



The Corporation of the Town of Tecumseh

Development Services

To: Mayor and Members of Council

From: Brian Hillman, Director Development Services

Date to Council: February 11, 2025

Report Number: DS-2025-08

Subject: Expanding Housing Choices and Improving Affordability
Housing Accelerator Fund:
Initiative 3 – Residential Intensification in the
Manning/Tecumseh District
Proposed Official Plan and Zoning By-law Amendments
Scheduling of a Public Meeting
OUR FILE: L11 FE

Recommendations

It is recommended:

That Report DS-2025-08, entitled “Expanding Housing Choices and Improving Affordability, Housing Accelerator Fund: Initiative 3 – Residential Intensification in the Manning/Tecumseh District, Proposed Official Plan and Zoning By-law Amendments, Scheduling of a Public Meeting”, **be received.**

And that the scheduling of a public meeting, to be held on Tuesday, March 11, 2025 at 4:30 p.m., in accordance with the *Planning Act*, for proposed Official Plan and Zoning By-law Amendments to the Tecumseh Official Plan and Tecumseh Zoning By-laws 1746 and 2065, which will redesignate and rezone lands in the Manning/Tecumseh District to permit residential intensification (multi-unit residential) and new mixed-use development and redevelopment, in accordance with Report DS-2025-08 and Initiative No. 3 of the Housing Accelerator Fund, **be authorized.**

Background

Tecumseh Housing Action Plan

In August of 2023, Council adopted a Housing Action Plan (HAP), incorporating new housing goals, targets and initiatives that would lead to comprehensive, long-term, positive changes to improve housing affordability and to broaden the range of housing choices available to Tecumseh residents.

Tecumseh Housing Accelerator Fund

In February 2024, the Town's Housing Accelerator Fund (HAF) Application received approval, and an agreement was entered into with Canada Mortgage and Housing Corporation ("CMHC") setting out nine initiatives to be undertaken by the Town and their corresponding timelines and milestones.

HAF Initiative 3 Update

In October of 2024, by way of Report [DS-2024-35](#), Council received an update on the status of the nine initiatives that are being undertaken in accordance with the HAF Agreement, including HAF Initiative No. 3. The intent of Initiative No. 3 is to redesignate and rezone lands in the Manning Road/Tecumseh Road corridors to permit residential intensification (multi-unit residential) and new mixed-use development and redevelopment. The lands subject to the study are shown on Attachment 1 and are referred to as the Manning/Tecumseh District.

Town consultants, WSP, in consultation with Administration and MillerSilani Inc. have prepared the Manning/Tecumseh District Study Background Report ("Background Report"), dated January 2025, to support this initiative (see Attachment 2). This background Report includes:

- The guiding planning and policy framework to be considered when developing land use concepts for the Study Area, including Provincial, County, and Town policies;
- The existing conditions of the Study Area including land uses, built form, servicing and stormwater management considerations, transportation, community services and parkland;
- A selection of best practices for intensification and revitalization of low-density commercial areas in other municipalities in Ontario and Michigan;

- Opportunities and challenges for redevelopment of the Study area;
- Guiding Principles and considerations to be incorporated into the preliminary land use alternatives; and
- A preliminary concept plan for the development/redevelopment of this district.

Vision and Guiding Principles

Vision

The proposed vision for the Manning/Tecumseh District is for a mixed-use area that maintains its role as an important commercial node for the residents of the Town and the neighbouring communities, and is an attractive, vibrant and inviting place to live.

The District will develop at residential densities that support transit and active transportation, but which are in harmony with the surrounding low-density areas. The various parts of the District will be connected with each other and adjacent neighbourhoods by complete streets that support active transportation.

The District will include safe, walkable and inter-connected streets, vibrant public and private spaces, and a public realm framed by attractive buildings and streetscaping.

Guiding Principles

Guiding Principle #1

Development and Redevelopment in the Manning/Tecumseh District should expand housing choices and increase the supply of housing in Tecumseh, contribute to the Town's intensification target, and create a built environment where residents of all ages feel safe walking and cycling to meet their daily needs.

Guiding Principle #2

Development in the Manning/Tecumseh District should enhance the critical commercial role of the District for the Town, by maintaining and even expanding the total commercial GFA in the District over time.

Guiding Principle #3

Planning in the District, including block and site design, should improve walkability and connectivity between various uses in the district, by increasing mid-block connections and improving streetscapes.

Guiding Principle #4

Buildings in the District should be street-oriented, with parking and loading areas and vehicular access points reduced and consolidated and situated to the rear of buildings wherever possible.

Guiding Principle #5

Development in the District should be sensitive to its surrounding context and enhance transition and connections to adjacent uses and neighbourhoods, as well as avoiding issues of land use incompatibility.

Preliminary Concept

Based on the referenced policy and background review, analysis, and Vision and Guiding Principles, and through consultation with the project team, the Background Study recommends a land use concept plan, as shown in Attachment 3.

This land use concept plan considers both the development and redevelopment opportunities for medium or high density residential or mixed-use development, including:

- New development on vacant lands: Four sites which are either vacant (Sites A through C) or are part of a larger parking area (Site D) and could be utilized for infill multi-unit residential and/or mixed-use development with residential components.
- Redevelopment of the existing underutilized lands: Six sites which are the location of existing smaller buildings that are part of the larger retail plazas in the District and comprise sites that could be redeveloped for multi-unit residential and/or mixed-use development with residential components.

Comments

The redesignation and rezoning of the various sites shown on Attachment 2 to permit new multi-unit residential and/or mixed-use development could result in more than 800 dwelling units assuming all were high density format, meaning apartment style housing. However, both medium and high-density development would be permitted, resulting in a range of building types including, townhouses, stacked townhouses and apartments up to six storeys in height. In addition, apartment style buildings could be built as part of new mixed-use commercial/residential buildings (where the ground floor would contain retail stores, offices, or other similar service commercial uses) or as part of new free-standing apartment buildings with a height of 4 to 6 stories.

It is anticipated that existing commercial buildings located within this district would remain and would continue to provide Tecumseh residents with important goods and services as part of a vibrant and thriving commercial district.

These sites have been chosen as they represent opportunities for residential development that could reasonably occur over the short-term (0 to 5 years) and mid-term (5 to 10 years) while not significantly impacting the role of the District as a key retail area for the Town. Specifically, the development of these sites would allow for a significant increase of housing units in the District while maintaining the diverse commercial, restaurant and service related uses along with major retail uses such as grocery stores. Consideration will be given to developing an Official Plan policy that allows additional residential and mixed-use redevelopment in the District beyond the sites identified, subject to site-specific amendments to the Zoning By-law.

The Town engaged Dillon Consulting to undertake an analysis to determine the existing capacity of the municipal sanitary infrastructure. The analysis has concluded that there would be sufficient capacity to support the level of development projected on the sites shown on Attachment 2 and the impact to the hydraulic gradeline would be minimal. An increase to the level of service would be experienced with the completion of the recommended improvements identified within the 'Sanitary Sewer Model Recalibration and Basement Flood Risk Mitigation Study (2024)'.

Next Steps

HAF Initiative No. 3 is proposed to be implemented through an Official Plan and Zoning By-law Amendment that will apply to lands situated within this District. The proposed amendments will be based on the Background Report and Report DS-2025-07, while having regard to stakeholder input.

A copy of the Background Report is on PlaceSpeak to obtain public feedback. An Open House is being scheduled for mid-February 2025 to allow interested residents and property owners to provide comments and input in advance of draft Official Plan and Zoning By-law Amendments being prepared.

In addition, it is recommended that a public meeting be scheduled in accordance with the provisions of the *Planning Act*, to consider the proposed amendments that seek to redesignate and rezone the lands in the Manning/Tecumseh District corridor to facilitate residential intensification opportunities, as identified in the Background Report and Report DS-2025-07. The public meeting will provide an opportunity to answer questions and receive comments, if any, of interested stakeholders/agencies. It is important that the concerns and comments of interested residents, property owners, and stakeholders be taken into consideration as part of the preparation and adoption of any amendments for affected lands.

If issues arise at the public meeting that are not immediately resolved, a summary of the issues, along with a final recommendation will follow by way of a future Planning Report. If, however, all issues are resolved, an Official Plan and Zoning By-law amendment will be brought forward for Council's consideration at a subsequent Council Meeting.

Consultations

Public Works and Engineering Services
Dillon Consulting Limited
MillerSilani Inc.
WSP

Financial Implications

The Council-approved 2024 Planning Services budget incorporates HAF funding to fund the costs being incurred by the Town to complete these initiatives.

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 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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Senior Planner

Reviewed by:

Phil Bartnik, P.Eng.
Director Public Works & Engineering Services

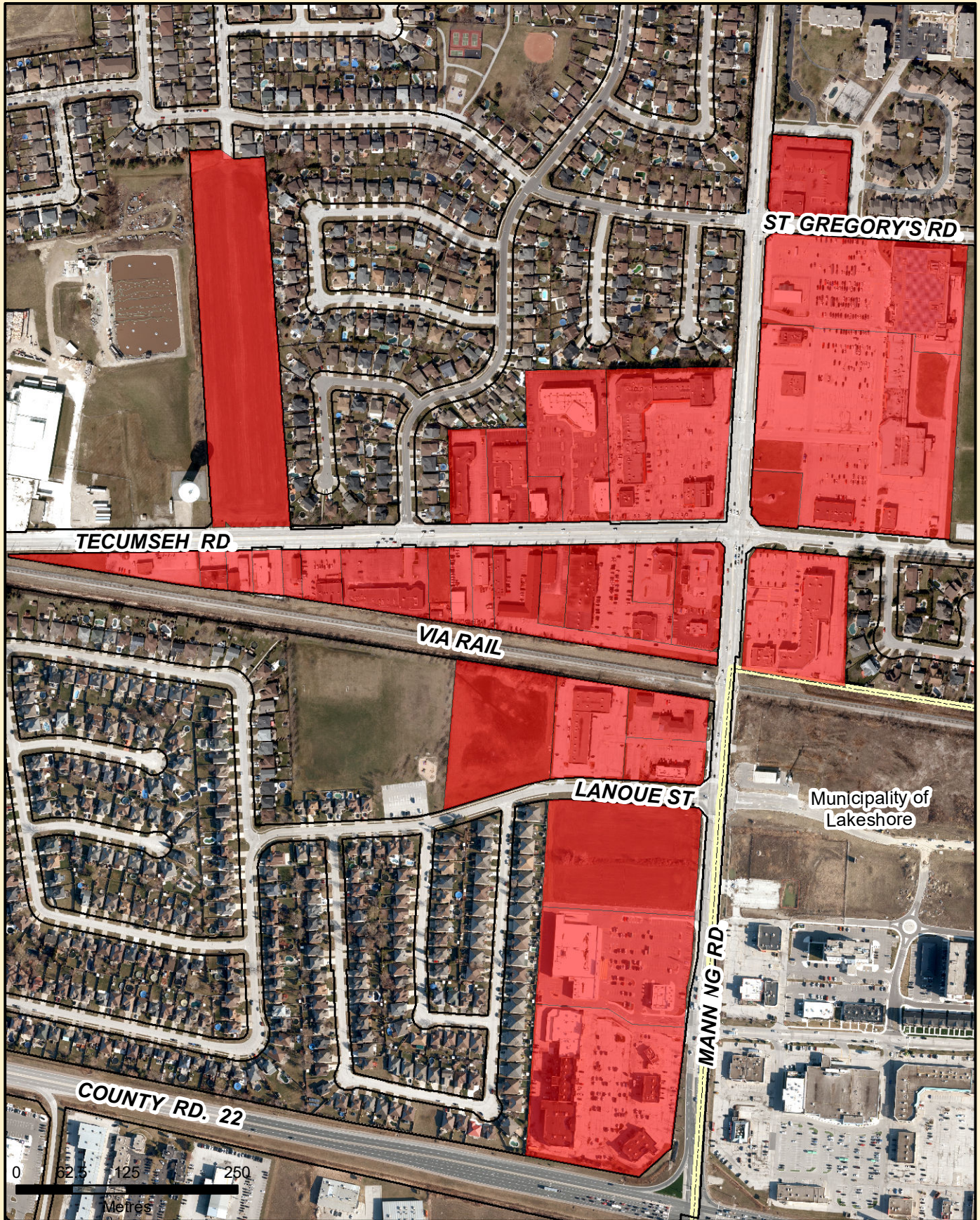
Reviewed by:

Brian Hillman, MA, MCIP, RPP
Director Development Services

Recommended by:

Margaret Misek-Evans, MCIP, RPP
Chief Administrative Officer

Attachment Number	Attachment Name
1.	Study Area Lands Map
2.	Manning/Tecumseh District Study: Background Report, January 2025
3.	Land Use Concept Plan



Prepared By:
Development Services



Legend

- Study Area Lands
- Municipal Boundary

Attachment 1, DS-2025-08
 Housing Accelerator Fund, Initiative No. 3
 Potential Residential Intensification in
 Manning-Tecumseh Road District
Study Area Lands



MANNING/

TECUMSEH



Manning/Tecumseh
District Study
Background Report

January 2025



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1 INTRODUCTION

The Town of Tecumseh has initiated a Special Planning Study (“the Study”) for the Manning/Tecumseh District. The Study Area comprises lands around the intersection of Manning Road and Tecumseh Road in the northeast portion of the Town, approximately straddling the border between the former Town of Tecumseh and the former Village of St. Clair Beach (see **Figure 1**). The Study Area currently forms one of the key commercial nodes of the Town, with a variety of low-rise commercial uses, including two grocery stores, and large amounts of surface parking. The Study Area is also adjacent to the Nortera Foods plant on Tecumseh Road (formerly Bonduelle and

Green Giant), which is a key and historical employer in the Town.

The purpose of this Study is to explore opportunities to revise the land use planning framework for the Study Area in the Town’s Official Plan and Zoning By-law to allow for residential and mixed-use development at a higher density than currently exists. Tecumseh, like most Canadian municipalities, is facing a housing crisis. On August 8, 2023, the Town of Tecumseh Council adopted a Housing Action Plan (“HAP”) which provides a high-level strategy to build an additional 137 housing units, for a total of 464 units over the next three years. The HAP establishes ten initiatives which are being funded by the Federal government through the Housing Accelerator Fund (“HAF”), and seeks to eliminate existing barriers to building homes.



Legend
 Municipality of Lakeshore
 Tecumseh Municipal Boundary

Manning/Tecumseh District Study
Study Area



Figure 1: Map of the Manning/Tecumseh District Study Area

Initiative #3 of the HAP is to implement “land use changes (official plan and zoning bylaw amendment) that would allow residential intensification (multi-unit residential) and new mixed-use development and redevelopment” in the Study Area.

The intended outcomes of this Study are amendments to the Town’s Official Plan and Zoning By-law which implement a regulatory framework that allows for the redevelopment of the Study Area for an appropriate mix of uses and densities. This Study is not a Secondary Plan, transportation study, or Community Improvement Plan, but the final recommendations and outcomes of the study must consider elements related to those types of exercises. This includes:

- Opportunities for future placemaking through the redesignation of lands in the Study Area (e.g., framing public space, creating plazas, mid-block connections);
- Potential for provision of additional parkland and community services in the Study Area;
- Issues of traffic, access, and pedestrian connectivity on Manning and Tecumseh Roads;
- Potential for future roadways within blocks in the Study Area; and
- Considerations for existing servicing constraints.

The Study is being undertaken in two phases:

- In **Phase 1 (Background Review Study and Preliminary Concept)** WSP and the Town will establish guiding principles for the Study, understand the policy drivers and existing conditions of the area, receive local knowledge and input from community members, and establish a preliminary land use concept for the Study Area.
- In **Phase 2 (Preferred Land Use Plan and Official Plan/Zoning By-law Amendments)** WSP and the Town will refine the concept with continued engagement with the community, identify a preferred land use plan and produce final Official Plan and Zoning By-law Amendments to implement the preferred land use plan.

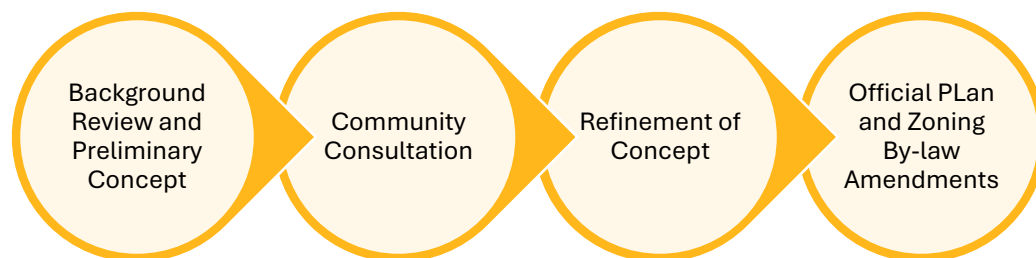


Figure 2: Study process.

The purpose of this Background Report is to summarize the following:

- The guiding planning and policy framework to be considered when developing a land use concept for the Study Area, including Provincial, County, and Town policies;
- The existing conditions of the Study Area, including land uses, built form, servicing and stormwater management considerations, transportation, community services and parkland. This also includes establishing the gross floor area of commercial uses in the Study Area;
- A selection of best practices for intensification and revitalization of low-density commercial areas in other municipalities in Ontario and Michigan;
- Opportunities and challenges for redevelopment of the Study area that are observed through analysis of the first three sections of the Report; and
- Guiding Principles and considerations to be incorporated into the preliminary land use concept.

The following section will establish the framework guiding planning in the Study Area.

2 PLANNING FRAMEWORK

This section will succinctly summarize any direction from Provincial, County, or Town policies that should be considered in the study (especially guidance for mixed use, walkable, and transit supportive mixed-use districts).

All municipal planning policies and decisions in Ontario flow from the Provincial planning framework, with the *Planning Act* (“the Act”) and Provincial Policy Statement as the primary statutory legislation. Various acts, plans, and guidelines across the Provincial Planning framework are designed to ensure sustainable growth, environmental preservation, and economic development.

2.1 PLANNING ACT AND PROVINCIAL PLANNING STATEMENT

The *Planning Act* directs all land use planning matters in Ontario through various provisions, including enabling planning tools for municipalities like official plans, zoning, land division, and community improvement. Section 2 of the *Act* sets out matters of Provincial interest, which all planning decisions in the Province must have regard to. Matters of Provincial interest relevant to the Study include:

- the orderly development of safe, healthy and complete communities;
- the adequate provision of housing, including affordable housing, jobs, and educational, health, social, cultural, and recreational facilities; and

- the implementation of land use patterns, density and mix of uses to support current and future use of transit and active transportation.

The Provincial Planning Statement, 2024 (PPS) was enacted in October 2024 and provides detailed policy direction on matters of Provincial interest, and is the primary source of Provincial planning policy. The PPS comprises five sections: Building Homes, Sustaining Strong and Competitive Communities (Chapter 2.0), Infrastructure and Facilities (Chapter 3.0), Wise Use and Management of Resources (Chapter 4.0), Protecting Public Health and Safety (Chapter 5.0), and Implementation and Interpretation (Chapter 6.0). Listed below are requirements for municipal planning decisions relating to the parameters of this Study.

Housing

Section 2.2 of the PPS lays out the Province’s priorities for the orderly and efficient use of land and development to create healthy and strong communities. More specifically, Section 2.2.1 establishes policy direction to provide for an appropriate range and mix of housing options and densities to accommodate future growth. This includes, but not limited to, planning for:

- a minimum target for housing that is **affordable to low- and moderate-income households**;
- a range of **housing options** including **additional needs housing** and needs arising from demographic changes and employment opportunities;
- all types of residential **intensification**, including the **development and redevelopment** of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new

housing options within previously developed areas, and redevelopment; and

- **transit-supportive** development that prioritizes intensification, including potential air rights development, in proximity to transit, including corridors and stations.

As such, planning authorities shall direct housing development toward locations with access to appropriate levels of infrastructure, public services (such as parks and recreational facilities, health and education, and emergency facilities) and transportation.

Intensification

Section 2.3.3 of the PPS requires planning authorities to support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities. As such, Section 2.3.4 of the PPS directs Planning authorities to establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.

Complete Communities

Section 2.3.1.3 of the PPS directs municipalities to support general intensification and redevelopment to support the achievement of **complete communities**, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities. Additionally, Section 2.1.6 encourages planning authorities to support the achievement of complete communities by accommodating an appropriate range and mix of land uses, transportation options with multimodal access, employment opportunities, institutional uses

(including schools and associated childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs.

Efficient Use of Infrastructure And Facilities

Section 3.1 continues earlier policy direction in the PPS relating to the efficient provision and use of infrastructure and public service facilities. Before consideration is given to developing new infrastructure and public service facilities, existing assets should be optimized to meet future needs wherever feasible. Public service facilities should be planned and co-located with one another, along with parks and open space where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.

Similarly, Section 3.6 directs municipalities to accommodate forecasted growth when planning for water, wastewater, and stormwater services and consider opportunities to allocate, and reallocate, if necessary, the unused system capacity of municipal water services, municipal sewage services and stormwater systems to support efficient use of these services to meet current and projected needs for increased housing supply.

Section 3.2 encourages planning authorities to provide multimodal transportation systems which are safe, energy efficient, and facilitate the movement of people and goods. Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.

2.2 COUNTY OF ESSEX OFFICIAL PLAN

The County of Essex Official Plan (“OP”) contains high-level guidance for growth and land use for the County’s seven local municipalities, including the Town of Tecumseh.

The County’s existing OP was adopted in February 2014 and approved by the Province in April 2014. In November 2024, County of Essex Council adopted a new OP, which is under review for approval by the Province at the time of this Report. This section will summarize those policies relevant to the Study and the Study Area from the County’s new OP.

Intensification

Section 4.A.5 of the County OP includes policies to encourage well-planned intensification and redevelopment projects in “Settlement Areas”, while also maintaining an efficient use of land and municipal infrastructure. The specific intent here is to promote residential intensification and redevelopment within every “Primary Settlement Areas” in order to increase their vitality, offer a range of housing choices, efficiently use land and optimize the use of infrastructure and public service facilities. Section 4.A.5.1 also requires municipalities to allocate 30 percent of all new housing units to occur by way of residential intensification and redevelopment.

Section 4.A.5.3 outlines an intensification strategy that municipalities shall follow within Official Plans and Secondary Plans. Updates to local municipal Official Plans shall include an intensification strategy that supports the implementation of, but not limited to, complete communities, compact built forms, optimized usage of existing servicing systems, affordable housing for both ownership and rental forms of housing, and revitalized or protected

cultural heritage resources. Additionally, where feasible, municipalities are to identify areas where missing middle housing may be implemented to provide more affordable medium density options for Essex County. As per Section 4.A.5.5, municipalities are encouraged to pre-zone such lands to expedite and streamline the approval of this built form.

Housing

The Study Area is bounded within a Primary Settlement Area, and as such, relevant policies relating to housing will follow suit with the direction set out by the County. Within Primary Settlement Areas, the County encourages the redevelopment of brownfield and grey field properties as per section 4.A.2.8. Specifically, section 4.B.3.2 (c) requires municipalities to work with the County to identify brownfield and greyfield sites (the latter including underutilized commercial sites or strip plazas) outside employment areas for affordable and attainable housing development.

Mixed-use and compact development

Section 4.B establishes Principles for the County Official Plan, which includes the creation of healthy and sustainable communities. These Principles are supported by Section 4.A.2.7 which encourages mixed-use development and an accessible pedestrian-oriented streetscape within Primary Settlement Areas.

Infrastructure and community services

Section 11 establishes policies for transportation in the County. In terms of roads and streets, Section 11.A.1 includes policies directing to:

- plan for and protect corridors for transpiration, transit, and infrastructure;

- require that development will maintain appropriate right-of-way widths for all existing and proposed roads;
- restrict lot creation on private roads, except for plans of condominium, where appropriate;
- optimize intersections and road access throughout the County to develop a complete streets approach; and
- address new development proposed on adjacent lands to existing or planned corridors and transportation facilities so development should be compatible with, and supportive of, the long-term purposes of the corridor.

Section 11.E relates to active transportation (“AT”, i.e., walking, cycling, or use of mobility devices), directing for the continual development and improvement of the County-wide Active Transportation System (“CWATS”) by considering all County and local municipal roads for AT facilities, unless otherwise designated. AT-oriented development is encouraged, and land-use planning and development should achieve AT linkages between commercial uses, schools, trails, parks, and municipal facilities.

Section 11.G establishes policies applicable to rail lines within Essex County. The Study Area includes a rail crossing adjacent to Manning Road and Tecumseh Road East, requiring specific planning to mitigate any potential issues. Depending on the potential impacts, all proposed residential or other sensitive use development within 300 metres of a railway right-of-way will be required to undertake noise studies to mitigate any adverse impacts. In cases where development occurs within 75 meters of a railway right-of-way, a vibration study will be required to the satisfaction of the local municipality. Additionally, all proposed development adjacent to railways shall ensure that appropriate safety

measures such as setbacks, berms and security fencing are provided, to the satisfaction of the local municipality in consultation with the appropriate railway.

2.3 TOWN OF TECUMSEH STRATEGIC PLAN

In 2023, the Town approved the Strategic Plan for 2023-2026 which is focused on three key sectors: Sustainable Growth, Community Health and Inclusion, and Service Experience. The list below highlights key initiatives pertaining to land use planning. As such, the Town is committed to:

- Creating new housing supply and promoting affordability;
- Opening existing growth areas for development;
- Initiating programs and practices to promote traffic calming;
- Improving Tecumseh Transit and other multi-modal transportation corridors and services;
- Implementing approved plans for development areas, including community improvement plans; and
- Maintaining water and wastewater plans and models to meet future needs.

2.5 TOWN OF TECUMSEH HOUSING ACTION PLAN (HAP)

The HAP outlines housing targets for the Town of Tecumseh, together with the corresponding five goals and ten initiatives that the Town of Tecumseh will undertake over the next three years to support the development of more housing. The HAP also identifies where assistance is needed from the private and non-profit sectors and from senior levels of government to achieve these shared goals. Specific to this Study, Initiative #3 promotes and encourages implementing land use changes (Official Plan and Zoning By-Law amendments) that would allow residential intensification (multi-unit residential) and new mixed-use development and redevelopment within the Manning Road Commercial District.

2.6 TOWN OF TECUMSEH OFFICIAL PLAN

The Town has several land use and infrastructure planning documents that should be considered as part of this Study. First and foremost is the Town's OP, as it contains the policy direction for the Study to occur and will be the primary implementation tool for mixed-use development in the Manning/Tecumseh District, along with the Town's Zoning By-law(s).

The Study Area is identified in Section 2.1 of the Town's OP as a Point/Cluster and on Schedule A (Community Structure Plan) as a Commercial Node.

The following subsections summarize Town-wide policies applying to the Study Area, as well as OP designations relevant to the Study (General Commercial, Residential, and Main Street Mixed Use).

Intensification

Section 2.2 of the Town's OP lays out the Town's growth management strategy, which directs that growth and public/private investment should primarily occur in the Urban Areas of the Town (where the Study Area is located). The OP states that growth may occur through both greenfield and infill opportunities, including through higher density residential and commercial uses in the Tecumseh Road Community Improvement Plan Area. Section 2.3 of the OP establishes planning principles for the Town, including promoting intensification and redevelopment supported by adequate infrastructure and public service facilities, encouraging mixed-use, compact, and pedestrian-friendly built form, and protecting Town centres and main streets as focal points for civic, commercial, and entertainment uses.

Urban Design

Expanding on the planning principles established in Section 2.3 of the Town's OP, Section 7.3ii) sets principles for urban design in the Town, including fostering a sense of place in attractive communities, providing a variety of housing types in compact, accessible, and mixed-use communities, and providing access and visibility to parks and open spaces. Section 7.3vi) provides direction for site design on Town "gateways" which include Manning and Tecumseh Roads: development should enhance buildings' relationship to the road, loading, garbage, and storage areas should not be exposed to the road, and parking should be located in the rear and/or side yards of buildings. The Town may undertake urban design guidelines for specific areas in the Town to further implement the design direction of the Official Plan.

Transportation

Section 9.3 (Road Classification System) establishes the function and right-of-way width for roadways in the Town, including:

- Minor Arterial Roads (Manning and Tecumseh Roads within the Study Area) – 26-metre right-of-way, function intended for high volumes of both passenger and commercial traffic for inter-urban travel at moderate speed; and
- Commercial Main Street (Tecumseh Road west of the VIA/CN rail corridor) – 26-metre right-of-way, but as the central street in a planned commercial node, intended to function for lower speeds and to support shared cycling, pedestrian, and parking facilities.

This section of the OP also notes that the Town will continue to seek to improve road alignments and establish road allowances for new development.

Section 9.5 (Transit) directs that the Town will endeavour to ensure transit-supportive design, including through the retrofit of existing areas, encourage compact built form at transit-supportive densities, and design neighbourhoods, streets, and blocks to provide for connections between transit stops, services and amenities, and residential areas.

General Commercial Designation

The goal of General Commercial designations to ensure the Town's existing economic base is strengthened by allowing for continued development and redevelopment of suitable sites that are adjacent to urban areas and resilient to changes in market conditions and consumer needs. Section 4.3.2 outlines policies that permit the uses of retail, office and service commercial uses, places of entertainment, assembly halls, and other similar commercial businesses that serve the needs of Town

residents. All new uses designated General Commercial will be required to conform to high performance standards relating to built form and landscaping.

Residential Designation

Section 4.2.1 sets out the goals of the Residential designation to establish provisions for new and existing residential development in the Town. Residential development across the town is encouraged to provide a variety of housing types, while keeping with the capacity of the services available and the financial capability of the municipality. Policies applicable to the Manning/Tecumseh District Study include section 4.2.2.(v). (a), which encourages the conversion or expansion of existing commercial and institutional buildings for residential intensification.

Main Street Mixed-Use Designation

Section 4.4 of the Town's Official Plan establishes goals and policies pertaining to main street mixed-use development. Development within Main Street Mixed-Use designations is encouraged to prioritize pedestrian-oriented form of development that will provide support for more sustainable means of growth in neighbourhoods and the broader community. This includes provisions for height and density for medium and high density residential uses, in accordance with Sections 4.2.2.2 and 4.2.2.3 of the OP. Medium density development is to be a maximum of four storeys and have a density of 20 to 50 units-per-hectare (uph), while high density development is to be a maximum of six storeys and have a density of over 50 uph.

2.7 TOWN OF TECUMSEH ZONING BY-LAWS

The Town's Zoning By-law identifies the zones that show how a property can be used. A property can be used for various land uses that range from residential to commercial to industrial to agricultural, along with many other land uses. The Study Area is governed by two separate Zoning By-laws: Tecumseh Zoning By-Law 1746 and St. Clair Beach Zoning By-law 2065. There are four zones across these two Zoning By-laws which apply to lands within the Study Area: Residential (R3), General Commercial (C3/C1), and Neighbourhood Commercial (C4). The permitted uses and certain development provisions of the Commercial zones are summarized in **Table 1**.



Table 1: Zoning provisions for Commercial zones in the Study Area

	Zone C3 (Tecumseh Zoning By-Law 1746)	C4 (Tecumseh Zoning By-Law 1746)	C1 (St. Clair Beach Zoning By-law 2065)
<i>Permitted Uses</i>	<p>Amusement arcades</p> <p>Ambulance service establishment</p> <p>Animal hospitals in wholly enclosed buildings</p> <p>Assembly hall</p> <p>Automobile sales and service establishment</p> <p>Automobile service station</p> <p>Automobile washing establishment or carwash</p> <p>Banks, credit unions, trust companies and other financial institutions</p> <p>Boat and recreation vehicle sales, service and storage</p> <p>Bus terminals</p> <p>Building supply business in wholly enclosed buildings</p> <p>Church</p> <p>Clinic</p> <p>Commercial recreation and entertainment establishment</p> <p>Communication facilities</p> <p>Community centre or public hall</p> <p>Convenience retail store</p> <p>Craft industries and specialty workshops</p> <p>Day nursery and adult day care centres. Existing dwellings</p>	<p>Banks, credit unions, trust companies and other financial institutions</p> <p>Church</p> <p>Clinic</p> <p>Convenience retail store</p> <p>Laundry or dry cleaning establishments, coin-operated or otherwise</p> <p>Offices, general or professional</p> <p>Personal service shop</p> <p>Public or private transportation depots</p> <p>Restaurants</p> <p>Retail store</p> <p>Taxi service</p> <p>Accessory buildings or uses, including a dwelling unit, but excluding outside storage and display and sale of goods and materials</p>	<p>Retail stores including grocery, hardware and convenience and specialty retail establishments</p> <p>Pharmacy</p> <p>Financial institution</p> <p>Eating establishments</p> <p>Personal service shop including funeral homes</p> <p>General, professional, business and medical offices</p> <p>Clinics including animal clinics</p> <p>Automobile service station, automobile sales and service establishment and existing gas bars but excluding automobile washing establishments</p> <p>Taxicab stand and bus depot</p> <p>Post office or sub post office</p> <p>Service and repair shop</p> <p>Commercial recreation establishments excluding bingo halls</p> <p>Laboratory facilities</p> <p>Video rental and sales establishments</p> <p>Printing and publishing shops</p> <p>Wholesale retail establishment</p>

Zone C3 (Tecumseh Zoning By-Law 1746)	C4 (Tecumseh Zoning By-Law 1746)	C1 (St. Clair Beach Zoning By-law 2065)
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<p>Garden supply centre</p> <p>Gas bar</p> <p>Gift shop</p> <p>Hotels</p> <p>Laundry or dry cleaning establishments, coin-operated or otherwise</p> <p>Library</p> <p>Motels</p> <p>Music school</p> <p>Offices, general or professional</p> <p>Parking lot</p> <p>Personal service shop</p> <p>Post office</p> <p>Printing establishments</p> <p>Private club</p> <p>Public or private transportation depots</p> <p>Restaurants</p> <p>Retail store</p> <p>School</p> <p>Service shop</p> <p>Shopping centre</p> <p>Studios</p> <p>Tavern</p> <p>Taxi service</p> <p>Undertaking establishments or funeral home</p> <p>Wholesale businesses</p> <p>Accessory buildings or uses, including dwelling</p>		<p>Tree and plant nurseries</p> <p>Trade, business, art, music or other specialty school</p> <p>Parking lot</p> <p>Uses accessory to the foregoing uses</p>
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Zone	C3 (Tecumseh Zoning By-Law 1746)	C4 (Tecumseh Zoning By-Law 1746)	C1 (St. Clair Beach Zoning By-law 2065)
	units above a commercial use other than an automobile use and outside display and sale of goods and materials but not outside storage		
<i>Minimum Lot Area (m²)</i>	-	-	836
<i>Minimum Lot Frontage (m)</i>	-	24	23
<i>Maximum Lot Coverage (%)</i>	80	50	50
<i>Minimum Landscaped Open Space (%)</i>	5	30	-
<i>Maximum Building Height (m)</i>	10.6	10.6	10.6
<i>Minimum Retail Floor Area (sq m)</i>	56	56	-
<i>Minimum Front Yard Depth (m)</i>	12.2 for certain uses, otherwise none	7.6	9.1

Parking requirements in the Study Area should be reviewed and considered to accommodate mixed use development in the area. The Town is currently undertaking a comprehensive review of its Zoning By-laws and existing zoning framework. This includes reviewing and modernizing existing non-residential parking standards to align with best practices. The Town is also in the process, as part of HAF initiative 4, of exploring revised parking standards for multi-unit residential development.

Table 2 and **Table 3** outline current parking requirements within the Study Area for Zoning By-laws 2065 and 1746 respectively, noting that off-street parking shall be provided and maintained in accordance with parking provisions.

Table 2: Parking requirements (St. Clair Beach Zoning By-law 2065)

Use/Building Type	Minimum Parking Required
Single unit dwelling, two (2) unit dwelling, multi unit dwelling	two (2.0) parking spaces per dwelling unit
Retail store	one (1) parking space per two hundred (200) square feet or fraction thereof of building area
Offices, general and professional	one (1) parking space per two hundred (200) square feet or fraction thereof of building area
Commercial plazas and all other uses not specifically referred to above	one (1) parking space for every two hundred (200) square feet of building area

Table 3: Parking requirements (Tecumseh Zoning By-law 1746)

Use/Building Type	Minimum Parking Required
Single-family detached, two family, semi-detached, duplex, triplexes, converted dwelling units located in commercial buildings, accessory dwellings and dwellings units	Two (2.0) parking spaces per dwelling unit
Multiple-family, row-house, townhouse, apartment dwellings, senior citizen home	One and one-half (1.5) parking spaces per dwelling unit
Retail stores, convenience retail stores, personal service shops, service shops	One (1) parking space per nine (9.0) square metres or fraction thereof of 75% of the retail floor area
Offices, general and professional	One (1) parking space per eighteen and one-half (18.5) square metres or fraction thereof of rentable office floor area

2.8 TOWN OF TECUMSEH PARKS AND RECREATION MASTER PLAN

The Town’s Parks and Recreation Master Plan (“the PRMP”) was completed in 2010, and subsequently reviewed in 2021. The PRMP was based on changing demographics and needs in the Town, new trends in recreation and parks services, and consideration of community and government initiatives on healthy and active communities. The 2021 review identified remaining unimplemented recommendations from the 2010 PRMP and added several new recommended actions.

The following recommendations from the 2021 PRMP Review should be considered in this Study:

- Acquire lands suitable for parks and other recreational purposes as provided for in the *Planning Act* through plan of subdivision, consent and development approval practices (Parks Recommendation 3, 2010 PRMP);
- Consider the acquisition of surplus rail lines for use as off-road pathways;
- That a multi-use pathway or sidewalks be developed linking existing and new parks (Parks Recommendation 5, 2010 PRMP);
- That a multi-use pathway system be established around stormwater management ponds (Multi-Use Pathway Recommendation 3, 2010 PRMP);
- That the creation of a multi-use pathway be provided in new subdivisions that facilitate the completion of and connection to the network (Multi-Use Pathway Recommendation 3, 2010 PRMP);

- Classify multi-use trails and all other facilities located within the Right-of-Way, whether connected or separated from the travelled portion of the road and used for recreation, fitness, or transportation, to be part of the Active Transportation System (Trails in Parks and Rights-of Way Recommendation 2, 2021 PRMP Review).

2.9 TOWN OF TECUMSEH TRANSPORTATION MASTER PLAN

The Tecumseh Transportation Master Plan (“TTMP”) provides a flexible and dynamic multi-modal transportation strategy that will guide the provision of transportation service and networks by the Town of Tecumseh to the year 2034. It is expected that conventional automobile travel will remain the primary mode of transportation in Tecumseh. However, the Town has committed, through the TTMP, to adopt a “Complete Streets” planning framework for all roads which shifts focus away from automobile dependency to a more balanced philosophy that serves all modes to meet the needs of travellers of all ages and abilities.

The Complete Streets framework seeks to balance the many roles of streets to maximize their potential as a public resource. A complete street is appropriate for all expected functions and offers safety, comfort, and convenience to all users regardless of age or ability. Complete streets must be implemented with a context sensitive approach, as different users take priority in different locations. Corridors must be assessed from both a local (small-scale) perspective and a global (large-scale) perspective, to understand their function to all users and all trips. In areas where there is high demand for several modes, the Town is committed to balance the needs of all users in a sustainable and context sensitive manner.

The TTMP also outlines seven road classifications and the recommended approaches to short- and long-term operational needs of each roadway. In the context of the Study Area, Manning Road and Tecumseh Road are classified as Minor Arterial (urban) or “Higher Order Streets”. Higher order streets (arterials and minor arterials) are intended to have higher operating speeds and carry higher volumes of trucks. These streets form the backbone of the transit system as well as the emergency response network, and are not appropriate for all traffic calming measures. The TTMP sets out the characteristics of each roadway classification.

Minor Arterial (urban) roads are to reflect the following criteria for complete streets:

- Land Use Served: Connects urban areas, districts, and nodes;
- Land Service/Access: Permitted with some access control;
- Service Function: Traffic movement is prioritized;
- Traffic Volume: 5,000 - 20,000 users;
- Design Speed: 50-70 km/h;
- Connects To: Freeways, arterials, and collectors;
- Transit Service: Permitted;
- Right of Way Width (m): 26;
- Cycling: Dedicated lane or wider curb lane where required;
- Pedestrians: Sidewalks on both sides;
- Parking: Restrictions during peak hours; and
- Traffic Calming Measures: Where required, gateway features.

Figure 3 below provides a proposed cross-section for minor arterial roads, as shown in the TTMP.

Regional direction will be required for all road infrastructure south of Tecumseh Road due the County’s jurisdiction of Manning Road/County Road 19.

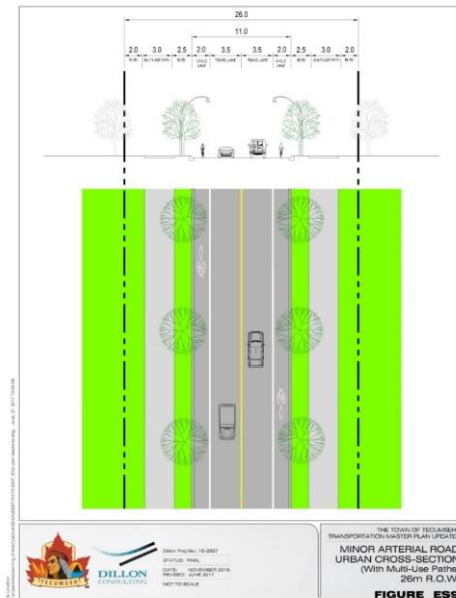


Figure 3: Proposed cross-section for Minor Arterial Roads (Tecumseh TMP, 2017)

Additionally, the TTMP outlines the current inventory of Active Transportation facilities in tandem with the [County Wide Active Transportation Study \(CWATS\)](#) conducted in 2012. Manning Road is classified as “On and Off Road” while Tecumseh Road is divided as an “On and Off Road” east of Manning Road and “Dedicated On-road” west of Manning Road. It is recommended in the TTMP that the Town develops a process to identify and prioritize missing links and barriers/opportunities for pedestrian and cycling networks. Accordingly, the role of active modes will be elevated, particularly for local trips within urban areas, which are well-suited towards active transportation. Central to this is the adoption of a “Complete Streets” framework and philosophy in the planning and design of roadways. The “Complete Streets” approach to new roadways will provide a

foundation for an improved Active Transportation network, by guiding all new and existing road projects to include appropriate AT infrastructure within road corridors.

2.10 TECUMSEH-LAKESHORE SHARED COMMERCIAL ECONOMIC DEVELOPMENT STRATEGY

The Tecumseh-Lakeshore Shared Commercial Economic Development Strategy (SCEDS) was completed in January 2022, and is intended to identify priority areas of focus for economic development in Tecumseh and Lakeshore, as well as set action items with varying implementation timelines. The SCEDS study area includes the Tecumseh Main Street, Lesperance South, and Manning Road – Amy Croft areas (the latter of which comprises the Manning/Tecumseh District Study Area and the Amy Croft Secondary Plan Area in the Town of Lakeshore).

The SCEDS highlights the negative impact that big-box stores have had on local municipalities, including Tecumseh and Lakeshore. Big box stores can hurt smaller retailers, especially “mom-and-pop” stores, who cannot match the prices of big box competitors with much stronger buying power and the ability to more easily employ lower-wage and part-time employees. Big box stores make less efficient use of land, and generate much lower property taxes per acre.

Recommended actions from the SCEDS that should be considered through this Study include:

- Ensure that planning policies, zoning, and other by-laws in the Manning Road – Amy Croft District are aligned between Tecumseh and Lakeshore (i.e., sign bylaws, urban design policies) to present a seamless and consistent commercial district.
- Ensure that zoning is in place in the appropriate locations in the SCEDS Study Area to support the potential businesses envisioned for those locations.
- Advocacy by both municipalities to the County to request that the County move forward with the proposed improvements on Manning Road at County Road 22, and to continue to extend improvements along Manning Road within the SCEDS Study Area.
- Complete a joint Tecumseh and Lakeshore Manning Road – Amy Croft Urban Design study and identify standards and guidelines that need to be completed to create ‘complete streets’ that are attractive and safe for all users.
- In future strategic plans, planning processes and urban design guidelines, include ways to attract and retain all age groups to live in the community and support local business in the SCEDS Study Area.
- Continue to increase residential intensification in the SCEDS Study Area, in a context-sensitive way.
- Work with property owners to increase density of commercial properties throughout the three districts. This intensification could include the redevelopment of brownfield sites; the development of vacant and/or underutilized lots; infill development; and the expansion or conversion of existing buildings.
- Develop a network of bike paths connecting the three districts of the SCEDS Study Area, as well as connecting each district to the residential areas they serve.

2.11 CONCLUSIONS

Section 2 has established that there is a long list of factors and driving policies and regulations to consider in developing a vision and land use framework for the Study Area. Direction for increasing housing options is present at all levels, from the Province down to the Town's own Strategic, Official, and Housing Action Plans.

This direction is at odds with how the Study Area is currently treated in the Town's Official Plan and Zoning By-law, with housing only permitted as a limited accessory use, or not at all, depending on the zone.

The eventual preferred land use plan for the Study Area and its implementing Official Plan and Zoning By-law amendments will have to balance implementing this direction for increasing housing options through land use policies with considerations around commercial needs, community facilities and parkland, transportation, parking, and servicing. The following section will summarize the existing conditions of the Study Area.

3 EXISTING CONDITIONS

This section will describe the existing conditions of the Study Area and vicinity to provide a baseline understanding of the existing land use and built form in the Area, any constraints to growth or development in the area due to servicing, transportation, or other encumbrances (such as the CN/VIA rail line), and opportunities in the form of vacant or underutilized lands. The section will be supported by annotated maps as needed.

The study area is located around the intersection of Manning Road and Tecumseh Road in the Town of Tecumseh. The current land use designations of the site based on the Tecumseh Official Plan are General Commercial and Low Density Residential. The

commercial spaces in the study area include grocery stores, shopping centres, restaurants and vacant lands.

The VIA/CN rail corridor passes through the study area, with County Road 22 bordering the southern limit of the study area. The rail corridor in particular poses a distinct barrier to connectivity within the Study Area, resulting in the creation of two “Character Areas” within the Study Area (see **Figure 4: Character Areas**). The North Character Area is comprised of the lands to the north of the rail corridor, while the South Character Area is comprised of the lands to the south of the rail corridor. While land use options will be considered holistically for the entire Study Area, there may be considerations unique to each Character Area that warrant specific policy and zoning direction.



- Legend**
- Municipality of Lakeshore
 - Tecumseh Municipal Boundary
 - Study Area**
 - North Character Area
 - South Character Area

Manning/Tecumseh District Study
Character Areas



Figure 4: Character Areas

3.1 LAND USE AND BUILT FORM

This subsection will include a high-level overview of the existing land uses in the Study Area, including an inventory of retail and service amenities accommodated by the existing buildings in the Study Area. The existing built form patterns in the Area will also be described, including an identification of which parcels in the Area may be better suited to redevelopment (e.g., larger parcels which do not require land assembly).

In addition to land uses within the Study Area, this section will identify land uses directly adjacent to the Study Area.

3.1.1 NORTH CHARACTER AREA

The North Character Area shown on **Figure 4** is bounded by St Gregory’s Road to the north and the rail corridor to the south, and includes most of the lands to the north and south of Tecumseh Road, from the Nortera Foods plant (formerly Bonduelle and Green Giant) east to the Tecumseh Soccer Fields.

All of the lands in the North Character Area are currently designated General Commercial in the Town’s Official Plan, which as noted in Section 2 of this report, permits a variety of commercial uses, including retail and office uses. The existing zoning for the North Character Area is General Commercial (zone C3 in Zoning By-law 1746 and C1 in Zoning By-law 2065), as well as Neighbourhood Commercial (C4 in Zoning By-law 1746) for the lands north of Tecumseh Road and west of Manning Road. The General Commercial zones permit a broad range of small- and large-scale commercial uses, while the Neighbourhood Commercial zone permits a more limited range of uses. A variety of site-specific zoning also applies throughout the North Character Area.

The built form of the North Character Area is low-rise and low-density. There is a wide variety of lot sizes: in the northwest, northeast, and southeast quadrants of the intersection of Manning and Tecumseh Road, there are large, regularly-shaped lots, while the southwest quadrants and lands west along the south side of Tecumseh Road contain smaller and more irregular shaped lots. Development is generally in the form of single-storey shopping plazas with large front setbacks and large surfacing parking lots in front and/or side yards (See **Figure 6**). All buildings in the North Character Area are single-storey, with the exception of the medical centre at 13278 Tecumseh Road East. Additionally, many of the buildings in the North Character Area are oriented to their accompanying side-yard surface parking lots.

There are two notable vacant properties in the North Character Area:

- 13400 Manning Road is a 0.3 hectare vacant property on the northeast corner of Manning and Tecumseh Roads which is currently owned by the Canadian Federal government.
- A 3.6 hectare linear vacant property can be found between Tecumseh Road and the southern terminus of Revland Drive. This property is bounded to the west by the Nortera Food Plant, including the plant’s wastewater lagoon, and to the east by a residential neighbourhood, which rear-lots against the property.

Land uses in the vicinity of the North Character Area vary widely. On the Character Area’s western boundary is the Nortera Foods plant, which is an industrial fruit and vegetable packaging plant



Figure 5: Aerial view of Nortera Foods site with Study Area parcel directly to the east.



Figure 6: Green Valley Plaza (northwest corner of Manning and Tecumseh Roads).

employing more than 200 people¹. In addition to the primary plant, there are also several accessory buildings on the Nortera site, as well as a wastewater lagoon to store effluent from the plant. As a major facility, land use compatibility issues between the Nortera plant and any proposed uses in the Study Area adjacent to the plant must be considered.

To the northwest of the North Character Area is a large low-density residential neighbourhood consisting of single-detached houses. The design of this neighbourhood is a typical 1970s/1980s curvilinear subdivision, with several cul-de-sacs and crescents. Properties are “rear-lotted” along the boundaries of the North Character Area, including frontages along Tecumseh Road and Manning Road.

To the north of the North Character Area is a mix of residential densities, including several small subdivisions of semi-detached houses and townhouses, and two separate groupings of five-story multi-unit buildings. There is also a small building and yard operated by the Town’s Parks Department.

To the east of the North Character Area, north of Tecumseh Road, is a large block of institutional uses, including one secondary school, two elementary schools (one existing, one under construction), two large Town parks, a library, and a community centre. More detail will be provided on existing and planned community facilities and parkland in the vicinity of the Study Area below.

To the east of the North Character Area, south of Tecumseh Road, is another low-density residential neighbourhood which rear-lots against the Study Area and Tecumseh Road.

3.1.2 SOUTH CHARACTER AREA

The South Character Area shown on **Figure 4** is bounded by the rail corridor to the north, Manning Road to the east, and County Road 22 to the South. The Character Area extends west from Manning Road by approximately 200 metres in the lands south of Lanoue Street, and by approximately 300 metres in the lands north of Lanoue Street.

All lands in the South Character Area are designated General Commercial in the Town's Official Plan, except one vacant parcel 1.7 hectares in size, north of Lanoue Street and directly east of Buster Reaume Park, which is designated Residential. The existing zoning for the South Character Area is General Commercial (C3 in Zoning By-law 1746), except for the vacant parcel, which is zoned Residential Zone 3 (R3-10). The R3 zone permits a range of low-rise housing types, including single- and semi-detached houses, duplexes, triplexes, and townhouses. The R3-10 site-specific zoning applying to this site also permits an apartment building, and permits a maximum building height of 12.2 metres and a maximum residential density of 30 units per hectare.

The built form of the South Character Area, like the North Character Area, is dominated by low-rise commercial development with large setbacks and large surface parking lots in the front and side yards. Development is generally oriented to parking lots rather than street frontage. It should be noted, however, that the lot fabric in the South Character



Figure 7: Intersection of Manning and Tecumseh Roads looking northwest.

Area is more regular than in the North Character Area, with fewer, larger lots.

There are two notable vacant properties in the South Character Area:

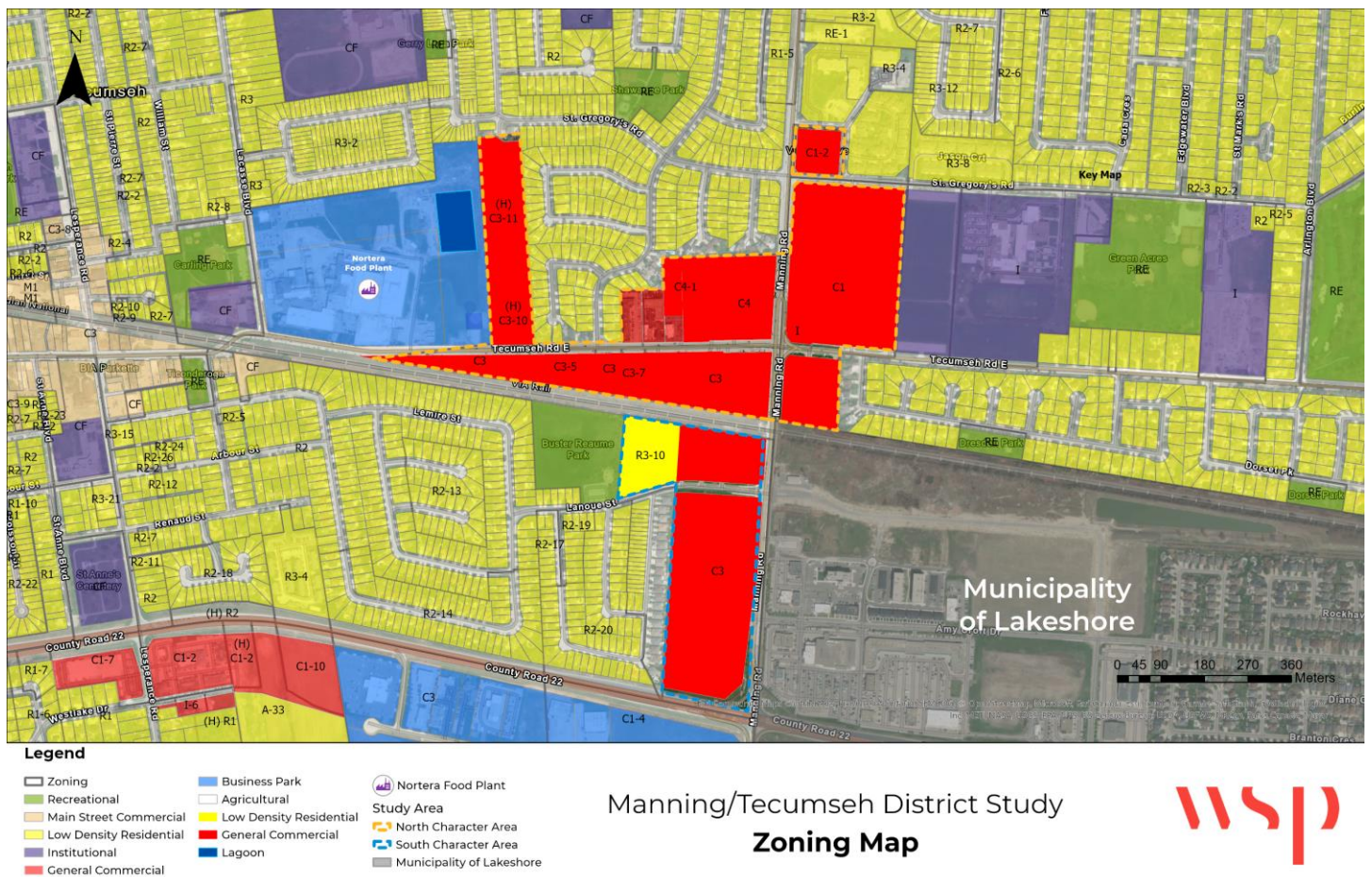
- The aforementioned 1.7 hectare property on the north side of Lanoue Street adjacent to Buster Reaume Park; and
- A 2.1 hectare property on the southwest corner of Manning Road and Lanoue Street.

Lands adjacent to the South Character Area to the west comprise a low-density residential neighbourhood made up of single-detached houses. Residential properties are rear-lotted against the South Character Area.

Lands to the east of the South Character Area across Manning Road are located in the Municipality of Lakeshore. These lands were historically characterized by similar low-density commercial

¹ As of 2018. <https://windsorstar.com/news/local-news/this-is-really-good-news-tecumseh-bonduelle-plant-expanding-hiring-40-more-workers>

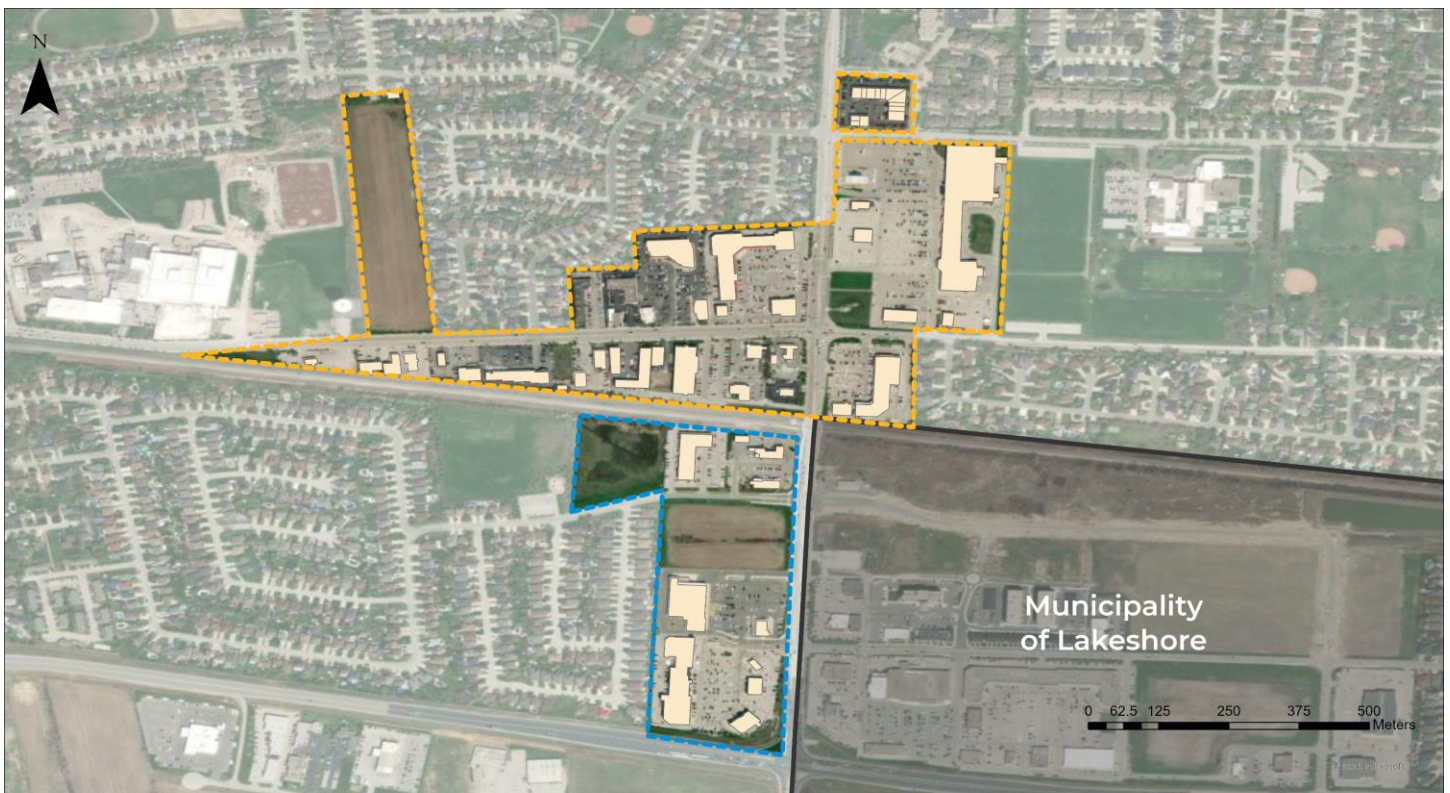
plazas within the Town’s Study Area; however, they are slated for intensification and mixed-use development as identified the policies for the Lakeshore West Mixed Use Node, the County Road 22 Mixed Use Corridor, and the Amy Croft Secondary Plan. Development in the Amy Croft Secondary Plan is underway, with an extension to Lanoue Street completed east of Manning Road. It should be noted that while the lands in this area are being developed with a mix of uses, there are few mixed-use buildings.



Manning/Tecumseh District Study
Zoning Map



Figure 8: Zoning within the Study Area and adjacent lands.



Legend

- Municipality of Lakeshore
- Existing Building Footprint
- Tecumseh Municipal Boundary
- Study Area**
- North Character Area
- South Character Area

Manning/Tecumseh District Study Building Footprints



Figure 10: Building footprints within the Study Area.

3.2 COMMERCIAL USE ANALYSIS

The lands within the Study Area make up a critical commercial node which serves residents of the Town of Tecumseh as well as visitors to the Town. A key consideration of this Study is how a new land use framework for the Manning/Tecumseh District can support the continuation of this key commercial node, while also supporting higher densities and more housing types.

As noted above the designations and zoning for the Study Area permit a wide variety of commercial uses, including retail, service, and office uses. **Table 4** shows the number of businesses in the Study Area, broken out by type of use.

Table 4: Number of Businesses in the Study Area

Commercial Use	Number of Businesses
Auto Related	7
Financial Institution	4
General Office	15
Grocery Store	2
Health/Medical Office	22
Personal Service	40
Restaurant	42
General Retail	38
Total Businesses	170

The estimated gross floor area (GFA) shown of tenanted² commercial uses in the Study Area is shown in **Table 5**.

Table 5: Commercial GFA in the Study Area.

Commercial Use	Sum of Estimated Gross Floor Area (m ²)	Median Estimated Gross Floor Area (m ²)
Auto Related	1,863.32	291.07
Financial Institution	1,724.09	465.33
General Office	4,629.79	213.63
Grocery Store	9,376.93	4,688.47
Health/Medical Office	9,125.45	212.04
Personal Service	10,719.95	193.42
Restaurant	9,315.26	192.26
General Retail	11,489.49	209.88
Total GFA	58,244.28 m²	-



Figure 11: Zehr's grocery store (St. Clair Beach Plaza, northeast corner of Manning and Tecumseh Roads)

² Note: For the purposes of this analysis, vacant properties have been removed from the data.

The share of the total GFA of the tenanted commercial uses in the Study Area is shown in Table 6: Share of Total Tenanted GFA .

Table 6: Share of Total Tenanted GFA

Commercial Use	Share of Total Tenanted GFA (%)
Auto Related	3.2%
Financial Institution	3.0%
General Office	7.9%
Grocery Store	16.1%
Health/Medical Office	15.7%
Personal Service	18.4%
Restaurant	16.0%
General Retail	19.7%

Several conclusions may be drawn from the data above that require consideration for this Study:

- The role of the Study Area as a commercial node for the Town is undeniable. There are 170 unique businesses in the Study Area, and a wide range of retail and service commercial and office uses. The total commercial GFA in the Study Area amounts to more 0.5 hectares, and with the Amy Croft Secondary Plan Area in Lakeshore represents a regional commercial node.
- The Study Area is the location of the only two large-scale grocery stores in the Town (not including those stores located on the periphery of Tecumseh in the City of Windsor and Municipality of Lakeshore). This includes a “high-end” store (Zehr’s, located in the North Character Area) and a “discount” store (Food Basics, located in the South Character Area).
- A significant proportion of the businesses in the Study Area are service providers. This includes banks/credit unions, fitness studios, childcare

centres, hair salons/barbers, vet and pet services, and medical services like physicians, dentists, and physiotherapists.

- Most businesses in the area are not large-scale, with all land use categories except Auto-Related, Financial Institution, and Grocery Store having a median GFA around 200 m². There are several large-scale uses with over 1,000 m², including the two grocery stores, a medical office, two fitness studios (Goodlife Fitness and Absolute Fitness), and two retailers (Shoppers Drug Mart and Golf Town).



Figure 12: Examples of shopping plazas along Manning Road.

3.3 COMMUNITY FACILITIES AND PARKLAND

The Study Area is located in close proximity to a variety of parks, open spaces, and community facilities (see **Table 7** below).

Table 7: Community facilities and parkland near the Study Area.

Facility Type	Area (ha)	Details
Parks		
Tecumseh (L'Essor) Soccer Fields	3.93	Nine soccer fields of varying sizes
Green Acres Optimist Park	7.35	Park, four soccer fields, three baseball diamonds, two tennis courts, playground equipment, pavilion, picnic area
Buster Reaume Park	3.26	Park, soccer field, playground equipment
Dresden Park	0.63	Park, basketball court, playground equipment, pavilion, picnic area
Shawano Park	1.40	Park, baseball diamond, two tennis courts, picnic area, playground equipment
Lakewood Park	26.3	Park, walking trails, climbing rock. public washrooms, concessions, pavilion, disc golf, picnic areas, exercise equipment, canoe/kayak launch, a fishing pier, playground equipment, beach. *Future amenities include an all-ages water feature, an all-season washroom, a picnic shelter/pavilion, a natural amphitheatre, a natural gas firepit, Bocce courts, and an all-season event plaza. *This one of the largest parks in the Town and has the largest public waterfront available in Tecumseh. Multiple community festivals and events are hosted here.
Libraries and Community Centres		
Essex County Library – Cade Branch		Renovations completed in 2024, including to improve barrier-free accessibility
St. Clair Beach Community Centre		Two multipurpose rooms, kitchen. Location of the Tecumseh Senior Active Living Centre
Schools		
École secondaire catholique l'Essor		French-language Catholic secondary school
St. André Catholic Elementary School		French-immersion Catholic elementary school
Beacon Heights Public School (opening September 2024)		Public elementary school
École élémentaire catholique Sainte-Marguerite-d'Youville		French-language Catholic elementary school
A.V. Graham Public School		Public elementary school

The North Character Area is well-served by existing community facilities and parks within its vicinity. As noted above, this Character Area is directly adjacent to a large block of institutional uses between Tecumseh and St. Gregory's Roads, extending east to Arlington Boulevard. This block contains two Community Parks (Tecumseh Soccer Fields and Green Acres Optimist Park), three schools, a library, and community centre. Additionally, the North Character Area is within close proximity to three

Neighbourhood Parks (Dresden, Shawanoe, and Gerry Lesa Parks), and Lakewood Park, the newest Regional Park in the Town with a growing list of amenities.

The South Character Area is directly adjacent to a Community Park (Buster Reaume), which features a soccer field and a playground, but is otherwise less served by community facilities and parks.



Legend

- Primary School
- Secondary School
- Parking
- Town Facilities
- Property Parcels
- Tecumseh
- North Character Area
- South Character Area
- Municipality of Lakeshore

Manning/Tecumseh District Study
Community Facilities and Parkland



Figure 13: Community facilities and parkland near the Study Area.

3.4 SERVICING AND STORMWATER MANAGEMENT

runs north-south on the west side of Manning Road, and daylights at County Road 22.

The Study Area is fully serviced with Town water and wastewater services (see Figure 14: Water and wastewater infrastructure in the Study Area). The Town has engaged Dillon Consulting to undertake an analysis to determine the existing capacity of the sanitary infrastructure, the amount of development that can be accommodated with the existing infrastructure and to proposed potential projects that could provide additional capacity, if necessary.

Stormwater in the Study Area is generally diverted through the underground East Townline Drain, which



Figure 14: Water and wastewater infrastructure in the Study Area

3.5 TRANSPORTATION

This subsection will summarize the existing road network, active transportation facilities, and transit options in the Study Area.

3.5.1 ROADS AND STREETSCAPING

Both Manning Road and Tecumseh Road are classified as Minor Arterial in the Town's Official Plan and Transportation Master Plan. The only exception to this is the section of Manning Road south of the VIA/CN rail corridor, which is owned and controlled by the County. Additionally, Lanoue Street west of Manning Road is classified as an Urban Collector road in the Town's Official Plan and Transportation Master Plan.

Tecumseh Road west of Manning Road has a wide right-of-way (approximately 26 metres), and supports two vehicular travel lanes in either direction, plus a two-way centre left turn lane and painted curb-adjacent cycling lanes. This section of Manning is characterised by frequent access points: with a couple exceptions, most properties have direct driveway access to the street. The first signalized intersection located west of Manning Road is at Green Valley Drive, a distance of approximately 350 metres. There is no street parking permitted. There are sidewalks on both sides of the street, and some streetscaping elements in the right-of-way, including tree plantings and heritage lampposts (see Figure 15: Tecumseh Road looking west from Manning Road).

Tecumseh Road east of Manning Road narrows to one vehicular travel lane in each direction, plus a centre left-turn lane that extends to the boundary of the Study Area. It should be noted, however, that the road right-of-way widens slightly to approximately 28 metres. There are two access driveways for each of the Study Area properties that are adjacent to

Tecumseh Road (500 Manning Road and 13404 Tecumseh Road/St. Clair Beach Plaza), however, none of these access points are signalised intersections. An asphalt multi-use trail is provided on the south side of Tecumseh Road, and a short section of multi-use trail is provided on the north side along the frontage of the St. Clair Beach Plaza. There are no streetscaping elements to speak of.

Like Tecumseh Road, Manning Road from the rail corridor north to Village Grove Drive has a wide right-of-way (between 28 and 29 metres), and supports two vehicular travel lanes in either direction, plus a two-way centre left turn lane. Manning Road has no cycling lanes and no street parking, but has sidewalks on both sides, with a landscaped boulevard between the sidewalk and curb on the east side of the street. There are fewer access points along Manning Road than Tecumseh Road, and there is a signalized intersection 100 metres north of Tecumseh Road. There are no signalized intersections from Tecumseh Road south to Lanoue Street. The streetscaping elements present along Tecumseh Road west of Manning Road (trees and heritage lampposts) are carried south along the western side of Manning Road south of Tecumseh Road to the rail corridor.

Manning Road from the rail corridor south to County Road 22 widens to a right-of-way between 32 and 40 metres. As noted above, this section of Manning Road is County-owned and maintained, and the street cross-section changes from the Town-owned section north of the rail corridor. Two vehicular travel lanes in each direction are provided, with additional left turn lanes provided at two signalized intersections at Lanoue Street and Amy Croft Drive. There two additional access points from Manning Road to lands in the South Character Area other than the signalized intersection. There are no on-street cycling lanes and no street parking. On the west (i.e., Town of Tecumseh) side of Manning Road a wide curb-loaded sidewalk is provided from the rail

corridor to Amy Croft Drive, but no sidewalk is provided south of Amy Croft Drive. The streetscaping elements of Tecumseh and Manning Roads in the North Character Area (trees and heritage lampposts) continue along the western side of Manning Road from the rail corridor south to County Road 22.

Lanoue Street west of Manning Road has a right-of-way of approximately 26 metres within the South Character Area, with one vehicular travel lane in each direction. There are no cycling lanes or street parking. A continuous sidewalk exists on the north side of Lanoue Street, but no sidewalk is currently provided on the south side of Lanoue Street from Manning Road to the western boundary of the South Character Area. There are no existing streetscaping elements in the public right-of-way.



Figure 15: Tecumseh Road looking west from Manning Road.



- Legend**
- Rail
 - Local Rural
 - Commercial Main Street
 - Local Urban
 - Minor Arterial
 - Provincial Highway Freeway
 - Collector Freeway Ramp
 - County/Windsor Regional Road
 - Collector Urban
 - Municipality of Lakeshore
 - Collector Rural

Manning/Tecumseh District Study Road Network Map



Figure 16: Road network in the Study Area

3.5.2 ACTIVE TRANSPORTATION AND TRANSIT

Within the Study Area, pedestrian facilities are almost universally provided in the form of concrete sidewalks or asphalt trails, except for gaps noted in Section 3.5.1. Pedestrian connectivity within the Study Area, however, is limited: with one exception, distances between signalized intersections with safe crossings for pedestrians range from approximately 235 metres to 380 metres.

Existing cycling facilities in the Study Area are limited. Painted curbside cycling lanes are provided in both directions on Tecumseh Road west of Manning Road to Lacasse Boulevard, however these lanes are not protected and are narrow. As noted above, a multi-use trail is provided on the south side of Tecumseh Road east of Manning Road. No north-south cycling connections exist in the Study Area.

Outside of the Study Area, a multi-use trail extends north along the east side of Manning Road from Village Grove Drive north to Riverside Drive and Lakewood Park North.

The local streets adjacent to the study area also provide opportunities for connections to local amenities such as parks and schools in the neighbourhoods surrounding the Study Area.

There is currently one transit services operating within Town of Tecumseh. Tecumseh Transit offers a limited all day, fixed route and fixed schedule transit service, which is based on a single route focused around the northern part of Town. The route contains 36 stops and a one-hour headway. There are nine stops within or adjacent to the Study Area, offering multiple options for transit connections throughout.

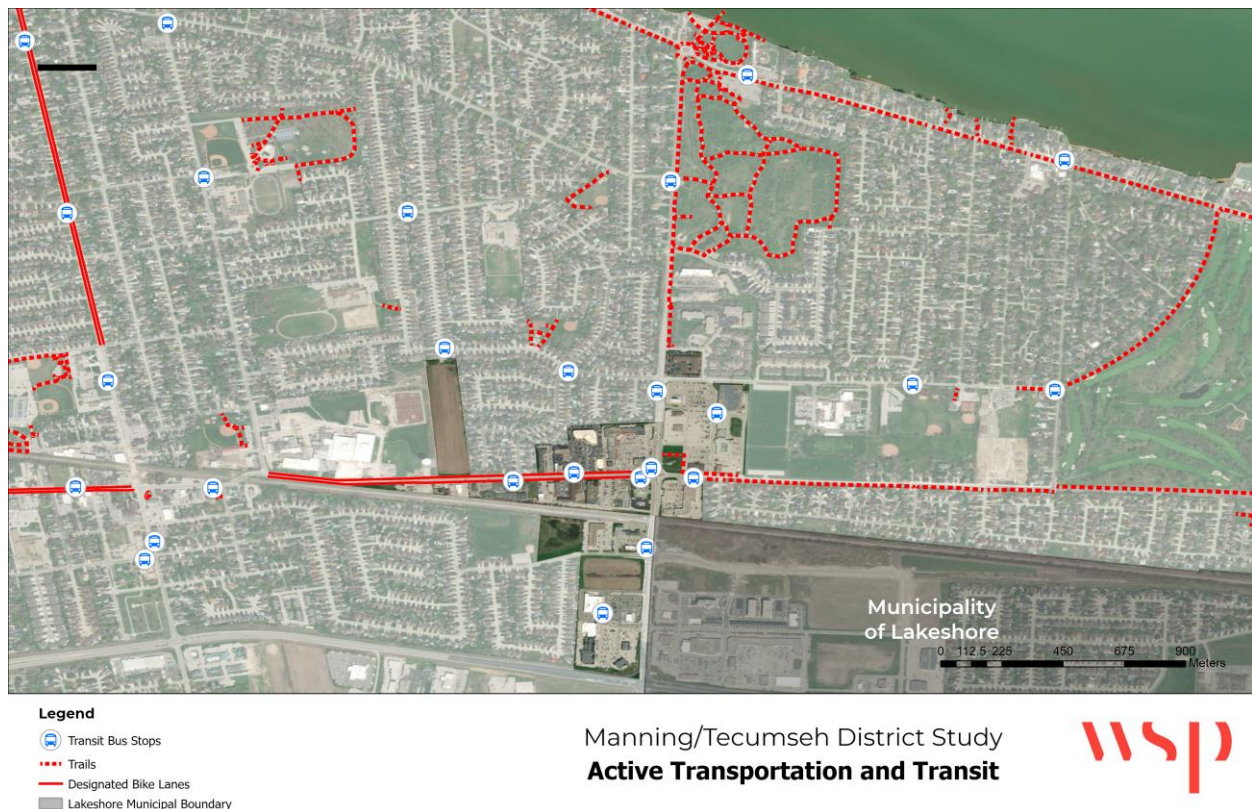


Figure 17: Cycling and transit options within the Study Area.

4 BEST PRACTICES AND PRECEDENTS

This section will briefly summarize case studies of similar intensification studies in other jurisdictions.

4.1 BAYFIELD CORRIDOR STUDY, TOWNSHIP OF SPRINGWATER

The Bayfield Corridor Study was undertaken by the Township of Springwater in February 2021, and was intended to evaluate the potential intensification opportunities for the community area to align with recent updates in Provincial and County policies. The outcomes of the Study included identification of appropriate mixed-use residential and commercial uses, as well as specific urban design guidelines to implement the vision for the Corridor.

The Study Area was divided into three character areas to reflect different contexts of the community. One of such character areas, called the Centre Character Area, was comprised of many standalone buildings with surface parking lots, as well as two one-storey commercial strip malls with large paved parking areas fronting the street. Similar to Manning/Tecumseh Road District, this area contained ample opportunity for further intensification given its existing low density uses, but also needed to consider the low density residential uses adjacent to the Study Area.

The objectives for the Study were to:

- Identify land uses appropriate for key areas along the Corridor;
- Provide general time horizons to achieve the vision for the Corridor;

- Accommodate a mix of retail, commercial and residential uses scaled to pedestrians and cyclists with urban cross sections;
- Establish appropriate intensification and higher density development forms; and,
- Consolidate and limit the number of vehicular access locations

A number of Opportunities and Challenges were identified as part of the study, which are shown in **Table 9** below.

Table 8: Opportunities and Challenges in the Bayfield Corridor

Opportunities	Challenges
<ul style="list-style-type: none"> - Due to the limited number of existing buildings, underutilized properties and vacant lands offer an opportunity to introduce and implement intensification and retail/employment uses - Opportunity to better connect the study area to adjacent neighbourhoods through gentle intensification and public realm improvements. - opportunity to further establish key areas as a community hub, by encouraging additional community facilities - Large and contiguous properties provide more immediate opportunities for intensification 	<ul style="list-style-type: none"> - Existing commercial uses are focused and centred around private vehicles such as retail plazas, offices and employment uses with parking areas in the foreground, gas stations, and auto mechanic shops. This results in a fragmented corridor environment that relies on the use of a vehicle to gain access and leads to a lack of destination places or contiguous retail spaces that connect to other uses or retail uses in close walking distances within the Corridor. - Current land uses do not encourage walking - Very little public realm - Bayfield Corridor is major roadway, challenge to transition to a multimodal roadway - Difficulty in controlling access on Bayfield as it would require land assembly of smaller parcels (some of which are residential)

A Vision for the Study Area was also developed as part of the Study, which contemplated the area’s evolution from a highway corridor with highway commercial activities to a more urbanized street that supports active transportation and an enhanced pedestrian experience, that would also create a focus for the community and provide opportunity for future intensification over time.

To guide decision making with respect to the design and character of the Study Area, the following principles were used during the Study:

- Ensure all parking areas are behind buildings fronting onto the Corridor, or where constrained due to property shape or orientation, on the side for not more than 1/3 of the frontage;

- Provide for new residential development and densities that can contribute to supporting mixed use activities and transit services while creating new neighbourhoods;
- Add to the variety of residential building types and tenure in the municipality along with opportunities to accommodate affordable residential uses;
- Provide new public park and private amenity green spaces to support the residential intensification and population growth along the Corridor; and,
- Minimize potential impacts to adjacent existing and stable areas through separation distances,

transitioning of building massing and form, and landscaped buffers.

The existing Commercial/Mixed Use Designation in the applicable Secondary Plan (Midhurst Secondary Plan) permitted 6 storeys or 22 metres in height within the Study Area, and also required that buildings front the street, or a “highest order” street in the case of an intersection. In addition, it required that residential uses only form part of a mixed-use building. It should be noted that the existing zoning in the area did not conform to the Secondary Plan, with a recommended outcome of the Study being an amendment to the Township’s Zoning By-law to better align with the in-place policy.

A demonstration plan was prepared as part of the study to provide a high-level land use concept for the Study Area. These development assumptions were then used when calculating potential yield based on the land use concept. The development assumptions included:

- Four storey mixed-use buildings and three storey townhouse blocks;
- Proposed buildings included assembly or consolidation of individual lots;
- Minimum 5% park space in the plans of each area, with parks being generally within 500 m of each other;
- At-grade parking in the near term rather than below grade;
- Buildings placed at a zero lot line setback, with a 10 m side yard separation distance;
- Townhouses used to transition from higher density to surrounding low-rise residential uses;

- Unit size of 100 m² of GFA per apartment unit, which is generally large and results in a conservative unit total;
- An occupancy of 1.78 People Per Unit (PPU) for apartments and 2.6 PPU for townhouses;
- Job yield assumed to be the majority of the first floor commercial uses in mixed use buildings, with a conservative rate of 1 job per 60 m².; and,
- A gross average size for determining parking areas of one parking space per 40 m².

The estimated yield based on the above development assumptions for the conceptual demonstration plans resulted in approximately 1,800 residential units, 3,400 persons and 42,000 sq. m. of retail and commercial space with a potential for 690 new jobs within the Study Area. These were considered conservative estimates, with the yield increasing to 2,700 to 2,800 residential units, 5,000 to 5,200 persons and a potential for up to 1,400 new jobs when assuming the Study Area would be developed with six-storey mixed use buildings with below grade parking, and a more typical retail job calculation of 1 job per 30 m².

Some of the highlights from the demonstration plan are provided in the Figures below. **Figure 18** shows an example of 75 metre deep lots adjacent to residential areas, siting mixed use buildings along the street edge with at-grade parking behind to help transition. This approach would also provide opportunity for infill.

Figure 19 demonstrates an example of a deeper lot that would be capable of supporting development blocks and road patterns. The demonstration plan included mixed use buildings fronting the street, townhouse development behind, a new access road and two new park spaces.

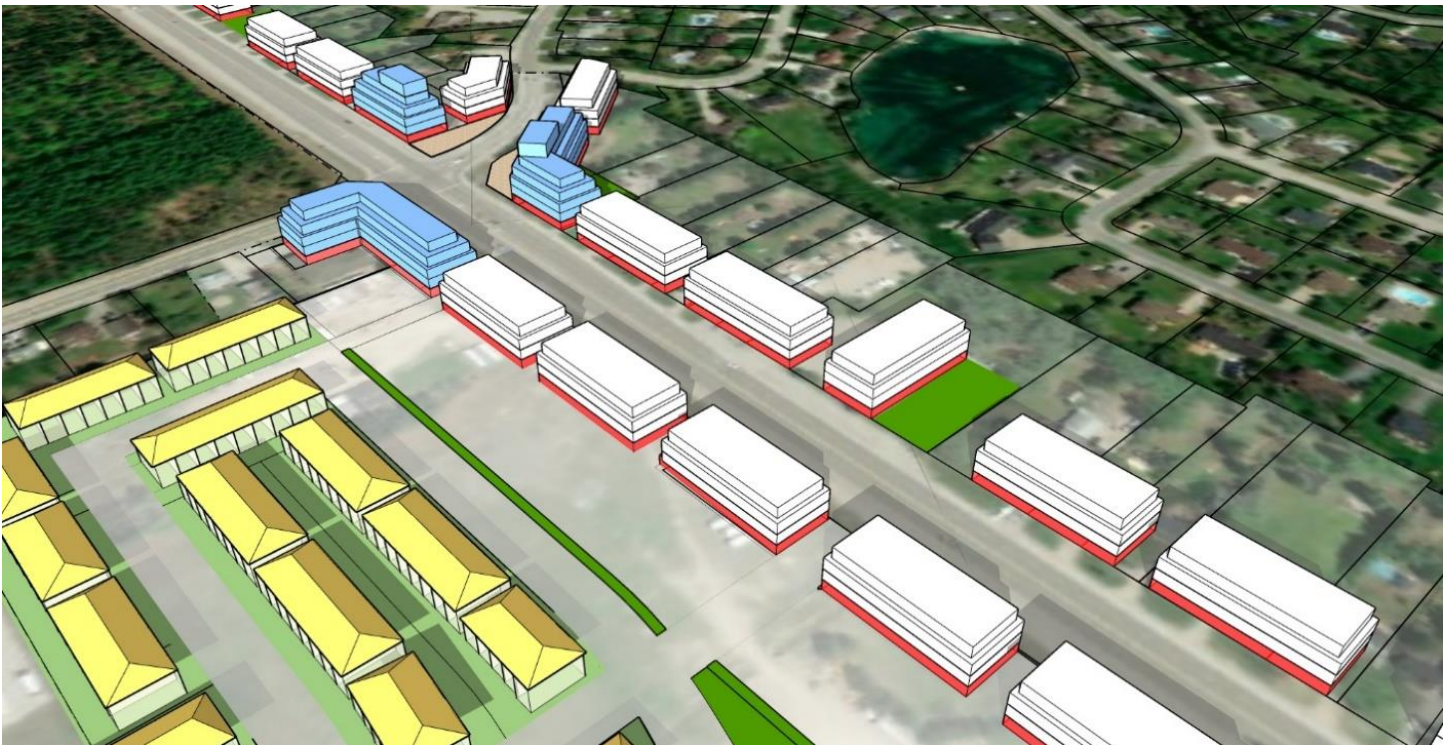


Figure 18: Demonstration Plan #1, Bayfield Corridor Study (Township of Springwater/WSP)



Figure 19: Demonstration Plan #2, Bayfield Corridor Study (Township of Springwater/WSP)

The final recommendations from the Study included amendments to both the Township's Zoning By-law and to the applicable Secondary Plan (Midhurst Secondary Plan). Specifically, the amendments to the Zoning By-law were intended to address:

- A more comprehensive mix of residential and commercial/office uses;
- Higher density housing typologies such as townhouse dwellings and apartment building dwellings; and,
- Higher density commercial/office uses.

Similarly, the amendments to the Midhurst Secondary Plan were intended to:

- Permit standalone residential buildings of higher density typologies such as townhouse dwellings and apartment building dwellings;
- Provide policy guidance to support a Community Hub at a key intersection within the Study Area;
- Encourage high order retail uses at certain key intersections along the Corridor;
- Acknowledge the Bayfield Street Corridor (Study Area) boundary within the Plan and its Schedules;
- Acknowledge the Study's vision, guiding principles and demonstration plan; and,
- Acknowledge the Study's Urban Design Guidelines.

4.2 LUNDY'S LANE COMMUNITY IMPROVEMENT PLAN AND URBAN DESIGN GUIDELINES, CITY OF NIAGARA FALLS

The Lundy's Lane Community Improvement Plan was completed in 2018, and applies to an approximately five-kilometre section of Lundy's Lane, which runs westward from the tourist-focused area of the City Niagara Falls around the Falls themselves. The Community Improvement Project Area (CIPA) primarily consists of lands designated in the Niagara Falls OP as Tourist Commercial, and serves a dual purpose as a commercial corridor for tourism uses such as hotels/motels, as well as neighbourhood-servicing uses such as grocery stores.

The CIP is not a secondary plan, but was supported by a Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis and land use recommendations, and accompanied by a set of urban design guidelines and demonstration plans.

The SWOT report identified that that retail uses in the CIPA are almost exclusively automobile-oriented in layout, with parking at the street front and buildings set back from the street. Additionally, there are several vacant and underutilized lots that can accommodate future development. Similar to the Manning/Tecumseh District, there is a variety of lot sizes in the CIPA, with varying widths and depths, and several very deep lots. Built form in the CIPA is generally low-density, consisting of one- or two-storey structures creating I, L, or U shaped structures with parking in the front and/or side yards. Some multi-story development (especially hotels) exists.

Lundy's Lane in the CIPA is designated as an Arterial Road in the City's OP, with an approximately 26 metre right-of-way and an urban cross-section generally comprising four vehicular travel lanes.

Sidewalks are generally provided on both sides of the roadway, with varying setbacks from the curb. There are also transit stops along Lundy's Lane in the CIPA.

Highlights of the SWOT analysis are shown in Table.

Table 9: SWOT Analysis, Lundy's Lane

Strengths	Weaknesses
<ul style="list-style-type: none"> - Key commercial corridor/destination for shopping - Variety of commercial uses that serve both the local and tourism population, giving the area some economic resiliency - Ease of access from the Queen Elizabeth Way and Clifton Hill/Fallsview tourist areas 	<ul style="list-style-type: none"> - Car dominated, not pedestrian friendly - vehicles travel at a high rate of speed with few intersections to help moderate traffic speed - Inconsistent and dispersed built form (i.e., little incentive to walk between businesses) - Distinctive visual divisions/breaks in land use (e.g., hydro canal, QEW) - Sidewalk is close to the travelled portion of the roadway in some areas which is impactful to pedestrian comfort - Limited streetscape (especially trees) - Vacant parcels
Opportunities	Challenges
<ul style="list-style-type: none"> - Large lots create more options and opportunities for new development/redevelopment - Capitalize on existing trail connections and pursue other active transportation connections and crossings of Lundy's Lane - Opportunity for a "road diet" for part of Lundy's Lane to add green space/pedestrian amenities/bike lanes - Reconsider setbacks as well as front yard parking for future development/redevelopment to increase landscaping/pedestrian amenity along the street frontage 	<ul style="list-style-type: none"> - Limited pedestrian crossings from Garner Road to Montrose Road coupled with large volume of high speed traffic creates a safety risk for pedestrians - New and on-going development south of Lundy's Lane may create additional traffic congestion on or at the intersections with Lundy's Lane

The SWOT analysis identified several critical needs in the CIPA, including achieving more mixed-use development, improving the cohesiveness of the built form, enhancing the front yard's role in defining and enhancing the public realm, improving walkability, and creating a sense of place.

The implementing Urban Design Guidelines set certain standards for the built form in the CIPA, including the following elements:

- **Siting/orientation:** new buildings should address the street, with limited setbacks, except where needed to support tree planting/outdoor uses where the pedestrian boulevard is too narrow. Infill development should be consistent with existing built form where it is already close to the street, and comprise buildings that fill the lot width, except where needed for parking/loading access/mid block pedestrian connections. Buildings on corners should address both streets.
- **Building height/massing:** the preferred height for buildings is four to six storeys, with a stepback of two to three metres past three storeys. Ground floor height should be minimum 4.5 metres. Building massing should reinforce a continual street wall, and buildings at gateways should animate those gateways.
- **Private realm/parking:** create safe and direct pedestrian connections to new development and enhanced walkways to existing buildings. Limit impact to pedestrian circulation by minimizing the number of driveways and narrowing driveway width, consolidating with adjoining properties, reducing curb radii and defining walkways through different paving materials.
- **Streetscape frontage:** buildings should be articulated to provide pedestrian scaled storefronts and ideally have narrow store frontages (eight to twelve metres) to create

opportunities for visual interest and pedestrian activity.

- **Parking, driveway access, and walkways:** For new developments, parking shall not be provided in front of buildings between the street right-of-way and building frontages. Parking areas and servicing for new development shall be located in the rear of the development or, where possible, below grade. Where there are opportunities to create mid-block connections on the south side of Lundy's Lane (especially from school/park sites), for added pedestrian connectivity, they should be connected to Lundy's Lane with defined walkways.
- **Loading:** should not be visible from the street, should be shared and integrated between two adjacent buildings

The development of the Urban Design Guidelines also included a review of the CIPA and identification of the following intensification opportunities: Development (new development on vacant or underutilized lots; Adaptive Reuse, Building, or Site Improvements (redevelopment); and Landscaping or Parking improvements. Two demonstration plans were also prepared for two areas of 1.4 hectares and ~3.2 hectares respectively, to illustrate potential development scenarios for mixed use buildings, apartment buildings, and townhouses.



Figure 20: Map of intensification opportunities for Lundy's Lane (City of Niagara Falls/WSP)



Figure 3.12: Demonstration Plan 1 Layout



Figure 3.13: Demonstration Plan - Looking Southeast from Lundy's Lane

Figure 21: Demonstration Plan, Lundy's Lane CIP Urban Design Guidelines (City of Niagara Falls, WSP)

4.3 WATERDOWN COMMUNITY NODE SECONDARY PLAN, CITY OF HAMILTON

On April 13, 2022, Hamilton City Council adopted the Waterdown Community Node Secondary Plan (“WCNSP”). Waterdown is a former village amalgamated with the City of Hamilton in 2000, and is a separate settlement area not contiguous with the main Hamilton urban area. The purpose and effect of the WCNSP is to support intensification and development of a mix of uses within the Waterdown Community Node to assist in meeting the growth targets of the Urban Hamilton Official Plan, meeting housing needs, and establishing a complete community

The Secondary Plan Area (“SPA”) consists of a mix of residential and commercial uses, with the latter located in heritage buildings in the historical Waterdown village core, and in larger format stores and multi unit plazas along Hamilton Street. Density is generally low, with building heights between one and 2.5 storeys, with large surface parking areas fronting on Hamilton Street, and approximately fifteen vacant properties.

The current primary mode of transportation in the SPA is driving. The two primary roadways in the SPA, Hamilton and Dundas Streets, are classified as Minor Arterial and Major Arterial, respectively, which are intended to carry moderate to high volumes of inter-regional and intra-municipal traffic. Within the SPA, both streets generally have one vehicular travel lane in each direction, with a centre two-way left turn lane. Cycling facilities are generally scarce in the SPA, but a multi-use trail is proposed along Hamilton Street.

A Commercial Market Assessment completed in 2017 for the Downtown Waterdown Business Improvement Area (BIA) found that pedestrian

traffic in the BIA was low, while vehicle traffic was high, with up to 17,500 vehicles moving through the area daily. The commercial role of the BIA is strong, with 500,000 square feet of retail commercial space in the area across 262 businesses. The assessment recommended increasing residential intensification, achieving more mixed use development that considers parking, increased public plazas and social gathering spaces.

The WCNSP sets a vision for the SPA to maintain the low-rise nature of the existing residential neighbourhoods while achieving mid-rise built form within Community Node areas situated along Hamilton Street and the portion of Dundas Street East, located west of Hamilton Street. Key guiding principles related to this vision include maintaining the business function of the commercial node while improving the supply and range of housing types and tenures, and creating walkable and attractive places and spaces.

The policies of the WCNSP are intended to allow the SPA to intensify over time through infilling, additions/adaptive reuse, and redevelopment. Significant reductions in the overall supply of commercial GFA is not permitted, and where existing commercial GFA is proposed to be reduced by more than 2,500 square metres, a commercial needs and impact assessment must demonstrate no negative impact to the planned commercial function of the SPA. Access to properties along the main corridors of Hamilton and Dundas Streets are to be limited by encouraging shared access or access from side streets.

Most properties fronting on Hamilton and Dundas Streets are designated Mixed Use – Medium Density. This designation allows for a range of commercial and residential uses, including large scale retail and drive-through facilities, institutional, arts/cultural, hotels, and multiple dwellings. Building heights are limited to six storeys as of right, however heights up

to twelve storeys may be permitted without an Official plan Amendment, provided certain conditions are met, including: a mix of unit sizes, sustainable design, no shadow impacts on adjacent residential lands, and inclusion of appropriate step backs.

Development is to be primarily in the form of mid-rise and low-rise mixed use buildings with retail and service commercial stores at grade. Buildings should create comfortable, vibrant pedestrian streets – infill development will be arranged to achieve this goal, including zero-lot or close setbacks. Outside of pedestrian-focused areas, larger single-use buildings over 5,000 square metres are permitted in the interior or at the rear of peripheries, with smaller footprint buildings located close to the street. Alternatively, larger stores are permitted up to the streetline provided they are lined with smaller stores, multiple entrances, or other similar means to animate the streetscape. New development must provide sidewalks with a minimum width of 2 meters in the public ROW (3 metres on a pedestrian focused street).

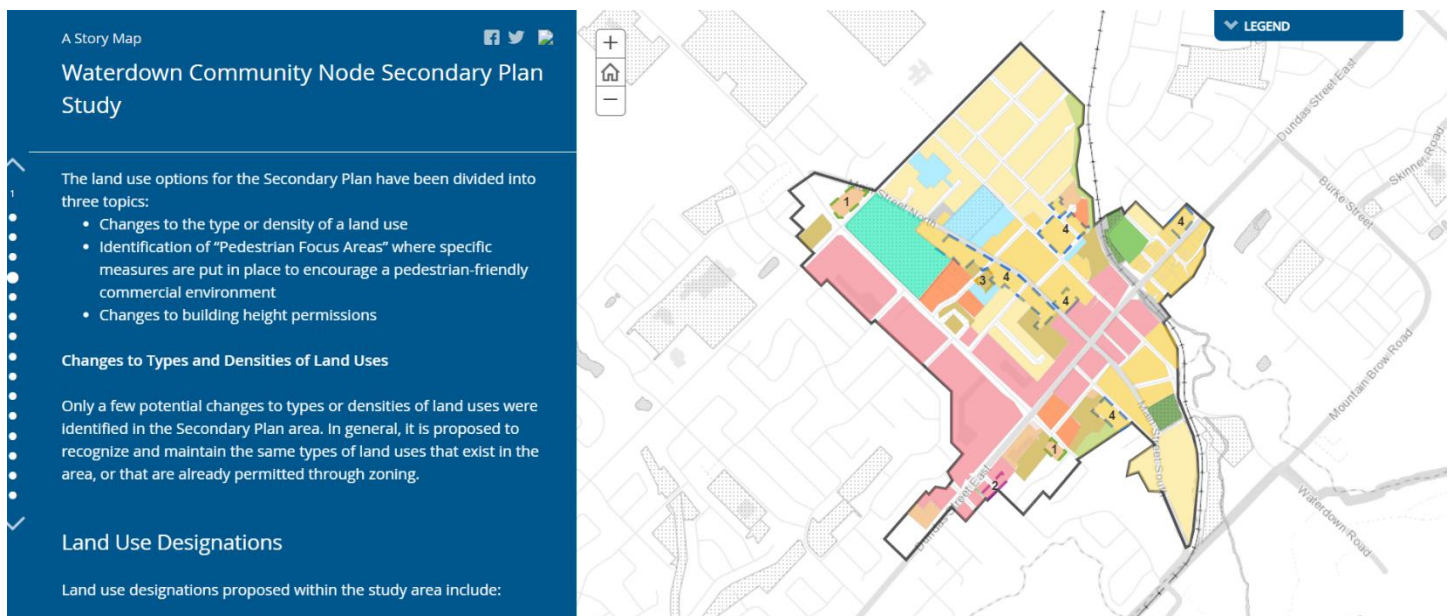


Figure 22: Screenshot of WCNSP Story Map (City of Hamilton)

4.4 ENABLING BETTER PLACES: COMMERCIAL CORRIDORS AND SHOPPING CENTERS (Congress For The New Urbanism, Michigan Economic Development Corporation, Michigan Municipal League, 2020)

This report was published in 2020 to provide insight and guidance on the evolution of auto-oriented corridors and shopping centres to more urbanized and complete communities with compact mixed-use development. The report is focused on the context of the State of Michigan in the US, however, the principles could apply to many parts of Canada, including the Manning/Tecumseh District.

The report sets out a methodology for supporting the iterative evolution of auto-dominated corridors and shopping centres, which is summarized below.

Task A: Determine what you have

The report defines two typical contexts that can be found in the Study area:

- **Highway commercial corridors** are typically shallow, extending only one parcel deep on either side of the street. Most are adjacent to shopping centres, and intensification is likely to occur on a more incremental level. Improvements could be achieved by identifying nodes of concentrated commercial or mixed-use activity, with land between the nodes being ideal locations for missing middle housing, larger residential and office buildings, and auto-oriented retail uses. Tecumseh Road west of Manning Road is an example of this context.

- **Shopping centres** are large single use areas, including “power centres” anchored by big box stores like Walmart. These offer more transformative intensification opportunities through infill and/or redevelopment. St. Clair Beach Plaza and the plazas at 1695/1655 Manning Road are examples of this context.

The report recommends identifying existing public investment in transit, infrastructure and community facilities, and vacant or underutilized properties near these investments.

Task B: Target locations for change

The report notes that in most cases, successful transformation of underutilized corridors or shopping centres will require public investment in infrastructure and streetscape improvements. Given the typically long nature of corridors, it is recommended to focus on a single shopping centre or 400-metre (i.e., five-minute walk) strip of a commercial corridor.

Several considerations should also be made. Are the existing landowners in the target areas receptive to change? What is the relationship of the corridor/shopping centre in question to existing downtowns?

Task C: Determine the scope

Once target areas are identified, municipalities must decide on how far they want to take the transformation of those areas. The report suggests the following phases of evolution for the transformation of commercial corridors/shopping centres (See **Figure 23**: Illustration of phases of transformation (Dover Kohl and Partners):

- **Tame:** halt 20th century zoning approach by amending zoning to reduce front setbacks, reduce parking requirements, and simplify uses;

- **Evolve:** enact more robust planning changes to enable an area to incrementally improve over time by restricting parking locations, permitting multi-unit dwellings in commercial districts, and right-sizing streets for pedestrian comfort, ease-of-use, and safety.
- **Transform:** enact the most robust changes, usually including public investment in streetscaping, etc.

Task D: Gauge capacity

Following determination of scope, the report recommends that municipalities consider their capacity to enact the desired changes. Changes to

planning requirements like zoning can be done efficiently and cheaply, however true transformations to target areas will likely require public-private partnerships. In particular, investments in infrastructure improvements such as complete streets generally must be undertaken by the municipality.

The report also recommends setting clear methods for measuring success. For example, is the goal of the transformation of the commercial corridor or shopping centre to increase retail sales, boost transit ridership, or supply more housing? Articulating these goals early in the process can help municipal decision-makers to focus priorities.



Existing



Tame



Evolve



Transform

Figure 23: Illustration of phases of transformation (Dover Kohl and Partners)

5 OPPORTUNITIES AND CHALLENGES

The existing conditions analysis and policy scan reveals certain opportunities and challenges for the Study Area that should be considered in the development of a future vision and land use plan for the Study Area.

5.1 OPPORTUNITIES

- Significant opportunities exist throughout the Study Area to increase housing supply through contextually appropriate residential intensification. As noted in Section 3.1 of this Report, there are large surface parking areas throughout the Study Area that could support infill development, and large parcels that present opportunities for large-scale redevelopment.
- The Town's Transportation Master Plan outlines a complete streets approach to road design that can be considered and leveraged in thinking about the regulatory framework for the Study Area.
- The Main Street Mixed-Use OP designation may be a good starting point for developing new policies for the Study Area.
- The commercial use analysis in Section 1.1 of this Report highlighted that many of the businesses in the Study Area are small-scale (200 m² or less in GFA). There may be an opportunity to support these types of businesses in mixed-use buildings with fine-grain retail spaces.



- Based on our scan of best practices and precedents, as well as existing built form in **Figure 24: Example of a six-storey multi-unit residential building on Tecumseh Road west of Lesperance Road**

Tecumseh (See **Figure 24**: Example of a six-storey multi-unit residential building on Tecumseh Road west of Lesperance Road, building heights of six storeys would be appropriate in the Study Area, except adjacent to Residential neighbourhoods, where lower building heights should be required to mitigate shadow impacts and provide a transition in density.

- The redevelopment of the Study Area presents opportunities for the Town to acquire land (or cash-in-lieu) for parks and other recreational purposes, through parkland conveyance tools.
- Active transportation linkages to community facilities and parks near to the Study Area can be achieved through the development process, including through mid-block connections across larger properties like the St. Clair Beach Plaza.

- Land uses in the Study Area could be regulated to concentrate mixed-use buildings at core intersections such as Manning and Tecumseh Roads and Manning Road and Lanoue Streets, and reserve the edges of the Study Area for residential uses. This would allow for a higher variety of housing unit types and sizes (e.g., apartments in mixed-use buildings, with block/stacked townhouses along the periphery).
- Planning for the South Character Area should consider the development patterns and uses occurring in the adjacent Amy Croft Secondary Plan and County Road 22 Corridor areas in the Town of Lakeshore.
- The adjacency of public parks to the Study Area in the Tecumseh Soccer Fields and Buster Reaume Park offer an opportunity for higher-density uses to frame the parks.
- The current roadway width, design speeds, and intersection spacing of Manning and Tecumseh Roads are not supportive of pedestrian friendly environments. Policies and zoning for land use and built form in the Study Area should result in development with a safe and inviting public realm along Manning and Tecumseh Roads. In the future, the Town can consider further improving this public realm by making the two roadways more friendly to pedestrians (e.g., wider sidewalks, more trees, and street furniture).
- Existing zoning standards for the Study Area (particularly in the General Commercial and Neighbourhood Commercial zones) would significantly limit its intensification potential. Changes to required building heights, lot coverage, and setbacks should all be considered to support the development concept.

5.2 CHALLENGES

- The Study Area's critical role as a commercial node for the Town must be maintained through its redevelopment. In particular, the Study Area is the location of the only two grocery stores in the Town of Tecumseh, as well as several other large-scale commercial uses. Intensification of the Study Area needs to consider either the continuation of these existing uses, and/or ensure that large-format retail spaces are allowed for in new development.
- The VIA/CN rail corridor presents a significant barrier to connectivity within the Study Area – as such, the preliminary development concept should consider connections between the North and South Character Areas and their surrounding neighbourhoods, rather than with each other.
- Despite planned increases in active transportation and transit use in the Study Area, private vehicles will remain the primary mode of transportation. Thus, parking supply will need to be maintained, if reduced in volume, either through surface parking lots or below-grade in new builds.
- There are lands in both the North and South Character Area that are directly adjacent to residential neighbourhoods, which have low-density residential parcels with rear lots interfacing with the Study Area boundary. This presents issues for connectivity and contiguity between the Study Area and these neighbourhoods, and a need to have appropriate transitioning between the two contexts.
- While the primary purpose of this Study is to develop a regulatory framework for residential

intensification in the Study Area through the Official Plan and Zoning By-law(s), the full transformation of the Manning/Tecumseh Road district into a walkable, compact, complete mixed-use community will likely require additional guidance for built form, public realm, and transportation. It will also require Town financial investment, buy-in from landowners, and significant time.

- The proximity of the Nortera Foods plant and sewage lagoon to the linear parcel north of Tecumseh Road in the west of the Study Area severely restricts the development potential of that parcel for sensitive uses (i.e., residential) due to required separation from the facility's lagoon.
- The new housing supply (and thus increased population) in the Manning/Tecumseh District that is the goal of this Study may result in increased vehicular traffic in the area.

6 VISION AND GUIDING PRINCIPLES

Based on the background review summarized in the preceding sections of this Report, WSP has devised a Vision and Guiding Principles to guide the preparation of the Preliminary Concept for the Study Area.

6.1 VISION

The proposed vision for the Manning/Tecumseh District is for a mixed-use area that maintains its role as an important commercial node for the residents of the Town and the neighbouring communities, and is an attractive, vibrant and inviting place to live.

The District will develop at residential densities that support transit and active transportation, but which are in harmony with the surrounding low-density areas. The various parts of the District will be connected with each other and adjacent neighbourhoods by complete streets that support active transportation.

The District will include safe, walkable and inter-connected streets, vibrant public and private spaces, and a public realm framed by attractive buildings and streetscaping.

6.2 GUIDING PRINCIPLES

Guiding Principle #1

Development and Redevelopment in the Manning/Tecumseh District should increase housing supply and options in Tecumseh, contribute to the Town's intensification target, and create a built environment where residents of all ages feel safe walking and cycling to meet their daily needs.

Guiding Principle #2

Development in the Manning/Tecumseh District should enhance the critical commercial role of the District for the Town, by maintaining and even expanding the total commercial GFA in the District over time.

Guiding Principle #3

Planning in the District, including block and site design, should improve walkability and connectivity between various uses in the District, by increasing mid-block connections and improving streetscapes.

Guiding Principle #4

Buildings in the District should be street-oriented, with parking and loading areas and vehicular access points reduced and consolidated, and situated to the rear of buildings wherever possible.

Guiding Principle #5

Development in the District should be sensitive to its surrounding context and enhance transition and connections to adjacent uses and neighbourhoods, as well as avoiding issues of land use incompatibility.

7 PRELIMINARY PHASE 1 CONCEPT

Based on the background review, analysis, and Vision and Guiding Principles outlined in the preceding sections, the project team has prepared a preliminary concept for the future development of the Manning. This concept reflects the need for change in the Manning/Tecumseh District to be gradual and incremental, to achieve the dual goals of increasing housing supply while preserving critical commercial amenities for the Town.

The Phase 1 concept (see **Figure 25: Phase 1 Concept** on the following page) represents the near-term to medium-term infill or redevelopment opportunities that exist within the current built context of the District. These opportunities comprise two types:

- Vacant Lands: Four sites which are either vacant (Sites A through C) or are part of a larger parking area (Site D) and could be utilized for infill mixed-use development with residential components.
- Redevelopment Opportunities: Six sites which are the location of existing outbuildings of the larger retail plazas in the District, and which could be redeveloped for mixed-use development with residential components.

These sites have been chosen as they represent opportunities for redevelopment that do not significantly impact the role of the District as a key retail area for the Town. Specifically, the development of these sites would allow for an increase of housing units in the District while maintaining major retail uses such as grocery stores.

The sites identified as near-term opportunities all have frontage on either Manning Road or Tecumseh Road. Their redevelopment can support the Opportunities and help mitigated the Challenges identified in Section 5 of this Report, in particular in fostering a more inviting and safe public realm.

The Phase 1 concept would be implemented by re-designating these lands in the Official Plan for medium- or high-density mixed-use development, and rezoned in the Zoning By-laws to permit a broader range of uses and taller and denser buildings.

Table 10 shows the potential residential unit counts for the sites identified in the Phase 1 concept in **Figure 25: Phase 1 Concept**, assuming a net site density of 100 units per hectare. This assumed density roughly correlates to a five- to six-storey building with retail on the ground floor.

Table 10: Phase 1 Residential Intensification Potential

Site	Approximate Site Area (hectares)	Residential Unit Potential (based on 100 units/hectare)
Vacant Land Opportunities		
A	2.1	210
B	1.7	166
C	0.5	53
D	0.4	45
TOTAL	4.7	473
Redevelopment Opportunities		
E	0.6	65
F	0.7	69
G	0.4	36
H	0.4	40
I	0.5	53
J	0.8	81
TOTAL	3.4	344



Legend

- Municipality of Lakeshore
- Tecumseh Municipal Boundary
- Redevelopment Opportunity
- Vacant Land Opportunity

Manning/Tecumseh District Study
Phase 1 Concept



Figure 25: Phase 1 Concept

8 NEXT STEPS

With the completion of this background review, development of a Vision and Guiding Principles for the District, and the preparation of the Preliminary Concept, the next step in this Study is to engage the Tecumseh public and key stakeholders to present the concept and collect feedback.

Following consultation, WSP and the Town will refine the Preliminary Concept and prepare implementing Official Plan and Zoning By-law amendments. These materials will be again presented to the Tecumseh community for feedback, before being brought to statutory consultation and adoption by Tecumseh Town Council.



Legend

- Municipality of Lakeshore
- ▬ Tecumseh Municipal Boundary
- Redevelopment Opportunity
- Vacant Land Opportunity

Manning/Tecumseh District Study
Phase 1 Concept



Figure 25: Phase 1 Concept