



**The Corporation of the
Town of Tecumseh**

Development Services

To: Mayor and Members of Council

From: Brian Hillman, Director Development Services

Date to Council: August 13, 2024

Report Number: DS-2024-24

Subject: Tecumseh Hamlet Secondary Plan
Presentation of Draft Document and
Scheduling of a Public Meeting
OUR FILE: D08 TEC

Recommendations

It is recommended:

That Report DS-2024-24, entitled “Tecumseh Hamlet Secondary Plan: Presentation of Draft Document and Scheduling of a Public Meeting” **be received;**

And that the scheduling of a public meeting, to be held on Tuesday, September 24, 2024 at 5:30 p.m., in accordance with the *Planning Act*, to offer the public the opportunity to comment on the draft Tecumseh Hamlet Secondary Plan, which is proposed to be introduced into the Tecumseh Official Plan by way of an amendment, **be authorized;**

And further that Administration **be directed** to prepare a further Administrative Report summarizing the comments received through the public consultation process and providing a final recommendation on the draft Tecumseh Hamlet Secondary Plan document and associated Official Plan Amendment for consideration at a future meeting of Council.

Executive Summary

This Report summarizes the purpose and content of the Draft Tecumseh Hamlet Secondary Plan (“THSP”), the planning and servicing process and public/agency consultation undertaken to date and the key engagement outcomes. It also requests authorization to schedule a statutory public meeting in accordance with the *Planning Act* in relation to the associated Official Plan Amendment that will incorporate the THSP into the Tecumseh Official Plan.

Background

Purpose of Secondary Plan

The purpose of the THSP is to establish a detailed planning framework for the future urban development of the lands that are currently designated Future Development in the Tecumseh North Settlement Area of the Official Plan (“Study Area”). The Study Area is generally delineated by County Road 22 to the north, County Road 19/Manning Road to the east, County Road 42 to the south and Banwell Road to the west and is situated between the City of Windsor to the west and the Municipality of Lakeshore to the east (see Attachment 1, Slide 5).

The THSP is intended to ensure the orderly, efficient and appropriate development of the Study Area, strengthening it as a healthy, vibrant and liveable community, while protecting and enhancing desirable assets and characteristics.

The THSP will address the integration of existing and new development, land use distribution and related infrastructure requirements. It will seek to strengthen mobility and street network connectivity; build an interconnected network of public open space; identify the location and distribution of community facilities; and identify future land uses. One of its main goals will be to deliver a complete, walkable and diverse community, comprising sustainable neighbourhoods through the provision of a wide variety of land uses and a diversity of housing types, supported and enhanced by quality private development and public spaces and amenities.

Tecumseh Hamlet Secondary Plan

The THSP is organized into three parts (see THSP at Attachment 2), which are summarized as follows:

- 1) Part A, The Plan Context, includes the purpose and structure of the Plan as well as a description of the Study Area;

- 2) Part B, The Secondary Plan, contains a Vision Statement, Guiding Principles, an Area Structure Plan, Land Use Policies, Urban Design Guidelines and Municipal Services;
- 3) Part C, Implementation, contains a cross-reference to the Municipal Class Environmental Assessment Process that was completed concurrently with the preparation of the THSP. It also contains policy on Development Phasing, including the need for various agreements, and a subsection entitled Zoning By-laws identifying the need for future rezoning of the Study Area.

In addition, the THSP includes the following 15 Schedules. The Schedules have been numbered for ease of incorporation into the Official Plan:

- 1) Schedule "H-1" – Study Area;
- 2) Schedule "H-2" – Structure Plan;
- 3) Schedule "H-3" – Road Hierarchy;
- 4) Schedule "H-4" – Planned Right of Way Width;
- 5) Schedule "H-5" – Cross Section – 20M ROW – Typical;
- 6) Schedule "H-6" – Cross Section – 20M ROW – Special Design;
- 7) Schedule "H-7" – Cross Section – 23M ROW – Typical;
- 8) Schedule "H-8" – Cross Section – 23M ROW – Special Design #1;
- 9) Schedule "H-9" – Cross Section – 23M ROW – Special Design #2;
- 10) Schedule "H-10" – Cross Section – 23M ROW – Special Design #3;
- 11) Schedule "H-11" – Land Use Plan;
- 12) Schedule "H-12" – Open Space Framework;
- 13) Schedule "H-13" – Pedestrian Network;
- 14) Schedule "H-14" – Cycling Network;
- 15) Schedule "H-15" – Transit.

Ms. Dorsa Jalalian, Associate, Senior Urban Designer with Dialog, will be attending the August 13, 2024, Special Council meeting as a delegation and will provide an overview of the THSP using the Power Point at Attachment 1.

Municipal Class EA Process

The Tecumseh Hamlet Infrastructure Improvements Class Environmental Assessment: Environmental Study Report (“ESR”) is being completed by the Town as a Schedule C Municipal Class Environmental Assessment. The ESR documents the planning and design process leading to the selection of the preferred municipal infrastructure servicing strategy to facilitate development in the THSPA. It builds on previously completed Master Plans that have identified regional municipal servicing projects and have completed Phase 1 and Phase 2 of the Municipal Class Environmental Assessment process. The ESR and the THSP were completed concurrently to ensure that development proceeds in an orderly and timely manner, considering infrastructure capacity constraints and site-specific needs.

In general, the ESR establishes the location and capacity of collector roads, storm and sanitary sewers, watermains, how stormwater will be managed, and cross-section details for various roads in the THSPA. It also provides the basis for ensuring that these infrastructure facilities are planned and designed to avoid impacts on significant natural heritage, water and cultural resources and minimize other environmental impacts. Several studies and technical reports, including a Functional Servicing Report (“FSR”) and an updated Tecumseh Hamlet Secondary Plan Transportation Study Addendum are appended to the ESR.

Ms. Laura Herlehy, P.Eng., Associate with Dillon Consulting Limited, will be attending the August 13, 2024, Special Council meeting as a delegation and will provide a servicing overview in relation to the ESR and the FSR using the Power Point at Attachment 1.

Public Consultation to Date

As part of the planning process, the project team, consisting of Town Administration (Development Services, Public Works & Engineering Services, Community & Recreation Services), DIALOG (Town’s planning consultant) and Dillon Consulting Limited (Town’s engineering consultant) hosted a series of conversations (stakeholder interviews, workshops, public open houses/information centres, meetings, etc.) with a broad spectrum of stakeholders throughout the development of the THSP and the ESR. This consultation process involved ongoing engagement with local residents, property owners, sports group, developers, Indigenous communities, ERCA, the County of Essex, the City of Windsor, Ontario Hydro, local school boards, Council and municipal

staff. The goal of the consultation process was to keep stakeholders well informed and involved throughout and to ensure that their ideas and concerns were heard and appropriately addressed.

Comments

Engagement Outcome

There were several items that were raised and resolved through the public engagement process, including matters related to the: location/size of stormwater management facilities; distribution, density and mix of land uses; design and capacity of roads; protection and enhancement of recreational spaces and natural heritage areas; and capacity of water and wastewater infrastructure.

The major items addressed as part of the public consultation processes were in relation to the following matters:

- 1) Shields Street extension/McAuliffe Park expansion;
- 2) Transition to existing neighbourhoods;
- 3) Successful collaboration with THSPA landowners;
- 4) Traffic analysis for the THSPA;

A summary of these items, along with a project team response, is provided below:

Item 1: Shields Street Extension / McAuliffe Park Expansion

Comments Provided

- Extending Shields Street through McAuliffe Park will cause safety issues to pedestrians, children and users of the park.
- Re-design of McAuliffe Park will result in a loss of recreational features at the park.
- Range of sports-related facilities will be negatively impacted.

Project Team Response

The extension of Shields Street westerly from its current terminus easterly through to Banwell Road is considered a critical east-west connector for the Tecumseh Hamlet to

provide pedestrian and vehicular access to/from the existing built-up area to the Tecumseh Vista School and the future commercial node at Banwell Road. This corridor was evaluated and selected through the Municipal Class EA process as the preferred east-west connection between the new THSP neighbourhoods west of McAuliffe Park and the existing neighbourhood east of McAuliffe Park.

It was acknowledged, however, that the design of this extension through the park must be carefully considered to ensure pedestrian and vehicular traffic is sensitive to the surrounding park space. Accordingly, in 2023, several meetings and design sessions were held with McAuliffe Park Sports Group to co-develop a draft concept plan for a renewed McAuliffe Park. The resulting plan proposes that the renewed park would create two spaces each with distinct features and amenities. McAuliffe Park North would focus on passive recreation and integrate a new event plaza area amongst the existing amenities. McAuliffe Park South would focus on active recreation and incorporate new soccer fields, washrooms, and parking to the west of the existing baseball amenities (see Attachment 1, Slide 37). As the extension of Shields Avenue traverses the park, the street would narrow and have well-identified pedestrian crossings, bike paths, landscaping and surface treatments (see Attachment 1, Slides 35 and 36).

As a result of the preceding, policies have been included in the THSP to ensure an appropriate, context sensitive design for the Shields Street extension. In addition, lands have been identified as Recreational in the THSP that will support the westerly expansion of McAuliffe Park on the south side of Shields Street.

Item 2: Transition to Existing Neighbourhoods

Comments Provided

- The proposed medium density residential areas are too close to existing residential areas, particularly those located on Corbi Lane, and are not compatible with abutting lands.
- Potential four-storey height will reduce privacy of existing homeowners on Corbi Lane.

Project Team Response

As noted on the THSP Land Use Plan (see Attachment 1, Slide 14), only Low Density Residential development is permitted directly abutting the existing homes that are situated on the west side of the hamlet. Single detached dwellings and semi-detached dwellings are permitted in the Low Density Residential designation, which will be of a similar scale and size of the abutting existing residential uses.

The concern raised stems from the Medium Density Residential designation that is proposed west of this first tier of Low Density Residential development (see Attachment 1, Slide 14). The Medium Density Residential designation permits residential buildings up to 4 storeys in height.

With respect to the potential for loss of privacy and intrusive overlook for abutting residents along Corbi Lane, a review of the potential built form was assessed by way of renderings and a viewscape analysis (see Attachment 1, Slides 38 and 39). The renderings and viewscape analysis demonstrated the limited potential future views from the rear lot of a Corbi Lane property as well as from the perspective of a fourth storey dwelling unit toward the Corbi Lane properties. This analysis was repeated with several additional properties along Corbi Lane with the same result.

In addition to the preceding specific analysis, it is noted that as a general tenet of planning, residential uses are compatible with other residential uses. Multi-unit residential dwelling units adjacent to single-unit detached dwellings is a built form and land use mix that currently exists in numerous areas of the Town and is a common land use pattern in urban areas throughout the region, the province and beyond.

It is a commonly held planning principle that being “compatible with” does not equate to “being the same as” or even “being similar to.” Being “similar to” implies having a resemblance to another thing; they are like one another, but not completely identical. Being “compatible with” fundamentally implies being capable of existing together harmoniously. Appropriately integrated intensification is encouraged in all areas where it can be adequately serviced, projected traffic generation can be accommodated by the existing transportation network and compatibility between uses can be achieved. Servicing and transportation issues are addressed later in this Report.

The evaluation of residential land use compatibility involves consideration of noise, traffic, safety, privacy or intrusive overlook, shadowing and building scale, height and massing. Section 3.18, Land Use Compatibility, of the Official Plan lists these as matters to be assessed when introducing infill development into existing stable residential areas. The study team believes that the THSP Land Use Plan has adequately addressed these items.

In summary, it is believed that the THSP Land Use Plan and associated policies will result in development that is compatible with surrounding existing residential areas and provides adequate separation distances to abutting residential properties to address concerns related to intrusive overlook. In addition, it is noted that similar residential development scenarios (multi-storey apartment buildings situated adjacent to and in close proximity to low density/low profile residential development) exist in multiple other areas of Tecumseh and Essex County municipalities. This type of development scenario is relatively common in fully serviced urban areas.

Item 3: Successful Collaboration with THSPA Landowners

Comments Provided

- The eight major landowners in the THSPA (see Attachment 1, Slide 40) had a range of individual interests and objectives and generally sought to achieve a greater diversity of housing choices (including increased density).
- The landowners in the northwest quadrant of the THSPA (lands along Banwell Road, adjacent the future interchange) requested a consideration for incorporation of a large-retail format use.

Project Team Response

One of the unique challenges in the preparation of a secondary plan is considering the diverse ownership pattern and development interests of various landowners. This needs to be balanced against the broader goals and guiding principles of the planning process to arrive at a suitable plan for the development of an area. The ultimate plan must be implementable, serviceable and result in orderly, coordinated and appropriate development. It is believed that this has been achieved in the THSP through analysis and ongoing discussions between the study team and the eight landowners and their representatives.

Item 4: Traffic Analysis for the THSPA

Comments Provided

- The County of Essex (for the segment of Banwell Road/County Road 43 south of the CP Rail) and the City of Windsor (for the segment of Banwell Road north of the CP Rail) had ongoing interest in the THSP given the location of Banwell Road and its role as a major north/south transportation corridor.
- General questions and concerns were raised by stakeholders regarding potential traffic impacts to the surrounding transportation networks.

Project Team Response

An over-arching relationship exists in relation to the Town Boundary Adjustment Agreement (“Agreement”), effective January 1, 2003, and executed by the Town of Tecumseh, the County of Essex and the City of Windsor. This Agreement establishes various obligations and terms in relation to both the County and the City portion of Banwell Road. All parties have worked to see the appropriate fulfillment of this Agreement, through respective Municipal Class EA processes and road construction projects and the development of the THSP.

Over the past ten years, Town Administration has worked closely with both the County and the City throughout the preparation of their respective Banwell Road Municipal Class Environmental Assessment processes. The County completed its Municipal Class EA in July 2009, and the City completed its Municipal Class EA in September 2016. The Town retained Dillon Consulting Limited to complete a traffic analysis for the entire Tecumseh Hamlet, the findings of which were refined and used by the City in the finalization of its Banwell Road EA.

Dillon subsequently updated the traffic analysis with an addendum that considered the current land use plan proposed by the THSP. In general, the updated analysis found that, provided road improvements recommended by the various municipal class EAs were constructed, the surrounding road network was able to support the projected traffic generated from the THSPA. It is noted that the County's portion of Banwell Road (County Road 43) is currently under construction and anticipated to be completed by Q4 2024. The City's portion, including an interchange at E.C. Row, is proposed to commence construction in 2025, with completion anticipated by Q4 2026.

On August 7, 2024, the Town received written correspondence from the City Engineer regarding the traffic analysis for the THSPA. The items raised in the correspondence are under review by the project team. A detailed review of the matters raised, and the project team's response, will be provided to Council under a future report prior to Council making a decision on the THSP.

Statutory Public Consultation

Having regard to all the preceding, it is appropriate to proceed to the scheduling of a statutory public meeting in accordance with the requirements of the Planning Act, and to seek stakeholder and public comments on the THSP and the amendment required to incorporate it into the Official Plan. It is therefore recommended that a public meeting be scheduled for Tuesday, September 24, 2024 at 5:30 p.m. The public meeting will be attended by the study team.

Following the public meeting, an Administrative Report summarizing the comments received through the public meeting process and providing a final recommendation on the THSP and associated Official Plan Amendment will be provided for consideration at a future meeting of Council.

Consultations

Community & Recreation Services
Public Works & Engineering Services
DIALOG
Dillon Consulting Limited

Financial Implications

None.

Link to Strategic Priorities

Applicable	2023-2026 Strategic Priorities
<input checked="" type="checkbox"/>	Sustainable Growth: Achieve prosperity and a livable community through sustainable growth.
<input type="checkbox"/>	Community Health and Inclusion: Integrate community health and inclusion into our places and spaces and everything we do.
<input type="checkbox"/>	Service Experience: Enhance the experience of Team Tecumseh and our citizens through responsive and respectful service.

Communications

Not applicable

Website Social Media News Release Local Newspaper

This report has been reviewed by Senior Administration as indicated below and recommended for submission by the Chief Administrative Officer.

Prepared by:

Chad Jeffery, MA, MCIP, RPP
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Reviewed by:

Beth Gignac, BA Hons
Director Community & Recreation Services

Reviewed by:

Phil Bartnik, P.Eng.
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Reviewed by:

Brian Hillman, MA, MCIP, RPP
Director Development Services

Recommended by:

Margaret Misek-Evans, MCIP, RPP
Chief Administrative Officer

Attachment Number	Attachment Name
1.	Tecumseh Hamlet Secondary Plan Power Point
2.	Draft Tecumseh Hamlet Secondary Plan, August 13, 2024