COUNTERPOINT LAND DEVELOPMENT BY | DILLON CONSULTING

ASTORIA INC.

HOWARD-WHITESIDE-INGLEWOOD GUIDELINE PLAN

Prepared for Residential Development at 3771, 3783, 3793 Howard Avenue, Windsor, Ontario

NOVEMBER 2025 – 24-8888

TABLE OF CONTENTS

FIGURES

1.0 INTRODUCTION

1.1 PURPOSE AND SCOPE OF THE GUIDELINE PLAN

Dillon Consulting Limited has been retained by Astoria Inc. (the 'Applicant') to prepare a Guideline Plan for the lands that are referred to as the "Howard-Whiteside-Inglewood Development Area", see **Figure 1.0 – Study Area**. The purpose of this Guideline Plan is to provide a preliminary planning framework for development along Howard Avenue in the City of Windsor. As a main arterial road and mixed-use corridor, Howard Avenue plays a pivotal role in the City's urban structure. This document aims to ensure that development within the study area proceeds in a manner that supports cohesive land use planning, preserves the potential for future development opportunities, and aligns with the City's broader urban planning objectives.

This Guideline Plan precedes the comprehensive Guideline Plan currently being undertaken by the City. The advancement of this plan is necessitated by the developer's intent to proceed ahead of the full plan's completion. The prepared report focuses on essential elements required to guide immediate development while safeguarding the long-term planning vision for the area.

1.2 STUDY AREA CONTEXT AND OBJECTIVES

The study area is bounded by Howard Avenue (east), Cabana Road East (south), Inglewood Avenue and Whiteside Drive (west), and Kenilworth Park (north). The study area is approximately 22.33 hectares (55.18 acres) in size and is characterized by narrow, deep lots with fractured ownership. This unique lot fabric presents challenges for achieving coordinated development, as it will take time to consolidate all parcels. Howard Avenue's mixed-use nature and its role as a primary transportation corridor underscore the need for careful planning to avoid piecemeal or haphazard growth.

The objectives of this Guideline Plan include:

- **Defining Land Uses:** Establishing appropriate land use designations within the study area to support balanced growth and compatibility with existing uses.
- **Density Planning:** Developing density transition strategies to ensure a gradual shift from higher densities near the Howard Avenue node to lower densities farther from the corridor.
- **Access and Transportation:** Outlining a conceptual road network, managing access points along Howard Avenue, ensuring proper separation distances, and promoting reciprocal access agreements.
- **Avoiding Sterilization:** Preventing development patterns that hinder future opportunities for surrounding parcels.
- **Establishing Interim Guidelines:** Providing a framework to guide development in the absence of parcel consolidation or completion of the full Guideline Plan.

1.3 ALIGNMENT WITH CITY OF WINDSOR POLICY FRAMEWORK

This Guideline Plan aligns with the City of Windsor's existing policy framework, including the Official Plan, Secondary Plans, and relevant urban design guidelines. By emphasizing strategic land use, transportation planning, and sustainable development principles, this plan ensures that immediate and long-term objectives are satisfied. The plan's flexible framework will integrate with the forthcoming comprehensive Guideline Plan, ensuring continuity in planning and implementation.

2.0 EXISTING CONDITIONS

2.1 OVERVIEW OF HOWARD AVENUE AS A MIXED USE CORRIDOR

Howard Avenue is a critical transportation corridor and mixed-use artery within the City of Windsor, serving as a key connection between residential neighborhoods, commercial hubs, and institutional facilities. Its designation as a mixed-use corridor reflects the City's vision for integrating diverse land uses while promoting economic vitality and efficient transportation systems.

2.2 CURRENT LOT FABRIC AND OWNERSHIP PATTERNS

Historically, Howard Avenue has been characterized by fragmented development patterns, with narrow, deep lots and a lack of coordinated planning. The corridor's current configuration poses challenges for vehicular access, pedestrian mobility, and comprehensive urban development. This fragmented ownership structure complicates the potential for large-scale, coordinated development, as consolidation of parcels is both time-consuming and resource intensive. Addressing these issues is central to the success of this Guideline Plan.

2.3 ADJANCENT LAND USES AND SURROUNDING CONTEXT

Howard Avenue's surrounding context includes a mix of residential, commercial, and institutional uses. To the north, the corridor extends to concentrated commercial areas, including Devonshire Mall and The Round House Centre. To the south, the corridor transitions into established residential neighborhoods. The proximity of schools, parks, and other community facilities further underscores the importance of integrating development with the surrounding urban fabric.

The corridor also plays a significant role in the City's transportation network, accommodating significant vehicular traffic volumes, with the northern extension of the corridor providing access to the E.C Row Expressway, providing convenient access across the City. Enhancing access management and ensuring compatibility with surrounding uses will be critical in achieving a functional and vibrant urban environment.

3.0 LAND USE FRAMEWORK

3.1 PROPOSED LAND USE DESIGNATIONS

The proposed land use designations aim to establish a balanced and sustainable approach to the development of the area, ensuring compatibility with surrounding neighborhoods while fostering growth and diversity in land use. The primary objectives are to promote mixed-use developments, encourage commercial activity, and provide adequate residential zones that meet community needs. The proposed land uses include the following:

- **Commercial Zone:** Designed to accommodate a range of retail, office, and service-oriented businesses, this zone will support economic activity and provide essential amenities to the surrounding residential areas. It will also serve as a transition between high-traffic corridors and adjacent residential zones.
- **Mixed Use Node – Secondary Node Development Area (SNDA) (Residential and Mixed-Use Buildings up to 6-Storeys):** This area will include medium profile residential buildings and mixed-use developments that integrate commercial spaces at the street level.
- **Medium-Profile Zone (Residential Buildings up to 4-Storeys):** Intended for medium profile multiple dwelling residential buildings, townhomes, semi-detached, and duplex dwellings. This zone will provide a balanced transition between high-density and low-density areas while supporting a variety of housing options.
- **Low-Profile Zone (Residential Buildings up to 3-Storeys):** Primarily featuring single-detached, semi-detached, duplex, and townhome buildings. Low profile walk-up multiple dwelling buildings may also be considered to offer additional housing choices while preserving neighborhood aesthetics.

Figure 2.0 – Proposed Land Uses is provided as part of this report to illustrate the boundaries of each land use category, ensuring clear guidance for future development.

3.2 COMPATIBILITY WITH SURROUNDING USES

To maintain harmony with the existing land uses and neighborhood character, the proposed designations have been carefully evaluated for compatibility. The planning process emphasizes the need to avoid conflicts between new developments and established uses, particularly in terms of density, scale, and function. The proposed designations aim to buffer high-intensity zones from low-density residential areas by incorporating transitional zones.

3.3 TRANSITION STRATEGIES FROM HOWARD AVENUE TO ADJANCENT AREAS

A key objective of this Guideline Plan is to ensure that development within the Howard-Whiteside-Inglewood study area integrates sensitively with the established residential neighbourhoods located to the west, while also supporting intensification along the Howard Avenue corridor. Transitional design strategies are therefore necessary to manage differences in building scale, massing, and use, and to preserve the

character and livability of adjacent communities. The following principles and measures shall guide all future development within the plan area:

1. **Gentle Density:** Development should generally decrease in height and intensity moving westward from Howard Avenue. Built form should evolve from a more urban, mixed-use corridor toward contextually compatible residential forms that reflect the scale and rhythm of the surrounding neighbourhoods. Density transitions should be further refined through future consultation with the City as part of the comprehensive Guideline Plan.
2. **Context-Sensitive Massing:** Building design should emphasize articulation, modulation, and step-backs where appropriate to reduce visual mass and maintain access to daylight and sky views for surrounding properties. Particular attention should be given to the western interface to ensure that new development maintains a comfortable relationship with existing homes on Inglewood Avenue and Whiteside Drive.
3. **Landscape and Visual Buffers**: Landscaped areas, planting zones, and/or open-space interfaces should be incorporated along the western and southern edges of new development to soften the transition to existing dwellings and to integrate natural features such as the Merritt Drain where feasible. The type and extent of buffering may vary depending on site conditions, detailed design, and opportunities for shared amenity or stormwater functions.
4. **Privacy and Overlook:** The orientation of windows, balconies, and amenity areas should minimize direct overlook into existing rear yards or private outdoor spaces. Screening, planting, grade changes, or built-form separation may be applied, as appropriate, to protect residential privacy and comfort.
5. **Connectivity and Interface Design:** Pedestrian linkages and landscaped connections should promote walkability and permeability between new and existing areas, while maintaining distinct boundaries where required for privacy or safety. Vehicular access should remain primarily oriented toward Howard Avenue and coordinated through shared or reciprocal driveways to limit traffic intrusion into interior residential streets and to support a unified access-management strategy consistent with Transportation Planning objectives.

Transition strategies will be refined in coordination with the City of Windsor's ongoing comprehensive Guideline Plan process. Future studies and community consultation will further define preferred built-form transitions, access configurations, and landscape treatments to ensure that the area evolves cohesively and, in a manner, consistent with the broader corridor vision.

These principles are intended to provide flexibility for detailed design while ensuring that future development maintains a compatible relationship with its surrounding context, protects existing neighbourhood character, and advances the City's long-term planning and mobility objectives.

4.0 DENSITY AND BUILT FORM GUIDELINES

4.1 DENSITY GRADATION FROM MIXED USE NODE

To ensure a smooth transition between higher-density development along Howard Avenue and the surrounding low-density residential neighborhoods, the density will gradually decrease as the distance from the Howard Avenue node increases.

- **Mixed Use Node – Secondary Node Development Area (SNDA):** The core area along Howard Avenue will feature higher-density developments, including mixed-use buildings with residential, commercial, and recreational spaces. These areas should be designed with a focus on activating the streetscape and promoting pedestrian activity.
- **Medium-Profile Zone:** Moving outward from the node, the density will decrease through mid-rise residential buildings or mixed-use developments with commercial spaces at the ground level and residential units above. The transition area will buffer higher-density developments from surrounding low-density areas while ensuring connectivity through pedestrian-friendly streets.
- **Low-Profile Zone:** In areas farthest from Howard Avenue, low-density residential developments such as townhouses, duplexes, and single-family homes will be promoted. This zone will emphasize green spaces and privacy while maintaining connectivity to the urban core.

4.2 BUILDING HEIGHT AND MASSING PRINCIPLES

Building heights and massing principles should be carefully considered to ensure they align with the character of the surrounding neighborhoods and minimize impacts such as overshadowing, privacy loss, or traffic congestion.

- **Step-down Approach:** Building heights along Howard Avenue will gradually decrease as the development moves away from the node. Medium profile buildings (up to 6 stories) will be located nearest to the node, with lower-rise buildings (3-4 stories) transitioning into the surrounding areas. The step-down approach ensures that new developments do not overpower existing properties, and that sunlight is preserved in adjacent lower-density zones.
- **Building Massing and Articulation:** Massing should be broken up to avoid monolithic or imposing structures. Buildings should feature setbacks and varied rooflines that reduce the visual bulk. Facades should be articulated with architectural details, windows, and materials that create visual interest and blend with the local architectural context.

4.3 STREETSCAPE DESIGN RECOMMENDATIONS

A well-designed streetscape plays a key role in enhancing the pedestrian experience, improving connectivity, and fostering a sense of place. The following streetscape design recommendations are proposed:

- **Wide, Accessible Sidewalks:** Sidewalks along Howard Avenue and throughout the transition zones should be wide enough to accommodate pedestrians, cyclists, and street furniture. The design

should prioritize accessibility, ensuring compliance with universal design standards for people with disabilities.

- **Lighting and Wayfinding:** Lighting should be pedestrian-scaled and provide a safe and welcoming environment, especially in the evening. The use of energy-efficient lighting is encouraged. Additionally, wayfinding elements such as signs and public art installations can help orient residents and visitors within the area, creating a sense of identity and place.
- **Traffic-Calming Measures:** To ensure pedestrian safety, traffic-calming measures such as raised crosswalks, curb extensions, and narrowing of lanes should be incorporated into the streetscape design, particularly in the transition zones. This will help reduce vehicle speeds and prioritize pedestrian movement in areas with high foot traffic.

5.0 TRANSPORTATION AND ACCESS PLANNING

5.1 PROPOSED ROAD NETWORK

A conceptual road network is proposed to enhance connectivity within the study area while ensuring integration with the broader transportation network of Howard Avenue. A key consideration in this framework is maintaining efficient circulation and accommodating future developments. The City has previously expressed concerns about access limitations and proposed a right-of-way (ROW) approximately 38m from the western boundary of the study area, running north-south. This guideline plan adopts a similar approach but terminates the proposed ROW at the Mixed Use Node (SNDA) area. Beyond this point, connectivity would be facilitated through shared driveways and reciprocal access agreements, eliminating the need for additional roadways. The guideline plan's access management strategy effectively ensures connectivity through these alternative means, rendering the additional right-of-way unnecessary.

The proposed road network emphasizes efficient vehicular circulation, multimodal access, and transitions to adjacent parcels. See **Figure 3.0 – Proposed Road Network**. Key considerations include:

- Establishing new internal roads to improve parcel access and reduce direct driveway connections to Howard Avenue.
- Ensuring that road alignments support future parcel consolidation efforts.
- Prioritizing safety and efficiency for all users, including pedestrians and cyclists.

5.2 ACCESS MANAGEMENT STRATEGIES

Effective access management along Howard Avenue is critical to maintaining its functionality as a mixed-use corridor. The following strategies are recommended:

5.2.1 Location of Access Points Along Howard Avenue

- Consolidate access points for any medium-profile development by encouraging shared driveways and limiting the number of new direct connections to Howard Avenue.
- Permit individual access points (driveways) for low-profile developments, in a manner keeping with the configuration of the current access points along the corridor.
- Prioritize access at locations where sightlines and traffic flow can be safely managed, such as midblock locations or near intersections with adequate turning lanes.
- Design access points to accommodate all users, including vehicles, pedestrians, and cyclists, through features such as designated crosswalks and dedicated turn lanes.

5.2.2 Separation Between Access Points

- Encourage a minimum spacing of 100 meters between driveways servicing medium-profile development to reduce congestion and conflict points along Howard Avenue.
- Align access points with existing intersections or planned roads to ensure consistent spacing and efficient traffic flow.

- Conduct traffic impact assessments for proposed developments to confirm compliance with separation standards and adjust plans as necessary.

5.2.3 Reciprocal Access Agreements

- Require reciprocal access agreements between adjacent property owners as part of the site plan approval process.
- Promote shared-use driveways and cross-access easements to connect parcels internally, reducing the need for additional driveways onto Howard Avenue.
- Include provisions for the maintenance and long-term viability of shared access points in development agreements.

5.3 INTEGRATION WITH FUTURE MOBILITY PLANS

The proposed transportation framework will align with the City's long-term mobility plans, including:

- Enhancing pedestrian and cyclist infrastructure to promote active transportation.
- Incorporating transit-friendly design elements to support public transportation services along Howard Avenue.
- Ensuring flexibility for potential future upgrades to the corridor's transportation infrastructure.

This transportation and access planning framework will guide the development of a safe, efficient, and interconnected road network, supporting the study area's growth while preserving its long-term functionality as a vital urban corridor.

6.0 INFRASTRUCTURE AND SERVICING CONSIDERATIONS

As part of this Guideline Plan, infrastructure and servicing considerations play a critical role in ensuring that new developments are well-integrated into the existing urban fabric while minimizing impacts on adjacent areas. This section provides a framework for addressing key infrastructure elements, including stormwater management, sanitary services, utilities, and transportation systems. These considerations are designed to guide the extension of municipal services into undeveloped areas, ensuring that development is phased appropriately and supports the City's strategic priorities.

6.1 STORMWATER MANAGEMENT

- New developments must incorporate stormwater management systems to the satisfaction of the City.
- Stormwater facilities should be designed to manage both quantity and quality, ensuring no adverse effects on downstream systems.
- Developers must prepare detailed stormwater management plans during the planning application stage, identifying on-site retention, detention, or conveyance systems.
- Shared stormwater management solutions may be considered where practical to optimize land use and infrastructure efficiency.

6.2 SANITARY SERVICING

- The study area will be connected to the existing municipal sanitary sewer network located at the periphery.
- Capacity analysis of the existing system must be conducted to confirm adequacy before extending services to new developments.
- Developers are responsible for the design and construction of sanitary sewers within their projects, ensuring compatibility with the overall servicing strategy.

6.3 UTILITIES

- Hydro, gas, telecommunications, and other utilities will be extended from the existing systems, following the proposed road network and servicing layout.
- Coordination with utility providers will be required to ensure timely and efficient installation of infrastructure.
- Utility easements and rights-of-way must be identified and preserved to facilitate future servicing needs.

6.4 TRANSPORTATION INFRASTRUCTURE

- Traffic impact assessments will be required to evaluate the effects of proposed developments on the existing transportation network and identify necessary upgrades.

- Road networks and access points must be planned to support efficient traffic flow and connectivity while prioritizing safety and accessibility.
- Transit accessibility should be considered, with provisions for future transit stops or integration where feasible.
- New developments should incorporate active transportation options, including pedestrian pathways and bike lanes.

7.0 IMPLEMENTATION AND MONITORING

7.1 APPROACH TO LOT CONSOLIDATION

The successful implementation of the Guideline Plan requires a clear approach to lot consolidation to facilitate cohesive and efficient development. Owners are encouraged to pursue voluntary lot consolidation where feasible to create parcels that support orderly development patterns. For unconsolidated parcels, interim guidelines will apply, ensuring:

- Development aligns with the Guideline Plan's objectives and does not preclude future consolidation.
- Shared access agreements and reciprocal easements are secured to minimize disruptions and ensure efficient site servicing.
- Building placements and orientations maintain flexibility for future lot integrations.

To avoid sterilization of adjacent properties, development proposals must demonstrate:

- Compliance with access management policies, including minimum separation distances and shared access points.
- Infrastructure capacity assessments that account for servicing future adjacent developments.
- Building layouts and density transitions that allow seamless integration with neighboring parcels.
- Flexible site design and setbacks to facilitate future connectivity and expansion.

7.2 INFRASTRUCTURE OVERSIGHT AND PHASING

To ensure that infrastructure and servicing for the study area is implemented responsibly, with consideration for broader municipal objectives and the needs of neighboring developments the following should be considered:

- Development phasing should align with the availability of municipal services to avoid premature infrastructure expansion.
- Comprehensive servicing strategies and agreements will be required at the development application stage to ensure all systems are adequately planned and funded.
- The municipality will oversee the review and approval of servicing designs to ensure they align with long-term plans and standards.
- Collaboration among developers, municipal staff, and service providers will be essential to streamline processes and address challenges proactively.

7.3 KEY PERFORMANCE INDICATORS FOR DEVELOPMENT SUCCESS

To evaluate the success of this Guideline Plan, the following performance indicators should be monitored:

- **Lot Consolidation Progress:** Number and percentage of parcels consolidated within the study area.
- **Access Management:** Reduction in the number of individual access points to Howard Avenue.

- **Infrastructure Integration:** Timely completion of shared servicing and infrastructure upgrades.
- **Development Density:** Consistency of density transitions as per plan guidelines.
- **Stakeholder Engagement:** Level of participation and feedback from property owners and developers.

7.4 COORDINATION WITH FULL GUIDELINE PLAN PROCESS

The Guideline Plan serves as a precursor to the comprehensive Guideline Plan being undertaken by the City of Windsor and must align with its overarching objectives. Coordination efforts will include:

- Regular progress reviews to ensure that developments align with the direction of the full Guideline Plan.
- Collaboration between City departments and stakeholders to integrate findings and outcomes from this preceding version.
- Phased updates to this Guideline Plan to incorporate lessons learned and evolving priorities.

By establishing a structured implementation and monitoring framework, the City of Windsor can guide development within the study area effectively, ensuring orderly growth while maintaining flexibility for future planning initiatives.

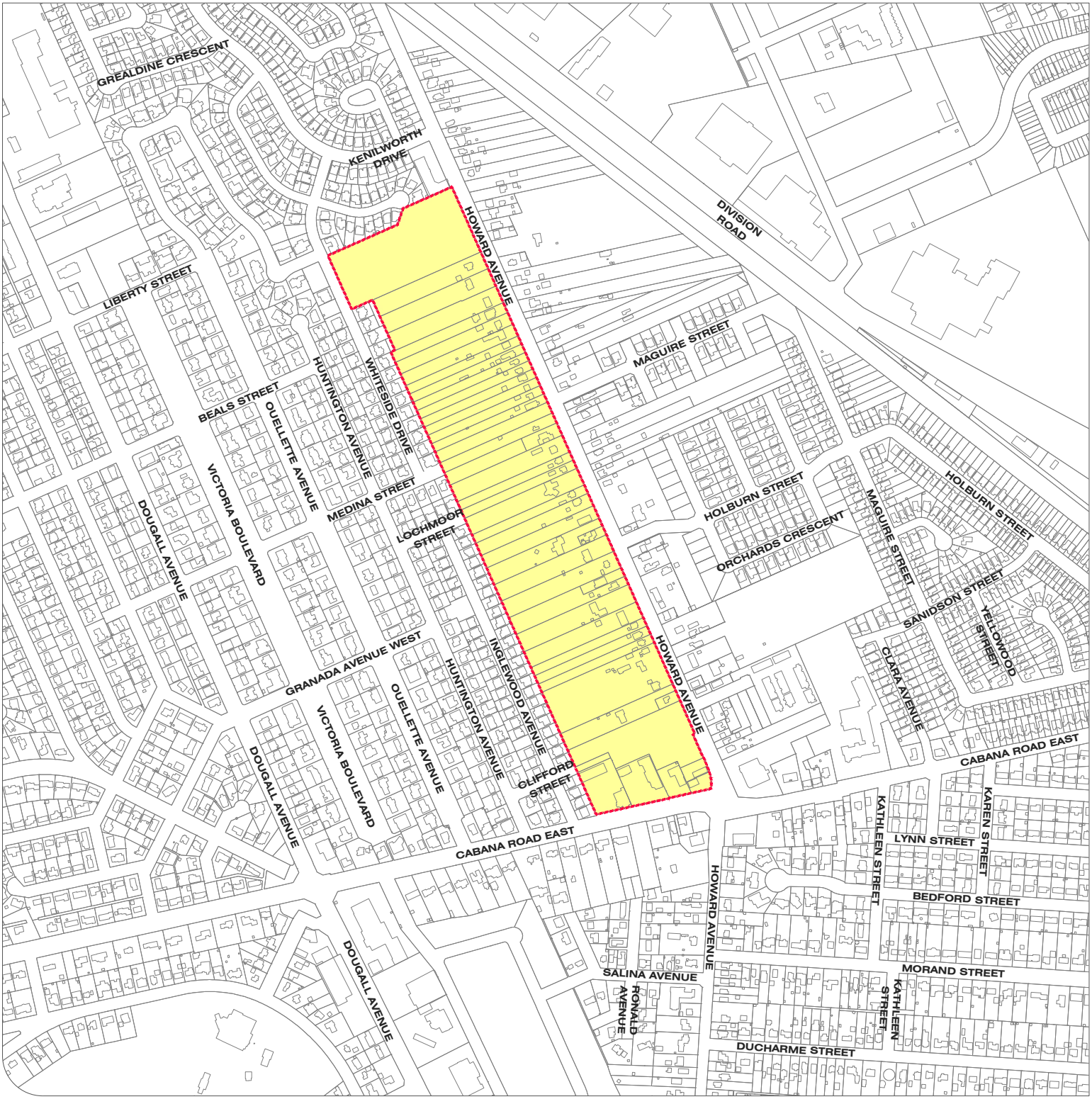
8.0 CONCLUSION

The Howard-Whiteside-Inglewood Guideline Plan establishes a strategic and comprehensive framework to guide development along Howard Avenue, addressing immediate growth needs while aligning with long-term urban planning objectives. By focusing on land use, road networks, access management, density transitions, and infrastructure servicing, the plan offers a roadmap for achieving orderly, sustainable, and equitable development within the study area. Planning authorities must implement policies under the guidance of the Provincial Planning Statement and other local land use documents, ensuring consistency with the City of Windsor Official Plan and Zoning By-law 8600. While the Guideline Plan carries no legal status under the Planning Act, it is intended to complement and enhance existing policy frameworks by providing specific direction for the Howard-Whiteside-Inglewood study area.

The collaborative strategies outlined in the plan—including lot consolidation, reciprocal access agreements, and integration with future infrastructure upgrades—are key to preventing the sterilization of surrounding properties and promoting cohesive, well-planned growth.

As a precursor to the full Guideline Plan, this document lays a robust foundation for coordinated development while maintaining alignment with Windsor's broader planning goals. By fostering collaboration among stakeholders and emphasizing sustainability, the Guideline Plan supports the creation of a vibrant, connected, and resilient community along Howard Avenue.

FIGURES



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HOWARD-WHITESIDE-INGLEWOOD GUIDELINE PLAN

STUDY AREA
FIGURE 1.0

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STUDY AREA
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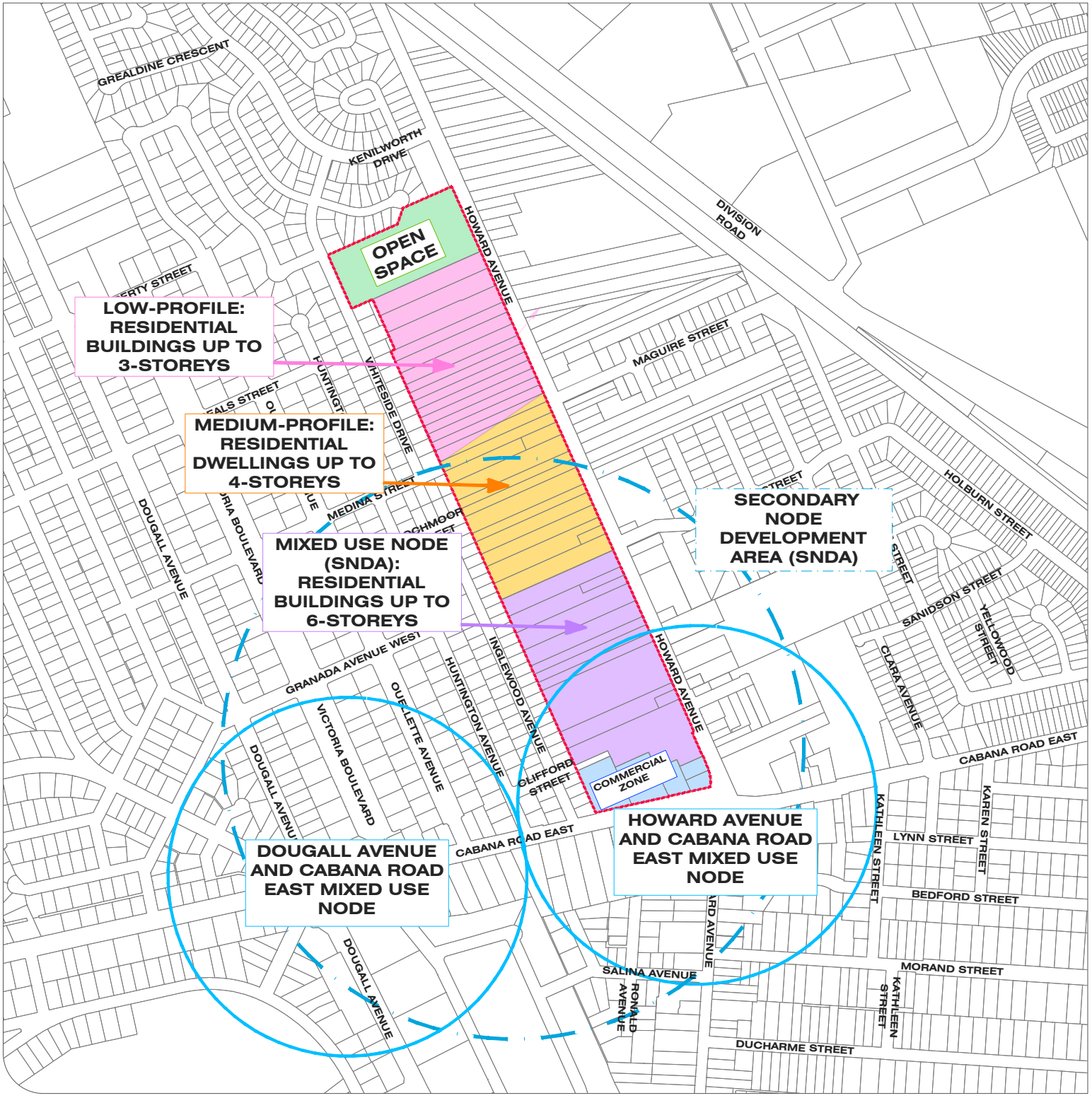

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PROPOSED LAND USES
FIGURE 2.0

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STUDY AREA
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COMMERCIAL ZONE

MIXED USE NODE (SNDA) ZONE

MEDIUM-PROFILE ZONE

LOW-PROFILE ZONE

OPEN SPACE

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PROPOSED ROAD NETWORK
FIGURE 3.0

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STUDY AREA
±22.33 ha (± 55.18 ac)

PROPOSED RIGHT-OF-WAY

POTENTIAL FUTURE RIGHT-OF-WAY

RECIPROCAL ACCESS FOCUS AREA

DRIVEWAYS WITHIN SNDA

LAND USES:
COMMERCIAL ZONE
MIXED USE NODE (SNDA) ZONE
MEDIUM-PROFILE ZONE
LOW-PROFILE ZONE
OPEN SPACE

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