

**Looking Back,
Moving Forward...
Advancing Windsor's Vision
Official Plan 5 Year Review**

FINAL

**LOOKING BACK
SUMMARY REPORT:
INFRASTRUCTURE**

January 2007



in collaboration with
Next Ideas Inc.
EDP Consulting
Lapointe Consulting

Executive Summary

Windsor’s Official Plan Update project is framed around the theme of, “Looking Back, Moving Forward, Advancing Windsor’s Vision.” The Looking Back phase of the work is characterized by a series of research and analysis that is intended to identify, describe and discuss the existing conditions, trends, and known challenges that face the City. This report presents a review of the current infrastructure of the City of Windsor, from a policy perspective, to seek ways of addressing the future servicing needs of Windsor. The resulting recommendations will lead to policies in the Official Plan which will be supportive of a sustainable and efficient infrastructure system for Windsor.

The following information was collected for this Looking Back Summary Report:

- Windsor Community Strategic Plan;
- Provincial Policy Statement (PPS);
- Windsor Official Plan;
- Annexed Area Master Plan Servicing Study; and
- Existing and Planned Infrastructure System.

In addition to planning issues identified through the review of the above information, the Infrastructure Team which prepared this report has identified issues in three major areas: growth management and hierarchy of services, efficient and cost-effective servicing and water conservation.

Generally, it was found that the majority of changes needed for the Official Plan are those which arise from the new Province-led planning system and the requirement for Windsor to “be consistent with” this framework.

A summary of issues identified through the review of the PPS, legislation, and other background reports is identified in the table below (refer to Section 3 the report for a full discussion of each policy issue). The table also identifies the key points to be addressed through the Official Plan Update.

Summary of Issues and Policy Gaps		
Issue	Specific Concern / Policy Gap	Key Points to be Addressed Through Official Plan Update
Growth Management and Hierarchy of Services	Infrastructure for Current and Future Needs	New Official Plan to provide specific guidelines regarding infrastructure requirements for each land use in order to receive approval.
	Infrastructure to Support Intensification	Ultimate density targets for the built-up area and new development should be completed so that the appropriate infrastructure can be in place to service future infill.
	Logical Extension of Servicing	New development must occur adjacent to existing development to avoid the inefficient extension of services.
	Hierarchy of Services	OP must include policies describing the hierarchy of services to be consistent with the Provincial Policy Statement.
	Development Subject to Confirmation of Reserve Capacity	The new Official Plan should include a policy that requires it be demonstrated that there is reserve capacity in the existing sewage and water systems to accommodate new development as part of a severance, site plan and plan of subdivision application process.
	Reserve Capacity includes Treatment Capacity of Hauled Sewage	Similar to the above, the new Official Plan should include a policy that requires it be demonstrated that there is sufficient reserve sewage system capacity for hauled sewage from the sewage systems not connected to the municipal infrastructure and for treatment of septage from the surrounding municipalities.
Efficient and Cost-Effective Servicing	Cost-Effective Infrastructure	Infrastructure expansion must be undertaken in a cost-effective manner that results in a net benefit to the City.
Water Conservation	Water Conservation and Use Efficiency	Official Plan should promote water conservation through various site design policies. Official Plan should also the use of grey water in industrial applications where appropriate.
Integration of Utilities and Telecommunications with the Planning Process	Telecommunications and Utility Infrastructure	Official Plan should include enhanced policies requiring utilities and telecommunication providers be consulted prior to site plan approval and plan of subdivision approvals so that they can effectively plan and manage the telecommunications and utility network.

It has been noted that the following further studies need to be conducted in order to feed into the Official Plan Update project:

- A detailed study outlining density targets for the built-up areas and areas for new development;
- City-wide servicing study to identify the existing and future infrastructure needs of Windsor and surrounding area; and
- If the City wishes to implement conditions on development related to the need to demonstrate there is sufficient capacity to handle the additional flows, further study is required to define an appropriate level of detail that is required for a variance, site plan and plan of subdivision.

The next step in the process will be to consolidate all the issues into a single *Issues Synthesis Discussion Report*. This will complete the Looking Back phase of the work. The City will then proceed with the Moving Forward phase of work (aligning the City’s approach to addressing the issues with the Community Strategic Plan, stakeholder consultation, and documenting specific changes to the City’s Official Plan). Through the last stage, the Advancing Vision phase of work, the revised Official Plan will be prepared for Council adoption and approval by the Ministry of Municipal Affairs and Housing, with additional public consultation contemplated.

Table of Contents

Executive Summary	i
1.0 Introduction	1
1.1 Official Plan Update.....	1
1.2 Official Plan “Looking Back Summary Reports”	1
1.3 About the Infrastructure Looking Back Summary Report.....	2
2.0 Summary of Relevant Background Information.....	4
2.1 Linkages.....	4
2.2 Windsor Community Strategic Plan.....	5
2.3 Provincial Policy Statement.....	6
2.4 Windsor Official Plan	7
2.5 Annexed Area Master Plan, Servicing Study	8
2.6 Cross-Jurisdictional Servicing Agreements	10
2.7 Existing and Planned Infrastructure System.....	10
3.0 Issues Analysis	11
3.1 Growth Management and Hierarchy of Services	11
3.2 Efficient and Cost-Effective Servicing	13
3.3 Water Conservation	13
3.4 Integration of Utilities and Telecommunications with the Planning Process	14
3.5 Summary of Issues and Policy Gaps	15
4.0 Next Steps.....	16
List of References.....	17

List of Figures

Figure 1 – Annexed Area Master Plan Servicing Study, Recommended Alternative

List of Tables

Table 3.1 - Summary of Issues

1.0 Introduction

The City of Windsor is at a critical crossroads in planning for its future. The economy is changing. The environment is changing. The people are changing. The shape of development is changing. With change comes a degree of uncertainty but also, and more importantly, opportunity.

1.1 Official Plan Update

As the City changes, so must its Official Plan, which is the primary document for managing change and guiding growth. The policies of the Official Plan direct the use of land, establish a framework for orderly development, stimulate revitalization, promote economic development, encourage efficient transportation and ensure a healthy environment, all in order to provide a high quality of life for current and future members of the Windsor community.

Since the adoption of the last Official Plan, the Province of Ontario has issued a new *Provincial Policy Statement* for land use planning and the City has initiated the updating of its Strategic Plan. The Province has also amended the *Planning Act* twice, through the *Strong Communities (Planning Amendment) Act* and the *Planning and Conservation Land Statute Law Amendment Act*. These will be the key drivers for change in the City's Official Plan; however, major trends and current challenges of local significance will be considered, which will also help update the Official Plan. The Official Plan must also have regard for and integrate the work of other major exercises, such as the Environmental Master Plan, Transit Master Plan, Long-Range Transportation Plan, and Annexed Area Master Plan.

1.2 Official Plan “Looking Back Summary Reports”

Windsor's Official Plan Update project is framed around the theme of, “Looking Back, Moving Forward, Advancing Windsor's Vision.”

The Looking Back phase of the work is characterized by a series of research and analysis that is intended to identify, describe and discuss the existing conditions, trends, and known challenges that face the City. This information is available chiefly through a variety of previous studies and a review of recent legislative changes, but will also be supplemented by discussions with stakeholders, statistical analysis, and field surveys, as needed.

The Looking Back phase of the work has been designed to culminate with the release of a series of reports covering key topics related to the current situation of the City of Windsor, the changes to which it must respond immediately, and longer term trends which must be addressed through planning. The preparation of each report has been undertaken by a team comprising both consultants and City representatives, focussed on their topic. The topics and related reports are:

- *Looking Back Report – Legislation*, discusses the legislative changes by the Province, and addresses those broad legislative changes which are not specific to the individual topics listed here;
- *Looking Back Report – Social Conditions*, discusses demographics and social trends;
- *Looking Back Report – Economic Conditions*, discusses economic changes and trends, both locally and globally;
- *Looking Back Report – Environment*, discusses the natural environment, environmental stewardship and conservation;
- *Looking Back Report – Built Form*, discusses emerging trends and issues relative to urban form heritage and culture;
- *Looking Back Report – Infrastructure*, discusses servicing needs and requirements from a policy perspective; and,
- *Looking Back Report – Transportation*, discusses automobile, pedestrian, cycling, and transit modes of travel, as well as the needs of the airport.

More about this specific Looking Back Summary Report is provided in Subsection 1.3 below.

Following the completion of the Looking Back phase of work, the City will proceed with the Moving Forward and Advancing Vision phases of work. These following phases of work include documenting specific changes to the City's Official Plan, public consultation, and preparing the revised Official Plan for Council adoption and approval by the Ministry of Municipal Affairs and Housing.

1.3 About the Infrastructure Looking Back Summary Report

The PPS directs that urban development is to be on full municipal services (water and wastewater). As Windsor continues to grow, there is a need to co-ordinate infrastructure with land use planning, to ensure that development is adequately serviced and the costs of servicing are recovered. Windsor has already partnered with other municipalities for servicing, and future opportunities for this type of municipal partnership are expected. There is also a need to

address stormwater management as an important component of infrastructure¹ servicing for urban development. Servicing is important for both residential and non-residential land uses, and in the case of employment lands, the availability of serviced employment lands can be an important factor which contributes to the economic health of the community. Servicing may also be a challenge in areas planned for redevelopment, because pipes and facilities may have been sized based on less intensive uses than those proposed through intensification/redevelopment, and may require upgrading to facilitate higher intensity land uses. Ensuring that adequate servicing is available is important for municipal revitalization and good growth management.

This report presents a policy-level review of the current water servicing and wastewater servicing, and stormwater management system, including infrastructure and policies, to look at policy approaches to meet the future servicing needs of Windsor. The resulting recommendations will lead to policies in the Official Plan, which will be supportive of a sustainable and efficient infrastructure system for Windsor.

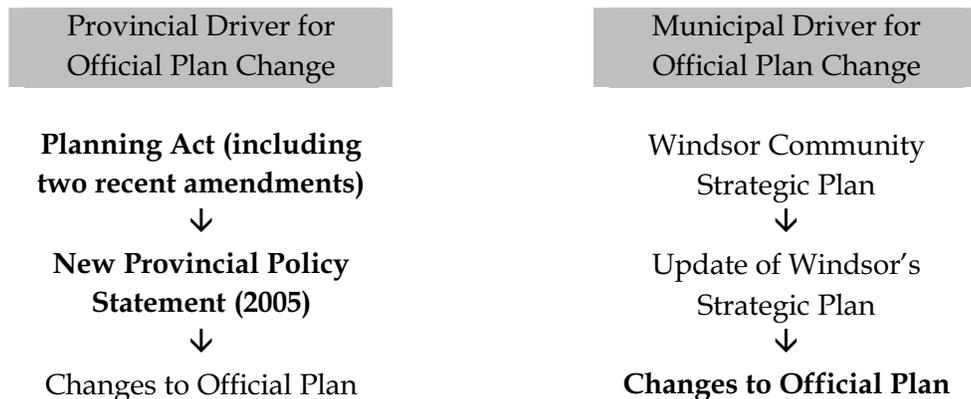
¹ Any relationships between stormwater management and the natural environment are discussed in the “Looking Back Summary Report – Environment”, available under separate cover.

2.0 Summary of Relevant Background Information

This section of the report comprises a review of relevant background information for this Looking Back Summary Report. A summary of each background document is provided and a list of key points is presented. This list of key points forms the basis for discussion of changes since the Official Plan was adopted, framed around Official Plan issues and related policy gaps (Section 3).

2.1 Linkages

There are two streams of key drivers for change which impact the Official Plan and both have a bearing on the nature of updates which will be contemplated for the Official Plan update. There is a substantial Provincial driver for change and a substantial municipal driver for change, the Planning Act / Provincial Policy Statement and Windsor Community Strategic Plan, respectively. This relationship is illustrated in the diagram below.



The following information was collected for this Looking Back Summary Report:

- Windsor Community Strategic Plan;
- Provincial Policy Statement;
- Windsor Official Plan;
- Annexed Area Master Plan Servicing Study; and
- Existing and Planned Infrastructure System.

The above are summarized and discussed in the following subsections of this report.

2.2 Windsor Community Strategic Plan

City council has initiated a series of actions aimed at reviewing and updating the City's Community Strategic Plan (CSP). Council originally adopted the CSP in 1996 to plan for the future of the community. It established a community vision for the future along with objectives and actions for the City to follow in realizing this future. The City's commitment to the community vision was reflected in the strategic themes and corporate mission statement.

Council has agreed that a CSP remains a valuable tool to assist with informed decisions on the strategic issues facing the City in the future and has authorized the plan to be updated to coincide with the beginning of the 2006-2010 term of Council.

The formal review and updating of the CSP was authorized by City Council in June 2005. At that time, Council directed that the work program be incorporated into the five-year review of Windsor's Official Plan. In December 2005, the organizational review for the Official Plan project was approved, including the theme *Looking Back, Moving Forward: Advancing Windsor's Vision*. Early in 2006, as part of the "Looking Back" phase of the review, City Council, senior staff members and community leaders attended workshops to review the CSP.

Three separate workshops (two in February and one in March) were conducted to gather comment on the 1996 Community Strategic Plan. At each session, participants were asked to identify key challenges facing Windsor that required the proactive planning of a CSP.

The proposed 2006 Community Strategic Plan vision and mission statement are, respectively:

***Vision** – Windsor – Dream, Dare, Do: Windsor is a desirable city full of history and potential, with a diverse culture, a durable economy, and a healthy environment, where citizens share a strong sense of belonging and a collective pride of place.*

***Mission** – Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together.*

The proposed 2006 updates to the themes and objectives in the Community Strategic Plan relevant to this Infrastructure Issues Paper include:

- Develop lands efficiently, attractively, and in ways that protect the environment;
- Be an energy efficient community;
- Improve the physical infrastructure, buildings and public structures;
- Be accountable for providing top-quality municipal services that serve citizens better;

- Develop innovative partnerships among the public, private and not-for-profit sectors; and
- Engage citizens openly and frequently in decisions that affect their lives.

2.3 Provincial Policy Statement

In 2004, the Provincial Government introduced its Vision for Ontario’s Land Use Planning System: to maintain strong communities, a clean and healthy environment and a strong economy to ensure the long term prosperity and social well being of Ontarians. To achieve that vision, the Provincial Government made changes to the *Planning Act* through the *Strong Communities (Planning Amendment) Act, 2004*. The *Planning Act*, as amended, requires that all decisions affecting land use planning matters “shall be consistent with” the *Provincial Policy Statement (2005)*.

The *Provincial Policy Statement (PPS)* provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario’s policy-led planning system, the PPS sets the policy foundation for regulating the development and use of land. It also supports the provincial goal to enhance the quality of life for the citizens of Ontario.

The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. 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, among other things, municipal official plans. As a result, the PPS and the City of Windsor Official Plan together provide a framework for comprehensive, integrated 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.

As part of the background analysis, Dillon conducted a Policy Audit to assess the level of “consistency” of the existing Official Plan with the PPS (refer to *Policy Audit of the Official Plan*, available under separate cover).

Findings from the Policy Audit relevant to this report include:

- OP to include enhanced policies regarding the provision of infrastructure for current and projected needs;

- OP to include policies addressing climate change and energy efficiency (as it relates to conservation and energy-efficient infrastructure facilities);
- OP to include policies addressing standards which facilitate intensification, redevelopment and compact form (as it relates to ensuring appropriate infrastructure);
- OP to include policies requiring development within designated new growth areas to occur adjacent to the existing built-up area (as it relates to the logical extension of servicing);
- OP to include policies describing the hierarchy of services from municipal sewage and water services to private communal sewage and water services to private individual sewage disposal and water supply, in addition to the applicable evaluation criteria;
- OP to include policies addressing the infrastructure being provided in a cost-effective manner;
- OP to include policies promoting water conservation and use efficiency (as it relates to water servicing infrastructure);
- OP to include policies requiring the confirmation of reserve capacity in the municipal sewage and water systems as a pre-condition of development approvals; and
- OP to include policies that require the determination of sufficient reserve capacity sewage system capacity to include treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.

2.4 Windsor Official Plan

The City of Windsor Official Plan was originally adopted by Council in November 1999 and approved in part by the Province in March 2000; the remainder was approved by an Ontario Municipal Board decision on November 1, 2002. The City has recently annexed lands from Tecumseh (former Township of Sandwich South) on January 1, 2003 to provide for its growth needs. The Official Plan of the former Sandwich South currently applies to these lands (it is recognized that the City has prepared a Master Plan for the development of the annexed lands).

Findings from the Windsor Official Plan relevant to the Infrastructure Issues Paper include:

- Section 3, Development Strategy;
- Section 4, Healthy Community;
- Section 5, Environment;
- Section 6, Land Use; and
- Section 10, Procedures.

2.5 Annexed Area Master Plan, Servicing Study

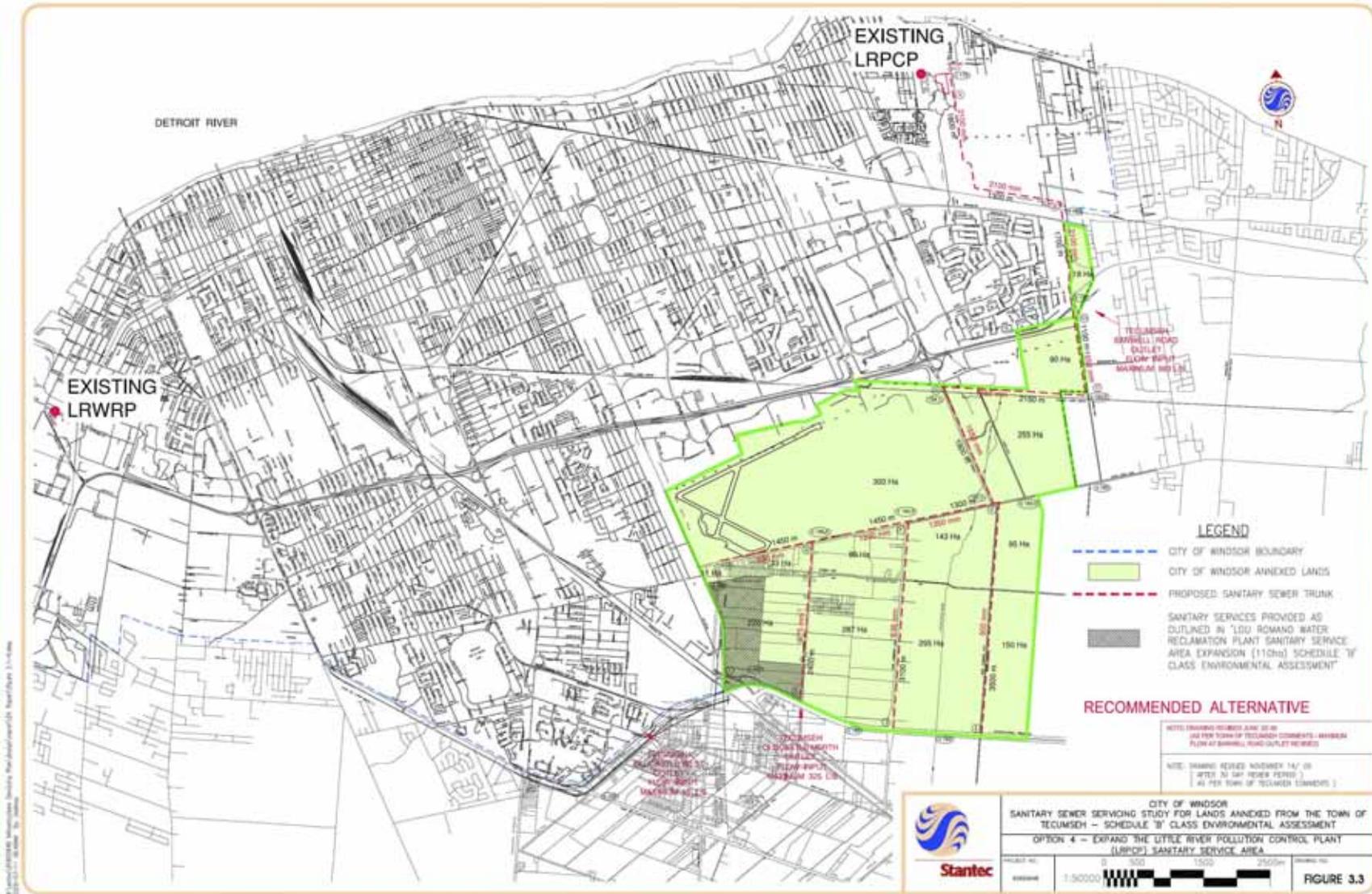
In December 2002, the Province of Ontario approved the transfer of approximately 2,600 hectares of land (Annexed Lands) from the Town of Tecumseh and Essex County to the City of Windsor. The City of Windsor initiated a Master Planning Study to review potential land use and utility servicing (i.e. sanitary, storm and drainage, water, roads, other utilities, etc.) within the Annexed Lands in March 2003. Draft polices outlined for the Annexed Lands in the Master Planning Study (September 2006) that are applicable to this report include:

- Create attractive, compact and adaptable neighbourhoods that provide a range of housing choices; and
- Plan for efficient and appropriately phased infrastructure.

A Sanitary Sewer Servicing Study (June 2006) was completed as part of the Master Planning Study. The City of Windsor has faced considerable development pressures from adjacent lands in the Town of Tecumseh in addition to developers within the Annexed Lands. The servicing study identified a preferred alternative for servicing the annexed lands and adjacent land in the Town of Tecumseh. The servicing study was completed as a Schedule B Municipal Class Environmental Assessment to evaluate and recommend a preferred alternative for servicing the annexed lands. The Class EA evaluated four alternative solutions, including: do nothing; expand the Lou Romano Water Reclamation Plant Sanitary Service Area; construct a new sewage treatment plant within the annexed area; and expand the Little River Pollution Control Plant sanitary service area.

The preferred alternative solution for servicing the Annexed Lands is to convey sanitary sewage from the Annexed Lands, Town of Tecumseh and the Oldcastle Hamlet to the Little River Pollution Control Plant for treatment (see *Figure 1* – “Recommended Alternative, Fig 3.3 from Servicing study report). Expansion of the plant and the construction of new trunk sanitary sewers (approximately 25.2 km) is required. This alternative was selected as the preferred alternative as it allows for construction to be phased in an orderly and efficient manner, is the lowest cost option (other than the “do nothing” alternative) and supports the existing servicing agreements between the City of Windsor and Town of Tecumseh. Construction phasing allows for development to begin in the northeast corner and proceed toward the southwest, with construction of the first three phases beginning in the near future.

Findings from the Annexed Area Master Plan Servicing Study relevant to this Infrastructure report include:



- Servicing of the Annexed Lands will be phased in over time, beginning with lands in the northeast corner;
- Upgrade to the treatment plant required prior to construction of Phases 4 and 5 of the trunk sewer.

2.6 Cross-Jurisdictional Servicing Agreements

An agreement between the City of Windsor and the Town of Tecumseh dated November 1, 2004, requires the City to provide a trunk sanitary sewer on Banwell Road to service adjacent Town of Tecumseh lands. The trunk sanitary sewer will accommodate a maximum flow of 1308 L/s from the Town of Tecumseh. From this maximum flow, 983L/s will be directed on Banwell Road south of the EC ROW Expressway and 325 L/s will be directed from the Oldcastle Hamlet Service Area. A cost sharing plan has been agreed upon by all parties to pay for the additional capital costs of oversizing the trunk sewers, plant expansions and treatment of sewage.

2.7 Existing and Planned Infrastructure System

The city has a variety of mapping available illustrating the details of its infrastructure but an overview map of major water, sewer, and stormwater facilities is not readily available for the entire city. As a result, an overview map of these facilities is not available for inclusion in this report. City of Windsor Staff are currently compiling a copy of the City Sewer Atlas for our review. Once the information is received, it will be reviewed and where gaps exist, it will be addressed through Official Plan Policy. In addition, future discussions with staff and the public in later stages of the project will be useful in identifying any infrastructure network and facility issues which need to be addressed through Official Plan policy.

3.0 Issues Analysis

This section of the report organizes the issues identified in Section 2 and provides a discussion for each issue. Each issue discussed in this section of the report represents a policy gap in the Official Plan which needs to be addressed through the Official Plan Update project. An overview of the issues and the resulting policy gaps are summarized in *Table 3-1: Summary of Issues and Policy Gaps*.

3.1 Growth Management and Hierarchy of Services

a. Infrastructure for Current and Future Needs

As outlined in the PPS, planning for infrastructure shall be integrated with the land use planning process so that the required services are available to meet current and projected needs. The OP must include policies regarding the provision of infrastructure for current and projected needs. The OP should provide specific guidelines as to what infrastructure must be in place for each land use type prior to development being permitted. Windsor will need to ensure the OP outlines infrastructure requirements for the Annexed Lands so that development can occur in a timely fashion.

b. Infrastructure to Support Intensification

Windsor must recognize that intensification and redevelopment within its existing built-up area is achievable and a requirement of the current planning framework in the province. The intensification of the existing built-up areas will increase pressure on existing infrastructure and may necessitate a new approach to infrastructure planning be used. The development of new density targets for all types of housing will need to take into account the capacity of the existing infrastructure. The new OP will need to outline studies that should be completed to ensure the existing infrastructure can support the proposed intensification. In addition, realistic targets for the intensification of the existing built-up area should be completed to ensure adequate infrastructure is available to support future development. Ultimate density targets for new development areas should be identified prior to development so that the appropriate infrastructure is in place for future infill.

c. Logical Extension of Servicing

The provision of infrastructure often dictates where development occurs. By including policies in the OP which promote the logical extension of services (an extension of existing services), it will promote efficient development and the compact urban form. To support the logical and efficient extension of services, policies need to be in place requiring new development also occur adjacent to the existing built-up area. Policies must be in place to avoid “leap frog” development and in turn an inefficient extension of services.

d. Hierarchy of Services

To be consistent with the Provincial Policy Statement, the OP must include policies describing the hierarchy of services from municipal sewage and water services to private communal sewage and water services to private individual sewage disposal and water supply. Specific criteria for permitting partial and/or private servicing must be outlined in the OP. This hierarchy of services would only apply to the Annexed Lands and areas in the City where municipal services are not currently available. The policy regarding the provision of partial and/or private servicing must be specific enough so as not to provide a means for “leap frog” development on currently unserviced lands. There are very few areas in the City where this policy would be applicable, as most of the area is currently serviced by municipal infrastructure. A Schedule should be included in the OP indicating areas where private servicing is permitted.

e. Development Subject to Confirmation of Reserve Capacity

Most of the area within the existing urban boundary is serviced by municipal water and sewage infrastructure. As outlined above, a schedule should be included in the OP indicating areas where full municipal servicing is required. Based on current Provincial planning policies, very few new developments will be approved that do not require full services. In order for the City to plan for current and future infrastructure needs, the OP should include a policy requiring demonstration that there is reserve capacity in the existing sewage and water systems to accommodate the new development when the development includes an increase in the number of units, including a severance, site plan and plan of subdivision. This will ensure City services are adequate for current and future needs and will help the City plan for future extensions and upgrades to the existing infrastructure. It will also prevent the City from being forced to undertake infrastructure upgrades resulting from approved developments.

f. Reserve Capacity includes Treatment Capacity of Hauled Sewage

The Ministry of the Environment has committed to ending the land application of all untreated septage (i.e. solids from a septic tank) and requires that septage is either disposed of at a sewage treatment plant, landfill site, dewatering trench or waste stabilization lagoon or is land applied. The agricultural areas surrounding the City of Windsor are primarily serviced by septic systems, which are required to be cleaned out regularly and have the sewage hauled to an approved treatment facility. As a result, the amount of sewage requiring treatment is expected to increase in the next few years. If new development in the City is approved permitting private sewage disposal, the City must ensure there is capacity in the treatment plant for hauled sewage. As a result, the OP should include policies that require the demonstration of sufficient reserve sewage system capacity for hauled sewage from the private communal sewage services and individual on-site sewage services as a requirement for development approval.

3.2 Efficient and Cost-Effective Servicing

a. Cost-Effective Infrastructure

As part of the Community Strategic Plan updates, it was outlined by the citizens that it must be the policy of the City to maintain and improve the City's financial health. As such, the City is responsible for ensuing infrastructure is provided in a cost-effective manner. Providing infrastructure in a cost-effective manner is directly related to the logical extension of services and requiring development occur adjacent to the existing built environment. Prior to extending the existing infrastructure, it should be demonstrated that the proposed undertaking is being completed in a cost-effective manner and is a net positive benefit to the community. Policies should be in place to ensure municipal infrastructure is not being extended at the public's expense for the sole gain of a private developer.

3.3 Water Conservation

a. Water Conservation and Use Efficiency

The updated Community Strategic Plan identifies a clean and efficient environment as an important aspect of the City of Windsor's objectives. One way to promote a clean and healthy environment is by incorporating policies into the Official Plan that promote water conservation and use efficiency. Policies should be included in the Official Plan requiring site designs

promote water conservation and use efficiency, such as through water conservation landscaping techniques, use of drought tolerant species and promoting green roofs. In addition, the reasonable use of grey water in industrial applications should be promoted and encouraged in the Official Plan policy.

3.4 Integration of Utilities and Telecommunications with the Planning Process

a. Telecommunications and Utility Infrastructure

As outlined in Section 7.3.6 of the Official Plan, Council shall cooperate with utility providers in the planning, construction and operation of networks for the adequate supply and distribution of physical services. As part of this Official Plan Updating process, Bell Canada has requested additional policies be included in the Official Plan to allow Bell Canada and other utilities to effectively plan and manage the telecommunication network in the City of Windsor. The following policies should be included in the updated Official Plan:

- Utilities shall be:
 - Installed where possible, underground and within public road allowances or within appropriate easements;
 - Encouraged, wherever possible, to coordinate and locate within an initial common trench to avoid unnecessary digging and disruption of municipal rights of way;
 - Clustered or grouped where possible to minimize visual impacts;
 - Encouraged to consider innovative methods of continuing utility services that cannot be accommodated in the municipal road allowance or within streetscape features such as gateways, lamp posts and transit shelters;

- Prior to approval of development, all interested utilities and telecommunication providers are to confirm if services can be provided to support the proposed development; and shall determine appropriate locations for large utility equipment and utility cluster sites; and

- Lands required to be used for large utility structures shall be shown as a block(s) on a draft plan of subdivision and the locations shall be confirmed as a condition of draft plan approval or site plan approval, to the satisfaction of the utility provider and the City.

3.5 Summary of Issues and Policy Gaps

A summary of issues identified through the review of the PPS, legislation, and other background reports is identified in Table 3.1. The table also identifies the key points to be addressed through the Official Plan Update.

Table 3.1: Summary of Issues and Policy Gaps		
Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Update
Growth Management and Hierarchy of Services	a. Infrastructure for Current and Future Needs	New Official Plan to provide specific guidelines regarding infrastructure requirements for each land use.
	b. Infrastructure to Support Intensification	Ultimate density targets for the built-up area and new development should be completed so that the appropriate infrastructure can be in place to service future infill.
	c. Logical Extension of Servicing	New development must occur adjacent to existing development to avoid the inefficient extension of services.
	d. Hierarchy of Services	OP must include policies describing the hierarchy of services to be consistent with the Provincial Policy Statement.
	e. Development Subject to Confirmation of Reserve Capacity	The new Official Plan should include a policy that requires it be demonstrated that there is reserve capacity in the existing sewage and water systems to accommodate new development as part of a severance, site plan and plan of subdivision application process.
	f. Reserve Capacity includes Treatment Capacity of Hauled Sewage	Similar to the above, the new Official Plan should include a policy that requires it be demonstrated that there is sufficient reserve sewage system capacity for hauled sewage from the sewage systems not connected to the municipal infrastructure and for treatment of septage from the surrounding municipalities.
Efficient and Cost-Effective Servicing	a. Cost-Effective Infrastructure	Infrastructure expansion must be undertaken in a cost-effective manner that results in a net benefit to the City.
Water Conservation	a. Water Conservation and Use Efficiency	Official Plan should promote water conservation through various site design policies. Official Plan should also encourage the use of grey water in industrial applications where appropriate.
Integration of Utilities and Telecommunications with the Planning Process	a. Telecommunications and Utility Infrastructure	Official Plan should include enhanced policies requiring utilities and telecommunication providers be consulted prior to site plan approval and plan of subdivision approvals so that they can effectively plan and manage the telecommunications and utility network.

4.0 Next Steps

This report completes the Infrastructure issues review for the “Looking Back” phase of the Windsor Official Plan Update project. Other reports addressing a range of other issues have also been produced.

The next step in the process will be to consolidate all the issues into a single *Issues Synthesis Discussion Report*. This will complete the Looking Back phase of the work.

The City will then proceed with the Moving Forward phase of work. This will involve a review of the issues, aligning the City’s approach to addressing the issues with the Community Strategic Plan, stakeholder consultation, and documenting specific changes to the City’s Official Plan.

It has been noted that the following **further studies need to be conducted in order to feed into the Official Plan Update project**:

- A detailed study outlining **density targets** for the built-up areas and areas for new development;
- **City-wide servicing study** to identify the existing and future infrastructure needs of Windsor and surrounding area; and
- If the City wishes to implement conditions on development related to the **need to demonstrate there is sufficient capacity to handle additional flows**, further study is required to define an appropriate level of detail that is required for a variance, site plan and plan of subdivision.

Through the last stage, the Advancing Vision phase of work, the revised Official Plan will be prepared for Council adoption and approval by the Ministry of Municipal Affairs and Housing, with additional public consultation contemplated.

List of References

City of Windsor. 2006. *Renewing Windsor's 1996 Strategic Plan*. Windsor, ON: City of Windsor.

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