

# 1. Introduction

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This chapter was amended as part of Official Plan Amendment #85 as part of a 5-year review of the Official Plan. Official Plan Amendment #85 was approved by the Ministry of Municipal Affairs and Housing on 08/28/2013.

## 1.0 The City of Windsor

### INTERNATIONAL GATEWAY

The City of Windsor, Canada's southernmost city is situated on the south shore of the Detroit River and Lake St. Clair. The city is strategically located at the centre of the Great Lakes basin directly across from Detroit, Michigan (Map 1). As the chief port of entry between Canada and the United States, Windsor is an international gateway for people and commerce.

**Map 1: Geographic Location of the City of Windsor**



### REGIONAL CENTRE

Windsor is the main employment, population and cultural centre in the Essex Region consisting of the City of Windsor, Essex County and Pelee Island. As such, the well-being of the region is closely linked to the activities that occur within Windsor.

### UNIQUE NATURAL ENVIRONNMENT

Windsor's relatively flat topography lies within the Little River, Turkey Creek and Detroit River watersheds. The mild climate of the area provides Windsor with a natural environment of Carolinian forests and Prairie ecosystems that is unique in Canada.

<i>RICH HISTORY</i>	Windsor is the oldest continuous European settlement in Ontario, with roots going back to 1728 and the founding of a Jesuit mission near present day Assumption Church. From these beginnings, Windsor grew from a collection of French farmsteads along the Detroit River into four major communities.
<i>FOUNDING COMMUNITIES</i>	In 1797, the original town site of Sandwich was established as a fur-trading post and quickly grew to become the seat of government and courts for the region. By 1836, regular ferry service from Detroit to the foot of present day Ouellette Avenue led to the development of the area's second community, the Village of Windsor, which rapidly overtook Sandwich as the largest community in Essex County with the arrival of the railroad in 1854. To the east, Hiram Walker founded Walkerville in 1858 as a company town complete with a distillery, farms, stores and houses. Less than 50 years later, the Ford Motor Company of Canada created Ford City just east of Walker's distillery establishing Windsor as the automotive capital of Canada.
<i>CITY OF NEIGHBOURHOODS</i>	The City of Windsor currently covers approximately 146.9 square kilometres. The present boundaries of the municipality are the result of amalgamations and transfers of land from adjacent communities, principally in the 1930s and 1960s as well as the recent Tecumseh land transfer of 2003. Windsor is a city of neighbourhoods with greater future opportunities for community development.
<i>PLANNING AREAS</i>	To facilitate future planning within Windsor, the municipality is currently divided into a total of 20 planning districts. The 20 existing planning districts range in size from slightly more than 200 hectares to approximately 2,532 hectares (refer to Schedule A - Planning Districts & Policy Areas). These planning districts or parts of them, and the newly transferred lands will provide the basis for developing more detailed planning policies.

## 1.1 Key Trends and Forecasts

A number of trends and outlooks provide the basis for this Official Plan and will continue to significantly influence the development of Windsor throughout the 20 year period of this Plan and beyond. They are summarized as follows:

### 1.1.1 Population

<i>CANADA CENSUS AND NATIONAL HOUSEHOLD SURVEY</i>	The Canada Census and National Household Survey are conducted every 5 years and represent the primary source of demographic data used to prepare population, housing and employment projections. At the time of this update to the Official Plan, 2 of 4 scheduled 2011 Canada Census data releases have occurred and 0 of the 3 scheduled 2011 National Household Survey data releases have occurred. The data required to update population projections using the 2011 Canada Census is not yet available so the 2006 population projections have
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been used in this Official Plan update.

*GROWTH*

The City of Windsor's population was 216,473 in 2006 and declined to 210,891 in 2011. Between 1966 and 2006 the city's population remained relatively stable averaging slightly less than 200,000 persons. The 2006 Official Plan projections for the year 2026 anticipated the total projected population to reach between 243,809 and 264,827. Since 2001, international migration to Windsor has declined due to the restructuring of the North American manufacturing economy that resulted in fewer employment opportunities.

Low population and job growth levels are anticipated through 2016 and a return to historical growth levels is projected through 2026 as the North American economy completes its restructuring. Between the years 2006-2026, Windsor-Essex is projected to grow by about 52,000 persons and by about 31,000 new residential units. For the same period, the population of Windsor is expected to grow by about 27,000 persons and about 17,000 new residential units.

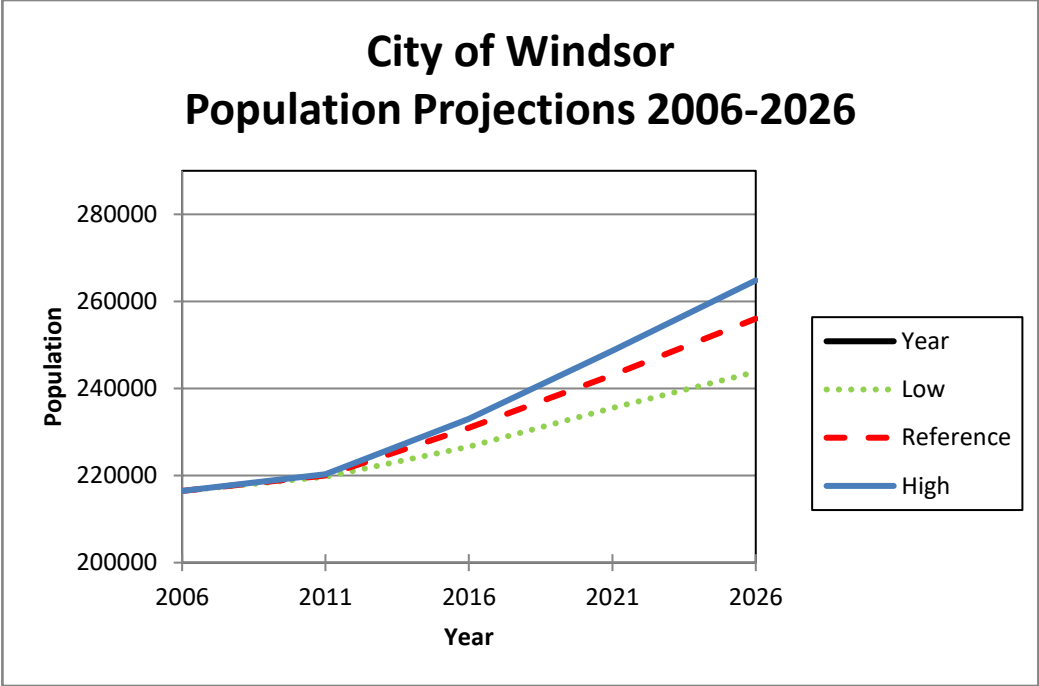
*GROWTH  
FORECAST*

Designation of additional lands for residential and commercial uses will be tied to increased population growth. Windsor is forecast to experience lower growth than historical levels through 2016. By 2016, it is forecast that Windsor will have completed most of the economic restructuring from a heavy manufacturing community to a light and advanced manufacturing community. Following the creation of new jobs, Windsor will start to see an increase in residential growth. Windsor presently has a substantial oversupply of lands available for commercial development. As population growth occurs, opportunities will arise for new commercial opportunities through redevelopment in land with existing commercial designations.

*C.M.A.  
SHARE*

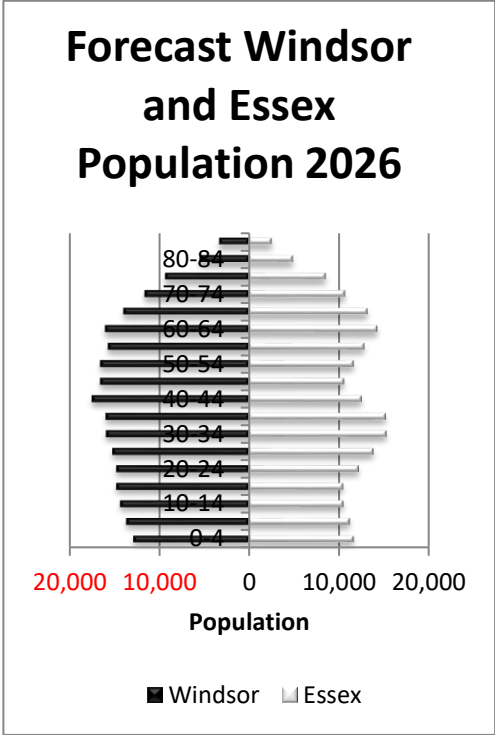
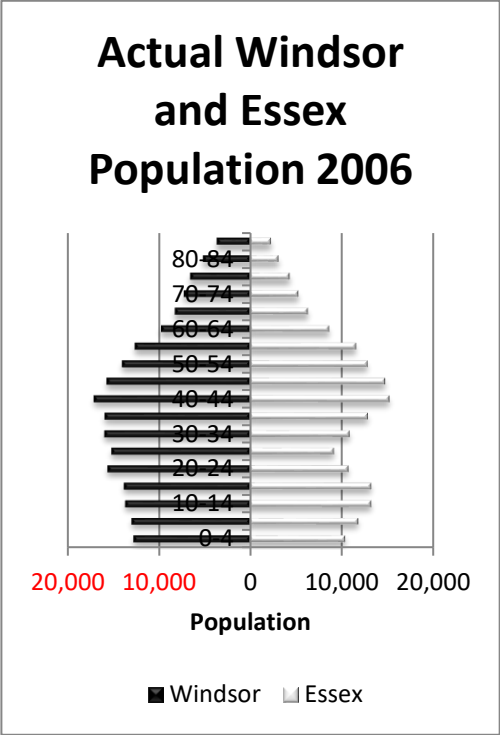
Windsor's share of the census metropolitan area's population has gradually declined since 1966 as the other metropolitan municipalities have developed. Over the next twenty years, however, Windsor's share is anticipated to stabilize and the surrounding CMA municipalities accommodate peripheral growth, particularly in the Towns of LaSalle, Tecumseh and Lakeshore. It is estimated that 52.6% of the population growth in Windsor-Essex will be within the City of Windsor throughout the 20-year planning period.

It is recognized that the City of Windsor and the County of Essex estimates of the share of population growth in the Windsor-Essex Area differ. The split is larger at the start of the planning period however, it is estimated that the projections of the City and County will be more in line at the end of the twenty year planning period. The City and County will continue to consult with one another to coordinate population, housing and employment projections in the Windsor-Essex Region, and consult on matters of mutual interest and concern, in keeping with the policies of Section 10.5 of this Plan.



*POPULATION  
STRUCTURE*

The estimated largest segment of Windsor 2006 population is between years 40-44. By 2026, it is projected that the largest group of Windsor’s population will be between 60-64 years of age.



*DECLINING  
CHILD  
POPULATION*

The percentage of children in Windsor aged 0 to 19 years has decreased significantly over the levels experienced in the 1960s and 1970s. This is in keeping with the national trend. The only moderate growth in this group occurred during the late 1980s and early 1990s. Proportionately fewer children are anticipated to reside in Windsor from the turn of the century onward due to the combination of low fertility rates and the aging of the population. Child population in Windsor is forecast increase by about 2,300 people through 2026. The overall percentage of the population will decline slightly from 25% in 2006 to 23% in 2031.

*YOUNG ADULT  
POPULATION*

The number of people living in Windsor in the 20 to 44 age group steadily increased from the 1970s to the mid-2000's. The numbers within this age group are expected to decline by approximately 500 over the next twenty years which represents a decline as a percentage of the total population from 37% to 33% by 2026. This decline is anticipated because of the trend in lower fertility rates in the Canadian population.

*MATURING  
ADULT  
POPULATION*

The proportion of persons aged 45-64 years of age is expected to grow by over 12,000 persons from 24 percent of the population in 2006 to 27% of the population by 2026. The largest age group for the year 2026 is expected to be the age group 60 to 64. As the population of Windsor matures, this age group will decline and there will be an increase in the older population cohorts. An increase in this age group should result in continued household growth and demand for both "move up" and "move down" housing and housing suitable for seniors.

*SENIORS  
BOOM*

There will be substantial growth in the 65 to 84 age group between the years 2011 and 2026. Significant growth in Windsor's senior population became more and more evident by the year 2010 at which time the first of the "baby boomers" will be entering the 65 plus age group. The proportion of the population aged 65 and over is expected to grow from 14% of the population in 2006 to 18% in 2026. This group will show the largest increase in numbers adding over 13,000 persons between 2006 and 2026, representing an increase of 48% over 2006. At this time it appears that the tail end of the Baby Boomers will be the larger part of the Boom, holding the majority of the population by 2021 in the 55 to 59 age group, however the largest age group in 2021 is expected to be the between 50 and 54 within the Maturing Population.

*ELDERLY*

The 85+ age group is forecast to decline in Windsor from about 3,700 to 3,400 people between 2011 and 2026. The 85+ age group is then expected to increase by 2031 and for the next decade as the Seniors Boom continues to age. This is important to note because it demonstrates that Windsor needs to plan for the accessibility and locational needs of an aging population.

### 1.1.2 Housing

#### *HOUSING STOCK*

As of 2006 approximately 45 percent of the housing in Windsor was constructed prior to 1960. These homes are being maintained or renovated to ensure that they continue to provide adequate shelter for many years to come.

#### *DECREASING HOUSEHOLD SIZE*

The average number of persons per household in Windsor has steadily decreased from 3.0 to 2.42 between 1976 and 2006. This change is primarily a result of a decrease in the average number of children per family and an increase in the number of single parent families. Over the next twenty years, it is projected that the size of households will decrease further to 2.3 persons.

#### *PROJECTED HOUSING DEMAND*

In 2006, the total number of dwellings in Windsor was 88,470. It is estimated that by the year 2026 there will be the need for approximately 105,000 dwelling units. A factor in the future demand is that Windsor-Essex is one of the most affordable places to live in Ontario and Canada. In 2006 it was estimated that approximately 70% of all required units are projected to be low density, 15% medium density and 15% high density.

#### *AFFORDABLE RENTAL HOUSING*

In Windsor and Essex County, the lowest 60<sup>th</sup> percentile of household income is \$39,500, based on income data from the 2006 Canada Census. Housing that is affordable to tenant households with at least \$39,500 of income in 2006 dollars. Affordable rent at this income level is \$990, and the following list represents the average rent by bedroom count:

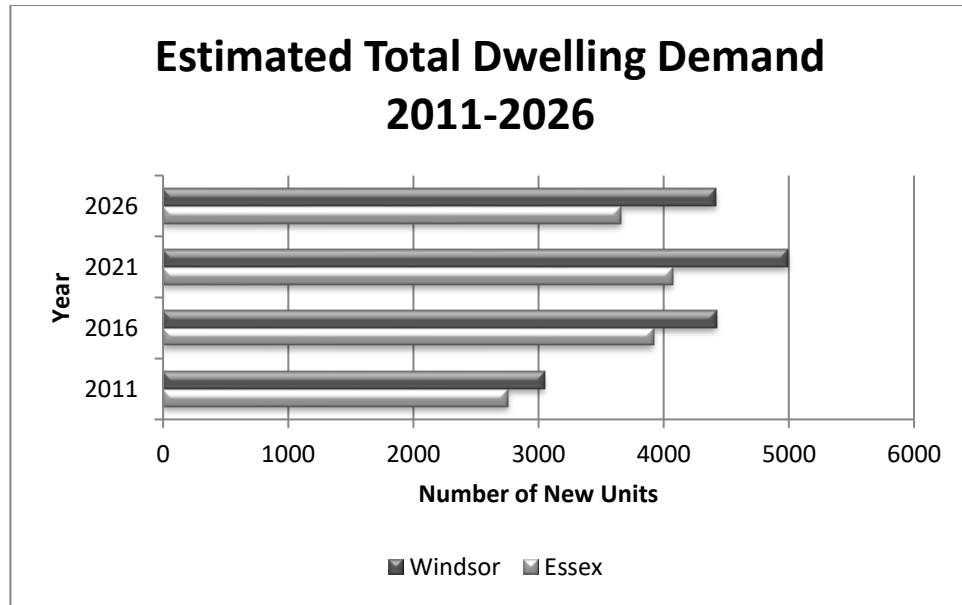
- (i) Bachelor: \$497;
- (ii) 1-Bedroom: \$647;
- (iii) 2-Bedroom: \$772; and
- (iv) 3-Bedroom: \$994.

#### *AFFORDABLE OWNERSHIP HOUSING*

In Windsor and Essex County, the average house resale price was \$163,000 in 2006. Based on the Provincial Policy Statement (2005), an affordable home ownership price in Windsor and Essex County is 10% below the average resale price which represents a value of \$146,700 in 2006 dollars.

#### *AFFORDABLE HOUSING TARGET*

A minimum of 23% of housing in Windsor shall be affordable to a range of income groups.



### 1.1.3 Employment

#### *REGIONAL CENTRE*

Windsor is the major employment centre for the census metropolitan area. More than 76% of the labour force in the census metropolitan area work and live in Windsor. Over the next twenty years, Windsor will continue to provide a significant amount of new employment opportunities to persons living within the census metropolitan area.

#### *INCREASING EMPLOYMENT*

Windsor is the centre for Canada’s automotive industry and is an emerging green energy manufacturing centre. Windsor has had considerable success diversifying its employment base, with traditional heavy manufacturing, light and advanced manufacturing, logistics and the tourism and hospitality sector. As the restructuring of the North American economy continues, significant employment growth is anticipated to occur in the light and advanced manufacturing and logistics sectors with total employment expected to increase from about 120,000 jobs in 2006 to 142,000 jobs by 2026.

#### *REGIONAL EMPLOYMENT CENTRES*

Major employers within Windsor are clustered in manufacturing and commercial nodes across the city. It is anticipated that this trend will continue with additional nodes being developed to accommodate new and expanded employers particularly in the vicinity of Windsor International Airport, and the Sandwich South, Forest Glade and Devonshire Planning Districts.

### 1.1.4 Land Supply

#### *RESIDENTIAL LAND*

In 2006, housing projections identified residential land needs of approximately 935 hectares over the twenty planning period. In 2006, Windsor had 1495 hectares of vacant designated residential lands. These 1495 hectares of land represent a 32-year supply of residential land that can accommodate between approximately 28,000 to approximately 34,000 new units, depending on the density of residential development.

#### *EMPLOYMENT LAND*

In 2006, employment projections identify employment land needs between 400 to 500 hectares over the twenty-year planning period. The addition of 1036 hectares of Future Employment Area lands transferred from the Town of Tecumseh should be sufficient to accommodate growth through the 20-year planning period.

#### *COMMERCIAL LAND*

In 2006, commercial projections identify that Windsor has a potential supply of almost 3,500,000 square feet of gross leasable area (GLA) within existing commercial designations. By 2010, this figure increased to approximately 4,400,000 square feet of GLA due to additional vacancies in commercial sites. Through 2026, Windsor is projected to need up to approximately 4,100,000 square feet of GLA. The existing supply of commercial lands should be sufficient to accommodate growth through the 20-year planning period.

## 1.2 Windsor's Official Plan

#### *WINDSOR'S OFFICIAL PLAN*

This document constitutes the Official Plan for the City of Windsor. This Plan was originally approved in 2000 and replaces the Official Plan of the City of Windsor Planning Area adopted in 1972 and subsequently amended. In 2006, the City undertook a five year review of the Plan which resulted in a series of amendments. The amendments revise various Sections of the Plan and ensure policy consistency between the approved City of Windsor Official Plan and the Provincial Policy Statement 2005 (PPS).

#### *PURPOSE OF AN OFFICIAL PLAN*

The purpose of an Official Plan is to provide guidance for the physical development of a municipality over a 20 year period while taking into consideration important social, economic and environmental matters. As such, the City of Windsor Official Plan provides the policy framework that will guide:

- where new development can locate;
- how existing and future neighbourhoods will be strengthened;
- how Windsor's environment will be enhanced;
- what municipal infrastructure, such as roads, watermains, sewers and parks, will be provided; and
- when and in what order Windsor will grow.

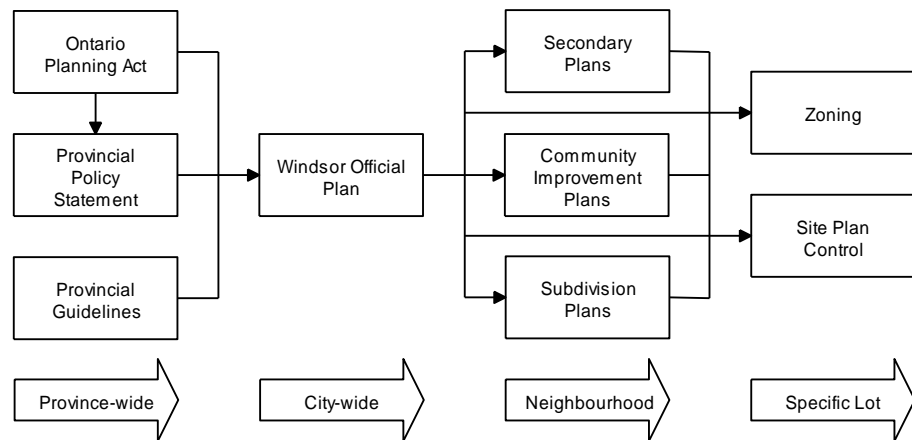


Furthermore, the Planning Act provides that no public works shall be undertaken and, except as provided in the Act, no by-law passed for any purpose by the Municipality that does not conform with the Official Plan.

#### HIERARCHY OF PLANNING MECHANISMS

An Official Plan is a policy document adopted by Council under the provisions of the Ontario Planning Act (see Figure 1). As such, it reflects matters of provincial interest and applies to the entire city. Using the Plan as a guide, Council may also adopt more detailed planning policies such as secondary plans and community improvement plans for specific neighbourhoods and direct the development of new subdivisions. The use and development of individual parcels of land is also influenced by the Plan policies that establish more specific regulatory measures including subdivision, zoning and site plan control.

**Figure 1 - Hierarchy of Planning Mechanisms**



**5 YEAR REVIEW** Under the Planning Act, Official Plans are required to be reviewed at intervals of not less than once every five years after the approval of the previous 5 Year Review. This review ensures the Plan remains relevant to the changing circumstances within Windsor and to provincial legislation, policies and appropriate guidelines.

### 1.3 Organization of the Plan

#### PARTS OF THE PLAN

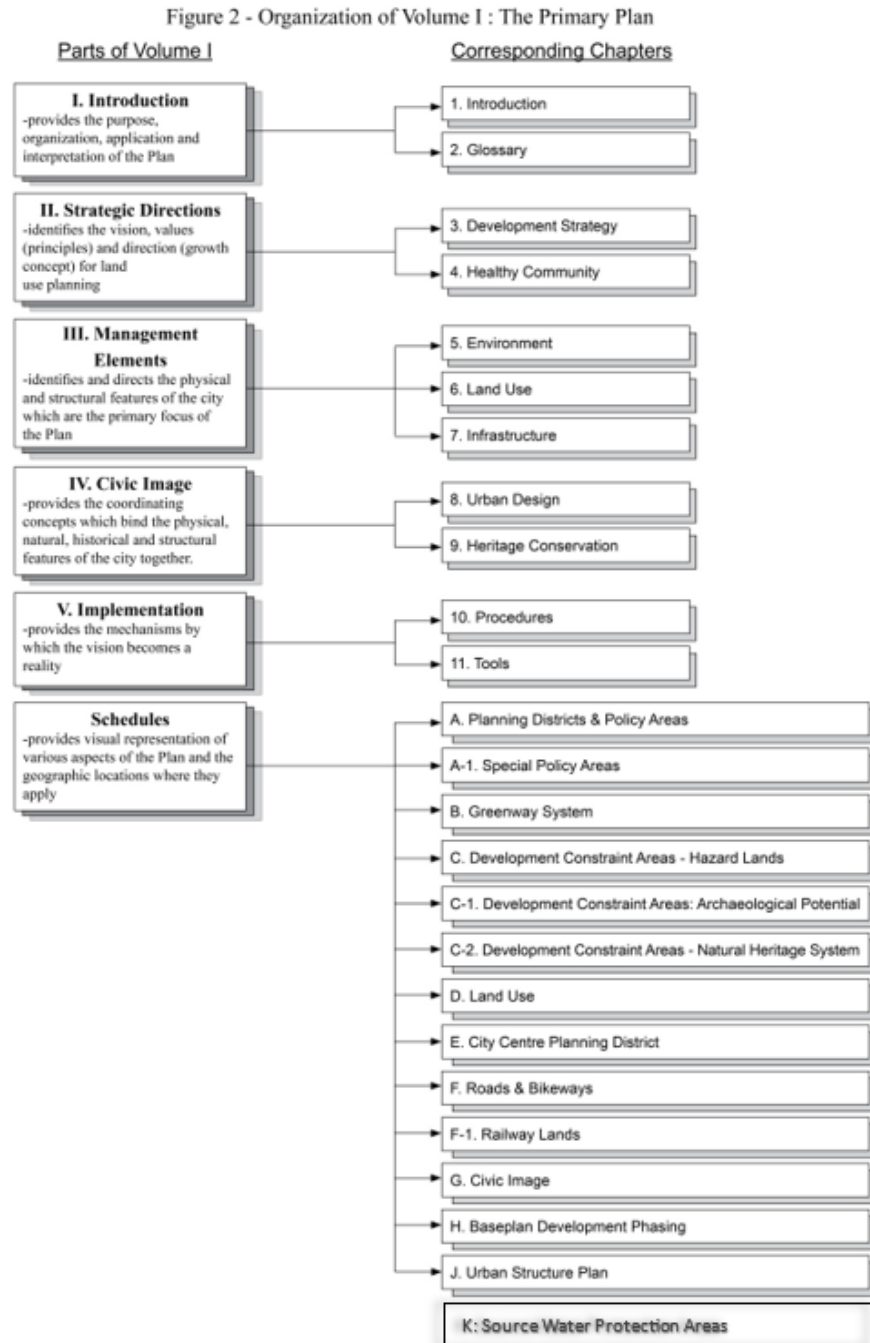
The Official Plan for the City of Windsor consists of three volumes: Volume I: The Primary Plan, Volume II: Secondary Plans and Special Policy Areas, Volume III: Right-of-Way Width Schedule, and Volume IV: Appendices. All parts and schedules of Volume I, except the sketches contained in Chapter 8: Urban Design, constitute part of the Official Plan. All parts and schedules of Volume II constitute a part of the Official Plan unless otherwise indicated in that volume. All parts and schedules of Volume III constitute a part of the Official

Plan unless otherwise indicated in that volume. Volume IV does not constitute part of the Official Plan.

- VOLUME I*      Volume I is the Primary Plan. It addresses city-wide policy matters and with the exception of the City Centre Planning District section which has a geographic focus, is organized on a broad-based issue basis. This volume is divided into five major parts which include the Introduction, Strategic Directions, Key Management Elements, Civic Image and Implementation. Supporting schedules are included for interpretation purposes.
- VOLUME II*      Volume II contains two sections—Secondary Plans and Special Policy Areas. The text and schedules of this volume of the Official Plan are adopted as formal amendments to the Plan and provide a finer degree of policy direction for selected planning districts, neighbourhoods or other sub-areas throughout Windsor. Supporting schedules are included for interpretation purposes.
- VOLUME III*      Volume III is the Right-of-Way Width Schedule ‘X’. The contents supplement information contained in Volumes I and II of the Plan.
- VOLUME IV*      Volume IV contains appendices of supporting reference material to Volumes I, II and III. The appendices do not constitute part of the Official Plan. Rather, they provide general background information and statistics on specific planning districts, neighbourhoods or any other sub-area as it relates to environment, land use, urban design, heritage conservation and similar matters as set out in Volumes I, II and III.

## Figure 2 - Organization of Volume I: The Primary Plan

(AMENDED BY OPA 113, 28/09/17, B/L 129-2017, B/L 130-2017 and B/L 131-2017 )



## 1.4 Using the Official Plan

### *USING THE OFFICIAL PLAN*

This Official Plan has several interrelated parts which must be read together in order to determine the policies and designations that apply to all parcels of land, and municipal infrastructure undertakings or by-law.

### 1.4.1 Area or Parcel of Land

(AMENDED BY OPA 113, 28/09/17, B/L 129-2017, B/L 130-2017 and B/L 131-2017 )

### *AREA OR PARCEL OF LAND*

The following process is suggested to determine the land use designations that apply to, or impact on, an area or parcel of land:

- 1) review Schedule A: Planning Districts & Policy Areas to determine the planning district that the subject property is located within and determine, through discussions with City of Windsor Planning Division staff, if the planning district is subject to a secondary plan, special policy or any other planning study contained in Volume II;
- 2) locate the subject property on Schedule A-1: Special Policy Areas to identify Off-Street Parking policies on Traditional Commercial Streets and areas in the vicinity of Traditional Commercial Streets to the property;
- 3) locate the subject property on Schedule B: Greenway System to identify environmental and recreational opportunities on or in proximity to the property;
- 4) locate the subject property on Schedule C: Development Constraint Areas to identify potential development constraints on or in proximity to the property;
- 5) locate the subject property on Schedule C-1: Archaeological Potential to identify potential development constraints on or in proximity to the property;
- 6) locate the subject property on Schedule C-2: Provincially Significant Natural Features to identify potential development constraints on or in proximity to the property;

- 7) locate the subject property on Schedule D: Land Use or Schedule E: City Centre Planning District Land Use to determine, in consultation with the Planning Division, the land use designation(s) on and adjacent to the property;
- 8) locate the subject property on Schedule F: Roads & Bikeways to identify the nature of the cycling and road systems in the area;
- 9) locate the subject property on Schedule F-1: Railways to identify potential development constraints on or in proximity to the subject property;
- 10) locate the subject property on Schedule G: Civic Image to identify urban design and heritage opportunities on or adjacent to the property;
- 11) review Part III: Management Elements to determine the environmental, land use and infrastructure goals, objectives and policies affecting the property;
- 12) review Part IV: Civic Image to determine how the urban design and heritage conservation goals, objectives and policies affect the property;
- 13) if the property is subject to a secondary plan or any other planning study, that plan or study should also be reviewed in order to determine how it affects the property (refer to Volume II); and
- 14) Review Volume III, Schedule 'X' to determine if the subject property is subject to additional right-of-way width requirements.

*CONSULT THE  
PLANNING  
DIVISION*

In determining which land use designations, development constraints and policies affect the subject property, proponents are encouraged to consult the City of Windsor Planning Division.

#### **1.4.2 Municipal Infrastructure Undertaking or By-law**

(AMENDED BY OPA 113, 28/09/17, B/L 129-2017, B/L 130-2017 and B/L 131-2017 )

*MUNICIPAL  
UNDERTAKING*

The following process is suggested to determine the goals, objectives and policies that apply to a municipal infrastructure undertaking or by-law:

- 1) review Part II: Strategic Directions to determine the vision, values (principles) and direction (growth concept) for Windsor;
- 2) review Schedule A: Planning Districts & Policy Areas to determine, through discussions with the City of Windsor Planning Division, if the planning district(s) where the municipal infrastructure undertaking or by-law is in/affecting is subject to a secondary plan, special policy or any other planning study contained in Volume II;
- 3) locate the subject property on Schedule A-1: Special Policy Areas to identify Off-Street Parking policies on Traditional Commercial Streets or in areas in the vicinity of Traditional Commercial Streets to identify potential development constraints on or in proximity to the subject property;
- 4) review Schedule B: Greenway System to identify environmental and recreational opportunities on or in proximity to the property that may be incorporated into the municipal infrastructure undertaking or by-law;
- 5) review Schedule C: Development Constraint Areas to identify any constraints to development which may apply to the proposed infrastructure undertaking or by-law;
- 6) locate the subject property on Schedule C-1: Archaeological Potential to identify potential development constraints on or in proximity to the property;
- 7) locate the subject property on Schedule C-2: Provincially Significant Natural Features to identify potential development constraints on or in proximity to the property;
- 8) review Schedule D: Land Use or Schedule E: City Centre Planning District to determine, in consultation with the City of Windsor Planning Division, the land use designation(s) on and adjacent to the municipal infrastructure undertaking or area the by-law will affect;

- 9) review Schedule F: Roads & Bikeways to identify the existing and planned transportation system that may be affected by the municipal infrastructure undertaking or by-law;
- 10) locate the subject property on Schedule F-1: Railways to identify potential development constraints on or in proximity to the subject property;
- 11) review Schedule G: Civic Image to identify urban design and heritage opportunities on or adjacent to the municipal infrastructure undertaking or area that the by-law will affect;
- 12) review Part III: Management Elements to determine the environment, land use and infrastructure goals, objectives and policies affecting the municipal infrastructure undertaking or by-law;
- 13) review Part IV: Civic Image to determine how the urban design and heritage conservation goals, objectives and policies affect the municipal infrastructure undertaking or by-law;
- 14) review Part V: Implementation to identify the procedures and tools goals, objectives and policies affecting the municipal infrastructure undertaking and/or by-law;
- 15) if the property is subject to a secondary plan or any other planning study, that plan or study should also be reviewed in order to determine how it affects the municipal infrastructure undertaking or by-law; and
- 16) Review Volume III, Schedule 'X' to determine if the subject property is subject to additional right-of-way width requirements.

*CONSULT THE  
PLANNING  
DIVISION*

In determining which land use designations, development constraints and policies affect the municipal infrastructure undertaking or by-law, proponents are encouraged to consult the City of Windsor Planning Department.

## 1.5 Amendments to the Official Plan

### *LABELLING AMENDMENTS*

All amendments to the Official Plan will be labelled in the Plan. The label contains the amendment number and approval date, in a month/day/year format. The approval date is the date that the amendment was approved by the “Declaration of the City Clerk”, pursuant to Section 17 (28) of *The Planning Act* or by OMB order if the amendment was appealed.

### *TEXT AND SCHEDULES*

The labels will be located directly in this Plan at the point where the amendments were made. For text changes; labels after the section heading indicate that the entire section has been amended; otherwise the specific text changes are labelled. Amendments to the schedules are labelled directly on the appropriate schedule, either as a reference note or as a graphic label on the schedule.