



## The Corporation of the Town of Tecumseh

Development Services

**To:** Mayor and Members of Council

**From:** Brian Hillman, Director Development Services

**Date to Council:** Tuesday, July 22, 2025

**Report Number:** DS-2025-17

**Subject:** Zoning By-Law Amendment  
2575 Manning Road  
Proposed Commercial Plaza and Hotel  
Scheduling of a Public Meeting  
OUR FILE: D19 2575MAN

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### Recommendations

It is recommended:

**That** Report DS-2025-17 entitled “Zoning By-Law Amendment, 2575 Manning Road, Proposed Commercial Plaza and Hotel, Scheduling of a Public Meeting”, **be received**;

**And that** the scheduling of a public meeting, to be held on Tuesday, August 12, 2025 at 5:30 p.m., in accordance with the *Planning Act* for the application submitted by Dillon Consulting Limited (on behalf of the Owner) to amend Zoning By-law 85-15 by rezoning a 2.62 hectare (6.47 acre) property situated on the northwest corner of the Manning Road/County Road 42 intersection (2575 Manning Road), from “Agricultural Zone (A-33)”, “Residential Zone 1 (R1)” and “Holding General Commercial Zone C1 (H)C1” to a site-specific “Holding General Commercial Zone (H)C1-11”, to facilitate the construction of a commercial development consisting of a five-storey hotel centrally located on the property and five separate commercial/retail buildings, **be authorized**.

## Executive Summary

A Zoning By-law amendment application has been submitted by Dillon Consulting Limited, on behalf of JGM Investments Ltd. (“the Owner”), to facilitate the redevelopment of a 2.62 hectare (6.47 acre) property situated on the northwest corner of the Manning Road/County Road 42 intersection (2575 Manning Road). A commercial development consisting of a five-storey hotel and five separate commercial/retail buildings is being proposed for the property. The subject property is designated “General Commercial” in the Official Plan. The Zoning By-law amendment application proposes the rezoning of the property to a site-specific “Holding General Commercial Zone (H)C1-11” permitting a range of commercial uses consistent with the Official Plan and to establish site-specific zone provisions permitting the hotel to have a maximum height of five stories and a minimum setback of 80 metres (262 feet) from the west lot line and 70 metres (230 feet) from the north lot line. This report is requesting the scheduling of a public meeting related to the proposed amendment in accordance with the requirements of the *Planning Act*.

## Background

### Property Location and Proposed Application

JGM Investments Ltd. (“the Owner”) owns a 2.62 hectare (6.47 acre) property situated on the northwest corner of the Manning Road/County Road 42 intersection (2575 Manning Road) (see Attachment 1). As detailed later in this report, the Owner is proposing to rezone the property from “Agricultural Zone (A-33)”, “Residential Zone 1 (R1)” and “Holding General Commercial Zone C1 (H)C1” to a site-specific “Holding General Commercial Zone (H)C1-11”, in order to facilitate the construction of a commercial development consisting of a five-storey hotel and five separate commercial/retail buildings. The proposed development will be serviced by full municipal services.

The rezoning will establish:

- i) permitted uses, including retail, offices and eating establishments in conformity with the “General Commercial” designation of the Official Plan and
- ii) a maximum height of five storeys for the hotel and an increased minimum setback of 80 metres (262 feet) from the west lot line and 70 metres (230 feet) from the north lot line.

It should be noted that other than the proposed maximum height for the hotel, which is currently limited to three stories by virtue of the C1 Zone regulations and is proposed to be increased to five stories, the proposed development complies with the current zoning requirements (setbacks from abutting residential areas, lot coverage, landscaped open space, parking requirements, etc.) of the C1 zoning of By-law 85-18.

The subject property is designated General Commercial in the Official Plan. Based on municipal records, the property has historically been occupied by the existing single-unit dwelling, with the balance of the property being used for agricultural purposes. A hydro easement along with associated above-ground poles and lines extend east to west across the southerly portion of the subject property.

## **Proposed Development**

Along with the rezoning application, the Owner has submitted a proposed preliminary site plan and architectural renderings (see Attachments 2 and 3) depicting:

- an 82-room, five-storey hotel having a building footprint of 1202 square metres (12,938 square feet) occupying the southerly central portion of the subject property;
- four, one-storey restaurants with drive-throughs, each having a building footprint of 241 square metres (2,602 square feet), two of which will occupy the eastern portion of the property and two that will occupy the western portion of the property (two restaurants on either side of the hotel);
- a one-storey commercial retail/office building having a building footprint of 986 square metres (10,618 square feet) occupying the northerly central portion of the subject property (to the north of the hotel);
- two vehicular access drives from the northern side of County Road 42 and one vehicular access from the west side of Manning Road. It should be noted that the design and location of these access points were reviewed by the County of Essex to ensure proper integration with the future roundabout at the Manning Road/County Road 42 intersection. No concerns regarding the location of the proposed access drives were identified, however the County has advised that the proposed eastern access drive from County Road 42 will need to be designed as a right-in/right-out due to its proximity to the future roundabout;
- 288 on-site parking spaces, along with loading areas, associated with the proposed development.

## Surrounding Land Uses

The land uses surrounding the subject area are as follows (see Attachment 4):

- North: A residential subdivision consisting of predominately two-storey, single-unit dwellings, beyond which is the Hydro One corridor.
- East: A gas station at the northwest corner of the Manning Road/County Road 42 intersection along with three commercial uses located at the northeast corner of this intersection (within the Municipality of Lakeshore), beyond which are primarily agricultural lands and the Hydro One corridor.
- South: A small commercial node consisting of a Tim Horton's restaurant and gas station located at the southwest corner of the Manning Road/County Road 42 intersection and single-unit dwellings fronting the south side of County Road 42 along with a few undeveloped smaller parcels, beyond which are primarily agricultural lands.
- West: Residential uses consisting of predominately one-storey, single-unit dwellings.

## Supporting Documents

During pre-consultation discussions regarding the potential development of the subject property, Town Administration identified that a Traffic Impact Study (TIS), a Sanitary Sewer Assessment and Functional Servicing and Stormwater Management reports would be necessary to properly assess the proposal from a traffic and servicing perspective and to consider the applications complete. In addition, the Owner also has provided a Planning Justification Report ("PJR") in support of the development.

Below is a summary of the findings of the aforementioned reports/studies:

### **1. Planning Justification Report, 2575 Manning Road – Dillon Consulting, December 2024**

The PJR evaluated the proposed development and land use against the Provincial Policy Statement ("PPS") the County of Essex Official Plan ("County OP"), the Tecumseh OP and Zoning By-law 85-18. In addition, it provided an introductory evaluation of the development with respect to site suitability, compatibility of design and site context summary.

The PJR concluded that:

“The proposal to develop this Commercial Development is appropriate and should be approved by the Municipality of Tecumseh Council as it:

- Is consistent with the Provincial Planning Statement (2024);
- Meets the intent and purpose of the County of Essex Official Plan;
- Meets the intent and purpose of the Town of Tecumseh Official Plan;
- Is a site that is physically suitable;
- Will not negatively impact the private use and enjoyment of neighbouring residents;
- Will not have negative natural environmental impacts;
- Will not have negative impacts on municipal services;
- Will not have negative social, environmental or economic impacts; and
- Will have favourable positive impacts for the Town of Tecumseh to strengthen and enhance its existing economic base.

For the above reasons, it would be appropriate for the Town of Tecumseh Council to provide support for the site-specific rezoning of the Subject Property to allow for the development of this commercial development. This report demonstrates that the proposal is suitable and will not impact the surrounding residential uses, is consistent with the PPS. It conforms to the intent and purpose of the County of Essex Official Plan and the Town of Tecumseh Official Plan and represents good planning.”

Town Administration has reviewed the PJR and is satisfied that its analysis and recommendations are sufficient to support consideration of the proposed application and to proceed with the statutory public meeting.

## **2. Traffic Impact Study, 2575 Manning Road Commercial Development – Dillon Consulting, August 2024**

To assess the impacts of traffic generated by the proposed use on the surrounding road network, the Owner engaged the services of a qualified consultant to prepare a TIS.

The TIS provided an evaluation/analysis of the existing traffic operations, as well as future traffic conditions with and without the proposed development. The objective of the TIS was to determine whether any operational issues would arise because of the development. As noted above, the TIS was reviewed by the County of Essex to ensure proper integration with the future roundabout at the Manning Road/County Road 42 intersection. No concerns regarding the TIS or the proposed access points were identified by the County. However, the County has advised that the proposed eastern access point onto County Road 42 will need to be designed as a right-in/right-out due to its proximity to the future roundabout.

Town Administration has reviewed the TIS and is satisfied with its analysis and recommendations. Furthermore, considering the aforementioned County acceptance of the TIS, Administration believes that adequate analysis has been provided supporting the proposed development from a traffic impact perspective.

## **3. Sanitary Sewer Assessment, 2575 Manning Road – Dillon Consulting, March 2022**

The Town of Tecumseh requested that Dillon Consulting assess the impact of the proposed development on the existing sanitary sewer collection system. As part of this analysis, the latest update to the Town's Infoworks-ICM sanitary sewer model was used based on calibrated wet weather flow conditions.

The Sanitary Assessment concluded that:

“The proposed development along Manning Road is estimated to result in a new peak sanitary flow rate within the new total catchment area of approximately 4.38 L/s during the 1:5 year return period simulation, and a peak flow of 5.18 L/s during the 1:25 year return period simulation, which represents an increase of 1.0 L/s and 1.41 L/s during the 1:5 and 1:25 year events, respectively. This can be accommodated within the available flow capacity of the existing sanitary sewer on CR42 without a significant increase in risk of basement flooding due to sanitary sewer surcharging.

The existing conditions wet weather sanitary sewer HGL along CR42 is at a minimum depth of 3.0 m below the existing ground surface under the 1:5 year return period wet weather conditions simulation and 2.5 m below the existing ground surface under the 1:25 year simulation. The proposed development is estimated to result in a maximum increase in HGL of approximately 0.08 m in the sanitary sewers along CR42. The increased wet weather HGL is considered to be minor relative to the existing conditions. Additionally, the depth of the HGL is greater than 1.50 m below the existing ground surface (below typical basement floor elevations). We trust that this evaluation provides the Town with the necessary information to consider the approval of the proposed development along Manning Road from a sanitary system perspective.

Accordingly, we are of the opinion that the increased sanitary sewer flows from the proposed development can be accommodated despite the impacts to the existing sanitary sewer system and with no significant increase in risk of basement flooding. The sanitary flows from the site are recommended to be monitored so as to not exceed design flows during wet-weather events.”

Town Administration has reviewed the Sanitary Assessment and concurs with its findings.

**4. Functional Servicing and Stormwater Management Report, 2575 Manning Road – Dillon Consulting, August 2024**

The Functional Servicing Report addresses the servicing strategy, including supporting studies and related information for the transportation, sanitary, stormwater management, watermain servicing and private utility servicing for the site.

Town Administration has received this document and is reviewing it for any necessary revisions. The proposed development will be serviced with full municipal services. It is further noted that all final servicing requirements for the proposed development will be addressed through the site plan control process, including stormwater management addressing quality and quantity control.

## Comments

### Provincial Planning Statement

The *Planning Act* establishes that Council, when making decisions that affect a planning matter, “shall be consistent with” the 2024 Provincial Planning Statement (“PPS”) issued under the *Planning Act*.

The following excerpts from the PPS are most relevant in the assessment of the proposed Zoning By-law amendment application:

#### “2.3 Settlement Areas and Settlement Area Boundary Expansions

##### 2.3.1 General Policies for Settlement Areas

1. Settlement areas shall be the focus of growth and development.  
Within settlement areas, growth should be focused in, where applicable, strategic growth areas.

#### 2.8 Employment

##### 2.8.1 Supporting a Modern Economy

1. Planning authorities shall promote economic development and competitiveness by:
  - a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
  - b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
  - c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;



- d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and
- e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.”

In summary, the PPS encourages the proposed uses within fully serviced, designated settlement areas. The proposed development is consistent with the PPS.

## **County of Essex Official Plan**

The subject property is within an identified Primary Settlement Area of the County Official Plan (“County OP”). The goals and policies of the County OP encourage a range of urban development within identified settlement areas. The following are the relevant excerpts from that document:

### **“3.2.2 Goals**

The following goals are established for those lands designated as settlement areas on Schedule “A1”:

- a) Support and promote public and private re-investment in the Primary Settlement Areas;
- ...
- f) To increase the opportunity for job creation within each local municipality by attracting and maintaining industries and businesses closer to where County residents live.

### **3.2.4.1 Policies**

The following policies apply to Primary Settlement Areas:

- a) Primary Settlement Areas shall be the focus of growth and public/private investment in each municipality;
- ...
- d) All new development within Primary Settlement Areas shall only occur on full municipal water services and municipal sewage

services, unless there are interim servicing policies in the local Official Plan that are in effect at the time of approval of this Plan.

...

- h) All types of land use are permitted within the “Settlement Areas” designation subject to the specific land use policies of the local Official Plans.”

In accordance with the foregoing goals and policies, the proposed development conforms to the County of Essex Official Plan.

### **Tecumseh Official Plan**

As noted previously, the subject area is designated “General Commercial” on Schedule “B1” of the Tecumseh Official Plan (see Attachment 5). The land uses proposed through the application are permitted by this designation.

Amendments to the Zoning By-law shall be subject to Subsection 10.18 of the Official Plan, Amendment Procedures. This subsection establishes that, when contemplating an amendment to the Official Plan, due regard shall be had to the following matters:

- 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; and
- v) the adequacy of the transportation system to accommodate the proposal.

Based on our preliminary review, it is the opinion of Administration that the application can satisfy the preceding items. With respect to item iii), it will be particularly important to have regard to the policies of subsection 3.18, Land Use Compatibility, to ensure a suitable transition and mitigate any potential adverse impacts between the proposed commercial development and the residential areas to the north and west.

## **Zoning By-law**

As noted previously, the subject property is currently zoned “Agricultural Zone (A-33)”, “Residential Zone 1 (R1)” and “Holding General Commercial Zone C1 (H)C1”, which reflects the historical agricultural use of the property with an existing residential dwelling. Accordingly, a Zoning By-law amendment is necessary to rezone the subject property into an appropriate site-specific commercial zone to facilitate the proposed development and reflect the intent of the Official Plan designation and associated policies.

## **Municipal Services**

The proposed development will be serviced with full municipal services. Final detailed servicing requirements will be incorporated in the associated site plan control agreement, which will be required prior to development proceeding on the subject area.

## **Additional Planning Approvals**

In addition to the Zoning By-law amendment application, approval of a site plan control agreement will be required prior to the proposed development proceeding. The agreement will address matters such as site design, vehicular access, parking areas, sidewalks, lighting, landscaping, site services, perimeter fencing, stormwater management and drainage, along with any off-site servicing requirements. Site plan control will be used to ensure the site is developed and maintained at an appropriate standard and with design considerations that ensure its proper integration into the neighbourhood.

## **Summary**

The proposed Zoning By-law amendment is consistent with the PPS, conforms to the County OP and Town OP and upon a preliminary review, satisfies the matters to be considered in the Town’s OP when contemplating a Zoning By-law amendment.

Accordingly, it is recommended that a public meeting be scheduled in accordance with the provisions of the *Planning Act* to seek public input. A public meeting to consider the proposed amendment will provide an opportunity to hear concerns and comments, if any, of neighbouring owners and other interested stakeholders/agencies. It is important that the concerns and comments of these stakeholders be taken into consideration as part of the full evaluation of the application. If issues arise at the Public Meeting that are not immediately resolved, a summary of the issues, along with a final recommendation on the application will follow by way of a future Planning Report. If, however, all issues

are resolved or none are raised, a Zoning By-law amendment by-law will be brought forward for Council's consideration at a subsequent Council Meeting.

## Consultations

Community Safety  
Public Works & Engineering Services  
County of Essex

## Financial Implications

None.

## Link to Strategic Priorities

Applicable	<a href="#">2023-2026 Strategic Priorities</a>
<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:

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Reviewed by:

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Reviewed by:

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Reviewed by:

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Recommended by:

Margaret Misek-Evans, MCIP, RPP  
Chief Administrative Officer

<b>Attachment Number</b>	<b>Attachment Name</b>
1.	Property Location Map
2.	Preliminary Site Plan

<b>Attachment Number</b>	<b>Attachment Name</b>
3.	Preliminary Architectural Renderings
4.	Property Location and Surrounding Land Uses
5.	Official Plan Map
6.	Zoning Map