Looking Back, Moving Forward…
Advancing Windsor’s Vision
Official Plan 5 Year Review

FINAL

LOOKING BACK
SUMMARY REPORT:
TRANSPORTATION

January 2007

The City of Windsor

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 transportation aspects and issues within the City of Windsor. The resulting discussion of issues will lead to policies in the Official Plan which will be supportive of a sustainable transportation for Windsor.

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

- Windsor Community Strategic Plan;
- Provincial Policy Statement;
- Windsor Official Plan;
- Windsor Area Long Range Transportation Plan (WALTS);
- Essex-Windsor Area Long-Range Transportation Master Plan;
- Transit Master Plan;
- Bicycle Use Master Plan;
- Community Based Strategic Rail Study;
- Results from “Go for Green” Active Transportation Workshop;
- Existing and Planned Transportation System; and,
- Detroit River International Crossing Study.

In addition to planning issues identified through the review of the above information, the Transportation Team which prepared this report has identified issues in four major areas:

- Accessibility;
- Transportation Infrastructure;
- Buffering/Mitigation; and,
- Healthy Community.

A summary of issues identified through the review of the PPS, master plans, 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

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<thead>
<tr>
<th>Issue</th>
<th>Specific Concern</th>
<th>Key Points</th>
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<tbody>
<tr>
<td>Accessibility</td>
<td>Disabled and Elderly</td>
<td>OP should contain policies to recognize changing demographics, barrier free design considerations and encourage pedestrian oriented development.</td>
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<td></td>
<td>Mobility</td>
<td>City should consider developing a barrier free design guideline document.</td>
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<td></td>
<td>Youth</td>
<td>The OP should include policies that encourage siting of schools and recreation facilities in close proximity to transit services, bikeway and trail network.</td>
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<td>Transportation Infrastructure</td>
<td>Efficient Use of Transportation Infrastructure</td>
<td>Viability of transit is linked to ridership, so OP policies need to provide special land use considerations along key corridors (for both new and existing corridors).</td>
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<td></td>
<td>Transit Supportive Design, Mix of Land Uses, and Minimum Densities</td>
<td>The OP should include minimum densities along key corridors and promote mix of uses and transit supportive design measures.</td>
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<td></td>
<td>Connectivity between Transportation Systems</td>
<td>The OP should include policies to ensure the integration and connectivity between air, automobile, rail, transit, cycling and walking.</td>
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<td>Integrate Transportation with Land Use in All Stages of the Planning Process</td>
<td>The OP should clearly articulate the appropriate level of detail for transportation and land use planning for each stage in the planning process.</td>
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<td></td>
<td>Sustainable, Safe and Energy Efficient</td>
<td>The OP should create a policy environment which helps to provide a transportation system that will be sustainable, safe and energy efficient.</td>
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<td></td>
<td>Promote Viable Alternatives Transportation Modes</td>
<td>The OP should include policies that help to promote viable alternative transportation modes (transit, cycling, pedestrian and other non-motorized traffic).</td>
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<td></td>
<td>Protect Corridors and Reuse of Abandoned Corridors</td>
<td>The OP should incorporate the findings of the Community Based Strategic Rail Study, Transit Master Plan and Essex-Windsor Transportation Master Plan and include policies which ensure that future transportation corridors are protected and promote the reuse of abandoned corridors by identify/mapping specific corridors.</td>
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<td></td>
<td>Public Dialogue with Transit Operators, Industry and User Groups</td>
<td>The OP should establish policies that encourage on-going consultation and feedback for all transportation planning initiatives.</td>
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<td></td>
<td>Co-ordination of Transportation Corridors with Adjacent Municipalities, Land Use Mix and Density Targets</td>
<td>The OP should emphasize the importance of co-ordination with adjacent municipalities in the planning and protection of transportation corridors and transit services.</td>
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<tr>
<td>Long Term Economic Prosperity supported by Transportation System</td>
<td>The OP should include policies that reinforce the City’s status as an economic gateway and ensure that the transportation system is reliable, cost-effective, efficient and integrated.</td>
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<tr>
<td>Cross Border Transportation</td>
<td>The Detroit River International Crossing Study is to be completed in mid 2007, upon which time recommendations will be made with respect to a new crossing international crossing. The OP process will need to examine the findings of this study and incorporate them in the OP.</td>
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<tr>
<td>Buffering/Mitigation Mitigate Potential Negative Impacts from Transportation System</td>
<td>The OP should include policies that ensure appropriate noise mitigation steps are taken for all new development, including barrier design requirement, noise level guidelines and implementation measures and evaluation criteria, making reference to MOE guidelines.</td>
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<tr>
<td>Protecting the Airport from Incompatible Land Uses</td>
<td>The OP should include policies that protect the long term operation and economic role of the airport, ensuring sensitive land uses are appropriately designed, buffered and separated from one another, preventing adverse effects from odours, noise and other potential contaminants (and include 25 and 30 NEF contours and associated policies).</td>
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<tr>
<td>Healthy Community Reduce Greenhouse Gas Through Transportation Choices</td>
<td>The OP should outline a long term strategy that promotes viable travel alternatives to the automobile to help reduce GHG levels.</td>
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<tr>
<td>Actives Community through Transportation</td>
<td>The OP should include policies which encourage the development of a campaign to get residents outdoors and physically active.</td>
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<td>Encouraging Walking and Cycling through Neighbourhood Standards</td>
<td>The OP should include a complete set of neighbourhood design standards to facilitate pedestrian, cycling and transit. The design standards need to be established based on further study and should be prepared by a qualified professional should these standards become the subject of an OMB appeal.</td>
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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 it’s Official Plan. The Official Plan 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 strive for a healthy environment, all in order to provide a high quality of life for current and future members of the Windsor community.

The Official Plan must be updated every five years as required by the Planning Act of Ontario. In the last five years, the Province of Ontario has revised the Provincial Policy Statement for land use planning and the City has advanced its Strategic Plan. 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. These trends and challenges 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 reports will identify changes to which the City 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, focused on specific topics. 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 – 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, issues and legislation relative to built 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 Transportation Looking Back Summary Report

The rise of petroleum-based fuel costs is having an impact on the transportation systems throughout the country. It is anticipated travelers will seek alternative means of travel as energy costs increase. As a result, the City will need to focus on making the City a more bicycle-friendly environment, encouraging public transit use through compatible urban design and providing transportation solutions that rely on non-fossil fuel energy sources. There is also a move towards cycling and walking as means of encouraging healthy communities. Mobility needs are also evolving with the aging of the population. This report presents a review of the current transportation system, including infrastructure and policies, to look for ways of meeting the future transportation needs of Windsor. The resulting recommendations will lead to policies in the Official Plan which will be supportive of a sustainable and efficient transportation system for Windsor.
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 points is provided. This list of key points forms the basis for discussion of transportation issues in Section 3.

2.1 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 report include:

- Efficient Transportation – Provide transportation systems that enhance physical mobility and better serve the economic and social needs of all citizens;
- Infrastructure Care – Improve physical infrastructure, buildings, and public structure;
- Energy Conservation – Be an energy efficient community;
- Safe City – Ensure public safety and the protection of residents, visitors and property.
- Public Engagement – Engage citizens openly and frequently in decisions that affect their lives;
- Healthy Living – Create a community where citizens can pursue a healthy lifestyle and reach their full potential.

2.2 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 the Transportation Issues Paper include:

- OP to include policies addressing accessibility for seniors and the disabled;
- OP to include policies addressing climate change and energy efficiency;
- OP to include specific policies regarding projections, nodes/corridors, and densities for coordinated cross-jurisdictional planning;
- OP to include updated policies promoting densities for new housing which support the use of alternative transportation modes and public transit in areas where it exists or is to be developed;
- OP to include policies addressing the effective/efficient delivery of emergency management services;
- OP to include policies addressing efficient use of existing and planned transportation infrastructure;
- OP to include policies addressing connectivity within and among transportation systems and modes;
- OP to include policies addressing densities of development supporting viable alternative transportation modes;
- OP to include policies addressing integration of transportation and land use consideration at all stages of the planning process;
- OP transportation corridor policies be updated as per the PPS
- OP to include policies addressing buffering, design or separation (of transportation facilities and airport);
- OP to include illustration of NEF contours on Schedule C; and,
- OP to include policies addressing land uses which may cause potential aviation safety hazards;

2.3 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).

With respect to matters of Transportation, these subjects are covered in a variety of sections in the Plan, including:

- Section 3, Development Strategy;
- Section 6, Land Use;
- Section 7, Infrastructure;
Section 8, Urban Design;
Section 10, Procedures; and,
Section 11, Tools.

The Official Plan was evaluated through the Policy Audit noted in Section 2.2 above. 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.

2.4 Windsor Area Long Range Transportation Plan (WALTS)

WALTS was conducted in 1997 and 1998 to provide municipalities with a master plan to guide long term (2016) development of transportation services in the Windsor area (City of Windsor, Town of LaSalle, Town of Tecumseh, Township of Sandwich South, Township of Maidstone and the Village of St. Clair Beach). The study proposed a Master Plan, featuring the following recommendations:

- A planning strategy that includes controlling land use, applying selected TDM measures, adjusted level of service threshold to define capacity deficiencies and increased transportation capacity;
- Strategies that support TDM including guidelines for urban design and subdivision design that promote the use of transit, cycling and walking, increased long term parking costs and employer initiatives for flex hours and ride sharing;
- Support for pedestrian mobility and advocacy through design guidelines to promote pedestrian activity;
- Continued development of bikeway master plan (BUDS);
- Expansion of transit services beyond the City of Windsor limits;
- A mix of short term capital improvement projects combined with operational and capacity improvements, roadway extensions and new interchange construction to enhance network efficiency and connectivity; and,
- A five year review and update of the plan;

The Windsor Area Long Range Transportation Plan formed the basis for recently completed the Essex-Windsor Area Long Range Transportation Plan.

2.5 Essex-Windsor Area Long-Range Transportation Master Plan

In October 2005 the County of Essex and the City of Windsor released the Essex-Windsor Transportation Master Plan. The Master Plan looked a wide range of transportation issues facing the both the County and the City. The stated goal of the study “is to develop a new comprehensive Regional Transportation Master Plan for the Essex-Windsor region with
recommended policies and an implementation strategy that will serve the ends of this region for a twenty year planning horizon (2021)”. The study’s six stated objectives are as follows:

1. To manage, coordinate and finance growth and non-growth related region-wide transportation improvements, with a balance of capacity enhancements and demand management that best benefits the region;
2. Have the region develop in a coordinated manner that will be effective in minimizing traffic congestion and associated environmental impacts, protecting and managing required transportation corridors and achieving the region’s transportation management goals;
3. Increase the availability of “viable” transportation options by making public transit, cycling and walking more attractive for Essex-Windsor residents;
4. Identify achievable strategies, in the context of the County of Essex and the City of Windsor, to reduce the number of kilometres traveled by the private automobile per household by creating more compact built forms, mixed-use neighbourhoods and developments, and by adopting transit, cycling and pedestrian-supportive land use planning and urban design policies and plans throughout the region;
5. Formulate the Regional Transportation Master Plan in an integrated, inclusive and comprehensive manner; and,
6. Satisfy Phases 1 and 2 of the Municipal Class EA process dealing with transportation system needs and alternative planning strategies respectively.

The Regional Transportation Master Plan was prepared using the Master Planning Process from the “Municipal Class Environmental Assessment Process”. Within the EA framework the Master Plan uses a number of principles as the strategic foundation for decision making. The principles are as follows:

- Optimize arterial roadway network capacity;
- Select appropriate levels of service and standards;
- Ensure transportation improvement affordability;
- Ensure transportation system sustainability; and,
- Ensure roadway network enhancement achievability.

The key findings of the report relevant to this summary report are as follows:

- 80% of all trips in the region use automobiles, with high volumes and congestion on a number of City streets (Tecumseh Road, Wyandotte Street, Howard Avenue, Walker Road, and Riverside Drive) and on Highways 401 and 3;
- Taking into account the population and employment forecasts over the next twenty years, additional deficiencies are projected for the entire length of Highway 3 and sections of E.C Row Expressway, Huron Church Road, Cabana Road/Division Road, Tecumseh Road, Wyandotte Street, Ouellete Avenue/Dougall Avenue and Howard Avenue.
A series of strategic roadway capacity enhancements, mainly in the form of road widenings, are required in the region to solve localized route capacity deficiencies at a total capital cost of $270 million by 2021, or $17 million annually. These enhancements will only address deficiencies in specific locations but will not be effective in addressing the overall roadway network capacity deficiencies;

The extension of Transit Windsor service beyond the City of Windsor service area to the suburban areas of LaSalle, Tecumseh and Lakeshore would help to reduce growing traffic volumes and improve level of service in the urban areas;

The combination of strategic roadway capacity improvements combined with a 25% reduction in average trip lengths would have the greatest long-term benefits to the regional transportation system. The 25% reduction in average trip length could be achieved through a more intensified, mixed use built form and other transportation demand management measures; and,

The Regional Transportation Master Plan identifies a Regional Road System that should be protected from any conditions that would reduce the capability of this system to serve regional travel needs.

The Transportation Master Plan is considered to be a stand alone document, and has been adopted by the County of Essex Council and is expected to be implemented through its Official Plan.

Figure 1 below shows the proposed regional road system. Figure 2 on the following page shows the recommended regional road improvements.
Figure 1: Recommended Regional Road System
2.6 Transit Master Plan

In August 2005 the City of Windsor in conjunction with Transit Windsor released awarded the RFP for the City’s new transit master plan. The study is the first comprehensive review of the City’s transit services since 1977. The Transit Windsor Board of Directors have approved the preliminary document. The approval process is underway with the plan expected to be released in the Spring of 2007 for public consultation and consideration by City Council. The stated objectives of the plan are:

- Review and assess Transit Windsor services;
- Assess and identify opportunities to increase transit use in the short and long term (10 years);
- Identify strategies for improving efficiently and effectiveness of Transit Windsor services, increase transit ridership and reduce GHG emissions.
- Develop a long term (10 year) Transit Master Plan – The Way Forward that will be a blueprint to guide planning, management and implementation of transit services into the future; and,
- Prepare a short term (5 year) transit improvement and ridership growth and asset management plan.

The preliminary document presents both short and long term strategies for improving transit services in Windsor and extending services into the City’s neighbouring municipalities (Town of Tecumseh, Town of LaSalle, Town of Amherstburg and Town of Lakeshore). The key recommendations of the Master Plan call for:

- The adoption of the short term plan which proposes higher frequencies and faster services along key corridors (Howard, Ouellette, Tecumseh, Wyandotte, Dominion, Walker), an improved grid system, standardized spans and frequencies and 15 minute or better corridor services1;

- The adoption of the long term plan which proposes the introduction of BRT services on key transportation corridors (University W., Ouellette, Wyandotte, Tecumseh Road and Howard) and links into neighbouring municipalities, construction of BRT infrastructure and support facilities, the extension and improvement of services in Windsor’s growth areas (East Riverside, South Cameron, annexed lands south of the airport), new service to neighbouring municipalities, the relocation of the downtown transit terminal to Pitt/Church/Chatham/Dougall block, the relocation of the College Avenue Community Centre terminal, expansion of transit facilities at Devonshire Mall and Tecumseh Mall, the creation and addition of new bus shelters, effective promotion strategies and implementation of TDM and TOD initiatives.

- The adoption of Transit Master Plan, including both short and long term initiatives will be vetted through public consultation prior to adoption by City Council.

Figure 3 the following page show the existing transit networks depicted in the preliminary document.

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1 These services would be introduced beginning 2008.
2.7 Bicycle Use Master Plan

The City of Windsor has a strong foundation of bike trails, with over 40 km of off-road trails. Building upon the 1991 Bicycle Use Development Study (BUDS) which led to the creation of a 40 km off road trail system, the Bicycle Use Master Plan (BUMP, completed and adopted in 2001 for the City) aims to develop a comprehensive cycling network for the City of Windsor that will make it the pre-eminent city for cycling in North America. BUMP emphasizes integrating, enhancing and expanding Windsor’s existing on and off-road cycling network, facilitating the use of bicycles for commuting, leisure and tourism and providing a transportation alternative to the automobile.

The study is organized around five phases. Phase 1, Assessing the Existing Conditions, identifies and assesses the existing cycling network, corridor opportunities and constraints and resident and cyclist options. Phase 2, Developing the Cycling Network establishes a vision and principles for the study and identifies candidate routes. Phase 3, Developing the Cycling Network Plan and Implementation Strategy, evaluates the candidate routes, selects a preferred cycling network and classifies routes. Phase 4, Identifying Proposed Policies, Programs, Liability Issues and Funding Sources, provides funding options, research and policy strategies for the proposed network. The final phase, Reporting, deals with implementation and adoption of BUMP.
BUMP provides a series of forty recommendations. The key recommendations related to this Summary Report are listed below:

- Complete the proposed cycling network (Map 5 and 6 of the BUMP);
- Construct every roadway as a bicycle-friendly roadway;
- Commit annual funds to the implementation of BUMP over the next 20 years;
- Improve bicycle routes to transit centres;
- Increase bicycle parking at transit centres;
- Promote the use of cycling and transit;
- Create bonus provisions in Windsor’s planning policies to encourage developers to provide showers, change space and bicycle parking beyond the minimum requirements; and,
- The creation of a Bicycle Coordinator who reports annually, through the Transportation Engineering Department on BUMP implementation.

The following pages show the existing (Figure 4) and proposed cycling network (Figure 5).
Figure 4: Existing Cycling Network
Figure 5: Recommended Cycling Network
2.8 Community Based Strategic Rail Study

The City of Windsor and its partners; Canadian Pacific Railway, Serco Aviation (The Windsor airport operator), Canadian National Railway and Transport Canada recently initiated a study to improve and facilitate Transportation Modal Integration in the City of Windsor. The study is underway and is expected to be completed within the next year.

Existing rail infrastructure in Windsor has set development and transportation limits of the City. Over time, changes in infrastructure have allowed for small scale consolidation of rail operations but have not addressed larger rail consolidation needs within the City and as such created barriers for road users, transit users, pedestrians and cyclists. With changes in technology and consolidation of rail companies themselves, duplicate right of ways and yards still exist and could be better managed if these operations were to be consolidated.

The overall objective of this study is to facilitate Modal Integration of Transportation Services in the City of Windsor. This integration is intended to be consistent with current and future planned border crossing projects, rationalize the current rail system and improve infrastructure elements that come together for air freight, rail freight, road freight, rail passenger, road passenger and air passenger operations, streamlined passenger rail services with connections to the US and future corridor protection for high speed rail. The study will also provide guidance regarding brownfield development for under-utilized rail facilities (yards and duplicate right of ways).

2.9 Results from “Go for Green” Active Transportation Workshop

Go for Green is a national not-for-profit, charitable organization encouraging Canadians to pursue healthy, outdoor physical activities while being good environmental citizens. On September 25 and 26, 2006 the City of Windsor, in conjunction with the Ontario Ministry of Health Promotion, hosted a two-day Active Transportation (AT) workshop. AT generally refers to any non-motorized mode of transportation, such as walking and cycling. The purpose of the workshop was to introduce the concept of AT to the community and to work with City staff and not-for-profit sector to determine whether further activity should be taken to promote AT.

The workshop featured a presentation by the Go for Green Active Transportation Coordinator for Ontario which included an introduction of AT, the benefits associated with it and the conditions that help to make a city AT friendly. In addition to the presentation, the workshop also included a SWOT analysis of the City’s current assets with respect to AT, a draft
community vision for the City articulating it as an AT community and the development of a ten-point action plan for achieving the vision.

Findings from the Active Transportation Workshop relevant to this paper include:

- Windsor possesses a strong foundation through past projects (BUD and BUMP) to further future AT initiatives;
- Improve sightlines, lighting and signage on existing bike and walking trails;
- Make AT a political issue. Increase awareness and accountability;
- Promote the existing bike and trail infrastructure and launch a social marketing campaign promoting AT with a focus on school aged children and their parents to reduce traffic around schools, curb obesity and develop future transit users;
- Support for bike lanes on Riverside Drive;
- Continue to promote, educate and implement BUMP;

### 2.10 Detroit River International Crossing Study

Canada and the United States are largest bi-lateral trade partners in the world. The City of Windsor acts as an economic gateway, facilitating trade by linking the Canadian and American markets through its two international crossings, the Detroit-Windsor Tunnel and the Ambassador Bridge. The crossings are among the busiest in the North America with over 75,000 vehicles using the crossings on a daily basis.

The governments of Canada, the United States, Ontario and Michigan have formed a partnership (Partnership) to improve the movement of people and goods across the borders in Windsor/Detroit area. The Partnership includes the Federal Highway Administration arm of the U.S. Department of Transportation, Transport Canada, The Ontario Ministry of Transportation and the Michigan Department of Transportation. The Partnership completed a Planning/Needs Feasibility (P/NF) Study in January 2004 which outlined a number of potential long term issues related to the international crossings and also recommended infrastructure solutions to address long terms needs of border crossings. Problems listed in the report include:

- Lack of options for maintaining movement of people and goods in cases of major incidents, maintenance operations, congestion or other disruptions at existing crossings;
- Deficient roadway capacity to meet future travel demand at Windsor-Detroit border crossings; and,
- Lack of border processing capacity to meeting existing and future travel demand at Windsor-Detroit border crossings;
A key finding of the study was the recommendation of a new or expanded international crossing. The P/NF Study laid the foundation regulatory processes in both Canada (Canadian Environmental Assessment Act, Ontario Environmental Assessment Act) and the United States (National Environmental Policy Act) to deal with the issues cited above and further investigate a new or expanded international crossing.

The Detroit River International Crossing Study (DRICS) was launched as an outcome of the P/NF study and is currently underway. The purpose of the DRICS, as stated in the Terms of Reference, is to “provide for the safe, efficient and secure movement of people and goods across the Canadian-U.S. border in the Detroit River area to support the economies of Ontario, Michigan, Canada and the U.S.”. The Study is currently in the process of defining and evaluating a variety of alternatives to address the above and include a potential third crossing/expansion of existing crossings. The results of this study and environmental assessment will have significant impacts on the City of Windsor. Issues associated with international crossings are discussed in Section 3.

2.11 Existing and Planned Transportation System

Figure 6 on the following page is Schedule F from the City of Windsor Official Plan. The map shows all existing and planned roads with classifications (provincial highway, arterials and collectors) and existing bikeways. The existing Official Plan schedule will need to incorporate the findings of Essex-Windsor Transportation Master Plan, The Transit Master Plan, BUMP and Windsor Annexed Lands Master Plan Study.

Figure 7 on page 16 shows existing railway lands. There are six railway companies serving the area, which include CN, CPR, the Essex Terminal Railway, VIA, Norfolk Southern and CSXT. The Detroit River Tunnel Project also runs the Canada South line from the Detroit River rail tunnel to area south of Highway 401 and 8th Concession Road.

Figure 8 on page 17 shows the existing Greenway System which includes recreationways.

Figure 9 on page 18 is from the Annexed Lands Master Planning Study and shows the limits of the Windsor Airport, 25 and 30 Noise Exposure Forecast (NEF) contours and runways.

Observations from the review of the Transportation System map relevant to the Transportation Issues Paper include:

- Schedule F of the Official Plan will need to incorporate the findings of the Essex-Windsor Transportation Master Plan;
- Schedule F of the Official Plan will need to incorporate the results of BUMP by documenting all planned bike lanes and trails;
- Schedule F of the Official Plan will need to identify Windsor Airport and NEF contours;
- Schedule F of the Official Plan will need to include the results from the Annexed Lands Master Plan Study; and,
- Schedule F-1 of the Official Plan should identify abandoned rail corridors with potential for reuse;
Figure 6: Roads and Bikeways

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The City of Windsor Official Plan Update

Dillon Consulting Limited – Next Ideas Inc.
EDP Consulting – Lapointe Consulting

Page 20
Figure 7: Railway Lands
Figure 8: Greenway System
Figure 9: Windsor Annexed Area Master Plan Study
3.0 Issues Analysis

This section of the report organizes the issues identified in Section 2 and provides a discussion for each issue. An overview of the issues and the highlights of the discussion are summarized in Table 3-1: Summary of Issues.

3.1 Accessibility

a. Accessibility – Persons with Disabilities

The current OP does not contain policies related to accessibility for the disabled and elderly. It should recognize that the percentage of seniors relative to the total population is rising and set policies encouraging seniors to perceive that walking, cycling and public transit are desirable, user-friendlier alternatives to the automobile. From a development perspective the relationship between land use and transportation, and more specifically transit, is especially important for the elderly when they no longer have access to an automobile. New development that is oriented around transit and pedestrian access to services will allow those without access to automobile to continue to live healthy and productive lives. The Official Plan should contain policies that recognize the changing demographics, barrier free design considerations and encourage development that is pedestrian and transit oriented.

b. Accessibility – Mobility

Future human rights challenges to claim mobility as a basic right are probable. Public streets, open spaces and public infrastructure must facilitate safe and convenient non-motorized movement. A number of municipalities have barrier-free design guidelines to ensure that public spaces, buildings and infrastructure are accessible to all. The City should consider developing a barrier-free guideline document to ensure that new development and expansions to existing development are accessible to all. A guideline document could include specific standards for curb cuts at intersections and cross walks, sidewalks, access ramps, self-opening automatic doors, tactile strips and parking, and other appropriate standards.

c. Accessibility – Youth

Greater consideration of children’s needs must be accounted for in transportation and land use planning. Identifying where children need to go and how to get there, implementing safe route planning and maintaining co-ordination between Transit Windsor and the school boards (school bus system) is necessary. Integrating the City’s bikeway network and trail system with school locations can also promote a healthy lifestyle for the City’s youth. The Official Plan should contain policies that encourage the siting of schools and recreational facilities in close proximity to transit stops.
proximity to transit service and integrate schools into existing/future trail and bikeway network. While Schools tend to be located in residential areas there is a misconception among some parents that pedestrian travel to school is not safe. The Official Plan will need to encourage the design of pedestrian linkages that are safe and accessible to children, in particular in areas in and around schools.

3.2 Transportation Infrastructure

a. Efficient Use of Transportation Infrastructure

The viability of transit is directly linked to ridership and so policies that provide special land use considerations (i.e. increased densities, mix of uses, design guidelines) along major transit corridors will help to ensure an efficient use of transportation infrastructure. Similar considerations should also apply to new development that occurs beyond the existing built up area. Building new development along a grid pattern will also help to integrate new communities into the existing transportation network and thus make best use of the transportation infrastructure.

b. Transit-Supportive Design, Mix of Land Uses, and Minimum Densities

The integration of transit and land use is central to providing an environment that is capable of meeting the needs of all. Transit supportive design measures that promote compact built form, mixed use development and include minimum densities will help to improve the viability of transit. Mixed use development also supports transit and other pedestrian modes of transport which in turn promotes a healthy lifestyle and is an efficient use of infrastructure.

c. Connectivity between Transportation Systems

A more integrated transportation system means that people will have a variety of transportation choices available to them. Offering the people the opportunity to choose between a variety of options can help to promote non-auto oriented modes of travel, improving the overall network efficiency. The Official Plan needs to ensure good connectivity between air, rail, automobile, transit, cycling, walking and other modes of travel.

d. Integrate Transportation with Land Use in All Stages of Planning Process

The complex relationship between transportation and land use requires that the two be integrated at all stages of the planning process. Growth management and urban boundary expansion exercises should consider opportunities for integration with the regional scale transportation networks, including opportunities for linking major road, transit, bikeway and
open space corridors. Secondary plans should consider transportation needs based on employment and population forecasts and locate the major elements of new infrastructure accordingly. At the site plan/plan of sub-division level new development will need to consider a wide range of design considerations such as building location, transit stop layout, connection to local paths and sidewalk and parking. This integrated approach to planning will offer the best opportunity to achieve the desired built form and effective transportation system envisioned in City’s Strategic Plan and needs to be articulated in the Official Plan. The Official Plan will need to clearly articulate the appropriate level of detail for transportation and land use planning for each stage in the planning process.

e. **Sustainable, Safe, and Energy Efficient System**

The OP must create a policy environment which helps to provide a transportation system that will be sustainable and safe. This means that the OP should address opportunities to support transit and pedestrian activities, develop design criteria that ensures the safe use of public facilities, open spaces, trails, bikeways, transit stops and other operational aspects of the transportation network (audible crosswalks, appropriate signage, etc.). Safety can be addressed by introducing improved standards for lighting, sight lines and clear separations between pedestrian and motorized traffic.

Energy efficiency is also of importance given recent changes in the cost of energy and the concern over greenhouse gas emissions. Steps that will address the overall energy efficiency of transportation system include Transportation Demand Measures (TDM), trip reduction, encouraging alternative modes of transportation, and giving preference to planning for alternative modes of transport.

f. **Promote Viable Alternative Transportation Modes**

The promotion of viable alternative transportation modes, such as transit, cycling and walking will help to improved the overall network efficiency. Elements such as design standards that encourage active/non-motorized modes of transport, transit supportive design measures, education and promotional campaigns and adjustments to parking pricing and availability are examples of ways to promote non-auto oriented modes of transport.

g. **Protect Corridors and Reuse of Abandoned Corridors**

The findings of the Essex-Windsor Transportation Master Plan and the Transit Master Plan both emphasize the importance of protecting future corridors and reusing abandoned ones. Corridor protection will ensure arterial road optimization along important major routes through regulation and control of vehicular access, building locations, land use types, turning
movements, side road access and driveway access. Corridor protection is especially important given Windsor’s status as an economic gateway to southern Ontario and consideration for trucking and air and rail freight should be reflected in the policies of the Official Plan. The outcomes of the Community Based Strategic Rail Study will also have an impact on corridor protection, as it is expected to identify future corridors for high speed rail and a long term plans for corridor reuse. The Official Plan will need to incorporate the findings of this study and include policies which ensure that future transportation corridors are protected and promote the reuse of abandoned corridors by identifying/mapping specific corridors.

h. Public Dialogue with Transit Providers, Industry and User Groups

Communication is essential to the success of any multi-stakeholder exercise. Transit is no different and any future efforts to improve the level of service through policy measures should include consultation and feedback from all affected parties. The Official Plan should establish policies for ongoing public consultation with transit operators, the transit industry and other affected groups.

i. Co-ordinate Transportation Corridors with Adjacent Municipalities, Land Use Mix and Density Targets

The Official Plan should include policies that support the findings of the Essex-Windsor Transportation Master Plan and Transit Master Plan. Specifically, the OP needs to emphasize the importance of co-ordination with adjacent municipalities in the planning and protection of transportation corridors and transit services. Transportation polices in the Plan should also be coordinated with an appropriate land use mix and should identify specific density targets along the major transportation corridors. Further study will be required to identify appropriate density targets along major transportation corridors.

j. Long-Term Economic Prosperity supported by the Transportation System

The City of Windsor is an international gateway to southern Ontario and the area’s long-term economic prospects are linked by a range of external conditions that are beyond local influence. However, there are also a host of conditions that are directly under the influence of the City that can have a direct relationship to economic prosperity. Ensuring that the transportation system is reliable, cost-effective, efficient and integrated is one way in which the City can help to promote economic success. The Official Plan should include policies that link the effectiveness of transportation systems to economic success.
k. Cross Border Transportation

The findings of the Detroit River International Crossing Study will have significant consequences for the City of Windsor, its transportation system, residents, travellers and its economy. Given the potential for a new international crossing it is crucial that the City and the Official Plan process closely monitor findings of the Study and where possible, incorporate findings into a future policy framework. The project is expected to be completed in mid-2007, upon which time a more detailed analysis of findings should be undertaken.

3.3 Buffering/Mitigation

a. Mitigate Potential Negative Impacts from Transportation System

The best form of mitigation is good land use planning and design principles. Noise barriers should be considered only when the existing land use arrangement and design limitations necessitate additional measures such as noise barriers. The Official Plan should articulate staff recommendations set out in Council Report 330 (June 26, 2006) which propose an environmental noise impact study to be submitted at time of application for plan of subdivision, condominium, site plan control or rezoning approval for new sensitive land uses within 100m of a 400 series, Provincial or controlled access highway and within 50m of a Class 1 or 2 arterial road. In addition to this, the OP should further include policies for noise barrier retrofitting, noise study requirement, barrier design requirements, noise level guidelines and implementation measures and evaluation criteria, making reference to MOE Guidelines.

b. Protecting the Airport from Incompatible Land Uses

The Official Plan should include policies that protect the long term operation and economic role of the airport, ensuring that sensitive land uses are appropriately designed, buffered and separated from one another, preventing adverse effects from odour, noise and other potential contaminants. Schedule C of the Official Plan should also to include the 25 and 30 NEF contours and associated land use polices should be documented in the Plan.

3.4 Healthy Community

a. Reduce Greenhouse Gas through Transportation Choices

Transportation produces approximately one-third of Canada’s greenhouse gas emissions. The effort involved in moving people and goods, which includes fuel consumption related to trips and the construction of roads, vehicles and other infrastructure all contribute to CO₂ emissions,
the most common greenhouse gas. A dedicated long-term strategy that promotes viable travel alternative to the automobile can help to reduce local greenhouse gas emissions.

b. Active Community through Transportation

The Official Plan needs to encourage the development of a campaign to get residents out of doors and physically active. The campaign should include measures that help to retrofit the existing built form and improve design standards for new communities. The inclusion of traffic calming measures will help to create a street environment that can accommodate the needs of pedestrians.

c. Encouraging Walking and Cycling through Neighbourhood Standards

A complete set of neighbourhood design standards can help to promote walking and cycling. At a broad level, policies and standards that consider a mixed land uses, smaller block sizes and minimum land use distance standards can encourage walking and cycling. A more detailed set of design guidelines that considers standards for fencing, lighting, landscaping, streetscaping and sidewalks, public spaces and right-of-way widths could help to further encourage cycling and walking. The design standards need to be established based on further study and should be prepared by a qualified professional should these standards become the subject of an OMB appeal.

3.5 Summary of Issues

Table 3.1 provides a summary of the key issues discussed in Section 3.1, 3.2, 3.3 and 3.4.

<table>
<thead>
<tr>
<th>Issue</th>
<th>Specific Concern</th>
<th>Key Points</th>
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<tbody>
<tr>
<td>Accessibility</td>
<td>Disabled and Elderly</td>
<td>OP should contain policies to recognize changing demographics, barrier free design considerations and encourage pedestrian oriented development.</td>
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<tr>
<td>Mobility</td>
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<td>City should consider developing a barrier free design guideline document.</td>
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<td>Youth</td>
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<td>The OP should include policies that encourage siting</td>
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<tr>
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<td>Specific Concern</td>
<td>Key Points</td>
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<tr>
<td><strong>Transportation Infrastructure</strong></td>
<td>Efficient Use of Transportation Infrastructure</td>
<td>Viability of transit is linked to ridership, so OP policies need to provide special land use considerations along key corridors (for both new and existing corridors).</td>
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<td></td>
<td>Transit Supportive Design, Mix of Land Uses, and Minimum Densities</td>
<td>The OP should include continuity of development with minimum densities along key corridors and promote mix of uses and transit supportive design measures.</td>
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<td></td>
<td>Connectivity between Transportation Systems</td>
<td>The OP should include policies to ensure the integration and connectivity between air, automobile, rail, transit, cycling and walking.</td>
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<td></td>
<td>Integrate Transportation with Land Use in All Stages of the Planning Process</td>
<td>The OP should clearly articulate the appropriate level of detail for transportation and land use planning for each stage in the planning process.</td>
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<td></td>
<td>Sustainable, Safe and Energy Efficient</td>
<td>The OP should create a policy environment which helps to provide a transportation system that will be sustainable, safe and energy efficient.</td>
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<td></td>
<td>Promote Viable Alternatives Transportation Modes</td>
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<td>Protect Corridors and Reuse of Abandoned Corridors</td>
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<tr>
<td>Public Dialogue with Transit Operators, Industry and User Groups</td>
<td>The OP should establish policies that encourage ongoing consultation and feedback for all transportation planning initiatives.</td>
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<tr>
<td>Co-ordination of Transportation Corridors with Adjacent Municipalities, Land Use Mix and Density Targets</td>
<td>The OP should emphasize the importance of co-ordination with adjacent municipalities in the planning and protection of transportation corridors and transit services.</td>
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<tr>
<td>Long Term Economic Prosperity supported by Transportation System</td>
<td>The OP should include policies that reinforce the City’s status as an economic gateway and ensure that the transportation system is reliable, cost-effective, efficient and integrated.</td>
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<tr>
<td>Cross Border Transportation</td>
<td>The Detroit River International Crossing Study is to be completed in mid 2007, upon which time recommendations will be</td>
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<tr>
<td>Buffering/Mitigation</td>
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<td>Protecting the Airport from Incompatible Land Uses</td>
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<td>Healthy Community</td>
<td>Reduce Greenhouse Gas Through Transportation Choices</td>
<td>The OP should outline a long term strategy that promotes viable travel alternatives to the automobile to help reduce GHG levels.</td>
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<tr>
<td>Issue</td>
<td>Specific Concern</td>
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<tr>
<td>Actives Community through Transportation</td>
<td>The OP should include policies which encourage the development of a campaign to get residents outdoors and physically active.</td>
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<td>Encouraging Walking and Cycling through Neighbourhood Standards</td>
<td>The OP should include a complete set of neighbourhood design standards to facilitate pedestrian, cycling and transit. The design standards need to be established based on further study and should be prepared by a qualified professional should these standards become the subject of an OMB appeal.</td>
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4.0 Next Steps

This report completes the Transportation 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.

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. 2001. *Bicycle Use Master Plan*. Windsor, ON: City of Windsor.


Go for Green. 2006. *Go For Green, Planning Active Transportation Communities, Windsor*. Gloucester, ON: Go for Green.


