

Appendix B

Mayoral Direction Letter



The Corporation of the City of Windsor

Mayoral Direction MD 01-2026

To Direct staff to undertake research and provide advice to the head of Council and City Council on policies and programs of the City

WHEREAS pursuant to Part V1.1 (Special Powers and Duties of Head of Council) of the *Municipal Act, 2001*, Sections 284.3 (Direction to Employees) the Mayor may direct municipal employees to:

- a) Undertake research and provide advice to the head of council and city council on policies and programs of the City or of the head of Council as they relate to the powers and duties under this Part; and
- b) Carry out duties related to the exercise of the power or performance of the duty, including implementing any decisions made by the head of council under this Part;

and

WHEREAS when City Council approved support for the NextStar Energy project, closure of the Anchor Drive connection at Banwell Road was necessary; and

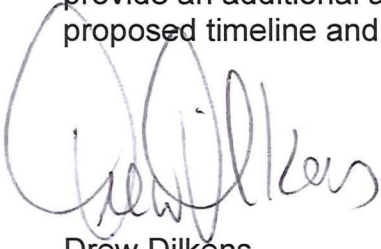
WHEREAS many people expressed concern about this decision and were promised the City would identify a solution should there be issues with access to the industrial park at Lauzon and Twin Oaks Drive; and

WHEREAS since this decision was implemented, there have been numerous instances where workers in Twin Oaks have been unable to exit the industrial park in a timely manner; and

WHEREAS this must be corrected;

THEREFORE, I, Drew Dilkins, Mayor of the City of Windsor direct as follows:

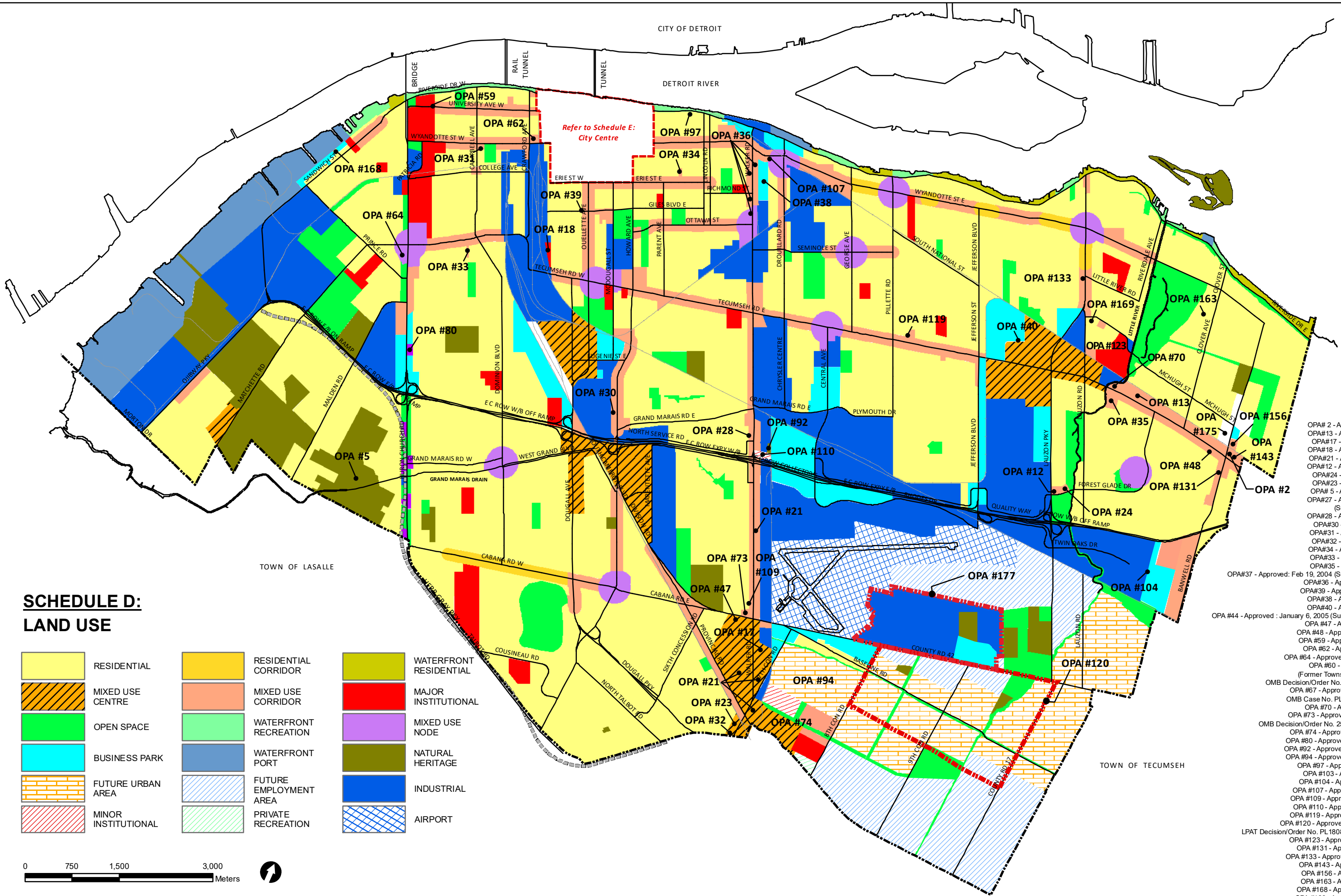
That City Administration report back to City Council by January 26, 2026, with options to provide an additional access point from the Twin Oaks Industrial Park, along with a proposed timeline and cost of construction for Council's consideration.

A handwritten signature in blue ink, appearing to read 'Drew Dilkins', is written over the printed name.

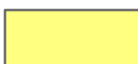
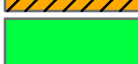
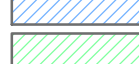
Drew Dilkins
Mayor, City of Windsor
Dated: January 16, 2026

Appendix C

City of Windsor Official Plan
Schedule D – Land Use



**SCHEDULE D:
LAND USE**

	RESIDENTIAL		RESIDENTIAL CORRIDOR		WATERFRONT RESIDENTIAL
	MIXED USE CENTRE		MIXED USE CORRIDOR		MAJOR INSTITUTIONAL
	OPEN SPACE		WATERFRONT RECREATION		MIXED USE NODE
	BUSINESS PARK		WATERFRONT PORT		NATURAL HERITAGE
	FUTURE URBAN AREA		FUTURE EMPLOYMENT AREA		INDUSTRIAL
	MINOR INSTITUTIONAL		PRIVATE RECREATION		AIRPORT



- AS AMENDED BY:
- OPA# 2 - Approved: Dec. 11, 2000
 - OPA#13 - Approved: Nov. 22, 2001
 - OPA#17 - Approved: Jan. 3, 2002
 - OPA#18 - Approved: Mar. 15, 2002
 - OPA#21 - Approved: July 16, 2002
 - OPA#12 - Approved: Aug. 21, 2002
 - OPA#24 - Approved: Oct. 7, 2002
 - OPA#23 - Approved: Oct. 9, 2002
 - OPA# 5 - Approved: Oct. 29, 2002
 - OPA#27 - Approved: Dec. 16, 2002 (Superseded by OPA #40)
 - OPA#28 - Approved: Dec. 16, 2002
 - OPA#30 - Approved: Apr. 7, 2003
 - OPA#31 - Approved: Apr. 14, 2003
 - OPA#32 - Approved: May 5, 2003
 - OPA#34 - Approved: May 20, 2003
 - OPA#33 - Approved: June 2, 2003
 - OPA#35 - Approved: Aug. 11, 2003
 - OPA#37 - Approved: Feb. 19, 2004 (Superseded by OPA #40)
 - OPA#36 - Approved: March 3, 2004
 - OPA#39 - Approved: March 26, 2004
 - OPA#38 - Approved: July 21, 2004
 - OPA#40 - Approved: July 21, 2004
 - OPA#44 - Approved: January 6, 2005 (Superseded by OPA #131)
 - OPA #47 - Approved: May 10, 2005
 - OPA #48 - Approved: August 18, 2005
 - OPA #59 - Approved: March 27, 2007
 - OPA #62 - Approved: June 15, 2007
 - OPA #64 - Approved: September 20, 2007
 - OPA #60 - Approved: May 7, 2007 (Former Township of Sandwich South)
 - OMB Decision/Order No. 2667 - October 5, 2007
 - OPA #67 - Approved: December 4, 2015
 - OMB Case No. PL080049 - April 26, 2016
 - OPA #70 - Approved: April 20, 2009
 - OPA #73 - Approved: September 7, 2006
 - OMB Decision/Order No. 2513 - February 12, 2009
 - OPA #74 - Approved: December 4, 2009
 - OPA #80 - Approved: November 22, 2010
 - OPA #92 - Approved: September 19, 2016
 - OPA #94 - Approved: December 21, 2016
 - OPA #97 - Approved: October 6, 2014
 - OPA #103 - Approved: June 1, 2015
 - OPA #104 - Approved: June 24, 2015
 - OPA #107 - Approved: August 15, 2016
 - OPA #109 - Approved: February 6, 2017
 - OPA #110 - Approved: August 22, 2016
 - OPA #119 - Approved: October 15, 2018
 - OPA #120 - Approved: September 17, 2018
 - LPAT Decision/Order No. PL180842 - December 3, 2019
 - OPA #123 - Approved: January 21, 2020
 - OPA #131 - Approved: August 4, 2020
 - OPA #133 - Approved: November 9, 2020
 - OPA #143 - Approved: June 13, 2022
 - OPA #156 - Approved: April 11, 2023
 - OPA #163 - Approved: May 29, 2023
 - OPA #168 - Approved: August 8, 2023
 - OPA #169 - Approved: March 18, 2024
 - OPA #175 - Approved: January 29, 2024
 - OPA #177 - Approved: January 15, 2024

Appendix D

Council Report: C 14/2026

Subject: Response to MD-01-2026; Options to Provide Additional Access for Twin Oaks Business Park – Ward 9

Reference:

Date to Council: January 26, 2026

Author: Ian Day

Senior Manager, Transportation Operations

iday@citywindsor.ca

(519) 255-6247 ext. 6053

Public Works - Operations

Report Date: 1/19/2026

Clerk's File #: SW/15093

To: Mayor and Members of City Council

Recommendation:

- I. THAT City Council **APPROVE** the Municipal Class Environmental Assessment (MCEA) Study, design, construction and contract administration related to implementation of a new access to eastbound EC Row Expressway from Anchor Drive (Appendix C – Alternative 1) at an estimated cost of \$1,475,000 (including applicable taxes); and further,
- II. Whereas on February 21, 2025, the 2025 Capital Budget was deemed approved via Mayoral Decision MD08-2025 and subsequently as a result of the request outlined in this report City Council **SUPPORTS** an expenditure of \$1,475,000, therefore the City Treasurer **BE DIRECTED** to fund a new capital project for Access Improvements for the Twin Oaks Business Park with a transfer of previously approved funding from the East West Arterial Drain project, 7215004; and further,
- III. **THAT** City Council **APPROVE** a Sole Source purchase of consulting services to conduct a MCEA Study for additional access for the Twin Oaks Business Park, detailed design and provisional contract administration for Alternative 1 as detailed in this report; and further,
- IV. THAT the Purchasing Manager **BE AUTHORIZED** to amend Contract Purchase Order CO7519 with Dillon Consulting Ltd. for additional consulting services

required to conduct a MCEA Study for additional access for the Twin Oaks Business Park and for detailed design and provisional contract administration for Alternative 1 as detailed in this report, to an upset limit of \$240,000 (excluding applicable taxes); satisfactory in technical content to the City Engineer, and in financial content to the City Treasurer; and further,

- V. THAT the Purchasing Manager **BE AUTHORIZED** to issue or amend Contract Purchase Orders for any further scope amendment(s) as may be required, pursuant to Purchasing Bylaw 93-2012 and any amendments thereto, provided those amendments are within the approved budget amounts, satisfactory in financial content to the City Treasurer, and in technical content to the City Engineer.

Executive Summary:

N/A

Background:

Through CR 141/2023 (Report C 155/2022), Council approved the closure of the portion of E.C. ROW Avenue East right-of-way from the western property line of the NextStar EV Battery Plant eastward to Banwell Road. Council subsequently passed By-law 100/2025. The purpose of the road closure was to add the closed road to the lands Nextstar is leasing from the City; however, this action has not been finalized to date. The road segment has been closed for public access since August of 2022, initially, under a hoarding permit issued to NextStar Energy for the construction of the EV plant.

It was noted in Report C 155/2022, that the large physical scale of the NextStar Plant makes it unfeasible to extend Twin Oaks Drive to Banwell Road to provide a secondary access for Twin Oaks Business Park. Furthermore, public use of the NextStar Plant's private road network is not considered to be viable due to NextStar's security needs, practices and policies. Accordingly, the public portion of the Twin Oaks Drive right-of-way currently terminates near Valtec Court.

By CR53/2025 approved on February 10, 2025 Council directed Administration "to engage a transportation consultant at a cost of \$44,500 (excluding HST), funded from the Environmental Study Capital Project 7086010 to identify potential improvements (short-term and long-term) to enhance access to Twin Oaks and report back to Council with the findings of the same."

MD 01-2026 issued on January 16, 2026 directed "That City Administration report back to City Council by January 26, 2026, with options to provide an additional access point

from Twin Oaks Business Park, along with a proposed timeline and estimated cost of construction for Councils consideration.

This report is provided in response that Mayoral Direction and is a summary of the consultant's findings and recommendations.

Discussion:

An engineering consultant (Dillon Consulting Ltd) was retained in May, 2025 to identify potential short- and long-term improvements to enhance access to Twin Oaks Business Park (refer to Appendix A). The analysis focused on measures that could provide additional connectivity to, from and/or within the Business park, with an emphasis on providing an alternate access route that would ensure that employees are able to enter in or out of the Business park if Twin Oaks Drive needed to be temporarily closed due to an emergency.

A high-level summary of the associated findings is provided for Council consideration in response to CR53/2025 and MD 01-2026.

Twin Oaks Business Park Trip Generation and Distribution

Council's decision to close part of E.C. Row Avenue East right-of-way west of Banwell Road was further supported by an accompanying Traffic Impact Study (TIS) which was conducted in June 2019, at the intersection of Lauzon Parkway and Twin Oaks Drive.

The current volume of traffic generated by the Twin Oaks Business Park, and its directional distribution, were more recently estimated in 2024 through a review of historical vehicle turning movement data at the Lauzon Parkway / Twin Oaks Drive and South Service Road intersection leading into the Business Park. The data showed an increase in the number of vehicles per hour on Twin Oaks after 2022 related to a variety of factors:

- Ongoing development activity within the Twin Oaks Business Park;
- Temporary construction traffic destined to/from the NextStar plant; and,
- Reassignment of traffic following the 2022 closure of EC Row Avenue through the NextStar lands.

NextStar construction traffic is no longer a consideration since the company began full operations in late 2025 and construction activities concluded. Employee access is now into the east side of the NextStar plant fronting Banwell Road and only minor traffic due to truck deliveries are now anticipated to/from the west NextStar plant entrance at the terminus of Twin Oaks Drive.

Twin Oaks Business Park Alternative Access Concepts

In identifying and reviewing potential additional access alternatives for the Twin Oaks Business Park, an emphasis was placed on measures that would be reasonably straightforward to implement (e.g., would not require significant infrastructure modifications, property acquisition, approvals, capital cost, etc.) and could be implemented within one construction season.

Eight (8) different alternative access concepts were evaluated against the above noted criteria. The concepts were developed to a level that would enable the establishment of “proof of concept” and allow for approximate high-level costs to be estimated. Of these, three (3) concepts were screened out (refer to Appendices B1, B2, B3) and five (5) were carried forward for additional screening.

The remainder of this report will focus on the short- and long-term alternative concepts that were carried forward for consideration.

Short Term Additional Access Alternatives

Four (4) concepts were carried forward for additional screening and were considered suitable for short term implementation as shown below:

Alternative 1- New Access to Eastbound EC ROW Expressway from Anchor Drive

A new on-ramp to the eastbound E.C. ROW Expressway would be constructed from Anchor Drive, opposite an existing manufacturing facility (CPK Interior Products) as detailed in **Appendix C – Alternative 1**.

This alternative would allow Anchor Drive to be maintained in its existing alignment and would not impact access to other existing driveways to the east. As part of this high-level review, it was confirmed that an acceptable separation distance between the acceleration lane for the proposed ramp and the deceleration lane for the future Banwell Road interchange can be achieved.

Alternative 2 - New Access to Eastbound Expressway from Twin Oaks Drive

With this alternative, the access to the eastbound E.C. ROW Expressway is proposed farther east than Alternative 1 and extends farther south to the existing Twin Oaks Drive and Valtec Court intersection as shown in **Appendix C – Alternative 2**.

The on-ramp alignment follows the rear of the Jamieson Laboratories building and requires property acquisition. This alignment requires Anchor Drive to be terminated in a cul-de-sac west of the new ramp. Jamieson Laboratories would need to close their second (north) access and would need to accommodate access to the Enbridge M&R site through their lands.

Similar to Alternative 1, it was confirmed that an acceptable separation distance between the acceleration lane for the proposed on-ramp and the deceleration lane for the future Banwell Road interchange can be achieved; however, since the separation distance is reduced in this alternative, it may be preferable to implement a continuous speed change lane between the two of them.

New Access and Egress between Eastbound Expressway and Twin Oaks Drive

This alternative maintains the new on-ramp concept while adding a corresponding off-ramp in the same location, providing a secondary access route to and from the eastbound E.C. ROW Expressway (refer to **Appendix C – Alternative 3**). A similar road closure would be required as in Alternative 2 along with the loss of access to the north Jamieson Laboratories driveway and the Enbridge M&R site.

Adding the off-ramp significantly increases the property acquisition and construction costs compared to Alternative 2. The associated on-ramp and off-ramp proposed would also introduce a significant obstruction for the continuation of the primary cycling network east-west spine as cyclists would not be able to cross the new ramps at mid-block, unless a dedicated overpass structure was constructed.

New Access to Eastbound Expressway from Anchor Drive Extension

This alternative provides a new on ramp to the eastbound E.C. ROW Expressway in roughly the same location as Alternative 3 but realigns and extends Anchor Drive southerly behind the Jamieson Laboratories building to Twin Oaks Drive (refer to **Appendix C – Alternative 4**). This provides a continuous loop through the Business Park via Anchor Drive and Twin Oaks Drive.

In addition to requiring significant property acquisition along the west side of the Jamieson Laboratories building, this alternative would also require significant property acquisition along the north side. The additional property would be used for the construction of a short connecting road that would allow access to be maintained to the north Jamieson Laboratories driveway and the Enbridge M&R site.

Long Term Additional Access Alternative

One (1) concept was carried forward and may be considered for long term implementation (refer to **Appendix C – Alternative 5**). This alternative assessed provisions required to create new dedicated egress/ingress to Twin Oaks Business Park from future development lands to the south.

A connection across the Canadian Pacific Kansas City (CPKC) rail corridor may be possible between Lauzon Road and Munich Court. Although a level crossing formerly existed at this location, the right-of-way north of the tracks has been sold to the

adjoining property owners, and this property would need to be re-acquired. Any connection would involve a new level at grade rail/road crossing since there is insufficient space to construct a grade separation crossing.

In order to consider this option, the following would need to be taken into consideration:

- Property acquisition from 3625 and 3655 Munich Court to re-establish the right of way north of the CPKC tracks;
- Clearance/permit/agreement with CKPC Railway to construct a grade crossing through their rail corridor;
- Clearance from other stakeholders including Enbridge and Hydro One who have significant existing infrastructure in the area;
- Clearance from other agencies (i.e. Species at Risk) including the Ministry of the Environment, Conservation and Conservation Authorities.

Summary of Additional Access Alternatives

Upon high level review, Administration recommends that **Alternative 1** be carried forward as the preferred short term implementation concept as it would not require significant infrastructure modifications, property acquisition, approvals and it achieves the essential primary objective of providing secondary egress at the lowest cost (estimated at \$1.475 million). The conceptual analysis confirmed that an MCEA Study will be required to validate this recommended Alternative 1 concept.

Further, this alternative could also alleviate up to 25% of the daily traffic load currently experienced within the Twin Oaks/Lauzon Parkway intersection during the PM peak rush hour period.

Should Council approve Alternative 1, Administration anticipates it would take approximately 1.5 years to complete the MCEA Study, detailed design and construction, not accounting for any time delays related to the presence of species at risk or archeological resources if identified. Based on these timelines, construction may be completed by mid 2027.

Risk Analysis:

The closure of EC Row Avenue East left the Twin Oaks Drive as the Business park's sole access and egress route. Not moving forward with, at a minimum, a short term solution to provide a second point of egress from the subdivision may result in further instances where a closure at Twin Oaks may impede the ability for employees and visitors to the Business park to enter or exit the area.

The MCEA study will serve to validate the recommended Alternative 1 concept and satisfy public consultation requirements. There is a risk that the preferred solution from the MCEA process may differ from the Alternative 1 that is recommended conceptually by Administration as presented in this report. This may require possible changes to the scope of the design work and estimated budget. In addition, uncertainty related to the presence of Species at Risk, archeological resources and utility conflicts may introduce additional costs.

While Administration will continue to pursue the long-term solution presented by Appendix C - Alternative 5, there is a risk that approvals for this option may not be achieved, especially as they relate to approvals from CPKC to re-introduce a new at grade crossing.

Lastly, since the 2026 capital budget was previously balanced as tabled, the funding required to complete the design and construction for Alternative 1 has been identified through the deferral of previously approved other works deemed to be of lower criticality.

Climate Change Risks

Climate Change Mitigation:

It is anticipated that construction emissions related to the implementation of this project will be offset by the improved drivability and functionality and traffic flow improvements of the new roadway connections over time.

Climate Change Adaptation:

Stormwater management design for the new roadway will follow current standards and include considerations for extreme participation and high surface water levels.

Financial Matters:

A high-level construction cost estimate was prepared for each of the different short and long term alternatives carried forward (Table 1 below).

Table 1 – Short/Long Term Alternative Estimated Capital Costs

	Alternative 1	Alternative 2	Alternative 3	Alternative 4	Alternative 5
Capital Cost*	\$1,475,000	\$4,865,000	\$5,785,000	\$6,660,000	\$5,025,000

*Includes MCEA Study, engineering, construction, utilities, project management, contingency and property acquisition, where required

The cost estimate provided assumes the ultimate MCEA Study preferred solution will be in general conformance with **Appendix C – Alternative 1**. A contingency amount has been included with the estimated cost in the event that the preferred solution resulting from the MCEA process differs from Alternative 1.

At this time, it is Administration's recommendation that Dillon Consulting Ltd be hired, through sole source procurement, to complete the MCEA study, detailed design and provisional contract administration, for the resulting preferred alternative based on their work completed to date on this project to avoid duplication of efforts, delay in implementation and reduce overall costs. This is in compliance with Purchasing Bylaw 93-2012 as amended, section 111.e.ii.

To provide the \$1,475,000 required to implement Alternative 1, Administration is recommending that \$1,475,000 of currently available funding in the East West Arterial Drain project, 7215004, be redirected to a new capital project. In this regard, a phasing review for the Sandwich South lands was reviewed based on current known and predicted development in the area. Based on this analysis, it was determined that work for the East West Arterial Drain project may be deferred in favour of more critical infrastructure improvements that have been identified in the proposed 2026 10-year capital budget. The warrant for the East West Drain Diversion will continue to be monitored and funding secured in future budgets as required.

As a result, Administration is recommending that \$1,475,000 of the currently available funds noted above be used to move the Twin Oaks project forward.

Consultations:

Samuel Atkin, Senior Legal Counsel

Aaron Farough, Senior Legal Counsel

Jennifer Musson, Purchasing Manager (A)

Patrick Winters, Manager of Development

Cindy Becker, Financial Planning Administrator – Public Works

Michael Dennis, Manager, Capital Planning and Reserves

NextStar

Colleen Middaugh, Executive Director of Engineering / Deputy City Engineer (A)

Conclusion:

The closure of E.C. Row Avenue East to secure the construction of the NextStar electric vehicle Battery Plant and their operations has resulted in limited access and egress from the Twin Oaks Business Park. A short-term solution to provide redundant access will improve accessibility and connectivity for the employees and visitors in the area

while supporting economic development in this critical area of the City. Administration will continue to pursue additional options to improve access and traffic flow within the broader area.

Planning Act Matters:

N/A

Approvals:

Name	Title
Natasha Gabbana	Executive Director, Capital Planning and Corporate Energy/Deputy Treasurer
Stacey McGuire	Executive Director, Operations and Deputy City Engineer (A)
Simpson, David	Commissioner, Infrastructure Services and City Engineer
Wira Vendrasco	City Solicitor
Andrew Daher	Commissioner of Corporate Services
Janice Guthrie	Commissioner, Finance and City Treasurer
Ray Mensour	Chief Administrative Officer

Notifications:

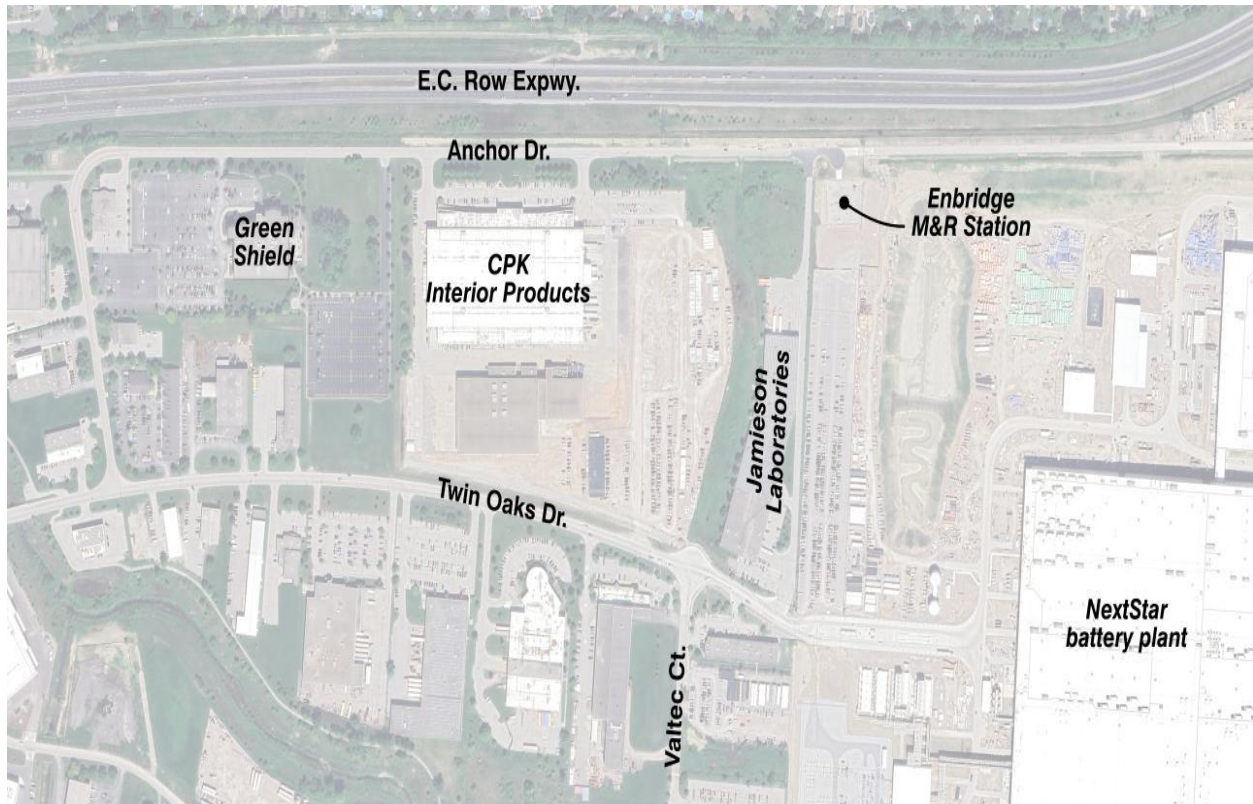
Name	Address	Email

Appendices:

- Appendix A – Reference Mapping
- Appendix B – Alternatives Not Carried Forward
- Appendix C – Accepted Alternatives

Appendix A: Reference Mapping

Twin Oaks Business Park



Appendix B: Alternatives Not Carried Forward

1. Access to/from westbound E.C. Row Expressway.



A grade-separated full interchange would involve significant costs. Based on the recent Banwell interchange project, these costs are expected to be in the \$50M range depending on the timing of implementation. The proximity to the residences on the north side of EC Row Expressway would result in significant neighborhood impacts, as well as significant cost impacts due to the need for extensive retaining and/or sound barrier walls. The ramps would need to be long enough to reach the elevation of a structure over the expressway, which may result in them having insufficient weaving distance from the Lauzon Parkway and Banwell Road interchanges.

Appendix B: Alternatives Not Carried Forward

2. Access to/from the east.



An extension of Twin Oaks Drive is no longer possible due to the NextStar battery plant. An extension of Anchor Drive (i.e., reopening E.C. Row Avenue) is theoretically possible but would require re-acquiring the right-of-way from NextStar and is likely to impact their operations. Further, the design for the widened Banwell Road would not accommodate an additional intersection between the E.C. Row Expressway interchange and the north NextStar driveway.

Appendix B: Alternatives Not Carried Forward

3. Access to/from the west.



A westerly extension of E.C. Row Avenue to Lauzon Parkway could potentially also mitigate operational issues on Lauzon Parkway by providing an alternate access route from the eastbound E.C. Row Expressway. However, this measure would be geometrically challenging, involve property acquisition, and require a second bridge over the Little River and modifications to the southeast quadrant of the Lauzon Parkway interchange.

The constraints and challenges on the routes to/from the westbound expressway and from the west, east and south led to a focus on alternate access and/or egress to/from the eastbound expressway, along with increased connectivity within the Business park.

Given that there are full interchanges existing and under construction to the west and east, both of which are to 400-series highway standards, it was assumed that any additional connections to/from the expressway would also need to meet 400-series highway standards.

Appendix C: Accepted Alternatives

Alternative 1: New Access to Eastbound Expressway from Anchor Drive – RECOMMENDED



Alternative 2: New Access to Eastbound Expressway from Twin Oaks Drive



Appendix C: Accepted Alternatives

Alternative 3: New Access and Egress between Eastbound Expressway and Twin Oaks Drive



Alternative 4: New Access to Eastbound Expressway from Anchor Drive Extension



Appendix C: Accepted Alternatives

Alternative 5: Access to/from the south.

