

PLANNING RATIONALE REPORT

3105 Rankin Avenue, City of Windsor

Abstract

This Planning Rationale Report is in support of a zoning by-law amendment to permit a semi-detached dwelling building in the City of Windsor.

Date: May 29, 2026 (Revised July 4, 2026)

HRK Realty Services Ltd.
416-220-6903 hkersey4@gmail.com

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1.0 Description of the Proposal

2047337 Ontario Inc. is the registered owner of the property at municipal address 3105 Rankin Avenue. The lands are legally described as Lot 604, Part of Block J, and Part of Alley Closed, Registered Plan 1295, in the City of Windsor, herein referred to as the “Subject Property”.

The owner proposes to develop the vacant property for a new semi-detached dwelling building as an additional permitted use. Two semi-detached dwelling units are proposed in total with one on each side of the semi-detached building.

The proposal will require approval of a zoning by-law amendment application, and municipal consent to sever the property.

Figure 1 – Location Map



2.0 History of the Property

The Subject Property was acquired by its current owner 2047337 Ontario Inc. on July 30, 2025.

Registered Plan 1295 was registered in the year 1928. To the knowledge of the current owner the Subject Property the lands have always been designated Residential in the City's Official Plan, and in the RD1.4 zone category according to City of Windsor Zoning By-law 8600.

3.0 Physical Features of the Subject Lands

Structures

There are no vertical structures on the Subject Property. There is a wood utility pole with a transformer located at the front of the property at its north boundary.

Figure 3 – Lot View From Rankin Avenue



Vegetation

The Subject property has manicured lawns in both the front and rear yards. There is a large deciduous tree on the south side of the Subject Property in the front yard.

Topography

The Subject Property is generally level.

Other Physical Features

There are remnants of the asphalt driveway and a concrete pad in the location of the former garage.

Surrounding Land Uses

North of the Subject Lands are low profile residential dwellings fronting on West Grand Court.

South and West of the Subject Property on Rankin Avenue are low profile residential dwellings.

East of the Subject Property are low profile residential dwellings on the opposite side of Rankin Avenue.

4.0 Planning Policy Documents

On November 28, 2022, the Ontario provincial government passed Bill 23 More Homes, Built Faster: Ontario's Housing Supply Action Plan 2022–2023 to address Ontario's housing crisis. The government has committed to getting 1.5 million homes built over the next 10 years.

More Homes, Built Faster is part of a strong foundation on which 1.5 million homes can be built over the next 10 years – in partnership with municipalities, the private sector, not-for-profits and the federal government.

On June 6, 2024, Bill 185 Cutting Red Tape to Build More Homes Act received Royal Assent.

The Ontario government provides that housing will remain a key focus and they will continue to take action: so young people can afford a starter home and students can focus on their studies rather than next month's rent; so newcomers can find a home in a welcoming community; so seniors can downsize in neighbourhoods they love; and so all Ontarians can find the home that best meets their needs and budget.

The proposed redevelopment of the Subject Property for 2 semi-detached dwellings will contribute to addressing Ontario's stated needed housing supply.

4.1 Provincial Planning Statement, 2024

The Provincial Planning Statement (PPS) provides policy direction on matters of a provincial interest related to land use planning and development. The PPS provides for appropriate development while protecting resources of a provincial interest, public health and safety, and the quality of the natural and built environments. The PPS supports improved land use planning and management, which contributes to a more effective and efficient land use planning system.

The policies of the PPS are complemented by locally generated policies regarding matters of municipal interest. Provincial plans and municipal official plans provide a framework for comprehensive, integrated, place based and long-term planning that supports and integrates the principles of strong communities, a clean and healthy environment and economic growth, for the long term.

The PPS requires that land use planning decisions made by municipalities, planning boards, the province, or a commission or agency must be consistent with the Provincial Planning Statement. The vision of the PPS is long term prosperity and social well-being of Ontario that depends on planning for strong, sustainable, and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy.

The PPS provides that Ontario will increase the supply and mix of housing options, addressing the full range of housing affordability needs. Every community will build homes that respond to changing market needs and local demand. Providing a sufficient supply with the necessary mix of housing options will support a diverse and growing population and workforce, now and for many years to come.

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2.2 Housing

2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

b) permitting and facilitating:

- 1. all housing options required to meet the social, health, economic and wellbeing 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 development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for 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 2.3.1.3.

c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and

This proposal is in keeping with the policy to promote increased density, thus making efficient use of infrastructure and public services.

The Subject Property is within a Settlement Area in keeping with PPS subsection 2.3.1.1.

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

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

2.3.1.3 Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

This proposal to redevelop the property for 2 semi-detached dwelling units complies with the above PPS land use planning policies (2.3.1.2 and 2.3.1.3) within settlement areas.

Given that the proposal to redevelop the land parcel to accommodate 2 semi-detached dwelling units is in keeping with many aspects of the PPS and does not offend any aspect of the PPS.

4.2 City of Windsor Official Plan

The Subject Property is in the “South Windsor” planning district according to Schedule “A” Planning Districts & Policy Areas map attached to the Official Plan for the City of Windsor.

The City’s development strategy provided in Section 3 of the Official plan in part includes: *“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 proximity. 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”.*

The Neighbourhood Housing Variety policy 3.2.1.2 provides: *“Encouraging a range of housing types will ensure that people have an opportunity to live in their neighbourhoods as they pass through the various stages of their lives. Residents will have a voice in how this new housing fits within their neighbourhood. As the city grows, more housing opportunities will mean less sprawl onto agricultural and natural lands.”*

The Subject Property is designated “Residential” according to Schedule “D” Land Use map attached to the Official Plan for the City of Windsor.

Official Plan subsection 6.1.14 regarding residential intensification reads: *To direct residential intensification to those areas of the city where transportation, municipal services, community facilities and goods and services are readily available.*

The proposal is to divide the parcel for 2 semi-detached dwelling units in an area that has access to public transportation and has readily available municipal services.

Objectives for Residential development in the OP include:

6.3.1.1 To support a complementary range of housing forms and tenures in all neighbourhoods.

6.3.1.2 To promote compact neighbourhoods which encourage a balanced transportation system.

6.3.2.3 For the purposes of this Plan, Low Profile housing development is further classified as follows: (a) small scale forms: single detached, semi-detached, duplex and row and multiplexes with up to 8 units.

6.3.2.4 Residential intensification shall be directed to the Mixed-Use Nodes and areas in proximity to those Nodes. Within these areas Medium Profile buildings, up to four (4) storeys in height shall be permitted. These taller buildings shall be designed to provide

a transition in height and massing from low-profile areas. New residential development and intensification shall be located where:

(a) There is access to a collector or arterial road;

(b) Full municipal physical services can be provided;

(c) Adequate community services and open spaces are available or are planned; and

(d) Public transportation service can be provided. (Added by OPA #159 – APPROVED July 11, 2022, B/L# 100-2022)

The location criteria in for residential intensification appears to pertain to residences other than low profile housing. However, the proposed semi-detached dwelling units are located close to a collector road, have full municipal services, is in an area of ample community services and open spaces, and is close to public transit routes.

Subsection 6.3.2.5 provides evaluation criteria for a neighbourhood development pattern. The first criteria is that the development is feasible having regard to the other provisions of this Plan, provincial legislation, policies and appropriate guidelines and support studies for uses. This planner's opinion is that the proposed development is feasible having regard to other provisions of the City of Windsor's Official Plan, provincial legislation and policy, and appropriate guidelines for development in the City of Windsor.

The Subject Property is not in an identified constraint area according to Schedule "C" of the Official Plan, it is not close to a source of nuisance, is not within a site of potential or known contamination, is not where traffic generation and distribution is a provincial or municipal concern; nor is it adjacent to heritage resources.

Subsection 6.3.2.5 c) In existing neighbourhoods, compatible with the surrounding area in terms of scale, massing, height, siting, orientation, setbacks, parking and amenity areas. We contend that the introduction of 2 semi-detached dwelling units on the Subject Property is compatible with the surrounding area in terms of scale, massing, height, siting, orientation, setbacks, parking and amenity areas. The single distinction is that a semi-detached dwelling is separated by a common wall.

City of Windsor Official Plan subsection 8.7.2.3 addresses urban design criteria for infill development such that it will function as an integral and complementary part of that area's existing development pattern by having regard for:

(a) Massing

This development proposal is to construct a low-profile residence among other low-profile residences.

(b) Building Height

The proposed semi-detached dwelling will be similar in height to other area buildings.

(c) architectural proportion.

Architectural proportion is like other dwellings in the area.

(d) Volume of defined space.

There are other similar sized residences with similar defined spaces in the area.

(e) Lot Size

The nature of semi-detached dwelling units is that they are typically developed on lots relatively smaller than the area single detached dwellings. While the lot size is smaller than those in the area does not define it as not compatible.

(f) Position Relative to the Road

The proposed semi-detached dwelling units will respect that front yard setbacks of other dwellings in the area.

(g) Building Area to Site Area Ratios

The nature of semi-detached dwelling units is that they typically are smaller buildings on smaller lots, and with a common wall tend to have larger building to site area ratios compared to single detached dwellings. While the building area to site area ratio is different than those in the area does not define it as not compatible.

(h) the pattern, scale and character of existing development;

Subdivision of a detached dwelling lot to accommodate 2 semi-detached dwellings is not consistent with the pattern and character of existing development in the area. However, the scale is similar.

(i) Exterior Building Appearance

The single difference in exterior building appearance is the joining of the dwelling units along a common boundary line separating the dwelling units.

(j) Council adopted Design Guidelines that will assist in the design and review of applications for development in accordance with the policies noted above.

Division of the subject property to accommodate 2 semi-detached dwelling units is supported by the policies in the City's Official Plan, thus an amendment to the Official Plan is not required.

City of Windsor Intensification Guidelines June 2022

A desire of the provincial government is the delivery of a broader mix of housing types, including housing that is more affordable than the traditional housing stock.

Among the City's intensification priority areas is new development in "stable and mature neighbourhoods".

The guidelines note that in many of Windsor's neighbourhoods there is a diversity of building forms, housing types, streetscapes, and landscape features. Diversity is an element to be celebrated as a defining factor within each of these neighbourhoods. The proposed semi-detached dwelling unit building adds to the diversity of housing options in the stable south Windsor neighbourhood.

The City's Intensification guidelines have as its starting point to consider the tested definition of "Compatible Development", as follows:

"Compatible development means development that may not necessarily be the same or similar to the existing buildings in the vicinity, but, nonetheless, enhances an established community and coexists with existing development without causing any undue adverse impact on surrounding properties."

Subsection 1.7 Compatible Development provides: *The intent for intensification in Windsor is to encourage compatible design that does not deviate substantially from an established pattern, without requiring an identical design, architectural style, or material palette for every dwelling or building in a neighbourhood. It is important that intensification integrates with the existing context and co-exists in harmony with no undue physical or functional adverse impact on existing or proposed development in the area.*

In this planner's opinion, the introduction of a semi-detached low profile housing type is compatible in all respects with the surrounding single detached home types such that it can co-exist in harmony with no undue physical or functional adverse impact on existing development in the area.

Subsection 2.2 General Guidelines for all Development provides:

The intent for development within Windsor's Stable and Mature Neighbourhoods is to maintain the Low Profile built form character of the area and ensure a sensitive integration of new development, additions, or renovations to adjacent properties.

Low Profile development in the Stable and Mature Neighbourhoods includes single-detached, semi-detached, duplex, townhouses, and apartments that are generally no greater than three (3) storeys in height.

The proposed semi-detached dwelling in an area of low-profile housing maintains the built form character of the area.

Given that the proposed semi-detached dwelling is planned to face the street and comply with all setback regulations of the zoning by-law suggests that it is in accordance with subsection 2.2.1 site orientation.

Subsection 2.23 addresses access and parking. The design of the semi-detached dwelling will not have garage doors that dominate the front façade of the building and provide sufficient parking in the garage and in front of the home on the driveway consistent with other homes in the area.

Subsection 2.2.4 Landscape has as an objective to preserve mature trees. The applicant commits to preserving the mature City tree at the corner of the property as per City requirements.

Subsection 2.3 Modest Infill Development addresses single lot development which applies to this proposal. This subsection seeks to encourage compatible design that does not deviate substantially from an established pattern, without requiring an identical design, architectural style, or material palette for every dwelling or building in a neighbourhood. It is important that infill development integrates with the existing context and co-exists in harmony with no undue physical or functional adverse impact on existing or proposed development in the area.

The proposed semi-detached dwelling development does not substantially deviate from the existing established housing pattern. Additionally, the integration of a semi-detached dwelling development in this established neighbourhood will co-exist harmoniously with no undue physical or functional adverse impact on the existing development in the area.

The proposed semi-detached dwelling development has been planned to sensitively integrate with the existing character of the established neighbourhood.

The development will use building materials and will have architectural character like those found on existing area homes.

There is a variety of new and older homes in the neighbourhood such that the proposed new semi-detached dwelling will not look out of place and will not visually negatively impact the area.

The City's Intensification Guidelines support the proposed semi-detached dwelling on the Subject Property.

5.0 Zoning By-law

The subject property is in the Residential District 1.4 (RD1.4) zoning category in City of Windsor Comprehensive Zoning By-law 8600. The RD1.4 zone category permits:

- Existing Duplex Dwelling
- Existing Semi-Detached Dwelling
- One single unit dwelling (minimum lot width 18 metres)
- Any use accessory to the preceding uses

The proposal to develop the Subject Property for a new semi-detached dwelling does not comply with the permitted uses in the RD1.4 zone, therefore a zoning by-law amendment is required to facilitate the proposal.

Additionally, the proposal includes a Semi-Detached Dwelling with a gross floor area of 521 square metres whereas the RD1.4 zone regulations permit a maximum gross floor area of a main building of 400 square metres.

A proposed a zoning by-law amendment to add semi-detached dwelling as an additional permitted use, and to increase the maximum gross floor area in a main building from 400 square metres to 521 square metres, in the RD1.4 zone category is necessary to accommodate 2 semi-detached dwelling units on the Subject Property.

An increase in the maximum gross floor area in a main building from 400 square metres to 521 square metres is justified by the fact that the proposed building meets all the other RD1.4 building regulations. Furthermore, the Subject property is in an established neighbourhood of what can be described as family homes. The larger gross floor area will make the semi-detached dwelling units more conducive to accommodating families with children.

In this planner's opinion, the increase in maximum gross floor area (GFA) in the main building from 400 square metres to 521 square metres is minor as it meets the four tests for a minor variance in the *Planning Act* as follows:

- 1 The request is minor in nature.
- 2 The increase in maximum GFA is desirable for the development.
- 3 Maintains the general intent of the zoning by-law.
- 4 Maintains the general intent of the municipal Official Plan.

6.0 Site Suitability

The site is ideally suited to accommodate 2 semi-detached dwelling units for the following reasons:

- The land area is sufficient to accommodate 2 new semi-detached dwelling units.
- The intensification of the Subject Property is in keeping with the need for housing to meet the needs of intended users.
- The property is generally level which is conducive to easy vehicular movements.
- The property is fully serviced which provides for drainage through the municipal system.
- There are no natural or man-made impediments to construction.
- There are no identified environmental concerns from the proposed use of the property.

- The property is within walking distance to local shopping, community amenities, schools, banks, and active and passive public recreation areas.

7.0 Compatibility

The City of Windsor Intensification Guidelines June 2022 define compatibility as”

“Compatible development means development that may not necessarily be the same or similar to the existing buildings in the vicinity, but, nonetheless, enhances an established community and coexists with existing development without causing any undue adverse impact on surrounding properties.”

Essentially, the City’s Intensification Guidelines endorse development that will coexist without undue, adverse impact on surrounding properties. The proposed semi-detached dwellings on the Subject Property does not cause any undue adverse impact on surrounding properties.

8.0 Good Planning

The proposal represents good planning for the following reasons:

- The proposal will contribute positively to Windsor’s needed housing stock.
- The development represents efficient use of land in a compact form that minimizes land consumption and makes efficient use of existing public services.
- The development is transit supportive providing the opportunity for future residents to make optimum use of nearby public transit.
- The location in an established residential neighbourhood gives future residents ample opportunity to access nearby community amenities.
- The proposed development meets the City’s locational requirements: being on local roads; on full municipal services; adequate community services; and proximity to public transit.
- The scale of the proposed development is consistent with that of the established neighbourhood.

The fact that the proposal is supported by both provincial and municipal planning policy, and the site is suitable for the intended use on several criteria attests to the fact that the proposal represents good planning.

Precedent

While there are exclusively single detached residences within 150 metres of the Subject Property which is generally the context area where a new building is proposed, approximately 4 blocks to the west of the Subject Property the City of Windsor approved a similar application on a property at 3170 & 3178 California Avenue in late 2024. The

City approved adding a site-specific provision to permit a semi-detached dwelling as an additional permitted main use, subject to additional regulations. The approval resulted in special provision S.20(1) 514 in Zoning By-law 8600 that provides for semi-detached dwelling on lands zoned R1.4 which is identical zoning on the Subject Property.

9.0 Open House Report

An open house event sponsored by the applicant was held on Saturday May 9, 2026, from 3 to 5pm at the Subject Property. A notice of the open house was mailed to those on a list provided by the City of Windsor. In accordance with subsection 10.6.6 d) of the Official Plan provides that the open house report comprises:

- i. A summary of the results of the open house, including issues raised and responses received.

According to the applicant in attendance at the open house verbal comments made include:

- some asked about the parking situation. the concern was street parking. the response was that we do have 2 parking spots per unit and that respond seemed satisfactory.
- some asked about the possibility that we would be applying for Additional Dwelling Units (ADU) as permitted in the zoning by-law. The response from the applicant was no. The homes are built to be sold to house a single family in each unit without ADUs.
- some were concerned about the building process and the possibility that some water might be pooling in their back yard. The response was that we are building according to code and within the requirements set out in City of Windsor bylaws, and that the city requires a grading plan that includes a rear yard drainage system to ensure that there will not be standing water in the rear yard.
- some asked about the height of the building and that it might not match the Neighbourhood. The same couple asked about the external finishes of the structure and stated that they would not like to see only vinyl cladding. The applicant invited them to review the conceptual drawing presented that shows a stone finish, brick and vinyl, and that the brick may be extended the full depth of the building.
- only one attendee that has a definite negative comment of the proposal. His comment was that these types of developments will ruin the neighbourhood and said that he will be addressing his concerns with stage 2 of process. He declined to leave a written comment.
- couple of people came for the ride and didn't say much
- Everyone was offered a comment sheet to write and submit their thoughts, however all declined.

As required by the City of Windsor:

- ii. A copy of the notice of open house is attached hereto as Appendix “A”.
- iii. A copy of materials available at the open house are attached in Appendix “B”.
- iv. No written questions from the public were received.
- v. A copy of the attendee sign-in sheet is provided in Appendix “C”

The open house was attended by the applicant and a representative of the City’s Planning Department.

10 Conclusion

The proposal to develop the Subject Property for 2 semi-detached dwelling units requires a zoning amendment that in this planner’s opinion should be supported and approved by the City of Windsor for the following reasons:

- Is consistent with the Provincial Planning Statement 2024.
- meets the intent and purpose of applicable City Official Plan policies.
- is in keeping with the Community Strategic Plan that supports the local economy.
- the site is physically suitable to the proposed use.
- the proposal will add one low-profile building that is compatible with the surrounding neighbourhood.
- does not impact the private use and enjoyment of neighbouring properties.
- will not have any negative natural environment impacts.
- will not have any negative impacts on municipal services; and,
- will have a favourable positive impact on the City’s economic environment.

For the above reasons, it is this planner’s opinion that it is appropriate for the City of Windsor to approve a Zoning By-law Amendment application for the property at 3105 Rankin Avenue to add semi-detached dwelling as an additional permitted use, and to increase the maximum gross floor area from 400 square metres to 521 square metres.

HRK Realty Services Ltd.



Date: May 27, 2026 (Revised July 4, 2026)

Harold R. Kersey, RPP

President

APPENDIX “A”

NOTICE OF OPEN HOUSE

FOR

ZONING BY-LAW AMENDMENT (ZBLA) APPLICATION (3105 Rankin Avenue)

DATE: Saturday May 9, 2026
TIME: 3:00 PM – 5:00 PM
Location: 3105 Rankin Avenue

APPLICANT: Andre Abouasli
AGENT: Hal Kersey, RPP (HRK Realty Services)
OWNER: 2047337 Ontario Inc.

PURPOSE: The purpose of the open house is to provide opportunity for consultation by the applicant with the area residents/property owners who may be impacted by the proposal before the application is deemed to be complete.

PROPOSAL: The owner proposes to develop a semi-detached dwelling building on the property. A total of two units are proposed one on each side of a common property line.

ADDITIONAL INFORMATION:

The applicant and their agent will be in attendance to answer questions with respect to the proposed development.

City of Windsor staff may also be in attendance as observers.

The City of Windsor will be processing an application for an amendment to Zoning By-law 8600 in accordance with the requirements of the *Planning Act*. The application will request that a semi-detached dwelling be an additional permitted use in the Residential District 1.4 (RD1.4) zone.

Comments and opinions submitted, including names and addresses, may become part of the public record.



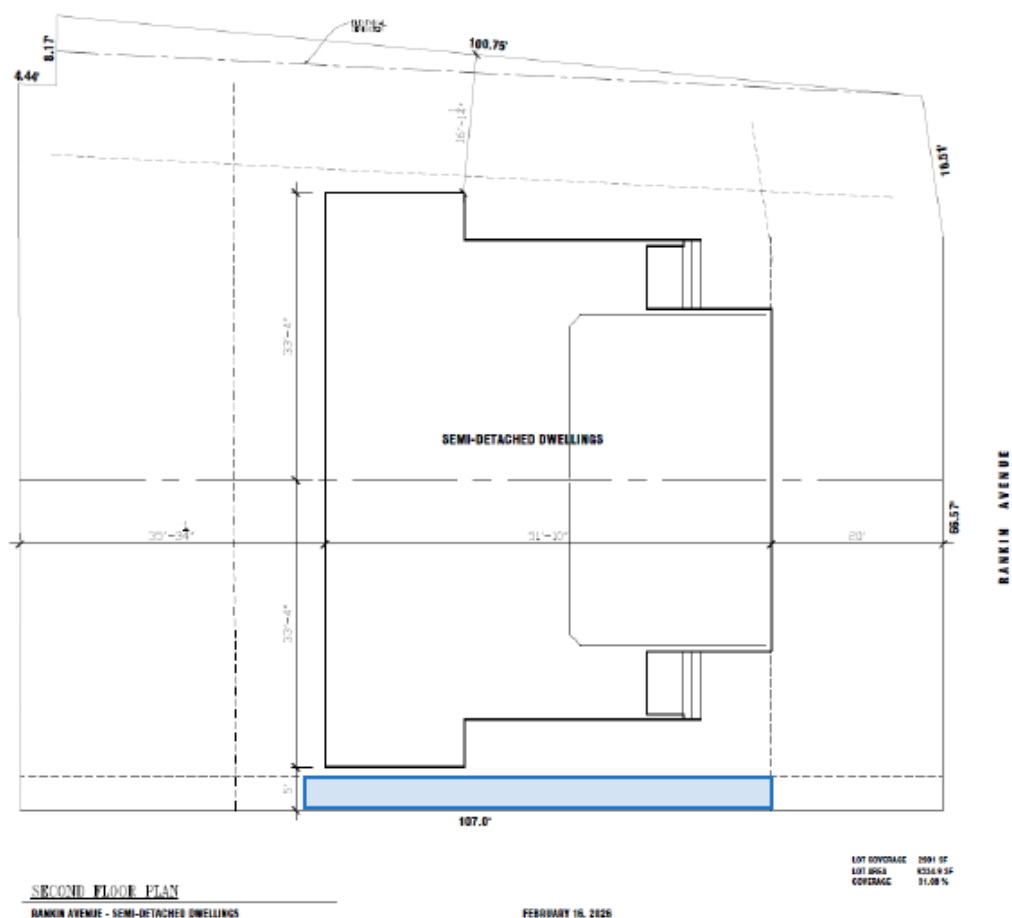
APPENDIX “A”

The City of Windsor will provide official notice in the Windsor Star and will mail a courtesy notice to all property owners and residents within 200 metres of the subject property and hold a statutory public meeting at the Development & Heritage Standing Committee and, later, with City Council in order to make the final decision on the amendment to Zoning By-law 8600.

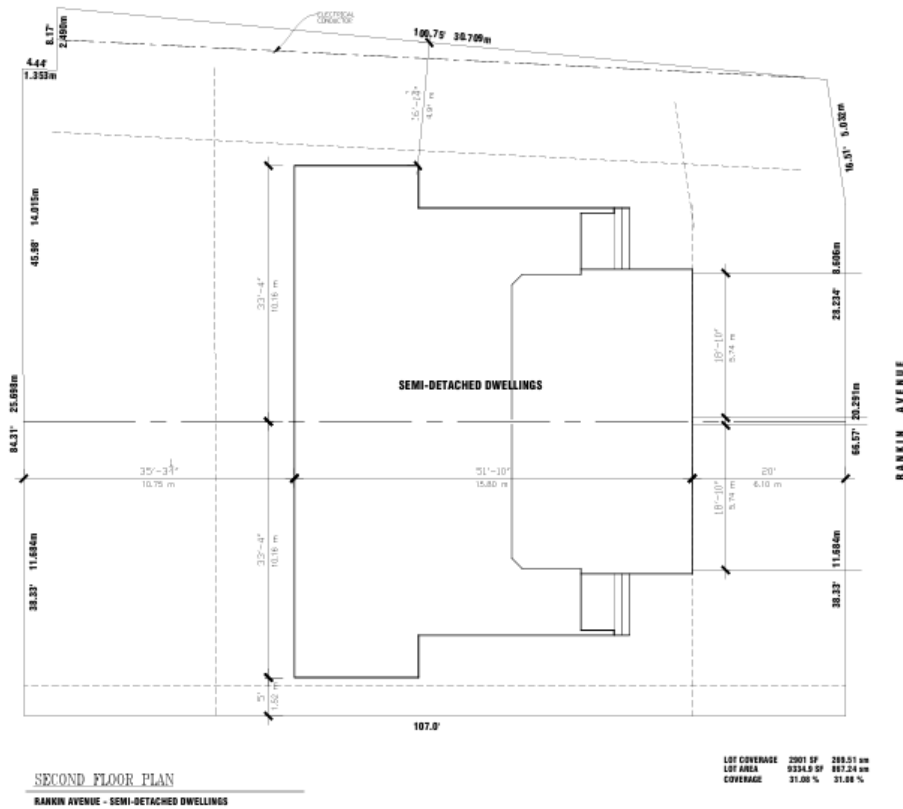
ATTENDANCE:

If you wish to attend the open house, view the conceptual drawings and/or submit comments, please contact Applicant/Agent, by phone, email, or regular mail at:

Andre Abouasli for
2047337 Ontario Inc., Windsor N9E 0A2
1-3001 Dougall Avenue,
Email: Andre4410@gmail.com
Ph. 519-999-9996

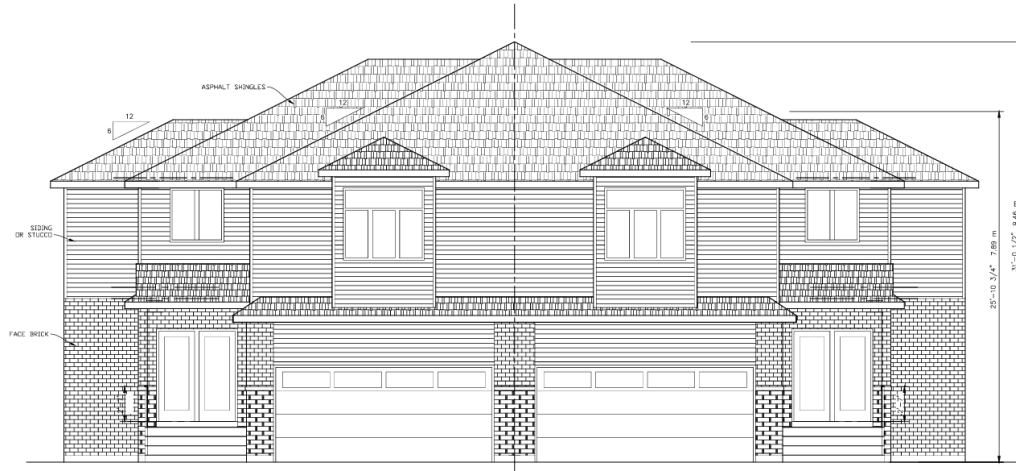


APPENDIX “B”



SITE PLAN SCALE: 3/16" = 1'-0"	3105 RANKIN AVENUE SEMI-DETACHED DWELLING JUNE 2, 2028
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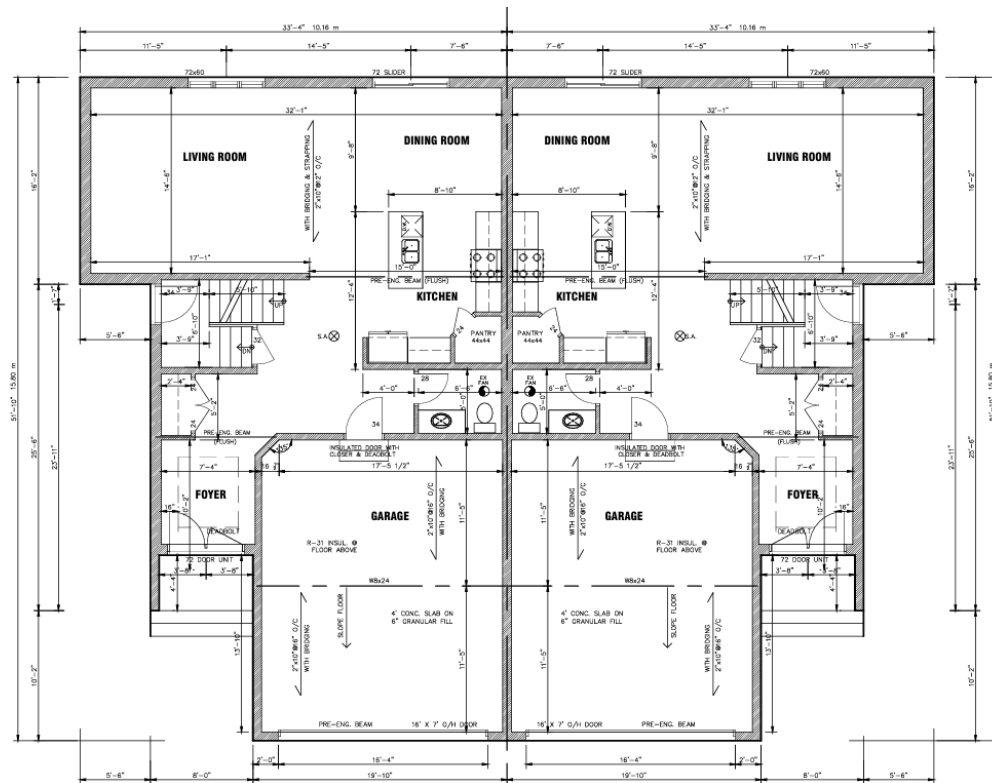
APPENDIX “B”



FRONT ELEVATION

RANKIN AVENUE - SEMI-DETACHED DWELLINGS

JUNE 2, 2026



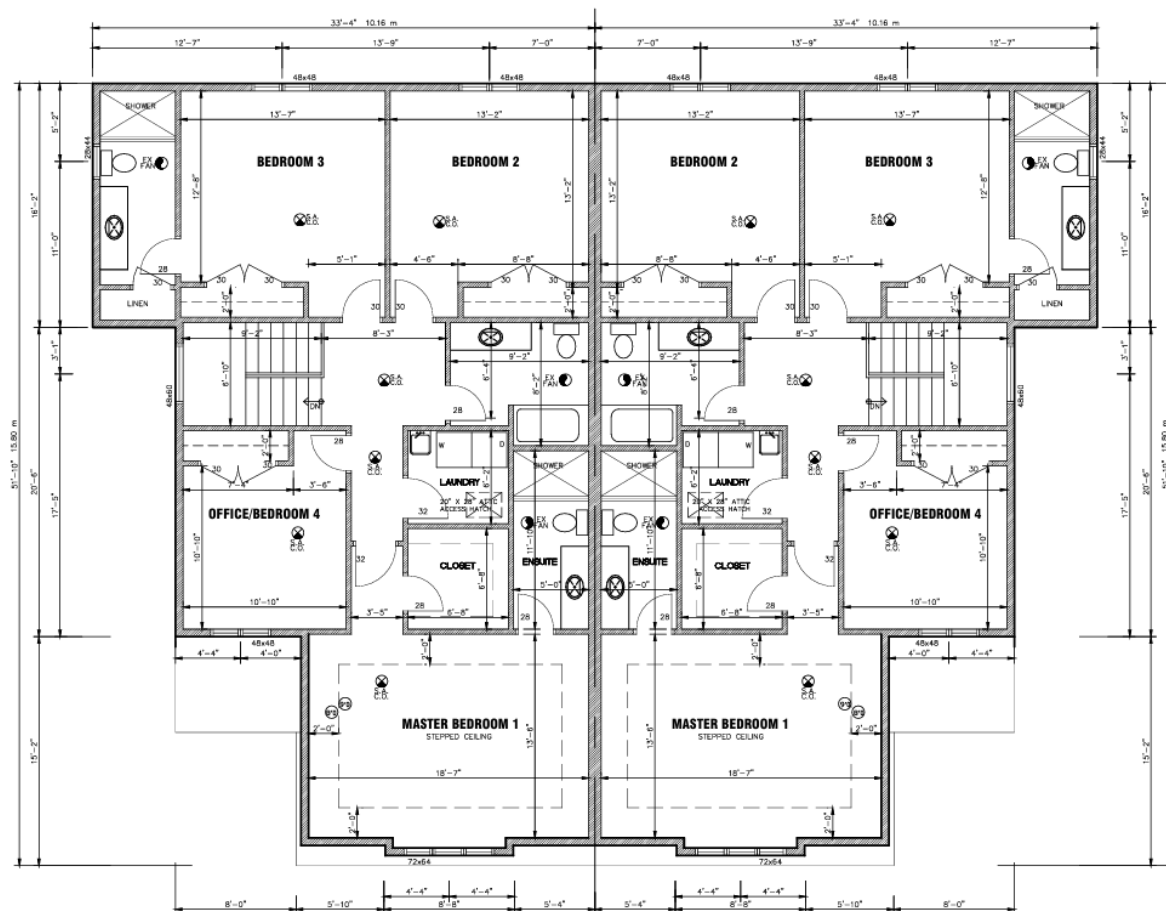
MAIN FLOOR PLAN

RANKIN AVENUE - SEMI-DETACHED DWELLINGS

JUNE 2, 2026

SECOND FLOOR	1305 SF	128.60m ²
MAIN FLOOR	857 SF	83.81m ²
TOTAL	2362 SF	232.41m ²

APPENDIX “B”



SECOND FLOOR PLAN

RANKIN AVENUE - SEMI-DETACHED DWELLINGS

JUNE 2, 2026

APPENDIX “C”

OPEN HOUSE HELD AT 3105 RANKIN AVENUE, CITY OF WINDSOR
SATURDAY MAY 9, 2026
3:pm – 5:pm

OPEN HOUSE 3105 RANKIN AVENUE, CITY OF WINDSOR SIGN-IN ATTENDANCE RECORD

NAME	ADDRESS	PHONE	EMAIL ADDRESS
dave Paddon			
Kathy Reilly			
Bill Reilly			
MIKE SPOFF			
John McDONALD			
John BARKER			
MYLLS BILM			
Shelley Barker			
BRAND LUMATI			