

MEMO

To: Town of Tecumseh
From: WSP Canada Inc.
Subject: **Oldcastle Hamlet Special Planning Study**
Background and Existing Conditions Memo
Date: December 2023 (Revised January 2024)

1 Introduction

The Town of Tecumseh (“the Town”) is conducting a Special Planning Study (“the Study”) for the Oldcastle Hamlet Primary Settlement Area (“the Hamlet”). The purpose of the Study is to establish land use designations for lands within the Hamlet which are currently designated Future Development in the Town’s Official Plan (“OP”), adopted by Town Council in 2021 (Note: where “official plan” is not capitalized in this Memo, it refers to official plans in general, as opposed to the Town’s OP). This Study is a critical step to determining a vision for the Hamlet and appropriate mix of urban land uses to achieve that vision, as identified and required by Section 4.10.2 of the OP. The Study will be informed by extensive consultation with the public, key stakeholders, technical staff at the Town, the County of Essex (the “County”), neighbouring municipalities and other relevant agencies or authorities.

The purpose of this Background and Existing Conditions Memo (“the Memo”) is to establish a baseline inventory of the following elements for the Oldcastle Special Planning Study:

- > the **physical** context of the Study Area, by developing an inventory of existing and planned conditions within and adjacent to the Study Area; and
- > the **policy** context for the Study Area, by summarizing the planning policy guidance applicable to the Study Area at the Provincial, County, and Town levels.

The physical and policy context for the Study Area will inform the identification of issues and opportunities to be further refined through consultation with the community and stakeholders throughout the Study.

1.1 Study Process

The Study consists of four phases taking place over approximately one year. Each phase of the Study will involve technical work and engagement activities with stakeholders, members of the public, Indigenous communities, technical agencies, and/or Council. The Phases are as follows:

- > **Phase 1: Discovery (September 2023 - January 2024)**
 - Existing conditions of the Study Area and background policy will be reviewed to generate an understanding of the Hamlet. Consultation with the community and stakeholders will help in the development of **early ideas and establishing guiding principles** for the Hamlet.
- > **Phase 2: Critique (January – March 2024)**
 - Up to three **preliminary land use scenarios** will be prepared for the Study Area, based on the existing conditions, guiding principles, and early ideas established in Phase 1. These scenarios will be presented for critique and feedback to inform refinements.
- > **Phase 3: Refinement (April - May 2024)**
 - Based on feedback received in Phase 2, a **preferred land use scenario** will be identified for the Study Area, for analysis and further consultation
- > **Phase 4: Implementation (June - October 2024)**
 - The preferred land use plan will be implemented through an **Official Plan Amendment** (“OPA”) and associated land use schedules.

The Study is focused on those lands designated Future Development within the Oldcastle Hamlet Settlement Area in the Town’s OP, which consist of several disconnected areas in the south and eastern parts of the Hamlet. Nevertheless, determining the appropriate land use scenario for the Study Area will require consideration of all land uses within the Hamlet, as well as nearby context of the City of Windsor, Town of LaSalle, and agricultural uses adjacent to the Hamlet’s settlement boundary.

1.2 The Hamlet

Location

The Hamlet is located in the southwest of the Town, and directly borders the City of Windsor to the northwest and the Town of LaSalle to the west. The northern boundary of the Hamlet follows the Provincial Highway 401, and there are two interchanges with Highway 401 access in the Hamlet, including an interchange and traffic roundabout with Provincial Highway 3 along the Hamlet's western boundary (**Figure 1**).

In addition to Highway 3, there are two major County Roads running through the Hamlet: County Road 11 (Walker Road), which runs north-south and approximately bisects the Hamlet; and County Road 46 (Provincial Road), which runs northwest-southeast through the northeast corner of the Hamlet and interchanges with the Highway 401. This road network, and in particular Highway 401, results in a significant portion of Study Area lands being directly adjacent to a major highway.

Historical & Current Land Uses

The Hamlet initially developed as a settlement in the early 19th century by Irish settlers and served the local farming community as part of the Township of Sandwich South (which was incorporated into the Town of Tecumseh in 1999). Notwithstanding the Hamlet's agricultural heritage, in the last half-century it has been characterized as a place of industrial employment. In the late 1960's and early 1970's, the council of Sandwich South decided, for the sake of affordable growth and to alleviate the tax burden on the agricultural community, industrial development needed to be encouraged. This was the beginning of the Hamlet becoming a significant industrial centre for the County.



Figure 1: Aerial photograph of the Oldcastle Hamlet

Today, the predominant land use in the Hamlet is industrial, designated Business Park in the Town's OP. In addition to these uses, there are several disconnected areas of residential development; two clusters of commercial uses around the intersections of County Road 11 with Highway 3 and North Talbot Road; two large cemeteries along the southern boundary; Weston Park, with baseball, soccer, basketball, and tennis facilities; and the Ciociaro Club, a large banquet and event facility along North Talbot Road which property also contains baseball diamonds, soccer fields, and other recreational facilities. In addition to these land uses, there are elements of the Town's Natural Heritage System throughout the Hamlet, mostly in the form of woodlands.

1.3 The Study Area

This Study Area consists of seven Focus Areas with a total land area of approximately 260 hectares, all of which are designated Future Development in the Town's OP. The seven Focus Areas are shown on **Figure 2** below, with detailed descriptions of their locations following.

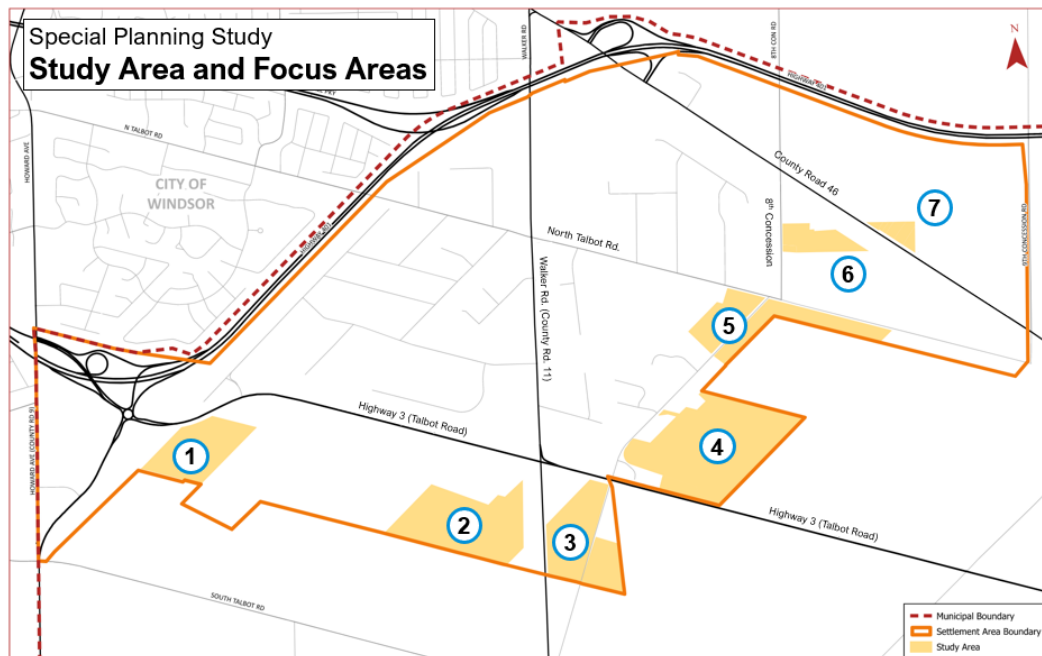


Figure 2: Oldcastle Hamlet Special Planning Study Area

- > **Focus Area 1:** 30.7 hectares, located in the southwest part of the Hamlet, with frontage on Highway 3.
- > **Focus Area 2:** 52.6 hectares, located in the southwest part of the Hamlet, with no public road frontage.
- > **Focus Area 3:** 41.2 hectares, located in the southern part of the Hamlet, with frontage on County Road 11 and roughly bisected by Oldcastle Road.
- > **Focus Area 4:** 81.6 hectares, located in the southeast part of the Hamlet, with frontage on Highway 3 and Oldcastle Road.
- > **Focus Area 5:** 37.6 hectares, located in the east part of the Hamlet, with frontage on Oldcastle Road and North Talbot Road.
- > **Focus Area 6:** 12.7 hectares, located in the northeast part of the Hamlet, with frontage on Concession Road 8.
- > **Focus Area 7:** 5.6 hectares, located in the northeast part of the Hamlet, with frontage on County Road 46.

2 Existing Conditions

Each of the seven Focus Areas within the Study Area have distinct and unique conditions which are catalogued below, including the existing land uses, adjacent and nearby uses, water, wastewater, and stormwater services, road frontage and access, active transportation connections, and elements of the Town’s Natural Heritage System.

2.1 Focus Area 1

A detailed view of Focus Area 1 is shown on **Figure 3** below.



Figure 3: Detailed view of Focus Area 1

The existing conditions of Focus Area 1 are summarized in **Table 1**.

Table 1: Existing Conditions of Focus Area 1.

Existing uses in the Focus Area	Mineral aggerate operation or a wayside pit.
Adjacent OP designations (existing land uses)	Community Facility (cemetery and funeral home)
	Agricultural (mineral aggregate operation/wayside pit)
	Ministry of Transportation Lands (vacant)
Water servicing	Existing: 200 mm watermain along Highway 3

	Planned: N/A
Wastewater servicing	Existing: None
	Planned: Forcemain along the northwestern boundary of Focus Area 1, and a pumping station in the southwest corner of the Area.
Stormwater management	N/A (See Section 3.3.3 below)
Roads and access	Limited frontage on Highway 3 (arterial) approximately 370 m from roundabout interchange between Highways 401 and Highway 3
Active transportation	Rotary (1918) Centennial Hub multi-use trail (ERCA) runs along southwest boundary
Natural Heritage System	Within Focus Area: Restoration Opportunity (Riparian Buffer)
	Adjacent (South): Natural Heritage Overlay (Woodland)

2.2 Focus Area 2

A detailed view of Focus Area 2 is shown on **Figure 4** below.

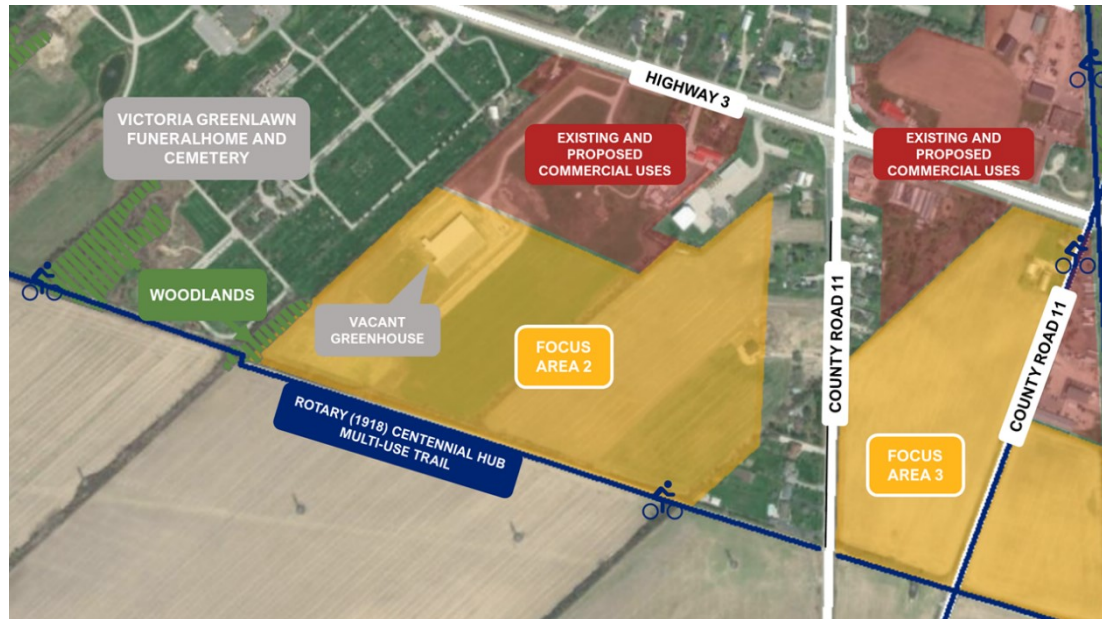


Figure 4: Detailed view of Focus Area 2.

The existing conditions of Focus Area 2 are summarized in **Table 2**.

Table 2: Existing Conditions of Focus Area 2.

Existing uses in the Focus Area	Agricultural (tilled fields, vacant commercial greenhouse)
	1 single-detached dwelling
Adjacent OP designations (existing land uses)	Agricultural (tilled fields)
	Residential (single-detached houses and various outbuildings)
	Community Facility (highway maintenance facility, cemetery)
	General Commercial (deck/fence material supplier)
Water servicing	Existing: 200 mm watermain along Highway 3
	Planned: None
Wastewater servicing	Existing: None
	Planned: 450 mm trunk sewer along Oldcastle Road

Stormwater management	N/A (See Section 3.3.3 below)
Roads and access	Limited frontage on County Road 11 (arterial) via several parcels split-designated between Future Development and Residential Limited frontage on Highway 3 (arterial) via 1 parcel split-designated between Future Development and General Commercial
Active transportation	Rotary (1918) Centennial Hub multi-use trail (ERCA) runs along southwest boundary
Natural Heritage System	Within Focus Area: Restoration Opportunity (Riparian Buffer) Adjacent (West): Natural Heritage Overlay (Woodland)

2.3 Focus Area 3

A detailed view of Focus Area 3 is shown on **Figure 5** below.

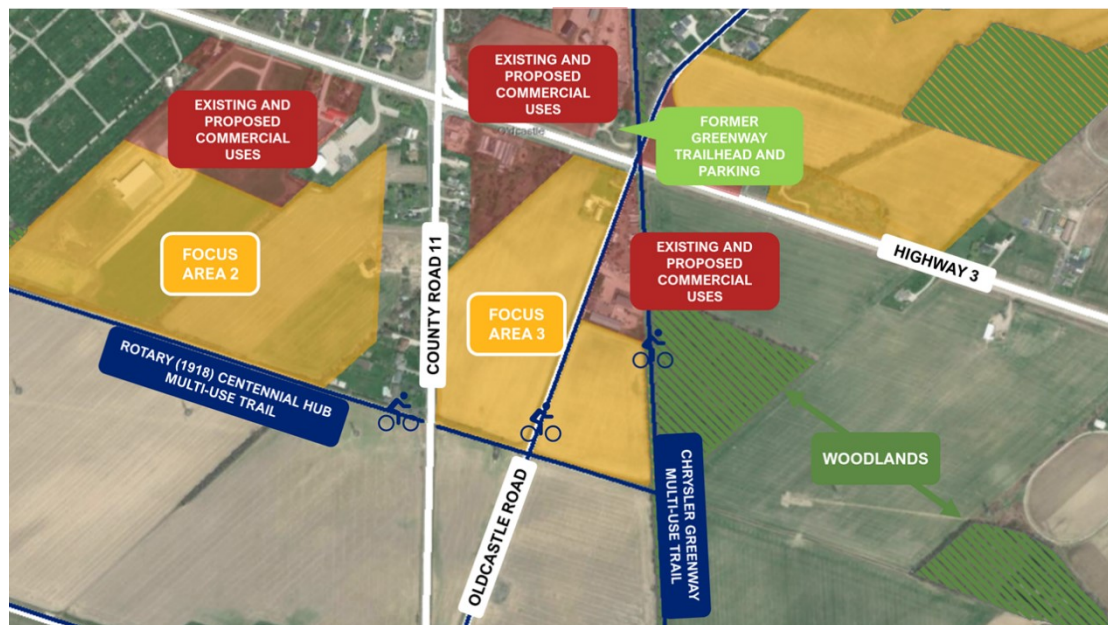


Figure 5: Detailed view of Focus Area 3.

The existing conditions of Focus Area 3 are summarized in **Table 3**.

Table 3: Existing Conditions of Focus Area 3.

Existing uses in the Focus Area	Agricultural (tilled fields)
	1 Single-detached dwelling
Adjacent OP designations (existing land uses)	Residential (single-detached houses and various outbuildings)
	Agricultural (tilled fields, woodlot)
	General Commercial (logistics hub, auto parts dealer, garden centre, monument maker/retailer)
Water servicing	Existing: 200 mm watermain along Highway 3
	Planned: None
Wastewater servicing	Existing: None
	Planned: 450 mm trunk sewer along Oldcastle Road and cutting southeast-northwest through the Focus Area
Stormwater management	N/A (See Section 3.3.3 below)
Roads and access	Limited frontage on Highway 3 (Arterial)
	Extensive frontage on Oldcastle Road (Local)
	Extensive frontage on County Road 11 (Arterial)
Active transportation	Rotary (1918) Centennial Hub multi-use trail (ERCA) runs along southwest boundary
	Chrysler Canada Greenway (ERCA) multi-use trail along east boundary
	On-road Signed Route (CWATS) on Oldcastle Road
Natural Heritage System	Within Focus Area: Restoration Opportunity (Riparian Buffer)
	Adjacent (East): Natural Heritage Overlay (Woodland)

2.4 Focus Area 4

A detailed view of Focus Area 4 is shown on **Figure 6** below.



Figure 6: Detailed view of Focus Area 4.

The existing conditions of Focus Area 4 are summarized in **Table 4**.

Table 4: Existing Conditions of Focus Area 4.

Existing uses in the Focus Area	Agricultural (tilled fields)
	1 single-detached dwelling
Adjacent OP designations (existing land uses)	Agricultural (tilled fields)
	Residential (single-detached houses and various outbuildings)
	General Commercial (vacant)
Water servicing	Existing: 300 mm watermain along south side of Highway 3; 400 mm watermain along Oldcastle Road
	Planned: None
Wastewater servicing	Existing: None
	Planned: 600 mm trunk sewer along Oldcastle Road

Stormwater management	Existing: Downing Municipal Drain runs through the Focus Area
	Planned: New SWM pond (Downing Pond) conceptually planned in northeast corner of the area; Improved/new underground sewers planned for Oldcastle Road
Roads and access	Limited frontage on Oldcastle Road (Local)
	Limited frontage on Highway 3 (Arterial)
Active transportation	On- and off-road Signed Route (CWATS) on Oldcastle Road
Natural Heritage System	Within Focus Area: Natural Heritage Overlay (Woodland), Restoration Opportunity (Riparian Buffer)

2.5 Focus Area 5

A detailed view of Focus Area 5 is shown on **Figure 7** below.



Figure 7: Detailed view of Focus Area 5.

The existing conditions of Focus Area 5 are summarized in **Table 5**.

Table 5: Existing Conditions of Focus Area 5.

Existing uses in the Focus Area	Agricultural (tilled fields)
Adjacent OP designations (existing land uses)	Agricultural (tilled fields)
	Residential (existing singled-detached houses and various outbuildings, Oldcastle Heights: planned 220-unit subdivision of single-detached, semi-detached, and townhouse dwellings)
	Community Facility (Ciociaro Club)
	Business Park (various industrial uses)
	General Commercial (vacant land)
Water servicing	Existing: 400 mm along Oldcastle Road; 400 mm watermain along North Talbot Road
	Planned: None
Wastewater servicing	Existing: 600 mm trunk sewer along North Talbot Road west of Oldcastle Road
	Planned: Future 750 mm trunk sewer along Oldcastle Road; future 450 mm trunk sewer along North Talbot Road east of Oldcastle Road
Stormwater management	Planned: New underground sewers planned for Oldcastle Road and North Talbot Road
Roads and access	Extensive frontage on North Talbot Road (Collector/Local)
	Extensive frontage on Oldcastle Road (Local)
Active transportation	On- and off-road Signed Route (CWATS) on Oldcastle Road
	Paved Shoulder (CWATS) on North Talbot Road
Natural Heritage System	Within Focus Area: Restoration Opportunity (Riparian Buffer)

2.6 Focus Areas 6 and 7

A detailed view of Focus Areas 6 and 7 is shown on **Figure 8** below.



Figure 8: Detailed view of Focus Areas 6 and 7

The existing conditions of Focus Area 6 are summarized in **Table 6**.

Table 6: Existing Conditions of Focus Area 6.

Existing uses in the Focus Area	Agricultural (tilled fields) 1 single-detached house and outbuildings
Adjacent OP designations (existing land uses)	Residential (Oldcastle Heights: planned 220-unit subdivision of single-detached, semi-detached, and townhouse dwellings)
	Business Park (various industrial uses)
Water servicing	Existing: 600 mm watermain along Concession Road 8
	Planned: None
Wastewater servicing	Existing: 900 mm trunk sewer along Concession Road 8
	Planned: None

Stormwater management	Existing: Drain running north-south through area.
	Planned: New SWM pond (Hurley Pond) conceptually planned in the eastern half of the area, new drainage corridor planned for the outer boundary of the area.
Roads and access	Frontage on 8 th Concession Road (local)
Active transportation	Existing: On-road Signed Route (CWATS) on Oldcastle Road
	Planned: new multi-use trail along former Canada Southern Railway (CASO) ROW along east boundary"
Natural Heritage System	Within Focus Area: Restoration Opportunity (Riparian Buffer)
	Adjacent (East): Natural Heritage Overlay (Woodland)"

The existing conditions of Focus Area 7 are summarized in **Table 7**.

Table 7: Existing Conditions of Focus Area 7.

Existing uses in the Focus Area	No vacant parcels. Pool and spa service company 5 single-detached dwellings
Adjacent OP designations (existing land uses)	Business Park (various existing industrial uses, future industrial expansion to the east of the Focus Area)
Water servicing	Existing: 200 mm watermain along County Road 46
	Planned: None
Wastewater servicing	Existing: None
	Planned: Future 600 mm trunk sewer along County Road 46
Stormwater management	Existing: Storm sewer and drain running along northern boundary of area.
	Planned: None
Roads and access	All parcels have existing frontage and driveways on County Road 46 (Arterial)

Active transportation	On-road Signed Route (CWATS) on County Road 46
Natural Heritage System	"Within Focus Area: Restoration Opportunity (Riparian Buffer)
	Adjacent (East): Natural Heritage Overlay (Woodland)"

2.7 Summary and Analysis

The inventory of existing conditions above reveals several themes that are summarized below. These themes will be considered and inform the development of viable land use scenarios in Phase 2 of the Study.

Existing Uses

Most of the seven Focus Areas are currently used for agricultural uses, and have the potential to be developed with a wide variety of uses and lot sizes.

The exception is Focus Area 7, which is fully developed with a mix of residential and commercial uses, and is the only a viable candidate for development through intensification.

Water and Wastewater Servicing

All seven of the Focus Areas are served by existing or will be served by planned municipal watermains, and as noted in Section 3.3.2 below, the Town is planning to develop a new pressure zone for the South Service Area of the Town, which includes the Hamlet (see **Figure 9**). It can be assumed that there will be reliable water service for development in all the Focus Areas, although the viable densities or types of use for each Focus Area may need to be refined based on watermain diameter and available pressure, and upgrades may be required to support development.

Focus Area 6 currently has wastewater services. Wastewater services are planned for all other Focus Areas (see **Figure 8**).

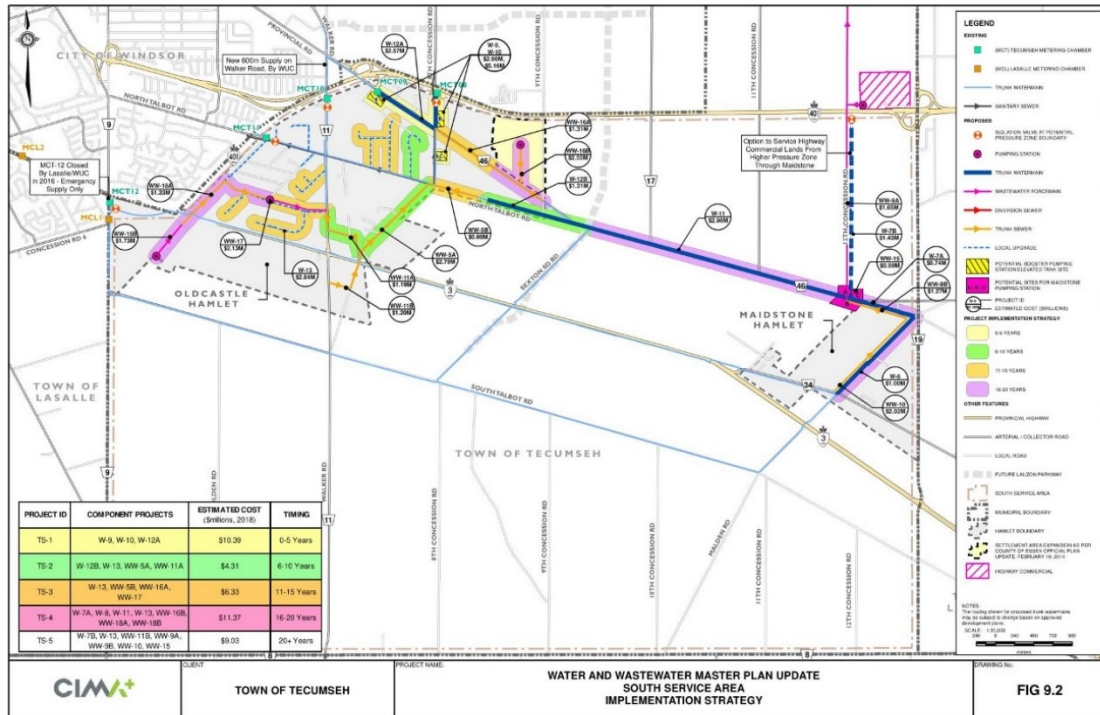


Figure 8: Town of Tecumseh Water and Wastewater Master Plan Implementation Strategy for Oldcastle and South Service Area

Stormwater Management

Stormwater management facilities are planned specifically to serve development in Focus Areas 4, 5, and 6, and should be considered in the development of the land use scenarios for the Study Area (see **Figure 9** and **Figure 10** below).

Focus Areas 1, 2, 3, and 7 have not been considered in the Town’s stormwater management planning, and will require individual on-site stormwater management plans prior to their development (see Section 3.3.3 below).

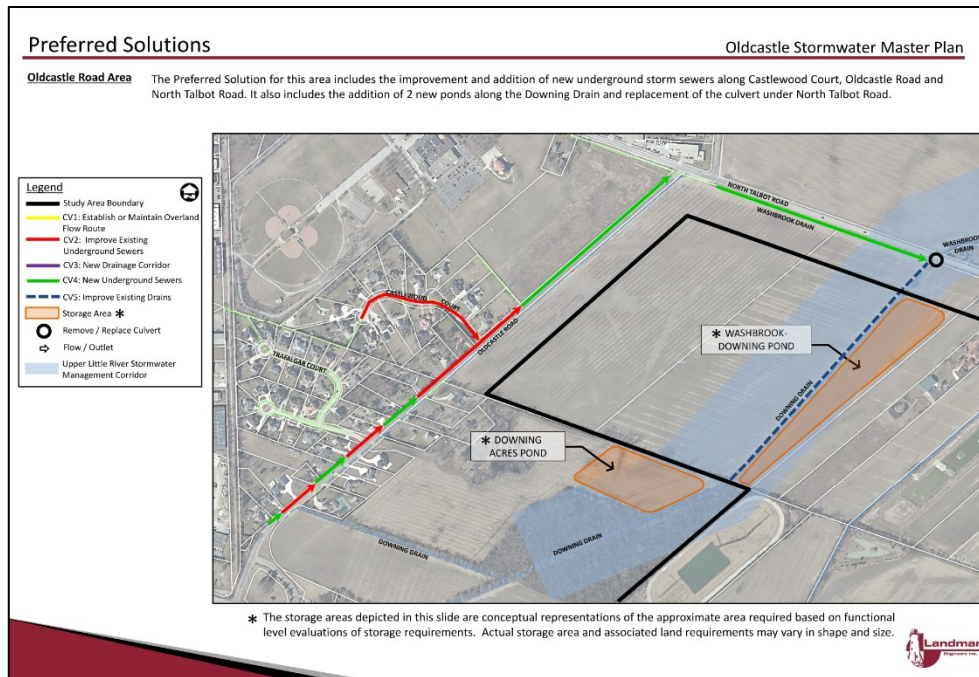


Figure 9: Future stormwater management facilities within or adjacent to Focus Areas 4 and 5.

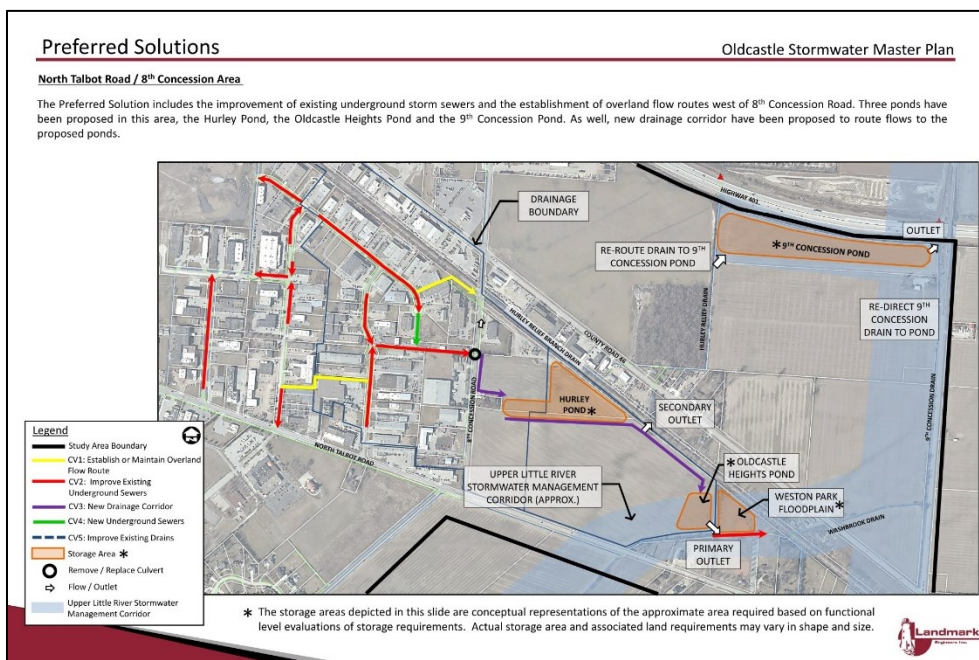


Figure 10: Future stormwater management facilities within or adjacent to Focus Areas 6 and 7.

Road Access

There is a range of access levels across the seven Focus Areas.

Focus Areas 2, 3, 4, 5, 6, and 7 have access to Arterial, Collector and Local roads, and are suited for residential and non-residential development.

Focus Areas 1 has more constrained access.

Connectivity

There are formidable barriers to connectivity between the seven Focus Areas and existing uses in the Hamlet in the form of Provincial Highways 3 and 401, Walker Road/County Road 11, County Road 46, and existing industrial development.

Notwithstanding these barriers, there are three different existing or planned off-road multi-use paths (MUPs) in the Hamlet, which are adjacent to most of the Focus Areas. These MUPs may provide an opportunity to improve active transportation linkages between various existing and planned uses in the Hamlet.

Natural Heritage

There are existing natural heritage features in several of the Focus Areas which should be highlighted in all land use scenarios for the Study Area and should be treated as “no touch” areas in the development of the land use scenarios.

Consideration should be given to identifying the Restoration Opportunities in all Focus Areas through the land use scenarios, and seeking to establish linkages wherever possible through the development of the Study Area.

Encumbrances

Focus Areas 4 and 6 are the site of existing and planned encumbrances in the form of storm drains and stormwater management ponds, as well as planned water system facilities. In particular, Focus Area 6, as the planned site of a large stormwater management pond and potential site for a Booster Pumping Station, may limit its development viability (see **Figures 10** and **11** above).

3 Policy Context

3.1 Province of Ontario

All municipal planning policies and decisions in Ontario flow from the Provincial planning framework, with the *Planning Act* (“the Act”) as the primary statutory legislation.

3.1.1 Planning Act

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:

- > protection of ecological systems;
- > the efficient use of infrastructure for water and wastewater, communications, transportation, and waste management;
- > the orderly development of safe and healthy communities;
- > the adequate provision of housing, including affordable housing, jobs, and educational, health, social, cultural, and recreational facilities;
- > the protection of the financial and economic well-being of the Province and municipalities;
- > pedestrian and transit-oriented development;
- > promoting a well-designed built form that encourages a sense of place, and provides safe, accessible, vibrant public spaces; and
- > climate change mitigation and adaptation.

The significance of these matters to this Study is that the development of land-use scenarios for the Study Area must take into account a broad array of priorities: the eventual preferred plan cannot address only a selection of policies or provisions (such as providing housing) without consideration of other policies or provisions (such as protecting ecological and water systems).

Part IV of the *Planning Act* deals with municipal OPs. Sections 17 and 21 set out the requirements for an OPA, which will be the outcome of the Study to implement the preferred land use plan for the Focus Areas. Matters of note from these sections of the *Act* include:

- > the requirement for the amendment of a lower-tier municipality's official plan to be approved by the relevant upper-tier municipality. In the case of the Town, the approval authority is the County of Essex;
- > consultation requirements, including the adequate and timely circulation of information and materials related to the OPA and hosting at least one public meeting to allow for the public to make representations on the proposed OPA; and
- > the appeals process for an OPA.

Through the Study, the Town is seeking to not just meet but exceed the statutory requirements of the *Act* by providing multiple opportunities for community and stakeholder engagement, prior to preparing an OPA.

Section 3 of the *Act* allows for the Province to issue policy statements to provide further guidance on the planning matters of Provincial interest outlined in Section 2 of the *Act*. All municipal planning decisions, including an OPA, must be consistent with these policy statements. The current in-force policy statement is the PPS, which is described in the subsection below.

3.1.2 Provincial Policy Statement, 2020

As noted above, the PPS provides more detailed policy direction on matters of Provincial interest, and is the primary source of Provincial planning policy. The PPS consists of three sections: Building Strong Healthy Communities (Section 1.0), Wise Use and Management of Resources (Section 1.0), and Protection Public Health and Safety (Section 3.0). This section will summarize those PPS policies relevant to the Hamlet and the Study.

Section 1.1 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 1.1.3 establishes policy direction for settlement areas, of which the Hamlet is one. The efficient use of land in settlement areas is required, with growth and development not creating unjustified need for expansion of infrastructure or public service facilities. Settlement areas should be developed wherever possible through intensification (through infill development in vacant or underutilized sites or redevelopment of existing uses), and should support active transportation (walking, use of mobility devices, cycling). A range of uses supported by appropriate infrastructure is to be provided in settlement areas.

Section 1.2 directs that land use planning is to be undertaken in coordination with other planning matters like infrastructure such as water and wastewater services; economic development strategies; protection natural heritage, water resources, agriculture, cultural heritage, and mineral resources; and provision of housing.

Section 1.2.6 further directs that the development of sensitive land uses (e.g., residential or certain institutional uses, such as day care facilities) must be undertaken in a way that avoids or mitigates adverse affects from major facilities (such as manufacturing and other industrial uses). The Province provides more specific guidance related to land use compatibility through its D-Series Environmental Guidelines, which establishes required separation distances between certain types of major facilities (e.g., wastewater treatment plants or manufacturing facilities) and sensitive land uses.

Section 1.3 sets out policies related to employment. Municipalities are required to plan for a mix and range of employment opportunities by providing for (and protecting from encroachment) large and contiguous areas for employment uses that allows for a variety of lot sizes. Employment areas in proximity to major goods movement corridors, such as Highway 401, are require protection.

Section 1.4 requires municipalities to provide for an appropriate range of housing options and densities to meet projected population growth and housing demand. This includes permitting and supporting:

- > a range of **housing types** including single-detached and semi-detached dwellings, townhouses, additional residential units, tiny homes, and multi-unit buildings; and
- > a range of **housing tenures and arrangements** including ownership, rental, life-lease, shared and supportive housing, and affordable housing.

Notably, Section 1.4 also directs that municipalities should direct housing development toward locations with appropriate levels of infrastructure and public services (such as parks and recreational facilities, health and education, and emergency facilities). Section 1.5 builds on this direction by encouraging municipalities to planning for a full range and equitable distribution of public spaces, recreational facilities, parks, trails, and other open spaces throughout their jurisdictions.

Section 1.6 continues earlier policy direction in the PPS relating to the efficient provision and use of infrastructure and public service facilities. In particular, existing infrastructure and public service facilities are to be optimally used before new services are developed. Planning water, wastewater, and stormwater services is to be undertaken in coordination with land-use planning and promote conservation and water use efficiency. Similarly, land-use planning should aim to efficiently use existing transportation systems, improve connections and cross-jurisdictional linkages, minimize the number and length of private vehicle trips, and support active transportation and public transit. Development must also support and maintain transportation corridors (particularly major goods movement corridors), and co-location of transportation corridors and linear infrastructure should be achieved, wherever possible.

Section 1.8 directs for planning and development to support climate change mitigation (i.e., reducing greenhouse gas emissions) and adaptation (i.e., resilience to the impacts of climate change). This includes actions such as promoting compact built form, increased use of active transportation and transit, maximizing energy efficiency in design and siting of buildings, maximizing vegetation in settlement areas, and focusing freight-intensive uses to areas nearby major highways.

Section 2.1 of the PPS deals with natural heritage features. There are no significant wetlands in the Hamlet, however there are woodlands: the PPS directs that development shall not be permitted in, or adjacent to, significant woodlands unless it has been shown through an evaluation that the development will not negatively impact the woodland or its ecological functions.

Section 2.2 directs for protection of water resources, primarily through using watershed and subwatershed planning, which consider the cumulative impacts of development and seeks to reduce cross-jurisdictional impacts of development on watersheds. Planning by municipalities is required to identify these water resource systems and protect their linkages and functions, particularly those related to source water, including ground water. This includes the restriction of development in or near sensitive surface and ground water features (such as recharge areas).

3.2 County of Essex

As the upper-tier municipality for the Town, the County is the approval authority for the Town's OP, including any OPAs. The Town's OP, and any other planning decisions, must conform to the County's OP.

3.2.1 County of Essex Official Plan

The County's existing OP was adopted in February 2014 and approved by the Province in April 2014. It contains high-level guidance for growth and land use for the County's seven local municipalities, including the Town. This section will summarize those County OP policies relevant to the Study. It should be noted that the County is currently undertaking a comprehensive review of its OP, with expected adoption of an updated OP by Council in 2024.

Section 2.5 includes policies intended to support watershed planning and protect the County's drinking water sources (building on the Essex Region Source Protection Plan). The most applicable policies for the Study are related to groundwater, as there is a Significant Groundwater Recharge Area (SGRA) which extends into Focus Areas 4 and 5, as shown in **Figure 11**. Section 2.5.2 of the County OP establishes a key requirement for SGRAs:

- > development or site alternation that poses a significant threat to the SGRA will only be permitted if it is demonstrated through a groundwater impact assessment that there will be no negative impact on the SGRA;

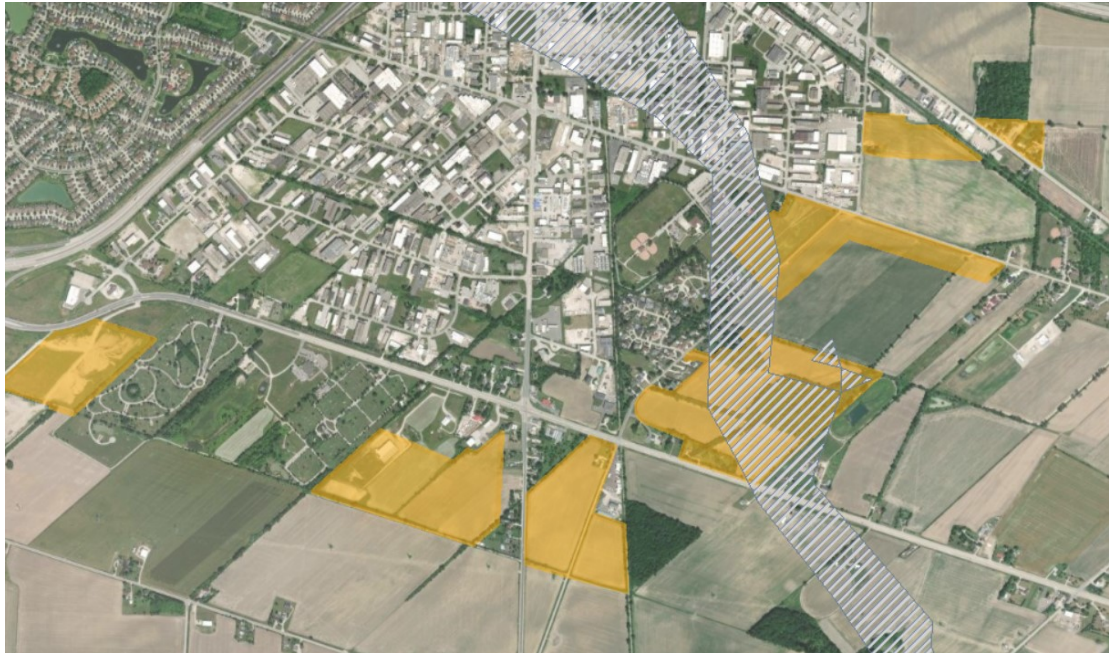


Figure 11: Map showing an overlay of the Significant Groundwater Recharge Area over Focus Areas 4 and 5

Section 2.8 establishes policies for transportation in the County that must be considered in developing land use scenarios for the Hamlet, especially given that several of the Focus Areas for the Study are located along County-owned roads. In terms of roads and streets, Section 2.8.1 includes policies directing to:

- > plan for and protection of corridors for transpiration, transit, and infrastructure;
- > require that development will maintain appropriate right-of-way widths for all existing and proposed roads;
- > restrict development on private roads to Plans of Condominium;
- > optimize intersections and road access throughout the County; and
- > discourage new development that would adversely impact traffic on County-owned roads.

Section 2.8.4 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 2.12 establishes requirements for mitigating issues of noise, vibration, and safety arising from proximity of development to various sources of those impacts (including Provincial Highways such as Highway 3). Depending on the potential impacts of these sources of noise or vibration or other safety issues, mitigation measures may have to be introduced as part of the development approvals process. These potential impacts should be considered and potential mitigating measures, such as separation distances or buffering, be incorporated into the preliminary land use scenarios for the Hamlet.

Section 3.2 establishes policies for settlement areas throughout the County, including provisions for settlement structure and accommodating growth. Policy 3.2.4(l) sets out a specific strategy for the Hamlet, noting that it is to be primarily developed for employment uses, but that limited opportunities may be available to expand on the residential clusters in the Hamlet. The Town's OP is directed to designate land uses more specifically in the Hamlet, and to ensure orderly and appropriate development of those land. All new development in the Hamlet is to be on full municipal water and wastewater services, and land use patterns for the Hamlet should reduce servicing costs, preserve the natural environment and cultural heritage, and support public health and safety.

Section 3.2.6 contains more general policies that apply to all settlement areas. This includes:

- > encouragement of local municipalities to provide for an appropriate range of housing types and densities (including affordable housing) across their settlement areas;
- > ensuring that infrastructure and public service facilities are or will be available to accommodate projected growth;
- > achieving efficient and cost-effective servicing and transportation infrastructure; and
- > ensuring that issues of land use compatibility between sensitive land uses and major facilities (including industrial uses and transportation corridors) are avoided or mitigated.

Section 3.4 establishes the County's natural heritage system ("NHS") and policies for its preservation, restoration and enhancement. The County identifies three components of the NHS: the Natural Environment designation (of which there are no instances within the Hamlet), the Natural Environment Overlay, and the Restoration Opportunities Overlay.

- > The Natural Environment Overlay includes features that have been identified as secondary priority natural heritage features. Development in lands identified with this overlay is not permitted unless it is demonstrated to the County and the Town, in consultation with ERCA, that there will be no negative impacts on any present natural features or their functions. Development adjacent to these features (i.e., within 120 metres) will also be subject to an environmental impact assessment to assess potential negative impacts on these features.
- > The Restoration Opportunities Overlay applies to lands which do not contain existing natural heritage features but have been identified as potential linkages or buffers to enhance the fragmented system in the County. Development approval in these areas requires the completion of an environmental impact assessment that evaluates opportunities to restore natural heritage features or establish linkages or buffers within the development area, set aside areas for future restoration or enhancement, and incorporate low impact development.

3.3 Town of Tecumseh

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 the preferred land use plan for the Hamlet. Additionally, the following documents contain high-level or detailed direction for future development of the Hamlet:

- > Oldcastle Stormwater Master Plan (2023)
- > Town of Tecumseh Water and Wastewater Master Plan (2018)
- > Town of Tecumseh Parks and Recreation Master Plan (2010/2021)
- > Town of Tecumseh Transportation Master Plan (2017)

3.3.1 Town of Tecumseh Official Plan

The Town’s OP provides policy guidance for land use planning in Tecumseh, in conformity with the County OP and consistency with the PPS. This section summarizes the policies of the Town’s OP which are relevant to this Study. **Figure 12** illustrates the designated uses for the Hamlet from Schedule B-2 of the Town’s OP.

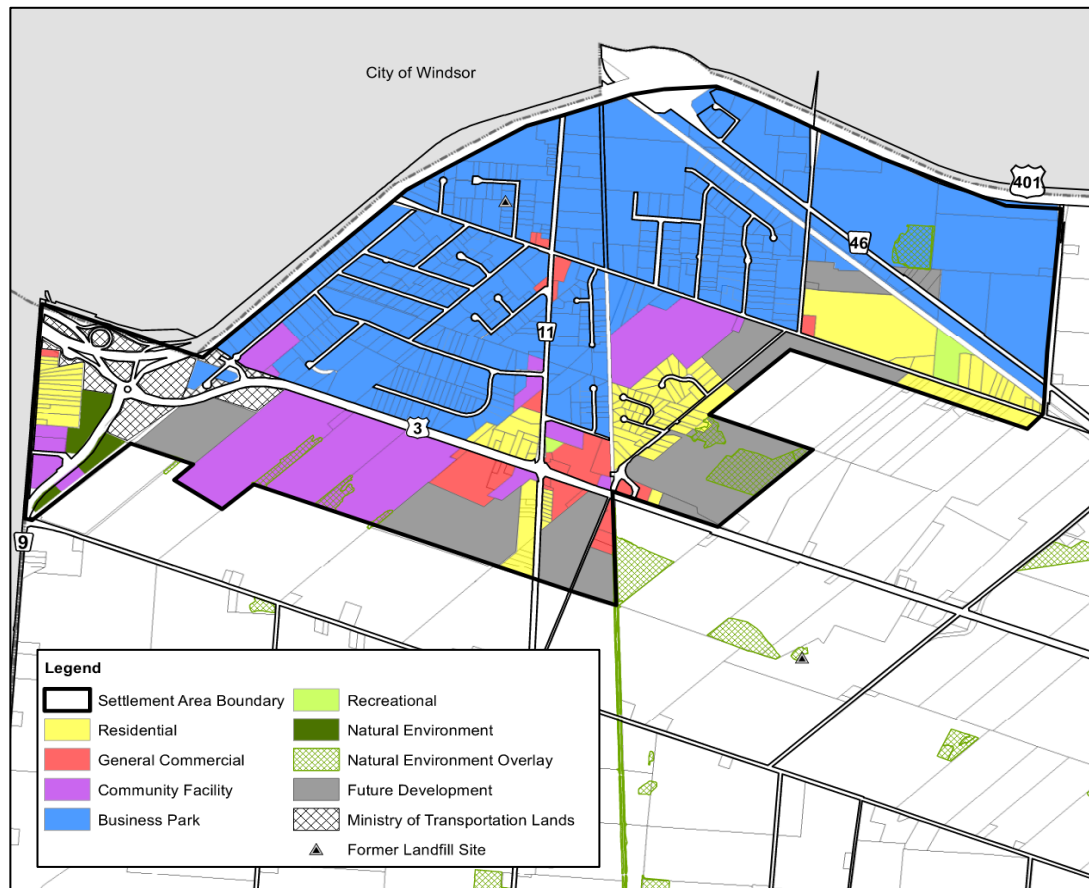


Figure 12: Land Uses in the Oldcastle Hamlet. The Study Area includes all lands designated Future Development.

Sections 2.1 and 2.2 establish the structure and planned distribution of growth in the Town. The Town’s community structure consists of Points and Clusters of common uses or features, which include the Oldcastle Business Park; Lines for movement, which in the Hamlet include Highway 3, current and future Greenways, and natural linkages; and Surfaces between Points/Clusters and Lines, which include the Study’s Focus Areas. The Town’s Growth Management policies in Section 2.2 identify the Hamlet as a potential location for new residential neighbourhoods, to be further identified through this Study (policy 2.2(iii)a.).

Section 4.10 also provides specific policy direction for the planning of lands designated Future Development. Development in these lands is to be directed through a holistic and comprehensive Town-led plan, rather than through site-specific privately initiated OPAs. The Future Development designation does not presuppose the future use of any given lands; however, policy 4.10.2(iii) does require that all new urban land uses must be developed on full municipal services, and include stormwater management facilities.

Beyond specific policy direction for the Hamlet’s development, the Town’s OP also sets out general policies that must be considered in developing the land use scenarios for the Study.

Section 2.3 establishes planning principles for the Town’s development, including:

- > Seeking to create more mixed-use and compact developments in fully serviced settlement areas such as the Hamlet;
- > Protecting existing employment areas from conversion or encroachment and allowing for their expansion; and
- > Ensuring compatibility of land uses.

Further to the land use compatibility planning principles, several related policies require consideration:

- > Section 3.3 concerns Minimum Distance Separation between certain agricultural uses and sensitive land uses such as residential uses –planning for the Study’s Focus Areas, many of which directly abut lands designated Agricultural in the Town’s OP, must have consideration for MDS requirements; and
- > Section 3.12 concerns development abutting Provincial highways (including Highway 3), which falls within the Provincial Ministry of Transportation’s permit control areas, and the policies in this Section commit the Town to working with the Province to protect the future safety, capacity, and operation of the Highway.

Section 3.14 establishes certain actions related to energy conservation, climate change mitigation and adaptation, and air quality, including:

- > Promoting compact built form and mixed use development that supports and encourages active transportation;
- > Locating intensification in transit-served areas;
- > Protecting, maintaining, enhancing, and restoring the Natural Heritage System, including the urban forest; and
- > Increasing the proportion of permeable surfaces in the Town to reduce strain on stormwater and wastewater systems.

Section 4.9 contains policies related to the Town’s Natural Heritage System (NHS), including the Natural Environment land use designation, the Natural Environment Overlay, and the Restoration Opportunities Overlay (see **Figure 14** below).

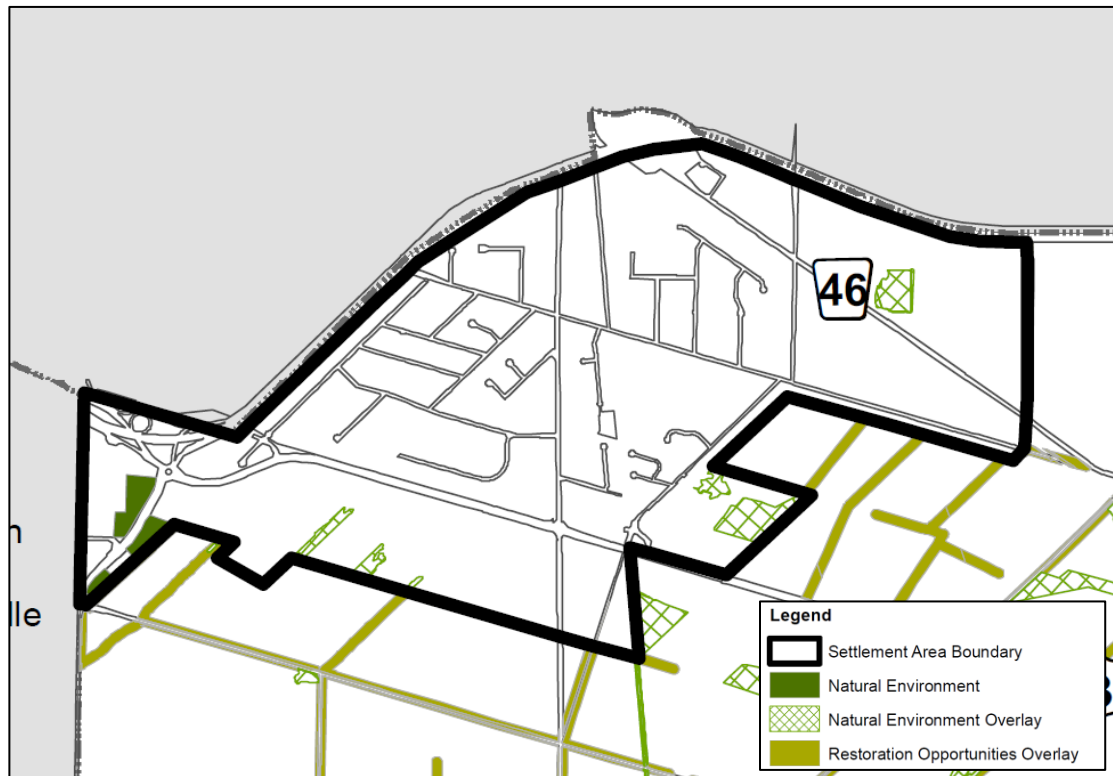


Figure 13: Excerpt from Schedule "C" (Natural Heritage System) of the Town's OP.

Policies in this section commit the Town to implementing the Essex Region Natural Heritage System Strategy through preserving and enhancing natural features, including through cooperation with private development. The OP also calls for the enlargement of core natural areas and the achievement of linkages connecting elements of the NHS. Specifically, development will not be permitted on lands within the Natural Environment Overlay unless it is demonstrated through an environmental impact assessment that the natural features there (or their ecological function) will not be negatively impacted.

Section 5.4 contains policies for the protection of Source Water in the Town. Specifically to the Hamlet, policy 5.4.1.2 establishes protection for groundwater resources, including Significant Groundwater Recharge Areas (SGRA), one of which covers a large portion of Focus Area 4 and a small part of Focus Area 5. Development and site alteration within an SGRA is only permitted where it has been shown through a groundwater impact assessment that their will be no negative impact on the SGRA.

Section 8.2 and 8.3 deal with municipal water and wastewater services and stormwater management, respectively. New development is to be focused in

settlement areas with full municipal services, but growth and development is also required to make efficient use of existing systems' reserve capacity and not require the unnecessary expansion or extension of those systems. Where the provision of services within a Settlement Area is required for a development, the cost of those services will be recovered through development charges or an equivalent.

Section 9 of the Town's OP contains policies related to transportation. Section 9.2 directs for the development of complete streets, which balance the needs of all users of the street or road and provide a range of transportation choices (including active transportation and public transit), improve sustainability, and protect view lines and corridors, among other things. Section 9.3 establishes the Town's road classification system, which sets the standards for speed, volume, and access on various Town, County, and Provincially owned roads, including but not limited to:

- > Restricting the number, frequency and location of permitted driveway and street intersections on a given road in accordance with sound traffic engineering principles that maximize safety and protect the capacity and operational characteristics of the overall road network;
- > Consideration for alignment, buffering and landscaping in the design of roadways; and
- > Discouraging the use of cul-de-sacs in the Town and encouraging the use of a modified grid system.

The section also directs that the Town will improve road alignments, surfaces, and pavement widths, and establish new road allowances or rights-of-way through the development process. Section 9.4 refers to the Town's goals for active transportation, including the achievement of a network of on-road and off-road routes that serve both experienced and inexperienced cyclists; the consideration of cyclists and pedestrians in all development and reconstruction of existing infrastructure; and the connection of off-road multi-use paths to the street network.

3.3.2 Town of Tecumseh Water and Wastewater Master Plan

The Town's Water and Wastewater Master Plan ("the WWMP") was completed in 2018 as an update to the previous Master Plan completed in 2008, and was undertaken as a Municipal Class Environment Assessment (EA). The WWMP establishes a strategy to ensure the Town's water and wastewater systems meet current and future demand in a reliable and cost-effective manner, and considers the growth forecasts established in the Town's OP.

Preparation of the WWMP included a recalculation of projected populations for the various service areas in the Town through 2036, a revision of the overall servicing strategy from the 2008 WWMP, and identification of needed projects for water and

wastewater, as well as steps to implement those projects. The following elements of the WWMP are relevant to the Hamlet and to this Study:

- > Low water system pressure in the Town’s South Service Area (the “SSA”, which includes the Hamlet) has been reported, and is expected to worsen over time as demand in the SSA increase. This prompted the recommendation to introduce a second pressure zone in the SSA, which would require a new Booster Pumping Station in the Hamlet, as well as a new 600 mm trunk watermain in the north end of the Hamlet to feed the station. This action will provide more reliable pressure in the Hamlet, capable of supporting further growth.
- > New trunk sanitary sewers and forcemains are proposed in the Hamlet to provide wastewater servicing for existing and new industrial growth, in the following locations:
 - Oldcastle Road south of North Talbot Road to Pentilly Lane (750 mm trunk sewer);
 - Oldcastle Road from Pentilly Lane to the Chrysler Greenway (600 mm trunk sewer);
 - North Talbot Road from 8th Concession Road to approximately 475 m east of 8th Concession Road (450 mm trunk sewer)
 - Chrysler Greenway and McCord Lane from Oldcastle Road to Walker Road (600 mm trunk sewer)
 - Oldcastle Road from Highway 3 to approximately 410 m south of Highway 3 (450 mm trunk sewer);
 - County Road 46 from 8th Concession Road to 9th Concession Road (600 mm trunk sewer, 400 mm trunk sewer);
 - Outer Drive and Blackacre Drive, north of Highway 3 (375 mm trunk sewer, 200 mm forcemain);
 - Former Outer Drive alignment south of Highway 3 (forcemain, diameter TBD).
- > A new wastewater pumping station is proposed at the southwest corner of Focus Area 1 along the former Outer Drive alignment.

3.3.3 Oldcastle Stormwater Master Plan

The Oldcastle Stormwater Master Plan (“the OSWMP”) was completed in 2022, and subsequently updated in 2023, as a Municipal Class EA. The OSWMP Study Area included the entire Hamlet, and was intended to review the capacity of the existing stormwater management system in the Hamlet, examine the stormwater

management needs of future development, identify areas of concern, and identify improvements. Notably, the project also included a Stage 1 Archaeological Background Assessment of the Hamlet, as well as the identification of several potential built heritage resources, which can be used to inform this Study.

The following are elements of the recommended preferred solutions that are relevant to this Study:

- > The preparation of the OSWMP considered the lands designated Future Development which have been identified as Focus Areas 4, 5 and 6, and the final report proposes new stormwater ponds to handle runoff from development in those Areas.
- > Focus Areas 1, 2, and 3 were not considered in the OSWMP, and the final report notes that future development in these areas “will require individual stormwater management plans to address both quality and quantity control and limit runoff to agricultural discharge rates, as prescribed in the Windsor/Essex Region Stormwater Management Standards Manual (ERCA, December 2018).”
- > New drainage corridors and underground storm sewers are proposed throughout the Hamlet, including adjacent to Focus Areas 4, 5, and 6.
- > The OSWMP also outlines the property easements potentially required to implement the recommended solutions.

3.3.4 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 2021 review identified remaining unimplemented recommendations from the 2010 PRMP and added several new recommended actions.

The following recommendations from the PRMP 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).
- > 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, PRMP).

- > Create new park classifications for Parkettes and Regional Parks (Recommendation 3, 2021 Review of PRMP).

3.3.5 Town of Tecumseh Transportation Master Plan

The Town’s Transportation Master Plan (“the TMP”) was completed in 2017. It comprises a multi-modal transportation strategy that will guide the provision of transportation and mobility services and networks to the year 2034, including roads, transit services, and active transportation.

The TMP does not indicate any specific future projects for the Hamlet, however, there are certain considerations for the Study arising from the TMP. Foremost is the Town’s road classification system and complete streets guidance, which sets parameters around speed, volume, and access for new roads, as well as pedestrian and cycling facilities and streetscaping.

Table E1 of the Town’s Complete Streets Design Guidelines (Appendix E of the TMP) proposes a road classification system for Town-owned roads, including specifying the level of access to individual properties for each road type. **Table 8** below summarizes the proposed access levels for the Town-owned Urban Roads:

Table 8: Access standards for Town-owned Urban roads (adapted from Town of Tecumseh Transportation Master Plan, 2017)

Road Type	Commercial Main Street	Minor Arterial	Collector	Local Road
Land Service/Access	Permitted with some access control	Permitted with some access control	Full access	Access is primary consideration over traffic movement

This guidance should be accounted for in the land use scenarios developed as part of Phase 2.

3.4 Summary and Analysis

The review of applicable policies at the Provincial, County, and Town level reveals that a complex set of priorities exists as the context for this Study. The land use scenarios prepared in Phase 2 of the Study will need to address and balance these priorities.

Several consistent themes are present in all of the policies reviewed:

- > Direction for the development and growth of the Hamlet is not fixed: there is no clear land use scenario that is favoured in the policies of the PPS, or the County and Town OPs. In particular, the Town’s OP, which provides the

direction for the Study, provides flexibility in determining the appropriate mix of land uses for the Study Area.

- > The development, protection, and expansion of Employment Areas is required. Given the predominant use of the Hamlet for employment uses (largely industrial), the preliminary land use scenarios must consider their protection from and land use compatibility with proposed new land uses in the Focus Areas.
- > Settlement areas are encouraged to be developed with a mix of uses and compact urban form, including residential and commercial uses. The majority of the seven Focus Areas in the Study Area abut residential or commercial uses, either existing or planned (e.g., the planned Oldcastle Heights subdivision). Consideration will be given to incorporating a mix of residential, commercial, institutional, and employment uses in preliminary land use scenarios.
- > Development in the Hamlet, as a settlement area, is required by both the County and Town OPs to occur on full municipal water and wastewater services. Given the absence of existing wastewater service for several Focus Areas, consideration should be given to phasing in the preliminary land use scenarios which are aligned with the delivery of wastewater infrastructure to those areas.
- > The development of land use scenarios for the Study Area in Phase 2 must consider the inherent tension that exists between the dual policy direction to protect the Hamlet’s employment function and to achieve complete communities in the Town’s settlement areas, where feasible. Land use scenarios must also consider the ability of future growth in the Hamlet to support or incentivize investments in community services and amenities.

4 Next Steps

Following the completion of this Memo, the following work will be undertaken as part of the Study:

Phase 1: Discovery (January 2024)

- > Engagement to introduce the Study, identify further issues and opportunities, and establish guiding principles for the development of land use scenarios for the Study Area.
- > Outreach to Indigenous communities to confirm how they wish to be consulted through this Study.

Phase 2: Critique (January – Early Spring 2024)

- > Development of preliminary land use scenarios based on the vision and guiding principles developed in Phase 1, and findings of this memo.
- > Engagement to present the preliminary land use scenarios and receive feedback.

Phase 3: Refinement (Spring 2024)

- > Based on feedback received in Phase 2, selection and refinement of a preferred land use plan for the Study Area.
- > Engagement to present the preferred land use plan and receive feedback.

Phase 4: Implementation (Summer – Fall 2024)

- > Final refinement of the preferred land use plan based on feedback received in Phase 3, and drafting of an OPA to implement the preferred land scenario.
- > Statutory engagement on the Draft OPA, including a public open house and public meeting of Council.
- > Final revisions to the OPA and adoption by Council.