



DILLON
CONSULTING

ARCHITECTURAL DESIGN ASSOCIATES INC.
Proposed Residential and Commercial
Development

3805, 3809, 3813, and 3817 Howard Avenue

Planning Justification Report

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1.0 INTRODUCTION

1.1 Purpose

Dillon Consulting Limited (Dillon) has been retained by Architectural Design Associates Inc., herein referred to as the “Applicant”, to assist in obtaining the necessary planning approvals associated with the proposed mixed use development located at 3805, 3809, and 3817 Howard Avenue, north of Cabana Road East, in the City of Windsor (refer to *Figure 1.0 - Location Map*).

The property is designated accordingly in the City of Windsor Official Plan and Zoning By-law 8600:

City of Windsor Official Plan – Schedule D: Land Use

Commercial Corridor and Residential

(Refer to *Figure 2.0 - Official Plan Land Use*).

City of Windsor Zoning By-law 8600 – Zoning District Map 7

Commercial District 2.1 (CD2.1);

Residential District 1.1 (RD1.1); and

Holding Residential District 1.1 (HRD1.1)

(Refer to *Figure 3.0 - Zoning By-law 8600: Existing Zoning*).

The applicant is requesting that Council approve amendments to the City of Windsor Official Plan and Zoning By-law 8600 to permit a mixed use development on the site. The applicant has submitted applications to this effect.

Refer to *Appendix A – Official Plan Amendment and Zoning By-Law Amendment Applications*.

1.2 Description of Site

The subject site is located on Howard Avenue, north of the Cabana Road East intersection (refer to *Figure 1.0 - Location Map*), and is more specifically described as Part of Lots 28 and 29, RP 1431, and Part Lot 85 Concession 3; Part 2 on 12R-15039 in the City of Windsor. The total site area is 1.38 ha (3.42 acres) having approximately 103.9 m (341 ft.) of frontage on Howard Avenue. Currently, there are three driveways to the site: one for 3805 Howard Avenue; one for 3813 Howard Avenue and one for 3817 Howard Avenue.

1.3 Proposed Development

The applicant wishes to redevelop the subject site for a three storey, mixed use development for up to 7 commercial units and 54 residential suites. The northern portion of the development, which is currently zoned for residential use, will have three storeys of residential suites. The eastern portion of the

development, fronting onto Howard Avenue, is currently zoned for commercial uses, with proposed retail units on the first floor, and residential units on the second and third floors. An interior amenity area for the residents is also proposed on the first floor. The proposed residential suites are geared towards couples and empty-nesters.

The proposed residential building will be located approximately 10 metres from northern property line in order to maintain the existing green space and to act as a buffer between the proposed use and the existing single detached dwelling. The building will also act as a physical buffer between the existing commercial developments to the south and the residential dwellings to the north. Additional buffering, including fencing and landscaping will be added to the site to further buffer the development from the existing residences to the north. The commercial uses proposed for the subject site include personal service shops, retail, business or medical offices, local restaurants and cafes.

An Official Plan Amendment is required to permit the proposed mixed use development. The applicant is requesting an amendment from the existing "Residential" and "Commercial Corridor" designations to the "Mixed Use" designation which would permit the proposed development.

A Zoning By-Law Amendment application is also required to permit the mixed use development. The applicant is requesting an amendment from the existing 'Commercial District 2.1 (CD2.1)', 'Residential District 1.1 (RD1.1)' and 'Holding Residential District (HRD1.1)' zonings to a site-specific 'Commercial District 2.2 (CD2.2)' zoning category.

Additional Site Plan Control Approval will be required for the site at the time of development.

Refer to **Figure 4.0 - Conceptual Development Plan**, and **Appendix A – Official Plan Amendment and Zoning By-Law Amendment Application**.

2.0 EXISTING LAND USE

2.1 Subject Site

The physical attributes of the site are as follows:

- A total site area of 1.38 ha (3.42 acres);
- An irregularly-shaped parcel with frontage on Howard Avenue;
- An existing parking lot which is generally flat with some natural features to the south; and
- There are thirteen (13) buildings on the site to be demolished, including, but not limited to:
 - Four (4) single detached dwellings;
 - One (1) Commercial store front; and
 - Multiple Accessory buildings.
- Adjacent residential and commercial uses are present.

2.2 Surrounding Land Use

The surrounding land uses are varied as shown in *Figure 5.0 - Surrounding Land Uses* and are described as follows:

North:

- Existing single detached residential uses (RD1.1)
- Future residential uses (HRD1.1)

East (to Inglewood Street):

- Existing single detached residential uses (RD1.1)
- Casa Cabana Commercial Plaza (CD2.1) including, but not limited to, the following:
 - Ramzi's Hair Salon
 - Mazaar Lebanese Cuisine
 - Edward Jones Investments
 - Travel Excellence
 - AECOM
- Armando's Plaza (CD2.1) including, but not limited to, the following:
 - PureCycle Spin and Yoga Studio
 - Armando's Restaurant & Pizza Takeout
 - Xaco Taco

South (to Cabana Road East):

- Leblanc Centre Commercial Plaza(CD2.1) including, but not limited to, the following:
 - Western Ontario Sports and Injuries and Rehabilitation Centre
 - Massage Therapy in Motion
 - Arlene's Healthy Heels
- Vacant Commercial Store
- Arnone Bakery

West:

- Existing single detached residential uses (RD1.1)
- Rexall Pharma Plus commercial use (CD2.1)
- Roseland Public School (ID1.1)

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 Policy Statement 2014;
- Official Plan policies and criteria;
- Zoning By-Law 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 commercial development.

3.1

Provincial Policy Statement

The Provincial Policy Statement (PPS) promotes the development of 'Strong, Healthy Communities' through the redevelopment of lands for an appropriate mix of uses, which includes residential and commercial uses. The proposed uses must be "consistent with" the PPS and as a broad and general document, the applicants must, through analysis of the policies, determine how the proposed use is appropriate and advances the provinces' interests. Our analysis suggests that the proposed development is consistent with the PPS in the following ways, they are:

Section 1.1 Building Strong Healthy Communities

- The proposed development utilizes lands within the City of Windsor that have been identified for development for decades;
- The proposed multi-unit dwelling units will expand the range of housing types in the South Windsor area;
- The proposal encourages the use of cost effective and efficient development patterns to utilize the existing lands;
- The expansion of the existing commercial areas to meet existing demands and better meet the needs of the surrounding area;
- The proposed development utilizes the existing infrastructure already in place;
- It allows development to occur in an area already identified and designated for growth;
- The proposed development promotes intensification and the redevelopment of the subject site;
- The subject site is located within an area with full municipal services and will be connected to the systems during construction;

- Creating additional opportunities for employment within the municipality through the development of commercial land uses as part of the proposed; and
- Adding to the long term prosperity of Windsor by creating opportunities for increased residential/commercial municipal taxes and better use of existing infrastructure.

Section 1.4: Housing

- The proposed development meets the projected requirements with lands that are designated and available for residential development;
- The proposed development provides opportunity for a mix of housing types and densities in South Windsor; and
- The servicing capacity in the proposed development will be sufficient to facilitate residential intensification and development.

Section 1.5: Public Spaces, Recreation, Parks, Trails and Open Space

- The proposed development promotes healthy, active communities with facilities that meet the needs of pedestrians.

Refer to **Appendix B - Provincial Policy Statement – Policies.**

3.2 Official Plan

The subject site is currently designated Commercial Corridor and Residential in the City of Windsor Official Plan which provide for a broad range of commercial and residential uses. Based on our analysis, we believe the proposed redesignation of the subject lands from a mix of “Residential” and “Commercial Corridor” to exclusively “Mixed Use” is appropriate based on the criteria found in Section 6.11.4.1 to 6.11.4.5 of the Official Plan, and the following rationale:

The proposal is feasible for the following reasons:

- Full municipal services can be provided to the site including:
 - Sanitary & Storm Sewers
 - Water
 - Hydro
 - Gas
- The site is not within a site of potential or known contaminants;
- The site is not adjacent to any sensitive land uses and/or heritage areas. Although residential land may be considered a sensitive land use, there are numerous examples, across the City of Windsor, where commercial developments exist adjacent to residential property, including the existing commercial developments directly south of the site;
- Traffic distribution is not a concern:
 - The subject site is located near the intersection of two Arterial Roadways, Howard Avenue and Cabana Road East and fronts on Howard Avenue;

- Cabana Road and Howard Avenue are designed to handle large volumes of traffic at moderate speeds;
- Adequate off-street parking is provided for both the commercial and residential portions of the subject site in excess of the requirement, as set forth in the Zoning By-Law. The total proposed GFA of the conceptual commercial site is estimated at 635m² requiring 28 spaces (calculated at 1 space per 22.5m² GFA). The total proposed units for the conceptual residential site is estimated at 54 units requiring 68 spaces (calculated at 1.25 spaces per unit). The Applicant has provided approximately 131 parking spaces including provisions for accessible spaces. Internal islands and separation of parking between residential uses and retail are included in the design, in addition to signage to create an additional division. The ultimate parking configuration is only conceptual and any deficiencies in provision and/or layout of spaces will be addressed during the Site Plan Control process;
- The proposed use is compatible with the surrounding area in terms of scale, massing, height, siting, orientation, setbacks, parking and landscaped areas;
- The building wall of the proposed combined commercial and residential fronts directly onto Howard Avenue;
- The design of the building and site plan are created to blend with the existing structures within close proximity to the subject site:
 - Appropriate landscaping buffers of at least 3m and fencing has been proposed within the site plan as a natural buffer to parking lots and outdoor loading and service areas, as well as to separate the use from any adjacent sensitive uses (residential);
- The proposed development plan can meet the Urban Design Guidelines of the Official Plan (refer to **Figures 6.1 to 6.4 - Elevations** and **Urban Design Study**, under separate cover);
- Pedestrian crossings are provided within the site plan to connect with the existing public sidewalks and commercial plazas. The applicant has provided for pedestrian access throughout the site with connections to Howard Avenue and the adjacent properties on Cabana Road East, which is consistent with Section 1.5.1 of the Provincial Policy Statement (2014);
- Full multimodal access is provided to the commercial and residential development; and
- The proposed uses are subject to site plan control and will be further reviewed upon approval of the Mixed Use designation.

Refer to **Appendix C - City of Windsor Official Plan Policies, Figure 2.0 - Official Plan Land Use, Figures 6.1 to 6.4 - Elevations** and **Urban Design Study** (under separate cover).

3.3 Zoning By-Law

The proposed mixed use development will require a Zoning By-law amendment from Residential District 1.1 (RD1.1), Holding Residential District 1.1 (HRD1.1), and Commercial District 2.1 (CD2.1) to an appropriate site specific Commercial zoning category to permit a mix of residential and commercial units.

It is intended to follow zoning provisions similar to that of the Commercial District 2.2 (CD2.2) zoning, with the addition of multi-unit dwellings as a permitted use. The CD2.2 zoning currently permits dwelling units in a combined use building, and requires that these units be located entirely above the non-residential units. An amendment to this zoning designation would expand the uses to also include the at-grade residential units located adjacent to existing residential uses.

The proposed use is complimentary to the other uses currently permitted in the surrounding area with the residential elements of the proposed development intended to blend into the commercial units. The applicant plans to utilize the site for a three (3) storey mixed use build section fronting on Howard Avenue and connected to and a three (3) storey residential building section catering to couples and empty nesters, for a total of 54 suites. The building footprint of the three (3) storey residential section has a proposed rear yard setback of approximately 10 metres providing buffering from the single detached dwellings to the north and will include landscaping and fencing. This green space will also act as an outdoor amenity area for the residents.

This rezoning is the most appropriate for the proposed commercial development since it allows for the redevelopment of multiple underutilized parcels through the addition of a range of commercial and residential uses (refer to **Appendix D – City of Windsor Zoning By-law Policies**).

Refer to **Appendix D - City of Windsor Zoning By-law Policies**, and **Figure 3.0 - Zoning By-law 8600: Existing Zoning**.

4.0

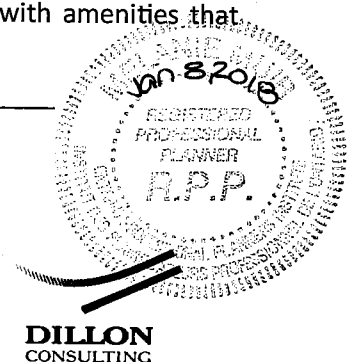
CONCLUSIONS

Based on an extensive review of the technical planning and policy related issues, the proposed residential development is appropriate for the site and consistent with good planning principles. We recommend that the Official Plan and Zoning By-Law Amendment applications, as submitted, be approved for the following reasons:

1. The proposed development is “consistent” with the Provincial Policy Statement for the reasons identified in Section 3.1 of this report.
2. The proposed mixed use development is consistent with the intent of the Official Plan. In particular it has been shown that:
 - The site is physically suitable and strategically located to support the proposed zoning amendment and proposed use;
 - Full municipal services and emergency services are available;
 - Site access is available without compromising the integrity of the local road network while preserving and enhancing pedestrian access; and
 - The proposed mixed use development is compatible with the surrounding land uses (land use, scale, massing, landscaping, etc.) and is consistent with the mix of land uses that characterize the Howard Avenue and Cabana Road East corridors particularly that they are often interspersed with residential developments.
 - The proposed minor amendment to the Official Plan to mixed use is appropriate for the site and meets the intent of the Provincial Policy Statement.
3. The proposed mixed use development and change in land use is consistent with the intent of the Zoning By-Law 8600. In particular, it has been shown that:
 - The Commercial District 2.2 (CD2.2) is consistent with other existing commercial uses in the area;
 - The commercial site is physically suitable and strategically located to support the proposed use;
 - Full municipal services and emergency services are available;
 - Site access is available without compromising the integrity of the local road network;
 - There is sufficient off-street parking well in excess of the City of Windsor’s requirements; and
 - The proposed development is compatible with the surrounding land uses (land use, scale, massing, landscaping, etc.) and is consistent with the mix of land uses that characterize the Howard Avenue and Cabana Road East corridors.
4. The proposed mixed use development is consistent with Windsor’s Community Strategic Plan for encouraging the development of quality neighbourhoods that are integrated with amenities that provide convenient places to live in the City of Windsor.

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Figures

