

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

FINAL

SYNTHESIS REPORT

February 2007



in collaboration with
Next Ideas Inc.
EDP Consulting
Lapointe Consulting

Executive Summary

Seven Reports have been Prepared for the Official Plan Review's Looking Back Phase

Windsor's Official Plan Review 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 research and analysis that is intended to identify, describe and discuss the existing conditions, trends, and known challenges that face the City. 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 individual reports are:

- *Looking Back Summary 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 Summary Report – Social Conditions*, discusses demographics and social trends;
- *Looking Back Summary Report – Economic Conditions*, discusses economic changes and trends, both locally and globally;
- *Looking Back Summary Report – Environment*, discusses the natural environment, environmental stewardship and conservation;
- *Looking Back Summary Report – Built Form*, discusses development, urban growth patterns, and physical city-building;
- *Looking Back Summary Report – Infrastructure*, discusses servicing needs and requirements from a policy perspective; and,
- *Looking Back Summary Report – Transportation*, discusses automobile, pedestrian, cycling, and transit modes of travel, as well as the needs of the airport.

This Synthesis Report Consolidates and Summarizes the Seven Reports

The individual Looking Back Summary Reports also identify technical studies that will be required to support the updating of the City of Windsor Official Plan. The role of this **Synthesis Report** is to consolidate the recommendations from the individual Looking Back

Summary Reports into one report. The Synthesis Report provides a simplified reference document for all stakeholders (public, staff, political representatives, and the Ministry of Municipal Affairs & Housing). The Synthesis Report allows for the breadth of perspectives not provided in the individual Looking Back Summary Reports and the integration of issues and actions. This will help ensure that changes to the Official Plan emanating from the Official Plan Review project are co-ordinated and help advance Windsor's vision for the future.

Planning Issues and the Recommended Direction for Official Plan Reviews

Legislative issues to be addressed through updated Official Plan policy:

- Ensuring consistency with Provincial requirements for planning (updating of documents, public consultation, growth management, application processing, community improvement);
- Including an option to establish a local appeal body for certain planning matters;
- Providing for conservation easements for water and watershed protection;

Social issues to be addressed through updated Official Plan policy:

- Ensuring a healthy community;
- Ensuring that community services are matched to community needs;
- Ensuring support for affordable housing and special needs housing;
- Planning for changing demographics (aging, mobility, accessibility);

Economic issues to be addressed through updated Official Plan policy:

- Updating the definition of "employment" lands to be consistent with the PPS;
- Providing a long-term strategy for employment lands;
- Directing the re-use / revitalization of old employment areas;
- Planning for new high technology businesses to invest in Windsor;
- Ensuring retail and commercial development is matched to need;
- Attracting "knowledge workers";
- Enhancing cross-border trade;

Natural Environment issues to be addressed through updated Official Plan policy:

- Protecting and enhancing natural heritage through environmental studies, maintaining ecological function, mitigating impacts, and regenerating urban forest;
- Ensuring that parks and open space create a green network, are provided in urban areas, support recreation, and are equally accessible to all citizens;
- Protecting water resources through long-term water quality/quantity initiatives and protecting sensitive groundwater features from disturbance;
- Ensuring that development on flood-prone lands does not lead to public safety issues;
- Ensuring that contaminated lands are appropriately mitigated or remediated;
- Ensuring that noise pollution is mitigated;
- Ensuring that adverse impacts from resource extraction activities are mitigated and sites are rehabilitated;
- Mitigating light pollution impacts;
- Minimizing urban impacts to climate change by encouraging energy efficiency in development and environmentally-friendly travel choices, as well as adapting to climate change;

Built Form issues to be addressed through updated Official Plan policy:

- Ensuring compact urban form by focussing growth to underutilized lands, promoting higher densities of development, and encouraging transit-supportive development;
- Promoting intensification as a tool for growth management, with specific targets for intensified development and removing barriers to intensified development;
- Advancing urban design through new guidelines, controls on urban design, streetscaping elements, density/height targets, and distinctive neighbourhoods;
- Promoting heritage and culture through adaptive re-use of heritage buildings, recognizing the forthcoming Cultural Master Plan, fostering a 'creative city,' and promoting cultural tourism;

Infrastructure issues to be addressed through updated Official Plan policy:

- Ensuring suitable infrastructure is provided for current and future needs, including greenfield development and intensified development;
- Ensuring a logical extension of services and hierarchy of services;

- Ensuring sufficient reserve capacity in municipal servicing systems;

Transportation issues to be addressed through Official Plan policy:

- Encouraging accessibility/mobility for the disabled, elderly, youth, and barrier-free design
- Maximizing transportation infrastructure (for general benefits) through transit-supportive design, connectivity between systems, integrated planning processes, corridor planning, and dialogue with operators;
- Maximizing transportation infrastructure (for environmental benefits) by encouraging sustainable, safe and energy efficient transportation, in conjunction with viable alternative transportation modes other than the private automobile;
- Planning transportation to encourage economic development through a reliable, efficient system, and having regard for cross-border transportation solutions;
- Mitigating potential negative impacts, such as noise, vibration, and protecting airport operations;
- Using transportation to support a healthy community by encouraging citizens to be active – in particular walking and cycling – which reduces greenhouse gas emissions

Recommended Further Studies to Strengthen Planning in Windsor

A number of areas need further examination, as noted in the individual Looking Back Summary Reports. The process for future studies will be further developed during the Moving Forward and Advancing Windsor's Vision phases of the Official Plan project. The studies are (those needed to immediately address the Provincial Policy Statement are highlighted in bold):

- **Detailed study of intensification and brownfield opportunities;**
- **Detailed study of residential land needs, housing projections, affordable housing targets, and land supply requirements;**
- **Detailed study of employment land needs (including employment projections taking into account current economic shifts);**
- **Detailed study of regional commercial systems to identify the hierarchy of warranted retail and commercial floor space;**
- Detailed study of density targets for built-up areas and areas for new development (residential and employment density);

- Detailed study towards establishing a complete natural heritage system (including reporting requirements for future environmental analyses and setbacks for development from natural features);
- Detailed study of baseline urban forest (tree) coverage and targets for future forest cover;
- Detailed study of flood prone areas;
- City-wide servicing study to identify existing and future infrastructure needs;
- Study to define the requirements for servicing analyses required for a variance, site plan and plan of subdivision applications;
- Study to define the appropriate conditions to be applied to zoning approvals;
- Creation of additional urban design guidelines (to be prepared by a qualified Urban Designer); and,
- Creation of neighbourhood design standards (prepared by a qualified professional) in order to establish standards to facilitate pedestrian, cycling, and transit.

Next Steps include Additional Analysis, Consultation, and Various Approvals

This report synthesizes the issues and further studies identified for the “Looking Back” phase of the Windsor Official Plan Review project. Reference can be made to Table 2-1 in the Synthesis report for more details on the planning issues and recommended changes. Reference can also be made to the individual Looking Back Summary Reports for the detailed discussions on which the Synthesis Report is based.

Once the Looking Back stage is complete, the City will then proceed with the Moving Forward phase of work. This will involve a review of specific planning policy 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.

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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 Review

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 completed 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 provincial 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. It must also be aligned with the City's 2007 Community Strategic Plan.

1.2 Official Plan “Looking Back Summary Reports”

Windsor's Official Plan Review 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 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 existing 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 City staff and consultants, focussed on their respective 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 – 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 development, urban growth patterns, and physical city-building;
- *Looking Back Report – Infrastructure*, discusses servicing needs and requirements from a policy perspective; and,
- *Looking Back Report – Transportation*, discusses automobile, pedestrian, cycling, and rail, and transit modes of travel, as well as the needs of the airport.

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 targeted review of planning policy issues coming out of the Looking Back phase as well as the documenting of 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 Synthesis Report

The seven individual Looking Back Summary Reports identify a broad range of policy changes and special studies towards updating of the City of Windsor Official Plan. The role of the

Synthesis Report is to consolidate the recommendations from the individual Looking Back Summary Reports into one report.

The purpose of this consolidation exercise is two-fold. Firstly, from a practical perspective, the Synthesis Report provides a simplified reference document for all stakeholders (public, staff, political representatives, and the Ministry of Municipal Affairs & Housing). Secondly, community planning is a comprehensive exercise which requires a broad yet integrated perspective on current issues and actions for the future. The Synthesis Report allows for the breadth of view not provided in the individual Looking Back Summary Reports and the integration of issues and actions. This will help ensure that changes to the Official Plan emanating from this exercise are co-ordinated and help advance Windsor's vision for the future.

2.0 Synthesis of Findings

This section of the report describes the process of synthesizing the findings from the individual Looking Back Summary Reports and provides a consolidated table of all planning issues and recommended changes to the Official Plan.

2.1 Process of Issues Analysis and Synthesis

The consolidated table in this Synthesis Report (see *Table 2-1*) is based on the summary tables found in each individual Looking Back Summary Report. The process of synthesis is described below and illustrated in *Figure 2-1*.

The Legislation Looking Back Report identified the key planning issues resulting from the updated *Provincial Policy Statement (2005)* and Bill 51, the *Planning and Conservation Land Statute Law Amendment Act*. In addition to the PPS and Bill 51 planning issues, a review of other background documents (Windsor Strategic Plan, current Windsor Official Plan, and topic-specific background information) in each Looking Back Summary Report helped identify a series of other planning issues. Based on these planning issues, specific concerns or policy gaps in the existing Official Plan were identified. Recommendations in the Looking Back Summary Reports identified the nature of policy changes needed to bring the Official Plan up to date. Further technical studies were also identified to support the Official Plan exercise.

The consolidated table in this Synthesis Report includes all relevant policy issues and recommendations, and blends any overlapping matters from the individual reports to eliminate duplication. The consolidation of all planning issues and recommendations is provided below as *Table 2-1* and a consolidated list of recommended further studies is provided in Section 2.2 below.

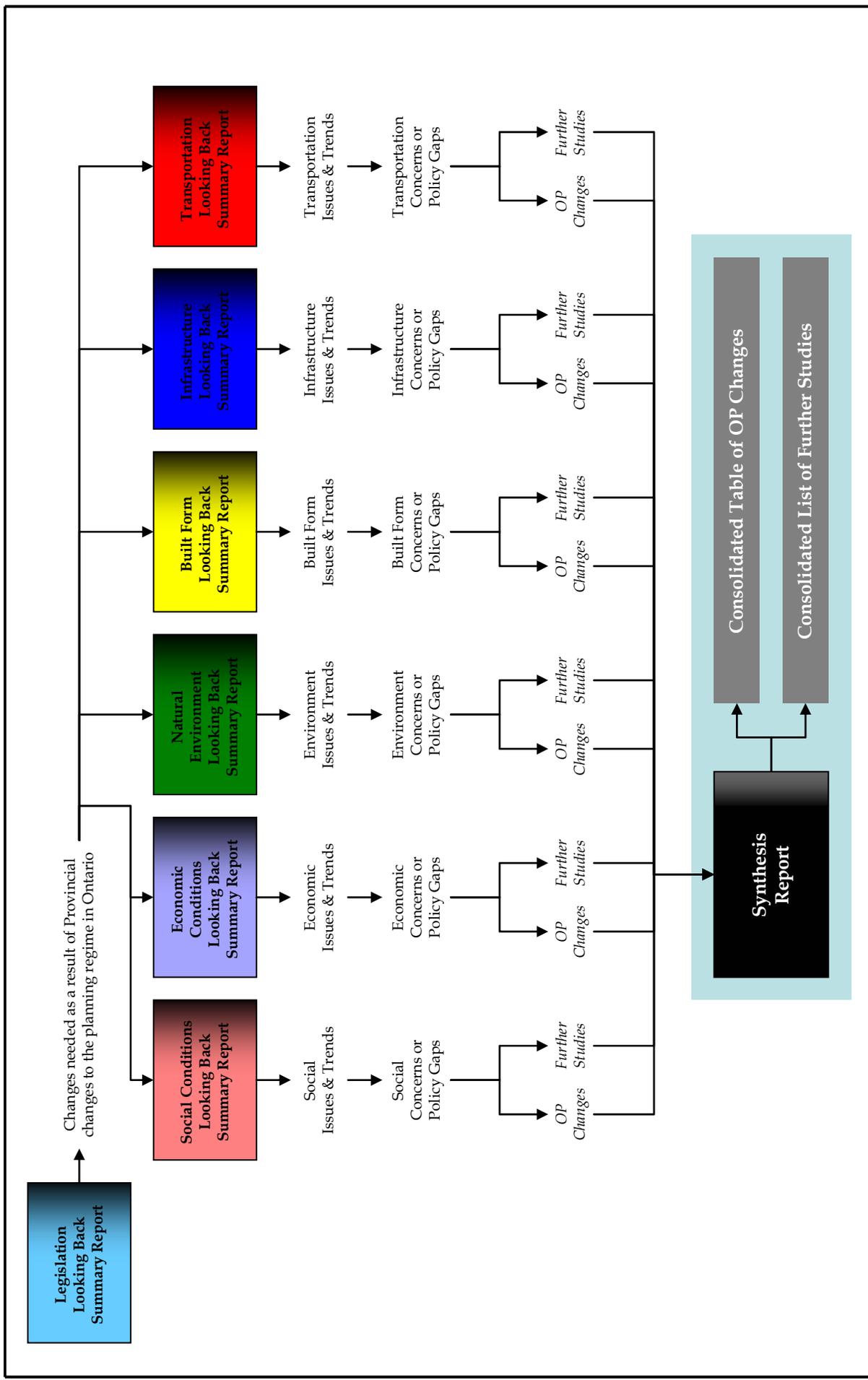


Figure 2-1: Process of Issues Synthesis

Table 2-1: Consolidated Issues and Policy Gaps

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
LEGISLATION LOOKING BACK SUMMARY REPORT		
PPS Section 1 – Building Strong Communities	a. Intensification, urban area expansions	Refer to issues/recommendations under “Built Form”
	b. Employment lands, employment projections, long-term economic prosperity	Refer to issues/recommendation under “Economic Conditions”
	d. Population and housing projections	Refer to issues/recommendations under “Social Conditions”
	e. Sewage and water services	Refer to issues/recommendations under “Infrastructure”
	f. Energy facilities	Refer to issues/recommendations under “Natural Environment”
PPS Section 2 – Wise Use and Management of Resources	a. Natural heritage, agriculture, and resources	Refer to issues/recommendations under “Natural Environment”
PPS Section 3 – Public Health and Safety	a. Natural hazards, and human-made hazards	Refer to issues/recommendations under “Natural Environment”
Bill 51	a. Consistency with the PPS	OP to include policy objective that plan is to be consistent with PPS.
	b. Establishment of a Local Appeal Body	OP may include policies permitting the establishment of an optional local appeal body to deal with minor variances and consent appeals in place of the Ontario Municipal Board.
	c. Requirements for Updates to Official Plans	OP to include policies that five-year updates will address all provincial plans (if any), provincial interest, PPS, and employment lands.
	d. Criteria needed for justifying settlement area expansion	OP to include policies addressing land supply, natural environment, community service facilities, parks, infrastructure, fiscal impact, etc., as criteria for evaluating settlement area expansions
	e. Open house requirements	OP to include policy regarding open house to be held in advance of a statutory public meeting for 5-Year OP Reviews and Zoning By-Law Updates.
	f. Required zoning update in three years	OP to include policy that zoning will be updated within three years of any future OP five-year update

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
	g. Statutory pre-consultation requirements	OP to include policy regarding pre-consultation for Zoning, Site Plan and Subdivision applications; if appropriate, the City would have to pass a by-law making pre-consultation mandatory
	h. Additional information requirements for development applications	OP to state the range of studies needed to support OP Amendment, Zoning, Plan of Subdivision, and Consent applications
	i. New definition of community improvement	OP policies to be updated to reflect new <i>Planning Act</i> definition of "community improvement" which includes all types of development, redevelopment, energy efficiency and affordable housing
	j. Eligible costs for community improvement programs	OP policies to be updated to ensure that CIP's clearly state what improvements are eligible for grants or loans
	k. Conservation Easements for water and watershed protection	OP to include policies for conservation easements to protect water quality, quantity, and watersheds.
	l. Statutory value of lands established for school sites	OP to update Plan of Subdivision policies to ensure that value of school sites is determined based on the day before draft approval is issued; OP to direct that the valuation will be a condition of approval for Plans of Subdivision
SOCIAL CONDITIONS LOOKING BACK SUMMARY REPORT		
Healthy Communities	a. Defining more clearly what is meant by "healthy communities"	OP to strengthen section on Healthy Communities to identify how land use and policy planning can help to encourage development to meet social needs of the general population, and the economically and socially disadvantaged
	b. Sufficient community services to meet needs of current and future residents	OP to be more definitive about the types of services that are required and by whom, including a trigger for when a study of community facilities is needed
	c. Increase in opportunities for walking and cycling	Refer to issues/recommendations under "Transportation"
Housing	a. Setting targets for Official Plan as per PPS (Provincial Policy Statement) for affordable housing	OP to include definition and targets for affordable housing which addresses the PPS requirements while recognizing that assistance is required from the senior levels of government to achieve such targets; OP to incorporate housing from HARS vision; OP to encourage an educational program around the need for affordable housing and what "affordable" means

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
	b. Proactive support for social and income integration	OP to include more specific policies to identify criteria for the development of affordable housing, e.g., locational criteria (including access to community services) and the preference for smaller mixed income developments across the City.
	c. Promoting residential intensification	Refer to issues/recommendations under "Built Form"
	d. Housing for older adults	OP to include a specific policy recognizing the aging of the population and the need for a variety of housing options for older adults
	e. Transitional and emergency housing	OP to include a specific policy regarding transitional and emergency housing (i.e., housing for youth, single adults, people with disabilities, single mothers with children, new Canadians, etc.)
	f. Rooming/lodging homes	OP to include policy regarding rooming and lodging houses as affordable housing for low-income singles and those with special needs; ensure reference is made to City's Licensing By-law
	g. Supportive housing	OP to include expanded "special needs" policies to include housing for those with addictions and mental health problems
	h. Protection of rental housing	OP to strengthen policies to discourage the inappropriate conversion of rental housing to condominiums
Accessibility	a. Increased opportunities for those with physical limitations	Refer to issues/recommendations under "Built Form"
ECONOMIC CONDITIONS LOOKING BACK SUMMARY REPORT		
Definition of Employment Lands	a. OP does not reflect new definition of "employment lands" in the <i>Planning Act</i>	OP to include updated definition for employment lands that reflects Section 1(1) of the <i>Planning Act</i>
20-year Need for Employment Lands	a. OP does not contain specific long-term employment lands strategy (e.g. targets for future employment levels) and implementing policies	OP to include policies describing Windsor's employment land strategy; strategy needs to be undertaken with a detailed, quantitative Assessment of Windsor's employment lands needs (Industrial, Business Park, Commercial Centre, Commercial Corridor, Major Institutional, Waterfront Port) as the foundation for that strategy ¹

¹ Although the study must consider all types of employment lands, specific care should be taken to address the land uses defined in Section 1(1) the *Planning Act* as employment uses.

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
Conversion of Industrial Lands	a. OP does not contain policies requiring a comprehensive review for conversion of employment lands to non-employment lands	OP to include policy criteria for a comprehensive review for conversion of employment lands to non-employment lands
Re-use of Vacant, Old Employment Areas	a. In light of recent or planned plant closures (Pilette Road Plant, Ford Van Plant), the reuse of vacant industrial land need to be considered	OP to include policies for the re-use of old employment areas, especially in situations where older industrial areas may not be suitable for new industrial development given land use compatibility issues (abutting mixed use/residential development) and are unattractive from a market perspective
Validity of Employment Projections and Land Needs Assessment	a. Due to industry restructuring and economic shifts, the employment and land needs projections prepared as part of the Annexed Area Master Plan Study may no longer be valid	Further study for employment projections and calculations of employment land needs by type to be revised accordingly
Shortage of Employment Lands	a. Based on discussions with the Windsor Essex Development Commission, there is a shortage of high quality, uncommitted, vacant serviced employment lands in Windsor	Additional employment land is needed and could be provided through designation of a portion of the recently annexed lands for industrial and business park development; however, an assessment of the specific amount of employment land needs by type can not be determined until the employment projections have been adjusted as noted above
Higher-End Business/Technology/Research Park	a. At present, there are no high quality business parks or technology parks in the city, which is needed to increase Windsor's competitiveness in attracting knowledge intensive industries.	OP to include policies for a high quality business park, consistent with Windsor's Employment Land Strategy, with land use and design policies to ensure that these policies serve to protect the intent of the higher end business park areas.
Service and Retail Commercial Lands	a. Hierarchy of appropriate retail land uses and commercial floor space requirements to serve growth is not defined	OP policies to be consistent with permitted land uses in employment areas as defined in the PPS; OP to include policies requiring a market study for all retail and commercial development until a regional commercial systems study is completed.
Urban Amenities and Quality of Life	a. Attracting 'knowledge workers'	Refer to issues/recommendation under "Built Form"

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
Enhance Cross-Border Trade	a. Enhance Windsor's role as a strategic border community through planning concepts such as a Gateway Economic Zone	Consideration will be given to a concept which promotes increased opportunities for cross-border trade, economic diversity, tourism and movement of goods in the next phase of this project.
NATURAL ENVIRONMENT LOOKING BACK SUMMARY REPORT		
Natural Heritage	a. Strengthening the Environmental Evaluation Report process	OP to be revised to ensure Natural Heritage Features are protected in a manner that is consistent with the PPS and achieves the long term planning vision
	b. Protection of ecological function and biodiversity	OP to include policies that protects and where possible expands the existing greenway system for the purpose of creating ecologically functional habitats with high biodiversity and providing corridors between habitats
	c. Mitigating impacts to fish habitat	OP to include specific policies with the objective of creating a net gain of the productive capacity of fish habitat
	d. "No negative impact" and setbacks for development	OP requires policies addressing "no negative impact" and establishment of setbacks for lands adjacent to natural heritage features
	e. Agricultural permissions in natural heritage areas	OP to include a policy regarding continuance of existing agricultural uses in natural heritage areas (if necessary for transition purposes for Annexed Lands) and policy regarding no new agricultural uses in natural heritage areas
	f. Review use of EPA designations in Official Plan	EPA designations to be reviewed and protection at the systems level be adopted to be more consistent with PPS section 2.1.2
	g. Regeneration of urban forest	OP to clarify the City's concept of urban forestry and identify specific targets to be reached
Parks and Open Space²	a. Green space network	OP to include policies promoting a green space network; policies to protect/enhance existing components of the network; policies to identify/secure natural features for open space and leisure purposes in future development areas
	b. Green space in areas of intensification	OP to include policies directing that, where land is to be used more intensely, the quality of green spaces are to be maximized through urban design

² The four Parks and Open Space issues do not appear in the Natural Environment Looking Back Summary Report since they were identified as planning issues by the Natural Environment Team shortly after the report was issued. Given the importance of parks and open space to the City of Windsor, these issues have been incorporated into the Synthesis Report.

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
	c. Balancing natural functions and recreation	Where environmental areas form part of the open space system, OP to include policies directing a balance between protecting natural functions and providing for recreational needs
	d. Access to parks / open space	OP to include policies regarding equitable access to parks and open space for all citizens
Water Resource Protection	a. Comprehensive water quality and quantity policies	OP to include policies ensuring long-term water quality; OP to include policies ensuring long-term water quantity
	b. Groundwater protection	OP to address protection of recharge/discharge areas; OP to address development and site alternative near sensitive features
Environmental Hazards to Public Health and Safety	a. Development prohibitions in flood plains	OP to clearly state where development and site alteration is not permitted; changes to Schedule 'C' to make flood plain planning approach understandable
	b. Candidate sites for flood zone Special Policy Area (SPA)	City to determine if there are candidate sites for flood zone SPA designation; City to liaise with appropriate agencies; OP to provide interim policies until SPA in effect
	c. Conditions for development in flood plains	OP to include policies addressing PPS conditions for development on lands subject to flooding
	d. Approach to contaminated lands	OP to include policies addressing range of issues to be mitigated for development adjacent to mining, oil, gas, and/or petroleum resource operations
	e. Mitigating noise pollution	OP to more clearly state sources of noise to be assessed, when a noise study is required, and potential mitigative measures; OP to reference Ministry of Environment guidelines
Natural Resource Extraction	a. Protection from adverse impacts of resource extraction	OP needs policies addressing the full range of issues to be investigated/mitigated prior to the development or expansion of salt mines or brine wells
	b. Addressing mineral extraction resources	OP to include specific policies addressing progressive and final rehabilitation of mineral extraction sites, promoting land use compatibility and taking into consideration surrounding land use and approved land use designations

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
Climate Change and Energy	a. Planning for climate change mitigation (i.e. GHG emission reduction) and energy efficiency	OP policies related to: the use of energy, air, water and land resources; addressing climate change and energy efficiency; the implications of permitting energy generation facilities in the municipality; and encouraging alternative and renewable energy systems. Encourage an urban form that reduces the need to use energy to conduct daily life (e.g. green building design). OP to outline a long term strategy that promotes viable travel alternatives to the automobile to help reduce GHG levels.
	b. Subdivision design and energy efficiency	Plan of Subdivision policies to encourage energy efficiency in subdivision design; further study may be needed if City is to require energy study as a condition of PoS approval.
	c. Outdoor Illumination and Energy Efficiency	OP to contain specific policies pertaining to light pollution, requiring lighting plan for development applications, consistent with Resolution 228 and illumination of road right of ways.
	d. Adaptation Strategies	OP to identify Open Space lands as opportunities for expanding the natural heritage system; abatement of the urban heat island effect through development standards (i.e. reflective roofing and paving, green roofs, shade and tree canopy coverage)
BUILT FORM LOOKING BACK SUMMARY REPORT		
Growth and Urban Structure	a. New PPS requirements must be supported by further detailed study	The City needs to conduct an “on-the-ground” intensification, infill and redevelopment study, as a separate exercise to inform the Official Plan Review project, in order to fulfill PPS ³ and Ministry of Municipal Affairs and Housing requirements for the Official Plan Review
	b. Viability of lands for settlement area expansion must be maintained	OP to ensure that undeveloped lands which are adjacent to existing built-up areas, or lands on the periphery of urban boundaries are reserved for future development
	c. City must be the focus of growth	OP to recognize that Windsor is a focus of growth (i.e., should attract residents and business) for southwest Ontario

³ The PPS requirements for an intensification study include: an analysis of existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs; setting development standards; setting minimum standards; and, phasing policies.

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
	d. Discouraging 'leap frog' development	OP to state that new development must occur adjacent to the existing built-up area; OP to state that the expansion of Windsor's settlement area is to achieve efficient development and land use patterns consistent with the PPS
	e. Urban expansions require comprehensive review	OP to reflect that the PPS restricts settlement area expansions to comprehensive Official Plan reviews
	f. Densities for new housing promoting efficient use of land, resources, etc.	OP to encourage new development to be built at higher densities than before
	g. Densities for new housing promoting transit-supportiveness	Refer to issues/recommendations under "Transportation"
	h. Energy efficiency through urban structure	Refer to issues/recommendations under "Natural Environment"
	i. Energy efficient Plans of Subdivision	Refer to issues/recommendations under "Natural Environment"
	j. Protection of employment areas	Refer to issues/recommendations under "Economic Conditions"
	k. Dedications through Plans of Subdivision	OP policies to identify that pedestrian paths, bicycle paths, and public transit rights-of-way are eligible for dedication to the City
	m. Issues of compatibility arising from growth and development of institutional campus complexes ⁴	OP policies to address full range of compatibility issues related to the growth and development of institutional campus complexes
Intensification	a. Intensification as a primary tool for growth management	OP to identify intensification and redevelopment of the City's built-up area as a realistic and achievable goal, supported by municipal policy
	b. All forms of intensification must be permitted	Support and encourage brownfield redevelopment, building-out of vacant/underutilized lands, in-fill development, and expansion/conversion of existing buildings; applies to residential and non-residential development
	c. Intensification and Greenfield development occur concurrently	Include policies addressing phasing to ensure specified targets for intensification and redevelopment are achieved
	d. As-of-right Second Unit policies	Take advantage of the new permission in the <i>Planning Act</i> and provide for second units

⁴ This issue does not appear in the Built Form Looking Back Summary Report since it was identified as a planning issue after the report was issued. Given its importance, it has been incorporated into the Synthesis Report.

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
	e. Reduction of cash-in-lieu of parkland	OP to state new permission for reduction of cash-in-lieu for intensification; OP to identify sustainability criteria and how the reduction is quantified
Urban Design	a. Urban design guidelines in the Official Plan	Include built form policies in the Official Plan, prepared by a qualified urban designer
	b. Grandfathering of existing development in urban design guidelines	OP policies to allow for the relaxing of urban design guidelines for existing development, where it has been determined that the design guidelines would be too onerous to implement
	c. Implementation of urban design controls	OP to refer to urban design policies being applied to Site Plan approvals; City to update Site Plan By-law regarding application of urban design
	d. Implementation of streetscape elements	OP to refer to streetscape design policies being applied for Site Plan approvals; City to update Site Plan By-law regarding application of urban design
	e. Minimum and maximum densities and height	The City should consider establishing height and density policies; consider policies establishing a minimum density for industrial or employment areas; further study is required to ensure defensibility
	f. Conditions to be imposed on zoning	If the City wishes to implement new conditions on zoning, then it must have policies in the Official Plan detailing the nature of these conditions and how they will be imposed; further study is required to ensure defensibility
	g. Plan for distinctive neighbourhoods	Policies which encourage the City to develop as a city of neighbourhoods; follow-up program is required to complete this initiative.
	h. Implementation of accessibility improvements	OP to update Site Plan policies regarding design for accessibility
Heritage and Culture	a. Adaptive re-use of heritage buildings	OP policies to encourage the City to utilize existing heritage structures before constructing new.
	b. Recognition of the forthcoming Cultural Master Plan	OP policies to make reference to the upcoming Cultural Master plan.
	c. Fostering a “creative city” that attracts creative people and entrepreneurs, with cultural facilities in all neighbourhoods	OP policies to promote / support cultural facilities in both existing neighbourhoods and greenfield neighbourhoods; recognize that facilities can be hubs for program delivery and cultural exchange.
	d. Promotion of cultural tourism	OP policies to identify on-going support for heritage preservation; policies promoting public art to be linked back to Cultural Master Plan.

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
INFRASTRUCTURE LOOKING BACK SUMMARY REPORT		
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 in order to receive approval.
	b. Infrastructure to support intensification	Ultimate density targets for the built-up area and new development must be completed so that the appropriate infrastructure can be in place to service future infill
	c. Logical extension of servicing	OP to state that new development adjacent to existing development is a fundamental growth objective 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 must 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 must 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 to promote water conservation through various site design policies. Official Plan to also promote the use of grey water in industrial applications where appropriate.
Utilities and Telecommunications	a. Integration of telecommunications and utility infrastructure in the planning process	Official Plan to include policies requiring that 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

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
TRANSPORTATION LOOKING BACK SUMMARY REPORT		
Accessibility	a. Disabled and elderly	OP must contain policies to recognize changing demographics, barrier free design considerations and encourage pedestrian-oriented development.
	b. Mobility	OP policies to reference use of Windsor's Accessibility Standards in the design of sites and subdivisions, and in the evaluation of development applications.
	c. Youth	OP to include policies that encourage siting of schools and recreation facilities in close proximity to transit services, bikeway and trail network.
Transportation Infrastructure	a. Efficient use of transportation infrastructure	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).
	b. Transit supportive design, mix of land uses, and minimum densities	Development must be encouraged that provides for alternative transportation modes such as walking, cycling, and public transit; minimum densities must also lead to development that provides for travel choices other than the car; the OP must include minimum densities along key corridors and promote mix of uses and transit supportive design measures.
	c. Connectivity between transportation systems	OP to include policies to ensure the integration and connectivity between air, automobile, rail, transit, cycling and walking.
	d. Integrate transportation with land use in all stages of the planning process	OP 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	OP to include a policy which helps to provide a transportation system that will be sustainable, safe, and energy efficient.
	f. Promote viable alternatives transportation modes	OP to include policies that help to promote viable alternative transportation modes (transit, cycling, pedestrian and other non-motorized traffic).
	g. Protect corridors and reuse of abandoned corridors	OP to 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.

Issue	Specific Concern / Policy Gap	Key Points to be Addressed through Official Plan Review
	h. Public dialogue with transit operators, industry and user groups	OP to establish policies that encourage on-going consultation and feedback for all transportation planning initiatives.
	i. Co-ordination of transportation corridors with adjacent municipalities, land use mix and density targets	OP to emphasize the importance of co-ordination with adjacent municipalities in the planning and protection of transportation corridors and transit services.
	j. Long term economic prosperity supported by transportation system	OP to 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.
	k. Cross border transportation	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 international crossing. The OP process will need to examine the findings of this study and incorporate them in the OP.
Buffering/Mitigation	a. Mitigate potential negative impacts from transportation system	OP to 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.
	b. Protecting the airport from incompatible land uses	OP to 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).
Healthy Community	a. Reduce greenhouse gas through transportation choices	Refer to issues/recommendations under "Natural Environment."
	b. Encouraging walking and cycling through neighbourhood standards	OP to 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.

2.2 Consolidated List of Further Studies to Support the City of Windsor Official Plan Review

A number of areas need further examination, as noted in the individual Looking Back Summary Reports. The process for future studies will be further developed during the Moving Forward and Advancing Windsor's Vision phases of the Official Plan project. The studies are (those needed immediately to address the Provincial Policy Statement are highlighted in bold):

- **Detailed study of intensification and brownfield opportunities;**
- **Detailed study of residential land needs, housing projections, affordable housing targets, and land supply requirements;**
- **Detailed study of employment land needs (including employment projections taking into account current economic shifts);**
- **Detailed study of regional commercial systems to identify the hierarchy of warranted retail and commercial floor space;**
- Detailed study of density targets for built-up areas and areas for new development (residential and employment density);
- Detailed study towards establishing a complete natural heritage system (including reporting requirements for future environmental analyses and setbacks for development from natural features);
- Detailed study of baseline urban forest (tree) coverage and targets for future forest cover;
- Detailed study of flood prone areas;
- City-wide servicing study to identify existing and future infrastructure needs;
- Study to define the requirements for servicing analyses required for a variance, site plan and plan of subdivision applications;
- Study to define the appropriate conditions to be applied to zoning approvals;
- Creation of additional urban design guidelines (to be prepared by a qualified Urban Designer); and,
- Creation of neighbourhood design standards (prepared by a qualified professional) in order to establish standards to facilitate pedestrian, cycling, and transit.

3.0 Next Steps

This report serves as the Synthesis Report of all issues and further studies identified for the “Looking Back” phase of the Windsor Official Plan Review project. Reference can be made to the individual Looking Back Summary Reports for the detailed discussions on which the Synthesis Report is based.

The next step in the process will be to complete a *Linkages Report* to identify how the Community Strategic Plan and Official Plan play a central role in guiding the future of the City of Windsor, with the support of a variety of other master plans. 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 specific planning policy 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

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