



The Corporation of the Town of Tecumseh

Development Services

To: Mayor and Members of Council

From: Brian Hillman, Director Development Services

Date to Council: January 28, 2025

Report Number: DS-2025-03

Subject: Official Plan Amendment No. 5
Tecumseh Hamlet Secondary Plan
Results of Public Meeting and Final Recommendation
OUR FILE: D08 TEC

Recommendations

It is recommended:

That Report DS-2025-03, entitled “Official Plan Amendment No. 5, Tecumseh Hamlet Secondary Plan, Results of Public Meeting and Final Recommendation” **be received**;

And that a by-law having the effect of adopting Official Plan Amendment No. 5 incorporating the Tecumseh Hamlet Secondary Plan document and associated Schedules into the Official Plan and updating existing policies and mapping Schedules where necessary, **be adopted**;

And further that Official Plan Amendment No. 5 **be forwarded** to the County of Essex for its review and approval in accordance with the Planning Act.

Executive Summary

This Report summarizes the comments received at the September 24, 2024 Public Meeting for the Tecumseh Hamlet Secondary Plan, provides an Administrative response to those comments and recommends adoption of Official Plan Amendment

No. 5, which incorporates the Tecumseh Hamlet Secondary Plan into the Tecumseh Official Plan.

Background

Purpose of Secondary Plan

The purpose of the Tecumseh Hamlet Secondary Plan (THSP) is to establish a detailed planning framework for the 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).

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.

Official Plan Amendment No. 5, which incorporates the THSP into the Town's Official Plan, will be included in the By-law section of the January 28, 2025 Regular Council Meeting agenda.

Public Consultation to Date

Public Information Sessions/Stakeholder Engagement Sessions

Throughout the development of the THSP, the project team, consisting of Town Administration (Development Services, Public Works & Engineering Services, Community & Recreation Services), DIALOG (Town's planning and urban design 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.

This consultation process involved ongoing engagement with local residents, property owners, the McAuliffe Park 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.

A detailed review of the items that were raised through the multiple public engagement events, an Administrative response to them, and an update on the Municipal Class Environmental Assessment that is associated with the THSP were provided to Council by way of Report [DS-2024-24](#) at a Special Council Meeting on August 13, 2024 and the subsequent Public Meeting held on September 24, 2024. The major items addressed 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

Public Meeting – September 24, 2024

Council held a formal public meeting on September 24, 2024, in accordance with the provisions of the *Planning Act* to hear comments on the proposed THSP document and associated Official Plan amendment. The public meeting was attended by affected property owners and their representatives, along with property owners of lands adjacent to the THSP. In addition, written correspondence was received from various agencies. The purpose of this Report is to:

- i) summarize the nature of the concerns raised at the public meeting, along with providing an Administrative response to them; and
- ii) recommend a final course of action with respect to the proposed Official Plan amendment related to the THSP, and its incorporation into the Tecumseh Official Plan.

Comments

Comments Received at the Public Meeting

A representative of the landowners who own a large portion of the lands subject to the THSP provided comments in support of the secondary plan and the process that was undertaken in its development. Agency comments from the Greater Essex Catholic District School Board, Windsor-Essex Catholic District School Board and Infrastructure Canada/Hydro One Networks were also received. These comments expressed support of the THSP while requesting minor terminology changes to the THSP document. Those minor revisions have been incorporated into the THSP.

In addition to the foregoing, some stakeholders raised concerns in relation to the following matters:

- 1) Proximity and allowable height of medium density residential uses to existing Corbi Lane subdivision;
- 2) Proposed high density residential land uses identified for existing properties containing single unit detached dwellings on the northeast corner of the Banwell Road/Intersection Road intersection;
- 3) Consideration for increased residential densities and removal of single-loaded roads for the property situated northeast of the Banwell Road/Shields Street intersection;
- 4) Consideration for minor revisions to southern portion of THSP area abutting the McAuliffe woodlot and Odessa Drive cul-de-sac;
- 5) Traffic analysis for the THSPA; and
- 6) Confirmation of a trail along the existing portion of Maisonneuve Street.

The lands within the THSP area subject to the foregoing concerns are identified in Attachment 2. A summary of these concerns, along with the project team's response, is provided below:

Item 1: Proximity and allowable height of medium density residential uses to existing Corbi Lane subdivision

Comments Provided

- The proposed medium density residential areas are too close to existing Corbi Lane subdivision.

- Potential four-storey height will reduce privacy of existing homeowners on Corbi Lane.

Project Team Response

The THSP permits only low density residential development directly abutting the existing homes that are situated on the west side of the existing built-up area 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 on Corbi Lane. This low density residential development will front on the east side of a new north-south municipal road. On the west side of this new road, pockets of medium density residential development are proposed.

The Medium Density Residential designation contemplates residential buildings up to four storeys in height. This allowable height has created concerns with respect to intrusive overlook and potential loss of privacy.

As noted above, Report DS-2024-24 provided comments with respect to a viewscape analysis, compatibility, intrusive overlook and how different residential uses/types can exist together harmoniously when appropriately designed and integrated.

However, to provide additional safeguards with respect to the integration of new development, the THSP is proposed to be revised to introduce a site-specific land use policy that will affect only the first easterly tier of lands designated as Medium Density Residential (north of Intersection Road). This special policy will establish a maximum building height of three storeys. The balance of lands designated Medium Density Residential in other areas of the TSHP will permit up to four storeys. It is believed that this site-specific policy will assist in ensuring a transition of building height/built form that will address the concerns raised.

Item 2: Proposed high density residential land uses for existing properties containing single unit detached dwellings on the northeast corner of the Banwell Road/Intersection Road intersection

Comments Provided

- The seven landowners of existing single unit detached residential properties located on the northeast corner of the Banwell Road/Intersection Road intersection expressed concerns that the proposed High Density Residential land use designation proposed for their properties would force them to move out of the community and result in a forced redevelopment of their lands as contemplated by the THSP.

- The THSP should recognize the existing single-unit dwellings that are located at this specific intersection and provide safeguards to their continued use.
- High density residential land uses proposed to the north of their properties would be too close and would create obtrusive overlook onto their properties.

Project Team Response

As noted in Report DS-2024-24, 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.

In light of the concerns raised, the project team held two in-person meetings with the seven landowners in November and December of 2024. The intent of the first meeting was to listen to and get a better understanding of their concerns and to identify what potential changes could be made to alleviate those concerns. The project team clarified that the current owners would not be forced to move or to redevelop their properties. The second meeting was held to present the project team's proposed changes to the THSP.

To address the issues, the THSP has been modified by introducing a site-specific land use policy for these seven existing residential properties. The policy will only permit the redevelopment of these seven properties for high density residential land uses if the lots are consolidated into a single ownership allowing for a cohesive development proposal. To further facilitate this consolidation and cohesive development, a proposed road has been removed from the land use plan that had previously dissected the easterly portion of these properties. Fragmented or individual lot redevelopment will not be permitted. This "all-or-nothing" policy will provide the existing residents the ability to collectively determine any future redevelopment of their properties. However, it also creates the ability for the lands to ultimately redevelop at a higher density, which we continue to believe is the preferred long-term use for this area of the THSP. This approach will alleviate the concerns noted and allow the landowners to continue using their properties as they currently exist (i.e. single unit dwellings on large residential properties).

In order to address the concerns regarding potential obtrusive overlook of future high density residential developments abutting their properties to the north, a policy establishing the following requirements has been added:

- Building heights will be restricted on the basis of a 45-degree angular plane measured from the dividing property line between the high density property and the existing single unit detached dwelling properties. This provision will result in

the height of new multi-storey apartment buildings abutting to the north not being able to breach this angular plane, resulting in a stepped back building design;

- Windows and balconies will be prohibited from facing the single unit detached dwellings that abut to the south; and
- A landscape buffer will be required along the shared property line to further mitigate any impact and maintain visual harmony between the developments.

It should be noted that the proposed policy establishes that the preceding requirements will not apply if the seven residential properties are redeveloped for high density residential uses before the lands to the north.

These proposed changes were presented to the seven owners and were received positively with no further concerns being raised since the meetings were held.

Item 3: Consideration for increased residential densities and removal of single-loaded roads for the property situated on the northeast of the Banwell Road/Sheilds Street intersection

Comments Provided

- The property owner of lands in the southern portion of the THSPA requested consideration be given to increasing the allowable density of residential development on the lands located northeast of the intersection of Banwell Road and Sheilds Street.
- Requested consideration be given to eliminating the single-loaded roadways proposed along the perimeter of the Desjardins storm water management ("swm") pond.

Project Team Response

As noted in Report DS-2024-24, the Town has strived to balance the varying range of uses/densities being requested by all landowners within the THSPA (and their respective development interests) against the broader goals and guiding principles of the planning process and the servicing capacities of the municipal services for the area. The ultimate plan must be implementable, serviceable and result in orderly, coordinated and appropriate development. Having regard to this balancing act, increasing the residential density in the southern portion of the THSPA is not recommended. The land uses proposed for this area will provide an adequate mix of low, medium and high density residential uses/dwelling types to meet the need of the future residents of the Town within the capacity of the servicing and transportation infrastructure.

With respect to the concern regarding the single-loaded roadways, a tier of residential development has been added to the north side of the Desjardins swm pond, thus removing one of the single loaded roads. The balance of the single-loaded roads are proposed to remain because they provide access to the pond for servicing and proper integration into the neighbourhood as an amenity feature.

Item 4: Consideration for minor revisions to southern portion of THSP area abutting the McAuliffe woodlot and Odessa Drive cul-de-sac

Comments Provided

- The property owner of lands in the southern portion of the THSP area which abut the west side of the McAuliffe woodlot and the Odessa Street cul-de-sac requested consideration be given to eliminating the single-loaded roadway proposed along the west side of the McAuliffe woodlot, allow for additional high density residential areas and add a small non-residential node immediately north of the existing Odessa Drive cul-de-sac.

Project Team Response

For reasons noted earlier in this report, increasing the residential density for the southern portion of the THSP area is not recommended.

With respect to the concern regarding the single-loaded roadway (and the associated increased servicing costs) proposed along the west side of the McAuliffe woodlot, it is noted that this roadway is also serving as a required buffer between future residential development and the limits of the woodlot as established by the Natural Heritage Assessment undertaken by Dillon Consulting on behalf of the Town. Upon review and reconsideration by the Project Team, it was identified that this buffer/separation from the woodlot could be maintained with a design revision that will consist of an environmental buffer (rather than a municipal roadway). This buffer will be designed as a municipal multi-use trail which will facilitate pedestrian access to the woodlot. Special land use policies have been added to the THSP which will protect and enhance the ecological integrity of the McAuliffe woodlot. The environmental buffer shall comprise tree plantings, a multi-use pathway that will be integrated and designed to complement the surrounding natural environment, and a drainage feature/swale for stormwater management.

In addition, the changes to the road layout surrounding the Desjardins swm pond noted in Item 3 above also apply to the subject lands.

With respect to the request to add a small non-residential node immediately north of the existing Odessa Drive cul-de-sac, the Project Team reviewed the existing built-form and land uses on Odessa Drive and confirmed that adding a small Business Park

designation was appropriate. This change will facilitate the potential of two or three new business park lots that will have direct access to/from Odessa Drive.

Item 5: Traffic Analysis for the THSPA

Comments Provided

- The City of Windsor (which owns Banwell Road north of the CP Rail) had an ongoing interest in the THSP given its adjacency to and impact on Banwell Road. General questions and concerns were raised regarding potential traffic impacts to the surrounding transportation network.

Project Team Response

Report DS-2024-24 provided a summary of the traffic responsibilities enshrined in 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. Over the past ten years, Town Administration has worked closely with both the County and the City throughout their respective Banwell Road Municipal Class Environmental Assessment processes. An updated traffic analysis has subsequently been completed in support of the THSP.

In general, the updated analysis found that, provided road improvements recommended by the various municipal class EAs are constructed, the surrounding road network will be able to support the projected traffic generated from the THSPA. It is noted that the County’s portion of Banwell Road (County Road 43) has been completed. The City’s portion, including an interchange at E.C. Row, is proposed to commence construction in 2025, with completion anticipated by Q4 2026.

In August and September of 2024, the Town received written correspondence from the City of Windsor raising the following questions regarding the traffic analysis for the THSPA:

- was traffic generation from surrounding existing development accounted for in the analysis for Banwell Road?
- were traffic calming and/or diversion methods within the THSPA reviewed? and
- was the roadway design of Banwell Road and any potential direct access to it for the proposed Anchor Commercial land uses identified in the THSPA?

Dillon Consulting Limited reviewed and responded to the questions raised in the City’s correspondence and upon a refined analysis reaffirmed that the Banwell Road corridor

will be able to support the projected traffic generated from the THSP. The City, being in receipt of this information from the Town and Dillon Consulting, advised that a future analysis at the time of site plan approval will be required to support a right-in/right-out driveway on Banwell Road to service the Anchor Commercial site.

Item 6: Confirmation of a trail along the existing portion of Maisonneuve Street

Comments Provided

- A member of Council wanted assurances that a multi-use trail is proposed along the existing section of Maisonneuve.

Project Team Response

A multi-use trail is planned for both the future Maisonneuve Street that will extend into the THSP area and for the existing Maisonneuve Street that serves the existing residential areas of Tecumseh Hamlet. Changes to the THSP mapping/schedules have been made to identify this planned trail infrastructure for the entirety of Maisonneuve Street.

Summary of Administrative Comments on Stakeholder Concerns

The THSP has been revised to adequately address requests and concerns that have been identified by various property owners, abutting residents, stakeholders/agencies and Town Council. This was achieved by way of extensive public/stakeholder consultation, additional analysis and multiple in-person meetings the project team had with various landowners and agencies.

Planning Policy Analysis

The following is a summary of how the THSP meets the goals and policies of the Provincial Planning Statement 2024 (PPS), County of Essex Official Plan (County OP) and Tecumseh Official Plan (Tecumseh OP).

Provincial Policy Statement

The Provincial Planning Statement 2024 (PPS), which came into effect on October 20, 2024, is a policy document issued under the authority of Section 3 of the *Planning Act*. The *Planning Act* requires that Council decisions affecting planning matters “**shall be consistent**” with the policies of the PPS.

The PPS encourages and supports development on lands identified for urban growth in settlement areas. It also establishes that the Town should be supporting and promoting residential development that results in compact built form and makes more efficient use

of existing services while offering a range of housing forms/types/tenures to meet expected and varied demands of a diverse population such as those of the growing senior cohort within the Town.

The THSP is consistent with the goals and policies of the PPS as it will increase the supply and mix of housing options, address the full range of housing affordability needs and provide new employment areas that will be within an identified settlement area of the Town. Based on the foregoing, and the policies that are identified within the THSP document, it is the opinion of the writer that the Official Plan amendment that will incorporate the THSP document into the Tecumseh OP is consistent with the PPS.

County of Essex Official Plan

The Study Area is within an identified Primary Settlement Area of the County OP. The goals and policies of the County OP encourage a range of land uses, including a diversity of housing types, within identified settlement areas such as the northern settlement area of Tecumseh.

The THSP will facilitate developments within a Primary Settlement Area that are compact, mixed-use, pedestrian-oriented, with a broad range of housing types, services and amenities available for residents from all cultural, social and economic backgrounds. The County OP encourages well-planned development projects in Settlement Areas to encourage more efficient use of land and municipal infrastructure, renew urban areas and to facilitate economic and social benefits for the community.

Accordingly, the THSP conforms to the goals and policies of the County OP.

Tecumseh Official Plan

The completion of the THSP and its incorporation into the Tecumseh OP is contemplated by Section 4.10, Future Development. This is the designation that currently applies to the Study Area. The adoption of the THSP will fulfill the planning requirements of the current Future Development designation and will redesignate the affected lands into appropriate urban land use designations that will permit their future development on full municipal services, in accordance with the policies and goals of the THSP.

In addition, the adoption of the THSP will comply with Section 10.18, Amendment Procedures, of the Tecumseh OP, which establishes that due regard shall be given to the following matters when contemplating an Official Plan amendment:

- i) the degree of conformity of the proposed amendment to the general intent and philosophy of this Plan, particularly the planning principles as set out in Section 2.3, and consistency with provincial policy;
- ii) the availability and suitability of land already designated for the proposed use, and the need for (or market feasibility of) the proposed use;

- iii) the compatibility of the proposal, or the adequacy of proposed mechanisms for achieving compatibility, with adjacent and planned uses;
- iv) the ability of the Town's infrastructure to accommodate the proposal;
- v) the adequacy of the transportation system to accommodate the proposal.

The policies that will be implemented by the THSP meet all of the above-noted criteria. Based on the foregoing, the adoption of the THSP by way of Official Plan Amendment No. 5 will comply with the existing Tecumseh OP goals and policies.

Conclusion and Final Recommendation

In summary, it is the opinion of the writer that the proposed THSP is consistent with the PPS, conforms to the County OP and Tecumseh OP and will result in future fully serviced and walkable, mixed-use neighbourhoods in the Town that will be based on sound land use planning principles.

Accordingly, Town Administration recommends that Council:

- i) pass a by-law having the effect of adopting Official Plan Amendment No. 5 which will incorporate the Tecumseh Hamlet Secondary Plan document and associated Schedules into the Official Plan and update existing policies and mapping Schedules where necessary; and
- ii) that Official Plan Amendment No. 5 be forwarded to the County of Essex for its review and approval in accordance with the Planning Act.

Consultations

Community & Recreation Services
Public Works & Engineering Services
DIALOG
Dillon Consulting Limited
County of Essex

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 checked="" type="checkbox"/>	Community Health and Inclusion: Integrate community health and inclusion into our places and spaces and everything we do.
<input checked="" 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:

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Reviewed by:

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Reviewed by:

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Reviewed by:

Brian Hillman, MA, MCIP, RPP
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Recommended by:

Margaret Misek-Evans, MCIP, RPP
Chief Administrative Officer

Attachment Number	Attachment Name
1.	Study Area Location Map
2.	Areas Subject to Stakeholder Concerns Map