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Date: March 23, 2026

To: City of Windsor, Planning Department

RE: Planning Justification Report for
Proposed Application for Zoning By-law Amendment
466 California Ave., Lot 58/59, Plan 50, Blk A

Roll # 3739 050 110 09000

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Purpose

To provide an overview of the related land use planning considerations in support of a Zoning By-law amendment from Residential District 2.1 (RD2.1) to Residential District 2.2 (RD2.2) with a zoning exception to permit a double duplex dwelling with a reduced minimum lot width and lot area, an increased maximum lot coverage and main building height, and parking spaces within a required front yard.

Background

The subject property is located at 466 California Ave (Figure One), south of Fanchette St. The lot has a frontage of 15.24 m (50 ft.), depth of 33.68 m (110.5 ft.) and a total lot area of 513.3 sq. m (5,525.0 sq. ft.). The lot contains an existing single detached dwelling with existing parking off California Ave. at the front and at the rear off the alley.

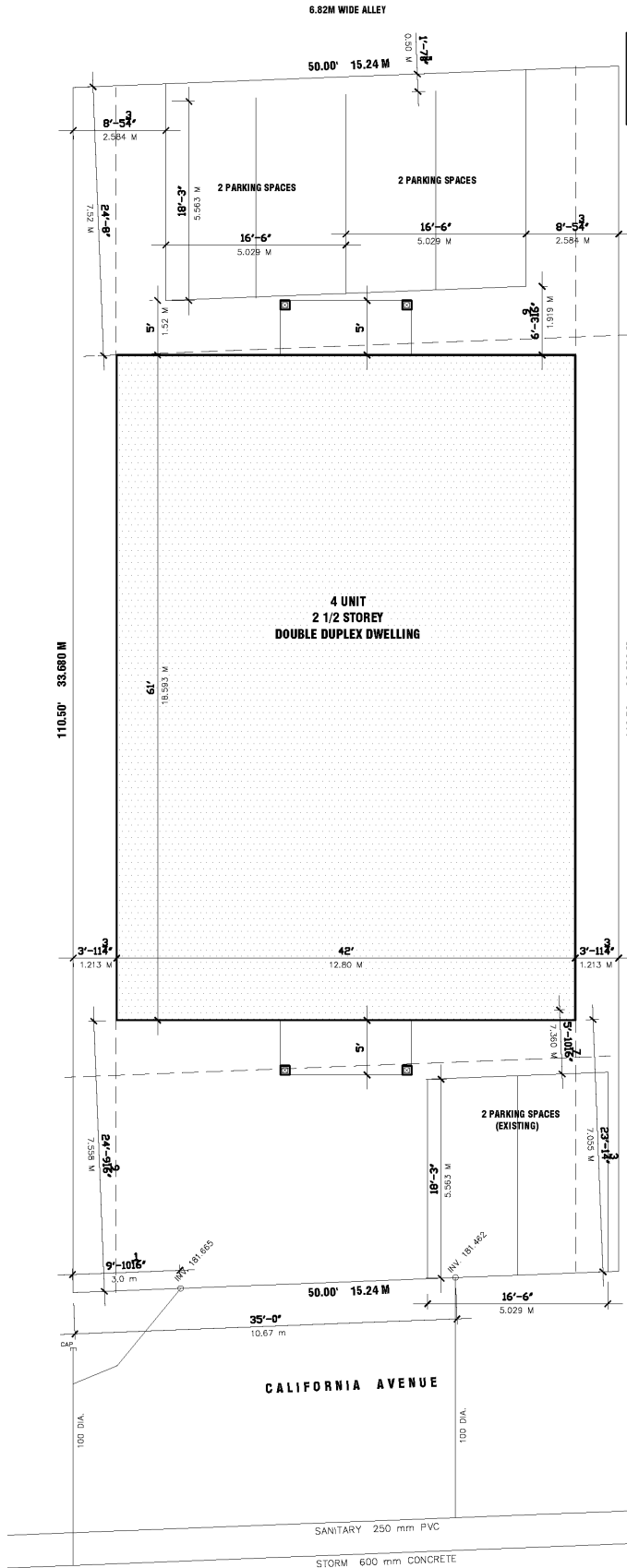
The property owner would like to make application for a zoning by-law amendment to rezone the property from Residential District 2.1 (RD2.1) to Residential District 2.2 (RD2.2) to allow for the construction of a low profile, double duplex with a total of four units. (Figure Two – site plan and elevations)

LOCATION MAP



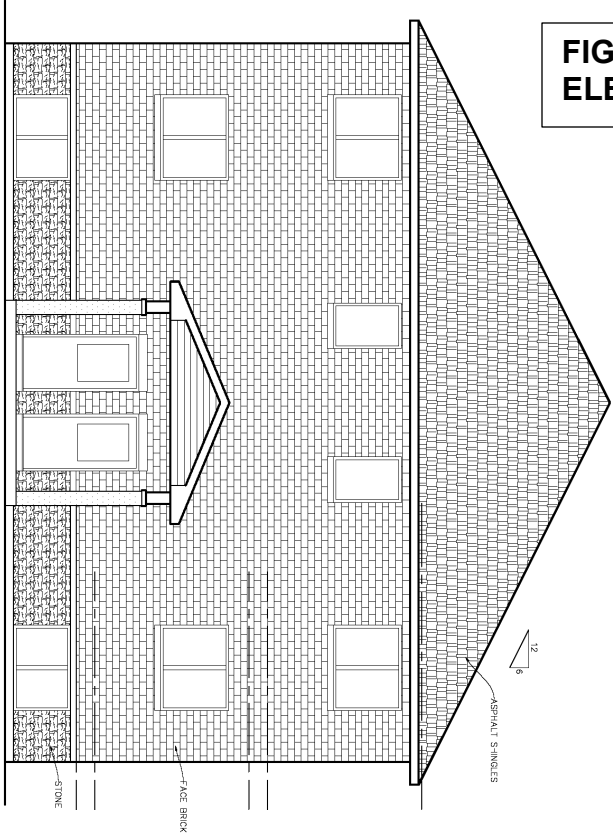
FIGURE ONE

**FIGURE TWO –
SITE PLAN**

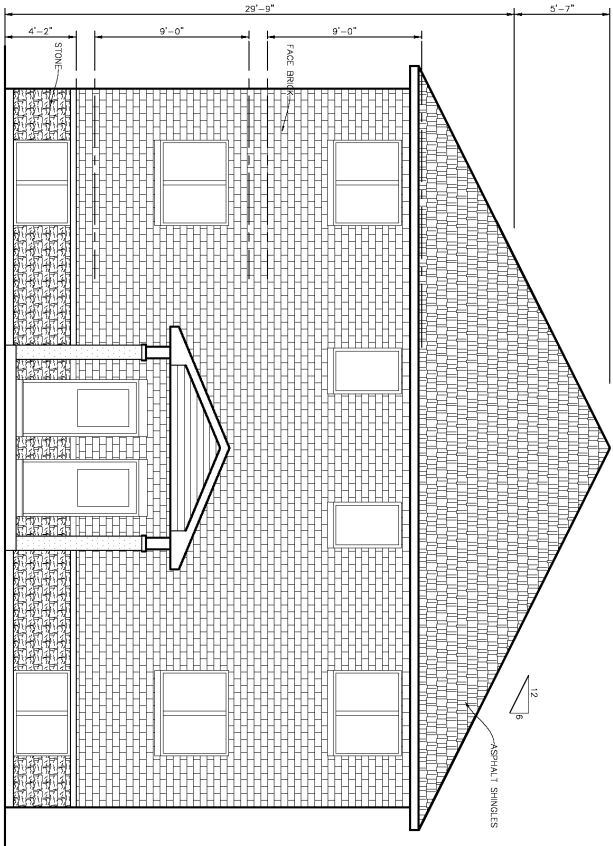


SITE AREA	5520.74 SF	512.894 SM
BUILDING AREA	2582.0 SF	238.018 SM
COVERED PORCH	120.0 SF	11.148 SM
TOTAL AREA	2882.0 SF	249.166 SM
LOT COVERAGE	48.580 %	
GROSS BUILDING AREA:		
THREE FLOORS	7686.0 SF	714.053 SM

FIGURE TWO - ELEVATIONS



FRONT ELEVATION
466 CALIFORNIA AVENUE



BACK ELEVATION

DECEMBER 28, 2025

Planning Rationale

1) Provincial Planning Statement (2024)

The Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The lands are designated Residential by the Windsor Official Plan and located within a settlement area.

Section 2.2 Housing

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:
 - 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;

Comment: One of the most expedited ways to achieve housing goals is the utilization of existing lands within a settlement area. The subject area is directly across from the University of Windsor. There is an existing mix of single detached dwellings, multiple unit dwellings along with student housing, both purpose built and conversions. Student housing is one of the requirements, in addition to standard housing needs, particularly in close proximity to post secondary institutions.

- b) permitting and facilitating:
 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 *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;

Comment: The area to the west of the subject parcel along California has seen ongoing change as the University campus expands. This is also being

seen to the north where the University has purchased a number of properties, likely assembling lands for future needs.

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

Comment: With the removal of existing housing to accommodate campus growth there is a need to explore replacement options and consider new forms of housing and increased density particularly in close proximity to the campus.

- d) requiring *transit-supportive* development and prioritizing *intensification*, including potential air rights development, in proximity to transit, including corridors and stations.

Comment: New, more intensive housing development in close proximity to any university or college campus significantly reduces the need for a vehicle reducing pressure on yet more lands to accommodate parking. The subject property is located south of University Ave. Transit Route 1C and north of Wyandotte St. Transit Route 2. Both of these routes provide quick access to routes that cover much of the city.

2) Official Plan – City of Windsor

The subject property is designated Residential in the City of Windsor Official Plan (Figure Three) and within the River West Planning District.

Section 6.3 – Residential

The following section under the residential designation would also be applicable to the proposed zoning amendment:

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

Comment: The proposed development on the lot will be a low-profile double duplex with entrances in both the front and rear.

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

Comment: The subject property is located in an area with access to a full range of road network from local to arterial. There is access to two main transit routes to the north and south and the property is in close proximity to the river front trail system along Riverside Dr. West.

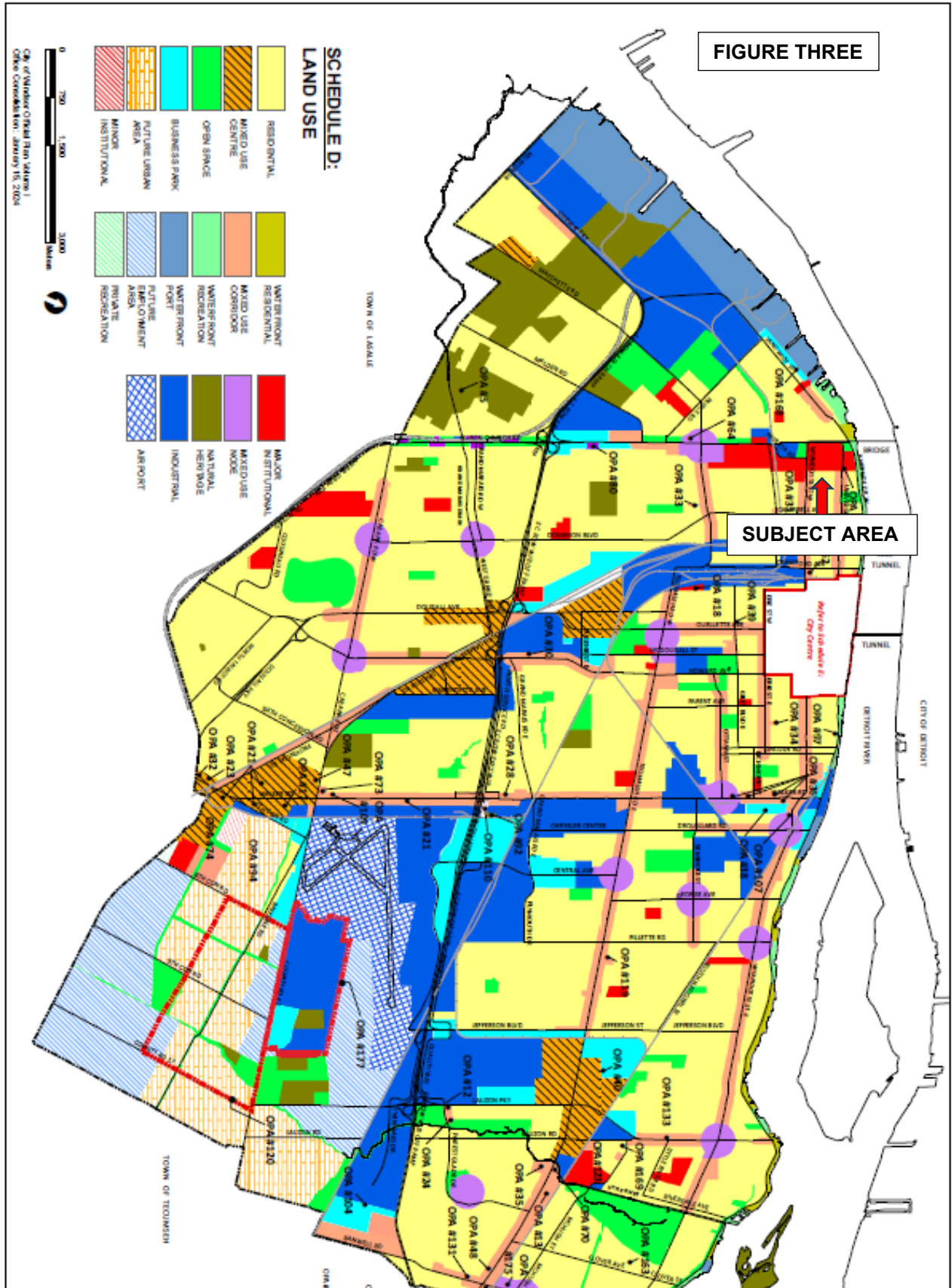
6.3.1.3 To promote residential redevelopment, infill and intensification initiatives in locations in accordance with this plan.

Comment: The development seeks to intensify the use of the existing single detached dwelling lot in close proximity to the University campus.

In June of 2022 the City of Windsor adopted an intensification guideline to help address the ongoing need for an assessment tool for residential infilling and intensification. This was based on the pressure for additional housing but also the need to find opportunities to accommodate new development within the existing urban area. Although the subject area does not fall into one of the four areas that the guidelines specifically speak to, the area in question is and will continue to be in transition due to its location. Discussion related to this section is explored in greater detail under the Intensification and Urban Design section of this report.

6.3.2.1 Uses permitted in the Residential land use designation identified on Schedule D: Land Use include Low Profile, and Medium Profile dwelling units.

Comment: Low profile development is proposed on the subject lands.



6.3.2.4 Residential intensification shall be directed to the Mixed-Use Nodes and areas in proximity to those Nodes.

New residential development and intensification shall be located where:

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

Comment: University Ave. W to the north and Wyandotte St. W to the south are both Class II Arterial Roads. (Figure Four) University Ave W is under redevelopment and includes a bikeway which will provide direct access to the downtown core.

- b) Full municipal physical services can be provided;

Comment: California Ave. between University Ave. W and Wyandotte St. W has been reconstructed within the last ten years and has full physical services including water and separate sanitary sewer and storm sewer.

- c) Adequate community services and open spaces are available or are planned, and

Comment: Both community services and parks are available or accessible.

- d) Public transportation service can be provided.

Comment: The subject parcel is close to two Transit Windsor routes, the 1C to the north and 2 to the south.

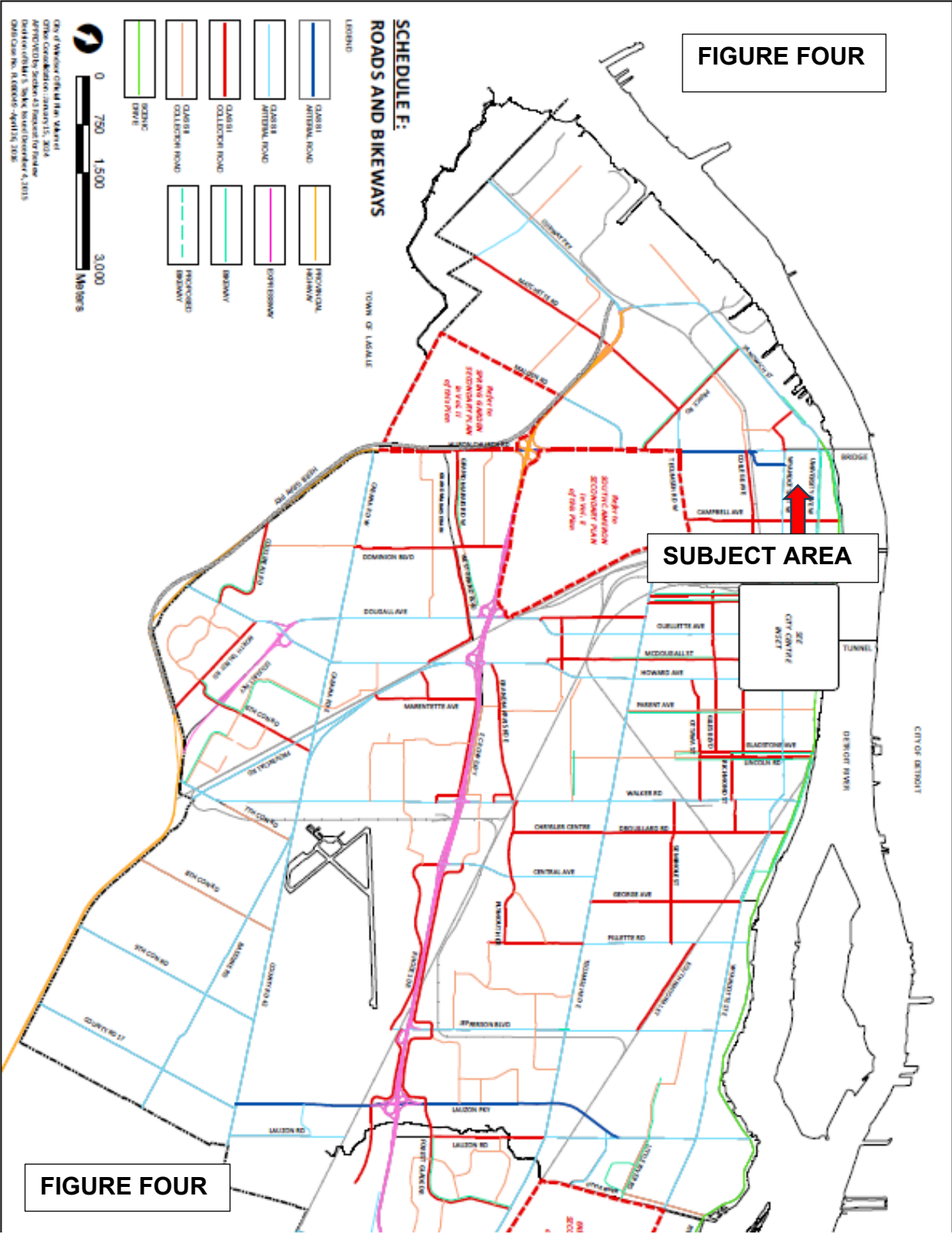
6.3.2.5 At the time of submission, the proponent shall demonstrate to the satisfaction of the Municipality that a proposed residential development within an area having a Neighbourhood development pattern is:

- c) in existing neighbourhoods, compatible with the surrounding area in terms of scale, massing, height, siting, orientation, setbacks, parking and amenity areas.

Comment: The details related to the section are outlined under Section 8 of the Official Plan discussion and Intensification and Urban Design section of this report.

- d) provided with adequate off street parking;

Comment: The attached site plan shows required parking for the development on the site utilizing the existing driveway from California and an existing parking area accessed from the alley at the rear of the property.



- e) capable of being provided with full municipal physical services and emergency services; and....

Comment: Full physical municipal services are available to the property. Fire Station #4 is located to the south on College Ave and supplemented by Fire Station #5 on Northwood St. just off Huron Church. Police and Ambulance services do not specifically respond from a single location but rather may be positioned as needed and respond from standby locations.

Section 8 Urban Design

8.7 Built Form

8.7.2.3 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:

- a) massing;

Comment: The subject area, although it continues to be predominantly single detached dwellings, has been and will continue to be in a state of transition. The block between Wyandotte and University includes small single detached post war bungalows, two story frame dwellings, existing large multi-unit dwellings and newer multi-unit dwellings that range from four to eight units many of which are two to three storey and considerably larger than the proposed four-unit double duplex.

- b) building height;

Comment: The proposed is a two storey unit with a third floor partially below grade. This is consistent with the area overall but would be larger than the smaller dwellings immediately north and south. As noted above the area has been in transition for the last few years as is evident from other redevelopments along the street that have introduced new larger multi-unit dwellings.

- c) architectural proportions;

Comment: The area has a mix of styles, sizes and ages as one of the older areas of the city. Many of the older structures in the area are predominately brick. Some of the remaining small homes are a mix of brick and siding or just siding. New developments are maintaining a brick façade and/or lower level but using siding or stucco on the balance of the buildings. This mix of designs and finishes is generally consistent with new development but is also not resulting in a dramatic shift of style depending on location along California Ave.

d) volumes of defined space;

Comment: The front yard area of the property is proposed to remain similar in make up with a grassed yard and reuse of the existing driveway. The rear yard area will be partially used to accommodate the larger building but also include the existing parking and retain green space along each side as a buffer with adjacent lots.

e) lot size;

Comment: The lots along the east side of the street are all a consistent depth however there is some variation in frontages from 7.62 m (25 ft.) to 19.8 m (65 ft.) with the majority in the 15.24 m (50 ft.) range.

f) position relative to the road;

Comment: The proposed structure is sited on the lot so as not to move closer to the street so a consistent line of development will be maintained. The additional size proposed on the lot will be located in what is currently the rear yard.

g) building area to site area ratios;

Comment: The proposed building footprint is just under 49% which is larger than what the proposed zoning permits, 45%. Although the lot coverage is higher the building will continue to meet all other provisions including side yards, front yard and rear yard and will accommodate all of the required parking on site in areas that are currently used for parking now.

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

Comment: The mix of housing types, styles, ages and lot sizes makes for an area that has no distinct pattern or scale and results in a mixed character. This is not a negative quality but simply what results when an area develops at different times and is located in what has been a fringe area for the University with continuing new development and future expansion.

i) exterior building appearance.

Comment: The proposed design for the building is consistent with current style, materials and colours.

3) Intensification and Urban Design

The City of Windsor Intensification Guidelines have established four Priority Areas where intensification is encouraged to occur including Mixed Use Centres, Corridors, Nodes and Stable and Mature Neighbourhoods. This does not exclude consideration of other areas particularly in cases where land availability in the form of vacant property or underutilized lands may lend themselves to expanded use.

Despite not being located in a “Priority Area” the intensification guidelines still outline considerations that are applicable to the proposed development. In particular, addressing the integration of purpose-built student housing and its interaction within an area of transition.

The character of a given area plays a significant role in determining what, if any, impact a new development may have and if it can be compatible. The context of the area to be considered, based on the proposed development is 150 m in all directions.

The initial consideration for any new development is how compatible it is within the surrounding area and with the existing development. The Intensification Guidelines define compatible development as meaning, *“development that may not necessarily be the same or similar to the existing buildings in the vicinity, but, nonetheless, enhance an established community and coexists with existing development without causing any undue adverse impact on surrounding properties.”*

To address compatibility there are three main considerations:

Transition

For development in an area around a university transition presents a unique challenge. In close proximity to a campus there are two main pressures, student housing and expansion of the campus itself. The easterly side of the University campus and the area to the south of Wyandotte have been in an ongoing state of evolution for many years with the addition of student housing, parking structures and new campus facilities. This growth, of course, leads to additional housing needs that are provided by private individuals through repurposing or complete redevelopment.

Most universities are located in areas that are surrounded by or integrated into what are often older residential areas with a mix of housing types. Specific to the subject area many homes close to a campus are often converted to student housing or utilized by the university itself to meet interim facility needs until more comprehensive development plans occur. The area between the west side of California Ave and east side of Sunset Ave are a good example of an area that has been integrated into the campus over the last 30 plus years. This in turn has now focused transition and integration further east onto the lands along the east side of

California Ave. This is often characterized by conversions, redevelopment or removal for land assembly. All of these are occurring to the north and south of the subject parcel.

Height

There is a small requested increase in height from 9 m to 9.5 m. The proposed development is consistent with most of the newer redevelopment along California between Wyandotte and University.

Scale and Massing

The surrounding area, excluding the campus itself, is a mix of housing types and sizes ranging from small single-storey bungalows to larger architectural homes and even some older duplexes. As an area in transition and intensification there will be inconsistency in both scale and massing as redevelopment occurs.



Looking east at the existing dwelling on the subject property to be removed.



Looking southeast at the neighbouring uses to the south of the subject property





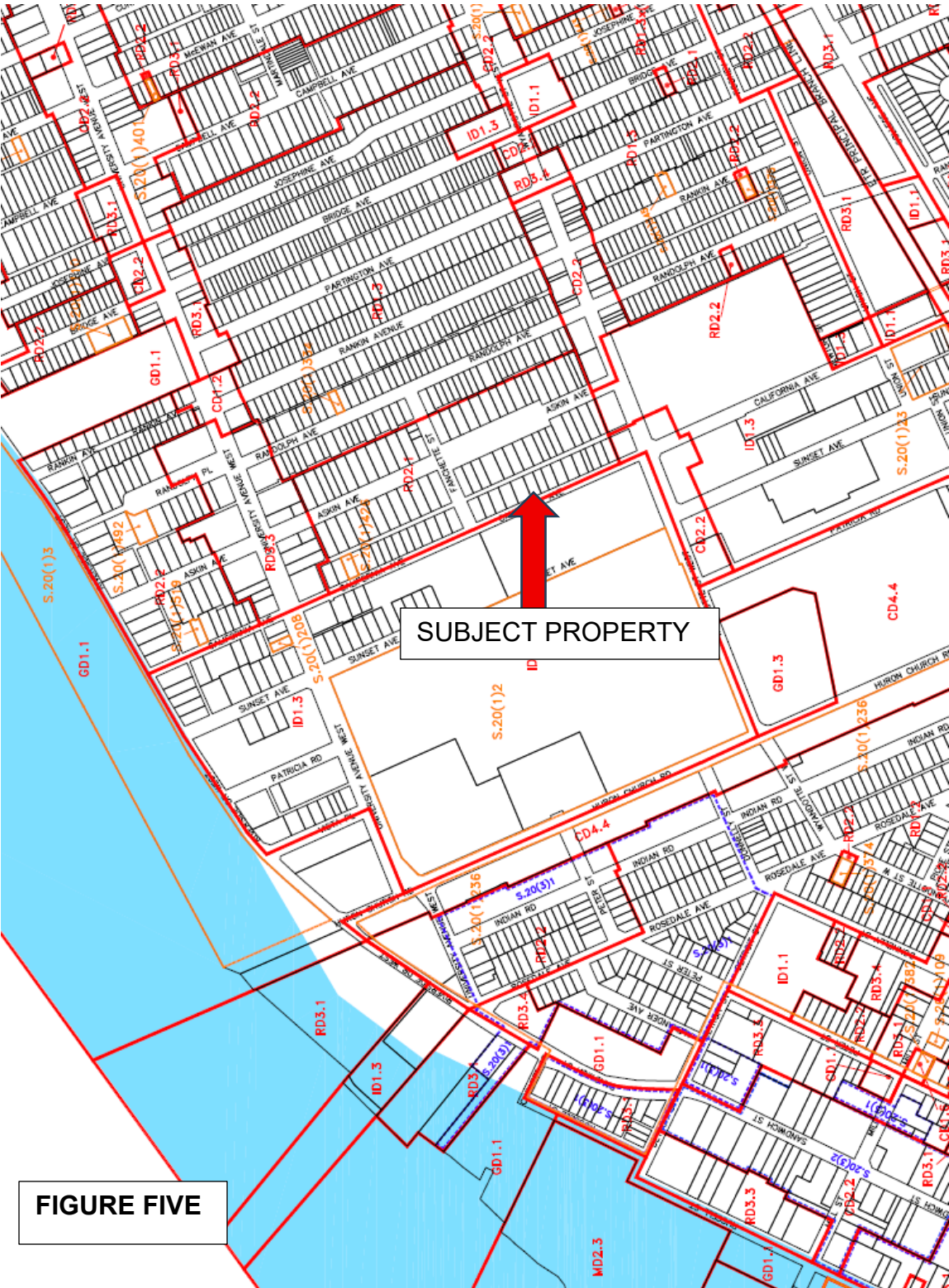


FIGURE FIVE

Comprehensive Zoning By-law

The subject property is currently zoned Residential District 2.1 (RD2.1). (Figure Five). The proposed zoning for the property is Residential District 2.2 (RD2.2) which would permit the proposed development of the double duplex. The zoning amendment will also establish site-specific exceptions to address lot frontage, lot area, lot coverage and height as outlined below. The existing location of the driveway/parking in the front yard may also require addressing Section 24.26.5 which prohibits parking space in a required front yard.

The following zoning chart outlines the existing zoning provisions and those of the proposed Residential District 2. (RD2.2):

Current Zoning	Proposed Amendment
Residential District 2.1 (RD2.1).	Rezoned to Residential District 2.2 (RD2.2)
Permitted Use – single detached	Permitted Use – double duplex with four units
Lot Frontage – 15 m	Required - 18 m Proposed - 15 m (existing)
Lot Area – 450 sq. m	Required - 540 m ² Proposed - 510 m ² (existing)
Lot Coverage – 45%	Maximum - 45 % Proposed - 49 %
Main Bldg. Height – 9 m	9 m – maximum 9.5 m – proposed
Front Yard – 6.0 m	6 m – required 7.0 m – proposed
Rear Yard – 7.5 m	7.5 m – required 7.5 m proposed
Side Yard – 1.2 m	1.2 m – required 1.2 m – proposed
Parking – 2 spaces - SFD	1.0/dwelling unit – required 1.5/dwelling unit – proposed

The reduction in the lot area and lot frontage requirement for the proposed development are related more so to the proposed change in zoning as the RD2.2 has increased requirements due to the nature of uses it permits. Despite the requested reductions the proposed double duplex will maintain the required front, rear and side yard setback provisions and required parking.

The increased lot coverage for the proposal is necessary, in part, due to the smaller lot size, but more so to provide additional square footage for the proposed front and rear

covered porches which add an architectural detail to the building and creates a focal point for the entrances to each unit at the front and rear of the building. The total additional square footage amounts to 7 m² (76 sq. ft.) for the building, which adds approximately 2 ft. to the rear of the building and 11.15 m² (120 sq. ft.) for the porches which if constructed as sunrooms would not count toward lot coverage based on the definition of lot coverage.

The elevation included in the report shows a height of 9.0678 m (29.75 ft.) which is just over the maximum of 9 m. The requested amendment proposes an increase to 9.5 m (31.2 ft.) This will provide a small amount of flexibility to accommodate the higher internal ceilings and a 6/12 versus 4/12 pitched roof which appears to be more standard in the surrounding area.

The requested relief to continue to permit parking in the front yard will not change the current circumstances as there is an existing driveway and curb cut from California. Having two spaces at the front also allows for a more compact parking area from the alley to help to maintain some green area at the rear of the new building. Alternatively, a Semi-Detached Dwelling with up to four ADU's could be constructed, requiring only two parking spaces.

Public Open House

Consistent with City of Windsor policy an open house was held in-person to provide landowners within 200 m of the subject property the opportunity to review details of the project and ask questions of the development team. The open house notice also included contact information should any of the circulated property owners have additional questions or were unable to attend the open house. (Appendix 1)

The consultant and developer, along with the Ward Councilor and representative from Planning were in attendance. A site plan and elevations were provided for review.

A total of 3 circulated property owners attended the in-person open house on February 12, 2026 from 5 pm to 6:30 pm at the Windsor Aquatic Centre on Pitt St.

Questions or feedback arising from the proposal were as follows:

1) Size of the regulation changes requested.

Comment: The requested site-specific provisions include an increase in lot coverage from 45% to 49%, a reduction in the required lot frontage from 18 m to 15 m, a reduction in the minimum lot area from 540 m² to 510 m² and increase in height from 9 m to 9.5 m).

2) Why can't the development just comply with the requirements?

Comment: A property owner has the option of compliance with the by-law or making a request for certain amendments. Since a zoning amendment is required to address the proposed use it is appropriate to also address the requested relief from certain provisions of the by-law at the same time. The rationale for the requested amendment is outlined in more detail under the zoning section of this report.

3) How many bedrooms/people will be accommodated by the proposed building?

Comment: Specific floor plans were not prepared for the open house however in discussion with the applicant afterward each of the four units within the double duplex will have four bedrooms, two on the lower level and two on the upper level with the main floor servicing as common area. This will allow for a total of 16 people in the building.

4) Position of the building in relation to the existing buildings on either side?

Comment: The building will remain in line with the existing dwelling to be removed and in line with the existing development to the north and south. The increased size of the building will be accommodated toward the rear of the lot.

5) Exterior finish, type and colour?

Comment: The front and rear elevations show a combination of brick and stone, the side walls will likely be sided. This combination of exterior finishes is the most common on other similar developments along California. Colouring will be consistent with other newer developments employing colours consistent with existing dwellings.

6) Timeline for approval?

Comment: Approval of the development would likely be around six months. Actual construction may not occur until next year.

7) Will the parking in the front be maintained?

Comment: If the parking in the front yard was established legally it can remain. The preference would be to retain the two existing spaces in the front to preserve some green area at the rear of the building off the alley.

8) Additional units will increase traffic along the alley.

Comment: With the building's proximity to the University, students would not require a car. There is an existing parking area at the rear of the building and there is no intention of providing more space for additional vehicles.

9) Shadowing?

Comment: The applicant is requesting a small increase in height 0.5 m (1.6 ft.) for the development. Due to the orientation of the building any shadowing will mainly impact the front or rear yard area of the subject property.

Overall the feedback from the open house was not negative in nature. The surrounding property owners are aware that the area is in transition and have seen other similar infill projects involving student housing. The proposed double duplex is smaller in scale to recent developments at 180 California and 207 Askin. The general feeling was that new development should be considerate of and try to maintain some level of design consistency with the surrounding uses.

Conclusions

The subject lands are in an area that has been and will continue to be in transition. Its proximity to the University has resulted in many existing dwelling conversions, new developments with larger purpose-built student housing along with the removal of existing dwellings along the east side of California likely as land assembly for future growth needs by the University. Redevelopment projects that increase housing availability close to the campus help to maintain a more compact area and give students the ability to walk and take advantage of nearby transit. While much of the newer development does seek to intensify the use of any given property much of it has taken place with some level of consideration toward the existing area.

To that end the requested zoning amendment represents good land use planning and should be considered consistent with the direction for the City of Windsor for lands around the University.

Prepared by:



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