Welcome
to the open house!

Interim Control By-law for Off-street Parking in Traditional Commercial Streets
Land Use Study Phase 1

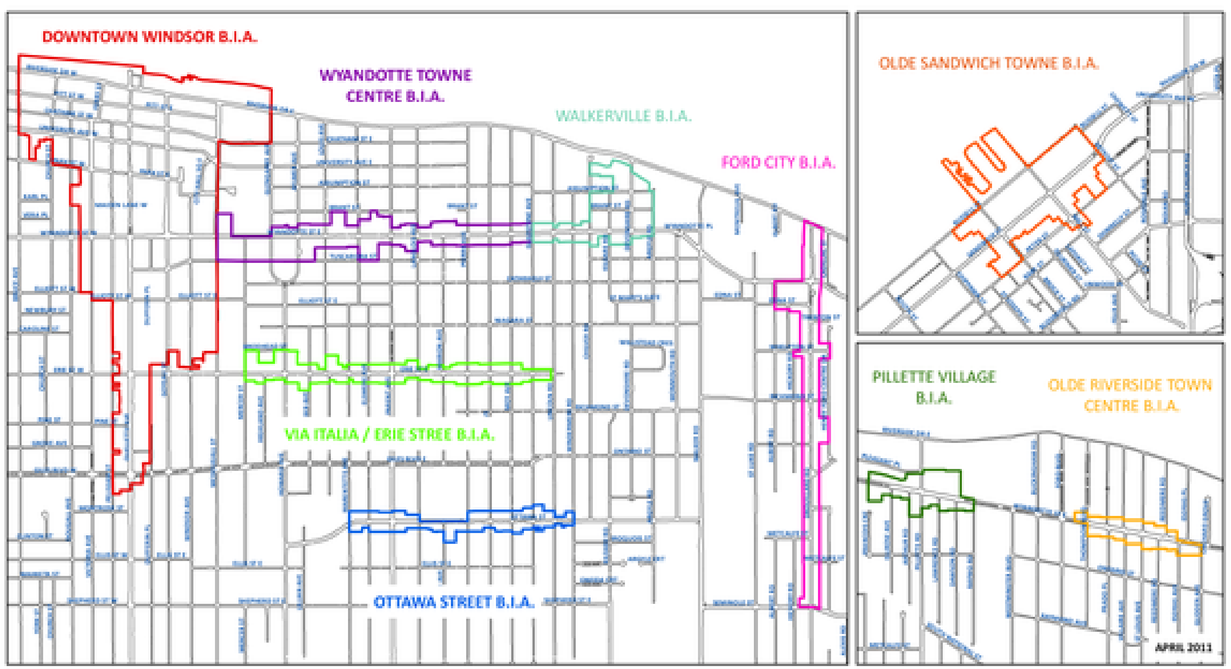
Wednesday, May 24, 2017
4:00pm to 7:00pm
400 City Hall Square East, Room 401

BACKGROUND

Background Information on the Interim Control Bylaw

The *Planning Act* permits a municipality to pass interim control by-laws temporarily prohibiting the use of land, buildings or structures (i.e. 'freezing' certain types of development) for up to two years. Interim Control By-laws 126-2015, 127-2015, and 142-2015, prohibiting new or expanded parking areas within Business Improvement Areas (BIA), were adopted by Council in 2015. The purpose of the by-laws is to provide Administration with an opportunity to conduct a land use study reviewing policy and regulations affecting off-street parking areas and provide recommendations to City Council.

BUSINESS IMPROVEMENT AREA IN THE CITY OF WINDSOR



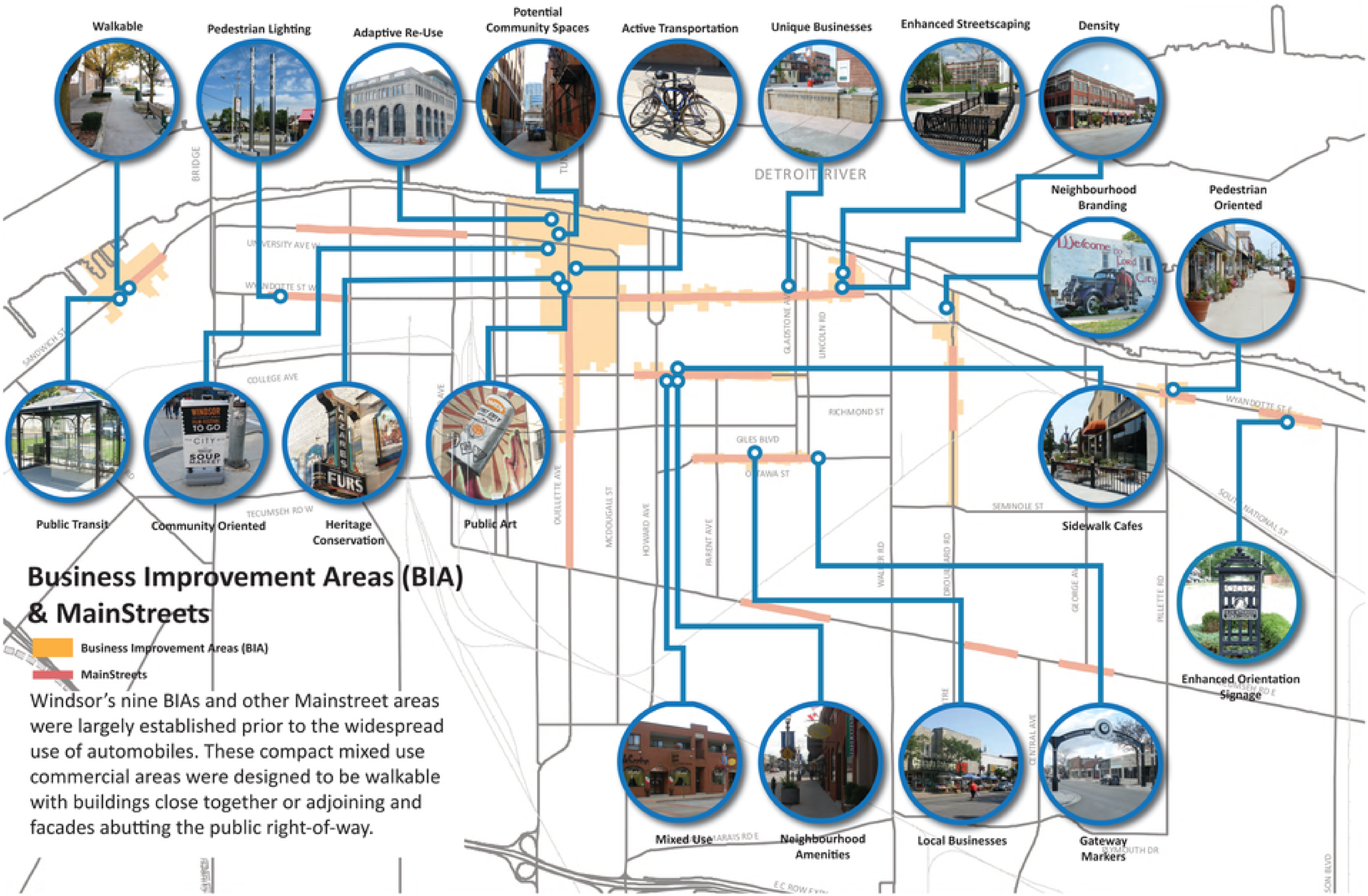
In 2016, Council amended the study's terms of reference to include Mainstreet areas. The terms of reference are:

a) *An overview of Official Plan policy and other municipal policy that provides direction with respect to off-street parking areas and built form within BIAs and mainstreet areas;*
b) *A review of current Zoning By-law regulations and other municipal by-laws that regulate parking areas and built form within BIAs and mainstreet areas;*
c) *Field work to examine parking areas and 'main street' built form with each of the City's BIAs and mainstreet areas;*
d) *Consultation with BIAs and affected property owners; and*
e) *An analysis of options and recommendations related to off-street parking and mainstreet areas.*

Council extended the Interim Control Bylaws for an additional year (i.e. until September 6, 2017) via By-law 136-2016. The land use study assumes there will continue to be demand for off-street parking and focuses on **where** and **how** to accommodate parking areas while ensuring the unique built form and character of each BIA and other Mainstreet areas remain intact and continues to support the vitality of businesses within these areas.

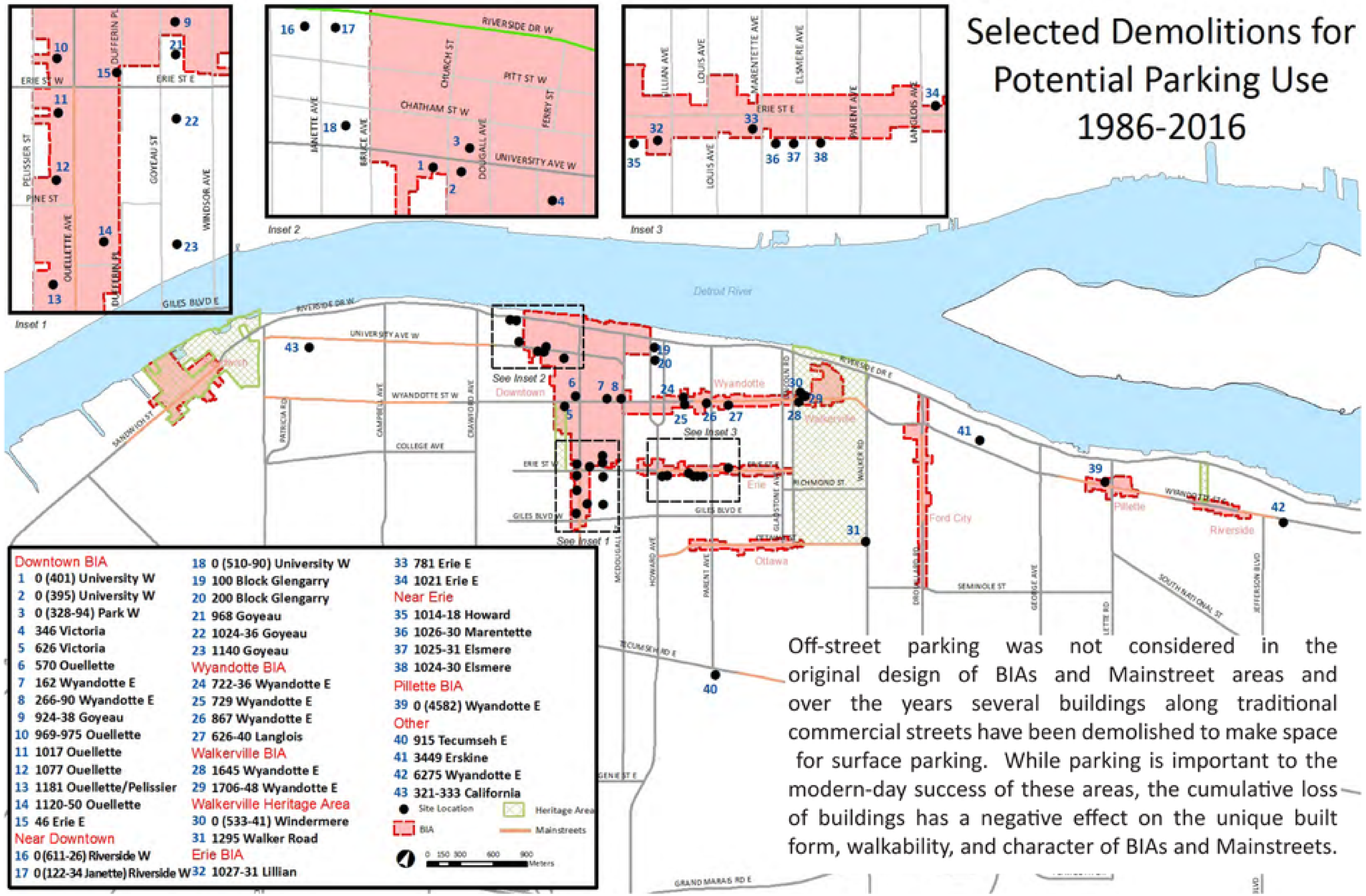
This Open House is an important part of Phase 1 of the project which provides background information and seeks public input.

MAINSTREETS & BIAs



Windsor's nine BIAs and other Mainstreet areas were largely established prior to the widespread use of automobiles. These compact mixed use commercial areas were designed to be walkable with buildings close together or adjoining and facades abutting the public right-of-way.

DEMOLITIONS FOR PARKING



OFFICIAL PLAN (OP)

The Official Plan (OP) is a policy document which guides the physical (re)development of the City over a 20-year time horizon. Here are some land use and design policies applicable to BIAs and Mainstreet areas.

Mainstreets

The OP identifies 'Mainstreets' on Schedule G-Civic Image. The majority of Mainstreets identified in the OP are BIAs, while also including stretches of University Avenue West, Wyandotte Street West, Tecumseh Road East, and Wyandotte Street East near Lauzon Road. Mainstreets are defined as areas with a diverse mixture of commercial, residential and other land uses; pedestrian activity along the streetscape; and unique surrounding neighbourhoods. They are recognized as areas with unique built form, and with higher quality of design and streetscaping within the public realm.

Built Form

The Built Form policies states that *"Council will require new development to support the creation of continuous building facades along Mainstreets through the street level presence of:*

(a) community facilities, retail shops, and other frequently visited uses; and

(b) architectural features and elements which can be experienced by pedestrians."

Other policies Built Form policies include:

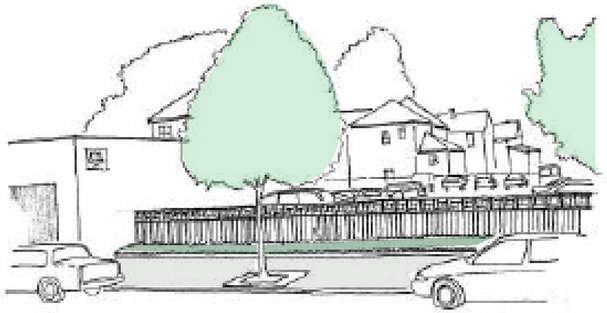
"Functions which do not directly serve the public, such as loading bays and blank walls, should not be located directly facing the street".

"Council will not allow the interruption of continuous building facades for driveway access unless no other reasonable alternative exists." This policy does however allow the strategic interruption of continuous building facades for pocket parks, plazas, or other open spaces that support street activity.

Streetscape

Some OP policies speak to mitigating effects of and reducing the scale of surface parking lots, by encouraging:

- the partial screening of surface parking lots;
- the reduction in scale of large surface parking lots; and
- avoiding large expanses of surface parking fronting the street.



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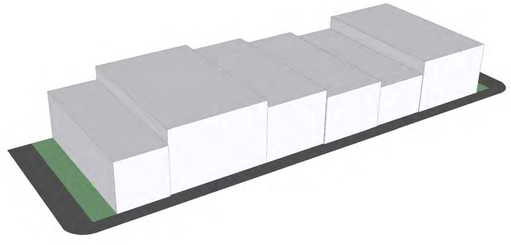
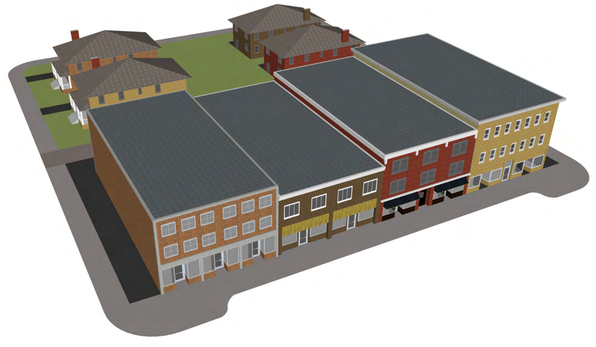




Commercial Corridor

A small portion of the study area is designated 'Commercial Corridor' (i.e. Pillette Village BIA and portions of Tecumseh Road East). The commercial corridor policies only permit commercial uses (e.g. retail, service, entertainment, and office). It also encourages "*development to provide a continuous street frontage and presence*" and "*locate the buildings at the street frontage lot line with parking accommodated at the rear of the site*".

Mixed Use

The majority of BIAs and most other identified 'Mainstreets' areas are designated for 'Mixed Use' within the OP. Lands designated Mixed Use are compact nodes and linear corridors of commercial, office, institutional and residential uses. These areas are intended to be focal points of the surrounding community and "*designed with a pedestrian orientation and foster a distinctive and attractive area identity*".

The OP encourages at least one building wall to be located on an exterior lot line and oriented toward the street to allow direct sidewalk pedestrian access from the public right-of-way. Guidelines also encourage parking and loading areas to be located at the rear of buildings where they do not significantly interrupt the pedestrian circulation or traffic flow, and discourage mid-block vehicular access to properties.

The policies also allow Council to establish off street parking standards that recognize and support the use of public transportation and/or shared parking arrangements (e.g. calculate parking requirements for entire mixed use area vs. individual uses/properties).

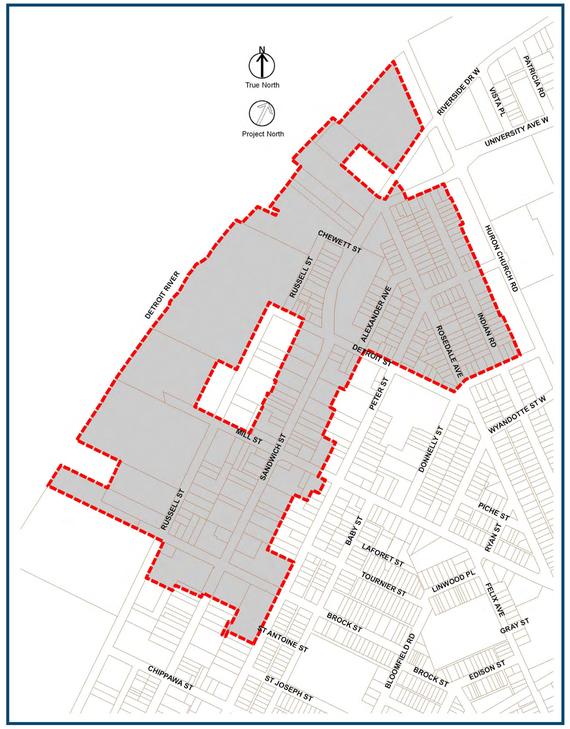
City Center Planning District

The City Center Planning District is a special area in the City with its own policies different from other parts of the City. The majority of the City Centre is designated for mixed use with residential uses along the edges and hospitality, entertainment, and institutional uses located close to the riverfront. It encourages *"long term parking areas to be incorporated within new development either above or below grade, so as to minimize the amount of surface parking in the City Centre Planning District".*

The City Centre mixed use policies are similar to those applicable to other areas of the City. Entertainment/Hospitality policies include design guidelines considering *"the development design provides a continuous street presence by the clustering of individual business entrances at the street level and sidewalk ensuring a pedestrian orientation", and "the provision of landscaping or other buffers to enhance all parking lots...".*

SANDWICH AREA

Sandwich Policies & Regulations



Map of the Sandwich Heritage Conservation District

The Olde Sandwich Towne BIA falls within the boundary of the Sandwich Heritage Conservation District (HCD), and the Olde Sandwich Towne Community Improvement Plan—Commercial Core Target Area, and has special policies under the OP.

Policies include the prohibition of front yard parking, and direction for new parking areas to be located in the side or year yard, as well as the screening of parking areas to minimize the negative impact of parking onto the streetscapes.

Urban design measures such as fencing and shrubs can help buffer parking adjacent to sidewalk edges

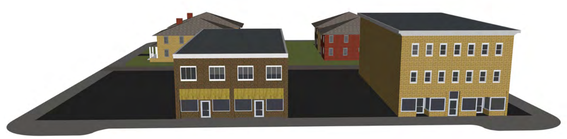
There are also policies regarding the demolition of existing buildings and structures, and required heritage alteration permits for any proposed alterations visible from the street or other public spaces, including the creation or expansion of any off-street parking lots.

Where there is a conflict, under authority by the *Ontario Heritage Act*, the Sandwich HCD Plan prevails over any other municipal by-law to the extent of the conflict. Any proposed off-street parking policy or regulations in the Sandwich area must consider the existing regulatory overlays and may require a different solution than what is proposed within other BIAs.

ZONING BYLAW (ZBL) 8600

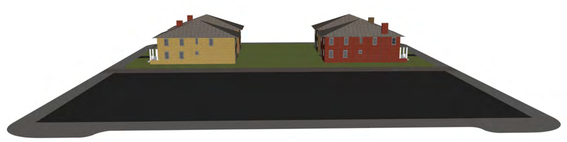
The majority of properties within the study are zoned Commercial District CD2.2. Ouellette Avenue (between Wyandotte Street to Tecumseh Road) is zoned a mixture of CD3.1, CD3.2, and CD3.5. Tecumseh Road East is zoned primarily CD2.1. Walkerville BIA is partially zoned CD2.1 on Wyandotte Street East and CD3.3 on Devonshire Road. Zoning districts CD2.1, CD2.2, CD3.1 - which apply to the majority of the study area - permit standalone surface parking (i.e. 'Public Parking Area') and 'Parking Garage' as permitted uses. Zoning districts CD2.1 and CD3.3 permit a 'Drive-Through Restaurant' or 'Drive Through Food Outlet' whereas Zoning categories CD2.2, CD3.1, CD3.2, and CD3.5 do not.

Example of a complete block with a continuous facade



Example of a partial block with buildings and parking

Example of a partial block with a building and parking



Example of an empty block with only parking

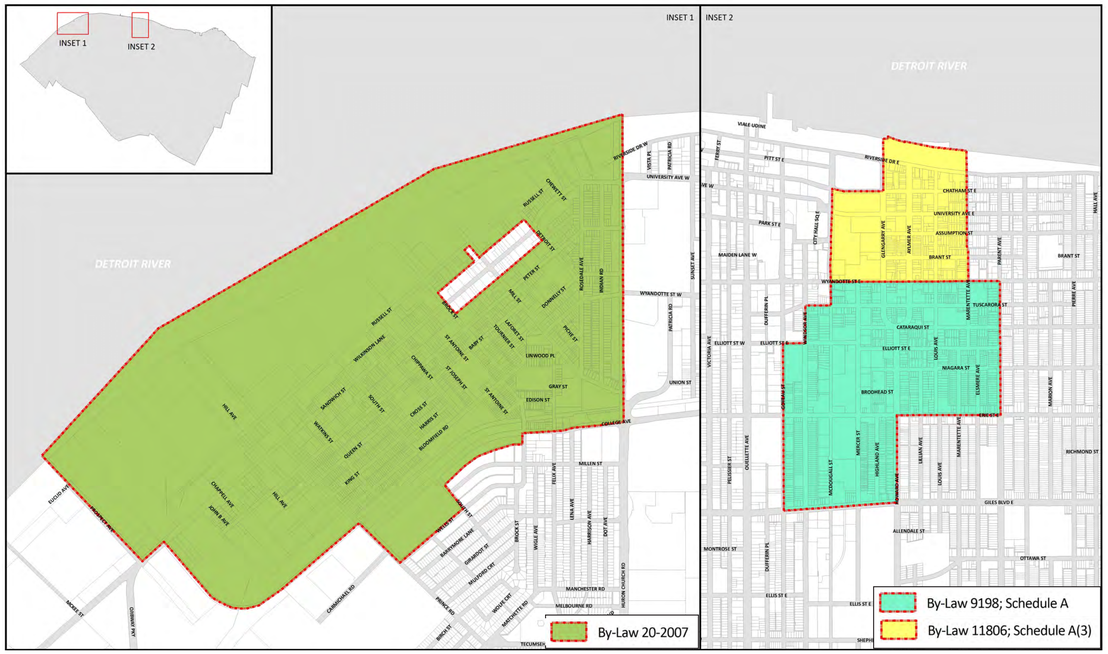
Many BIA and Mainstreet areas were established early in the 20th century prior to zoning regulations, without off-street parking and are exempted from making up for the parking deficiencies. The BIAs and many Mainstreet areas (not all) also have reduced parking minimums for certain uses. However, minimum parking requirements continue to apply to most BIAs and Mainstreet areas if there is a new building or addition, or change of use within these areas.

The ZBL also regulates the location of required parking spaces. Parking spaces are to be located either on the same lot as the use they are intended to serve or within a specific distance of the use. In certain heritage areas such as Walkerville, Prado Place, and Sandwich, new front yard parking spaces are not permitted. Regardless of these regulations, where a public parking area is permitted as a main use—it may be located adjacent to the street.

OTHER PLANNING ACT TOOLS

Demolition Control By-laws

Demolition Control is a *Planning Act* tool used to prevent the loss of residential dwelling units. The Olde Sandwich Towne Community Planning Study Area is subject to Demolition Control Bylaw 20-2007. Demolition Control Bylaw 11806 and Bylaw 9198 also overlaps with the Wyandotte Town Center BIA area, and the latter is also in effect in the Erie Street BIA area.



Select Demolition Control By-Law Areas

Site Plan Control

Site Plan Review is another *Planning Act* tool used to ensure development conforms with the Official Plan and complies with the Zoning By-law. Citywide Site Plan Control Bylaw 1-2004 stipulates that the Site Plan review process is applicable to:

d) Development situated within and/or adjacent to a Civic Way, Main Street, or Gateway areas; and

e) Development situated in a Business Improvement Area.

Still, some forms of development are exempt from Site Plan Control, such as when the development of parking area contains less than 5 parking spaces and is constructed separate from other development requiring Site Plan Review approval. Since the Site Plan Review process is applicable for most of the study area, it will continue to be an important *Planning Act* tool used to implement any proposed policy changes.

INTER-JURISDICTIONAL RESEARCH

The inter-jurisdictional research provides context related to the type of parking permitted, location of parking, and other parking standards within the mainstreet areas of five Ontario Municipalities.

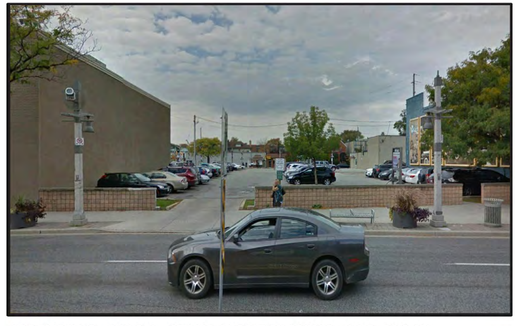
Figure 1: General Parking Provisions for Mainstreet/BIA areas in Select Municipalities

City	Parking in front yard (between street and building)	Parking in side yard	Parking Lot as a permitted use	Non-surface parking (parking structure)	Driveway Access Restriction	Parking Standards
Oakville	Not permitted in specified streets	Permitted for lots other than corner lots	Permitted	No parking or driveway access for first 9 m depth for some streets	Driveway width restriction from Main Street	Reduced parking minimum for certain uses or eliminated
Ottawa	* Explicitly not permitted	Not permitted	Not permitted	No parking; only other permitted uses in first 3m depth	Driveway width and number	Reduced parking minimum according to size of use
London	Not permitted	Permitted	Permitted	NIL	NIL	Reduced parking minimums for specific areas
Hamilton	*Explicitly not permitted	Not permitted between building and front lot line as well as flankage for corner lots	Permitted	No parking on first storey	Driveway width and number	NIL
Kingston	Not permitted in certain zone	Not permitted in a yard abutting specified street	Permitted	NIL	NIL	Some uses have reduced rates

**Exceptions permitted with mitigative clause*
Note: The summary table is a quick reference to other municipalities' provisions and reflects the general policies and not the exceptions.

EXAMPLES OF OFF-STREET PARKING

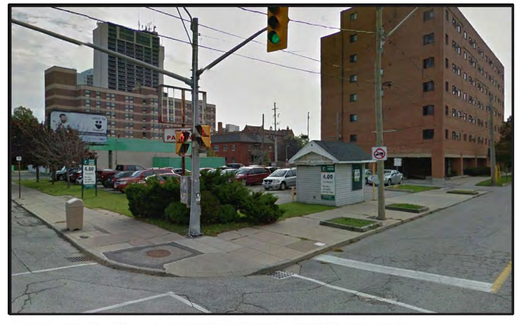
Examples of Off-Street Parking Situations in Traditional Commercial Streets



APPENDIX G - MAP 1 : STANDALONE PARKING - MID-BLOCK

SUBJECT PROPERTY (570 PELISSIER STREET)

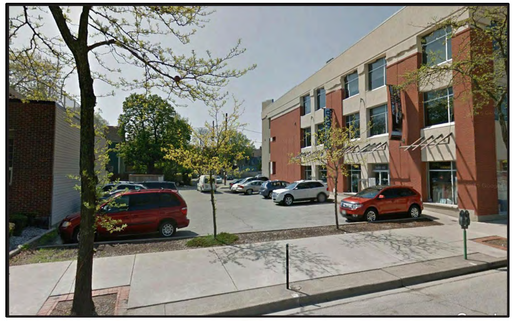
CITY OF WINDSOR PLANNING DEPARTMENT
APRIL 2017



APPENDIX G - MAP 2 : STANDALONE PARKING - CORNER

SUBJECT PROPERTY (0 UNIVERSITY AVENUE WEST - FORMERLY 395)

CITY OF WINDSOR PLANNING DEPARTMENT
APRIL 2017



APPENDIX G - MAP 3 : ACCESSORY PARKING - MID-BLOCK

SUBJECT PROPERTY (1633-1665 WYANDOTTE STREET EAST)

CITY OF WINDSOR PLANNING DEPARTMENT
APRIL 2017

APPENDIX G - MAP 4 : ACCESSORY PARKING - CORNER

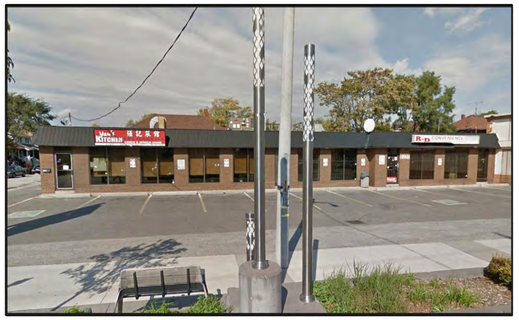
SUBJECT PROPERTY (257 WYANDOTTE STREET EAST)

CITY OF WINDSOR PLANNING DEPARTMENT
APRIL 2017

Demolition of buildings for surface parking has occurred over the years and in some cases resulted in a 'missing tooth' effect - gap where continuous building facades used to exist.

Numerous examples of demolitions for surface parking can be seen within the study areas, including:

- standalone surface parking (i.e. public parking areas)
- accessory surface parking (i.e. on the same property as a commercial or mixed use building)
    - located mid-block
    - in front of buildings
    - behind buildings



APPENDIX G - MAP 5 : ACCESSORY PARKING - IN-FRONT

SUBJECT PROPERTY (1770, 1790 WYANDOTTE STREET WEST)

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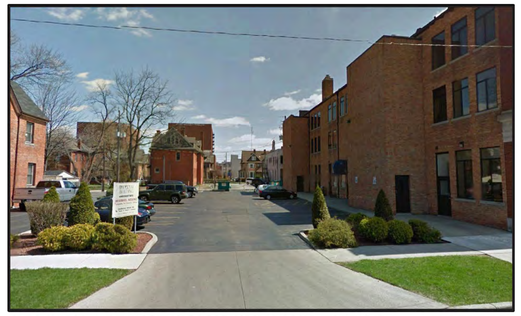
APRIL 2017



APPENDIX G - MAP 6 : ACCESSORY PARKING - IN-REAR

SUBJECT PROPERTY (1900-1942 WYANDOTTE STREET EAST)

CITY OF WINDSOR PLANNING DEPARTMENT
APRIL 2017

APPENDIX G - MAP 7 : ACCESSORY PARKING - SEPARATE LOT

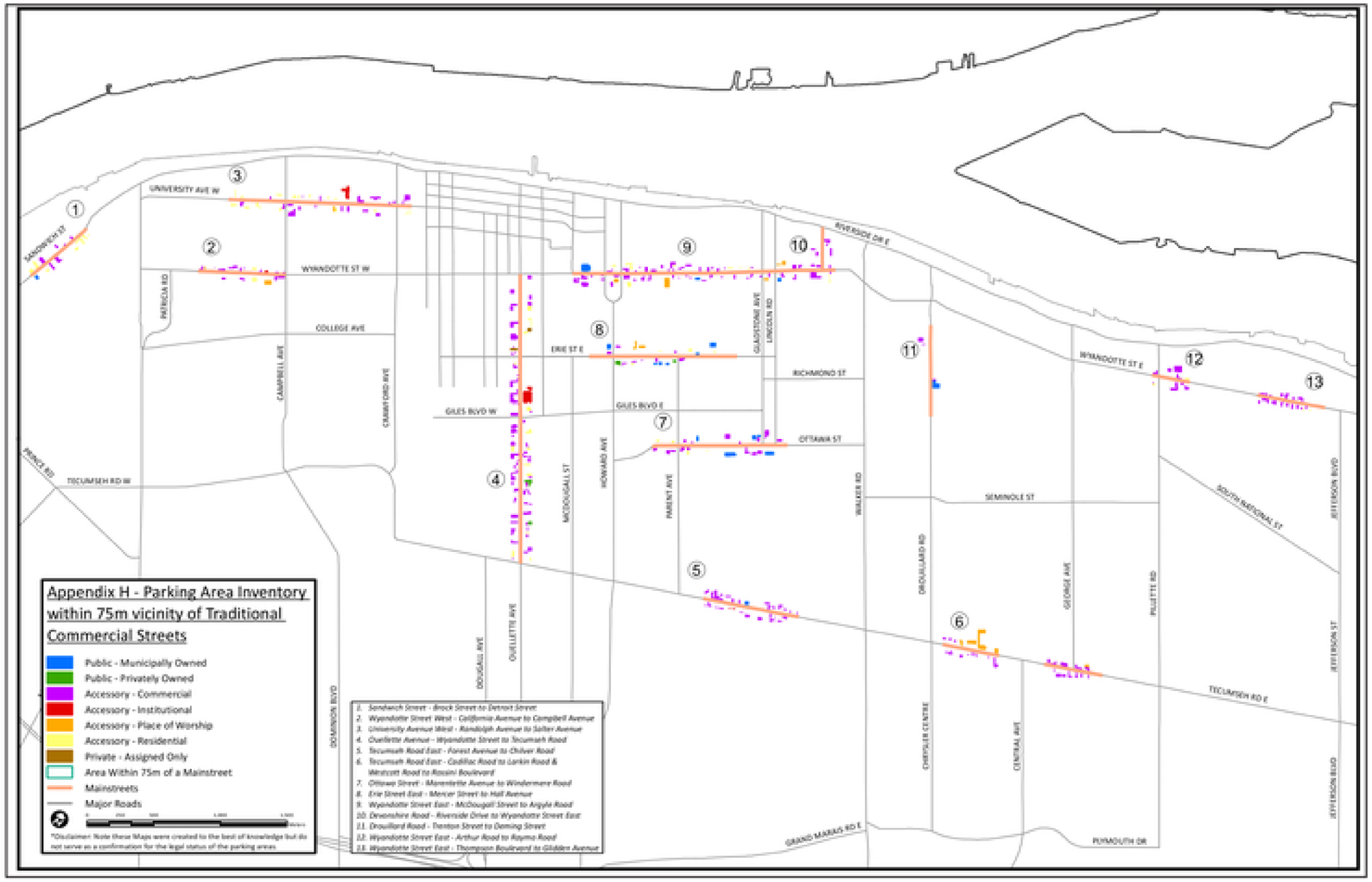
SUBJECT PROPERTY (0 WINDERMERE ROAD, ADJACENT TO 1670 WYANDOTTE STREET EAST)

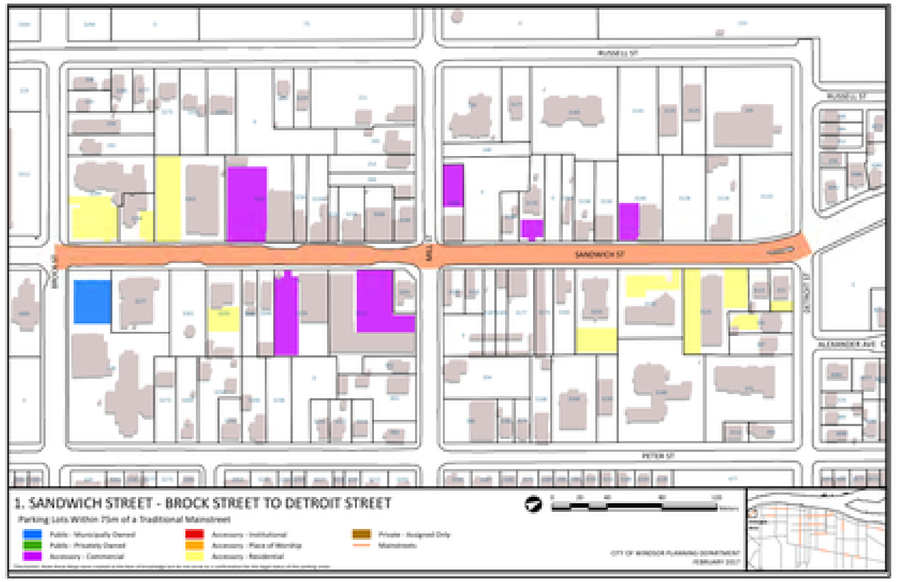
CITY OF WINDSOR PLANNING DEPARTMENT
APRIL 2017

PARKING AREA INVENTORY

Parking Area Inventory within 75m of Traditional Commercial Streets

The Parking Area Inventory shows the available parking supply in the form of municipally owned and privately owned lots, as well as accessory and private lots within the vicinity of Traditional Commercial Streets.





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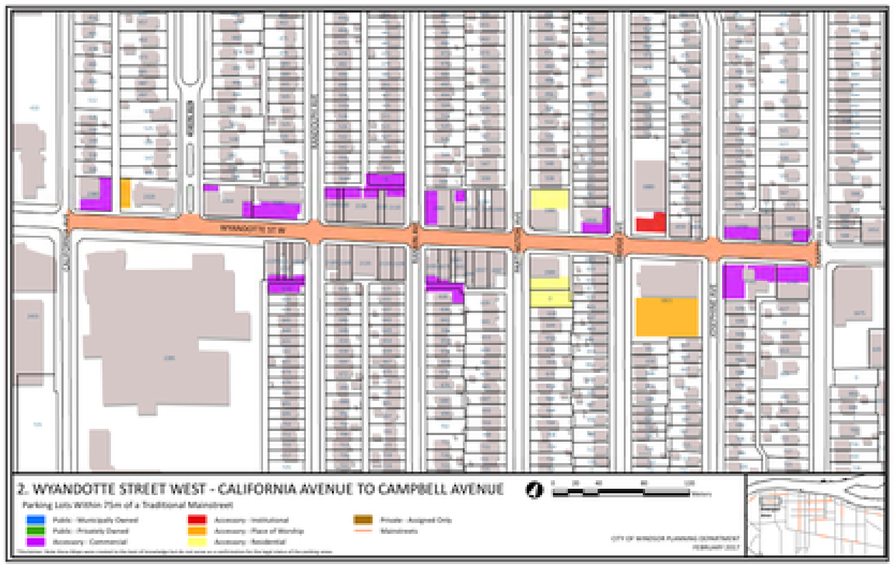

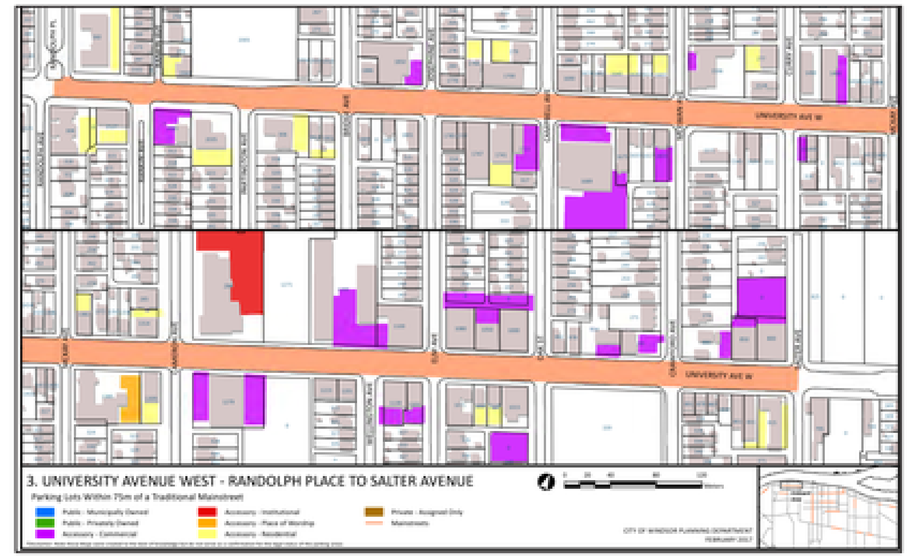

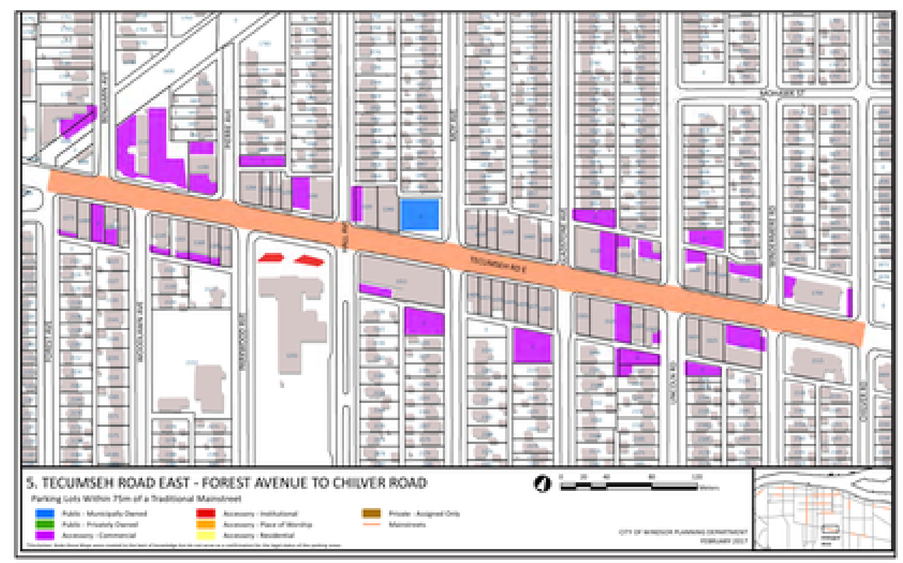

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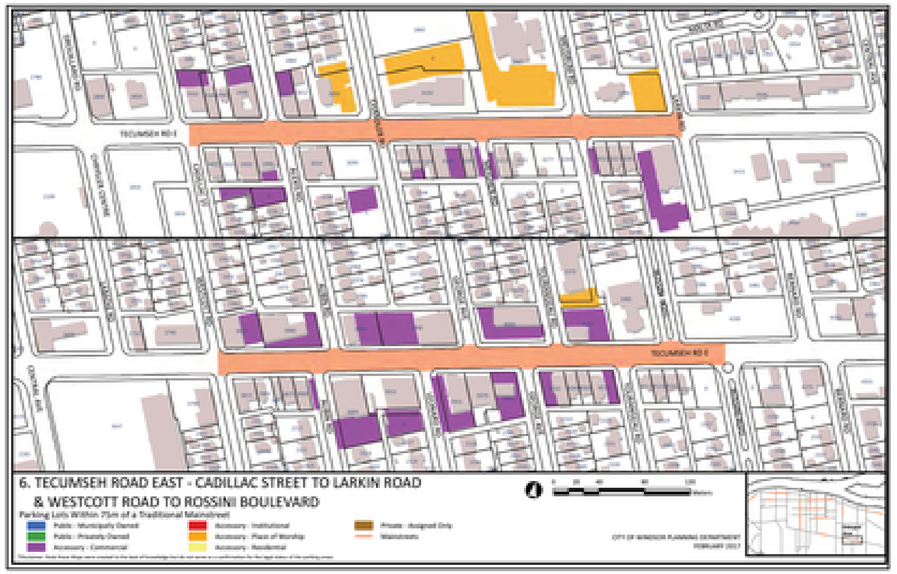

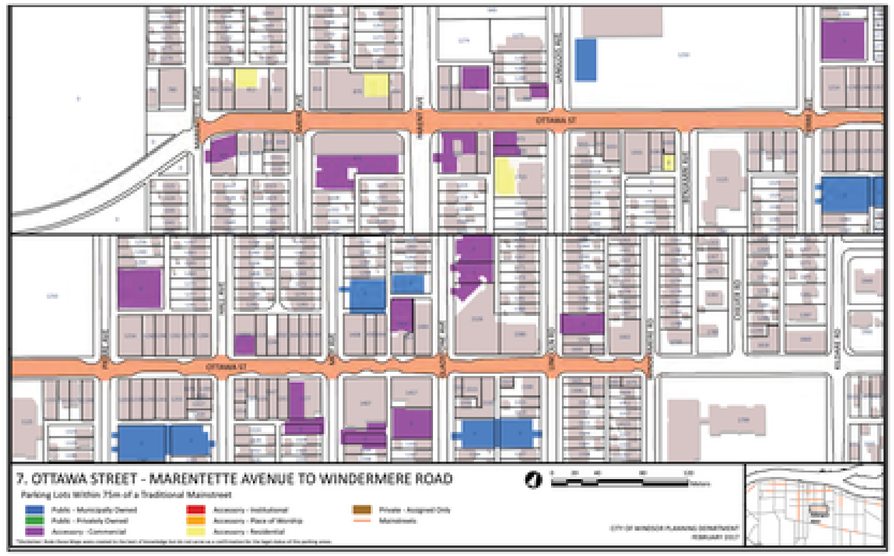

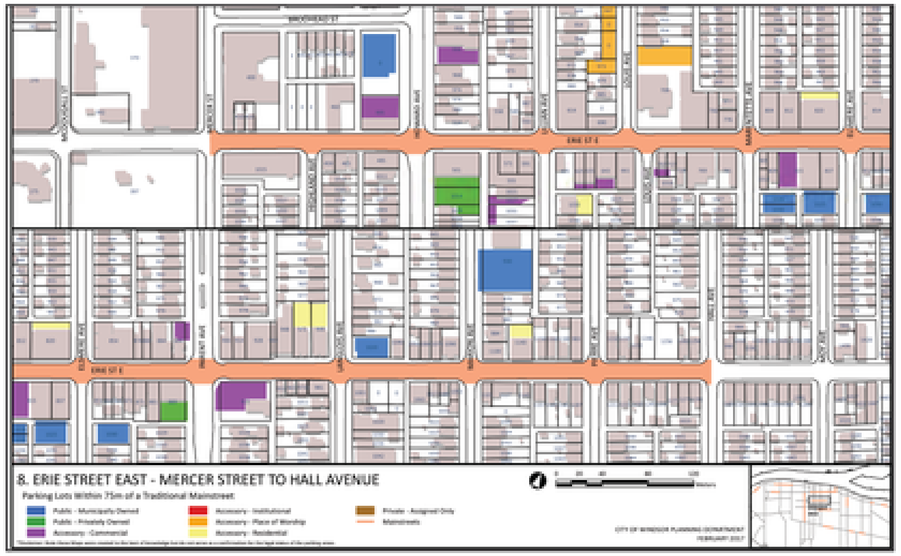

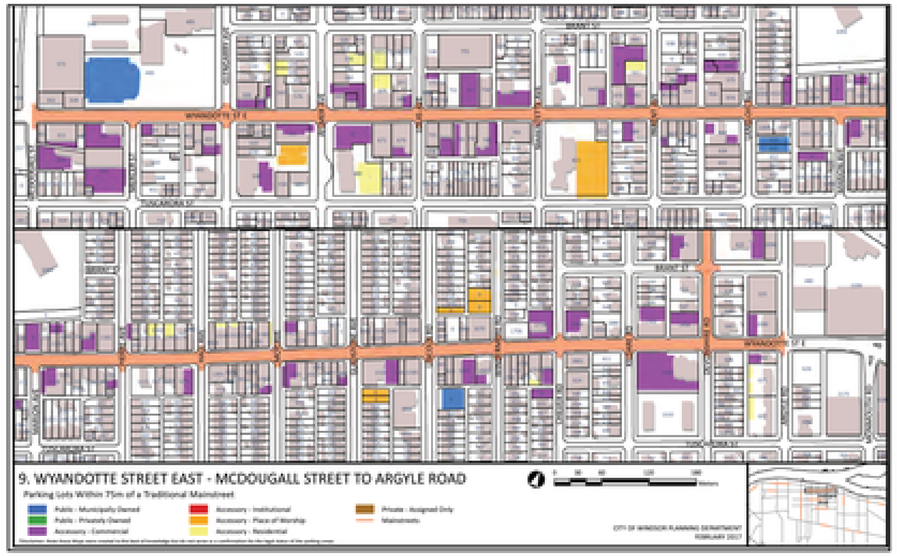

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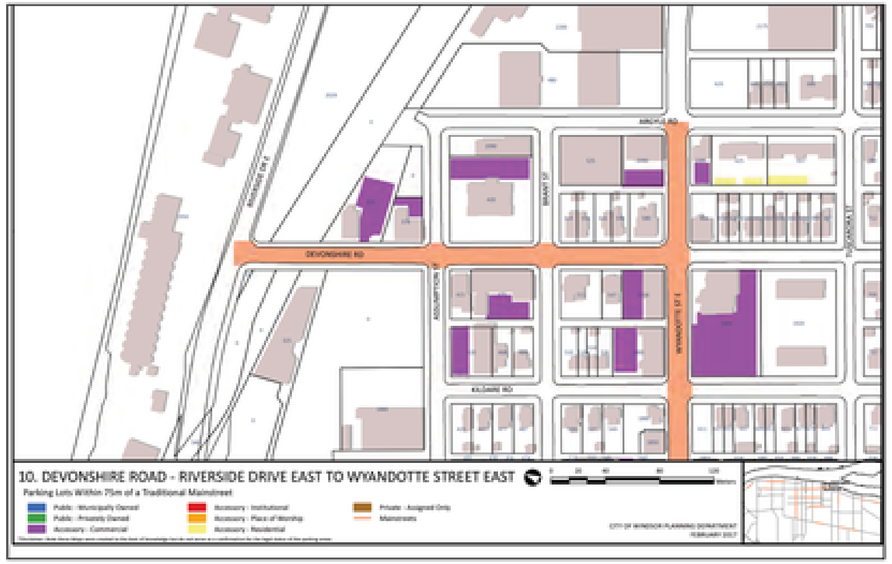
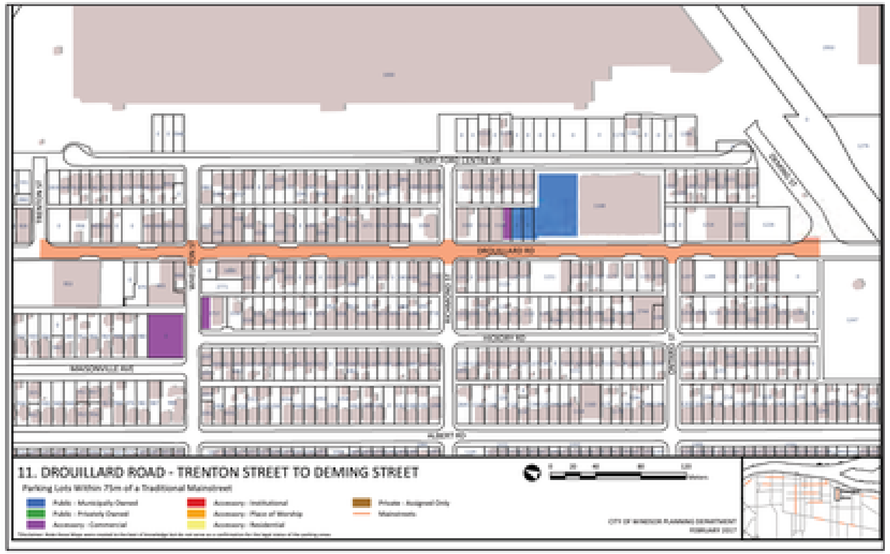
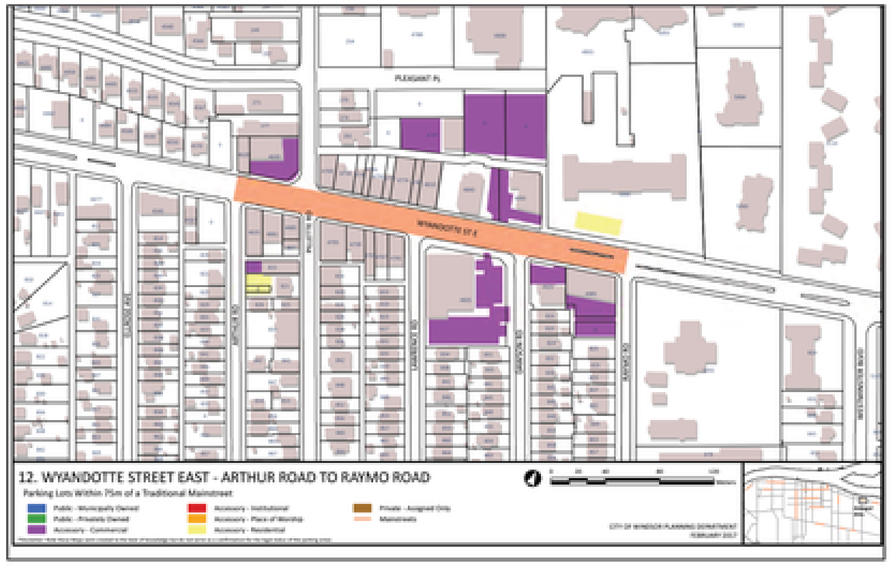
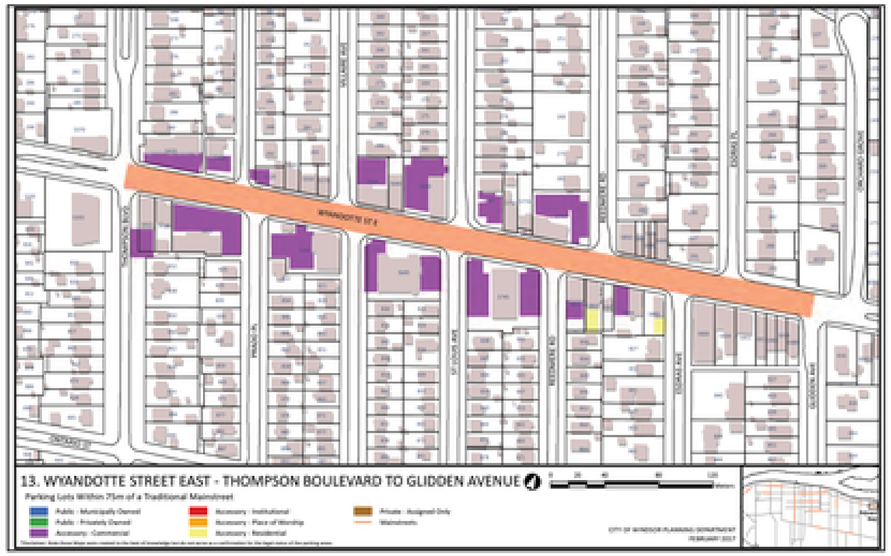








CHALLENGES & OPPORTUNITIES

Heritage Register Properties

Much of the study area and surrounding neighbourhoods were built during earlier parts of the 20th century, and many of the buildings possess cultural heritage value. Heritage buildings contribute significantly to the unique built form, which if demolished, would detract from the character of the BIA or mainstreet area. Accordingly, study recommendations may exclude heritage listed properties from being considered as potential areas for off-street parking. A survey and review of heritage resources within and adjacent to the study area is currently being undertaken as part of the study.

1154-56 Wyandotte St. E., a building listed on the Heritage Register

999 Drouilard Rd., a building listed on the Heritage Register

969-975 Ouellette Avenue, demolished in 2009. An example of a residential building demolished for parking.

Loss of Residential Dwellings

One of the challenges of off-street parking within or near BIAs and Mainstreet areas is the potential loss of residential dwellings (i.e. often behind the commercial street), which are sometimes demolished to make room for parking. This can have a destabilizing effect on the adjacent residential neighbourhoods—particularly when parking lots are not developed to City standards (e.g. no paving, lighting, landscaping, etc.). It can have a negative impact on the visual appearance of the street and result in disinvestment or lack of maintenance among the remaining residential properties. Building on the existing Demolition Control By-laws currently in place, Administration will consider how this tool may be used to prevent the unnecessary loss of existing housing stock along BIAs and Mainstreets and within the vicinity of these areas.

CHALLENGES & OPPORTUNITIES

Built Form Policies & Urban Design Guidelines

The purpose of studying off-street parking is to protect and enhance the existing built form within traditional commercial areas. Following preliminary review and research related to built form policies and regulations, it has become apparent that more time beyond the expiry of the Interim Control By-law is needed to develop effective built form policies.

Council had also asked Administration "to examine the appropriateness of implementing design guidelines for surface parking within the BIAs". Policy and zoning recommendations relating to the design of surface parking areas will be included in the Phase 2 Report. The matter of design guidelines for surface parking within the BIAs in other Mainstreet areas will be addressed through ongoing and future urban design studies. Research completed as part of this study will be provided to Urban Design Planning Staff for inclusion in current and future studies.

Drive Throughs

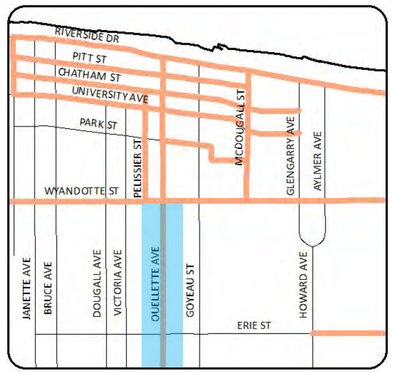
'Drive-Through Restaurant' and 'Drive-Through Food Outlet' are permitted uses in some zones within the study area. While the typical drive-through site design (e.g. where the drive-through entrance, exit, and stacking lanes are located in the front or side yards) negatively impacts the walkability, pedestrian appeal, and character of traditional commercial areas, this study should not provide recommendations on whether the use should be permitted or prohibited. Rather the recommendations should focus on the location of parking spaces, vehicle access, and stacking lanes.

MAP OF STUDY AREA

Following field work and background research within BIAs and Mainstreets, Administration recommends the study area to be scoped to the area shown. Areas where the built form and layout of the properties do not fit the profile of a traditional commercial area were excluded. Some areas may also require a custom policy solution as a result of physical differences in the layout of property or previously approved policy that already regulates off-street parking.

SCOPED STUDY AREA

Downtown Windsor BIA



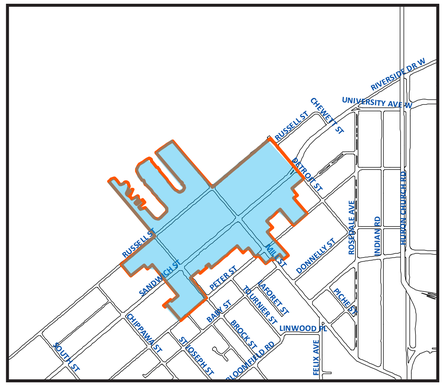
The Downtown BIA is considerably different from the typical linear model of mainstreets found in other BIAs regarding density, built form, mix of uses, availability of off-street parking, and existing policy and zoning regulations.

To avoid potential policy or regulatory conflict, the focus is on the stretch of Ouellette Avenue south of Wyandotte Street, which is similar in form and function to other linear mainstreet-style BIAs.

Ford City BIA

The Ford City BIA may warrant a different solution as Drouillard Road and the flanking residential streets are oriented north-south. The north-south orientation does not easily allow for parking to be provided at the rear of commercial properties.

Olde Sandwich Towne BIA



Boundary showing Olde Sandwich Towne BIA

To avoid any potential policy or regulatory conflict with the Sandwich HCD, the Olde Sandwich Towne BIA area may warrant a slightly different solution to fit within the Sandwich regulatory context.

PROJECT TIMELINES

Fall 2015 - To Date
Interim Control Bylaw in effect and conducting of ongoing Background Research

Spring 2016
Proposed Study Terms of Reference

Fall 2016
Amended Study Terms of Reference & Interim Control Bylaw Extension

March 2017
WBIAAC Meeting Update

May 2017
Courtesy Notification to property owners and invitation to participate

May 15, 2017
Planning, Heritage & Economic Development Standing Committee (PHEDSC) meeting to discuss Phase 1 Report

May 24, 2017
Public Open House!

June 15, 2017
Comments form closed

Summer 2017
Phase 2 Study Recommenda-tions to Council

Septem-ber 6, 2017
Interim Control Bylaws expires

NEXT STEPS

Courtesy Notification and Comments

Courtesy notifications mailed out to property owners within the study area inform of the Phase 1 report and public open house, and invite stakeholders to provide comments and feedback through an online survey.

Comments collected will help inform Phase 2 of the study, which will recommend policy direction and implementation measures for Council's consideration, addressing the following:

1. Are there areas within traditional commercial areas where off-street parking should be prohibited?
2. Where is the best location to accommodate off-street parking within or adjacent to traditional commercial areas?
3. What approval criteria should apply to new off-street parking areas to minimize negative impacts on the character of traditional commercial areas?

Thank you for attending the open house!

We would love to hear from about your opinions through our comment form. Register your email address or stay tuned on our City webpage to receive updates on the study progress!

To access the comment form online, visit our City website at http://www.citywindsor.ca and follow the prompts:

Home>For Residents>Planning>Plans and Community Information>Major Projects>Off-Street Parking in Traditional Commercial Streets

Or follow this link:

http://www.citywindsor.ca/residents/planning/Plans-and-Community-Information/Major-Projects/Pages/Off-Street-Parking-in-Traditional-Commercial-Streets.aspx