



Phase 1 Summary Report

Town of Lakeshore Shoreline Management Plan

Prepared for Town of Lakeshore
Prepared by Stantec

September 25, 2020

1614 13887



600 – 171 Queens Avenue, London ON N6A 5J7

**Town of Lakeshore
Shoreline Management Plan**

Phase 1 Summary Report



Prepared for:
Town of Lakeshore

Prepared by:
Stantec Consulting
Zuzek Inc.

September 25, 2020

Sign-off Sheet

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Prepared by Signatures withheld online
(signature)

Maira Davidson

Prepared by Signatures withheld online
(signature)

Amelia Sloan

Reviewed by Signatures withheld online
(signature)

Stephanie Bergman

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Introduction

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1.0 Introduction

The Town of Lakeshore has embarked on a new project to investigate Lake St. Clair shoreline flooding and erosion hazards. Lake St. Clair water levels are at an all-time high, and extreme weather events are anticipated to increase in severity. The Town of Lakeshore feels that this is an opportune time to begin discussions with stakeholders to create a long-term management plan in order to address existing and future risks to public health and property and to conform with applicable Provincial Policy direction.

The Province of Ontario has also recently released its Independent Review of 2019 Flood Events in Ontario (McNeil Consulting Inc. and MNRF, November 2019). One of the recommendations of the review included a call for all levels of government to

work with the Essex Region Conservation Authority and the Lower Thames Valley Conservation Authority to undertake a coordinated short- and long-term strategy to address the existing and expected impacts [in the area] as a result of current and future water levels, flood and erosion hazards, and climate change on Lake Erie, Lake St. Clair, and the Detroit River (MacNeil Consulting Inc., November 2019).

In response to the Independent Review, the Ontario Government released: Protecting People and Property: Ontario's Flooding Strategy (MNRF, 2020). The Strategy identifies a number of priorities and a range of actions to be initiated over the next several years, from enhanced floodplain mapping, increasing public awareness and education, regulatory and policy reviews, updating current technical guidance for hazard delineation, to enhancing response and recovery and investing in flood risk reduction.

The Shoreline Management Plan (SMP) supports the recommendations of the Independent Report and the objectives of Ontario's Strategy, and acknowledges that the current policy and regulatory framework is changing. A proactive approach to identifying hazards and identifying management strategies is necessary to better position the Town for future unknowns.

1.1 Purpose and Background

The entire northern extent of the Town of Lakeshore consists of the Lake St. Clair shoreline and includes both serviced and unserved development areas. Each reach of the shoreline is subject to shoreline hazards (flooding and erosion).

Currently, the Town of Lakeshore does not have a shoreline management plan for the reach of shoreline within the boundary of the municipality. The Essex Region



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Conservation Authority has been regulating development activities along the Lake St. Clair shoreline (through O. Reg. 158/06) using flood line and erosion data produced in 1976. The Lower Thames Valley Conservation Authority (LTVCA) also regulates a portion of the shoreline within the study area (including the Lighthouse Cove community) through O. Reg 152/06 which came into force in 2006. Lighthouse Cove was also regulated for Thames River flooding through R.R. O. 1990, Reg. 155.

The Town is now under continued development pressure and is in need of updated land use policies, strategies, and engineering solutions supported by updated technical studies to ensure the appropriate management and use of land into the future.

1.2 Study Limits and Approach

The SMP will include technical analysis of erosion and flooding hazards associated with the Lake St. Clair shoreline within the Town of Lakeshore limits and the identification of land use policies, strategies, and engineering solutions to better protect the shoreline areas from the cumulative impacts of development. It should be noted that the SMP is limited to assessing shoreline hazards. There are areas within the Town that are also subject to inland and riverine flood hazards, and these hazard areas may overlap in cases, but the SMP will be focused on the identification of shoreline hazards along Lake St. Clair, which generally consist of the one hundred year flood level, plus allowances for wave uprush, shoreline erosion, and other water related hazards.

The SMP shall have regard for the following:

- **Prevention** – of new development from locating within areas subject to loss of life and property damage from natural hazards;
- **Protection** – of existing development from natural hazards through the application of structural and non-structural measures (including acquisition);
- **Emergency Response** – to prepare for emergency situations through flood forecasting and warning systems and implement appropriate emergency response procedures such as evacuating areas and disaster relief.
- **Public Information** – to increase awareness of challenges and risks associated with shoreline hazards;
- **Environment** – to ensure that no adverse environmental impacts result from actions; and,
- **Monitoring** – Monitor the implementation of the Shoreline Management Plan and the effectiveness of the recommendations.



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Figure 1 Study Area



1.3 Vision and Objectives

The primary objectives for the Plan are to:

1. Develop a balance between shoreline development, other socio-economic considerations, and shoreline habitats and ecological goods and services over the long term.
2. Minimize danger to life and property damage from flooding, erosion, and associated hazards along the shoreline.
3. Ensure that shoreline development adequately addresses hazards through a combination of public and private management and development alternatives.
4. Reflect current provincial policy direction as it applies to shoreline development and shoreline management. The Provincial Policy Statement directs land use planning authorities to ensure that no new hazards are created; existing hazards are not aggravated; and adverse environmental impacts do not result.



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1.4 Area Characterization

The shoreline within the boundaries of the Town of Lakeshore is highly developed, with a number of predominantly residential settlement areas (from east to west): Lighthouse Cove, Stoney Point/ Pointe aux Roches, Rochester Place/Deerbrook, Maidstone/Emeryville, and Russel Woods. Development along the shoreline is predominantly residential, but also includes some recreational areas, including marinas, community parks, commercial areas, a historic lighthouse in Lighthouse Cove, and several natural areas including wetlands. There are currently a range of man-made shoreline protection measures currently in place, which include sheet piling, concrete seawalls, pre-cast concrete blocks, armoustone, and revetments.

There are a number of significant natural heritage features along the shoreline and within tributaries and made-made canals, including Provincially Significant Wetland complexes, spawning, nursery and foraging habitats for a diversity of warmwater fish species, and habitat for a variety of fish and mussel specifiers at risk. A large number of significant wildlife habitats are also present throughout the shoreline and surrounding areas.

These natural heritage features represent a fundamental component of the SMP, as we work to balance the long-term health and prosperity of shoreline ecosystems with the existing and future viability of development along the shoreline.

1.4.1 Mapping and Data Collection

Data collection, including oblique aerial photography and bathymetric surveys, was completed by Zuzek Inc. as part of Phase 1 of the study. This information is being used to prepare a database of shoreline protection measures along the shoreline and will be used as the basis for technical assessment and modeling during Phases 2 and 3.



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Stakeholder Engagement Plan
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2.0 Stakeholder Engagement Plan

Understanding how the community interacts with shoreline areas and how they are impacted by shoreline flooding and erosion is vital to the success of the SMP. The community will be faced with issues that cross property, jurisdictional, and legislative boundaries, so we must collaborate to develop more resilient and sustainable solutions. The principles that will guide stakeholder and community engagement through the study include:

- To encourage community involvement in the planning process through transparent and accessible engagement opportunities.
- To understanding how the community perceives existing and future shoreline issues.
- To educate stakeholders on the existing and future risks and challenges, and the benefits/tradeoffs of shoreline management alternatives.
- To undertake a balanced evaluation of alternatives that reflects the priorities of all stakeholders (residents, visitors, the Town, the environment, and Indigenous communities).
- To provide clear and transparent documentation of the planning and decision-making process.

A Technical Advisory Committee (TAC) has been assembled to provide guidance on the study. Members of the TAC include:

- Town of Lakeshore:
 - Truper McBride, Chief Administrative Officer
 - Tammie Ryall, Director of Community and Development Services
 - Kim Darroch, Manager of Planning
 - Morris Harding, Chief Building Official
 - Nelson Cavacas, Director of Engineering and Infrastructure Services
- ERCA Representatives
 - James Bryant, Water Resources Engineer



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- Tim Byrne, Director, Watershed Management Services
 - Mike Nelson, Watershed Planner
- LTVCA Representatives
 - Mark Peacock, CAO
 - Jason Wintermute, Manager, Watershed and Information Services
- County of Essex Representatives
 - Rebecca Belanger, Manager of Planning

Other key stakeholders include Town Council, members of the Town's Flooding Task Force, and all members of the Lakeshore Community.

A range of engagement tactics are being used throughout the study, including an online website on the PlaceSpeak website (placespeak.com/lakeshore), online and paper surveys, public information centres, and presentations to Council. An Engagement and Communications Plan has been included in Appendix A.

A Phase 1 "What we Heard" summary is provided in Appendix B, which includes a summary of the Public Information Centre and results of the PlaceSpeak survey.

We note that due to current COVID-19 restrictions, it is anticipated that subsequent in-house public consultation sessions will be undertaken virtually, including through the PlaceSpeak platform.



3.0 Planning Policy and Legislative Authority

3.1 Provincial Policy Statement

The Provincial Policy Statement (PPS), 2020 released by the Ministry of Municipal Affairs and Housing (MMAH) came into force and effect on May 1, 2020, and provides key policy direction associated with land use and development throughout the province. The PPS sets the policy foundation for regulating the use of lands and supports the provincial goal to enhance the quality of life for all Ontarians. The intent is to provide for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment.

It should be noted that the local Official Plans represent the most important vehicle for implementing the policy direction within the PSS. Since the SMP is intended to support the Town's Official Plan Review and Update, it provides the opportune time to incorporate the updated policy direction from the 2020 PPS. The sections below provide a summary of the provincial policy direction within the PPS 2020. Where these policies differ from the previous 2014 PPS it has been noted.

3.1.1 Building Strong Healthy Communities (PPS 1.0)

Section 1.0 of the PPS outlines that efficient land use and development patterns support sustainability by promoting strong, liveable, healthy and resilient communities. Accordingly, healthy, liveable and safe communities are sustained by: avoiding development and land use patterns which may cause environmental or public health and safety concerns; promoting cost-effective development patterns and standards to minimize land consumption and servicing costs; and promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

Furthermore, the PPS recognizes that the vitality of settlement areas is critical to the long-term economic prosperity of our communities. In the interest of all communities, land and resources should be used wisely, efficient development patterns should be promoted, resources and green spaces should be protected, and infrastructure and public service facilities should be effectively used. These principles should be incorporated into the land use patterns of all settlement areas in order to minimize unnecessary public expenditures.

Rural areas are also important to the economic success of the Province and contribute to quality of life. They play an integral role with their surrounding settlement areas in the creation of interdependent markets, resources and amenities. Leveraging these rural



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assets and amenities is important, as is protecting the environment as a foundation for a sustainable economy. Therefore, integrated and viable rural areas should be supported by conserving biodiversity and considering the ecological benefits provided by nature, as well as, providing opportunities for sustainable and diversified tourism, including those that leverage cultural and natural assets. In rural areas, the PPS notes that “rural settlements areas shall be the focus of growth and development and their vitality and regeneration shall be promoted” (PPS 2020, 1.1.4.2). When directing development in these areas, consideration should be given to “rural characteristics, the scale of development and the provision of appropriate service levels” (PPS 2020, 1.1.4.3).

Coordination when dealing with planning matters is also a requirement of the PPS. According to PPS 2020, 1.2.1 e) and f), for matters relating to the ecosystem, shoreline, watershed, and the Great Lakes, and matters related to natural and human-made hazards, a coordinated, integrated and comprehensive approach should be utilized. These matters should be integrated across municipalities, with other orders of government, and the applicable agencies and boards.

Shoreline management relates to other policies of the PPS, including its integration with recreation, parks and open spaces. PPS 2020 1.5.1 recognizes that healthy, active communities should be promoted by “planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including, ... where practical, water-based resources”, as well as “providing opportunities for public access to shorelines”.

Other provincial policy addresses the planning for sewage and water services, requiring that growth is directed and accommodated in a manner that promotes the efficient use and optimization of existing services, can be sustained by the water resources upon which such services rely, is feasible and financially viable, and protects human health and the natural environment. Municipal water and municipal sewage services are the preferred form of servicing for settlement areas (PPS 200, 1.6.6.2). It is a requirement under provincial policy that planning for servicing be integrated with land use considerations at all stages of the planning process (PPS 2020, 1.6.6.1). This integration of considerations is therefore required as part of shoreline management planning.

Updates within the 2020 PPS also mandate that infrastructure systems be provided in a manner that “prepares for the impacts of a changing climate” (PPS 2020, 1.6.6.1. b). The change in wording within the 2020 PPS focuses on requiring municipalities to prepare for “the *impacts of a changing climate*” through land use and development patterns and infrastructure systems. These impacts would be defined as “the present and future consequences and opportunities from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability” (PPS 2020, 6.0).



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Long-term economic prosperity should be supported by providing opportunities for sustainable tourism development, as well as, minimizing negative impacts from a changing climate and considering the ecological benefits provided by nature (PPS, 2020, 1.7.1).

3.1.2 Wise Use and Management of Resources (PPS 2.0)

The PPS 2020 2.1 speaks to Natural Heritage and requires natural heritage systems to be identified in various Ecoregions. Development and site alteration is not permitted in the following designated features (within Ecoregion 7E applicable to the Town of Lakeshore): significant wetlands and significant coastal wetlands (PPS 2020, 2.1.4).

Development and site alteration is not permitted in the following features, unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions: significant woodlands, significant valleylands, significant wildlife habitat, significant areas of natural and scientific interest, or coastal wetlands that are not subject to policy 2.4.1 above (PPS 2020, 2.1.5).

Development and site alteration shall not be permitted in the following features, except in accordance with provincial and federal requirements: habitat of endangered or threatened species, and fish habitat (PPS 2020 2.1.6 and 2.1.7).

The PPS also contains policies to support the protection of mineral and petroleum resources from development that may preclude or hinder the establishment of new operations or access to the resources (PPS 2020, 2.4.2).

3.1.3 Protecting Public Health and Safety (PPS 3.0)

The provincial direction on natural hazards focuses on reducing the potential for public cost or risk to Ontario's residents, and thereby directing development away from areas of natural or human-made hazards. As such, "development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to area outside of *hazardous lands* adjacent to the shoreline of the Great Lakes and other large inland lakes that are impacted by *flooding hazards*, *erosion hazards* and/or *dynamic beach hazards*" (PPS 2020, 3.1.1). It should be noted that the reference to guidance developed by the Province was not included in the 2014 PPS, and likely refers to the existing technical guidance documents.¹

The intent is for development to not occur in areas where there is an unacceptable risk to public health or safety or of property damage, and also to not create or aggravate existing hazards.

¹ E.g. Technical Guide: Great Lakes-St. Lawrence River System Tech Guide, 2001, MNRF.



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More explicitly, the PPS does not permit the creation of new lots, a change in the use of land, or any construction that requires approval under the Planning Act (e.g. a minor variance, draft plan of subdivision, part lot control, etc.) on lands within the following types of natural hazards:

- *Dynamic beach hazards;*
- *Defined portions of the flooding hazard along connecting channels* (the St. Clair River included);
- Areas that would be rendered inaccessible to people and vehicles during times of *flooding hazards, erosion hazards* and/or *dynamic beach hazards*, unless it has been demonstrated that the site has safe access appropriate for the nature of the use in question and the natural hazard; and,
- A *floodway* regardless of whether the area of inundation contains high points of land not subject to flooding.

Furthermore, in accordance with the PPS, the following uses are not permitted to locate in *hazardous lands* and *hazardous sites*:

- *Institutional uses* including hospitals, long-term care homes, retirement homes, pre-schools, school nurseries, day cares and schools;
- *Essential emergency services* such as those provided by fire, police and ambulance stations and electrical substations; or,
- Uses associated with the disposal, manufacture, treatment or storage of *hazardous substances*.

Although, development may be accommodated within portions of hazardous lands and hazardous sites where the effects and risk to public health and safety are minor, can be mitigated in accordance with Provincial standards, and where all the following criteria are demonstrated and achieved:

- The *development* and *site alteration* (e.g. the change in use as well as the construction process) is carried out in accordance with *flood proofing standards, protection works standards, and access standards*;
- Vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies;
- New hazards are not created, and existing hazards are not aggravated; and
- No adverse environmental impacts will result (PPS 2020, 3.1.7).



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Typically, this type of development is carried out through additional guidance outlined in municipal policy, specifically the policies contained within the Town of Lakeshore Official Plan described in Section 3.3 below.

3.1.3.1 Special Policy Areas (PPS 3.1.4)

Despite the restrictions on development within *hazardous lands*, there are exceptional circumstances where *development* and *site alteration* may be permitted in areas associated with the *flooding hazard* along watercourses, rivers, streams, and small inland lakes or waterbodies that have a measurable or predictable response to a single runoff event. These situations require a land use designation called a *Special Policy Area*, which is a defined area that contains site-specific policies that have been approved through a Provincial review.

The intent of a *Special Policy Area* is to provide for the continued viability of existing uses and developments (which are generally on a small-scale) and address the significant social and economic hardships to the community that would result from strict adherence to the provincial policies regarding land use and development. These areas are not intended to allow for new or intensified *development* and *site alteration*, if a community has feasible opportunities for *development* outside the *flood plain* (PPS, 2020, 3.1.4 and 6.0).

It should be noted that a *Special Policy Area*, as currently defined within the PPS would not apply to the shoreline of Lake St. Clair (since it is not considered a watercourse, river, stream, or small inland lake). It should be noted, however, that there may be interest from the Ontario Government in reviewing the current policy framework for *Special Policy Areas*. This was flagged as an item to review within Ontario's Flood Strategy (MNRF, 2020).

3.1.4 PPS Definitions

In the context of the Town of Lakeshore Shoreline Management Plan, the lands adjacent to the shoreline of Lake St. Clair would either be considered *hazardous lands* or *hazardous sites*. Lake St. Clair is considered part of the *Great Lakes – St. Lawrence River System*, a major water system consisting of the Great Lakes and their connecting channels. The types of natural hazards that have the potential to be located adjacent to the shoreline are defined as follows:

Hazardous lands:

Property or lands that could be unsafe for development due to naturally occurring processes. Along the shorelines of the *Great Lakes – St. Lawrence River System*, this means land, including that covered by water, between the



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international boundary, where applicable, and the furthest landward limit of the *flooding hazard*, *erosion hazard*, or *dynamic beach hazard* limits. ...

Hazardous sites:

Property or lands that could be unsafe for *development* and *site alteration* due to naturally occurring hazards. This may include unstable soils (sensitive marine clays [leda], organic soils) or unstable bedrock (karst topography).

Other definitions that are integral to describing and understanding the common types of natural hazards are as follows:

Dynamic beach hazard:

Areas of inherently unstable accumulations of shoreline sediments along the *Great Lakes – St. Lawrence River System* ..., as identified by provincial standards, as amended from time to time. The *dynamic beach hazard* limit consists of the *flooding hazard* limit plus a dynamic beach allowance.

Flooding hazard:

The inundation, under the conditions specified below, of areas adjacent to a shoreline... and not ordinarily covered by water: a) along the shorelines of the *Great Lakes – St. Lawrence River System* ... the *flooding hazard* limit is based on the *one hundred year flood level* plus an allowance for *wave uprush* and *other water-related hazards*.

Erosion hazard:

The loss of land due to human or natural processes, that poses a threat to life and property...

Wave uprush:

The rush of water up onto a shoreline or structure following the breaking of a wave; the limit of wave uprush is the point of further landward rush of water onto the shoreline.

Other water-related hazards:

Water associated phenomena other than flooding and wave uprush which act on shorelines. This includes, but is not limited to ice, ice piling, ice jamming, as well as the impacts of wakes from passing boats.



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3.2 County Official Plan

The Town of Lakeshore falls under the upper-tier municipality of the County of Essex. The purpose of the County Official Plan (COP) is to establish a policy framework for managing growth, protecting resources and providing direction on land use decisions during the planning period to 2031. The intent is to implement the PPS at the County level and provide guidance and direction to the seven local municipalities, including the Town of Lakeshore, in their preparation and future implementation of Official Plans (OP), OP amendments and Zoning By-laws. Some of the Plan's key goals for a healthy County are to "protect life and property by directing development away from natural and human-made hazards" and to ensure that Lake St. Clair is noted as a significant area "for fishing and hunting and that future land use decisions are made with regard to maintain access to these resources".

Section 2.4 of the COP outlines the policies related to flood and erosion (natural hazards). It is a policy of the COP to identify the Lake St. Clair floodprone areas as being susceptible to *flooding* and *erosion hazards* and sets the regulatory flood standard for *flood plains*. From this, the local municipalities must identify areas susceptible to flood and/or erosion along areas of Lake St. Clair, as well as the other major waterways, in consultation with local Conservation Authorities. The COP dictates that local Municipalities, including the Town of Lakeshore, establish policies in their local Official Plans that direct *development* outside of areas susceptible to flooding and/or erosion and identify these areas in local Zoning By-laws. Also, for development and site alteration that may be permitted within the areas identified as being susceptible to flooding and/or erosion the County sets out specific criteria. The COP requires that dynamic beaches are identified in a local OP, in consultation with the applicable CA, to conserve and safeguard the natural ecosystem, tourism potential, adjacent land uses and related public safety.

For development fronting on the Lake St. Clair shoreline, the County requires that the Town of Lakeshore establish policies and regulations that provide development setbacks, elevations and shoreline protection measures. Setbacks are the preferred method for protecting new development as opposed to relying on structural or non-structural protection measures that require maintenance and upgrading over time. At the County level, the OP policies commit Essex to exploring opportunities for longer term solutions to recurring flooding where existing development exists within shoreline floodprone areas. The County will support the preparation of detailed studies to identify and define natural hazard areas for streams, rivers, lakefronts and connecting channels. These studies will be undertaken to conserve *natural heritage features* and the *natural heritage system*, capitalize on tourism potential, protect adjacent land uses, and enhance public safety (Section 2.4.1 h)).



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3.3 Municipal Official Plan

In accordance with the Planning Act, and implementing provincial policy, the Town of Lakeshore Official Plan (OP) establishes the goals, objectives, and policies to support the creation of strong communities, the wise use and management of resources and the protection of public health and safety. It identifies the Township's strategic direction within the applicable requirements set out in provincial policy and County-wide policy, as expressed in the Essex County Official Plan. The local OP manages and directs physical change and is designed to promote the vital link between the community, the economy, and the natural environment.

It should be noted that the Municipality is currently undertaking a five-year review of the Official Plan. It is intended that the SMP will provide guidance with respect to revised shoreline hazard mapping.

A key planning objective of the OP is to foster growth and development that is naturally inviting and environmentally aware. The Town accommodates a variety of significant natural features and environments that provide ecological, cultural and recreational benefits. It is the desire of the Town to protect and expand these natural systems to promote the creation of a linked system of features, and their ecological functions. Additionally, the OP identifies a strategic direction to "direct development away from natural and human-made hazards and flood and erosion hazards" (2.3.6 d)).

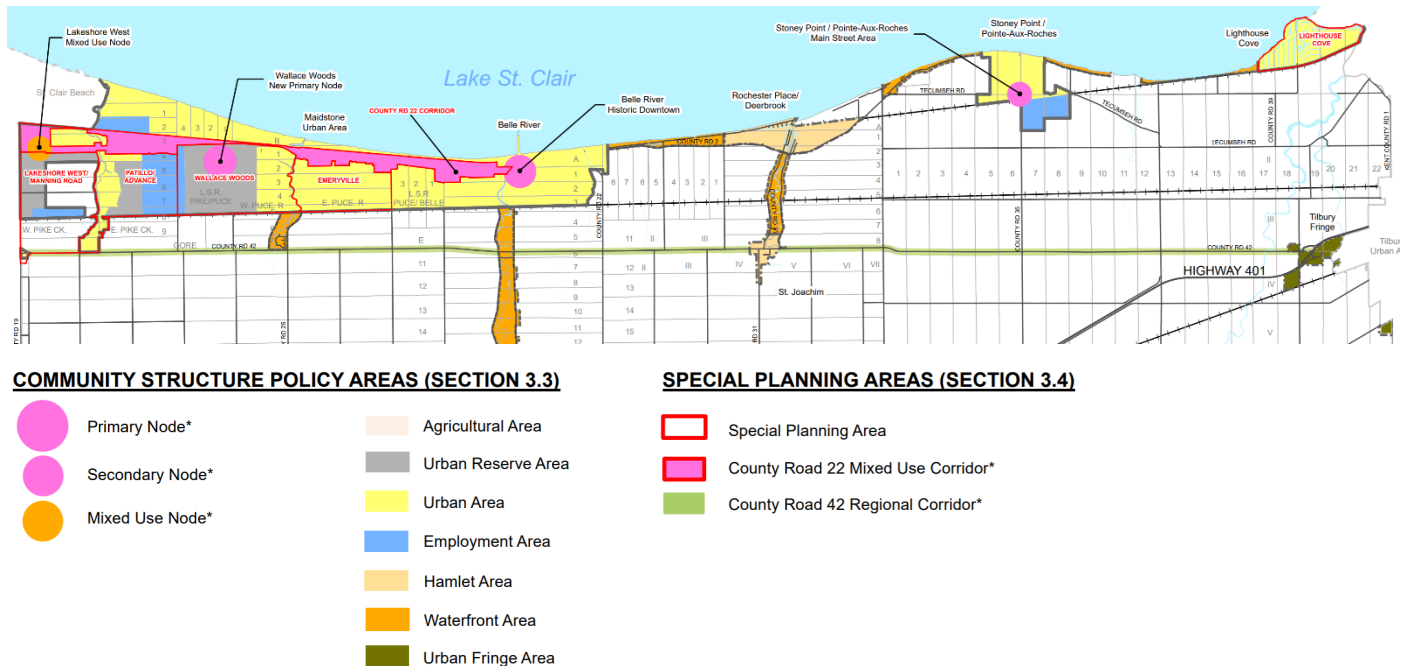
A key component of the OP is managing where and how to grow in a manner that accommodates the Town's projected population and employment growth, while protecting the County's agricultural, rural and natural resources. The fundamental community structure and guidance for long-term growth is guided by Schedule "A" – Community Structure. **Figure 1** shows the Town of Lakeshore Shoreline Management Plan Study Area as it related to the community structure polices areas of Schedule "A" (see Appendix C).



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Figure 2 Schedule "A" Community Structure



Along this stretch of the southern coast of Lake St. Clair, there are multiple land use types present. Much of the shoreline is designated as a Waterfront Areas, which is to accommodate predominately existing residential, commercial, recreational and open space and related uses. Limited growth may be accommodated through infill and development of vacant lands in accordance with all applicable policies for servicing, natural heritage and hazard lands. The Town will also promote opportunities for public access to the waterfront and the development of a waterfront trail system.

Urban Areas are also seen along the shoreline, extending inland - in some cases, as far south as the existing rail line. These designations are some of the largest urban areas in the Town of Lakeshore and function as the Town's focal point for growth, development and urban activities.

Other land use designations include Hamlet Areas, which are small rural settlements providing limited services to the surrounding agricultural community, and which are expected to experience only minor infilling and development of vacant lands, as appropriate.

The County Road 22 Mixed Used Corridor is envisaged as a higher intensity mixed use corridor extending across the Maidstone and Belle River Urban Areas, which is anticipated to accommodate a combination of commercial, retail and residential uses



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through infilling, intensification and redevelopment, and the development of vacant and underutilized lands.

There are areas of extensive development along the shoreline, in some cases where natural hazards are present. In these areas, a reasonable compromise will be made between the extent of the hazard and the continued use and future development of the area (Section 5.4.1). The situation is particularly applicable to the Urban Areas, Hamlet Areas and Waterfront Residential Areas. The Zoning By-law may establish specific zones to address existing development locations within this area.

3.3.1 Special Planning Areas

Six (6) Special Planning Areas have been identified in the Town's OP, based on the desired growth management framework. It is generally intended that secondary plans may be prepared for these areas to comprehensively address future land use patterns for new development areas or to implement a specific planning initiative. If a Special Planning Area falls within the Shoreline Management Study Area, any future secondary planning for the area should consider the recommendations and updated mapping resulting from this Study. The Special Planning Areas include the following locations:

- Emeryville
- Patillo/Advance
- County Road 22 Corridor
- Wallace Woods
- Lakeshore West/Manning Road
- Lighthouse Cove

3.3.2 Official Plan Hazard Policies

It is a priority of the Town to ensure the sustainable use of resource assets, to protect and enhance significant natural features and functions, and to reduce the risk to public safety and property from hazards, such as flooding, unstable slopes and human-made hazards. Section 5.4.1 of the Town's OP outlines the intent of the Town to protect life and property by respecting natural and human-made hazards, which may represent constraints to development.

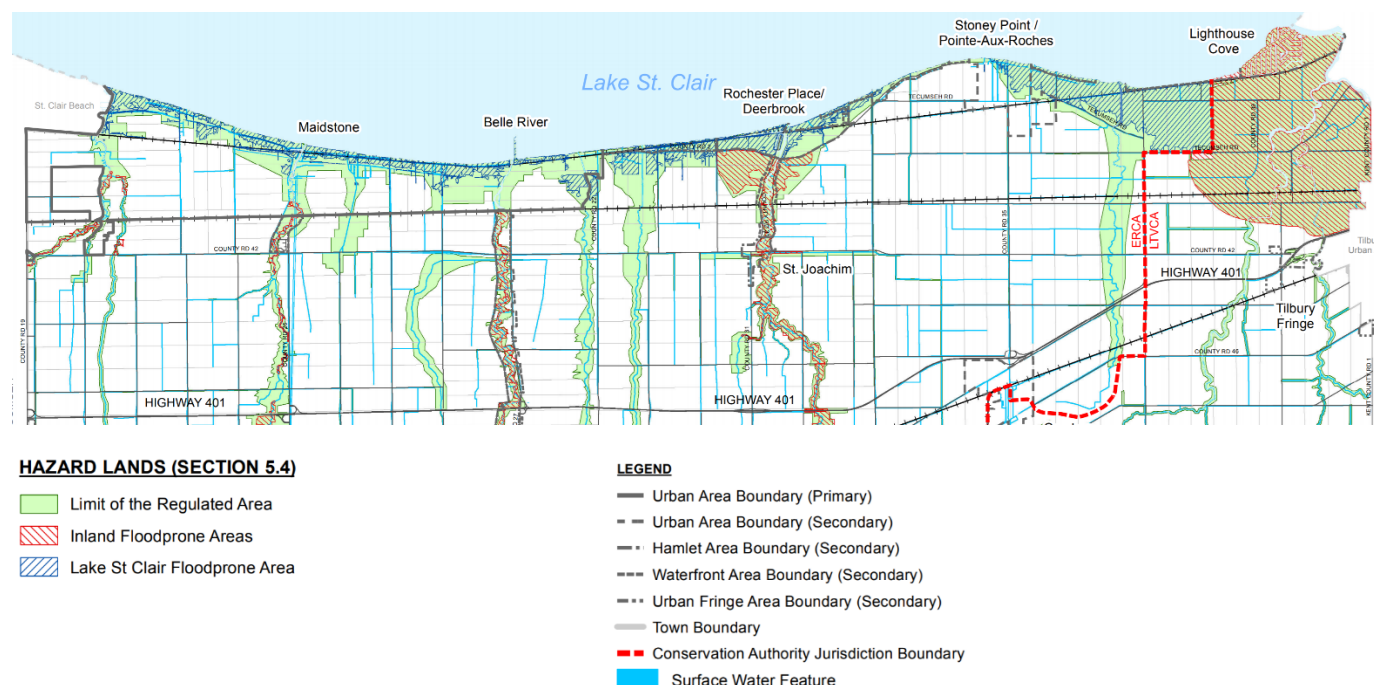
The policies regarding natural hazards will be applied when determining uses permitted on lands identified as Hazard Lands and illustrated as: the Limit of the Regulated Area; Lake St. Clair Floodprone Areas; and, Inland Floodplain Control Areas, as shown on Schedule "B.4" of the Town's OP. **Figure 2** shows the extent of the Town's shoreline outlining its Draft Natural Hazards and Floodprone Areas.



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Figure 3 Schedule “B.4” Natural Hazards and Floodprone Areas



Section 5.4.1.1 of the Town OP outlines the applicable policies for the Limit of the Regulated Area (LORA), which requires that appropriate arrangements be made with the appropriate conservation authority prior to permitting development. Within the LORA lands, policies for “Inland Floodprone Area” or “Lake St. Clair Floodprone Area” may also apply.

It should be noted that these areas are referred to differently between the OP Schedules and Text, which may cause confusion. The OP Schedules refer to “Inland Floodprone Areas” and “Lake St. Clair Floodprone Area”, while the text of the OP policies refer to “Inland *Floodplain Development Control Area*” and “Lake St. Clair *Floodplain Development Control Area*.” The current Official Plan Review process, along with this SMP provide the opportunity to revise these policies for consistency.

Inland Floodprone Area/Inland Floodplain Development Control Area policies (Section 5.4.1.2) require that development on these lands, other than lands in the floodway, may only be permitted if the existing or potential hazards can be overcome by accepted engineering techniques and resource management practices, such as those set out by Provincial technical manuals. Additionally, the Town must consider the costs and benefits in economic, social and ecological terms of any engineering works or resource management practices needed to overcome the impacts. Furthermore, any new



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development must meet minimum flood protection standards, and appropriate vehicular access routes are to be maintained. Lastly, as required by provincial policy, certain uses are prohibited in Hazard Lands which include: any uses involving hazardous substances or sewage; institutional uses (schools, nursing homes, etc.); emergency services or electrical substations.

Lake St. Clair Shoreline Floodprone Area/Floodplain Development Control Area policies, as outlined in Section 5.4.1.3 of the OP, note that buildings are required to be floodproofed to protect them from lake-related flooding. An appropriate setback from the defined shoreline of the Lake may also be required to protect the building from wave uprush and other water related hazards. Generally, the policies state that development should be directed outside of the furthest landward limit of the dynamic beach hazard limit, and the flood hazard limit and the erosion hazard limit. As in the inland floodprone areas, areas that would be rendered inaccessible to people/vehicles during a time of hazard events would not be permitted to be developed unless it has been demonstrated that the site has safe access. Any development in the dynamic beach hazard would also not be permitted. Additionally, as is the case in inland floodprone areas, certain uses are prohibited which including: any uses involving hazardous substances or sewage; institutional uses (schools, nursing homes, etc.); emergency services or electrical substations.

Despite these restrictions, development in the Lake St. Clair Shoreline Floodprone Area may be permitted in some circumstances. In consultation with the CA, and where the risks can be absorbed, managed or mitigated in accordance with the Town's standards, development may be permitted. The Town's standards include:

- Safely addressing the hazards, and ensuring that development is completed in accordance with floodproofing standards, protection works standards, and access standards;
- Existing hazards are not aggravated or new hazards are not created;
- No adverse environmental impacts will result, and no negative impacts on Natural Heritage Features will result;
- Vehicles and people have a way of safe ingress and egress during times of flooding, erosion or other emergencies; and,
- Development is carried out in accordance with established standards and procedures.

Existing development and land uses are also addressed in the policies of the OP dealing with the lands within the Lake St. Clair Shoreline Floodprone Area. The Town commits to undertaking studies in cases of severe water and erosion damage to the



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Town roads or other Town property (Section 5.4.1.3. e). These studies aim to compare the costs of erosion abatement with structure relocation, road closing or relocation, or the acquisition of new properties. Alternatives will be considered prior to any erosion abatement scheme or other course of action being taken. Repairs and minor additions may be permitted to existing non-conforming development, subject to applicable regulations (Section 5.4.1.3. f). Replacements to existing buildings or structures may be permitted provided it does not result in an increase in the original usable floor area or alter the original use or affect shoreline processes (Section 5.4.1.3. g).

There may be areas where the hazard needs to be addressed on a comprehensive basis, rather than an individual lot basis (Section 5.4.1.3. h). Therefore, a more comprehensive review of the particular hazard may need to be evaluated prior to replacing and building or structure. Nothing in the policies for the Lake St. Clair Shoreline Floodprone Area should be interpreted to prohibit the relocation of an existing building or structure presently located within the erosion hazard limit further from the hazard (e.g. the top of bank) even if it is still in the erosion hazard limit.

Other hazards may exist along the shoreline, such as unstable soils and steep slopes. In these areas, the Town, in consultation with the CA with jurisdiction, may require a geotechnical study or engineering analysis in order to determine the feasibility of proposed development (Section 5.4.1.4).

In accordance with the Zoning By-law, the applicable Conservation Authority has jurisdiction for hazard issues within the Limit of the Regulated Area (LORA). The permitting authority of a CA is outlined in Section 28 of the Conservation Authorities Act (CAA), R.S.O 1990, C.C.27, as amended. As the Town's shoreline covers two conservation authority boundaries, specific regulations of the CAA apply to Lakeshore's two watersheds.

3.4 Conservation Authorities Act

All lands within the Limit of the Regulated Area are regulated by the "Development, Interference with Wetlands and Alteration to Shoreline and Watercourses Regulations" under the Conservation Authorities Act. As such, the relevant Conservation Authority should be contacted when proposing development within or near the lands identified on Schedule "D.4" as the Limit of the Regulated Area, which comprises three principal hazards: riverine hazards, shoreline hazards and other hazards (i.e. ice jams).

3.4.1 Ontario Regulation 97/04 and 158/06, and 152/06

Ontario Regulation 97/04 under the Conservation Authorities Act (CAA) is more commonly known as the "Development, Interference with Wetlands and Alteration to Shoreline and Watercourses Regulations" which outlines general content of the



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Conservation Authorities' (CA) ability to regulate hazards under Section 28 of the CAA. Ontario Regulation 158/06 (Essex Region CA) and 152/06 (Lower Thames Valley CA) provide more context in the applicable conservation authorities within the study area. At any given location in the Town of Lakeshore, two of the CAA regulations apply to a specific geography: a. the general O.Reg 97/04; b. either O. Reg 158/06 or O. Reg 152/06, depending on the watershed that the site falls within.

It should be noted that there have been recent changes to the Conservation Authorities Act through both Bill 139 – Building Better Communities and Conserving Watersheds Act, and Bill 108 – More Homes, More Choice Act. Implications of these changes to this study will be explored through discussions with both LTVCA and ERCA through the study.

The general content and authority of Ontario Regulation 97/04 prohibits development in or on: hazard lands, wetlands, areas adjacent or close to the shoreline of Lake St. Clair, including the area from the furthest offshore extent of the authority's boundary to the furthest landward extent of the boundary, based on distances that are outlined in the regulation. These distances, and therefore the "regulated area", can change based on the presence of certain hazards that can exist along the shoreline (e.g. dynamic beaches). The Regulated Area under the CAA largely correspond to those hazards defined by the Technical Guidance documents used in implementing the policies of the PPS.

O. Reg 158/06 applies to lands within the watershed boundary of the Essex Region CA.

O. Reg 152/06 applies to lands which fall within the watershed boundary of the Lower Thames Valley CA.

While the CAA and the accompanying Regulations represent a regulatory and permit process separate from the land use planning process, they have an important relationship – the land use planning system, governed by the *Planning Act*, PPS, and implemented through local Official Plans and Zoning Bylaws, should adequately consider and plan for these hazard areas such that a Section 28 Permit can be granted at the time of building.

3.5 Canada-Ontario Agreement on Great Lakes Water Quality and Ecosystem Health

The Great Lakes, along with its inland waterways are seen as the foundation of Ontario's economic prosperity and well-being, as they supply water, support the Province's economy and provide healthy ecosystems for recreation and tourism. As such, the Province undertakes continued negotiations and partnership with the federal government under agreements such as the Canada-Ontario Great Lakes Agreement.



TOWN OF LAKESHORE SHORELINE MANAGEMENT PLAN

Policy Summary and Considerations September 25, 2020

The agreement supports the ongoing restoration of the water quality and ecosystem health in designated areas of the Great Lakes. As outlined in the Preamble to the Provincial Policy Statement, there may be circumstances where planning authorities should consider agreements related to the protection or restoration of the *Great Lakes – St. Lawrence Basin*, such as those between Ontario and Canada.

This Shoreline Management Plan will have regard for the Canada-Ontario Great Lakes Agreement, and recommendations should ultimately contribute to the ultimate goal of supporting the ecosystems and water supply provided by Lake St. Clair.

4.0 Policy Summary and Considerations

There is strong provincial and municipal policy support and mandate to assess and delineate shoreline hazards and their impact on existing and future development. The recent changes in the PPS, including the requirement for municipalities to “prepare for the impacts of a changing climate” recognizes that climate change represents a significant threat to the viability of settlements within vulnerable areas. It will continue to present significant challenges to all communities, particularly in municipalities such as the Town of Lakeshore, where a significant portion of the population and developed area are particularly vulnerable to the impacts of a changing climate due to their location along the shoreline.

The mapping, technical assessment, modeling, and policy recommendations that result from this SMP must be coordinated and fully integrated with ongoing considerations for land use, development and future economic growth, recreational and cultural heritage assets, and municipal infrastructure systems. It must also be well integrated with the legislation and directives of the two Conservation Authorities having jurisdiction.

It is noted at the outset that, upon completion of the appropriate technical assessment and accompanying mapping, the SMP should make policy recommendations to achieve greater consistency and transparency within the Municipality’s existing Natural Hazard Policies, and may also make recommendations for changes to other land use policies and accompanying mapping. Depending on the results of the hazard analysis and mapping, there will be opportunities to provide more specific policy guidance with respect to new development along the shoreline, and direction for the treatment of existing developments.



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Next Steps

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5.0 Next Steps

Phase 2 of the SMP involves the completion of the following tasks:

- Completion of shoreline analysis, modeling, and mapping. These tasks will be completed based on the data that was collected during Phase 1 of the study, which included bathymetric surveys, oblique aerial photography, and the development of a shoreline protection database. The analysis will provide the scientific and technical rationale for the development of appropriate shoreline management alternatives and land use policies in coordination with project stakeholders:
 - Establish new 1:100 Year Flood Level
 - Evaluate Nearshore Wave Climate and Wave Uprush
 - Calculate Historical Shoreline Change Rates
 - Dynamic Beach Assessment
 - Generation of hazard setbacks to account for Climate Change
 - Produce 1:2,000 scale Hazard Mapping
- **Land Use Policy Best Practices Review.** Coastal municipalities throughout Ontario and beyond are dealing with similar challenges. In addition, there is some uncertainty surrounding the implementation of the new changes to PPS policies. We will conduct a policy review in similar jurisdictions and consult with municipal and provincial agencies to consider strategies and alternatives for updated municipal policies related to existing and future shoreline development.
- **Public and Stakeholder Engagement Round 2.** This will include a meeting with the Technical Advisory Committee to review the results of the technical analysis within Phase 2, to confirm direction for Phase 3, and to collectively review the Phase 2 public engagement message. A public engagement event will also be held to present the results of the technical analysis, but also to facilitate a community discussion on what the shoreline management approaches may look like, and what policy approaches may mean for the community. We recognize that the content and messaging surrounding this public engagement event will need to be carefully considered and reviewed by the project team prior to presenting information. This phase also includes an update to Council or the Flood Task Force Committee.



TOWN OF LAKESHORE SHORELINE MANAGEMENT PLAN

References

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**TOWN OF LAKESHORE
SHORELINE MANAGEMENT PLAN**

Appendix A Consultation Plan
September 25, 2020

Appendix A Consultation Plan





Communication Plan

Town of Lakeshore

Shoreline Management Plan

This is a living document and needs to be updated as the project progresses.

Prepared for:

Town of Lakeshore

Prepared by:

Stantec Consulting Ltd.



SHORELINE MANAGEMENT PLAN; TOWN OF LAKESHORE

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Prepared by _____
(signature)

Nick Dyjach, CPT

Approved by _____
(signature)

Stephanie Bergman, MA, ENV SP

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BACKGROUND + CONTEXT

The northern extent of the Town of Lakeshore consists of the Lake St. Clair shoreline and includes both serviced, and unserved development areas. Each reach of the shoreline is subject to shoreline hazards (flooding and erosion). Currently, the Town of Lakeshore does not have a shoreline management plan for the reach of shoreline within the boundary of the municipality. The Essex Region Conservation Authority has been regulating development activities along the Lake St. Clair shoreline (through O. Reg. 158/06) since 1984 using flood line and erosion produced in 1976. The northern portion of the Town is also located within the Lower Thames Valley Watershed and is regulated under O. Reg. 152/06.

The Town of Lakeshore has retained Zuzek Incorporated ("Zuzek") and Stantec Consulting Ltd. ("Stantec") to prepare the Shoreline Management Plan (SMP) for the Town of Lakeshore. The SMP will have regard for

- **Prevention** of new development from locating within areas subject to loss of life and property damage from natural hazards;
- **Protection** of existing infrastructure and development from natural hazards through the application of structural and non-structural measures (including acquisition);
- **Emergency Response** to prepare for emergency situations through flood forecasting and warning systems and implement appropriate emergency response procedures such as evacuating areas and disaster relief.
- **Public Information** to increase awareness of challenges and risks associated with shoreline hazards;
- **Environmental Conservation** to ensure that no adverse environmental impacts result from actions; and
- **Monitoring** the implementation of the Shoreline Management Plan and the effectiveness of the recommendations.

Engagement for the project plan will consist of three main phases – an initial engagement with stakeholders and the public to make introductions; engagement with stakeholders and the public to review draft objectives; and to present the final recommended options and draft plans to stakeholders and the public prior to Council consideration. A project website will also be created where members of the public will be able to interact with project information throughout the study.

This Communications Plan will create a framework for how the public and stakeholders will be engaged throughout the study, highlights key objectives for the engagement, and communications strategies.

MISSION STATEMENT

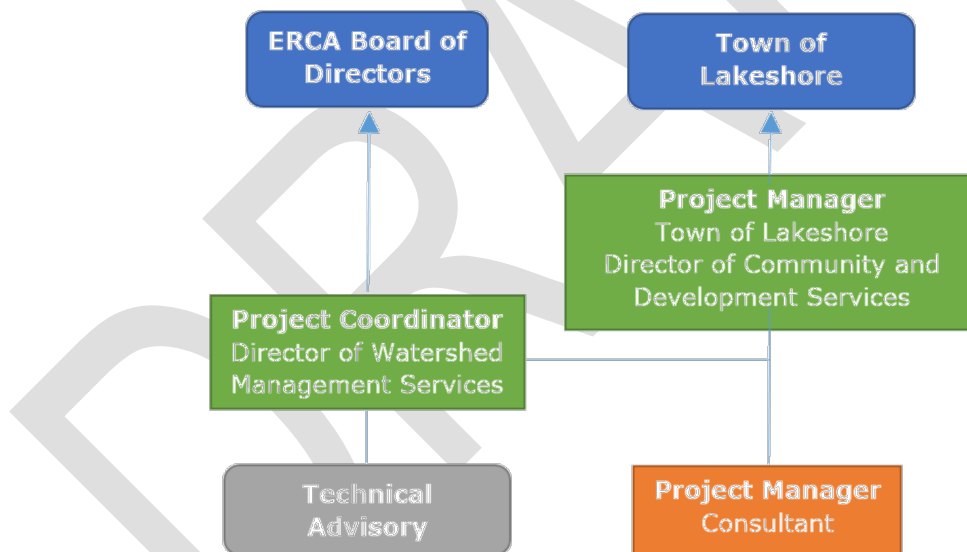
Stakeholder engagement will be open, inclusive, transparent, and dynamic. The project team, including Town of Lakeshore, Zuzek and Stantec staff, will strive to incorporate community priorities into the decision-making process, and articulating the . We acknowledge that achieving consensus is difficult and unlikely due to various stakeholders and interests, however the Communications Plan will provide the framework to encourage feedback that can be integrated into the planning process and communicated the benefits and trade-offs made throughout the project.

ENGAGEMENT FOCUS + GOALS

- To encourage community involvement in the project process through transparent and accessible engagement opportunities.
- To develop an understanding of the existing perceptions of issues and opportunities.
- To identify increase community awareness of challenges and risks associated with shoreline development.
- To document stakeholder input and validate involvement.
- To acknowledge, communicate, and educate stakeholders of the potential impacts of the study on land impediments and potential development barriers; and
- To craft recommendations that are reflective of stakeholder input and broadly supported.

COMMUNICATIONS APPROACH

The success of the Plan will require active input in buy-in from a range of key stakeholders, both internal and external to the project team. It is anticipated that a Technical Advisory Committee (TAC) will be convened and a Project Coordinator will be assigned to chair the TAC meetings and liaise with the ERCA Board of Directors.



Residents and property owners along within the study area, particularly along shoreline areas, will have significant interest in the development of the Plan and it is anticipated that the Plan will face significant interest by property owners due to the potential for perceived/real impacts to future development potential. Education will be a significant component of the communications plan for the study. The International Association of Public Participation recognizes a spectrum of community engagement activities with increasing levels of stakeholder authority in the decision making process:

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Inform – Provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions.

Consult – Obtain public feedback on analysis, alternatives and/or decisions. For example, this may be done through use of comment forums, focus groups, surveys, or public discussions.

Involve – Work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered. For example, design studios, workshops, and deliberative interviews may be used to directly influence decision-making.

Collaborate – Partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution. This level of involvement may form a stakeholder advisory committee or mediation.

Empower – Place final decision-making in the hands of the public. This level allows the stakeholders to decide, through voting ballots or a delegated committee decision, for example.

This project team will endeavor to Inform and Consult stakeholders throughout the process to convey information to landowners, elicit community support, and solicit feedback. By the very nature of the project, the decisions of the shoreline management plan will be made by Council based on recommendations supported by scientific evidence and guided by regulatory policy.

KEY CONTACTS

Town of Lakeshore

Tammie Ryall, MCIP, RPP

Director of Community and Development Services

(519) 728-1975 x 292

tryall@lakeshore.ca

Consultant Team

Stephanie Bergman, MA, ENV SP

Stantec Consulting Ltd., Project Manager

(519) 675-6614

stephanie.bergman@stantec.com

Peter Zuzek, MES, CFM, P.Geo

Zuzek Inc., President

(905) 719-8980

pzuzek@zuzekinc.com

ROLE OF THE TECHNICAL ADVISORY COMMITTEE

The Technical Advisory Committee (TAC) represents the interests of the municipality, utility and transportation stakeholders, as well as the public as a whole with matters concerning public safety and emergency response, flood protection, environmental quality, conservation, among other aspects. The TAC

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will consist of subject matter experts, including key representatives from the Town of Lakeshore, the Essex Region Conservation Authority, Lower Thames Valley Conservation Authority, the Ministry of Natural Resources and Forestry/Ministry of the Environment, Conservation and Parks, VIA Rail, Lakeshore Community Emergency Management Coordinator, and the County of Essex Planning Division. TAC meetings will provide valuable input to the Project Team:

- to communicate local knowledge, guidance and expertise;
- to identify potential technical issues, constraints or impacts and confirm the work plan;
- to ensure that accurate technical information or resources are available or assembled; and
- to foster a positive working relationship between the Town, County, conservation authorities and external agencies.

ROLE OF THE PROJECT TEAM

The project team, including the consulting team and Town staff, will provide the overall guidance and accountability for the engagement process.

Town staff will be responsible for scheduling events, updating online content to the Town's website, distributing activity notifications, and providing oversight on activities and develop any key messaging, branding, or content deemed necessary.

The Town of Lakeshore Director of Community and Development Services, Tammie Ryall, will be the primary project spokesperson and the contact person in media releases pertaining to the project. Town Mayor, Tom Bain, should be quoted on media releases to lend political support and legitimacy to the project.

Stantec and Zuzek will develop materials for Public Information Centre (PIC) and may be asked to provide Town Council presentations, including presentations and poster board materials. Stantec will also design, deliver, and document the engagement activities. Stantec will be expected to provide event planning, communications, invitations, and logistics for PIC events, including:

- Draft and design invitations/notifications;
- Draft, design and produce poster boards; and
- Provide sharpies, sticky pads, name cards, etc.

ROLE OF THE COMMUNITY

Community engagement is critical as the SMP and recommended policy changes may affect landowners and the implications of any desired future development opportunities. Public engagement for this project is anticipated to be largely at the "Inform" and "Consult" level to convey information, educate the public of the outcomes and desired principles of shoreline management, and to obtain feedback at each phase of the project, while also allowing for some public and key stakeholder involvement in initial phase. Residents will be acknowledged as "local influencers" that will help identify constraints and areas of concern in their own community.

ENGAGEMENT EVENTS + COMMUNICATIONS

Project communications will take on a dynamic and multi-pronged approach that will support the overall goals and objectives outlined in the Engagement Strategy, as well as the phase-specific goals outlined in this plan. The overall strategic approach will leverage a variety of communication channels to provide information and receive feedback including the following.

- **Public Information Centres** will be held in open house format to allow residents and stakeholders to congregate in a relaxed setting, with multiple opportunities for information sharing with other residents, industry professionals, and councillors if available.
- The **Town of Lakeshore website (www.lakeshore.ca)** that will function as a repository for project related information, notices, timelines and final documents.
- The Town has implemented new public engagement online software. **PlaceSpeak** will administer engagement opportunities and document public input automatically, which will be used in reporting.
- **Directed notifications (letters of invitation)** will be distributed to stakeholders prior to key events as a tool to inform and remind of upcoming public engagement activities.
- Advertisements placed the **local newspaper(s)** may be used to inform the broader public.
- **Report to Council** with regular updates.
- **Communicate through Councillors**, businesses and local organizations to spread information as broadly as possible.
- Updates using **social media** to advertise key project updates and engagement opportunities will be promoted by Town of Lakeshore accounts holders.

As the project progresses, communication and engagement will be evaluated at each phase. Any suggestions to improve communications are accepted and may be incorporated as the project continues.

This section outlines in more detail what activities and platforms are planned. Activities are intended to meet those communication and engagement objectives and commitments outlined in our strategy. Each of the three Phases in the process will actively engage stakeholders and the community, present new information and solicit their feedback. Each phase will also summarize what we've heard and how we intend to use that information, which may then be available at city hall and uploaded to the Town's website and/or PlaceSpeak website to ensure a transparent engagement process, or provided to Council for their review, considerations.

PHASE 1: BACKGROUND REVIEW & CONSULTATION

ENGAGEMENT GOALS:

- Assembly of TAC and receive initial feedback from subject matter experts.
- General introductions to project team, subject matter experts and municipal staff.
- Introduction to the project framework, acquisition and review of available technical studies; and finalization of process.
- Seek advice from landowners and areas of concern.

ENGAGEMENT OBJECTIVES:

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- To officially commence the project and communications, providing introductions to project team and project purpose/timelines, and planning/project process.
- To establish engagement expectations and “rules of engagement”.
- To encourage project involvement and alternative avenues for providing feedback (e.g. website, survey, future events).
- To host a community Open House and individual meetings (or conference calls) where necessary with key stakeholders.
- To solicit feedback and perceptions of community (SWOT Analysis).
- To initiate an online presence to provide convenient access to information and a line of communication.
- To document all input received.

COMMUNICATION ACTIVITIES:

Technical Advisory Committee (TAC) – Meeting #1: A kick-off meeting will be held with the identified Technical Advisory Committee. Due to the preliminary nature of this meeting, we propose that the meeting may be held as a teleconference. The Scope of Services shall be provided to attendees prior to the meeting for review and comment. The objectives for the meeting will be to ensure key stakeholders are in agreement with the work program and objectives moving forward.

Project Initiation Notice: Notice to be sent to community landowners to officially commence study, provide a web address to the Town’s website and PlaceSpeak, contact information for key team members, and invitation to initial open house (PIC #1) meeting. Notice to be mailed in the form of a letter or postcard.

Public Information Centre (PIC) – Open House #1: an event will be held to introduce the project and project team and solicit community feedback including perceptions of existing community (facilities and land uses). Initial meetings will introduce the purpose of the Secondary Plan and Community Improvement Plan, identify local constraints and opportunities (SWOT Analysis) and an extract a vision for the long-term community sustainability. A PIC Summary will be created to recap feedback received.

Online Platform: An online presence is ideal for those who are unable to attend the PIC event. Using out-of-the-box online software, such as PlaceSpeak, polls or surveys may be used to solicit information. Available reports, information and project progress will be deposited online for review, maintaining transparent and convenient access to information. Links to access the content will be provided on notifications mailed to stakeholders and the Town’s website.

Presentation to the Town of Lakeshore Council: To facilitate buy-in from key stakeholders, we have included a presentation to the Town of Lakeshore Council at the conclusion of Phase 1 in order to ensure they are informed throughout the study. A representative from Zuzek Inc. and Stantec will be in attendance to present Phase 1 findings and answer questions from Council.

DELIVERABLES:

- TAC Scope of Services
- Online content (e.g. resources, graphics, text).
- Notification letter to residents/landowners.
- Open House feedback forms

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- PIC #1 summary report.
- Council presentation #1

PHASE 2: TECHNICAL ANALYSIS

ENGAGEMENT GOALS:

- Produce new 1:100 Year flood extents and draft Hazard Mapping for review
- Produce preliminary land use policy best practices for review
- Summarize and communicate technical review/findings
- Elicit technical feedback from subject matter experts and TAC
- Gauge response to preliminary technical evaluations and receive feedback to aid in final policy recommendation(s)
- Maintain a transparent project plan

ENGAGEMENT OBJECTIVES:

- To update TAC and stakeholders on the technical analysis and work completed to date.
- To present flood Hazard Mapping and inform landowners and stakeholders of initial results and potential impacts.
- To continue an online presence and provide updated information, timelines, and concepts and receive public input.
- To document all input received.

COMMUNICATION ACTIVITIES:

Technical Advisory Committee (TAC) – Meeting #2: A meeting will be held with the identified Technical Advisory Committee to review the 1:100 year flood mapping and hazard mapping. A discussion of overall impacts and issue/concerns will evaluate next steps, including information to be presented at PIC #2.

Public Notice: Notices to be sent to community landowners to advertise the second Open House to discuss and provide feedback on draft planning vision/objectives and conceptual options. Notice will also provide a link to the Town's website, engagement survey, and contact information for key team members. The Town's website and/or community engage platform will be updated to present new materials, technical information, draft vision and objectives, and conceptual design solutions.

Public Information Centre (PIC) – Open House #2: an event will be held to present what we heard at first open house, present conceptual design options, and solicit community feedback. A report will be created to summarize feedback received.

Presentation to the Town of Lakeshore Council: The results of Phase 2 technical analysis and policy recommendations will be presented to Town Council. Staff from Zuzek Inc. and Stantec Consulting Ltd. will be in attendance to answer questions.

DELIVERABLES:

SHORELINE MANAGEMENT PLAN; TOWN OF LAKESHORE

- Updated information for online/website platform
- Notification letter to residents/landowners.
- Open house feedback forms
- PIC #2 summary report.
- Council presentation #2

PHASE 3: SHORELINE MANAGEMENT PLAN

ENGAGEMENT GOALS:

- Develop and present Shoreline Management Concepts and draft SMP to TAC and stakeholders
- Develop and present recommended Zoning By-Law changes
- Gauge response to alternative flood mapping and receive feedback to aid in final recommendation(s).
- Maintain a transparent project plan

ENGAGEMENT OBJECTIVES:

- To update TAC with the draft SMP and regulatory/policy changes and finalize deliverables.
- To update stakeholders on the outcomes of the technical information of Phase 2 and the final revisions made to achieve the preferred mapping and policy recommendations.
- To continue an online presence and provide updated information, timelines, and concepts and receive public input.
- To document all input received and present to Council with the final draft deliverables and recommendations.

COMMUNICATION ACTIVITIES:

Technical Advisory Committee (TAC) – Meeting #3: Draft reports will be distributed to the Technical Advisory Committee prior to the meeting for review and comment, as well as final revisions needed prior to Council presentation.

Public Notice: Notice to be sent to stakeholders to advertise the third Open House to discuss and provide feedback on draft SMP. The Town's website and PlaceSpeak will be updated to present new draft materials and PIC #3 information.

Public Information Centre (PIC) – Open House #3: PIC #3 will be held to present the findings of phases 1 and 2, and the draft Shoreline Management Plan and Official Plan/Zoning Bylaw Amendments. This will be a crucial step in the process and will provide stakeholders with an opportunity to discuss the implementation of the Shoreline Management Plan through policy/development regulations. A report will be created to summarize feedback received. This report may be used to update Council with the feedback

Presentation to the Town of Lakeshore Council: The final draft SMP and OPA/ZBA policy recommendations will be presented to Town Council. Staff from Zuzek Inc. and Stantec Consulting Ltd. will be in attendance to answer questions.

Post-Engagement Objectives:

SHORELINE MANAGEMENT PLAN; TOWN OF LAKESHORE

DELIVERABLES:

- Updated information for online/website platform
- Notification letter to residents/landowners.
- Open house feedback forms
- PIC #3 summary report.
- Council presentation #3

PUBLIC INFORMATION CENTRES (OPEN HOUSE) RESPONSIBILITIES

Project Team Tasks	Consultant Team	Town of Lakeshore
1. Book Venue		√
2. Catering		√
3. Arrange for Road Signage, if needed		√
4. Update PlaceSpeak project page	√	√
5. Update Town Website		√
6. Draft Notification/Invite	√	
7. Mailout Notification/Invite		√
8. Draft Social Media Advertisements		√
9. Contact Key Stakeholders	√	
10. Contact Businesses	√	
11. Contact Councillor		√
12. Sign-In Sheets and Misc. Materials	√	
13. Feedback Forms/Comment Cards	√	
14. Illustrations/Poster Boards/Presentation	√	
15. Additional Information Packages		√
16. Engagement Summary of Events	√	

PIC RULES OF ENGAGEMENT

The outcomes of the project at hand are unknown, however have the ability to generate emotional reactions from landowners and the general public. Therefore, the tone of communication will be positive, informative, and will use plain language with an emphasis on envisioning long-term solutions for the Town of Lakeshore as a whole. The communication plan and public engagement approach consists of three components:

- **Informing stakeholders and the public** about the project and its progress.
- **Engaging stakeholders and the public** at various points into help discuss and advise landowners of findings and next steps.
- **Educating stakeholders and the public** about potential outcomes of the project such as development impacts, additional regulations, or barriers to development.

Generally, the following “**PIC Rules of Engagement**” will be communicated to the project team and stakeholders where multiple opinions may be expressed:

1. Be hard on issues, but easy on people.
2. Be present – avoid using phones or being distracted.
3. Actively listen –fully engage in the conversation and do not ignore anyone.
4. Be constructive, solution-oriented and seek mutually beneficial ideas.
5. Respect everyone’s time.
6. Provide the opportunity for everyone to speak.
7. Be courteous and do not speak over someone - have one conversation at a time.

PIC DOCUMENTATION

After each round of PIC events in each phase, a PIC Summary will be created to document the process and feedback received. The summary will include the time, location and number of attendees at the public events (feedback and response), the results of the completed evaluation forms (how to improve the next phase of engagement), and correspondence received (e.g. phone calls, letters, emails). The consultation summary will be used to inform the Project Team and to update Council on what was heard and how the Project Team had responded or resolved issues. The Engagement Summary is an important tool to monitor and ensure that community input is reflected in the project process.

FAQS, ENGAGEMENT RISKS, AND KEY MESSAGING

This communication plan identifies opportunities for landowners and the general public to participate in the process and to receive information that may be highly technical or challenge the status quo. General or specific concerns may arise that will need to be strategically communicated.

Consultation Fatigue - There is a danger of asking residents similar questions to those they have already been asked and therefore appearing to ignore previous feedback that was received in previous consultations.

Response: Shoreline management and floodplain mapping is a popular topic and may seem to be constantly discussed and in politics and elsewhere. Wherever possible, PIC events will be targeted at specific phase of the project and will be used to deliver targeted messages to solicit specific feedback in such a manner that is not too generic or overlap with previous phases.

Stakeholder Apathy - There is concern that the public might not understand how the shoreline management plan directly applies to them or their landholdings and view the process as a “waste of taxpayer money”.

Response: One of the key components of this Communication Plan will be to educate the public on how the shoreline management will be used as a tool to better understand the existing conditions as well as

SHORELINE MANAGEMENT PLAN; TOWN OF LAKESHORE

mitigate any future conflicts. To ensure that the new plan reflects public and stakeholder expectations, the engagement strategy considers perspectives from all that are affected by the change. An educational component including messaging will inform the public why the shoreline management plan is necessary, such as explaining the rationale behind the flood modelling and how the intent is to protect public and private infrastructure as well as health and safety.

The policy is fine the way it is (no change is needed) - Another common misconception is that “if it ain’t broke, don’t fix it”.

Response: Preparing the SMP is intended to be a preventative and not a reactive approach to flooding and climate change. The SMP aims to foresee potential issues before larger, more costly, issues arise. Instituting a transparent and educational communication plan aids in mitigating this concern. All aspects need be discussed and inform a balanced conversation to identify the efforts the Town is striving for instead of focusing on only the negative aspects. For instance, increased separation/development buffers are aimed at protecting infrastructure/investment and not reducing development capability.

Mistrust in government/consultants – this concern stems from personal and negative experiences that would have pushed on landowners to lose confidence in their government officials or industry professionals.

Response: This concern is the most challenging issue to overcome in order to gain community buy-in. Existing mistrust may have stemmed from previous experiences or projects that had not gone too well or had poor engagement plans that “forced” the community to change that were ill-received. Gaining acceptance will be a long-term investment. This project will provide multiple opportunities to be involved as well as reporting on how feedback is used to move the project forward, which improves community ownership of the process and builds trust.

I want to build – There are many landowners that may be frustrated because the perception is that the SMP limits their permission to construct homes/buildings and is targeted toward them personally.

Response: The SMP will be derived from evidence-based scientific methodologies and will provide a set of recommendations that will help the community as a whole. Specific individual landowners or areas are not earmarked for development or non-development. The SMP reviews the entire shoreline and represents an overall scientific representation, based on existing conditions and evidence based assumptions. The SMP itself will not regulate or infringe development rights. The outcome of the SMP will become part of the overall planning framework that is implemented through policy of the Official Plan and/or the regulations of the Zoning By-law.


SCHEDULE

**TOWN OF LAKESHORE
SHORELINE MANAGEMENT PLAN**

Appendix B Phase 1 “What We Heard” Report
September 25, 2020

Appendix B Phase 1 “What We Heard” Report





What We Heard

Public Information Centre (PIC) #1

Town of Lakeshore Shoreline Management Plan

Prepared for Town of Lakeshore
Prepared by Stantec

January 3, 2019

1614 13887



600 – 171 Queens Avenue, London ON N6A 5J7

Town of Lakeshore

Shoreline Management Plan

What We Heard Report

Public Information Centre 1 – November 28, 2019

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Background

The northern extent of the Town of Lakeshore consists of the Lake St. Clair shoreline and includes both serviced and unserviced development areas. Each reach of the shoreline is subject to shoreline flooding and erosion hazards.

The Essex Region Conservation Authority has been regulating development activities along the Lake St. Clair shoreline (through O. Reg. 158/06) since 1984 using flood line and erosion produced in 1976. Ongoing changes to shorelines, climate change, and continued development pressure requires the Town to update land use policies and strategies that are supported by shoreline management technical studies.

The engagement component for the project will consist of three main phases – an initial engagement with stakeholders to make introductions and identify opportunities/constraints; engagement with stakeholders and the public to review technical findings and draft policies and; and finally to present the final recommended Shoreline Management Plan (SMP) document.

Objectives

Understanding how the community interacts with shoreline areas and how they are impacted by shoreline flooding and erosion is vital to the success of the SMP. The community will be faced with issues that cross property, jurisdictional, and legislative boundaries, so we must collaborate to develop more resilient and sustainable solutions. The principles that will guide stakeholder and community engagement through the study include:

- To encourage community involvement in the planning process through transparent and accessible engagement opportunities.
- To understanding how the community perceives existing and future shoreline issues.
- To educate stakeholders on the existing and future risks and challenges, and the benefits/tradeoffs of shoreline management alternatives.
- To undertake a balanced evaluation of alternatives that reflects the priorities of all stakeholders (residents, visitors, the Town, the environment, and Indigenous communities).
- To provide clear and transparent documentation of the planning and decision-making process.

TOWN OF LAKESHORE
Shoreline Management Plan
Public Consultation Event

Lakeshore

WHAT'S HAPPENING?
The Town of Lakeshore is embarking on a new project to investigate Lake St. Clair shoreline flooding and erosion hazards. Lake St. Clair water levels are at an all-time high, and extreme weather events are anticipated to increase in severity. The Town of Lakeshore feels that this is an opportune time to begin discussions with stakeholders to create a long-term management plan in order to address existing and future risks to public health and property and to conform with applicable Provincial policy direction. The Shoreline Management Plan will include technical analysis of erosion and flooding hazards associated with the Lake St. Clair shoreline and the identification of land use policies to better protect the shoreline areas from the cumulative impacts of development.

HAVE YOUR SAY!
Date: Thursday November 28th
Time: 4:30pm to 7:30pm
Venue: Atlas Tube Centre,
447 Renaud Rd, Belle River

Project Study Area

CAN'T MAKE THE CONSULTATION EVENT? JOIN THE CONVERSATION ONLINE!
Lakeshore is now on PlaceSpeak, an online location-based engagement platform.
This platform will be used to communicate with residents and gain their feedback on a continuous basis throughout the project. We hope that you find this new avenue for interaction to be both informative and easy to use. We encourage you to sign up for free on www.lakeshore.ca/PlacSpeak, provide feedback, and influence the initiatives that directly affect you and your community!

WWW.LAKESHORE.CA/PLACESPEAK
419 Notre Dame Street, Belle River, ON N0R 1A0
519.728.2700 Toll Free: 1-877-249-3367

What We Did

1. Project Initiation Notice Mailout

An **Advertisement** was created and sent to community landowners to officially commence the study, provide a web address to the Town's website and new engagement software (www.lakeshore.ca/placespeak), provide contact information for key team members, and provide the event details to attend the initial Public Information Centre #1 meeting.

2. Webpage Advertising

The Town of Lakeshore's official webpage was also used to provide project status updates, Public Information Session notice details and promote the PlaceSpeak engagement platform.

3. Social Media Advertising

Several social media accounts were also used to advertise the Public Information Session. The Town of Lakeshore's social media (e.g. Twitter, Facebook) account was actively posting updates to promote the Town's new PlaceSpeak engagement platform.



4. Public Information Session:

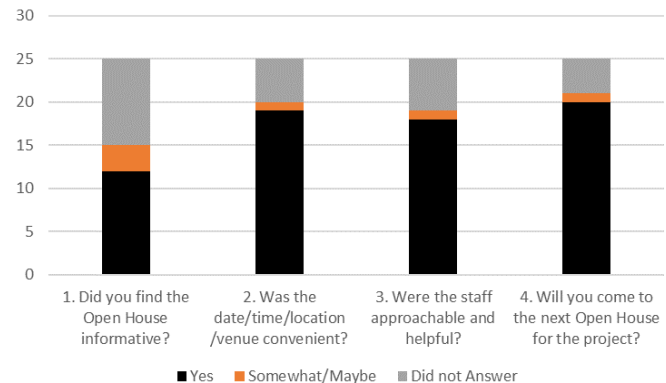
A **public event** was held on November 28, 2019 (4:30 - 7:30 PM) at the Atlas Tube Centre to introduce the project, project team and solicit community feedback. The intent of the initial meeting was to introduce the purpose of the Shoreline Management Plan, and identify local constraints and opportunities. In attendance, there were Town planning and engineering staff, consultants from Stantec and Zuzek Inc., and several members of Council. The Lower Thames Valley and Essex Region Conservation Authorities were also in attendance providing information to residents. There was an attendance of approximately 21 people. With the significant number of experts on-site, each person had the ability to speak with the right person and receive ample information.

What We Heard

Residents and landowners that were able to attend the event generally had a similar interest regarding shoreline protection for their property that backed onto Lake St. Clair. Residents identified the need to repair or improve their (break) walls and hoped that this study would propose to construct more significant upgrades to protect their private property. Residents were informed that the overall approach to Shoreline Management Plan will be to look at the shoreline holistically and introduce policy direction for the Town. The project will look beyond the lot-by-lot approach to develop a more cohesive plan for the shoreline areas.

Feedback

Participants that attended the Public Information Session were provided handouts that asked them to fill out and rate the experience, as well as additional survey questions. There were 25 completed feedback forms returned. The results of their rated experience were positive and illustrate the residents' overall satisfaction with the event and interest to attend another in the future.



PlaceSpeak.com

PlaceSpeak.com has been adopted by the Town of Lakeshore to be used as an online engagement tool to deliver project information and solicit poll/survey information. This is particularly useful for reaching out to residents/stakeholders that are unable to attend the public information meeting, or for those who had attended but were not able to submit feedback. Both a poll and survey were published online and made available for several weeks before and after the Information Session. The following portrays the amount of activity and results thus far.

PlaceSpeak Metrics

Website Traffic (as of January 2, 2020):

- Live for 41 days
- 158 Unique Views
- 15 Completed Polls
- 11 Completed Surveys

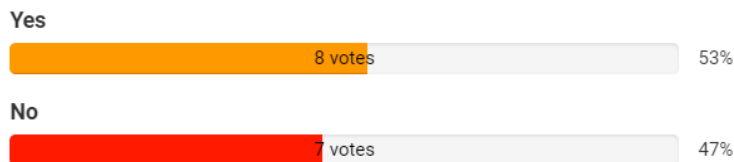
Participants

- 93 unique Followers have connected onto PlaceSpeak.
- 83% of the Followers identify as residents of Lakeshore

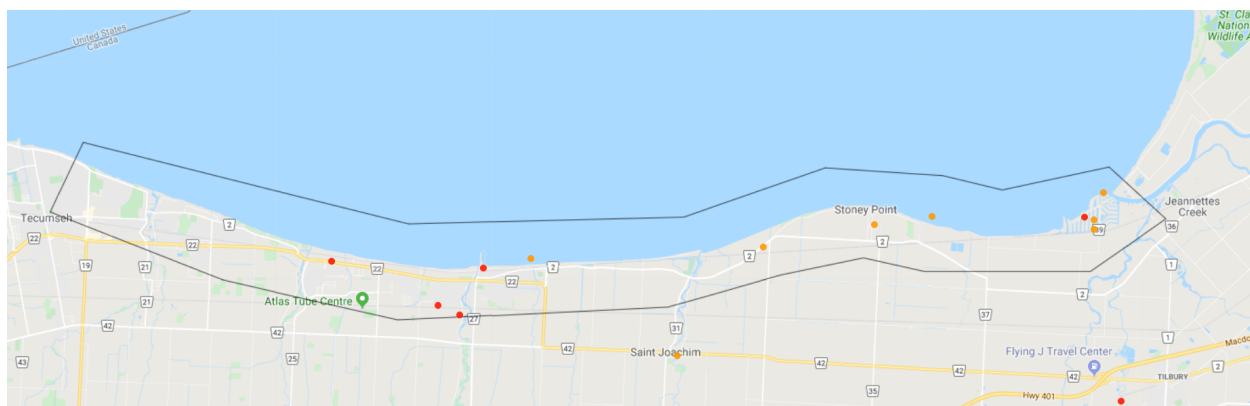
Poll Results

- 15 unique participants submitted poll data:

In the last 5 years, has your home or business been impacted by shoreline flooding?



The majority of participants (53%) responded “Yes”, that they have experienced and were impacted by shoreline flooding. Not surprisingly, poll participants that were impacted by flooding tended to be located nearest to Lake St. Clair. They also tended to be located in Stoney Point or Lighthouse Cove.



Survey Results

A total of 14 surveys were completed, 3 surveys were retrieved at the Public Information Centre and another 11 were filled out online using PlaceSpeak. The survey consisted of 13 open-ended questions that generally sought feedback from residents on what they perceived to be the greatest constraints, issues, concerns or challenges with managing rising lake levels, as well as identifying any opportunities they could see being implemented. The following is a summary of the received responses and comments.

Question: What is the greatest challenge facing shoreline communities in the short/long term?

“Erosion of the shoreline.”

“High water levels.”

“Drainage.”

“Older homes and cottages face flooding risks due to elevated water levels.”

“Water level fluctuation – high winds – erosion”

“Cleanliness”

Question: What is the greatest challenge the municipality is facing with respect to the Lake St. Clair shoreline in the short/long term?

"Climate change."

"Flooding and erosion of shoreline."

"Investments."

"Preserving municipal properties servicing all residents (Marinas, beaches, parks, parkettes, roads)."

"Loss of sand at west beach, flooding of the Lakeview Park"

Question: With respect to flooding and erosion hazards, what are the most vulnerable areas in Lakeshore?

- *"Couture Beach and the west side of Lighthouse Cove (Melody Dr)."*
- *"Caille Ave, Lakeshore Road, all the lakefront homes."*
- *"Puce and Emeryville."*
- *"Lighthouse Cove."*
- *"Little River."*
- *"Waterfront homes and parks, low lands - places with no breakwalls."*
- *"All land on the shoreline and canal systems in Lakeshore."*

Question: What are your priorities when evaluating long term solutions to the coastal hazards in Lakeshore?

Participants were asked to rank 6 priorities when evaluating coastal shoreline recommendations. With 6 points for the highest priority and 1 point for lowest priority, the following ranked priorities were determined from highest to lowest.

Priority	Ranked Points
Implementing mitigation projects to prevent flooding.	47 Points
Ensuring safe access for emergency responders.	46 Points
Protection of private property and municipal infrastructure.	42 Points
Conservation of wildlife habitat and aquatic species.	35 Points
Annual monitoring to measure effectiveness.	31 Points
The total cost to implement recommendations.	30 Points

Question: Are there other priorities or aspects that this project should be considering?

Only few participants responded to this question. The key points taken away from their responses (below) is the desire for a review of zoning and development policies and standards in proximity to shorelines, the need for an Emergency Plan or "Residents Action Plan", and that shoreline management should include discussions and partnerships with adjacent communities including the City of Windsor.

- *"The Municipality has the ability to amend current building standards for waterfront homes to ensure new constructions meets flood proofing criteria. Halting all waterfront development is a short sighted and a fiscally irresponsible approach."*
- *"Implementation of evacuation plan in the event of flooding"*

- “Urge Windsor to work with you.”

Question: What do you think could have aided or protected your home or business from flooding?

Maintenance & Operation of Drainage Channels:

“Clean drainage flow.”

“Lower water levels, better drainage.”

Emergency Preparedness Plans:

“Sand bagging was the only option and it worked.”

“Having pumps operational.”

Improved or Enhanced Breakwalls:

“Adding more rocks to our breakwall or to have the rocks moved from out of the water into a wider wall of stone.”

Question: Are there any final comments?

“Waterfront living comes with inherent risks. Caveat Emptor [buyer beware] principles need to be applied when issuing building permits. Homeowners could be required to review documents listing the risks associated with waterfront living and sign off on these risks . It is not the Municipalities responsibility to foresee and prevent every potential risk such as flooding.”

“Spending money on docks and recreational issues should come after flooding and erosion issues are handled.”

“Will the water go back down? Isn't it a cycle of high water and then low water years? “

Next Steps

A second PIC is scheduled for Phase 2, in the summer of 2020, once a technical review is completed and draft options and policies can be shared. The information and input from Phase I will be:

- Used to inform and shape recommendations for land use policies and potentially make recommendations for infrastructure improvements, where needed.
- Results from Phase 1 and Phase 2 public engagement will be used to the draft Shoreline Management Plan, which will be presented to Council in the fall of 2020.



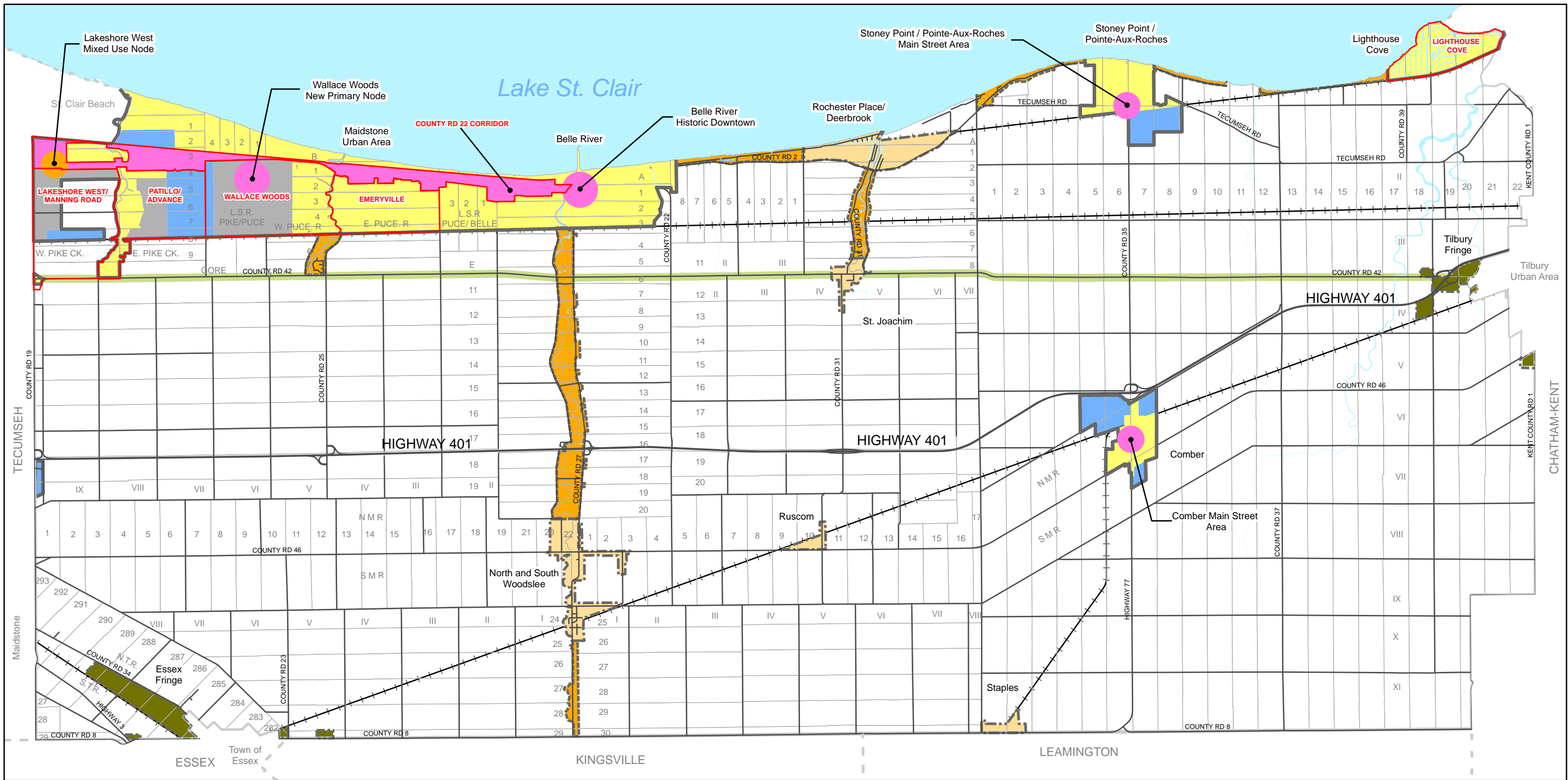
Design with
community in mind

**TOWN OF LAKESHORE
SHORELINE MANAGEMENT PLAN**

Appendix C Official Plan Schedules
September 25, 2020

Appendix C Official Plan Schedules





COMMUNITY STRUCTURE POLICY AREAS (SECTION 3.3)

- Primary Node*
- Secondary Node*
- Mixed Use Node*
- Agricultural Area
- Urban Reserve Area
- Urban Area
- Employment Area
- Hamlet Area
- Waterfront Area
- Urban Fringe Area

SPECIAL PLANNING AREAS (SECTION 3.4)

- Special Planning Area
- County Road 22 Mixed Use Corridor*
- County Road 42 Regional Corridor*

LEGEND

- Urban Area Boundary
- Hamlet Area Boundary
- Waterfront Area Boundary
- Urban Fringe Area Boundary
- Town Boundary

* The Nodes and Corridors are conceptually illustrated and are not intended to define the geographical extent of the Nodes and Corridors. The geographic extent is defined by the Land Use Designations identified on Schedule "C".



0 2.5 5 km

Interpretation Note: This Schedule will be read and interpreted in conjunction with the Official Plan in its entirety.

Schedule "A" illustrates the community structure policy areas as discussed in Section 3.0 of the Official Plan. For specific Land Use Designations, refer to Schedule "C".

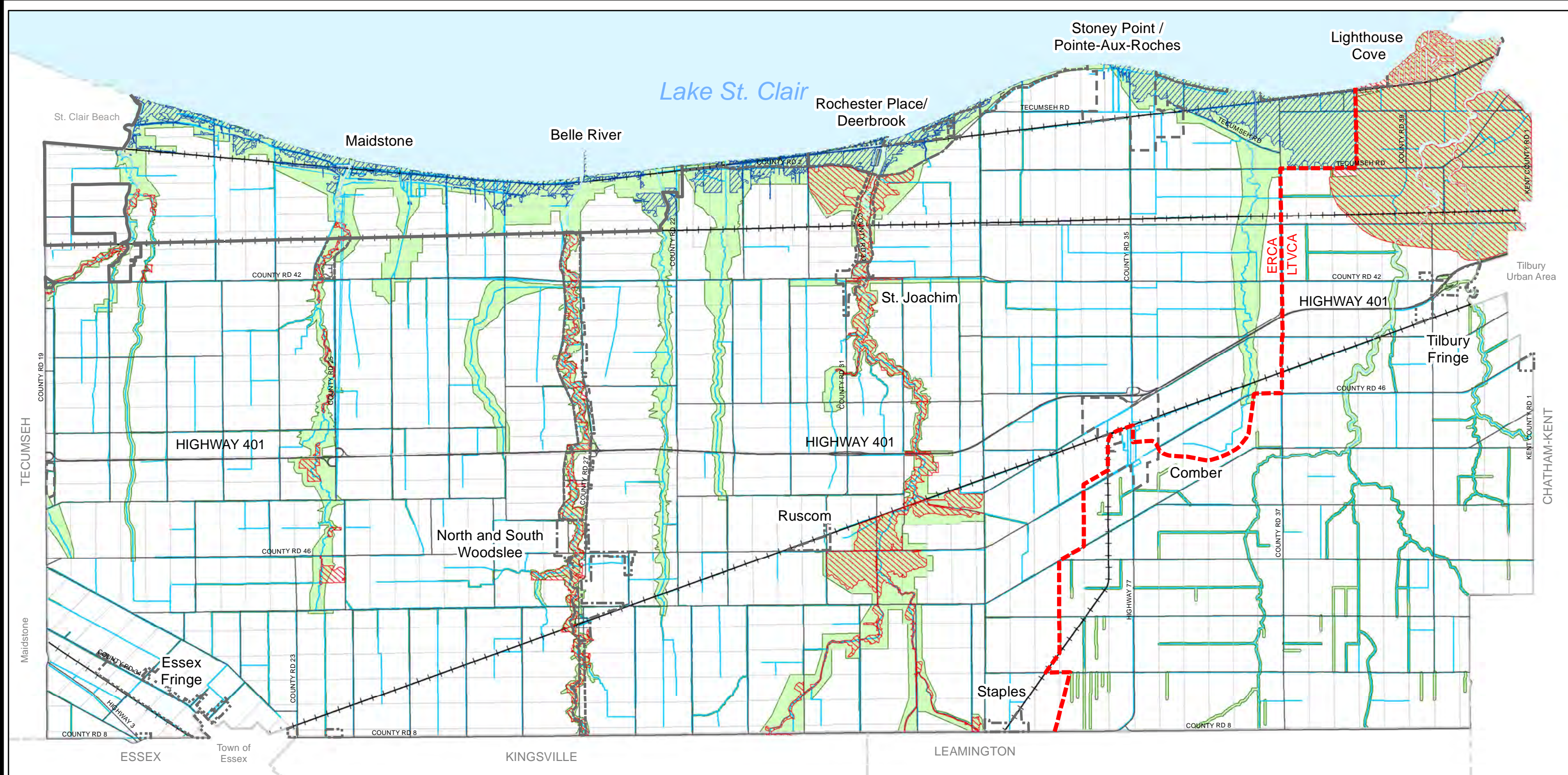
Town of Lakeshore OFFICIAL PLAN



SCHEDULE "A" COMMUNITY STRUCTURE



Revision Date: Draft May 26, 2008
(Adopted by Council)

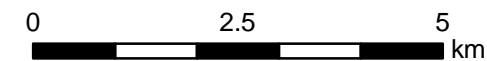


HAZARD LANDS (SECTION 5.4)

- Limit of the Regulated Area
- Inland Floodprone Areas
- Lake St Clair Floodprone Area

LEGEND

- Urban Area Boundary (Primary)
- Urban Area Boundary (Secondary)
- Hamlet Area Boundary (Secondary)
- Waterfront Area Boundary (Secondary)
- Urban Fringe Area Boundary (Secondary)
- Town Boundary
- Conservation Authority Jurisdiction Boundary
- Surface Water Feature



Interpretation Note: This Schedule will be read and interpreted in conjunction with the Official Plan in its entirety.

**Town of Lakeshore
OFFICIAL PLAN**



**SCHEDULE "B.4"
NATURAL HAZARDS
AND FLOODPRONE AREAS
DRAFT**



Revision Date: November 2016