Location:
c:\pw working directory\projects 2024\dillon_32mru\dms61558\24-8715 - mercer st
& hanna st e - concept plan - option 5.dwg
November, 05, 2024 4:29 PM



PROJECT: 24-8715
STATUS: DRAFT
DATE: 11/05/2024

RECORD OF ATTENDANCE

O MERCER DEVELOPMENT

Public Information Centre – Wednesday May 21st, 2025

Name	Mailing Address
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]

COUNTERPOINT
LAND DEVELOPMENT BY

DILLON
CONSULTING

Welcome!
Thank you for joining us.

Mercer Development Public Meeting

Official Plan Amendment & Zoning By Law Amendment

May 21st, 2025
5:30 pm – 7:00 pm
Giovanni Caboto Club

PUBLIC INFORMATION CENTRE

MERCER DEVELOPMENT

The Public Information Centre is being hosted to introduce a five (5) storey Multiple Dwelling with 60 units, a two (2) storey group home and 80 surface parking spaces. Official Plan and Zoning By-Law Amendments are required to facilitate the proposed development.

The Public Information Centre is being hosted in a “drop-in” format with representatives available to take comments and answer questions.

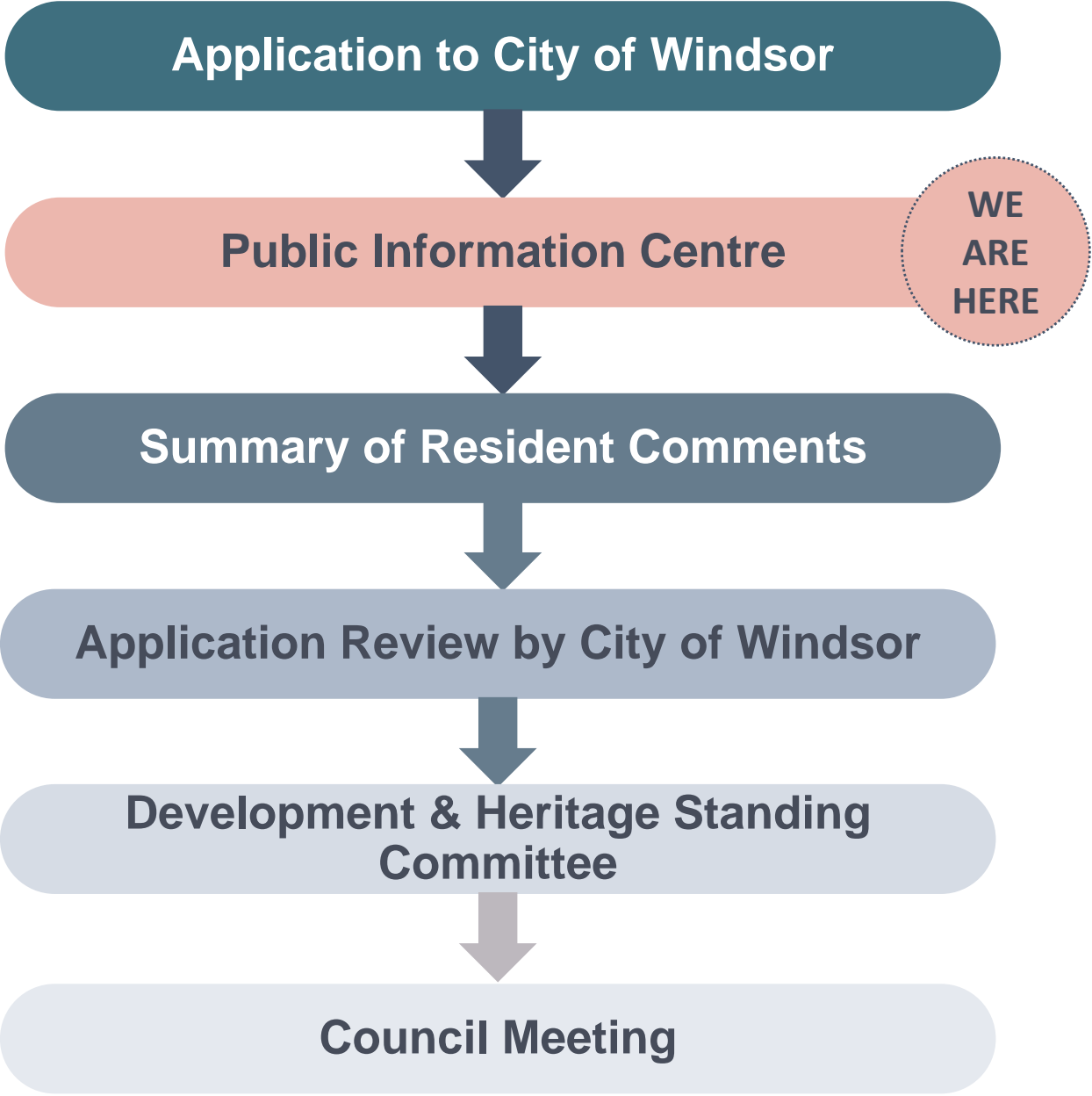
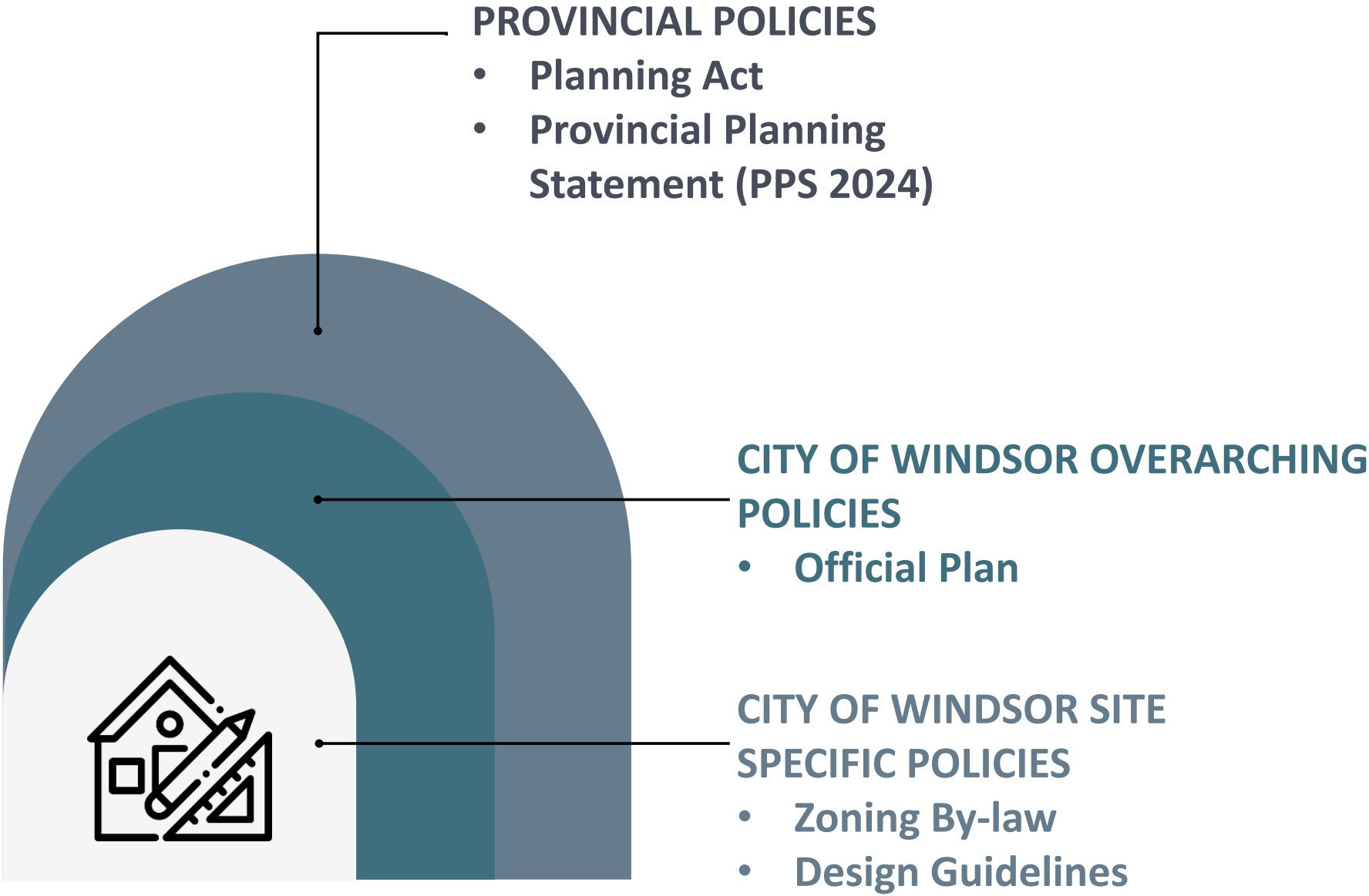
The goals of the Public Information Centre are as follows:

1. Provide Information on the planning process and development approvals process;
2. Provide information on the proposed development;
3. Provide details on anticipated timelines;
4. Collect comments and feedback from attendees to help guide the proposed developments as they continue through the development process.

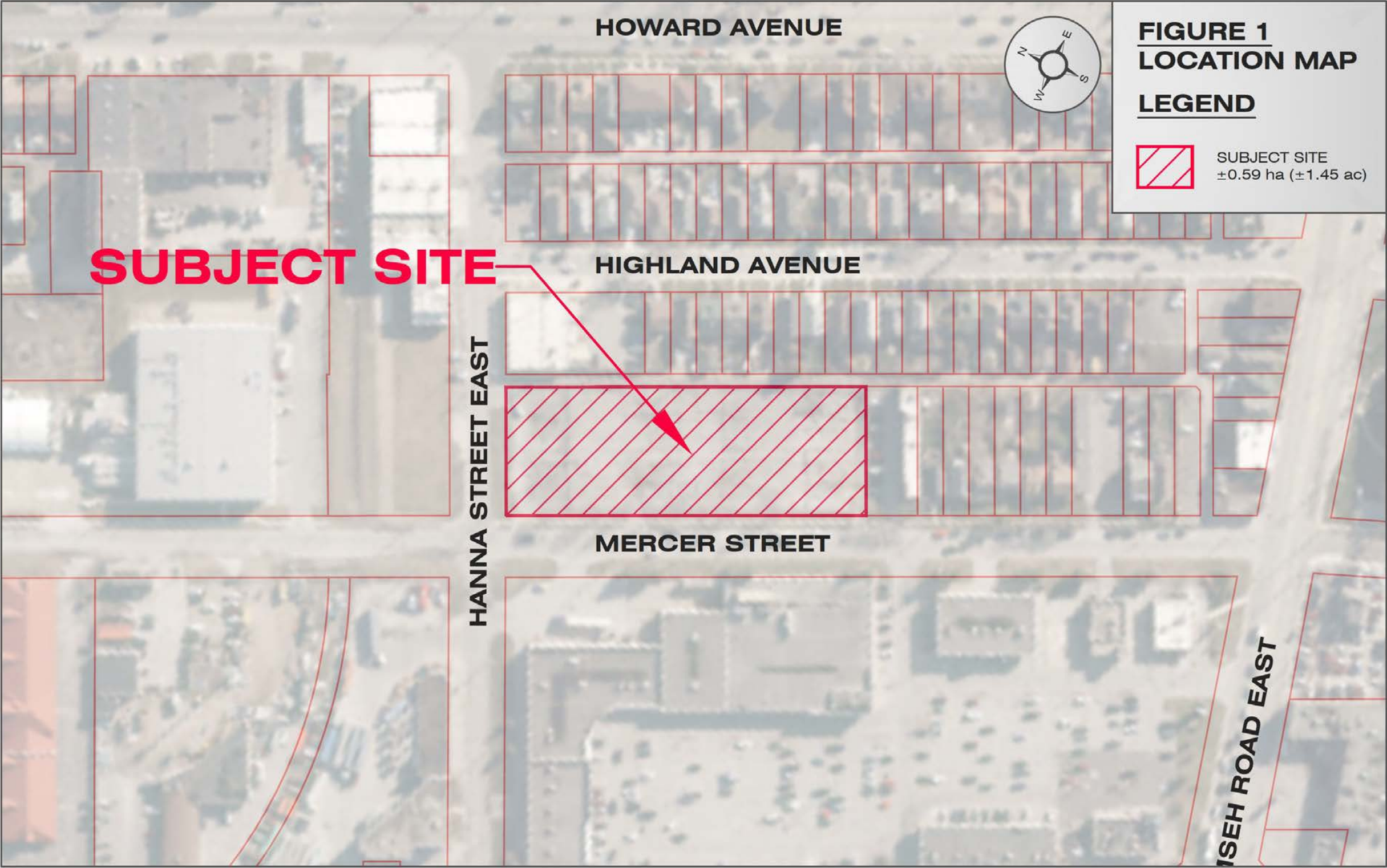
Collecting Feedback:

1. Comment forms are available for attendees to complete;
2. Comments may also be emailed to mercdevelopment@dillon.ca
3. All comments will be compiled at the end of the meeting and will be included in a report summarizing the meeting;
4. All comments will be accepted until [June 6th, 2025](#)

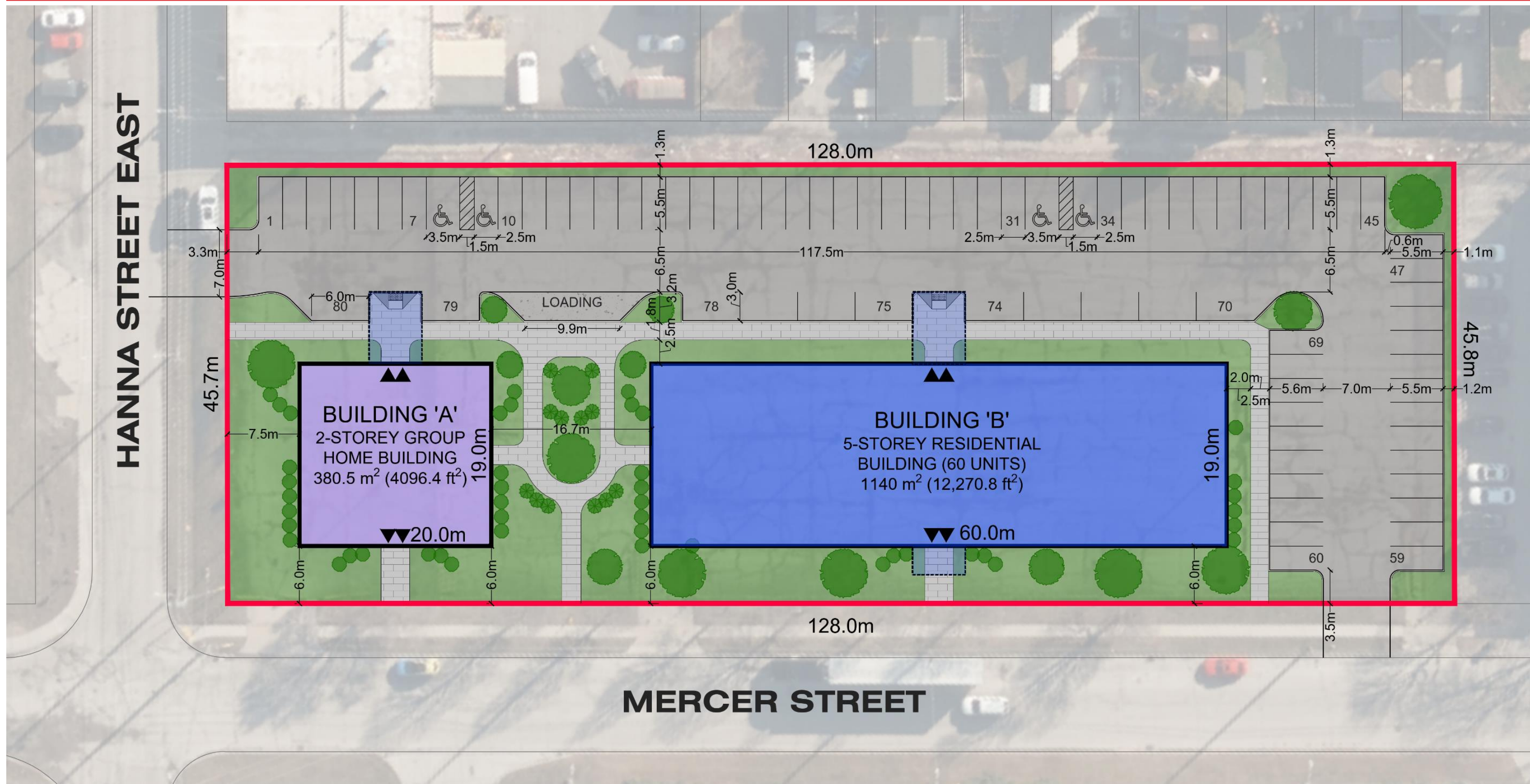
PLANNING PROCESS & OVERVIEW



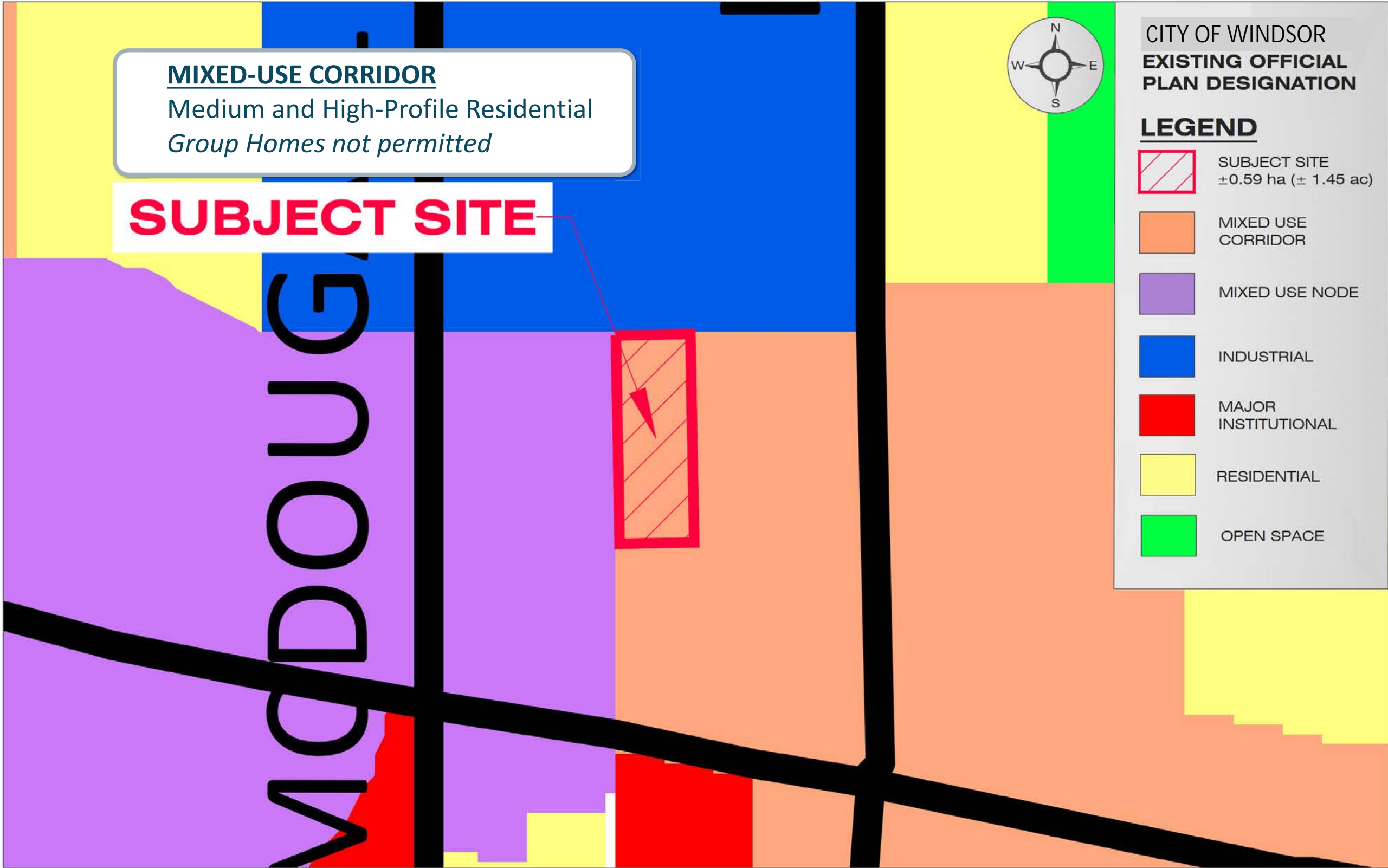
PROJECT LOCATION



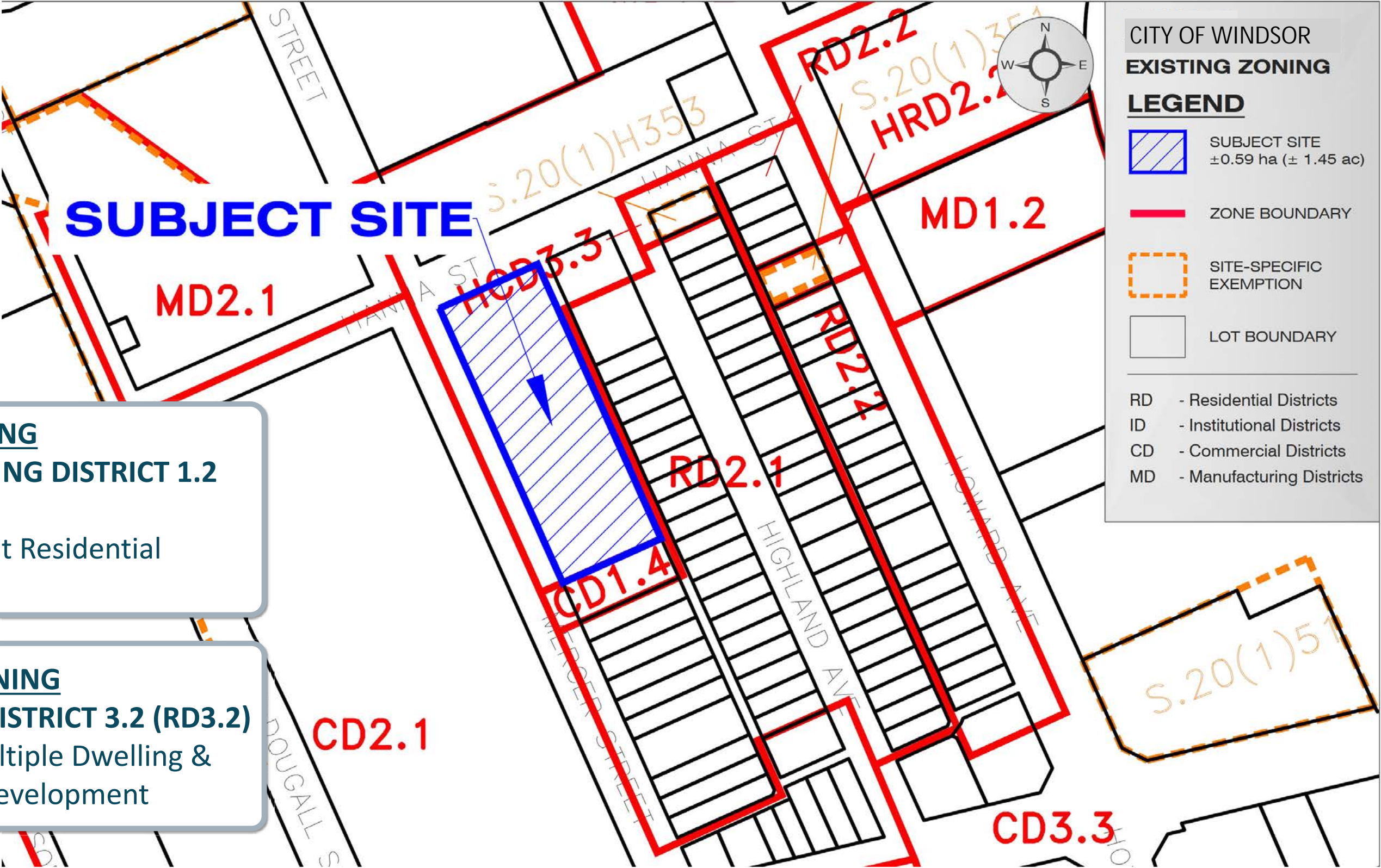
CONCEPTUAL DEVELOPMENT PLAN



OFFICIAL PLAN DESIGNATIONS



ZONING BY-LAW DESIGNATIONS



EXISTING ZONING
MANUFACTURING DISTRICT 1.2 (MD1.2)
Does not permit Residential Developments

PROPOSED ZONING
RESIDENTIAL DISTRICT 3.2 (RD3.2)
To permit a Multiple Dwelling & Group Home Development

PROPOSED APPLICATION

PROPOSED DEVELOPMENT

- FIVE (5) STOREY MULTIPLE DWELLING WITH 60 UNITS;
- TWO (2) STOREY GROUP HOME
- 80 SURFACE PARKING SPACES
- TWO (2) ACCESSES

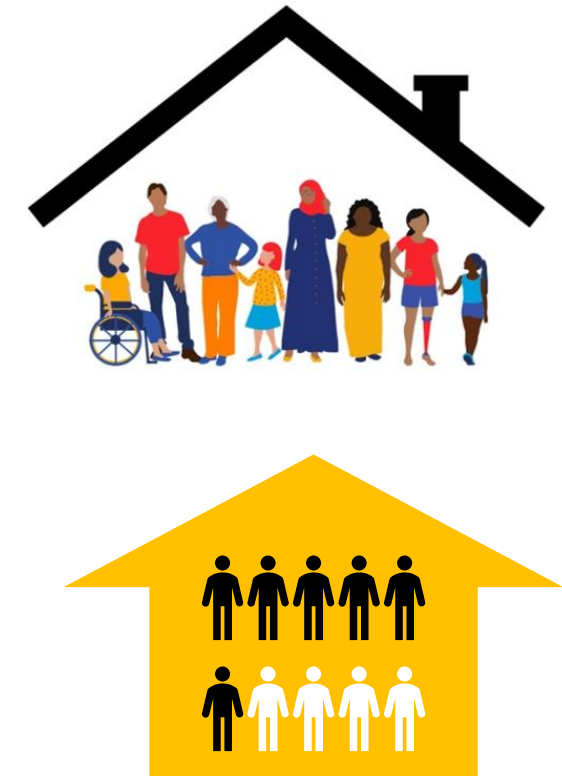
OFFICIAL PLAN AMENDMENT

- PERMIT BUILDING HEIGHT MORE THAN FOUR (4) STOREYS
- PERMIT GROUP HOMES

ZONING BY LAW AMENDMENT

- ZONE CHANGE FROM MANUFACTURING DISTRICT 1.2 (MD1.2) TO RESIDENTIAL DISTRICT 3.2 (RD3.2)

INSPIRATION IMAGES – Group Home



DESIGN ELEMENTS

- Front entrance prominence (covered porch, clear address)
- Sloped rooflines consistent with residential character
- Articulated façades using mixed materials (e.g., brick, siding)
- Landscaped front yard
- Accessible entrances and pathways
- Yard privacy treatments

INSPIRATION IMAGES – Multiple Dwelling



1. Red Brick Cladding



2. Dark Charcoal Cladding



3. Contemporary Brick Façade + Inset Balconies



4. AI Generated Concept



5. Amenity Area Seating



6. Amenity Area - Courtyard



7. Amenity Area – Community Garden

MATERIAL PALETTE

- Brick veneer or stone base on lower levels
- Vinyl or fiber cement siding on upper levels
- Architectural shingles or metal roofing
- Wood or composite trim details

NEXT STEPS



1. Finalize background reports
2. Submission to the City of Windsor
3. Statutory Public Meeting /
Development and Heritage Standing
Committee
4. Council Meeting

Stay Involved



Ask questions today and
provide your feedback

Contact Us



Amy Farkas, MCIP RPP, Associate
Dillon Consulting Limited
mercdevelopment@dillon.ca