



5-YEAR  
OFFICIAL PLAN REVIEW



# RESIDENTIAL INTENSIFICATION STRATEGY



MMM GROUP

November 2016

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## 1.0 Purpose of Report

The overall purpose and objectives of the Residential Intensification Strategy is to accommodate and support the long-term demand for residential housing in the Town, while enhancing, diversifying, and integrating greater residential intensification, through infill and redevelopment, within the Town's existing built-up areas to support the efficient use of land and existing infrastructure. In the context of the Town of Lakeshore, "intensification" refers to areas that could accommodate 2 to 3 storey mixed-use development and low rise apartments and townhouse development envisioned for the areas designated Mixed Use and Central Area in the Town's Official Plan. In the Town's existing stable residential areas, there may be opportunities to allow for the creation for secondary residential units, within existing residential dwellings or a detached structure.

### 1.1 Benefits to Intensification

As discussed in Section 2.0 of this Report, there is strong policy support for intensification and municipalities are required through provincial and County policy to support and encourage intensification, through infill and redevelopment within existing settlement areas.

Benefits to intensification include:

- **Protects stable residential neighbourhoods** – By proactively directing redevelopment and infill to suitable areas identified for intensification, existing stable residential neighbourhoods are protected from potentially incompatible development.
- **Support complete communities** – Accommodating intensification through a variety of built forms fosters the development of healthy and complete communities through a mix and diversity of land uses and residential housing forms, at densities that support walking, are transit supportive and encourage alternative modes of travel, such as walking and cycling.
- **Protect agricultural areas and natural resources** – The efficient utilization of land minimizes the need for expansion of settlement areas into agricultural and natural resource areas whereby protecting these areas and resources.
- **Make efficient use of existing infrastructure and land** – More compact forms of development make better use of existing land and infrastructure, including roads, municipal services and community services and facilities, and avoids the need for costly extensions of infrastructure and services.
- **Broader choice of housing** – Intensification through other housing forms increases the range of housing types, provides different housing tenures, unit sizes, and levels of attainability, to meet the needs of the community (i.e., young families and an aging population) and allows people to stay in the community as their housing needs change.

- **Support future public transit and active transportation** – By encouraging intensification at key nodes and along corridors, greater densities can be achieved which are transit supportive or promote walking and cycling.
- **Increase activity and vibrancy of existing Town nodes** – Intensification when focused to specific areas within the Town can help not only bring added population to support local business in established or emerging retail nodes/corridors but also create new jobs within them.

## 2.0 Planning Context

The land use planning framework as established by the province, County and the Town supports and encourages appropriate intensification opportunities to make efficient use of land and resources while providing a diverse range of housing types, tenures and densities.

### 2.1 Provincial Policy Statement

The Provincial Policy Statement, 2014 (PPS) establishes the policy framework for managing the use and development of land in Ontario, and is effected through the *Planning Act*.

Municipalities are required to be consistent with the PPS in exercising their planning authority and responsibilities. The PPS outlines numerous policies that support and promote the wise use of land, buildings, and infrastructure through intensification, that promotes efficient land use patterns and protects natural resources.

The PPS defines intensification as:

*“the development of a property, site or area at a higher density than currently exists through:*

- a) redevelopment, including the reuse of brownfield sites;*
- b) the development of vacant and/or underutilized lots within previously developed areas;*
- c) infill development; and*
- d) the expansion or conversion of existing buildings.”*

The PPS directs municipalities to identify appropriate locations and promote intensification opportunities and more compact forms of development where feasible:

*“S. 1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.*

*S. 1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.”*

Furthermore, planning authorities are required to identify and implement minimum targets for intensification within built-up areas, in consideration of local circumstances, and development phasing to ensure the provision of required infrastructure and services. Where planning is conducted by an upper-tier, as is the case in Essex County, the County is responsible for establishing the intensification targets for the lower-tier municipalities (i.e., Lakeshore) including minimum intensification targets that must be met prior to considering any settlement boundary expansions:

*“S. 1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.*

*S. 1.1.3.7 Planning authorities shall establish and implement phasing policies to ensure:*

- a) that specified targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and*
- b) the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.*

*S. 1.2.4 Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:*

- c) identify targets for intensification and redevelopment within all or any of the lower-tier municipalities, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8;”*

Intensification is also a means to satisfy the PPS requirements for the provision of a range of housing types and densities to meet current and future housing needs, including the provision of more attainable housing, through residential intensification, including secondary units within existing residential dwellings or detached accessory structures, and more compact housing forms, which may include small scale apartments, townhouses and semi-detached dwellings, as well as more compact single-detached dwellings with reduced lot frontage and lot area requirements:

*“S. 1.4.3 Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:*

- b) permitting and facilitating:*
  - 1. all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and*
  - 2. all forms of residential intensification, including second units, and redevelopment in accordance with policy 1.1.3.3;*
- e) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”*



## 2.2 County of Essex Official Plan

The County of Essex is the upper-tier planning authority for the Town of Lakeshore, and the Town's Official Plan and planning decisions must conform to the County of Essex Official Plan. The County Official Plan was approved by the Province in April 2014, and provides planning direction on matters of Provincial and County interest, that must be implemented by the Town.

The County Official Plan establishes population projections for the lower tier municipalities, including Lakeshore. The Town of Lakeshore is forecasted to grow from 34,546 people in 2011 to 41,000 people by 2031 (S. 2.2). The existing inventory of residentially designated land is sufficient to accommodate the planned growth to 2031. The Town's Official Plan must conform to the projections and seek to achieve this forecasted population over the planning horizon. It is recognized that the growth forecasts will be reviewed a minimum of every 5 years to determine whether the projections remain appropriate.

The County Official Plan promotes residential intensification within Primary Settlement Areas, and to a lesser extent, within full serviced Secondary Settlement Areas (S. 3.2.2 i)). Local Official Plans are encouraged to provide opportunities for redevelopment, intensification and revitalization in areas that have sufficient existing or planned infrastructure (S. 3.2.6 f)).

The County's intensification and redevelopment policies of Section 3.2.7, establish that a minimum of 15% of all new residential development within each local municipality occur by way of residential intensification and redevelopment. The implementation and annual reporting to the County on meeting this target is the responsibility of the local municipality:

*"S. 3.2.7 Intensification & Redevelopment*

*The County encourages well-planned intensification development projects in the "Settlement Areas" to encourage more efficient use of land and municipal infrastructure, renew urban areas and to facilitate economic and social benefits for the community.*

*The County also specifically encourages residential intensification and redevelopment within 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.*

*The County requires that 15 percent of all new residential development within each local municipality occur by way of residential intensification and redevelopment.*

*Implementation and annual reporting to the County on meeting this target will be the responsibility of the local municipalities.*

*The County will permit intensification and redevelopment within Secondary Settlement Areas to assist in meeting the target provided it occurs on full municipal sewage services and municipal water services.*

Where possible, new development in older established areas of historic, architectural, or landscape value shall be encouraged to develop in a manner consistent with the overall character of these areas.”

The County Official Plan’s definition of residential intensification is consistent with that of the PPS.

### 2.3 Town of Lakeshore Official Plan

The Town’s Official Plan provides a framework for managing growth and directing intensification to appropriate locations. The Community Structure (Schedule “A”) establishes a nodes and corridors approach to growth and identifies Primary Nodes, Secondary Nodes, Mixed Use Nodes and the County Road 22 Mixed Use Corridor as appropriate locations and the focus for intensification. These areas include the Belle River Historic Downtown Primary Node; Wallace Woods New Primary Node; Lakeshore West Mixed Use Node, Comber Main Street Secondary Node; and the Stoney Point/Pointe-Aux-Roches Main Street Area Secondary Node.

In addition to the above nodes and corridors, intensification within the existing urban settlement areas is also encouraged provided it is appropriate in the context of the surrounding area and suitable existing and planned infrastructure is provided. The Plan establishes criteria for considering applications for intensification which relate to such matters as the adequacy of existing services, transportation infrastructure, and compatibility with adjacent land uses (S. 4.3.1.2).

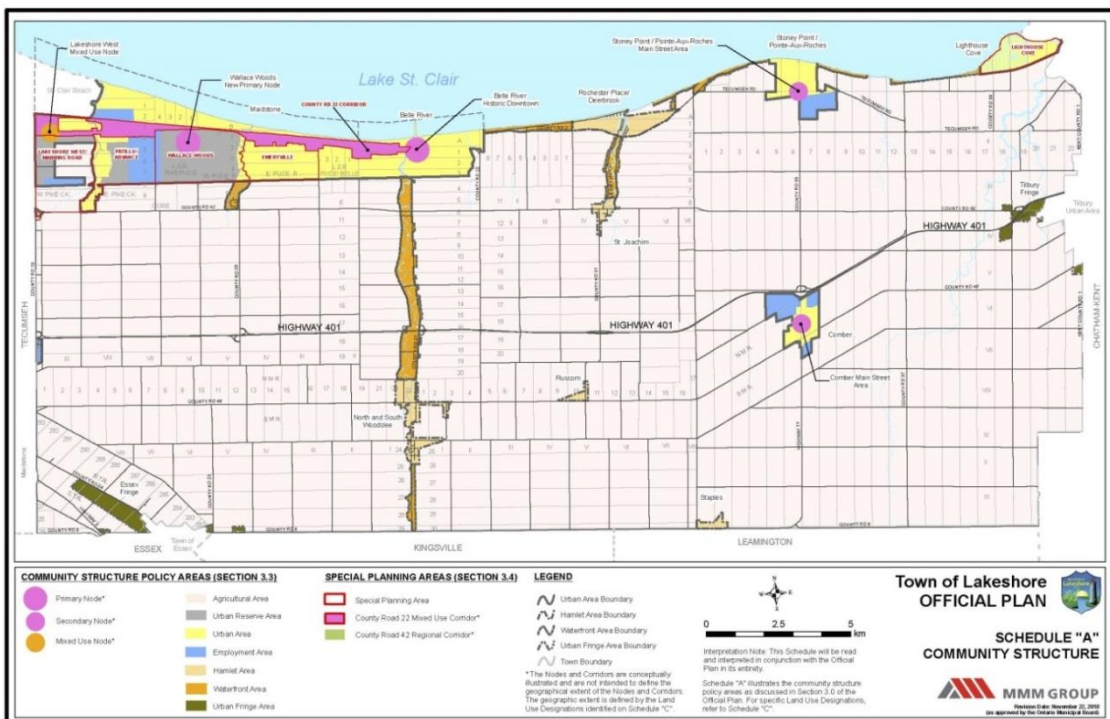


Figure 1: Community Structure (Schedule A to the Town of Lakeshore Official Plan)

During the course of preparing the Official Plan it was determined that since intensification targets are to be established by the County of Essex, that the Town would work with the County to establish appropriate intensification targets. As discussed above, the Town is to achieve an intensification target of 15% of all new residential development to occur by way of residential intensification and redevelopment.

The Town's Official Plan provides the following policies with respect to residential intensification (S. 4.3.1.2):

*“The intensification of urban residential development reduces the need to use vacant designated land on the periphery of the Urban Areas. It also reduces the need for urban expansions encroaching into the Agricultural Area. Urban residential intensification, infilling and redevelopment of existing areas allows for the efficient provision of urban services, thereby helping to minimize the costs of providing services while meeting an important component of the Town's housing needs.*

*The following will be the policy of the Town:*

- a) *Housing will, in part, be provided through urban residential intensification, which may include any of the following:
  - i) *small scale intensification through modifications to an existing dwelling to include a second unit or construction of a new building containing one or two units;*
  - ii) *infill development and residential development of vacant land or underutilized land in existing neighbourhoods; and/or*
  - iii) *redevelopment which includes either the replacement of existing residential uses with compatible new residential developments at a high density or the replacement of non-residential uses with compatible residential or mixed use development with a residential component.**
- b) *The Town may undertake a residential intensification study to determine what percentage of residential growth will be targeted through infill, intensification and redevelopment of Urban Areas. The study will assess the potential for increasing the housing supply within the existing designated Urban Areas. The study would investigate matters such as potential land use conflicts, development standards for intensification, availability of vacant land for infill development, adequacy of municipal services, condition of the housing stock and significant physical constraints.*
- c) *The Town will consider applications for infill development, intensification and redevelopment of sites and buildings through intensification based on the following criteria:*

- i) *the development proposal is within an Urban Area, and is appropriately suited for intensification in the context of the community;*
  - ii) *the existing water and sanitary sewer services can accommodate the additional development;*
  - iii) *the road network can accommodate the traffic generated;*
  - iv) *the proposed development is compatible with the existing development and physical character of the adjacent properties and surrounding neighbourhood; and*
  - v) *the proposed development is consistent with the policies of the appropriate land use designation associated with the land.*
- d) *The Town will monitor intensification activity and, through the development approvals and building permitting process, ensure that such proposals can be satisfactorily integrated with the physical characteristics of residential and commercial areas and proper health and safety standards are maintained. Land use compatibility and urban design assessments may be required as a component of the planning rationale report accompanying development applications, as outlined under Section 8.3.1 of this Plan.*
- e) *Small scale intensification will be permitted in all areas designated for urban residential use, except where infrastructure is inadequate or there are significant physical constraints.*
- f) *The Town will support appropriate urban residential infill and intensification proposals in Community Improvement Project Areas, provided the proposal conforms to the policies of this Plan and the applicable Community Improvement Plan.*
- g) *The Town recognizes that Urban Areas are not static, and will support appropriate redevelopment, infill and intensification proposals that:*
- i) *respect and reinforce the existing physical character of the buildings, streetscapes and open space areas;*
  - ii) *is compatible with the surrounding development;*
  - iii) *provide heights, massing and scale appropriate to the site and compatible with adjacent lands;*
  - iv) *provides adequate privacy, sunlight and sky views for existing and new residents; and*
  - v) *screens loading and service areas.*
- h) *The Town will work with the County of Essex in identifying opportunities and targets for intensification, infill and redevelopment, and the Plan will be amended to incorporate such targets.”*

### **2.3.1 County Road 22 Corridor Secondary Plan (OPA #3) and Corridor Transformation Strategy**

The County Road 22 Corridor Secondary Plan (OPA #3) was approved by the County in October 2013. Country Road 22 is recognized as an important inter-regional transportation corridor within the Town of Lakeshore linking the major urban areas of the Town, including the communities of Belle River, Emeryville, Puce and Maidstone, and the Town's major commercial and employment areas.

The supporting Official Plan Amendment and the Corridor Transformation Strategy - County Road 22 Special Planning Area Design Guidelines were prepared to provide policy and urban design guidance to direct the transformation of Country Road 22, over time, into an "Urban Avenue" – which is envisioned as a more intensive, mixed use corridor which is supportive of future transit and provides a diverse mix and range of commercial, employment, residential and community uses.

The Official Plan identifies and designates five key nodes along the Corridor as Mixed Use (Schedule C.11). These areas consist largely of established commercial/retail clusters, employment clusters, and historic settlement areas, as well as vacant and/or underutilized properties where intensification is to be focused. These areas are identified as Secondary Nodes in the Corridor Transformation Strategy, and include the major intersections with County Road 22, including:

- Rourke Line Road;
- Renaud Line Road;
- Emery Drive;
- Puce Road (County Road 25); and
- Patillo Road.

These nodes augment the Lakeshore West Mixed Use Node and the Wallace Woods and Belle River Primary Nodes identified in the Official Plan, which anchor the Corridor. The Primary, Mixed Use and Secondary Nodes provide a structural framework and hierarchy to direct more intensive and mixed use development within the Corridor. The Secondary Nodes are intended to concentrate a certain density of development around and within easy walking distance of a future transit station.

The Mixed Use designation accommodates a range of commercial and residential uses, and light employment uses, characteristic of a transit supportive and higher intensity mixed use corridor. Medium density residential uses are intended to permit triplex dwellings, townhouses, and walkup apartments, in the form of medium profile building with heights of 2 to 3 storeys. A minimum building height of 2 storeys is encouraged in the nodes. The Plan directs the majority of intensification and infill development to the areas designated Mixed Use. However, it is recognized that infill and redevelopment may also be accommodated within the Residential designation, particularly those areas characterized by large, deep, and underutilized lots. The Corridor Transformation Strategy Conceptual Master Plan identifies certain areas as Stable Neighbourhoods, which are largely developed, and are not anticipated to accommodate any substantive intensification.

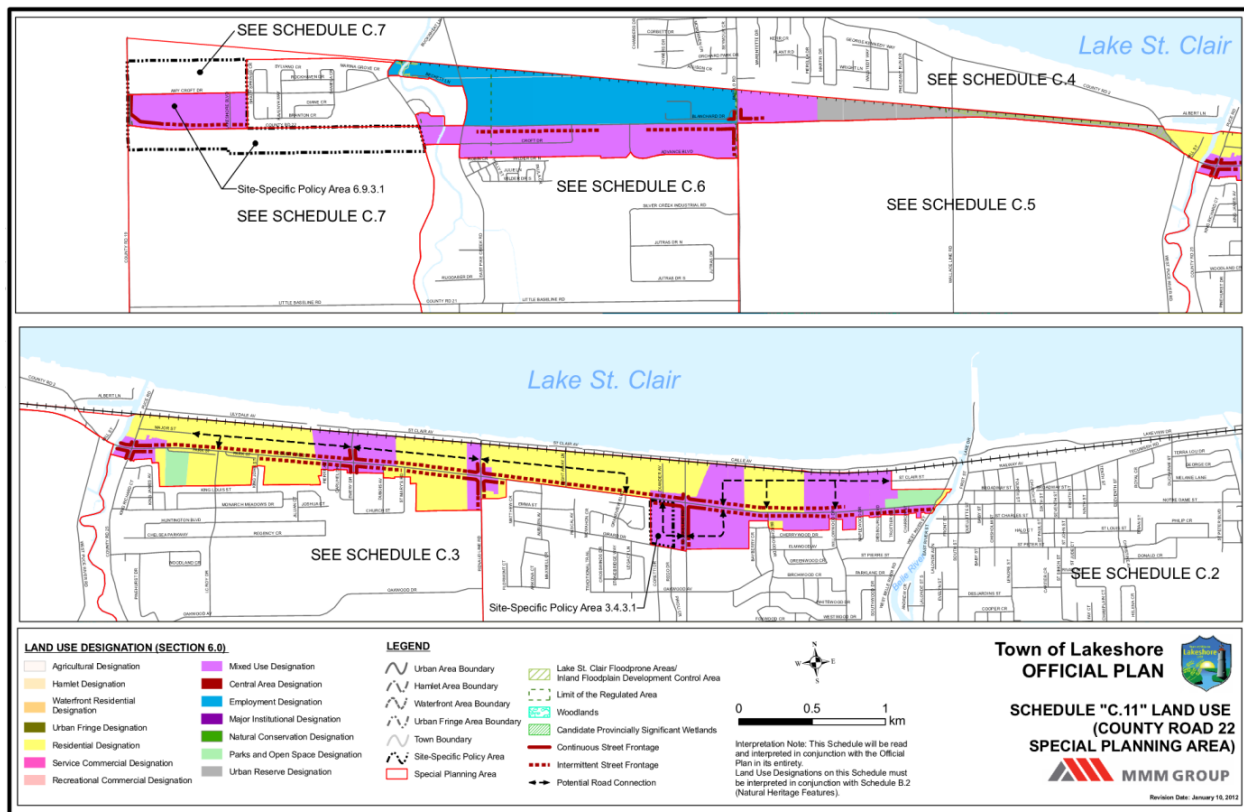


Figure 2: Schedule C.11 Land Use (County Road 22 Special Planning Area)

The transformation of the Corridor requires a long-term vision and phased approach to development and redevelopment within the Corridor. While mixed use and street-related built forms are encouraged within specified nodes in the Corridor, this type of development may not be realized in the short-term, but should be planned to be accommodated in the future. Furthermore, there may be an opportunity for infill and redevelopment on the deep residential lots abutting the Corridor in communities where a potential new road, indicated conceptually in Schedule C.11 (Figure 2), would allow for the creation of new residential lots. Existing natural hazards and environmental features in certain areas and along the shoreline may also limit the development potential.

### **3.0 Growth & Residential Trends**

#### **3.1 Growth and Composition of Residential Supply**

The Town of Lakeshore has been the fastest growing municipality within Essex County from 2001 to 2011 and this was also confirmed in the recent Town of Lakeshore Affordable Housing Strategy, October 2015 (AHS) report prepared by SHS Consulting. During that period the population of the Town grew by 20.2% or an increase of 5,800 people from 28,746 in 2001 to 34,546 in 2011. By comparison, Essex County (not including Windsor) increased by 6.8%. Looking forward, the Essex County Official Plan (2014) has allocated growth to the Town of Lakeshore which will result in a projected population of 41,000 by 2031. The recent growth and projected growth by 2031 help to better understand the approach the Town of Lakeshore should consider in achieving the intensification objectives and targets set out by the Province and Essex County.

In addition, the AHS indicated that the number of households in the Town had increased 24.6% from 2001 to 2011 which is greater than the population increase, suggesting an increase in smaller households. This is also confirmed by the fact that approximately 34.5% of the Lakeshore households, over the 2001 to 2011 period, were made up of 2-person households and that the largest change in population age occurred in cohorts aged 55-59 and 60-64. This not only suggests that there will be a demand for more housing and a lower average household density, but also a need to provide a range of housing types and options to accommodate both existing and new Lakeshore residents.

The current housing supply in the Town is predominantly comprised of single detached residential units and the AHS indicates that they account for 92% (2011) of the housing with an additional 4% proportion made up of semi-detached and row townhouse units. Apartments, of various housing types (e.g. duplex and low rise buildings), account for only 1.8% of the housing supply. As part of the Intensification Strategy there will be a need to encourage a broader range of unit types and a variety of housing types to accommodate smaller households and provide senior residents with alternative housing options. Providing a variety of unit types and tenure that can accommodate an aging population allows senior residents the opportunity to transition their housing needs while remaining within the community.

#### **3.2 Projected Population Growth and Residential Units Required**

Noting that the Essex County Official Plan (2014) has projected the growth in population to increase to 41,000 persons by 2031 and that the population was 34,546 in 2011, the planned population growth to be accommodated over the planning horizon is approximately 6,454 people to 2031. In their review of the Town of Lakeshore population and housing trends, the Growth Analysis Study prepared by Watson & Associates (November 27, 2015) indicated that as of mid-2015 the Town's population was approximately 36,200 persons. Based on the County's growth projection, the Town will need to accommodate approximately 4,800 additional residents by 2031, which represents an annual growth rate of 0.8% between 2015 and 2031 (Figure 3).

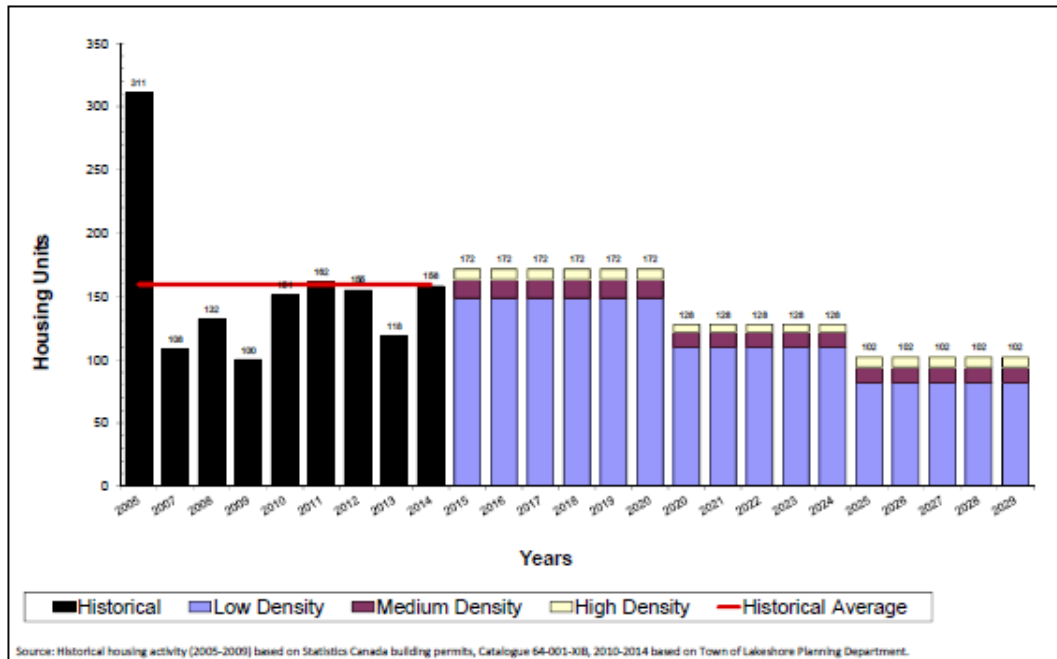


Figure 3: Source: Watson & Associates, Growth Analysis Study (November 27, 2015)

However, in its analysis of housing growth, Watson & Associates projected that the Town’s housing base will grow from approximately 12,940 (2015) to 15,120 (2031) residential units, an increase of 2,180 residential units over the next 16 years (Figure 4 – orange highlight).

Figure 3-1  
Town of Lakeshore  
Summary of Forecast Population and Housing Growth, 2015 to 2031

Year	Population (Excluding Census Undercount)	Housing Units			Person Per Unit (P.P.U.)
		Singles & Semi-Detached	Multiple Dwellings <sup>1</sup>	Apartments <sup>2</sup>	
Mid 2001	28,700	9,510	180	210	2.90
Mid 2006	33,200	11,160	260	210	2.86
Mid 2011	35,000	11,830	340	180	2.84
Mid 2015	36,200	12,380	380	180	2.80
Mid 2021	38,500	13,270	470	230	2.76
Mid 2026	39,900	13,820	530	260	2.73
Mid 2031	41,000	14,230	590	300	2.71
Mid 2001 - Mid 2006	4,500	1,650	80	0	1,725
Mid 2006 - Mid 2011	1,800	670	80	-30	715
Mid 2011 - Mid 2015	1,200	550	40	0	600
Mid 2015 - Mid 2021	2,300	890	90	50	1,030
Mid 2015 - Mid 2026	3,700	1,440	150	80	1,670
Mid 2015 - Mid 2031	4,800	1,850	210	120	2,180

Source: Derived from Foundation Report, County of Essex Official Plan Review, August 2011, low growth scenario.

1. Includes townhomes and apartments in duplexes.

2. Includes bachelor, 1 bedroom and 2 bedroom+ apartments.

Figure 4: Source: Watson & Associates, Growth Analysis Study (November 27, 2015)



Given the trend towards smaller household sizes indicated in the *Town of Lakeshore Development Charge Background Study Draft (May 2015)* and based on Watson and Associates conservative or smaller average household size of 2.71 PPU by 2031 (Figure 4), the Town should anticipate an increase of residential units of between 1,770 and 2,180 to 2031. This would also suggest that based on the estimate of 2,180 new units the increase in population from 2015 to 2031 would be approximately 5,910 persons or a total of 42,110 people by 2031. This would exceed Essex County's projection of 41,000 people by 1,110 more residents. Given that the County of Essex Official Plan requires 15% of all growth to be accommodated through intensification or redevelopment, areas identified for intensification will need to accommodate between a minimum of 266 to 327 residential units to 2031. This represents a minimum residential intensification target of approximately 20 new residential units annually from 2015 to 2031 to be accommodated within existing built-up areas. For the purposes of this report, the Intensification Strategy will focus on the potential accommodation of 327 new residential units within the Town's existing built-up areas.

### **3.3 Residential Land Supply**

The Town of Lakeshore vacant residential land supply data, as of September 4, 2014, indicates that there are 1,486 registered residential vacant lots (166.7 hectares) which include 479 draft approved residential lots in the communities of Maidstone and Belle River. In addition, the residential land supply in the Town includes 14.1 hectares of land pending draft approval and 330.8 hectares of land designated and zoned for residential uses. The data suggests that the most significant development activity is occurring in the communities of Maidstone and Belle River. Other areas including Stoney Point and Lighthouse Cove accommodate a significant portion of residential land supply designated and zoned for residential uses. These areas are, however, constrained in terms of servicing and are not anticipated to accommodate any major development until such time as servicing strategies are in place. The activity within these communities suggests existing and current trends of residential development in the Town that could assist in the determination of areas within the Town where intensification and redevelopment may or should be directed in the future.

## 4.0 Existing Conditions Analysis - Potential Intensification Areas

An analysis of the Town of Lakeshore’s community structure and urban areas was undertaken to determine where residential intensification may occur in order to accommodate an estimated additional 327 units through residential intensification. This includes lands within the existing “built-up” areas of the Town which are vacant or underutilized. Underutilized lands include those properties which may support intensification through redevelopment as supported by the Town’s current planning framework. The primary areas identified as suitable locations for focusing the Town’s intensification efforts include the Primary Nodes, Secondary Nodes, Mixed Use Nodes, and the County Road 22 Corridor. The following is a brief description of the suitable intensification areas within the Town accompanied by figures indicating the location of these areas in relation to the land use designations identified in the Town’s Official Plan.

### 4.1 Belle River Historic Downtown Primary Node

The Belle River Historic Downtown Primary Node, or the historic core area, consists of properties fronting on Notre Dame Street, from the Belle River Bridge to the west to Fourth Street in the east. The Belle River Primary Node is envisaged as a major Town-wide focal point that will accommodate a range of commercial/retail/service uses; offices and non-industrial and population-related employment uses; a range and mix of residential uses and institutional uses. The Node is defined by the Central Area designation in the Official Plan which reflects the historic downtown core (S. 3.3.6). Within this largely established area, infill and intensification is promoted as well as the redevelopment of underutilized sites.

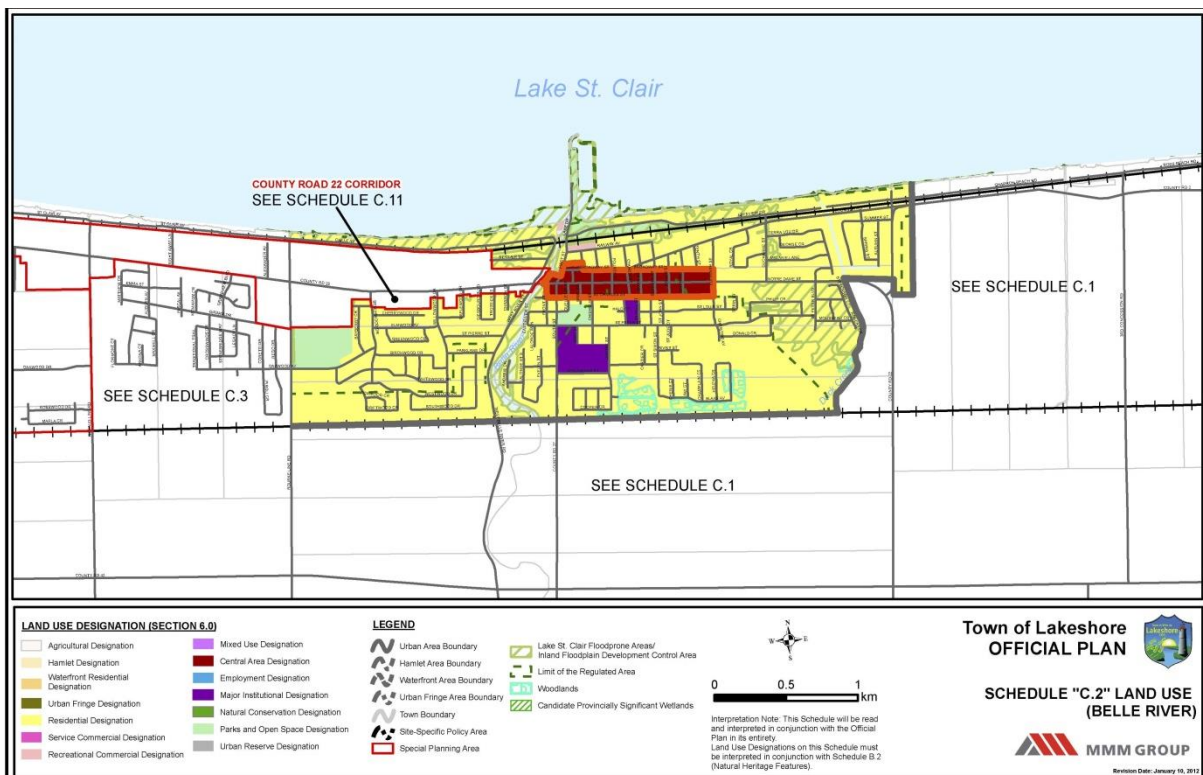


Figure 5: Belle River Intensification Area (orange outline)

This area is considered the heart of the Community of Belle River's traditional main street area, with a largely enclosed built form, consisting mainly of two storey buildings and building entrances located at the sidewalk. Unlike many historic community cores, there are only a few properties which have retained their historic, original façades. Rather, the buildings in the core of the Community of Belle River exhibit a variety of different built form and architectural styles. Although the historic downtown provides opportunities for intensification and redevelopment the potential intensification area could include the full extent of the Central Area Designation continuing east to 11<sup>th</sup> Street (Figure 5). Directing intensification to this area is in keeping with the Town's Official Plan vision for this node and supports the main street function of Notre Dame Street.

#### **4.2 Wallace Woods New Primary Node**

The Official Plan identifies a new Primary Node in the Wallace Woods Special Planning Area (Wallace Woods New Primary Node) (S. 3.3.6). Primary Nodes are envisaged as major Town-wide focal points that will accommodate a range of commercial/retail/service uses; Large Format Retail uses; offices and non-industrial and population-related employment uses; a range and mix of residential uses and institutional uses. The majority of lands within Wallace Woods are designated Urban Reserve Area and development may not proceed until a Secondary Plan and supporting studies are approved for the Special Planning Area. The Secondary Plan is required to establish the limits and the extent of the Wallace Woods New Primary Node and establish appropriate density targets and objectives for new development. Furthermore, an Urban Design Study for the New Primary Node is required to support the creation of an innovative, mixed use, and pedestrian-oriented main street environment (S. 3.4.4). Given this condition, and the fact that the Wallace Woods New Primary Node is a greenfield area, future development would not be considered intensification within an existing built-up area.

### 4.3 Lakeshore West Mixed Use Node

The Lakeshore West Mixed Use Node is characterized by major commercial/retail uses, and includes the St. Clair Shores shopping area at County Road 22 and Manning Road, but also extending east to West Pike Creek Road on the south side of Country Road 22. The Node is defined by the Mixed-Use site specific designation and the policies of in Section 6.9.3.1 of the Official Plan. The node is envisioned as a major concentration of commercial, retail, office, and entertainment uses serving the Town and Region. Although major commercial/retail uses are the primary focus, the Mixed Use Node is also intended to accommodate concentrations of medium density residential uses including townhouses and apartment buildings, providing an appropriate location for residential intensification. Any future expansion of the Lakeshore West Mixed Use Node within the Lakeshore West/Manning Road Special Planning Area, on lands designated Urban Reserve (i.e., immediately south of the node) will require the preparation of a Secondary Plan. This node should be considered to accommodate a significant portion of residential intensifications given the extent of higher density residential uses permitted within this node; the projected smaller household sizes in the future; the proposed concentration of amenities; and its envisioned gateway function for the Town.

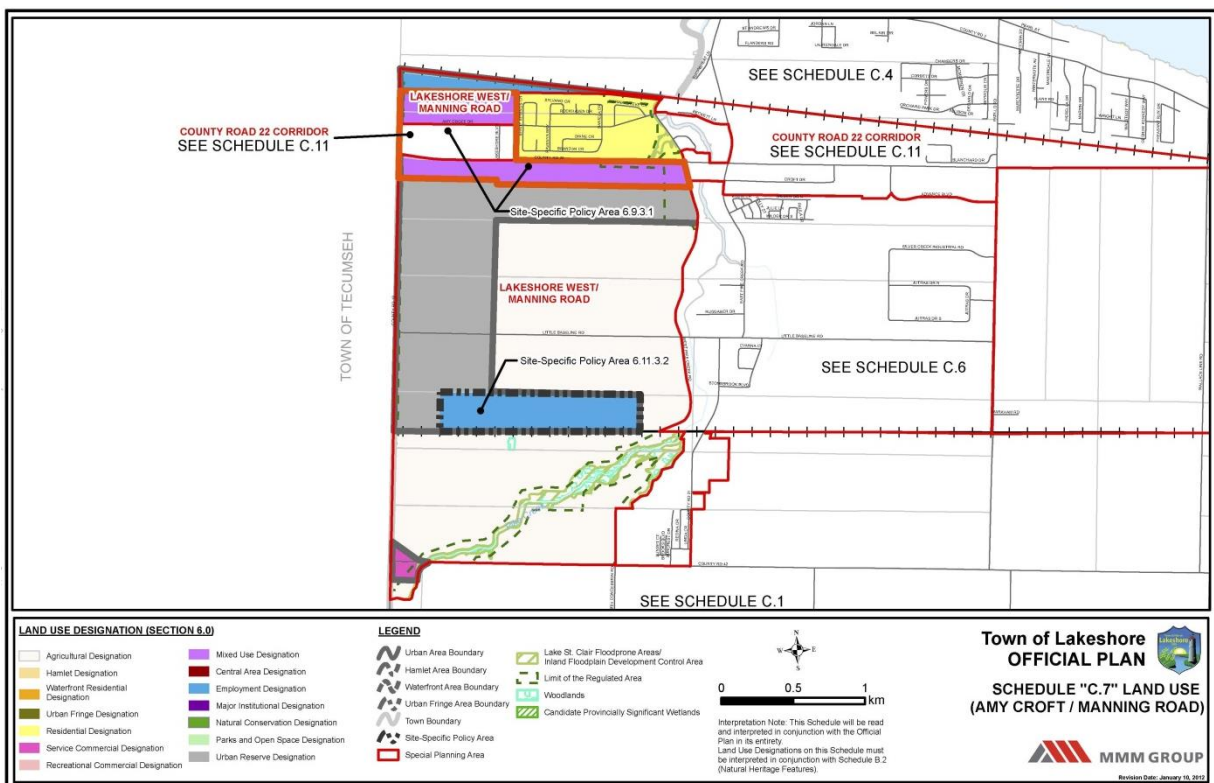


Figure 6: Lakeshore West Intensification Area (orange outline)

The intensification area identified for Lakeshore West includes a portion of the mixed use designated lands indicated in Schedule C.11 Land Use (County Road 22 Special Planning Area) due to the contiguous relationship of the properties in this area (Figure 6).

#### 4.4 Comber Main Street Secondary Node

The historic Comber Main Street Area is identified as a Secondary Node in the Official Plan, and defined by the Central Area designation (S. 3.3.7). Secondary Nodes will function similar to Primary Nodes, but at a smaller scale and lower development densities. The Secondary Node serves as a community focal point in keeping with the historic and main street character of Comber. The area may accommodate a diverse range and mix of community serving, local commercial/retail/service uses; offices and non-industrial and population-related employment uses; a range and mix of residential uses; and public services and facilities, including: recreation centres, schools, institutional uses, entertainment and cultural facilities. Residential intensification in the form of mixed use and medium density housing including stacked townhouses, live-work units, and medium profile apartments are permitted within the Central Area designation.

The Comber community is considered for intensification based on Town information that indicates residential activity in the form of 50 registered single detached lots as of September 5, 2014. This may suggest that outside the Primary Nodes noted, this community has attracted residential development. Although that activity is in mostly greenfield areas, there are many opportunities along Main Street in the Central Area for intensification and redevelopment due to vacant or underutilized lands and properties with one storey built forms. The full extent of the Comber Central Area designation could be considered for intensification (Figure 7), residential intensification along Main Street between Taylor Avenue / Ford Street to the north and James Street to the south should be encouraged. This will build on the existing mixed use two storey building relationship and provide added continuity to the streetscape edge along Main Street.

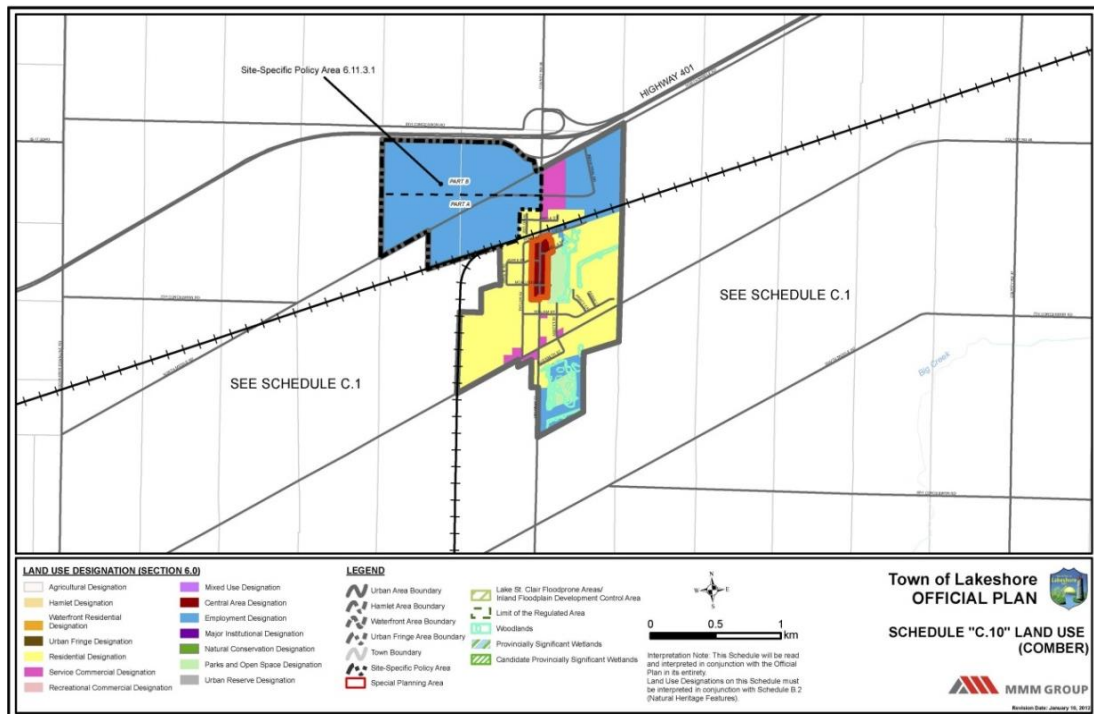


Figure 7: Comber Main Street Intensification Area (orange outline)

#### 4.5 Stoney Point/Pointe-Aux-Roches Main Street Area Secondary Node

Similar to other Secondary Nodes, the historic main street of Stoney Point/Pointe-Aux-Roches is identified as a Secondary Node in the Official Plan, and defined by the Central Area designation (S. 3.3.7) along Tecumseh Road. The Secondary Node serves as a community focal point in keeping with the historic and main street character of Stoney Point/Pointe-Aux-Roches. The area may accommodate a diverse range and mix of community serving, local commercial/retail/service uses; offices and non-industrial and population-related employment uses; a range and mix of residential uses; and public services and facilities, including: recreation centres, schools, institutional uses, entertainment and cultural facilities. Residential intensification in the form of mixed use and medium density housing including stacked townhouses, live-work units, and medium profile apartments are permitted within the Central Area designation.

Though Stoney Point is a Secondary Node it is a potential intensification area since it presently has active residential projects with Town information indicating that there are 206 registered single detached lots as of September 5, 2014. As per the Comber community, this may suggest a desirability for the community and that a residential demand has been identified in it, subject to the availability of appropriate servicing. Noting that these new registered lots are adjacent to the Stoney Point main street area, the central area surrounding Tecumseh Road provides an opportunity for intensification (Figure 8).

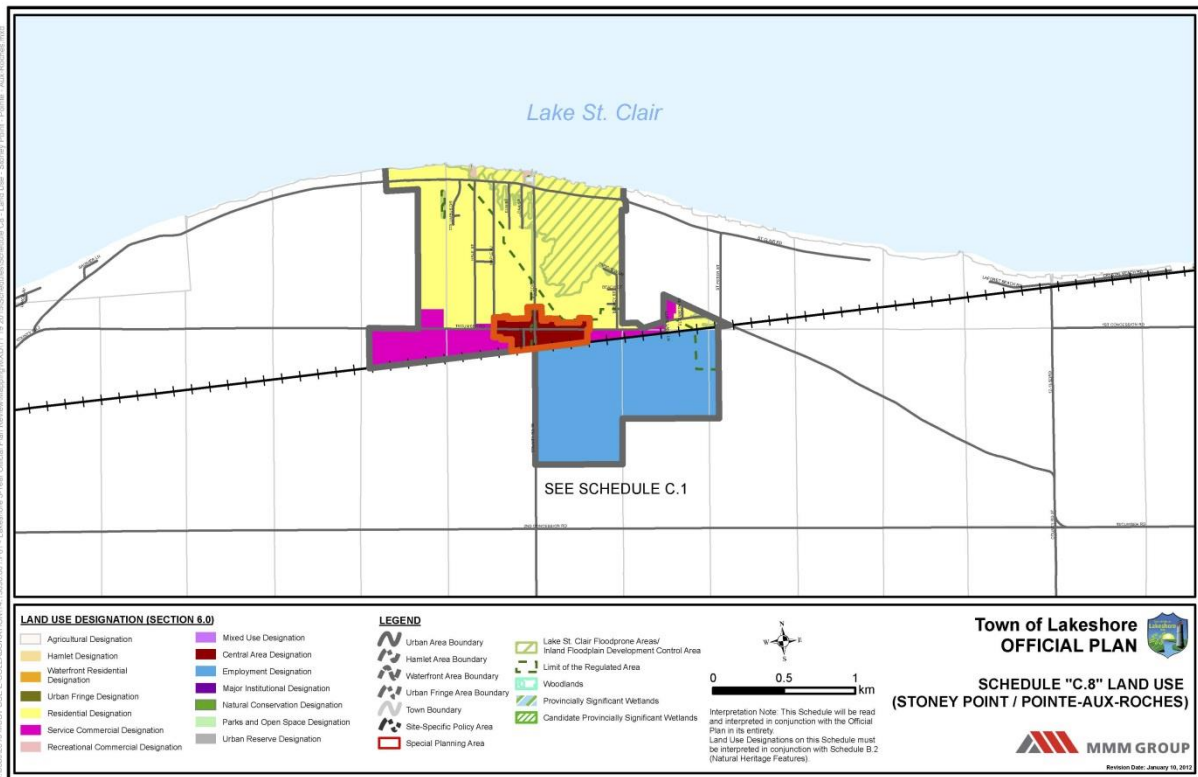


Figure 8: Stoney Point /Pointe-Aux-Roches Intensification Area (orange outline)

## 4.6 County Road 22 Corridor

As per the description of the Country Road 22 Corridor in Section 2.4, it is an important inter-regional transportation corridor within the Town of Lakeshore linking the major urban areas of the communities of Belle River, Emeryville, Puce and Maidstone, and the Town's major commercial and employment areas. The corridor accommodates a diverse range of commercial and business uses which have historically existed and evolved over time, including automotive dealers, industrial malls, commercial strip plazas, expansive parking areas, and older residential dwellings on large lots.

Schedule C.11 of the Official Plan identifies and designates five key nodes along the Corridor as Mixed Use which largely consist of established commercial/retail clusters, employment clusters, and historic settlement areas, as well as vacant and/or underutilized properties where intensification is to be focused. In addition to these secondary nodes there is an opportunity to consider added intensification in the underutilized residential areas that are located in between the mixed use intersections. Although the extent of the corridor is envisioned to be transformed over time to accommodate intensification through phasing of mixed use development, in the short term, two areas has been identified for potential intensification. The identified areas for intensification include 3 of the 5 intersection nodes (Rourke Line Road, Renaud Line Road and Emery Drive) along with the mixed use designations and the residential areas adjacent to them that could be redeveloped (Figure 9). One of the intensification areas is also noted as part of the Lakeshore West Mixed Use Node since they are contiguous to each other. This node will be considered as part of the Lakeshore West intensification area for the purpose of this study (see Section 4.3).

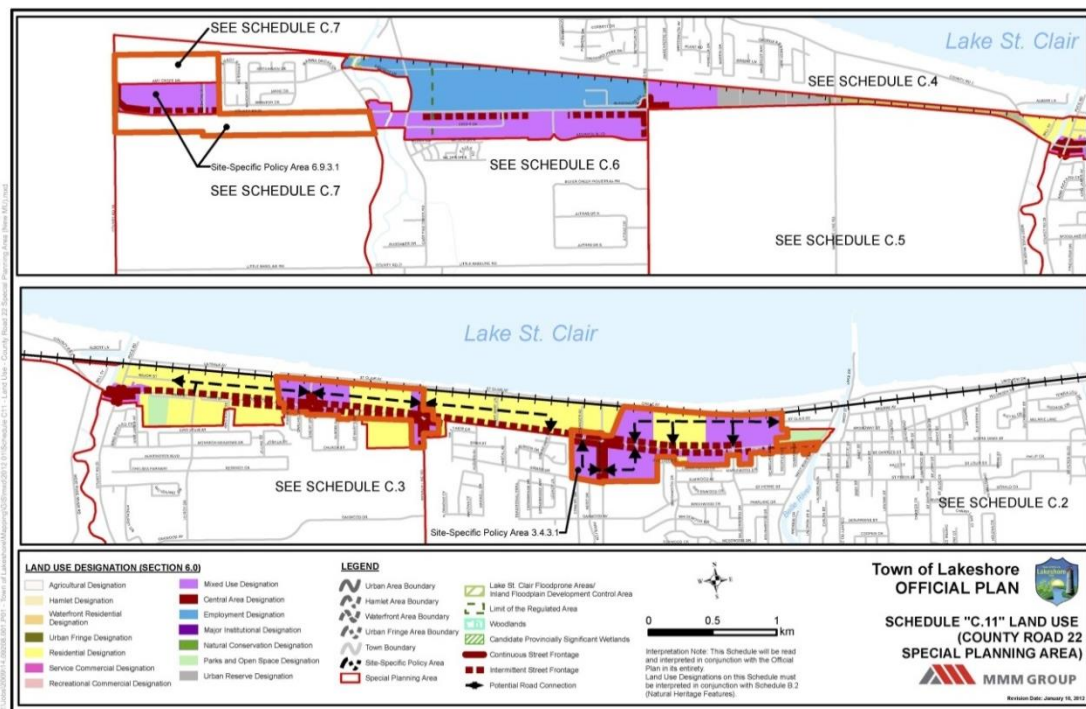


Figure 9: County Road 22 Corridor Intensification Area (orange outline)

## 5.0 Assessment of Available Intensification Opportunities

Having reviewed six potential areas in the previous section, five areas were identified as suitable locations to consider for focusing potential residential intensification through redevelopment or infill development. Having identified these areas, which are consistent with the framework of the Official Plan, it was important to further identify the core property parcels that comprise each intensification area. The five intensification areas (Primary, Secondary, and Mixed-use Nodes, and County Road 22 Corridor) have been identified (Figure 10) as follows:

- Belle River Intensification Area;
- Lakeshore West Intensification Area;
- Comber Intensification Area;
- Stoney Point/Pointe-Aux-Roches Intensification Area; and
- County Road 22 Corridor Intensification Areas.

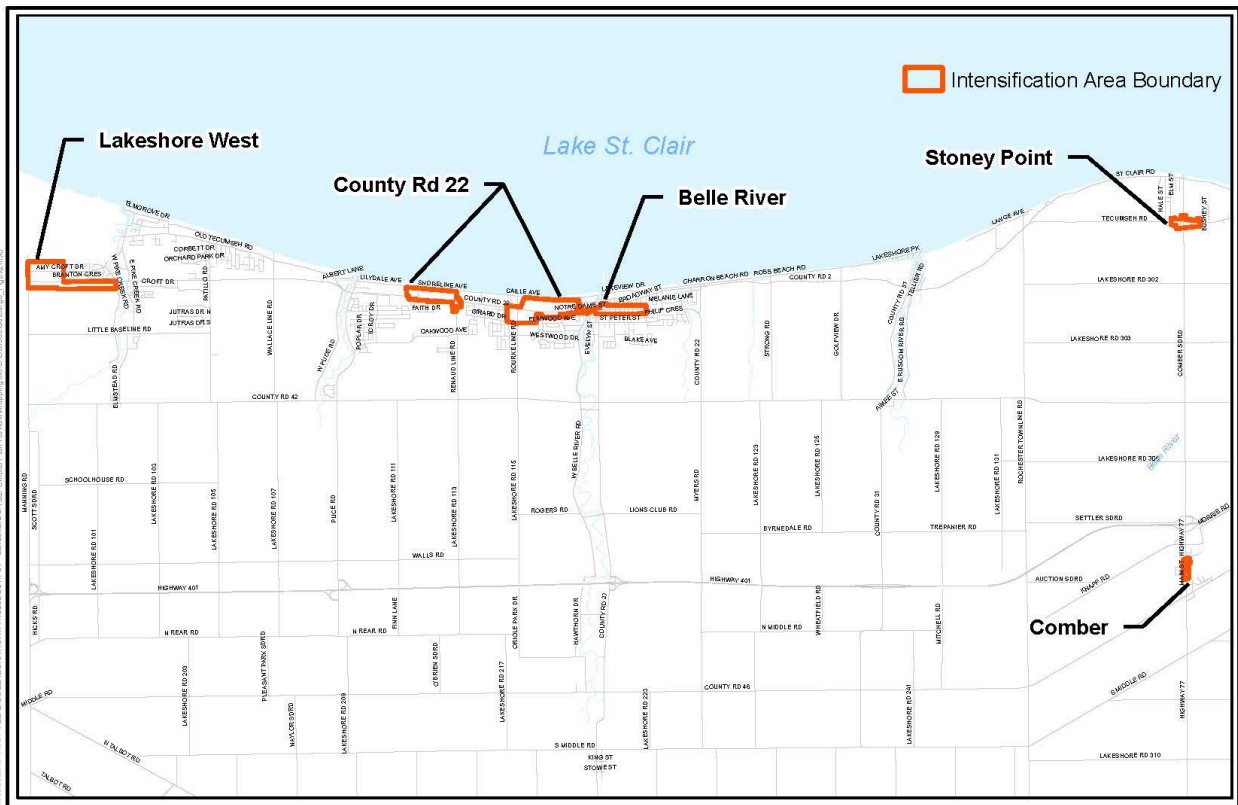


Figure 10: Location of Intensification Areas within Town of Lakeshore

The identification of property parcels suitable for intensification was based on the following criteria:

- Parcels along main corridors within Mixed Use or Central Area Designations;
- Parcels with single storey buildings within commercial or mixed use areas and accommodating large surface parking areas;
- Vacant parcels; and,
- Residential lots that could be severed and developed.



Parcels that were not considered suitable for intensification include those associated with:

- Parks & Open Space areas;
- Environmentally Sensitive Areas;
- Designated Heritage Properties or cultural heritage value;
- Cemeteries;
- Schools, Places of Worship, Service Infrastructure, Police Stations, Fire Services, and other Institutional Uses; and,
- Parcels that appeared to have been recently redeveloped.

Based on a review of aerial photography, street level review through Google Earth, and GIS information provided by the Town of Lakeshore, with respect to vacant properties, more specific boundaries were identified within each of these areas for analysis of intensification potential.

The refined boundaries and identification of suitable locations for focusing residential intensification are illustrated in the following sections providing a review specific to them. For ease of review and clarity, the land use schedules were used as a base for context showing potential transitions to and land use relationships with adjacent properties.

## 5.1 Belle River Intensification Area

The Belle River Intensification Area boundary is consistent with the Central Area Designation noted in the Land Use Schedule C.2 and is comprised of 166 property parcels and an approximate total area of 14 hectares. Of the 166 parcels within the intensification area, 46 parcels were excluded from potential intensification because they either had heritage significance, recent development, municipal buildings, parcels with servicing structures (e.g. transformers, Bell building, etc.), were already intensified or were a minimum 2 storey building occupying the full width of the lot frontage on Notre Dame Street. The review of this intensification area within the historical centre of Belle River considered underutilized and potential infill parcels, as well as, other vacant parcels identified through the desktop review. The review of the intensification area resulted in the identification of 120 potential property parcels (116 underutilized and 4 infill or vacant) that would be suitable for intensification and have an approximate total area of 9.6ha (Figure 11).

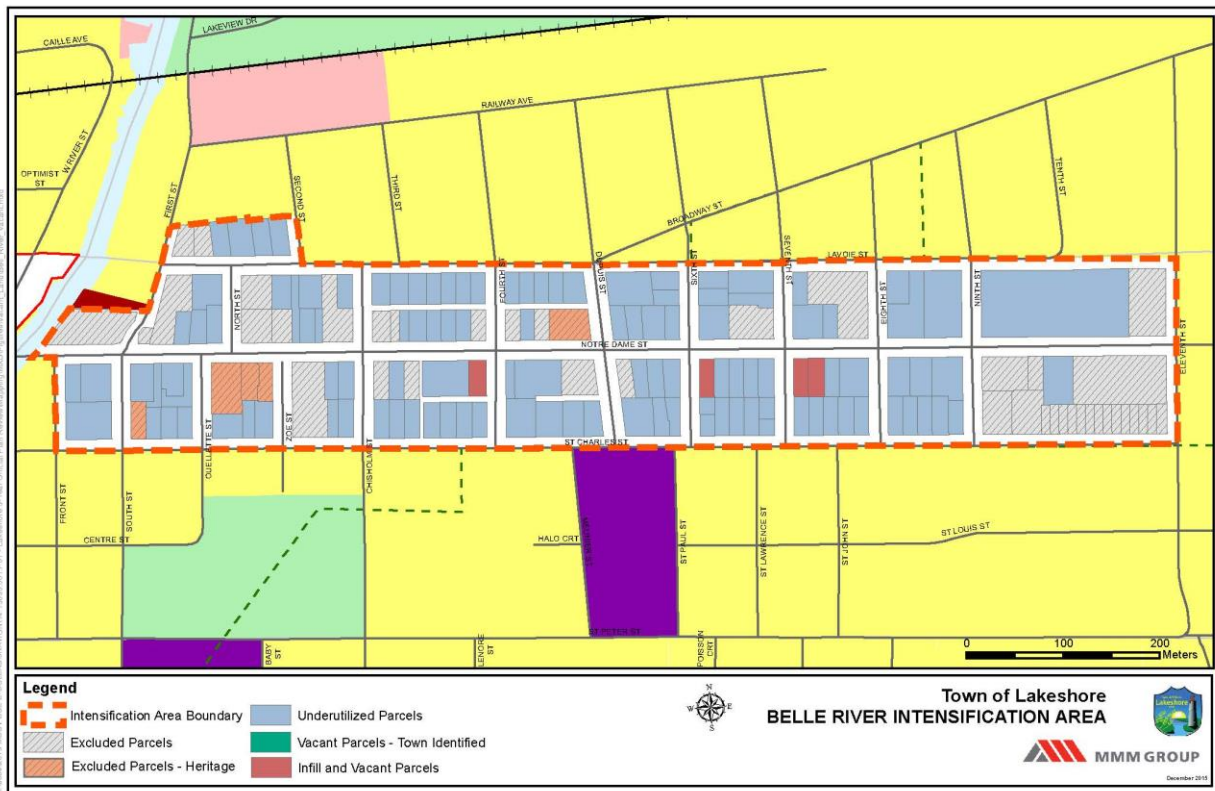


Figure 11: Belle River Intensification Area

The Belle River Intensification Area includes many parcels that have recently or in the recent past been developed along Notre Dame Street including the Shoppers Drug Mart and a variety of financial institutions. An issue identified through this review was the extent of surface parking areas on some of the recent developments and in some instances fronting onto Notre Dame Street often separating the building from the street edge compromising it's desired function as a main street. Large surface parking areas are typically seen as infill and redevelopment

opportunities (provided appropriate parking may be provided) and thus consideration should be given to limiting, where possible, this impact on Notre Dame Street to allow for appropriate intensification of these land parcels and support continuous street frontage principles. This could be realized either through urban design guidelines similar to those of the *County Road 22 Special Planning Area Design Guidelines*, and utilization of the cash-in-lieu of parking by-law within the downtown.

These main street characteristics are in contrast to the mostly single detached residential uses fronting Broadway and St. Charles Streets on the north and south edges of the intensification areas. The majority of these residential lots were identified as underutilized as they were either single storey units or very wide lots that could potentially be severed or assembled to accommodate more intensive development, such as low-rise apartments and mixed use buildings.

## 5.2 Lakeshore West Intensification Area

The Lakeshore West Intensification Area boundary includes the property parcels that appear in both Land Use Schedules C.7 and C.11 as the Mixed-Use Designation. As noted previously, these property parcels were assembled as a complete intensification area because they are contiguous and contextually will be treated as a mixed-use area as a whole. The Lakeshore West Intensification Area is comprised of 17 property parcels and an approximate area of 60 hectares.

Of the 17 parcels within the intensification area, 8 parcels were excluded from potential intensification because they consisted of recent commercial / retail development shopping plaza and large format retail and restaurants (e.g. St. Clair Shores Shopping Centre, Lakeshore Cinemas, Indigo, Boston Pizza etc.) geared to Town-wide use. The review of the intensification area resulted in the identification of 9 potential property parcels that would be suitable for intensification and have an approximate total area of 48 hectares (Figure 12). Of the 9 parcels considered, they include underutilized (5 parcels) or vacant (4 parcels) as identified through the desktop review. Four of the parcels are located on the south side of Country Road 22, comprising over 50% of the available parcels, but do not currently have access to both water and sanitary servicing. Depending on whether the non-serviced lots are included or not, the total developable intensification area could range between 21 and 48 hectares.

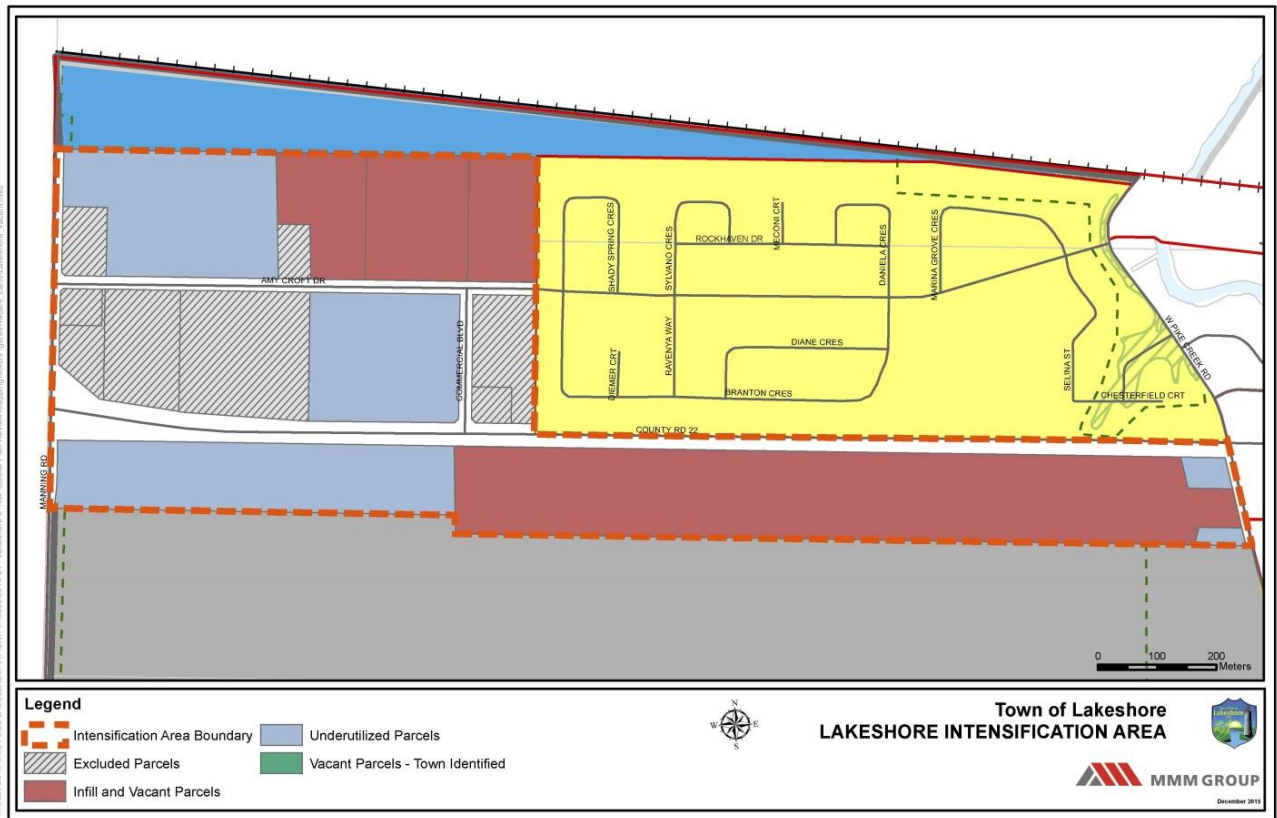
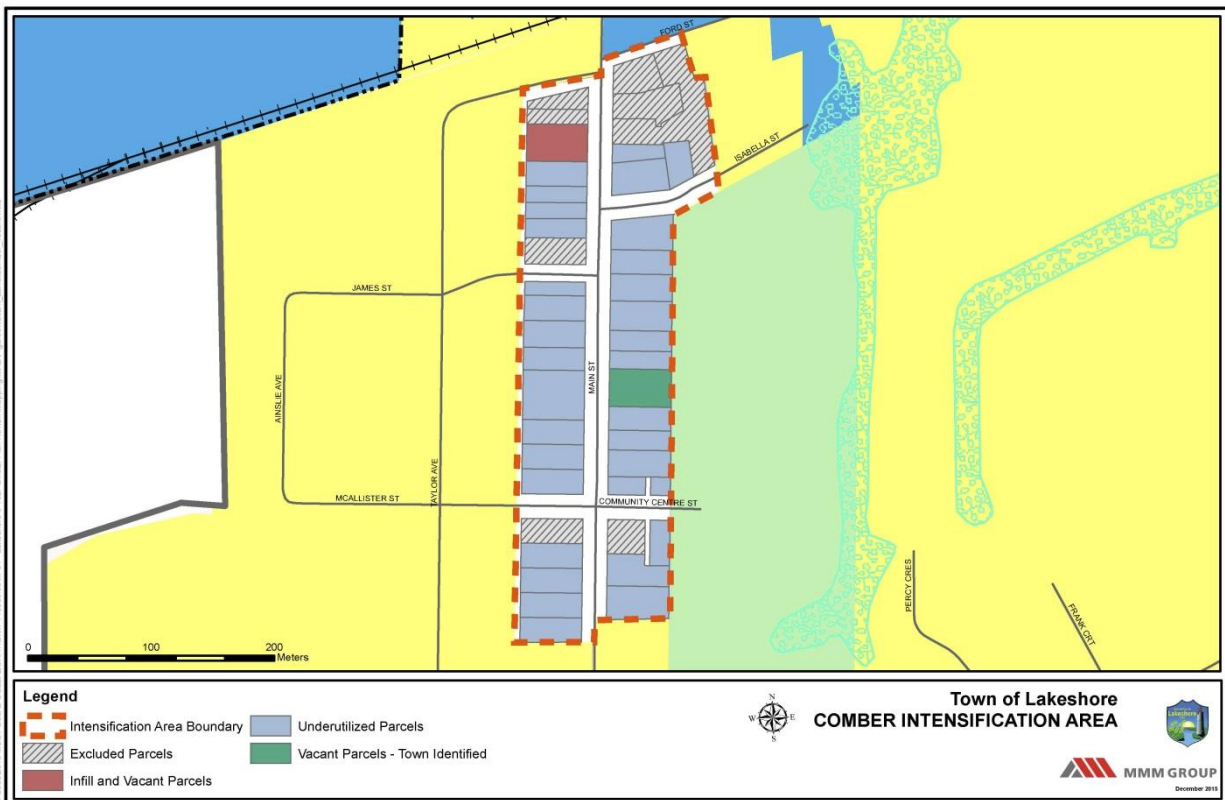


Figure 12: Lakeshore West Intensification Area

The review of the intensification area noted that the parcels were quite large in comparison to other intensification areas identified in the Town. Noting that this area is identified as an important gateway into the Town of Lakeshore, intensification along the County Road 22 Corridor could support that objective through mixed-use residential built forms. Given the scale of the parcels, there will be a need to ensure that any development be in keeping with the *County Road 22 Special Planning Area Design Guidelines*. In addition, prior to any development application, a pre-consultation with materials that include but are not limited to site plan concepts indicating building relationships, street frontages and transition to adjacent residential uses should be provided. An Urban Design Brief should also be prepared to accompany any development submissions for these larger parcels.

### 5.3 Comber Intensification Area

The Comber Intensification Area boundary is consistent with the Central Area Designation noted in the Land Use Schedule C.10 and is comprised of 43 property parcels and an approximate total area of 4 hectares. Of the 43 parcels within the intensification area, 8 parcels were excluded from potential intensification either because they were post office and municipal building parcels (Fire Station No.5) or were the minimum 2 storey buildings occupying the full width of the lot frontage on Main Street. The review of the intensification area resulted in the identification of 35 potential property parcels that would be suitable for intensification and have an approximate total area of 3.5 hectares (Figure 13). Of the 35 parcels, 33 parcels were identified as underutilized and 1 parcel as potential infill (RBC Bank property) through the desktop review, and 1 parcel was identified by the Town as vacant.



**Figure 13: Comber Intensification Area**

The Comber Intensification Area is characterized by mostly single detached residential built form with predominantly frontage on Main Street, south of Isabella Street. There are some good examples of main street type built form north of Isabella Street that provide context for the redevelopment of adjacent properties noted as underutilized parcels. Unlike the other intensification areas identified in the Town, the parcels on the east side and some on the west side of Main Street have a laneway separating them from the adjacent residential areas. This provides flexibility in the redevelopment of these parcels, by providing alternative access points for mixed-use developments and transitioning to adjacent lower density residential uses.

## 5.4 Stoney Point/Pointe-Aux-Roches Intensification Area

The Stoney Point/Pointe-Aux-Roches Intensification Area boundary is consistent with the Central Area Designation noted in the Land Use Schedule C.8 and is comprised of 60 property parcels and an approximate total area of 9.6 hectares. Of the 60 parcels within the intensification area, 7 parcels were excluded from potential intensification including parcels with recent development (e.g. Desjardin Bank), Canada Post building, properties with heritage significance, a School and a Place of Worship (Our Lady of Annunciation Catholic School and Church).

The intensification area does not include the two parcels at the south edge of the intensification area and immediately north of the railway tracks, as these were deemed to be buffer areas or part of the railway corridor. The review of this intensification area considered both underutilized and vacant lots adjacent to the main street of Tecumseh Road and Comber Sideroad. The review of the intensification area resulted in the identification of 53 potential property parcels (50 underutilized and 3 infill or vacant) that would be suitable for intensification and have an approximate total area of 6.2 hectares (Figure 14).

The Stoney Point/Pointe-Aux-Roches Intensification Area is mostly composed of existing underutilized existing residential lots fronting onto Tecumseh Road and Comber Sideroad and large institutional and place of worship uses (Our Lady of Annunciation Catholic School and Church) which make up almost 25% of the total intensification area). Unlike some of the other intensification areas identified, this area does not appear to have very much new development activity taking place on its main street.

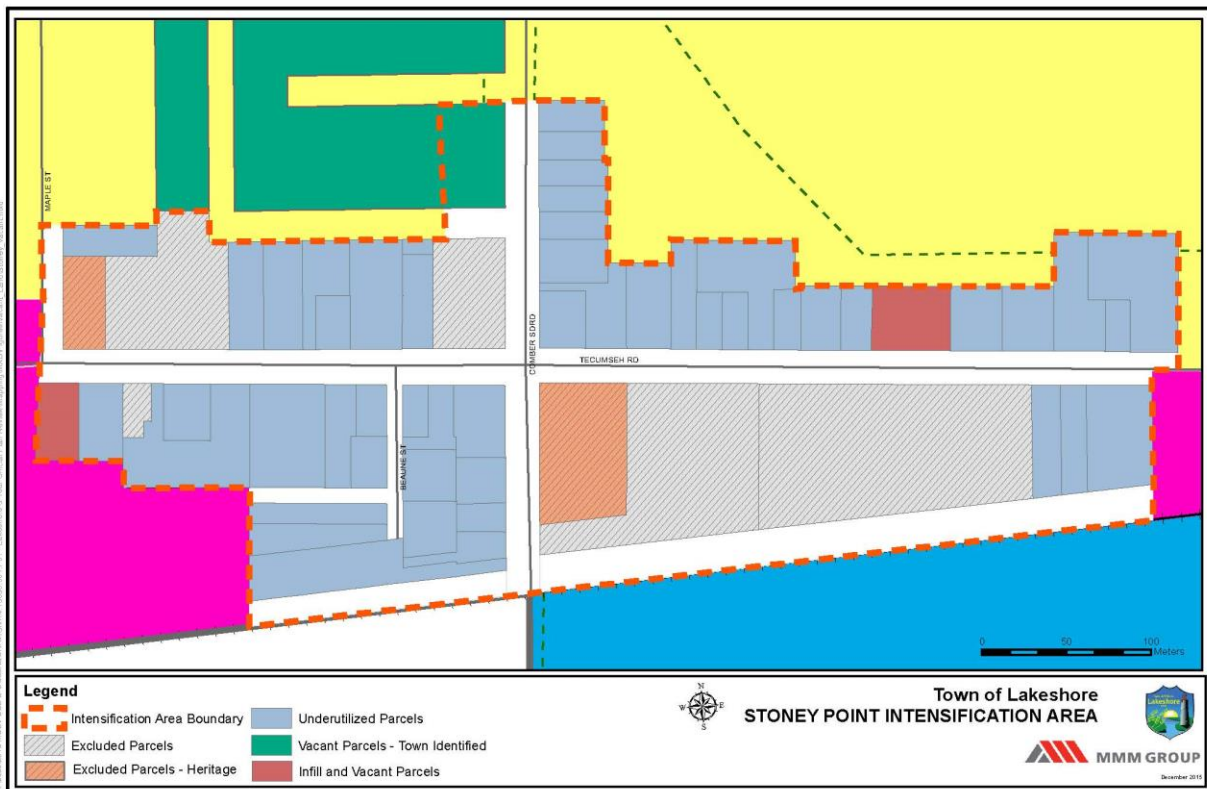


Figure 14: Stoney Point / Pointe-Aux-Roches Intensification Area

## 5.5 County Road 22 Corridor Intensification Areas

The boundaries for the two County Road 22 Corridor Intensification Areas include property parcels that are designated both Mixed-Use and Residential, as identified in Schedule C.11 of the Official Plan. These intensification areas are the only ones that include more than one land use designation within them. This is mostly due to the fact that the Residential Designation parcels included are surrounded by the Mixed-Use Designation parcels of 3 of the primary intersection nodes, namely the Puce Road, Renaud Line Road, and Rourke Line Road intersections along the County Road 22 Corridor. Most importantly, the residential parcels were included in this intensification area as they were identified in the County Road 22 Corridor Secondary Plan and Transformation Strategy as areas that could be potentially severed and redeveloped due to their generous lot depths.

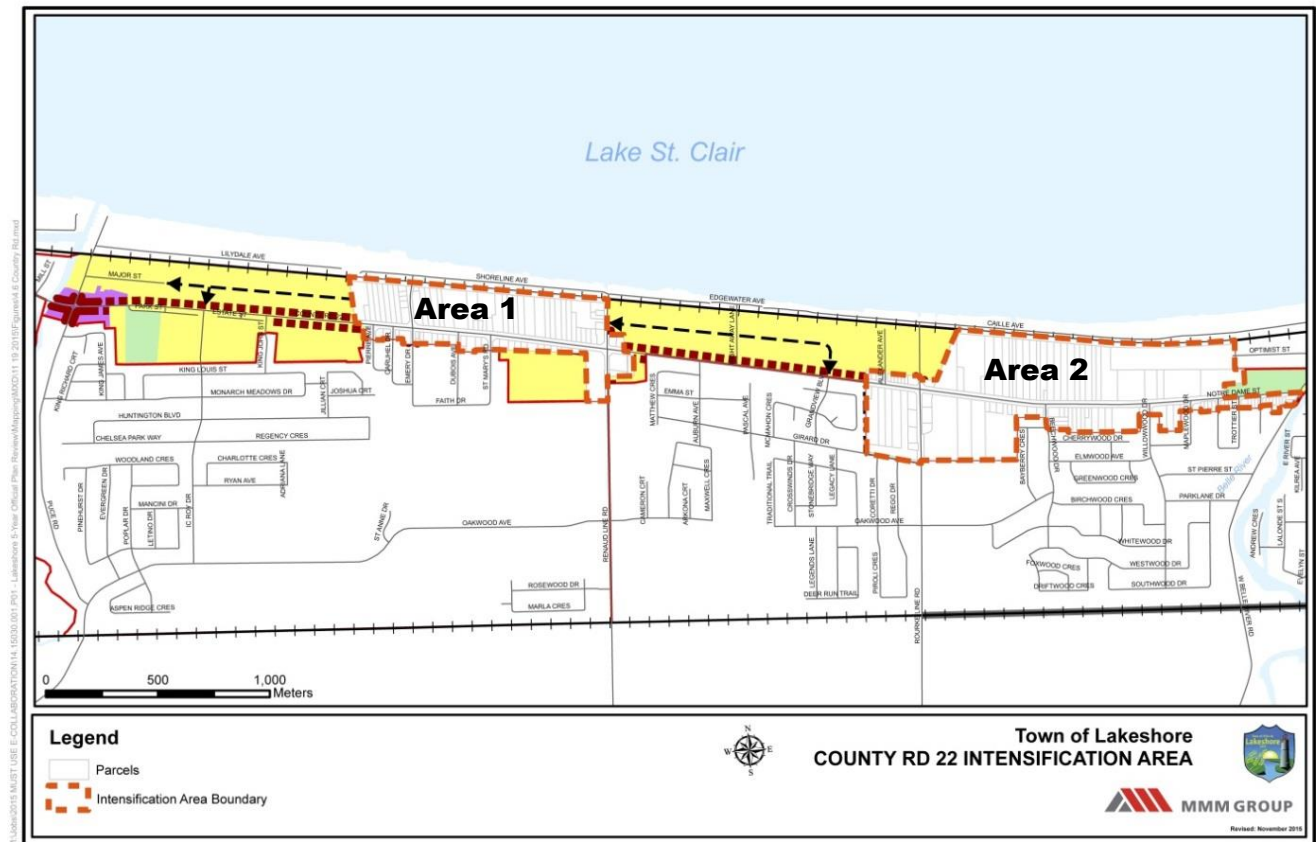


Figure 15: Country Road 22 Corridor Intensification Areas

The County Road 22 Corridor Intensification Areas are the most significant of the areas suitable for intensification because they consist largely of established commercial/retail clusters, employment clusters, and historic settlement areas, as well as vacant and/or underutilized properties where intensification should be focused. The two primary intensification area opportunities are identified as Area 1 and Area 2 and are comprised of a total 215 property parcels (Figure 15). These intensification areas combined, account for almost half of all the property parcels for all of the identified intensification areas.



### 5.5.1 County Road 22 Corridor Intensification Area 1

Area 1 is comprised of a total of 92 parcels and an approximate total area of 28 hectares. Of the 92 parcels within the intensification area, 8 parcels were excluded from potential intensification either because they were relatively newly developed (Tim Horton's), commercial uses that had 2 storey built form (Clickner Construction), servicing structures (transformer building) or had residential uses which were maximizing their existing parcels. The review of the intensification area resulted in the identification of 84 potential property parcels that would be suitable for intensification and have an approximate total area of 26 hectares (Figure 16).

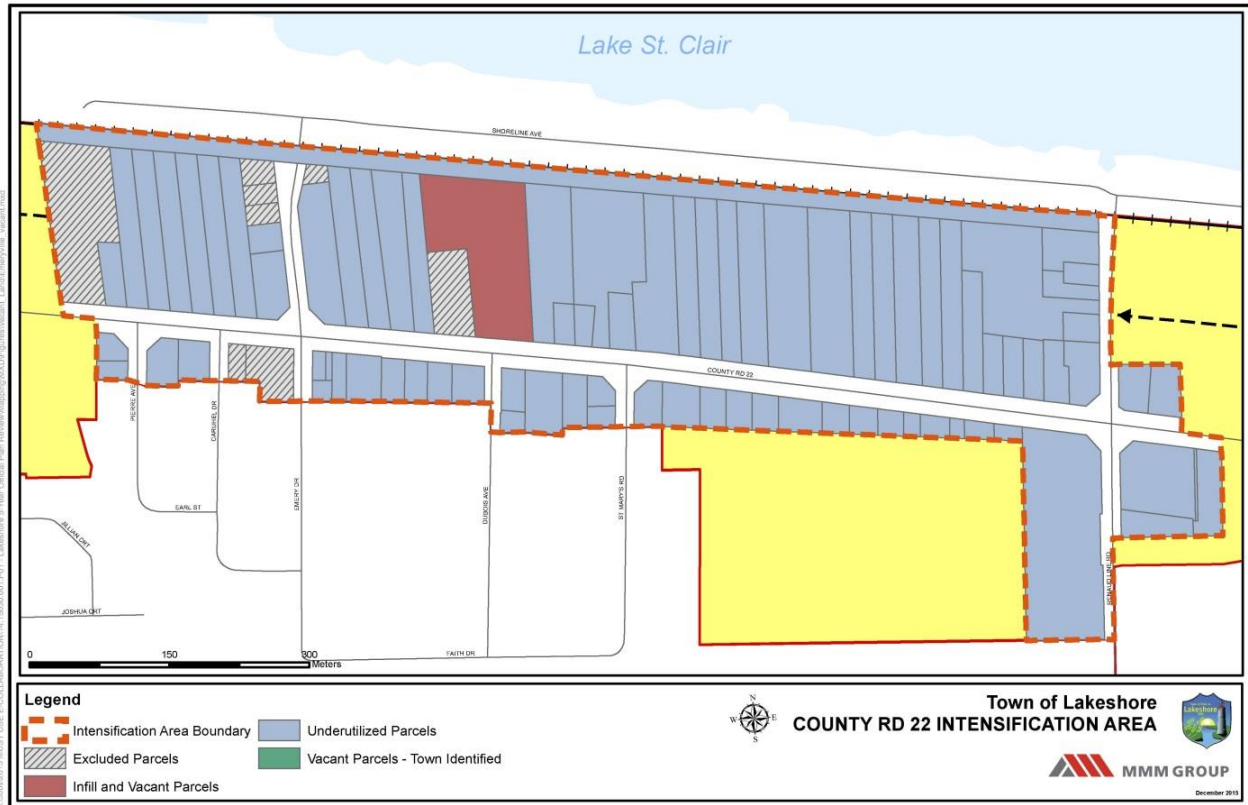


Figure 16: County Road 22 Corridor Intensification Area – Area 1

### 5.5.2 County Road 22 Corridor Intensification Area 2

Area 2 is comprised of a total of 113 parcels and an approximate total area of 59 hectares. Of the 113 parcels within the intensification area, 9 parcels were excluded from potential intensification either because they were relatively newly developed homes, established senior's residences (Seasons Lakeshore Retirement Community), existing natural heritage constraints, or a police services building (O.P.P. Detachment). The review of the intensification area resulted in the identification of 104 potential property parcels that would be suitable for intensification and have an approximate total area of 52 hectares (Figure 17).

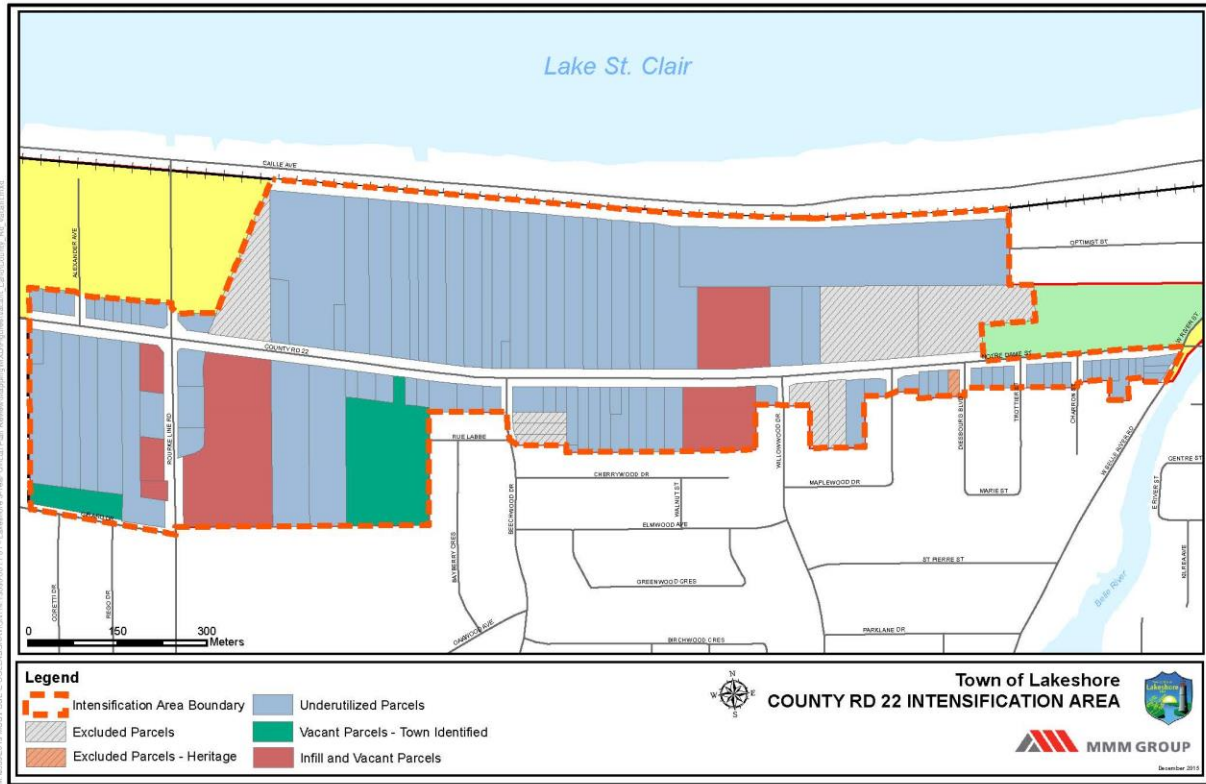


Figure 17: Country Road 22 Corridor Intensification Area – Area 2

## 5.6 Available Intensification Opportunities Conclusion

The review of each of the intensification areas resulted in the identification of 405 parcels with a total area of approximately 145 hectares that could potentially be redeveloped or be considered for infill or redevelopment in the Town. Considering all the parcels on aggregate, assigning a floor space index of 1.0 FSI (based on the zoning by-law for mixed use development of 50% coverage) and dividing by a gross floor area of 150 square metres per unit (an average of 120 square metres for mixed use units and 180 square metres for townhouse/live-work units), would potentially result in a combined total for all of the intensification areas of approximately 9,740 units. The totals for the intensification areas are as follows:

Intensification Area	Parcels	Potential New Units	Total New Residents (Medium Density of 1.8 ppu)
Belle River	120	670	1,200
Lakeshore West	9	3,220	5,800
Comber	35	230	410
Stoney Point / Pointe-Aux-Roches	53	410	740
County Road 22 Corridor	188	5,210	9,390
<b>Totals</b>	<b>405</b>	<b>9,740</b>	<b>17,540</b>

Based on this analysis, the Town of Lakeshore has a large capacity to accommodate intensification as a whole and within each of the defined areas. With the exception of the Comber Intensification Area, any of the other intensification areas would be able to singularly accommodate the targeted 327 units for residential intensification (15% of total growth between 2015 and 2031).

Given this ability to accommodate so much intensification over the long term, either through redevelopment or infill, it will be essential to determine which intensification area(s) should be the focus of short term intensification opportunities in order to meet the 2031 targets. The analysis of each of the areas also indicated where current development activity is occurring (i.e. Belle River, Lakeshore West and County Road 22 Corridor) providing a further indication of which intensification areas should be prioritized in terms of directing residential intensification that meets both the Town's planning policy and housing objectives and may successfully be realized in the short term.

## 6.0 Strategies and Design Guidelines to Support Residential Intensification

Having identified suitable locations and capacity for residential intensification in Section 5.0, consideration of potential built form impact and relationship between new development and established existing neighbourhoods need to be considered. The provision of design guidelines for redevelopment, infill, and the conversion or expansion of residential built form is essential to ensure that the intensification occurs in a context sensitive manner within existing main street/corridor areas and transition appropriately to adjacent stable neighbourhoods. The following outlines urban design guidelines and considerations through the review of development applications for mixed use and residential intensification.

### 6.1 General Urban Design Guidelines for Mixed-Use and Low-Rise Apartment Buildings in Intensification Areas

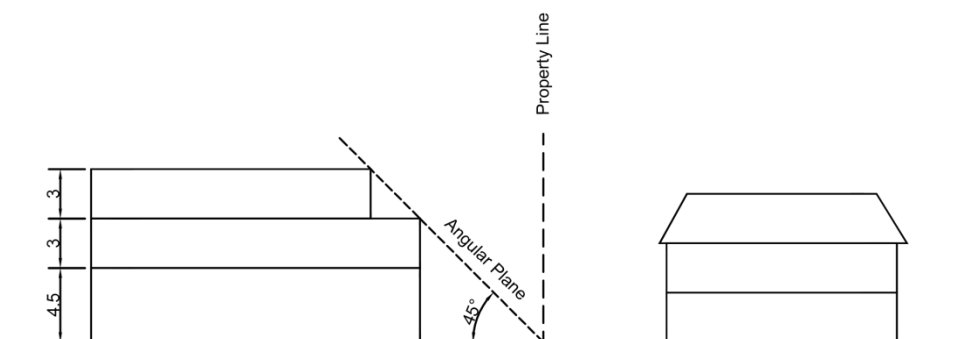
The following guidelines outline general requirements for buildings throughout all the main streets / corridors within intensification areas identified in this report, which include the following:

- Belle River – Notre Dame Street;
- Lakeshore West – extent of intensification area;
- Comber – Main Street;
- Stoney Point/Pointe-Aux-Roches – Tecumseh Road & Comber Sideroad; and
- County Road 22 Corridor – north and south sides of County Road 22.

It is anticipated that the majority of new development occurring within the built-up areas would be directed to those areas directly adjacent to the primary street edges, with lower density development within the periphery, and transitioning to the adjacent stable neighbourhoods, which would not accommodate any substantive redevelopment.

#### 6.1.1 Siting of Buildings

- The side and rear of buildings abutting low density residential properties shall be of a height similar to the adjacent low density residential dwellings or where appropriate should be stepped back to maintain an appropriate scale and built form transition in relation to them (i.e. maximum of 2 to 3 storeys in building height).



*Mixed-Use Building Transition to Existing Residential*

- New buildings and development should have continuous frontages on public streets, at corners and abutting open spaces with active uses (i.e., commercial retail, offices) at ground level.
- Retail/commercial uses will be encouraged at the ground level with residential uses on upper levels of buildings.

**6.1.2 Built Form Guidelines**

- Building facades along the public roads shall be articulated with colour, material variations, windows and other architectural treatments of the wall plane to provide design detail and variety.
- Clear glazing should be used for all fenestration along the street edge to provide active frontages along the streetscape. Opaque or reflective glazing should be avoided along the street frontage.
- Building entrances shall be prominent and linked directly to the sidewalk or through walkways, and be level with or accessible at grade.
- Ground level floor-to-floor height should allow for flexibility of accommodating both residential and commercial uses, and be typically no less than 4.5m in height.
- To ensure that light and privacy is maintained for adjacent stable residential neighbourhoods, new development will be designed to transition to them by a combination of any, or all, of the following:
  - a minimum 45 degree angular plane measured from the lot line of the adjacent low density residential area;
  - a minimum of 7.5m rear yard setback from the property line of the adjacent low density residential area or a height equal to that of the building proposed;
  - where new local roads or service lanes are introduced, provide grade-related residential elevations facing existing residential units; and,



*Mixed-Use Building Example Close to Street Edge*



*Live / Work Mixed-Use Building Example*



*Mixed-Use Building Example with Built Form and Colour / Material Variety*

- provide landscaped buffers, where appropriate.
- Buildings in CA and MU zoned parcels are generally permitted a maximum height of 3 storeys (10.5 metres). Where increased height is sought for such areas each storey above the third storey shall be stepped back 1.5 to 3.0m to provide a continuous human scaled pedestrian edge relative to the streetscape.
- Weather protection for pedestrians should be provided through the use of canopies, overhangs or similar architectural details to encourage pedestrian activity.
- Signage shall conform to any Town policies or guidelines and be in scale to the retail/commercial uses at ground level and complement the architecture of the building's materials and design.
- The building façade shall include a defined horizontal location and space for signage that is complementary to the building design and scale. Painted signage of storefront/retail windows are also permitted.
- Backlit sign boxes, free standing signs, revolving signs and roof signs should be avoided.
- A variety of roof shapes are encouraged to avoid the monotony of flat roofs and provide roofscape variety.



*Mixed Use Articulated Wall Face*



*Mixed Use Signage, Canopy & Landscape Example*

### **6.1.3 Streetscape Landscaping**

- Pedestrian areas in front of the buildings should be wide and well-landscaped with furniture, lighting and planting.
- Tree planting should be carefully planned with signage to avoid conflicts.
- Where possible planting should be in large continuous planting beds to establish tree planting and allow for more effective water infiltration.

### **6.1.4 Utilities, Servicing, and Parking**

- All utility equipment, rooftop mechanical equipment, hydro transformers and garbage storage facilities shall be incorporated into the design of a building. Where this is not feasible, equipment shall be located so as not to be visible from the public road and/or screened with materials that are complementary to the building design.

- Parking areas shall be located at the interior side or rear of the development and set back from the road right-of-way.
- Parking areas shall be screened from view from roads, open spaces and adjacent residential areas with low fencing and planting.
- Servicing and loading areas shall be located behind buildings and be screened from view.

## 6.2 General Design Guidelines for Townhouses in Intensification Areas

Guidelines specific to townhouse blocks/units include:

- The elevation of the townhouse block shall be articulated in a manner that provides variation between units, and reinforces common characteristics that visually unites the block.
- Variety in the design of roofs through the use of gables is required to break up the massing of townhouse blocks, however the main roof should, where possible, visually appear as one roof.
- The massing and built form of townhouse units adjacent to single/semi-detached dwellings shall be complementary to those dwellings through height and architectural elements to promote transition.
- Townhouse built form will be limited to a maximum of 8 units in a row and each block should not generally exceed 55 metres in length.
- The main front entry shall be oriented to the front lot line for interior townhouse units while the entry of the corner unit may be oriented to the flanking lot line.
- Corner unit designs are encouraged to provide significant corner features such as porches, wall articulation and bay windows.
- Where possible, garages should be accessed from a rear public lane. Where they are not, garages should not protrude beyond the main front wall or front entry of the dwelling unit.



*Example of Rear Lane Townhouse with Articulated Elevations and Entry Features*



*Example of Front Loaded Townhouses with Wall Articulation, Recessed Garages, and Massing Variety*



*Example of Recessed Utility Meters on Townhouses*

- Detached rear yard garages should be complementary in design and cladding materials to the principal dwelling.
- Utility meters should be screened from public view by integrating them into the design of the townhouse units in recessed spaces or within enclosures.

### 6.3 Low Rise Residential Development in Intensification Areas

New low rise residential development may occur in certain instances in the Intensification Areas such as the lands designated Residential in County Road 22 Corridor Intensification Areas. Where this occurs, development should be encouraged to be more compact and offer an array of built form types including single and semi-detached residences and townhouse and even mixed use townhouse that has flexible zoning allowing for either or both residential and commercial uses at grade (i.e., live-work units).

New development proposals should be encouraged to not only include an array of housing unit types but should also include a range of smaller lot widths for the predominant single detached residential units that is less than the minimum 15m lot frontage (e.g. 10.5m, 11.6m, 12.2m, and 13.7m – 34'-6", 38', 40' and 45' respectively). This variety will provide a more efficient use of land while creating a more compact community that is supportive of future transit uses and active transportation in the Town. Given the predominance of low-density residential uses within the Town, it is likely that such development will still be the most popular form of housing for potential low rise development. To ensure that more intensified single-detached residential buildings provide for quality streetscapes the following general guidelines for single detached units and semi-detached units should be considered:

- Buildings must have front and exterior side facades parallel to the road with front doors, windows and entry features facing the road.
- The setback to the main building face should be from 6.0 to 7.5 metres from the edge of the right-of-way.
- Garages shall be set behind or flush with the main building face or accessed from a rear lane. Dwelling designs with garages projecting beyond the front building face of the dwelling shall be limited and must be flush with the covered full width porch up to a maximum of 1.8m in depth.
- In the case of houses with a double car garage and double-wide driveway, the garage doors facing a public road, shall be set back a minimum of 6.0 metres from the road right-of-way to accommodate a vehicle parking space.



*Projecting Porch with Recessed Garage*



- Corner lot buildings should have flanking and rear elevations that have a similar level of architectural detailing (windows, materials, and architectural trim) to the front elevation of the house.
- Porches, stairs, canopies and other entrance features can encroach into the required setbacks.
- Entry features and other architectural elements shall be incorporated into the front elevation of the house to reduce the visual dominance of the garage and the front drive;.
- Semi-detached dwellings will typically have single-car attached garages when accessed from the street to the front elevation.



**Example of Corner Lot Dwelling Addressing two Street Frontages**

To ensure greater housing variety and appropriate built form transition and relationships, the Town may require new large-scale developments to be accompanied with architectural design guidelines or an urban design brief. The purpose of these documents would be to illustrate how the new development will relate to and interface with the existing residential neighbourhoods in the Town.



**Entrance Emphasized through Architectural Detailing**

## **6.4 Design Guidelines Specific to Each Intensification Area**

### **6.4.1 Belle River Intensification Area**

While Notre Dame Street is the main street within the Belle River Intensification Area, it also includes Broadway and Lavoie Streets to the north and St. Charles Street to the south, which includes properties opposite the existing adjacent residential areas. These lots will provide a transition to the mixed or more intensive use of the lots facing Notre Dame Street. The Downtown Belle River Community Improvement Plan and recent public investments in the streetscape are anticipated to have a positive influence and encourage redevelopment and reinvestment in the Belle River Intensification Area.

### **6.4.2 Lakeshore West Intensification Area**

The Lakeshore West Intensification Area includes the County Road 22 Corridor where development and built form will need to address the requirements of the *Corridor Transformation Strategy Design Guidelines (January 2012)* as well as those outlined in section 6.1 of this report. This area also includes properties on Amy Croft Drive to the north and properties adjacent to existing residential areas along the eastern boundary. In addition to the general design guidelines this area may also include townhouse development and should

address the townhouse guidelines noted in Section 6.2. Potential townhouse development would provide for the additional intensification that is envisioned for Lakeshore West Mixed Use Node as a gateway area into the Town of Lakeshore. The properties immediately adjacent to the established residential neighbourhoods to the east should consist of townhouse development for better transitioning towards more intensified mixed-use built form envisioned further west within the intensification areas.

#### **6.4.3 Comber Intensification Area**

The Comber Intensification Area is centered on Main Street the general guidelines outlined in Section 6.1 are the most applicable for this area. The emphasis for development in this intensification area will be on transitioning guidelines with respect to how Main Street mixed-use built form rear elevations will interface with adjacent residential areas.

#### **6.4.4 Stoney Point/Pointe-Aux-Roches Intensification Area**

The Stoney Point Intensification Area is centred on Tecumseh Road and Comber Sideroad and will mainly require consideration of the transitioning guidelines as outlined in Section 6.1. There may be some potential for live-work townhouse and less intensified mixed-use development on Comber Sideroad north of Tecumseh Road. Where this occurs the townhouse guidelines, as outlined in Section 6.2, should be referred to for such development in this area.

#### **6.4.5 County Road 22 Corridor Intensification Areas**

The County Road 22 Corridor Intensification Areas will have the greatest potential for a range of residential units including smaller lot single detached units, semi-detached and townhouse units as well as mixed-use development. In particular because of the potential for additional future redevelopment of low rise residential areas to the north of County Road 22, the guidelines surrounding low density residential units noted in Section 6.4, shall apply this area. Finally, development along County Road 22, as per the Lakeshore West Intensification Area, development and built form will need to address the requirements of the *Corridor Transformation Strategy Design Guidelines (January 2012)* as well as those outlined in section 6.1 of this report.

### **6.5 Guidelines for New Residential Development Adjacent and Within Existing Residential Areas**

#### **6.5.1 New Residential Development Adjacent to Stable Residential Neighbourhoods**

New development or intensification of lots adjacent to existing stable residential areas, designated Residential in the Town's Official Plan, will need to be designed to minimize adverse visual privacy and shadow impacts on existing residential areas. In the analysis of the intensification areas, numerous established neighbourhoods, were identified adjacent, surrounding or in close proximity to the intensification areas ranging from bungalows on larger lots to proposed single detached homes on smaller lots in newer developments of Town. Most of the existing residences are traditional in design and include hipped roofs. New development will need to respond to this built form in terms of massing and height transitions.

Appropriate built form transition can be achieved through a combination of:

- stepping built form down to relate to the scale or height of adjacent low rise residential development;
- providing appropriate separation distances or setbacks; and,
- enhancing setbacks through the provision of landscaped buffers between properties.

### **6.5.2 Secondary Units in Stable Residential Neighbourhoods**

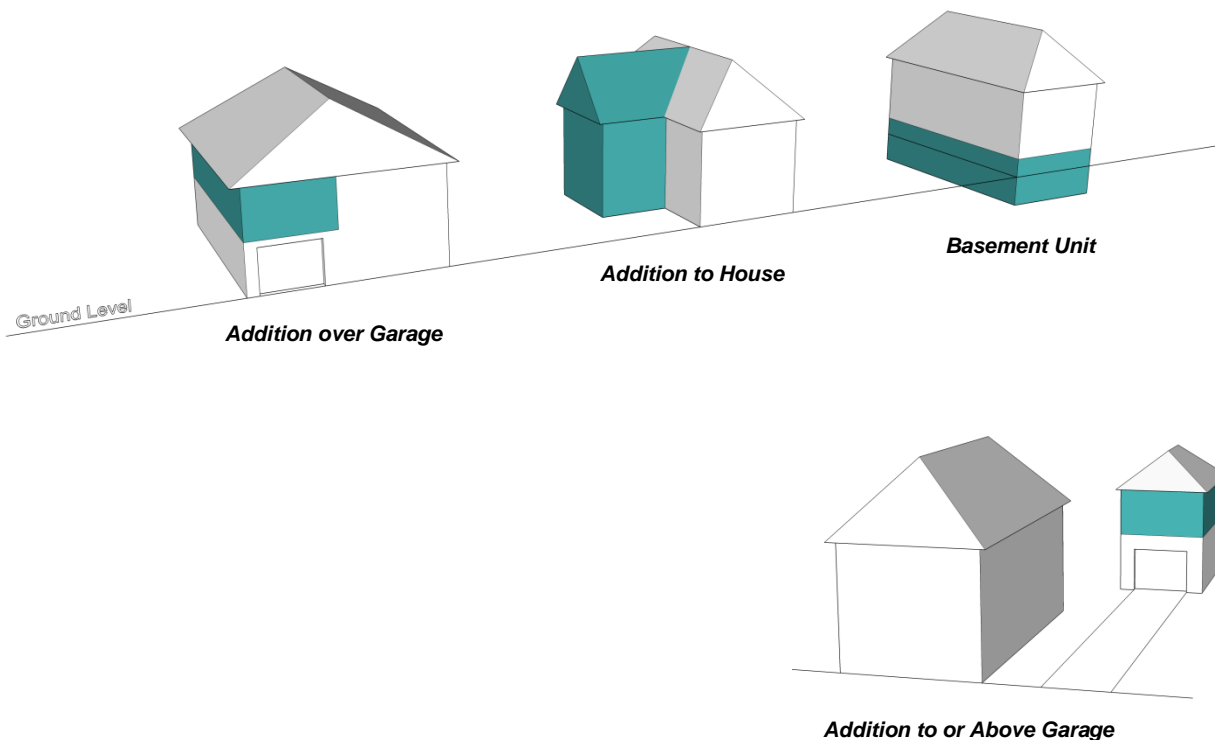
Although the emphasis of this report has been in identifying intensification areas with the Town of Lakeshore, the existing low rise residential areas within the Town could accommodate simple increases in intensification through the provision of secondary units within existing dwellings or within accessory buildings on the same lot. As part of the Official Plan Review, policies will be introduced into the Town's Official Plan to accommodate the provision of secondary units within existing residential dwellings or a detached structure accessory to the residential use on the same lot. The *Town of Lakeshore Affordable Housing Strategy (October 2015 - SHS Consulting)* notes that "according to MPAC (Municipal Property Assessment Corporation), there are currently 41 residential properties with two dwellings, with at least one occupied on a permanent basis". Updates to the Town's Official Plan policies to permit secondary units will provide for increases in housing density, more attainable affordable housing opportunities and often with negligible physical alteration to residential units, while ensuring that they are regulated and meet building and fire code requirements. The Town could also ensure that all secondary units are listed or registered within a Town Secondary Unit Register.

There are various ways in which secondary units can be realized, including:

- Secondary, basement suites, in-law suites within the existing residential unit;
- Additions to existing residential units to provide an additional unit;
- Building units above detached garages with separate entrances;
- Within accessory buildings or structures located on the same lot as an existing single or semi-detached dwelling;
- Regardless of the type of secondary unit proposed they will need to meet the Town's building and fire code requirements;
- Where the secondary units are located in a detached structure such as above a garage or accessory building, the following guidelines are applicable:
  - The residential lot must be of a size that can comfortably accommodate the detached unit;

- Units above garages and accessory buildings will be limited to one additional storey and not exceed 2 residential storeys in height;
- The units must have distinct entrances from the main residential building and must have access directly from the outdoors and not through the garage;
- A separate parking space for the Secondary Unit is required;
- Windows in such units will be located so as to avoid excessive overlook into adjacent residential properties (e.g. provision of clerestory style windows, windows that are directed to main building rear yard or lanes where present); and,
- Comply with Ontario Building, Fire and Electrical Codes and any other applicable Town zoning requirements.

Examples of potential Secondary Unit that could be accommodated in existing residential neighbourhoods are illustrated below.



## **7.0 Conclusion & Recommendations**

### **7.1 Conclusion**

This Residential Intensification Strategy Study identifies suitable intensification areas in the Town of Lakeshore that could accommodate and support the long-term demand for residential housing, infill and redevelopment in the Town. In addition, the analysis of the potential intensification areas indicates locations that could address the County of Essex's policy that a minimum of 15% of all new residential development within the Town should occur by way of residential intensification and redevelopment. In light of the Town's intensification opportunities within existing built-up areas, the Town has sufficient opportunities to achieve the intensification target.

Based on the analysis it was determined that the intensification areas of Belle River, Lakeshore West, Comber, Stoney Point / Pointe-Aux-Roches, and County Road 22 Corridor would be the most suitable areas within the Town to accommodate both its short and long term intensified residential development needs. The property parcels within each of these areas that were either underutilized and could be intensified through redevelopment or vacant lots that could be infilled, suggested that there were numerous opportunities (412 properties) in which to realize infill, redevelopment or more residential development in the Town. Noting the generous number of properties available for intensification it will be important to identify which of the intensification areas should be targeted for the accommodation of 327 residential intensification units between 2015 and 2031. The review of each area revealed that recent development activity both within the intensification area boundaries and in properties immediately adjacent to them along with existing infrastructure and community amenities the Belle River, Lakeshore West and County Road 22 Corridor should be the focus of intensification in the immediate and short term.

### **7.2 Recommendations**

The following recommendations are based on the review and analysis of the intensification areas and the conclusions that were generated in providing the Town with a residential intensification strategy:

- Include policies in the Official Plan that restrict intensification or carefully control intensification in parts of the Town that are not within identified Intensification Areas, such as stable residential neighbourhoods;
- Consider identifying Intensification Areas with firm boundaries on existing or new Schedules to the Official Plan to focus intensification objectives;
- Develop policies to assist in the implementation of the intensification area urban design guidelines outlined herein, that provide for the proper integration of intensification areas adjacent to surrounding residential neighbourhoods;

- Large property parcels that can accommodate multiple residential units or a complex of buildings, especially in the Lakeshore West and the County Road 22 Corridor Intensification Areas, may be the subject of urban design briefs that accompany development in the intensification areas. They would address built form height and density, the appropriate mix of uses proposed, and the relationship to the surrounding community;
- Develop policies that prescribe minimum densities in intensification areas and which provide the basis for including minimum densities in the implementing zoning by-laws;
- Adopt Official Plan policies and supporting Zoning By-law regulations which permit secondary suites in all single detached, semi-detached, townhouse and ancillary structures as-of-right, subject to the availability of municipal servicing, parking, built form considerations, and meeting the Town's building and fire code standards;
- Create a Secondary Dwelling Unit Register to track and identify all residences within the Town that have secondary suites;
- Focus intensification in areas that have a reduced impact on Town infrastructure and which can be connected by future transit, to support mixed use, pedestrian friendly, livable communities that are transit supportive (e.g. Maidstone Intensification Areas, and the County Road 22 corridor);
- Intensification areas and sites with available municipal servicing and should be prioritized, to ensure efficient use of existing infrastructure and services, such as the Belle River, Maidstone Intensification Areas, and the County Road 22 corridor;
- Continue to encourage and require street related built form which minimize surface parking in the front yards and extensive parking, through urban design guidelines or amendments to the zoning by-law (i.e., maximum parking requirements or shared parking requirements); and continue to encourage utilization of the cash in lieu of parking by-law for downtown Belle River; and,
- In addition to directing residential intensification to intensification areas in the Central Area and Mixed Use Area Designations, the Town should also consider, as part of its intensification strategy, increasing residential density in existing and future greenfield residential developments. Permission of secondary units within existing/established residential areas and the promotion of a greater variety of lot frontages, with narrower widths, should also be part of the Town's residential intensification strategy. Policies for the accommodation of secondary units will be considered as part of the Town's Official Plan review.