

City of Kenora

Official Plan and Zoning By-law Review

Final Official Plan and Zoning By-law Background Report

May 2025



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City of Kenora

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- Appendix C metroeconomics City of Kenora, Ontario Population, Employment and Dwelling Prospects to 2051
- Appendix D Public Open House #1 and Community Survey Results

Land Acknowledgment

In the spirit of reconciliation, the City of Kenora acknowledges that we are on the traditional territory of the Anishinaabe and Métis of Treaty #3. The City of Kenora was originally the land base of one collective First Nation community, which was separated into three communities now known as Wauzhushk Onigum, Niisaachewan, and Washagamis Bay First Nations. Kenora now sustains many others, all of whom have been welcomed to peacefully share and care for these ancestral Lands and Waters. To support stewardship of the land, the City recognizes the importance of a strong relationship with our Treaty #3 partners. The City of Kenora acknowledges that our economy greatly benefits from the Anishinaabe and Métis that live in and around the City.



City of Kenora Official Plan and Zoning By-law Review

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1.0 Introduction

The City of Kenora is undertaking the legislated review of its Official Plan and Zoning By-law pursuant to Sections 17, 26, and 34 of the Planning Act, R.S.O. 1990, as amended. The Planning Act is the Provincial legislation that sets out the legal framework and requirements for land use planning in Ontario. The current Official Plan was adopted on May 19, 2015 and approved by the Ministry of Municipal Affairs and Housing (MMAH) on November 5, 2015. The current Zoning By-law (101-2015) was adopted by City Council on December 15, 2015 and is the Zoning By-law in effect.

In addition to the Official Plan and Zoning By-law Review, the City will also be undertaking a review of its three (3) existing Community Improvement Plans pursuant of developing one (1) single new Community Improvement Plan. The Community Improvement Plan Review will be undertaken concurrently, but as a separate process. A Community Improvement Plan Background Report has been prepared under separate cover.

1.1 What is an Official Plan?

An Official Plan is a policy document adopted by Council under the provisions of the Planning Act. As such, it must reflect matters of provincial interest and apply to all lands within the City. An Official Plan expresses the vision and objectives for the community and identifies land use designations to help guide and direct growth and development over a planning horizon of up to 30 years. The City of Kenora's current Official Plan has a planning horizon to the year 2031.

The planning horizon for the City's new Official Plan will be 25 years to the year 2051.

The Provincial Planning Statement, 2024 (PPS) requires municipalities to accommodate residential growth for a minimum of 20 years through residential intensification and redevelopment, and if necessary, by designating lands available for new residential development. Municipalities must maintain a three-year supply of land for new development with servicing capacity to accommodate residential units on land that is suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans. Planning for growth and development beyond 30 years is not required, as population projections and associated residential land needs may change over time.

For specific areas in a municipality, Council may also adopt more detailed Secondary Plans and Community Improvement Plans which build on the Official Plan policies. The Official Plan

directs where development should be located, how infrastructure and public works are to be planned, and how cultural and natural heritage features and areas are to be protected and conserved. All public infrastructure spending and construction must conform to the Official Plan. The use and development of individual parcels of land is influenced by the Official Plan, which establishes specific policies related to lot creation, zoning, and Site Plan Control.

1.2 Why is the Official Plan Being Reviewed?

The Official Plan is being reviewed to ensure that the most current provincial and municipal planning policy objectives are reflected. Since the current City of Kenora Official Plan was approved in 2015, two (2) new PPS have been issued (i.e., Provincial Planning Statement, 2024, which replaced the Provincial Policy Statement, 2020), and there have been other legislative changes that are described in this report. Through the Review process, municipalities can also revise existing policies to adapt to local changes and reflect the vision and planning goals for the City, as identified by residents and Council. The Review process also provides an opportunity to consolidate previously approved Official Plan Amendments.

Some of the City's key areas of interest for policy updates include housing affordability, recreation and tourism, waterfront, hazard lands, economic development, planning for development in rural areas, and additional dwelling units.

1.3 How is the Official Plan Related to the Zoning By-law?

While the Official Plan is being reviewed, the City's Zoning By-law will be reviewed concurrently. However, the Zoning By-law will not be approved until the Official Plan has been approved by MMAH. The Zoning By-law implements the policies of the Official Plan by establishing permitted uses in each Zone. It provides detailed development standards to regulate the size, height, density, and location of buildings and structures on properties, and includes requirements for landscaping and parking, among other matters.

1.4 Background Report Overview

This Official Plan and Zoning By-law Background Report has been prepared to direct the City of Kenora Official Plan and Zoning By-law Review by describing the current community profile, providing a growth management strategy and vacant lands analysis, as well as identifying policies and provisions that may be missing or require updating. The planning horizon for the Official Plan must conform to required planning horizon set out in the 2024 PPS.



City of Kenora Official Plan and Zoning By-law Review

This Background Report is organized as follows:

- **Section 2.0** of this report provides a **community overview** of the City of Kenora and its land use characteristics;
- **Section 3.0** describes **the regulatory planning framework** applicable to the City of Kenora, including recent revisions to the 2024 PPS and other key provincial legislation and regional policies;
- **Section 4.0** provides an overview of the **local municipal planning context**, including a summary of the City's existing Official Plan and Zoning By-law, as well as other local municipal documents that must be considered when updating the Official Plan and Zoning By-law; and
- **Section 5.0** introduces the **community engagement program** for the Official Plan and Zoning By-law Review, including the Engagement Strategy and Communication Plan for the project, and a summary of the initial engagement events undertaken as part of the project, including a Public Open House and Community Survey;
- **Section 6.0** provides a **conclusion** to the Background Report;
- **Appendix A** contains a detailed analysis of the policy issues to be addressed in the City of Kenora Official Plan, based on a review of the Provincial Planning Statement, 2024;
- **Appendix B** contains WSP's Engagement Strategy and Communication Plan;
- **Appendix C** includes the City of Kenora, Ontario Population, Employment and Dwelling Prospects to 2051 report, prepared by metroeconomies; and
- **Appendix D** presents a summary of the Public Open House #1 and Community Survey results.

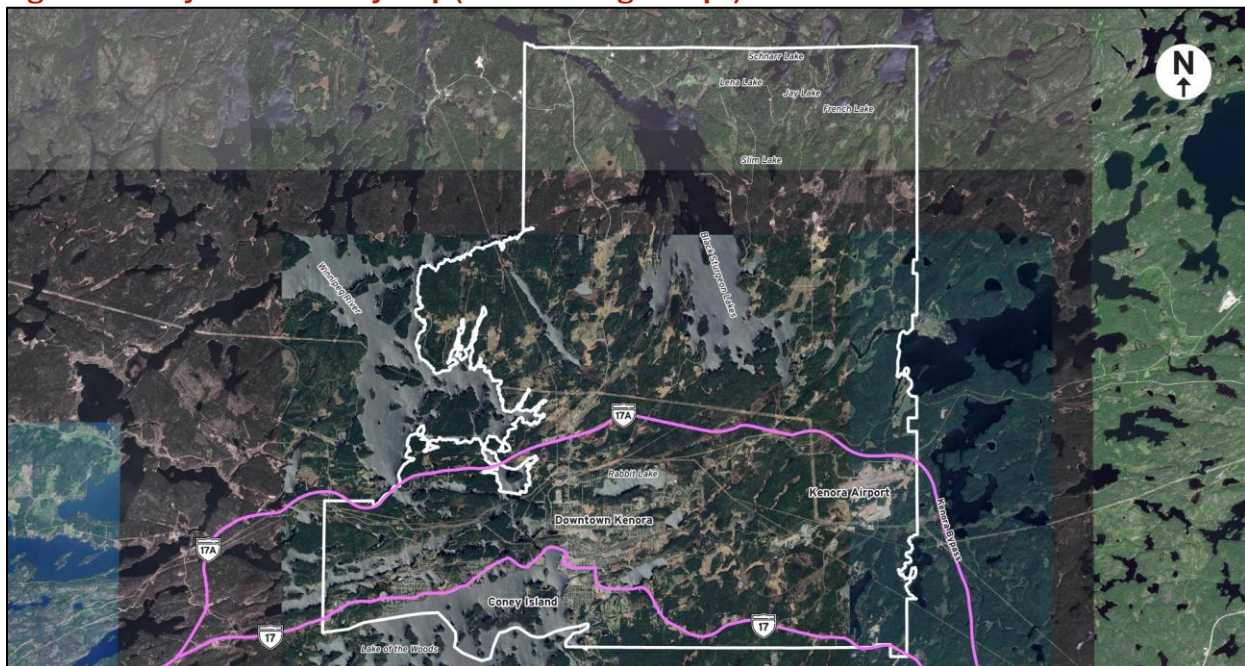
2.0 Community Overview

2.1 Background

The City of Kenora is located in Northwestern Ontario, on the Canadian Shield, just 50 kilometres from the Manitoba border and 200 kilometres east of Winnipeg, and is part of Treaty 3 territory. Kenora is perched on the north shore of Lake of the Woods and its 14,522 islands and 65,000 miles of shoreline. The City has a land area of approximately 249 km² (Official Plan, 2015). A key map of the City of Kenora is shown in **Figure 2-1**.

The main access routes to Kenora are Highways 17 and 17A from the east and west and Highway 71 from the south. Several roads such as Highways 596, 658 and 671 provide access to communities north of Kenora, such as the Dalles (Niisaachewan Anishinaabe Nation), Wabaseemoong and Grassy Narrows First Nation communities.

Figure 2-1: City of Kenora Key Map (Source: Google Maps)



2.2 Population

The City's base population is approximately 15,600 as of 2023¹. Given the unique location, there are estimates that the population is expected to double – approximately 30,000 to 40,000 people – during the summer as seasonal residents visit from outside the region. The Statistics Canada 2021 Census listed the population of the Census Agglomeration as 14,967, which represents a decrease of approximately 0.85% from the 2016 population of 15,096. The population of the greater District of Kenora is approximately 66,000 as reported in the 2021 Census, an increase of 0.7% from 65,333 which was reported in the 2016 Census.

Like many communities in Northern Ontario, the City of Kenora is facing the challenge of maintaining and increasing population. The City continues to experience an aging population similar to the national average. The 2021 Statistics Canada Census reports the following age distribution in the City: 15% of residents are aged 0-14 years; 63% of residents are aged 15 to 64 years; and 21% are aged 65 years and over. Of the 21% aged 65 years and over, 3% are aged 85 years and over. The growing cohort of older adults has specific needs that must be met to ensure that they can continue to fully engage and participate in the community, including through the provision of services and infrastructure that cater to all ages and mobilities.

In the 2021 Census, 98.5% of residents (14,425) identified English as their mother tongue, 1.4% (200) identified French, and 0.07% (10) identified a non-official language. Aboriginal languages were identified as the mother tongues of 175 residents and include Cree-Montagnais, Cree N.O.S., Ojibway-Potawatomi. Non-official languages were identified as the mother tongues of 525 residents and include Afro-Asiatic, Arabic, Austronesian, Indo-European, Germanic, Greek, Indo-Iranian, Italic, among others.

Approximately 3,595 residents identified as Indigenous in 2021, with 1,830 residents identifying as First Nations single identity, and 1,680 residents identifying as Métis single identity. There are 640 residents who identified as being immigrants to Canada.

¹ Postcensal Population Estimate, Statistics Canada, 2023 (Draft City of Kenora, Ontario Population, Employment and Dwelling Prospects to 2051, 2024 (metroeconomix))

2.3 Housing

The 2021 Census documented 6,510 housing units within the City, of which:

- 77% (5,020) were single-detached dwellings;
- 19% (1,220) were attached dwellings (i.e., semi-detached, row house, apartment in a duplex, or apartment in a building that has fewer than five storeys);
- 2.5% (165) were apartments in a building that have five or more storeys; and
- 1.3% (85) movable dwellings.

2.4 Population, Housing and Employment Projections to 2051 (2024)

In April 2025, metroeconomix prepared a Population, Employment and Dwelling Prospects to 2051 Report in support of the Official Plan Review. metroeconomix' Report is included in **Appendix C** of this Official Plan and Zoning By-law Background Report.

To determine population, housing, and employment projections in the City of Kenora to the planning horizon of 2051, metroeconomix developed a sub-provincial projection system that accounted for key economic and demographic factors, such as identification of economic base and community base industries, analysis of province-wide industrial trends, and commuting and migration patterns, among others.

The Report also recognizes that Kenora is host to a significant portion of seasonal residents, as well as tourists, as a year-round tourism destination. Per 2021 Statistics Canada data, it is suggested that the number of seasonal dwellings grew by approximately 25% as in 2021, there were approximately 1,127 dwellings in Kenora that were occupied by temporary (i.e. seasonal) residents (up from 901 reported in the 2016 Census).

metroeconomix collected historical population data from Statistics Canada Censuses, including the 2023 postcensal population estimate, to develop a sub-provincial projection system for Kenora to determine the following economic and demographic concepts:

- Population by single-year age and gender;
- Labour force source population, labour force, and employment by place of residence;
- Total employed for 20 industries by place of work;
- Households by age of maintainer; and

- Dwelling types by structural type and age.

The City of Kenora is currently undertaking its first Housing Needs Assessment study to capture the current housing shortfall in the municipality, which is currently estimated at approximately 1,750 units. The result of this study must be added to the growth projections developed by metroeconomics to demonstrate the housing shortfall today and growth requirements moving forward. The estimated completion date for the Housing Needs Assessment study is Q3 2025.

Population

The population forecasts were prepared by five-year intervals. For the purpose of updating the City's Official Plan, the growth outlook is based on a 25-year planning horizon, to the year 2051. The population of the City of Kenora is estimated to increase by approximately 3,384 persons by 2051, which represents a percentage change of approximately 19.54% from the 2021 population of 15,629 persons, as shown in **Table 2-1**.

Table 2-1: Kenora Population Projections 2021 -2051 (Statistics Canada and metroeconomics)

	2021	2031	2041	2051	Total Projected Population Change (2021-2051)
TOTAL Population	15,629	17,306	18,257	19,013	3,384
Persons < 20 years of age	3,128	3,245	3,394	3,445	317
Persons 20-74 years of age	11,154	11,870	11,853	12,604	1,450
Persons 75+ years of age	1,347	2,191	3,010	2,965	1,618

Housing

Based on 2021 preferences by age of the head of household, and on the projected changes to Kenora's population by age, the City will require approximately **1,832 new dwellings to the year 2051**, to accommodate the projected growth in the community, as shown in **Table 2-2**.

Table 2-2: Kenora Dwelling Type Projections 2021 -2051 (Statistics Canada and metroeconomics)

	2021	2031	2041	2051	Total Projected Dwellings (2021-2051)
TOTAL Dwellings	6,490	7,357	7,949	8,322	1,832
Single-detached	5,025	5,642	6,069	6,358	1,333
Semi-detached	170	183	179	189	19
Row	90	100	99	102	12
Other single attached	10	13	13	13	3
Duplex apartments	235	260	289	304	69
Apartments < 5 storeys	710	839	932	973	263
Apartments > 5 storeys	160	229	277	283	123
Movable	90	91	93	101	11

Employment

Regarding employment projections, the 2021 Census identified a total employed labour force of 6,575 in 2021. Per metroeconomics' analysis, **the total number of jobs in Kenora is projected to increase to 8,438 by 2051**. This total includes economic-based (EB) and community-based (CB) jobs. This projected increase over 25-year planning horizon is in contrast to the decrease in employment that Kenora experienced between 2001 to 2021.

As per metroeconomics' employment projections to the year 2051 presented in **Table 2-3**, future employment growth areas to the planning horizon include:

- Health and social services with a projected increase of 931 jobs;
- Professional, scientific and technical services with a projected increase of 237 jobs;
- Government jobs with a projected increase of 277 jobs;
- Education with a projected increase of 218 jobs;

- Finance and insurance with a projected increase of 92 jobs; and
- Construction with a projected increase of 66 jobs.

Other industries are projected to experience a job gain or job loss of less than 50 jobs by 2051.

Table 2-3: Kenora Employment Projections 2021-2051 (Statistics Canada and metroeconomies)

Employment Projections 2021-2051	Number of Employed		Change (2021 – 2051)
	2021	2051	
Employment (POW)	6,575	8,438	1,863
Agriculture, etc.	55	38	-17
Mining, oil & gas	10	0	-10
Utilities	90	102	12
Construction	435	501	66
Manufacturing	250	214	-36
Wholesale trade	55	55	0
Retail trade	910	946	36
Transportation, warehousing	235	281	46
Information, culture	60	59	-1
Finance, insurance	210	302	92
Real state, leasing	125	180	55
Professional, scientific, technical services	265	502	237
Management services	0	0	0
Administrative support, waste management	135	150	15
Education	710	928	218
Health, social services	1,650	2,581	931
Arts, entertainment, recreation	40	40	0
Accommodation, food	305	330	25
Other services	295	262	-33
Government	740	967	227

These results provide the basis for updating the Official Plan policies to manage growth and land use in Kenora to a 2051 planning horizon.

2.5 Vacant Land Supply Analysis (2025)

The City of Kenora undertook a Vacant Land Supply Analysis in March 2025, which identified the following vacant lands within the Settlement Area using MPAC data and corresponding vacant property codes:

- 462 vacant residential properties, comprising approximately 327.9 gross ha (810.2 ac) of residential lands; and
- 15 vacant industrial properties, comprising approximately 26.7 gross ha (65.9 ac) of vacant employment lands.

Maps of the available vacant residential lands and vacant industrial lands located within the Settlement Area are included in **Figure 2-2** and **Figure 2-3**, respectively.

A total gross down factor of 70% was applied to the total available vacant lands to account for infrastructure needs, such as roads and servicing (25%), as well as environmental and topographical constraints on properties that would hinder development (45%). After deducting 70% from the total available vacant lands, **the Vacant Land Supply Analysis resulted in a total of 106.4 net ha (262.9 ac) of available vacant lands within the Settlement Area, comprised of:**

- **98.4 net ha (243.1 net ac) of available vacant residential lands; and**
- **8.0 net ha (19.8 net ac) of available vacant employment lands.**

City of Kenora Official Plan and Zoning By-law Review

Figure 2-2: Map of Vacant Residential Lands within the Settlement Area (March 2025)

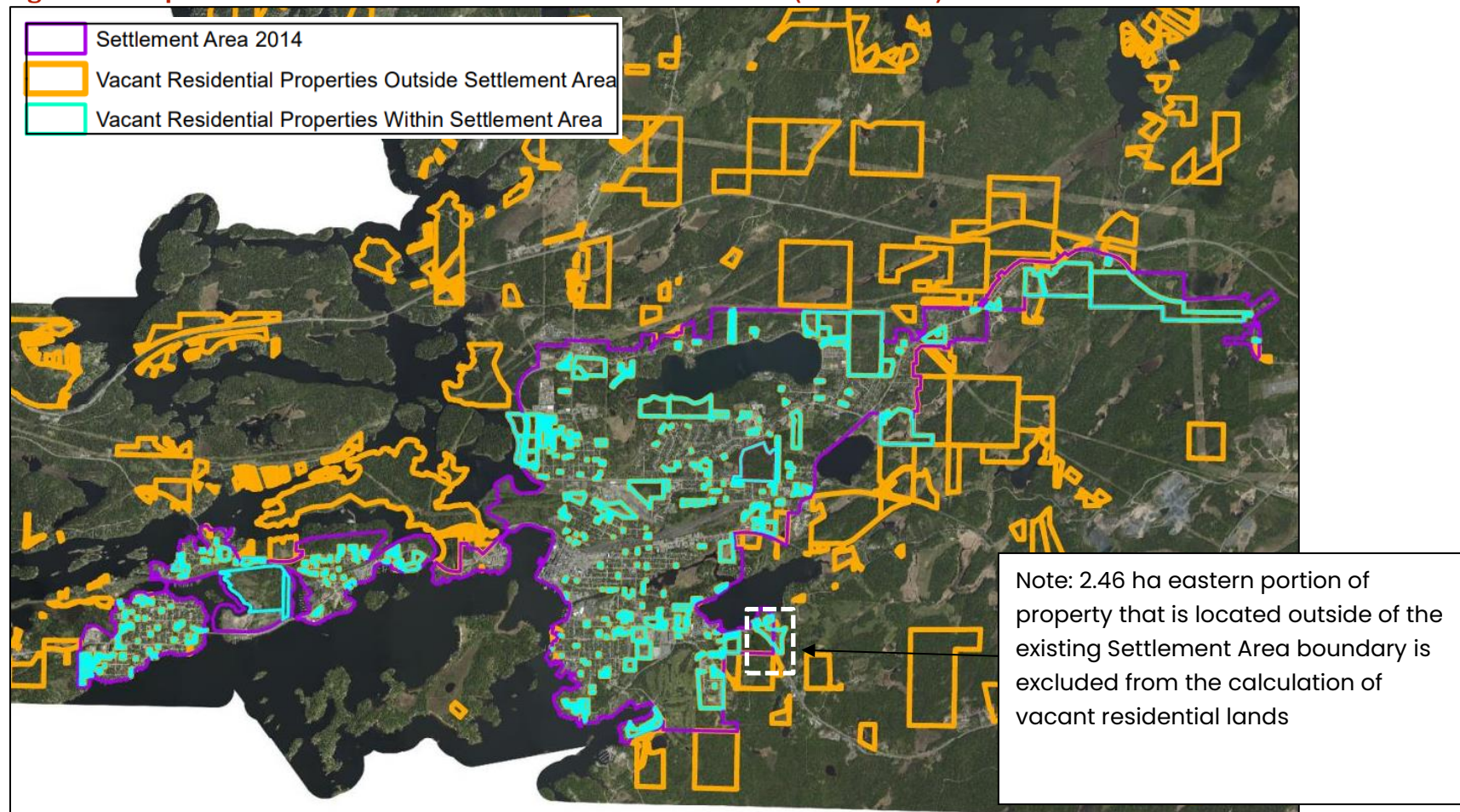
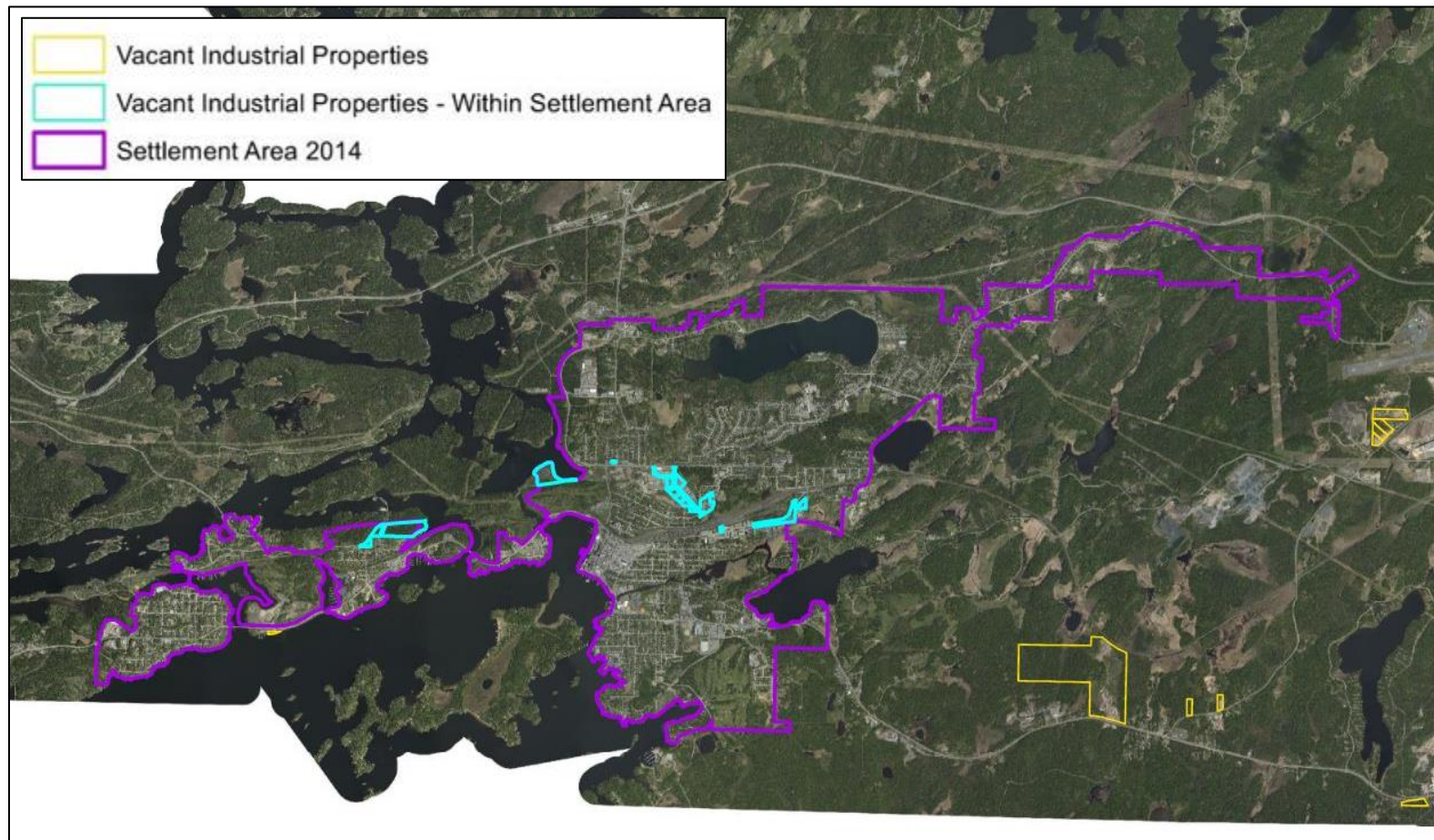


Figure 2-3: Map of Vacant Industrial Lands within the Settlement Area (March 2025)



2.6 Growth Management – Residential and Employment Land Needs Analysis

Residential and employment land needs to the year 2051 have been determined by applying the housing and employment projections prepared by metroeconomics to the City's Vacant Land Supply Analysis completed in 2025.

Residential Land Needs

By using the projections for dwelling units and applying the range of densities referred to in the existing Official Plan, the City has determined the land requirements, outlined in **Table 2-4**, that would be needed to support new residential growth to the year 2051. It should be noted that this does not take into account any changes in demand for residential properties by seasonal residents.

For the purposes of this analysis, the dwelling types included in metroeconomics' projections (see **Table 2-2**) have been categorized as low, medium, or high density as follows:

- Low Density: single-detached and semi-detached, other single attached, duplex apartments, movable;
- Medium Density: rows, apartments less than 5 storeys;
- High Density: apartments that are 5 storeys or greater.

Based on the above categorization, 1,435 low density dwelling units, 275 medium density dwelling units, and 123 high density dwelling units are forecasted to the year 2051.

Table 2-4: Land Requirements by Residential Density

Total Dwelling Units Projection (Year)	Low Density (<16 units/ net ha)	Medium Density (17-40 units/ net ha)	High Density (>40 units/ net ha)
1,832 (2051)	>89 net ha	7-16 net ha	3 net ha
Total	108 net ha		

A total of 108 net ha of land are required to accommodate projected residential growth.

Employment Land Needs

Regarding employment projections, the 2021 Census identified a total employed labour force of 6,575 in 2021. Assuming there are no changes to the participation, employment, or unemployment rates, and employment growth matches the projected population growth, metroeconomics has estimated that up to 1,863 jobs will be added by 2051, reaching a total of 8,438 jobs, including both economic-based (EB) and community-based (CB) jobs.

Assuming a low employment density of 20 jobs/net ha and a high employment density of 50 jobs/net ha (which is based on urban employment areas in other Ontario cities), **Table 2-5** presents the range of land requirements for future employment uses, inclusive of primary (i.e., agriculture, mining, manufacturing, warehousing and transportation), industrial, commercial, and institutional employment uses.

Table 2-5: Land Requirements by Employment Density

Employment Projection	Low Density (20 jobs/net ha)	High Density (50 jobs/net ha)
1,863 (2051)	93.2 net ha	37.3 net ha

The 2024 PPS came into effect on October 20, 2024, and replaced the 2020 PPS. Section 2.8.2 of the 2024 PPS provides policies for Employment Areas to ensure they are preserved and protected for current and future uses and needs.

Section 8 of the 2024 PPS defines “employment areas” as:

“areas designated in an official plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. An employment area also includes areas of land described by subsection 1(1.1) of the Planning Act. Uses that are excluded from employment areas are institutional and commercial, including retail and office not associated with the primary employment use listed above.”

Per the 2024 PPS, only the projected primary (i.e., agriculture, mining, manufacturing, warehousing and transportation) and industrial jobs would meet the definition of employment area. As per the metroeconomics Report, 88 additional industrial jobs, and a loss of 27 primary jobs are estimated by 2051, for a total of 61 project jobs to 2051. Assuming a

low employment density of 20 jobs/net ha and a high employment density of 50 jobs/net ha (which is based on urban employment areas in other Ontario cities), **Table 2-6** presents the range of land requirements for future employment uses, specifically for primary and industrial jobs, that would need to be accommodate in designated employment areas.

Table 2-6: Land Requirements by Employment Density per PPS Definition of Employment Area

Employment Projection (Primary and Industrial Jobs Only)	Low Density (20 jobs/ha)	High Density (50 jobs/ha)
61 (2051)	3.05 net ha	1.22 net ha

A maximum total of 3.05 net ha of land are required to accommodate projected employment growth.

Summary

In summary, assuming that future residential development is distributed between low, medium, and high density development as projected by metroeconomics, the City may expect a demand of approximately 108 net ha for residential uses, which represents approximately 101.5% of the estimated total vacant land available (106.4 net ha), and approximately 110% of the estimated vacant residential land available (98.4 net ha). **The land required to accommodate the forecast future residential development is greater than the available 98.4 net ha of residential lands determined from the Vacant Land Analysis completed in March 2025, with a difference of an additional 9.6 net ha required to meet the projected residential demand.** Therefore, to accommodate the future residential needs, development at higher densities and a higher intensification target would be needed to reduce the vacant land needs, and there may be a need to expand the Settlement Area boundary and redesignate lands to accommodate additional residential uses.

Assuming the future employment for Kenora in 2051 experiences no unforeseen changes to the participation, employment, or unemployment rates, and employment growth, to accommodate the lowest density for employment development projected by metroeconomics, the City of Kenora would anticipate a demand of 93.2 net ha for total employment lands (inclusive of primary [i.e., agriculture, mining, manufacturing, warehousing and transportation], industrial, commercial, and institutional employment uses), which represents approximately 88% of the estimated total vacant land available (i.e. 106.4 net ha).

However, as per the 2024 PPS definition of “employment areas” (limited to primary and industrial employment uses only), to accommodate the lowest density for employment development projected by metroeconomics, the City of Kenora would anticipate a demand of 3.05 net ha for designated employment lands. This represents approximately 2.9% of the estimated total vacant land available (106.4 net ha), and approximately 38% of the estimated vacant employment land available (8 net ha). **The estimated available vacant employment land available exceeds the land required to accommodate the projected employment uses.**

In conclusion, the total available vacant lands are insufficient to accommodate the projected residential growth to the year 2051, and there may be a need for a Settlement Area boundary expansion if the projected residential growth cannot be accommodated by redesignating lands within the existing Settlement Area for residential uses, increasing residential density targets and the intensification target, or a combination of thereof.

2.7 Land Use

The City of Kenora was incorporated in 2000 by the amalgamation of the Towns of Kenora, Keewatin and Jaffray Melick.

The City of Kenora is a northwestern hub, providing services to the surrounding areas, including Indigenous-led programming and services. It was recently announced that the Kenora Chiefs Advisory, in partnership with the Kenora District Services Hub, will be launching an Indigenous-led HART hub in Kenora, which will deliver a range of support services. Further, the Ontario government announced an investment of over \$28M to support the construction of the new the new Waasegiizhig Nanaandawe’iyewigamig Aboriginal Health Access Centre (WNHAC) in downtown Kenora.

The City’s commercial focus is primarily in Harbourn Town Centre along Second Street South from Main Street South to Fifth Avenue South. Some larger-scale commercial uses are located further east of Harbourn Town Centre along the TransCanada Highway 17 between River Drive and Mikana Way. Additionally, some commercial uses have developed in the following areas:

- Railway Street;
- TransCanada Highway 17 towards the rural areas;

- Veterans Drive towards Redditt Road;
- Lakeview Drive; and
- TransCanada Highway 17, west of Keewatin.

The neighbourhood of Keewatin is the City's "gateway" from the west, and has a full range of services including residential, commercial, and recreational. With Keewatin's location on the waterfront, its beaches, parks, and other recreational areas are an attraction for tourists and seasonal residents, including the Keewatin Beach, Beatty Park, and Bowman Electric Memorial Arena. Keewatin is currently designated as a Community Improvement Project Area.

The proposed new All Nations Hospital in Kenora is a partnership between the Lake of the Woods District Hospital (LWDH) and Ogimaawabiitong Kenora Chiefs Advisory (KCA). The All Nations Hospital is proposed to be built on the former Kenora Forest Products Mill site. Once built, the new hospital campus would replace the existing Lake of the Woods District Hospital and include approximately 81 patient beds, emergency room (ER), operating rooms, intensive care unit (ICU), and MRI, among other services. The All Nations Hospital is also proposed to include an Indigenous Resource Centre, ceremonial room, traditional kitchen, traditional healing rooms, and sweat lodge, introducing a new campus that will integrate western medicine and Traditional Healing. The All Nations Hospital campus will be located on Lakeview Drive, east of Cameron Bay, and will be the largest medical facility in the District of Kenora, and a major hub for health services in Northwestern Ontario. A 50% increase in staffing is anticipated with this new campus.

Additionally, it was announced earlier in 2024 by the Wiigwas Elder and Senior Care's board, that a new long-term care facility will be developed on the same site as the All Nations Hospital. The new facility will include approximately 151 long-term care beds and would replace the existing Wiigwas home located at 237 Lakeview Drive – increasing capacity by approximately 60 beds. The project will be moving into the design stage in the coming months.

The Kenora Airport has a new terminal, which opened in September 2018. The new terminal was among the winners of the 2019 Ontario Wood Design Awards because of the use of wood as a structural element (which is uncommon for aviation terminal designs), as well as the use of roof and floor joists that were manufactured right in Kenora.

Residential development in Kenora is primarily low-rise and compact, and is based on a traditional grid network of streets, particularly around the Harbourtown Centre and in Keewatin. The Abitibi Mill site has been subdivided into 15 lots for future development, with five (5) new apartment blocks planned in the short- to medium-term. Other blocks will be developed with a 4-storey commercial building, the Grand Council Treaty 3 head office, the regional office of the Ontario Power Generation and Enbridge Gas, a new Indigenous technical school, and cold storage facility. An office for local businesses, student housing, and hotel are also proposed for this site.

The rural area of the City is characterized by low-density residential development, waterfront residential uses, and very limited farm, tourist commercial, and resource-based operations. These areas are generally occupied by resource activity, resource-based recreational activity and a mix of rural-oriented land uses.

2.8 Recreation and Community Facilities

There are a variety of recreation opportunities, picnic areas, green spaces, play structures, and public-access waterfront areas that are owned by the City, including:

- Anicinabe Park, as shown in **Figure 2-4**, which includes a beach, picnic area, play structure, boat ramp and campsites;
- Beatty Park, which includes picnic area and gardens;
- Bowman Electric Keewatin Memorial Arena;
- Central Park – Outdoor hockey rink, baseball fields, and community club;
- Coney Island Beach Park, which includes a beach, picnic area, and play structure;
- Evergreen Community Club – outdoor hockey rink;
- Garrow Park, which includes a beach, pickleball courts, play structure, docks, picnic area, rowing club, outdoor exercise stations, and disc golf;
- Jack Robinson Park, which includes a picnic area and gardens;
- Jaffray Melick Lookout Point, which includes a gazebo and gardens;
- Jarnel Contracting Pavilion, an outdoor space available to rent for events and functions;
- JM Sportsplex – indoor field, outdoor baseball fields;
- Keewatin Beach Park, which includes a beach and play structure;
- Keewatin Central Park, which includes a play structure and open green space;

- Keewatin Curling Club – attached to Bowman Electric Keewatin Memorial Arena;
- Keewatin Rock Holes, which includes rock holes, picnic area, and lookout area;
- Kenora Curling Club;
- Kenora Rotary Peace Park, as shown in
- **Figure 2-5**, which includes the Rotary Club of Kenora peace pole, Missing and Murdered Indigenous Women and Girls, Two Spirit, Transgender, and Gender-Diverse+ (MMIWGT2S+) memorial, seating areas, and gardens;
- Lake of the Woods Discovery Centre, the home of Tourism Kenora;
- Lakeview Lookout, which includes a picnic area;
- McLeod Park, as shown in **Figure 2-6**, which includes a boardwalk, scenic trail to downtown, playground, and picnic area;
- Millennium Baseball Fields;
- Moncrief Construction Sports Centre (formerly Kenora Recreation Centre), which include tennis courts, baseball fields, skatepark, boat launch, basketball courts, walking track, an aquatic centre, fitness centre, and arena;
- Norman Park, which includes the Lake of the Woods Railroaders Museum, a beach, play structure, museum, and splash park;
- Portage Bay – baseball fields, tennis court, skate park;
- The Harbourfront, which includes gardens, major events tent and the Matiowski Farmers market;
- Tom Nabb Soccer Complex; and
- Winkler Harbourfront Park.

Other community facilities include:

- Kenora Public Library;
- The Muse – LOW Museum and Douglas Family Art Centre; and
- Lake of the Woods Railroaders Museum.

Figure 2-4: Anicinabe Park (Source: www.tripadvisor.ca)



Figure 2-5: Kenora Rotary Peace Park (Source: Kim Leduc, Kenora Rotary Club Facebook)



Figure 2-6: McLeod Park (Source: www.visitnorthwesternontario.com)



Public and Catholic elementary and secondary schools within the City include:

- Beaver Brae Secondary School;
- Bimose Community High School;
- École Ste-Marguerite Bourgeoys French Immersion School;
- Evergreen Public School;
- Gaagagekiizhik Elementary School;
- Keewatin Public School;
- King George VI Public School;
- St. John Paul II School;
- St. Louis Living Arts School;
- St. Thomas Aquinas High School; and
- Valleyview Public School.

Post secondary education opportunities in Kenora include Contact North, Confederation College – Lake of the Woods Campus, the Seven Generations Education Institute – Manidoo Baawatig Kenora Campus, and the Niiwin Wenddanimok (Four Winds) Partnership post-secondary training program. There are also distant and online education opportunities through colleges and universities in Winnipeg, MB and Thunder Bay, ON.

2.9 Transportation

Highway 17 runs east-west through Kenora. It is a Trans-Canada Highway and is provincially maintained from the Manitoba boundary and ends where it becomes Highway 417 just west of Arnprior in Eastern Ontario, spanning 1,964 km. Highway 17 is currently being reviewed as part of the Route Planning and Preliminary Design Study for the Highway 17 Four-Laning between the Manitoba / Ontario Border and Kenora, which was initiated in 2009. Section 1, the twinning of a 6.5 km stretch from the Manitoba / Ontario Border to Highway 673 received environmental approvals in 2021, with detailed design completed in 2022.

Highway 17A (locally known as the Kenora By-Pass), is an alternate route of Highway 17 around the City of Kenora. This road provides access to the Kenora Airport and spans 33.5 km. The Kenora Airport is located 9 km northeast of Kenora, and is chartered from all over North America. The City also provides access to float planes, which allow charter or a fly-in fishing experiences with River Air or Walsten Outposts.

An on-demand microtransit system is available in the City of Kenora which allow users to take public transit around the City. 'The Wave' microtransit provides transportation from corner to corner rather than on a fixed transit route to allow for flexible travel and booking. The Wave service is offered from Monday to Friday from 7:00 am to 7:00 pm throughout the City.

The City of Kenora is serviced by Via Rail Canada, which provides train service to the Kenora Area, Via Rail Canada. The station is located in Redditt, Ontario located 30 minutes from downtown Kenora. The City also has bus services that provides travel from Kenora to Winnipeg and within Northwestern Ontario with Kasper Transportation or Ontario Northland services.

2.10 Economy

In the 2021 Census, the City reported a labour force of 7,745 people, a labour participation rate of 62.9%, an employment rate of 58.4%, and an unemployment rate of 7.2%. According to 2017 North American Industry Classification System (NAICS) data from the 2021 Census, the employment sectors with the greatest proportion of the labour force include:

- Health care and social assistance (1,630 jobs);
- Retail trade (920 jobs);
- Construction (895 jobs);
- Educational Services (780 jobs);
- Public administration (760 jobs).
- Accommodation and food services (405 jobs);
- Transportation and warehousing (365 jobs); and
- Other services (except public administration) (325 jobs).

Other sectors with less than 300 jobs include:

- Professional, scientific and technical services (285 jobs);
- Manufacturing (280 jobs).
- Finance and insurance (225 jobs);
- Administrative and support; waste management and remediation services (220 jobs);
- Real estate and rental and leasing (120 jobs);
- Wholesale trade (80 jobs);
- Information and cultural industries (75 jobs);
- Arts; entertainment and recreation (75 jobs);
- Agriculture; forestry; fishing and hunting (65 jobs);
- Utilities (110 jobs); and
- Mining; quarrying; and oil and gas extraction (15 jobs).

Kenora is strategically situated on Lake of the Woods, a waterway that connects local residents, seasonal residents, and visitors, and boasts 14,522 islands and 65,000 miles of shoreline. Since 2007, the City of Kenora and public sector partners have completed over \$30 million in new tourism infrastructure projects including the Lake of the Woods Discovery

Centre, downtown revitalization of Harbourtown Centre, Kenora Gateway signage, and the Jarnel Contracting Pavilion which is a covered outdoor venue that hosts year-round events and festivals.

In addition to the above, the City of Kenora is a regional hub for goods and services to First Nations, seasonal cottagers, and tourist resorts.

2.11 Cultural Heritage

The City maintains a Municipal Heritage Register of designated properties, as well as listed properties that are not designated under Part IV of the Ontario Heritage Act. There are currently nine (9) buildings in the City that are designated under Part IV of the Ontario Heritage Act, such as the former Kenricia Hotel located at 155 Main Street South, as illustrated in **Figure 2-7**. Additionally, there are 18 listed (i.e., non-designated) properties on the Municipal Heritage Register.

Figure 2-7: Kenricia Hotel (Source: KenoraOnline.com)



The City also maintains a list of cultural landscapes and structures. These include the following:

- Bigsby's Rat Portage;
- Coney Beach;

- Keewatin Glacier Rock Holes;
- Lake of the Woods Cemetery;
- McLeod Park;
- Mink Bay Wetlands – also designated as a cultural heritage landscape under the Ontario Heritage Act;
- Tunnel Island/ Old Fort Island; and
- Main Street Dock.

2.12 Natural Heritage Features and Areas

Kenora's resources are enhanced by the beautiful natural environment, in particular the Lake of the Woods, Winnipeg River, Black Sturgeon Lakes, as well as numerous smaller lakes and islands around the City. These natural areas are major attractions and provide recreational opportunities for residents, tourists and cottagers, many of whom originate from the neighbouring province of Manitoba, and the United States.

Comments were received from Ministry of Natural Resources (MNR) on November 25, 2024 in response to the One-Window pre-consultation. The MNR's mandate and interests, as stated in the Provincial Planning Statement, 2024 (PPS), are limited to:

- 4.1 Natural Heritage
 - Except for Policy 2.1.7 – it is no longer the mandate of the MNR to respond to this aspect of the PPS, as responsibilities for the Endangered Species Act have been transferred to the MECP (as of April 1, 2019).
- 4.5 Mineral Aggregate Resources
- 5.2 Natural Hazards

According to the MNR, there are no Areas of Natural and Scientific Interest (ANSIs) in Kenora. However, there is one (1) Provincially Significant Wetland Evaluated, Laurenson's Creek, and one (1) Non-Provincially Significant Wetland Evaluated, Mink Bay. In addition, since the City is situated on the Canadian Shield, the provincial policies for Significant Woodlands east and south of the Canadian Shield do not apply.

The natural heritage features and areas, as per Section 5.1 of the current Official Plan, include wildlife habitat, fish habitat and habitat of endangered species and threatened species. Wildlife habitat has been identified by the MNR and is illustrated on Schedule “A” of the current Official Plan as Fish Spawning and Nursery Areas, Waterfowl Habitat, and Nesting Sites.

Water quality is a significant concern with regards to further development of waterfront properties in the City. Ministry of Environment, Conservation, and Parks (MECP) lake capacity concerns have resulted in a halt to development on Hilly Lake, Austin Lake, Schnarr Lake, Grassy Lake, Alcock Lake, or Laurenson Lake until such time as municipal sewer and water services are available in those areas. The City of Kenora initiated a Lake Capacity Study for Black Sturgeon Lakes in 2007, and an initial limit has been placed on the number of new lots that may be located on Black Sturgeon Lake to ensure that the impacts of development on the lake can be monitored over time.

The International Rainy-Lake of the Woods Watershed Board was created in January 2013 to assist with binational coordination of water quality efforts and aquatic ecosystem health for the entire transboundary watershed.

The City of Kenora does not belong under the jurisdiction of a Conservation Authority. Additionally, it is not located within a Source Protection Plan Area.

3.0 Regulatory Planning Framework

Planning at the municipal level is undertaken within a framework established by the Province of Ontario, specifically the Planning Act and the Provincial Planning Statement, 2024 (PPS). The City of Kenora Official Plan enables a number of planning tools to be used to implement the policies of the Plan, including, but not limited to, Community Improvement Plans, Zoning By-laws, and Site Plan Control.

Local land use policies are required to be consistent with the policies of the PPS and must reflect current provincial legislation. Therefore, it is the intent that the Official Plan Review set out the appropriate framework for land use planning in the City.

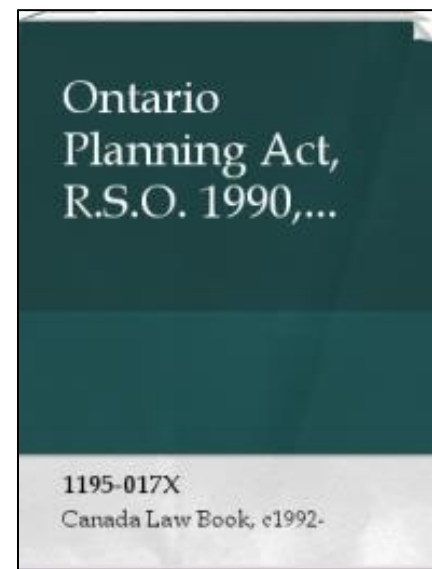
3.1 Planning Act

The Planning Act, R.S.O. 1990, as amended, is the primary legislation governing land use planning in Ontario. It outlines matters of provincial interest and enables the Province to issue Policy Statements to provide direction to municipalities on these matters.

The Planning Act enables municipal Councils to pass tools to plan and regulate the use of land and the location of buildings and structures on a lot. Under Section 16 of the Act, most municipalities, including the City of Kenora, are required to prepare and adopt Official Plans in accordance with the Act. Official Plans contain a vision, objectives, and policies to guide decision making on land use planning matters. Municipal decisions, by-laws and public works are required to conform to the policies of the Official Plan (Section 24(1)).

The 20 matters of provincial interest that municipal councils “shall have regard to” when carrying out their responsibilities under the Act, including the preparation and adoption of an official plan, are as follows:

- a) the protection of ecological systems, including natural areas, features and functions;
- b) the protection of agricultural resources of the Province;
- c) the conservation and management of natural resources and the mineral resource base;
- d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- e) the supply, efficient use and conservation of energy and water;
- f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- g) the minimization of waste;
- h) the orderly development of safe and healthy communities;



- h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- j) the adequate provision of a full range of housing, including affordable housing;
- k) the adequate provision of employment opportunities;
- l) the protection of the financial and economic well-being of the Province and its municipalities;
- m) the co-ordination of planning activities of public bodies;
- n) the resolution of planning conflicts involving public and private conflicts;
- o) the protection of public health and safety;
- p) the appropriate location of growth and development;
- q) the promotion of development that is designed to be sustainable, to support public transit and to be pedestrian-oriented; and
- r) the promotion of built form that,
 - (i) is well designed,
 - (ii) encourages a sense of place, and
 - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.

The matters of provincial interest are presented in no particular order, and, depending on the context, are not intended to indicate that provincial interests have varying levels of importance.

3.2 Provincial Planning Statement, 2024



The Provincial Planning Statement, 2024 (PPS) came into effect on October 20, 2024, and replaced the Provincial Policy Statement, 2020. The new PPS provides a streamlined province-wide land use planning policy framework that enables more housing to be built faster in a way that protects the environment, public health and safety and manages natural resources. All land use planning decisions in the Province of Ontario shall be consistent with the policies of the PPS.

Chapter 1: Introduction includes a Vision for Ontario's land use planning system that identifies that land use must be managed to accommodate appropriate development to meet the full range for current and future needs.

It is intended that Ontario will increase the supply and mix of housing options and address the full range of housing affordability needs. Ontario communities will build homes that respond to changing market needs, and local needs and demand, as well as providing a sufficient supply with the necessary range and mix of housing options will support a diverse and growing population and workforce for now and in the future. Growth and development will continue to be focused in urban and rural settlements.

A summary of the policy sections and policies related to the City's Official Plan Review and future Official Plan land use policies is provided below.

Growth and Housing

- Planning authorities shall be required to base population and employment growth forecasts on Ontario Population Projections published by the Minister of Finance, which may be modified as appropriate (Policy 2.1.1).
- Planning authorities are required to provide adequate land for a time horizon of at least 20 years, but not more than 30 years, rather than the required 25-year horizon in the 2020

Provincial Policy Statement. Planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon (Policy 2.1.3).

- Planning authorities are encouraged to permit and facilitate a range of housing options, including new development, as well as residential intensification, to respond to current and future needs (Policies 2.2.1(a) and 2.2.1(b)).
- Planning authorities are required to establish and implement minimum targets for housing that is “affordable to low and moderate households” (Policy 2.2.1(a)).
- A new definition for “affordable” is included: “means
 - a) in the case of ownership housing, the least expensive of:
 1. housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or
 2. housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the municipality;
 - b) in the case of rental housing, the least expensive of:
 1. a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or
 2. a unit for which the rent is at or below the average market rent of a unit in the municipality.
- A new definition for “low and moderate income households” is included: “means
 - a) in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the municipality; or
 - b) In the case of rental housing, household with incomes in the lowest 60 percent of the income distribution for renter households for the municipality.

Sewage, Water, and Stormwater

- In planning for sewage and water services, there should be consideration for accommodating forecasted growth that is efficient and optimizes existing municipal sewage and water services and private communal sewage and water services (Policy 3.6.1(a)). Planning authorities are also required to ensure these systems can be sustained by existing water services, are feasible and financially viable, and protects human health, safety, and the natural environment, and aligns with comprehensive municipal planning for these services, where applicable (Policy 3.6.1(b)).

- Planning for stormwater management shall integrate with planning for sewage and water services, ensuring systems are optimized, retrofitted as appropriate, feasible and financially viable over the long term. Stormwater management planning efforts should minimize erosion, contaminant loads, and changes in water balance, mitigate risks to human health, safety, property and environment, expand and preserve vegetative and pervious surfaces, and promote stormwater management best practices and low impact development” (Policy 3.6.8).

Transportation

- Land use patterns within settlement areas should be based on densities and a mix of land uses, which support active transportation (Policy 2.3.2(c)).
- Public service facilities should be planned and co-located with one another, along with parks and open space where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation (Section 3.1.4).
- Transportation systems should be provided, which are safe, energy efficient, facilitate the movement of people and goods, are appropriate to address projected needs, and support the use of zero- and low-emission vehicles (Policy 3.2.1).

Implementation

“Designated and available,” is defined as “lands designated in the official plan for urban residential use. For municipalities where more detailed official plan policies (e.g., secondary plans) are required before development applications can be considered for approval, only lands that have commenced the more detailed planning process are considered to be designated and available for the purposes of this definition.”

A Conformity Review examining the current City of Kenora Official Plan against the Provincial Planning Statement, 2024 is included in **Appendix A**.

3.3 Growth Plan for Northern Ontario, 2011

The Growth Plan for Northern Ontario is a 25-year plan that came into effect in 2011. This Growth Plan was prepared under Ontario’s Places to Grow Act (2005), which provides that the Province may identify and designate areas for which strategic growth plans can be developed. The Growth Plan focuses on attracting and sustaining growth in northern

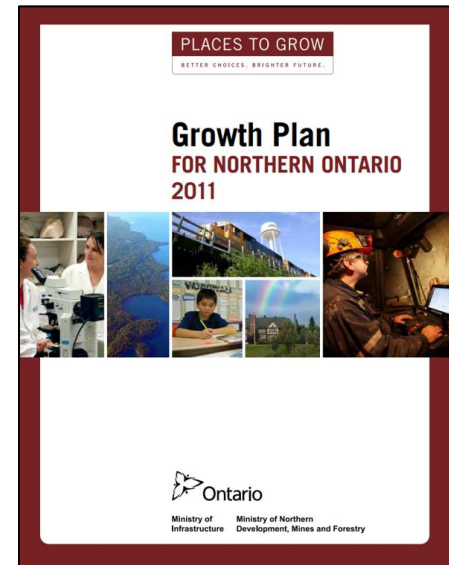
communities and is intended to be used as a strategic framework that will guide decision-making in Northern Ontario for the next 25 years.

The Growth Plan is structured around six (6) key policy areas which contribute to the region's long-term sustainability and prosperity: Economy; People; Communities; Aboriginal Peoples; Infrastructure; and Environment. The Growth Plan is focused on the following six (6) key guiding principles:

1. Creating a highly productive region, with a diverse, globally competitive economy that offers a range of career opportunities for all residents.
2. Developing a highly educated and skilled workforce to support an evolving knowledge-based economy and excellence in the trades.
3. Partnering with Aboriginal peoples to increase educational and employment opportunities.
4. Delivering a complete network of transportation, energy, communications, social and learning infrastructure to support strong, vibrant communities. **Sections 3.6 and 3.7** provide an overview of the Draft Transportation Plan for Northern Ontario and Draft Northern Ontario Multi-modal Transportation Plan.
5. Demonstrating leadership in sustainable growth and environmental management.
6. Establishing innovative partnerships to maximize resources and ensure this Plan achieves its ambitious vision and is fiscally sustainable.

Economy

The Plan supports the development of a strong, resilient and more diversified northern economy through policies which are intended to support growth and diversity in the region's traditional resource-based industries, as well as the development of new and emerging economic sectors that have the greatest potential to result in job growth and opportunities in the North. Economic development strategies will focus on existing and emerging priority sectors, including:



- Agriculture, mining and manufacturing;
- Exportable services (higher order education and health care, business services); and
- Tourism services (retail sales, accommodation, food, recreation, entertainment).

People

The Growth Plan identifies people as Northern Ontario's most important resource and focuses on supporting under-represented groups such as youth, displaced workers, Francophones, Aboriginal peoples, newcomers and persons with disabilities. The policies of the Plan are intended to create new opportunities for all residents to contribute to their communities, including increased accessibility and relevance of education and training and access to health care services.

Communities

The policies of the Growth Plan support community planning that balances the priorities of human, economic, and environmental health. Official Plans, community economic plans and participating in community planning efforts are identified as effective tools to ensure the future economy and long-term sustainability of communities reflects the views of citizens and businesses. Municipalities are encouraged to align their Official Plans with strategies which focus on achieving the following objectives:

- Economic, social and environmental sustainability;
- Accommodation of the diverse needs of all residents, now and in the future;
- Optimized use of existing infrastructure;
- A high quality of place; and
- A vibrant, welcoming and inclusive community identity that builds on unique local features (Policy 4.2.1).

Indigenous Peoples

The Growth Plan recognizes the unique role of Indigenous peoples in the development of the region and seeks to involve Indigenous communities and organizations in economic development and to improve the capacity of these communities to participate in economic development planning. The Growth Plan encourages Indigenous participation and knowledge-sharing in existing land use planning and policy processes (Policy 7.5.1).

Infrastructure

The Growth Plan supports efficient and modern infrastructure as being critical to the future of Northern Ontario. The Plan requires that infrastructure planning, land use planning and infrastructure investments are coordinated (Policy 5.2.1), and emphasizes optimizing the transportation system, increasing access to education and training, investing in information and communications technology, maintaining the reliability of energy transmission and distribution systems, and accommodating renewable energy generation. The Plan also requires that infrastructure planning and investments contribute to a culture of conservation by utilizing approaches and technologies that reduce energy and water use, increase efficiencies, and promote intensification and brownfield site redevelopment, whenever feasible (Policy 5.2.4).

Environment

The Growth Plan supports the sustainable development of natural resources with a balanced approach to environment, social and economic health, and recognizes the need for climate change mitigation and adaptation, which is of particular importance to the North. The Plan also reflects the values and benefits that the natural environment in the North provides to people, the Northern economy and the Province. Policies include protecting surface water features and groundwater features (Policy 6.3.2); incorporating climate change mitigation and adaptation considerations (Policy 6.3.3); protecting air quality, water quality and quantity, and natural heritage (Policy 6.3.4); and fostering a culture of conservation and demonstrating environmental leadership through the adopting of sustainability practices (Policy 6.4.1).

3.4 Recent Legislative Changes

The following section discusses recent relevant Provincial legislative changes that may impact changes to the Official Plan and Zoning By-law.

3.4.1 More Homes for Everyone Act, 2022 (Bill 109)

The Province of Ontario's Bill 109 (More Homes for Everyone Act, 2022) received Royal Assent on April 14, 2022, and made various changes to the Development Charges Act, 1997, the New Home Construction Licensing Act, 2017, the Ontario New Home Warranties Plan Act, and the Planning Act. The intent of this Bill was to expedite the planning process to build new housing by creating more authorities for the Minister, providing new tools for municipalities, and implementing penalties for failure to process applications quickly.

Changes to the Planning Act require municipalities to refund development application fees for Official Plan Amendments, Zoning By-law Amendments and Site Plan Control applications that are not processed within the prescribed timelines. The required refunds increase from 50% to 100% over time, meaning that the longer the municipality takes to provide a decision on these applications, the more it may cost the municipality.

Subsequently, Bill 185 rolled back some of the changes proposed under Bill 109, specifically with respect to the refund of development application fees. Bill 185 is further discussed in **Section 3.4.5** of this Report.

3.4.2 More Homes Built Faster Act, 2022 (Bill 23)

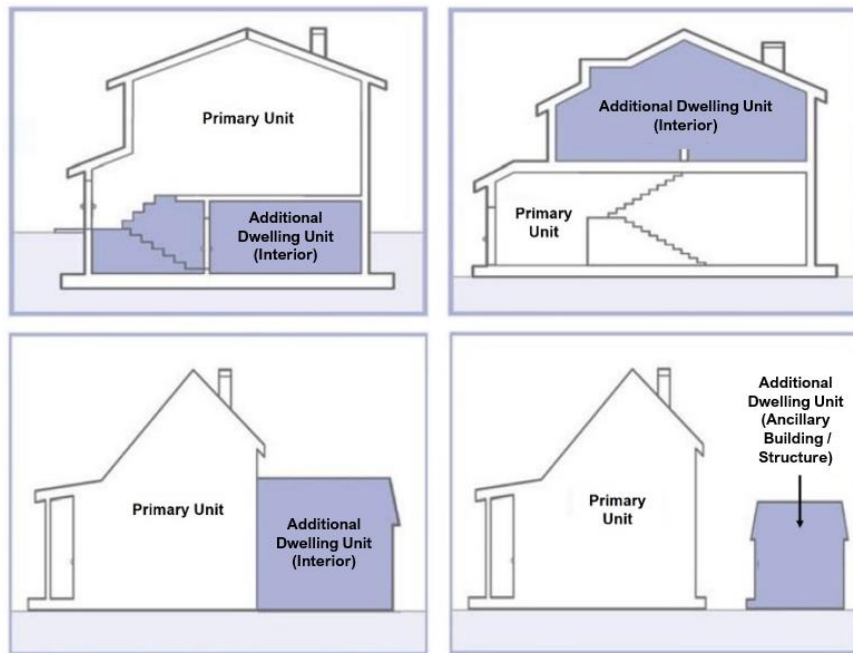
The More Homes Built Faster Act, 2022 (Bill 23) received Royal Assent on November 28, 2022 and enacts legislative changes to the Planning Act, Development Charges Act, Municipal Act, Conservation Authorities Act, Ontario Heritage Act, and the Ontario Land Tribunal Act. Additionally, there are planned changes to O. Reg 232/18 regarding inclusionary zoning, changes to the Ontario Wetland Evaluation System, and to the Ontario Building Code. Bill 23 introduced as significant legislation pursuant of the current Ontario Government's commitment to cutting red tape, accelerating governmental processes, and target of building at least 1.5 million homes by 2031.

Changes to Permissions for Additional Dwelling Units

Additional dwelling units (also previously referred to as secondary dwelling units, second units, additional residential units) are defined as self-contained residential units with a private kitchen, bathroom facilities and sleeping areas, within dwellings or within structures ancillary to a dwelling (e.g., a garage), as illustrated in **Figure 3-1**.

Additional dwelling units must comply with health, safety, and municipal property standards, including but not limited to, the Ontario Building Code, Fire Code, and municipal property standards by-laws. Through changes to the Planning Act over recent years, the Province has encouraged additional dwelling units as a way to increase affordable housing options and housing supply, provide independent living for a family member, and generate income for homeowners, among other potential benefits.

Figure 3-1: Examples of second unit locations within a primary dwelling (Adapted from Ministry of Municipal Affairs and Housing, 2019)



Under Bill 23, changes to Sections 16, 17, 22, 34 and 35 of the Planning Act direct municipalities to implement policies and regulations that permit:

- Up to three (3) residential units within a detached house, semi-detached house, or rowhouse (i.e., townhouse) on a parcel of urban residential land; or
- One (1) residential unit in a building or structure ancillary to a detached house, semi-detached house, or rowhouse (i.e., townhouse) on a parcel of urban residential land, if it contains no more than two (2) residential units.

The changes do not permit appeals with regard to Official Plan policies and zoning provisions that authorize additional residential units in serviced residential areas.

Currently, the City's Official Plan, Section 3.21 Secondary Dwelling Units allows the development of secondary dwelling units (i.e., additional dwelling units) in single, semi-detached, duplex, and multi-attached dwellings, as well as in ancillary (residential based) structures. A maximum of two (2) secondary dwelling units are permitted per lot in the Established Area, Residential Development Area, Harbourtown Centre land use designations.

The Official Plan currently permits one (1) secondary dwelling unit per lot in the Rural Area designations, including Rural Residential and Rural.

Updated requirements for secondary dwelling units (i.e., additional dwelling units) were added to the Zoning By-law through the passing of By-law No. 163-2023. Currently, the Zoning By-law allows the development of secondary dwelling units in the R1, R2, R3, and SH Zones under Section 3.28 Secondary Dwelling Units and Sleep Cabins of the Zoning By-law. A maximum of two (2) secondary dwelling units are permitted per lot in the Urban Area, and a maximum of one (1) secondary dwelling unit is permitted per lot in the Rural Area. Secondary dwelling units are subject to additional provisions regarding location, servicing, and parking and access.

Clarification of Site Plan Control Requirements

The Planning Act currently establishes the right for municipalities to enact a site plan control area. Bill 23 amends the Act to exclude development of up to ten (10) residential units from Site Plan Control. In addition, Site Plan Control may no longer consider the exterior design of buildings, except as it relates to sustainable design, the protection of adjoining lands, and matters of health and safety. **Section 3.4.3** of this Report discusses further amendments related to Site Plan Control enacted through Bill 97.

Heritage Planning

Amendments to the Ontario Heritage Act through Bill 23 established new, mandatory time limits for listed properties on municipal heritage registers. If a listed property is not designated by the municipality within two (2) years of including it on the register, the property will be removed from the register and may not be included again until five (5) years have passed. Further, removal of listed properties from the municipal heritage register no longer requires consultation with the municipal heritage committee. Bill 200, as discussed in **Section 3.4.4** of this Report, further clarified and revised the required timeframe for designation of listed properties that existed on municipal heritage registers as of December 1, 2022.

Additional amendments to the Ontario Heritage Act also revise the prescribed criteria for designation of heritage properties and Heritage Conservation Districts.

The intent of the Bill 23 amendments to the Ontario Heritage Act was to remove barriers to housing construction, while also preserving heritage properties of significant importance to municipalities and their communities.

3.4.3 Helping Homebuyers, Protecting Tenants Act, 2023 (Bill 97)

On June 8, 2023, the Helping Homebuyers, Protecting Tenants Act, 2023 (Bill 97) received Royal Assent. Bill 97 builds on Bill 23, and enacts changes to the Building Code Act, City of Toronto Act, Development Charges Act, Ministry of Municipal Affairs and Housing Act, Municipal Act, Planning Act, and Residential Tenancies Act.

Changes to Site Plan Control Requirements

Bill 97 amends changes to the Planning Act through Bill 23 to exclude development for residential purposes on a parcel of land from site plan control, if that parcel of land will contain no more than ten (10) residential units, **unless that parcel of land includes any land in a prescribed area. Ontario Regulation (O.Reg.) 254/23 identifies the following prescribed areas:**

- Any area within 300 metres of a railway line, other than certain exclusion specified in the O.Reg.; and
- Any area that is within 120 metres of a wetland, the shoreline of the Great Lakes-St. Lawrence River System, an inland lake, or a river or stream valley that had depressional features associated with a river or stream, whether or not it contains a watercourse.

Areas of Employment

Changes to the Planning Act include narrowing the definition of “area of employment”. The previous definition under Subsection 1(1) of the Act defined an “area of employment” as lands designated in an official plan for clusters of business and economic uses (including but not limited to) manufacturing uses, warehousing uses, office uses, associated retail uses and ancillary facilities.

With the passing of Bill 97, the definition has been amended to expressly exclude institutional uses and commercial uses, such as retail and office uses unless they are associated with manufacturing and warehousing.

Interim Control By-laws

Additionally, changes to the Planning Act shorten the notice period for municipalities to give notice of the passing of an interim control by-law from 30 days to 20 days. Further, appeals can now be made within 50 days following the passage of the interim control by-law, a reduction from the previous 60-day period.

Parking for Primary and Additional Dwelling Units

Lastly, Bill 23 put in place restrictions on the ability to require more than one (1) parking space where additional dwelling units are permitted as of right. Bill 97 provided clarification that municipal Official Plans and Zoning By-laws cannot require more than one (1) parking space for each residential dwelling unit, with the exception of the primary residential dwelling unit (i.e., more than one (1) parking space can be required for the primary residential dwelling unit).

3.4.4 Homeowner Protection Act, 2024 (Bill 200)

The Homeowner Protection Act, 2024 (Bill 200) received Royal Assent on June 6, 2024. Bill 200 included amendments to various legislation, including the Ontario Heritage Act, Planning Act, New home Construction Licensing Act, Ontario New Homes Warranties Plan Act, and Personal Property Security Act.

Heritage Planning

Bill 200 made further changes to the Ontario Heritage Act to extend the timeframe for municipalities to review “legacy listed properties”, which include listed properties that were included on a municipal heritage register as of December 31, 2022.

Municipalities now have until January 1, 2027 (previously January 1, 2025 under Bill 23), to issue a Notice Of Intention to Designate (NOID) before these properties must be removed from the register. Any properties removed because a NOID was not issued by January 1, 2027, cannot be relisted on the register for a period of five (5) years starting January 1, 2027 (i.e., not until January 1, 2032).

3.4.5 Cutting Red Tape to Build More Homes Act, 2024 (Bill 185)

The Cutting Red Tape to Build More Homes Act, 2024 (Bill 185) received Royal Assent on June 6, 2024. Bill 185 introduced changes to the Planning Act, Development Charges Act, Municipal

Act, and the City of Toronto Act. The relevant planning changes are summarized in this section.

Pre-application Consultation

Bill 185 removed the regulations that were introduced through Bill 109 regarding development application fee refunds where a decision was not made by the municipality within a statutory timeframe. Further, Bill 185 has also removed the ability of municipalities to require mandatory pre-consultation prior to submitting a planning application. Proponents may still choose to pursue with pre-consultation with the municipality, and also may submit a motion to the Ontario Land Tribunal any time after pre-application consultation has occurred or after application fees have been paid to the municipality.

Limited Third-Party Appeal Rights

New limitations were established to further restrict third-party appeals on Official Plan Amendment and Zoning By-law Amendments. Now, post-Bill 185, only applicants, the Minister of Municipal Affairs and Housing, public bodies, “specified persons”, and/or registered landowners to which the Official Plan or Zoning By-law would apply have third-party appeal rights. The definition of “specified person(s)” in the Planning Act has been expanded. A specified person(s) includes utilities, pipeline and rail operators, and other similar public and private entities. The definition now includes NAV Canada, airport operators, aggregate and environmental compliance permit holders with sites within 300 metres, and the owners of any such sites. As such, groups such as ratepayer organizations and industry groups have had their right to appeal removed.

New Appeal Rights for Applications for Settlement Area Expansions

In the 2024 PPS, Section 2.3.2 provides permissions for expansion of a settlement area boundary at any time. Previously a settlement area expansion could only be considered through a comprehensive review. In anticipation of this change with the new PPS, Bill 185 amended the Planning Act to allow a private applicant to appeal a refusal or non-decision on a private application to expand an existing settlement area boundary.

Subdivision and Site Plan Approval – Use it or Lose It

Amendments to the Planning Act under Bill 185 also include expansion of the scope of lapsing provisions for Plans of Subdivision and Site Plan Control. The prescribed time period for the

lapsing of a Site Plan or Draft Plan of Subdivision is required to be less than three (3) years, or may be less as specified by the approval authority. The intent of this amendment is to speed up building permit approvals for housing and construction following planning approvals.

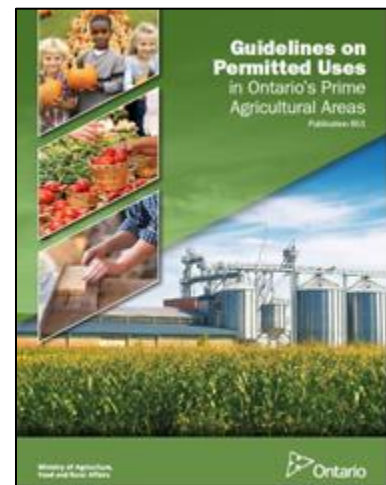
Public Notice Requirements

To implement the legislative changes under Bill 185, regulatory changes have been made to the Planning Act and Development Charges Act with respect to modernizing public notice requirements. Changes have been made to both Acts to allow municipalities to provide notice regarding various planning applications and processes, as well as changes regarding community benefit charges and parkland, on a municipal website if there is no local print newspaper available.

3.5 Ministry of Agriculture Food and Rural Affairs Guidelines on Permitted Uses in Prime Agricultural Areas

The Ministry of Agriculture Food and Rural Affairs developed the Guidelines on Permitted Uses in Prime Agricultural Areas (Publication 851) in 2016. The Guidelines were developed to help municipalities, decision makers, farmers, and others interpret policies in the PPS (2014) on the uses permitted in prime agricultural areas. It comprises the provincial guidance referred to in Policy 4.3.2.1 of the 2024 PPS (although it is noted that the 2024 PPS refers to “provincial guidance” rather than “provincial guidelines”). The document provides guidance on:

- Agricultural, agriculture-related and on-farm diversified uses described in Section 4.3.2. of the 2024 PPS;
- Removal of land for new and expanding settlement areas (Section 4.3.4) and limited non-agricultural uses in prime agricultural areas (Section 4.3.5)
- Mitigation of impacts from new or expanding non-agricultural uses (Policy 4.3.5.2)



The document outlines the following principles for permitted uses to allow uses in prime agricultural areas that ensure settlement areas remain the focus of growth and development:

- Agriculture remains the principal use in prime agricultural areas;
- Prime agricultural areas are protected for future generations;
- Land taken out of agricultural production, if any, is minimal;
- Regard is given to the long-term (multi-generational) impact on prime agricultural areas;
- Normal farm practices are able to continue unhindered;
- Agricultural and rural character and heritage are maintained as much as possible;
- Uses are compatible with agricultural uses;
- They make a positive contribution to the agricultural industry, either directly or indirectly; and
- Servicing requirements (e.g., water and wastewater, road access, fire services, policing) fit with the agricultural context.

The document also identifies the Official Plan and Zoning By-law as tools for implementing the PPSs permitted uses policies, the following should be considered as part of the Official Plan and Zoning By-law Review:

- **Official Plan**
 - State that agriculture uses, agriculture related uses, and on-farm diversified uses are permitted in prime agricultural areas;
- **Zoning By-law**
 - Specify setbacks for some of the permitted uses in prime agricultural areas (e.g., to protect municipal drinking water system, provide fire protection, mitigate odour, noise or dust);
 - Adopt “as-of-right” zoning for agricultural areas and other permitted uses, including on-farm diversified uses that are clearly compatible and appropriate in prime agricultural areas. this means that landowners could establish any of these uses as long as they comply with applicable by-law requirements for the uses. For example, value-retaining uses (e.g., storage, grading, drying), home offices in existing buildings and small produce stands could be permitted as-of-right. Other uses may be located in prime agricultural areas subject to a minor variance or zoning by-law amendment to ensure issues such as site layout and traffic are compatible with surrounding agricultural uses.

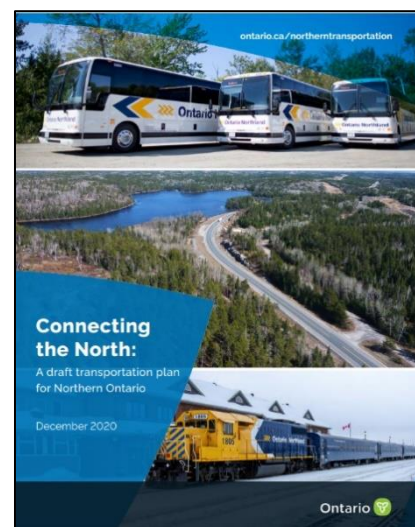
- Utilize temporary use Zoning By-laws to permit the temporary use of land, buildings or structures for up to 3-year periods. They are inappropriate for uses involving physical changes to the site, new or improved buildings or structures, or uses that result in the creation of a new lot. They are also an effective way to deal with event-type uses such as concerts, rodeos and farm shows. As a general rule, avoid using on-farm locations if these temporary uses can be accommodated in existing facilities nearby that are designed for such uses (e.g., fairgrounds, parks and band shells).

3.6 Connecting the North: A Draft Transportation Plan for Northern Ontario (December 2020)

“Connecting the North: A Draft Transportation Plan for Northern Ontario” was developed by the Ministry of Transportation and released in 2020. The Draft Northern Ontario Transportation Plan is intended to serve as a guide for building a modern and sustainable transportation system in the North.

The Transportation Draft Plan identifies actions directly impacting the City of Kenora including the widening of Highway 17 from Kenora to the Manitoba border from two (2) to four (4) lanes, which will improve safety, create local jobs and reduce travel times within the region. Additionally, the Plan includes actions to improve public transit in municipalities across the North through public transit projects and investments. Infrastructure Canada provided funding to projects to support this action, including bus fleet enhancements in regions including Kenora.

At the time of writing this Background Report, the Transportation Plan is in draft, with no updates from the Province regarding next steps for its further development.



3.7 Draft 2041 Northern Ontario Multimodal Transportation Strategy (July 2017)

In July 2017, Draft 2041 Northern Ontario Multimodal Transportation Strategy was released as Ontario's first pan-Northern strategy that considered the integration of multiple transportation modes including road, rail, air, and marine. The Strategy's initiative remains a signature study of Northern Ontario's transportation system and may be used to inform future work on the northern Ontario transportation system and long-term planning.



The Draft Strategy provides a vision to guide transportation in Ontario to the year 2041, is as follows:

“Northern Ontario's transportation system is responsive to economic, social and environmental needs and change, and is transformative in supporting new economic activity, healthy communities and a cleaner environment.”

To achieve the vision for the Draft Strategy, a well-connected, integrated multimodal transportation system is required. The system must ensure there is safe and efficient movement of both people and goods. The Draft Strategy provides five (5) interrelated goals, each with detailed directions that address social, cultural, economic, environmental and technological considerations. The five (5) goals are:

- 1. Goal 1: Connected and Prosperous** – Increase and modernize transportation options to support everyday living and economic activity in northern Ontario.
- 2. Goal 2: Safe and Reliable** – Enhance traveler safety and system reliability and minimize travel delays and complications.
- 3. Goal 3: Address Remote and Far North Challenges** – Work with remote and Far North communities to address unique transportation needs with more reliable connections between communities and to the all-season ground transportation network.
- 4. Goal 4: Integrated and Innovative** – Anticipate and respond to economic, technological, environmental and social change to link people, resources and businesses.

- 5. Goal 5: Healthy and Sustainable** – Create a cleaner and more sustainable transportation system in northern Ontario by reducing GHG and other environmental and human health impacts.

The comment period on the Draft Strategy closed in September 2017. As of the time of writing of this Background Report, there have been no updates on the Strategy since 2017.

4.0 Existing Local Municipal Planning Context

In addition to the Official Plan and Zoning By-law, numerous documents prepared for and by the City of Kenora contain policy recommendations or conclusions, that must be considered in the Official Plan and Zoning By-law Review. This section provides an overview of the City's current Official Plan, as well as the relevant municipal documents listed below, and identifies high-level recommendations to be incorporated into new Official Plan policies:

- Charting our Course 2027 – 2022-2027 Strategic Plan, 2022;
- City of Kenora Official Plan, 2015;
- City of Kenora Zoning By-law 101-2015;
- Age-Friendly Strategic Plan, 2016;
- In-effect Community Improvement Plans, including:
 - Former Mill Site Community Improvement Plan, 2017;
 - Harbourtown Centre Community Improvement Plan, 2017;
 - Keewatin Community Improvement Plan, 2017;
- 5-Year Tourism and Economic Development Strategy, 2021;
- Asset Management Plan, 2022;
- Sustainability Action Plan, 2022;
- Parks and Recreation Master Plan, 2022;
- Multi-Year Accessibility Plan; and
- Active Transportation Master Plan, 2023 – ongoing.

4.1 Charting our Course 2027 – 2022-2027 Strategic Plan (2022)

The City of Kenora developed a 2022–2027 Strategic Plan, “Charting Our Course 2027 Strategic Plan” establishes clear vision and mission statements, strategic focus areas, values, and aspirational goals and enabling strategies to guide decision-making for the 2022–2027 period.

The **vision** for the City of Kenora, as established in the Strategic Plan is:

“Kenora provides a high quality of life for residents and unforgettable experiences for visitors by celebrating and embracing the community’s rich heritage, diversity, and natural environment.”

The City’s **Mission Statement** is to:

“To be an accountable, collaborative, and informed team that takes pride in delivering value-added municipal services.”

The **eight (8) values** that guide the Strategic Plan, include:

1. Collaboration;
2. Communication;
3. Citizen and customer service;
4. Environmental sustainability;
5. Fiscal responsibility;
6. Innovation;
7. Readiness; and
8. Trust and Respect

The Strategic Plan includes goals and actions in five (5) focus areas, which include:

1. Infrastructure and environment:

- Position Kenora for growth through proactive infrastructure planning;
- Ensure well maintained and sustainably financed City infrastructure; and
- Seek sustainable solutions to reduce environmental impacts of City operations.



2. Tourism, economic growth and development:

- Promote new investment and development of City-owned and private lands in Kenora;
- Facilitate opportunities for more and diverse housing development across the housing spectrum;
- Implement tourism initiatives to enhance visitor rates and experiences; and
- Support entrepreneurship and business development.

3. Community recreation, well-being, and safety:

- Deliver coordinated four-season cultural and recreational infrastructure, programs, and events;
- Address community safety challenges and improve perceptions of safety in Kenora; and
- Enhance emergency management, protective services and social services provided by City partners.

4. Service delivery and organizational capacity:

- Modernize City service provision to improve “customer” experiences maximize human capacity and capability;
- Improve the fiscal planning capacity of our administration; and
- Enhance City communications to the community on municipal services, developments, and affairs.

5. Relations with Treaty 3 partners:

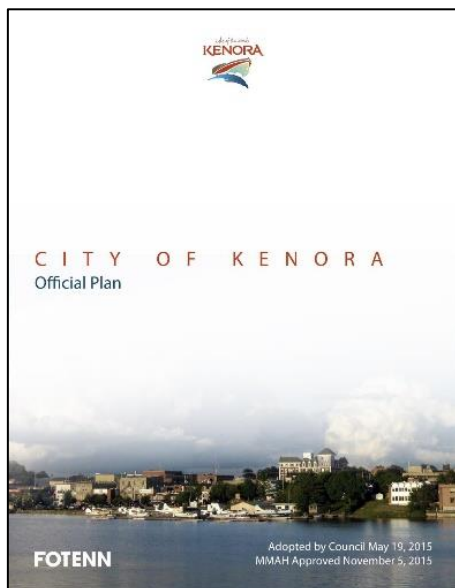
- Partner with Anishinaabe and other Treaty Partners to advance reconciliation, inclusion, and relationships, and enhance our understanding and awareness of Truth and Reconciliation; and
- Foster meaningful and beneficial relationships with Treaty Partners creating joint communication and engagement protocols and advancing the Tunnel Island Common Ground Initiative.

Updates to the City’s Official Plan and Zoning By-law will consider how the strategic goals and priorities of the Strategic Plan may be implemented through land use policies and zoning.

4.2 City of Kenora Official Plan (2015)

The existing City of Kenora Official Plan was adopted on May 19, 2015, and approved by the Ministry of Municipal Affairs and Housing on November 5, 2015.

The Plan contains eight (8) sections dealing with vision, general development policies, land use designations, special policy overlaps, municipal services, transportation, implementation of the Plan, and interpretation. The Official Plan provides for a range of permitted uses within specific land use designations, as illustrated in Schedule A to the Official Plan. Appendix A to the Official Plan summarizes the existing Species at Risk within the Kenora municipal boundary and is provided as additional information to the Official Plan.



The existing Official Plan contains the following land use designations:

- 1.** Established Area;
- 2.** Residential Development Area;
- 3.** Harbourtown Centre;
- 4.** Commercial Development Area;
- 5.** Industrial Development Area;
- 6.** Open Space;
- 7.** Railyard;
- 8.** Rural Area;
- 9.** Waste Disposal Site;
- 10.** Provincially Significant Wetlands.

The land use designations and associated policies within the Official Plan will be reviewed to determine what may be appropriate to carry forward in the updated Official Plan, and what may need to be replaced or revised based on changes to the Planning Act, the Provincial Planning Statement, 2024, and other updates to legislation.

4.3 City of Kenora Zoning By-law 101-2015 (Office Consolidation July 30, 2024)

The current City of Kenora Zoning By-law 101-2015, as amended, was enacted on December 15, 2015 and last consolidated on July 30, 2024. The Zoning By-law sections include:

- **Section 1 – Administration and Interpretation**, establishes the title and scope of the Zoning By-law, as well as information related to the administration of the Zoning By-law, including establishment of the Zoning Schedules (i.e., maps), penalties, and its effective date.
- **Section 2 – Definitions**, includes definitions applicable to all Zones, including key terms used in the Zoning By-laws and definitions of permitted uses.
- **Section 3 – General Provisions**, contains general provisions applicable to all Zones, specific use regulations which relate to matters such as accessory buildings structures, and uses, permitted height projections and yard encroachments, holding provisions, parking and loading space provisions, setback provisions (which are in addition to setbacks identified under the individual Zones), non-conforming and non-complying uses, and provisions regarding specific uses.
- **Section 4 – Zones**, sets out the classification for the Zone categories, including: Residential, Commercial, Industrial, Institutional, Open Space, and Resource Development. Section 4 also establishes performance standards (e.g., building and lot requirements, such as minimum yard dimensions and setbacks, maximum building heights, maximum lot occupancy); landscaping requirements. Some Zones contain special provisions for specific uses or lot and buildings requirements.
- **Section 5 – Exceptions**, contain the site-specific exceptions, exception zone provisions, and “notwithstanding” provisions which generally apply to specific properties and reflect where site-specific Zoning By-law Amendments have been approved.
- **Section 6 – Zoning Schedules (Maps)**, includes the Key Map and five (5) Zoning Schedules for the entire City of Kenora.

Table 4-1 identifies the five (5) Zone categories, which are further divided into 21 operative Zones.

Table 4-1: Summary of Existing Zone Categories and Corresponding Zones

Residential	Commercial	Industrial
<ul style="list-style-type: none"> Residential First Density (R1) Residential Second Density (R2) Residential Third Density (R3) Residential Mobile (RM) 	<ul style="list-style-type: none"> Local Commercial (LC) General Commercial (GC) Highway Commercial (HC) 	<ul style="list-style-type: none"> Light Industrial (ML) Heavy Industrial (MH) Extractive Industrial (MX) Waste Disposal (WD)
Rural	Other	
<ul style="list-style-type: none"> Rural (RU) Rural Residential (RR) Tourist Recreational (TR) 	<ul style="list-style-type: none"> Institutional (I) Open Space (OS) Environmental Protection (EP) Hazard Land (HL) Black Sturgeon Lake (Restricted Development Area) (BSL) Future Development Overlay 	

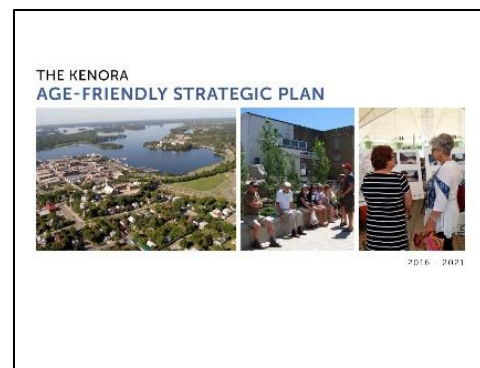
The City's Zoning By-law will be reviewed to determine which Zones and provisions should be carried forward in the new Zoning By-law, and what may need to be replaced or revised per recent legislative changes and to ensure conformity with the new Kenora Official Plan.

The City's current Official Plan (2015) and Zoning By-law 101-2015 will be explored in further detail as part of the preparation of the Policy Directions and Recommendations Report in a later stage of Phase 2 of the project.

4.4 Age-Friendly Strategic Plan (2016)

The Age-Friendly Strategic Plan was prepared by HTFC Planning and Design in 2016. This Plan was endorsed by Council, however, is led by a grassroots committee with City representation. The purpose of the Plan is to identify opportunities for the City to become a more age-friendly city.

The Plan's key opportunities include:



- **Outdoor Spaces and Buildings**

- Upgrades to sidewalks and roads;
- Installation of effective pedestrian signalized intersections;
- Establish Age-Friendly Priority Zones where seniors housing, services and other destinations are concentrated;
- Implement special policies for Age-Friendly Priority Zones, such as:
 - One drop-off / loading spot shall be provided in an Age-Friendly Priority Zone (e.g., a drop-off spot should replace a few of the street parking spots on Bernier Drive near the Jarnel Contracting Pavilion).
 - Age-Friendly Priority Zones shall be regarded as the areas of highest priority for snow clearing.
 - Snow piles shall not be permitted on an accessible parking / drop-off spot in an Age-Friendly Priority Zone.
 - The path from an accessible parking / drop-off spot to the sidewalk (including curb drops) must be kept clear of snow in an Age-Friendly Priority Zone.
 - The path from the sidewalk to the door of a seniors' apartment building, public washroom, pedestrian crosswalk, or public building must be kept clear of snow if it is within an Age-Friendly Priority Zone.
 - Ensure sidewalks are level and smooth (e.g., without heaving pavement) in Age-Friendly Priority Zones.
 - Examine the feasibility of including more than the standard number of age-friendly curb drops that are installed on sidewalks in an Age-Friendly Priority Zone (provided other road safety concerns are addressed).
- Create park spaces that are accessible and welcoming for all ages and people;
- Link trails to senior's housing;
- Establish new age-friendly community gardens; and
- Allow outdoor recreation opportunities in green spaces in close proximity to senior's housing.

- **Transportation**

- Adjust transit routes so they are more age-friendly;
- Build more shelters at bus stops; and

- Establish a “park and ride” system for events or other places with limited parking or access.
- **Housing**
 - Promote construction of secondary suites;
 - Develop a plan for a Kenora Age-Friendly Village / Campus of Care, where retirement living, assisted care, memory care, and long-term care housing is all built around a central “village”; and
 - Provide incentives to encourage affordable seniors’ housing and assisted living housing.

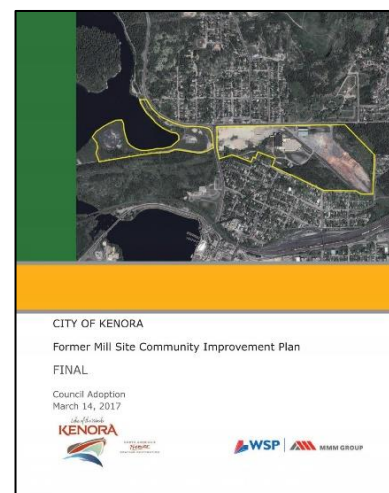
The City’s Official Plan should be updated to incorporate policies that are supportive of age-friendly initiatives, infrastructure, and facilities, with a specific focus on the Age-Friendly Strategic Plan’s key opportunity areas of outdoor spaces/building; transportation; and housing.

4.5 Community Improvement Plans

This section provides an overview of the City’s current Community Improvement Plans, including the Former Mill Site Community Improvement Plan, Harbourn Centre Community Improvement Plan, and Keewatin Community Improvement Plan, which were completed in 2007, 2012, and 2015. All three (3) Community Improvement Plans were last updated in 2017. Concurrent to the Official Plan and Zoning By-law Review, a review of all three (3) Community Improvement Plans is being undertaken and a single new Community Improvement Plan will be developed.

4.5.1 Former Mill Site Community Improvement Plan (2017)

The purpose of the Former Mill Site Community Improvement Plan (CIP) (2017) is to provide an opportunity to develop and redevelop properties within the boundaries designated as a Community Improvement Plan Project Area. The Former Mill Site CIP provides incentives to develop and redevelop property in the form of grants, loans, and tax assistance.



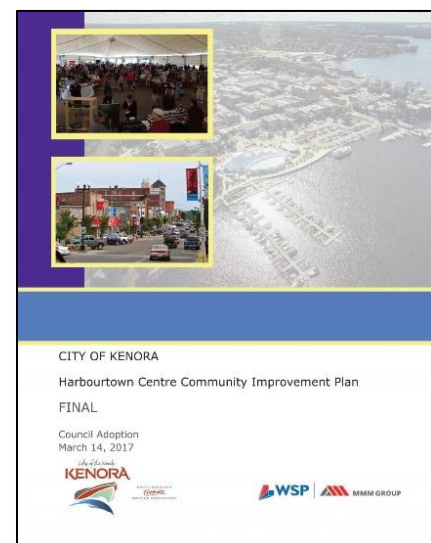
The objectives of the Former Mill Site CIP include:

1. To respect and be compatible with the surrounding area and land uses;
2. To provide a good cross-section of employment and training opportunities for the Kenora community and Indigenous peoples;
3. To foster sustainable development by using land, local resources, and infrastructure efficiently;
4. To provide a main entrance to the site from Ninth Street North;
5. To integrate the site with the surrounding community by a transportation corridor through the site for all modes of transportation;
6. To create and maximize a strong set of financial incentives for private sector redevelopment;
7. To rebrand the site name and create a new community identity/placemaking;
8. To develop a marketing and communication strategy that is carried out through the implementation of this CIP;
9. To promote the use of green technologies and a zero-carbon footprint; and
10. Encourage development of affordable housing.

Since the adoption of the Former Mill Site CIP, the lands have been largely approved for development with construction of new residential development anticipated to commence in 2027.

4.5.2 Harbourtown Centre Community Improvement Plan (2017)

The purpose of the Harbourtown Centre Community Improvement Plan (CIP) (2017) is to establish a program for municipal financial incentives to encourage the rehabilitation and improvement to private lands and to coordinate public and private works in a manner that will make the most efficient use of public infrastructure. The intent of the plan is to target improvements to existing buildings and properties, and towards developments in Harbourtown Centre that have an affordable housing component. The Harbourtown CIP provides incentives to



develop and redevelop property in the form of grants, loans, and tax assistance.

The objectives of the Harbourn town CIP include:

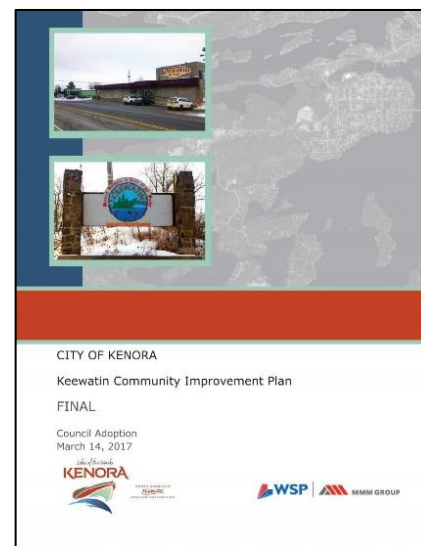
1. To encourage the continued vitality and economic viability of the commercial core;
2. To stimulate new investment in public and private lands;
3. To encourage consistency in urban design and signage while recognizing the importance of diversity and character of the existing built form;
4. To create an attractive image of the City that reflects the historic character and heritage of the community;
5. To reinforce the commercial core as a focus for the community, including commercial and residential uses;
6. To improve pedestrian and vehicular connections within the area;
7. To provide incentives for rehabilitation of the downtown core and Harbourn town as an attractive destination for shopping, dining and sightseeing; and
8. To provide a mix and range of housing types that shall meet the physical and financial needs of all current and future residents, in particular the aging population and new entrants to the housing market.

4.5.3 Keewatin Community Improvement Plan (2017)

The purpose of the Keewatin Community Improvement Plan (CIP) (2017) is to provide an opportunity to develop and redevelop properties within the boundaries designated as a Community Improvement Plan Project Area with a focus on affordable house, streetscape and façade improvements, and brownfields. The Keewatin CIP provides incentives to develop and redevelop property in the form of grants, loans, and tax assistance.

The vision of the Keewatin CIP is:

“Keewatin will be a quaint, year-round healthy lifestyle community offering passive and active recreational and cultural activities that are accessible by land and by water



for all to enjoy. Its main streets will be visually appealing and vibrant, providing places to live, work, shop, and play for all members of the community.”

The goals of the Keewatin CIP are to:

1. Improve streetscape and the public realm;
2. Encourage development of affordable housing;
3. Enhance existing businesses and promote establishment of new businesses and encourage the clustering of complementary uses;
4. Improve wayfinding; and
5. Establish a set of design guidelines for Keewatin.

4.6 5-Year Tourism and Economic Development Strategy (2021)

In June 2021, the 5-Year Tourism and Economic Development Strategy (Strategy) was completed by Urban Systems in coordination with the City of Kenora. The purpose of the Strategy is to build off the existing work related to tourism and economic development planning initiatives completed by the City over the past 15 years, including:

- Lake of the Woods Development Commission Tourism Strategy (2008);
- City of Kenora Economic Development Plan (2012);
- Tourism Kenora 5-Year Strategy (2014); and
- Lake of the Woods Development Commission Strategic Plan 2017–2019 (2017).

The Strategy’s vision for the City of Kenora, as guided by input received through the Strategy’s planning process is as follows:

“Kenora will continue to grow as a regional service centre with a resilient local economy that is supported by a four-season tourism sector, high quality of life and a supportive local environment for businesses and entrepreneurs.”



The Strategy identifies three (3) Strategy Pillars that represent key areas of focus that will support the City in implementing their vision and direction for tourism and economic development. The Strategy Pillars are summarized:

- **Tourism Development:** Sector specific focus on growing Kenora’s local tourism industry and position as a service centre for regional tourism operations.
- **Economic Development:** Focus on the growth and diversification of Kenora’s broader economy, including growth and retention of local business and building partnerships.
- **Tourism and Economic Foundations:** Non-sector specific areas influenced or determined by a municipality that are important to creating conditions for tourism and economic growth.

The Strategy provides overarching goals and objectives for tourism and economic development. Key goals and objectives identified in the Strategy that could be relevant to the Official Plan and Zoning By-law Review are shown in **Table 4-2**.

Table 4-2: Economic Development and Tourism Strategy Goals and Objectives

Goal	Objective and Action
Goal #1: Tourism Development	Support Kenora’s development as a key destination for arts, culture and heritage. <ul style="list-style-type: none"> • Work to increase activity and awareness related to Kenora’s rich history, culture and arts by identifying opportunities to include artistic components into the design of City infrastructure and facility projects.
	Advance Kenora’s position as a host community for special events. <ul style="list-style-type: none"> • Support event development and growth in Kenora by increasing and enhancing event infrastructure to help support existing and new events; and • Reviewing City policies on an ongoing basis to reduce barriers for events where feasible.
Goal #2: Economic Development	Activate development on Kenora’s vacant and underutilized lands.

Goal	Objective and Action
Goal #2: Economic Development (cont'd)	<ul style="list-style-type: none"> • Improve the development readiness of publicly owned residential, commercial and industrial lands by identifying short term opportunities to extend municipal services to key municipal surplus lands to enable short-term disposition and development; • Work to complete dispositions processes for targeted municipal surplus lands identified as short to medium-term priority in the Vacant Lands and Growth Strategy (2020); • Encourage temporary uses on public vacant lands that promote economic activity as an interim use prior to development; and • Support minor capital improvements to select vacant and underutilized lands to enhance their capacity to host temporary uses that generate economic activity.
Goal #3: Tourism and Economic Foundations	<p>Support Indigenous partnerships in tourism and economic investment in Kenora.</p> <ul style="list-style-type: none"> • Investigate opportunities for joint municipal-First Nation development projects to better leverage potential funding and grant opportunities; • Provide support (e.g., letters of support) for First Nations seeking funding and resources for economic and community development projects; • Collaborate with local First Nations to include Indigenous heritage displays in key tourism spaces and facilities; and • Initiate process with Common Ground to discuss opportunity for Tunnel Island strategic plan and visioning project.

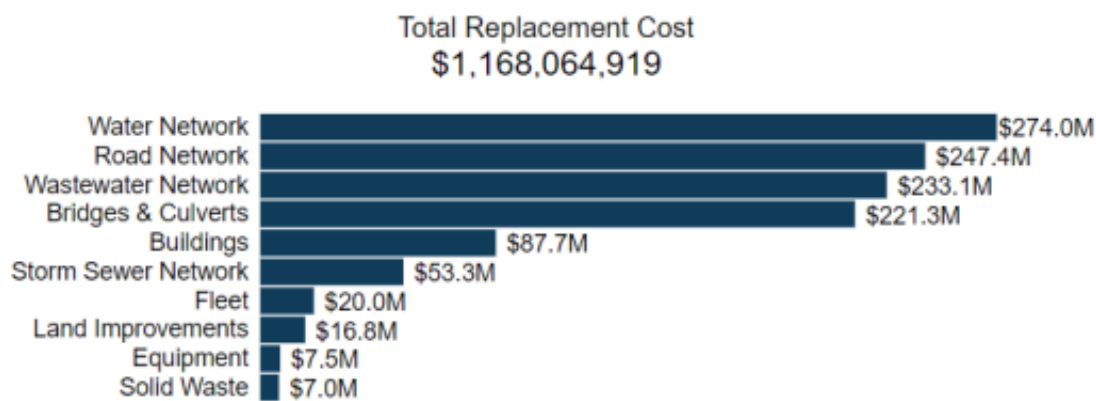
Goal	Objective and Action
Goal #3: Tourism and Economic Foundations (cont'd)	<p>Undertake planning activities that support tourism and economic development objectives.</p> <ul style="list-style-type: none"> • Review, update and align Kenora’s plans, policies and procedures to continue to support tourism and investment readiness by Prepare process flowcharts and checklists to expedite customer understanding (e.g., development approvals flowchart, list of important contact people, etc.; • Ensure parks and recreation master planning includes a focus on leveraging parks and recreation facilities for tourism and economic development; • Explore opportunity to implement a Community Planning Permit System; and • Conduct review and updates of existing Community Improvement Plans and opportunity to expand project areas. <p>Develop and invest in strategic infrastructure that supports economic and tourism growth.</p> <ul style="list-style-type: none"> • Enhance Kenora’s Harbourtown Centre, Harbourfront, Beaches, Parks and key natural areas by develop wayfinding program beyond Harbourtown Centre; • Expand local trail network and active transportation improvements and develop connections to regional trail networks; • Facilitate housing development to support community economic growth by exploring enabling policy for innovative housing development (i.e., tiny homes, suites, additional residential units); • Market opportunities for housing development supported by current and future Community Improvement Plans (CIPs); and • Promote Municipal Capital Facilities By-law to enable affordable housing investment.

4.7 Asset Management Plan (2022)

The Asset Management Plan was prepared by PSD Citywide in 2022. The purpose of this Plan is to assist the City of Kenora in managing their infrastructure needs while ensuring timely investments to minimize repair and rehabilitation costs and maintain municipal assets.

The Plan identifies a series of classes for the City, of which have a total asset valuation of \$1.2 billion (2022), of which the water and road network comprised had the largest total replacement cost, with solid waste having the lowest cost (**Figure 4-1**).

Figure 4-1: Asset Replacement Value - All Asset Classes

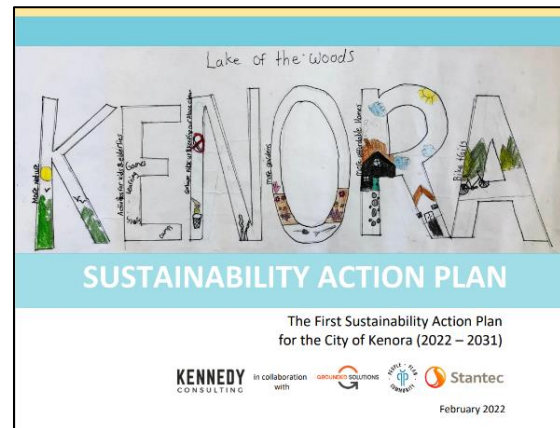


The Plan offers strategic recommendations for the continuous improvement of program activities and outputs. Those which are relevant to the Official Plan and Zoning By-law Review are:

- **Climate Change**
 - Develop a comprehensive approach to risk management.
 - Integrate climate change mitigation and adaptation considerations.
- **Growth**
 - Effectively plan for new infrastructure, and the upgrade or disposal of existing infrastructure

4.8 Sustainability Action Plan (2022)

The City of Kenora developed its first Sustainability Action Plan in February 2022 with Kennedy Consulting, in collaboration with City staff, members of the City's Sustainability Advisory Committee (SAC), other local organizations, and interested members of the community. The Sustainability Action Plan is intended to provide guidance to enhance sustainability and increase community resilience in Kenora.



The vision for the City of Kenora in the Sustainability Action Plan is:

“To collaboratively implement a suite of projects that, over the next decade, will contribute to a better quality of life for the community in Kenora while also building pathways to reconciliation and safeguarding the diverse ecosystems that sustain the community.”

The main **objectives** that have emerged from the development of the Sustainability Action Plan are:

1. Work collaboratively to implement the projects in this Plan under the leadership of the identified champions and partners, and with support from the Sustainability Advisory Committee (SAC).
2. Track the progress of each project in being implemented in meeting the established measures of success, and report on this progress regularly over the Plan timeframe.

The seven (7) guiding principles that have been established to guide the implementation of the Sustainability Action Plan include:

1. Sustain and enhance the water, land and air;
2. Support and enable social equity;
3. Be accountable;
4. Focus on local actions and local benefits;

5. Seek solutions that provide multiple benefits;
6. Work collaboratively and in partnership; and
7. Align economic and environmental benefit.

The Sustainability Action Plan identifies four (4) categories with related sustainability projects for the City:

1. Energy conservation

- Build on the existing Community Energy Plan to create an emissions reduction plan for Kenora, including targets and accountability mechanisms.
- Evaluate the potential to develop a program to facilitate energy conservation retrofits for existing and new buildings.
- Implement and promote demonstration projects to showcase delivery of renewable energy in Kenora.

2. Green infrastructure and sustainable transit

- Undertake a storm water funding feasibility study.
- Incorporate green infrastructure into the City's asset management process.
- Research and evaluate alternatives for public transportation that meet the needs of the public, are environmentally friendly and are cost-effective.

3. Local food production and waste reduction

- Expand local micro-farming, food collection and community gardening to build local food security.
- Implement a local household composting initiative.
- Develop and implement a community composting program that includes institutional and / or commercial partners.
- Develop and implement mechanisms for the local salvage, re-use and exchange of housing and building materials.

4. Water stewardship

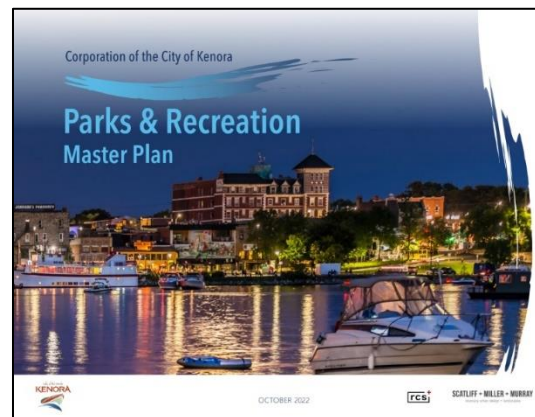
- Provide water bottle filling stations for the community in Kenora's downtown.
- Build relationships with Anishinaabe and other Treaty Partners through a joint program focused on local water security.
- Develop and implement a Healthy Shorelines Program.

- Identify, monitor and manage flood risk areas in the City of Kenora, building on work done outside the City by local First Nations.

4.9 Parks and Recreation Master Plan (2022)

The Parks and Recreation Master Plan was prepared by Scatliff+Miller+Murray in October 2022. The Master Plan provides guidelines for future planning and decision making with respect to parks and recreation services, assets and programs in Kenora over the next 10 years.

The goal of the Master Plan is to enhance places, spaces and services that resident's access to be active, play, and be with others doing activities that improve quality of life.



The Master Plan provides eight (8) guiding principles for recreation and parks, which include:

- 1. Equity and Inclusion** – Parks and recreation opportunities are available to all, regardless of age, gender, ethnicity, or socio-economic status.
- 2. Accessibility** – Barriers to participate in parks and recreation opportunities are minimized, be they physical, skill, or awareness related.
- 3. Affordability** – Publicly funded parks and recreation opportunities will be affordable, with some being free to access.
- 4. Viability** – The City will work to optimize the use of parks and recreation spaces, balancing financial requirements (user fees) and social benefit (individual and community).
- 5. Reconciliation** – Parks and recreation opportunities support Truth and Reconciliation and are a medium through which understanding and healing can be advanced.
- 6. Collaboration** – The City will work with partners such as community groups and associations, user groups, and other communities to leverage collective investments in parks and recreation to achieve common goals.
- 7. Climate Action** – Parks and recreation services will be offered in ways that minimize carbon footprints and respect and protect biodiversity and the environment.

- 8. Leadership** – The City embraces its leadership role in the provision of parks and recreation, influencing the strategic direction of all stakeholders building capacity in the service delivery system where possible.

The Master Plan provides key recommendations that could be relevant to the Official Plan and Zoning By-law Review, including:

- Incorporate an enhanced parkland policy that includes a Parkland Classification System to guide investment in existing parkland and outdoor recreation assets and inform decision-making around the planning, acquisition, and development of new parkland.
- Incorporate a Trails Classification System to guide level of service delivery for existing and future trail assets to meet community needs and contribute to a diverse and integrated trail network system.
- Adopt an enhanced parkland policy framework that addresses parkland use and classification, acquisition, and design.
- Develop a policy to direct the use of funds generated through cash-in-lieu of parkland.
- For public docks and boat launches, consider implementing clear provisions around dock permitting, parking, prohibited use zones, and time restrictions for the boats.

4.10 Multi-Year Accessibility Plan 2023-2026 (2023)

The City of Kenora developed its Multi-Year Accessibility Plan 2023-2026 in 2023 to support the Accessibility for Ontarians with Disabilities Act (AODA) to make the Province of Ontario accessible by the year 2025. The purpose of the Plan is to achieve a more accessible and inclusive City.

The Multi-Year Accessibility Plan will be reviewed and updated at least once every four years, with an annual report status report completed throughout the City's accessibility development progress. The Plan states that the City will prepare accessibility reports for submission to the Ontario Government every two (2) years.

4.11 Triage Business Retention and Expansion Survey (2023)

Deloitte was retained by the City of Kenora to undertake a Triage Business Retention and Expansion (BR+E) Survey, which was completed in late 2023. The purpose of the BR+E Survey was to engage the broader business community in Kenora in order to better understand how to support local businesses, identify potential expansion or retention opportunities, and monitor. The BR+E Survey was conducted through random sample telephone interviews and an online survey. A total of 115 businesses engaged through the BR+E activities.

The BR+E findings relevant to the Official Plan and Zoning By-law Review are summarized at a high level as follows:

- 51% of survey respondents indicated satisfaction with the City's zoning framework as it relates to conducting business in Kenora.
- The availability and affordability of property for purchase or lease, availability of health and medical services, labour, adequate housing, and the City's development and building permit process were flagged as areas of concern by survey respondents. These areas were identified by the BR+E as items of priority to support future business in Kenora.
- When asked about visioning for the commercial areas of downtown Kenora, survey respondents identified a need for a vibrant downtown that supports commercial development and inclusion and enhancement of social services.
- The City of Kenora scored below the National average on the Community Business Health Index due to lower scoring on indicators related to workforce attraction and retention. However, it is noted that the City ranked higher than the national average for the indicator related to expected revenue changes and business two-year outlooks.

Through the Official Plan and Zoning By-law Review, opportunities will be examined for inclusion of policies and zoning provisions that support commercial uses in Kenora. The Community Improvement Plan Review will also further explore financial programs and tools for the support of commercial activity in the City.

4.12 Active Transportation Master Plan (2023 – Ongoing)

The City of Kenora initiated the development of an Active Transportation Master Plan (ATMP) in 2023. The purpose of the ATMP will be to improve options for walkability, cycling, and other forms of active transportation in Kenora. The project is currently underway with completion anticipated in 2025.

5.0 Government Agencies, Interest Groups, Indigenous, and Community Engagement

An Engagement Strategy and Communication Plan was prepared by WSP in January 2025 and is included as **Appendix B** to this Report. The Engagement Strategy and Communication Plan elaborates the approach, methods and specific tools to undertake a comprehensive review of the Official Plan and Zoning By-law, as well as the concurrent Community Improvement Plan Review for the City, including:

- Indigenous Community Engagement;
- Project Branding;
- Project Webpage, Email, and Mailing List;
- Project Awareness Campaign;
- City Staff Technical Advisory Committee;
- Community Improvement Plan Working Group;
- Engagement Strategy and Communication Plan;
- Managing Comments;
- Individual Property Owner Consultation;
- Accessibility and an Age-Friendly Approach;
- Online Public Engagement; and
- Communications Protocol.

The Official Plan and Zoning By-law Review project process and key community engagement events are illustrated in **Figure 5-1**.

City of Kenora Official Plan and Zoning By-law Review

Figure 5-1: Official Plan and Zoning By-law Review Project Process

Phase	Project Initiation and Pre-consultation Fall 2024	Engagement Milestone	Project Deliverables
Phase 1	Project Initiation and Pre-consultation Fall 2024	<ul style="list-style-type: none"> Virtual Pre-consultation with Ontario Partner Ministries City Project Webpage Launch 	<ul style="list-style-type: none"> Engagement Strategy and Communication Plan
Phase 2	Background Review and Policy Recommendations Fall 2024 – Spring 2025	<ul style="list-style-type: none"> City Staff Technical Advisory Committee (TAC) Meeting #1 Council Briefing Presentation Council Visioning Session Public Open House #1 and Online Community Survey City Staff TAC Meeting #2 Special Meeting of Council 	<ul style="list-style-type: none"> Population, Housing, and Employment Forecasts Report Growth Management Strategy Report Official Plan and Zoning By-law Background Report Policy Directions and Recommendations Report
Phase 3	Draft Official Plan and Draft Zoning By-law Spring – Fall 2025	<ul style="list-style-type: none"> City Staff TAC Meetings #3, 4, and 5 Combined Statutory Public Open House Statutory Public Meeting 	<ul style="list-style-type: none"> Draft Official Plan (90-day MMAH Review) Draft Zoning By-law
Phase 4	Final Official Plan Winter – Spring 2026	<ul style="list-style-type: none"> Council Adoption Meeting – Final Official Plan 	<ul style="list-style-type: none"> Final Official Plan Submit Final Official Plan to MMAH for Approval (120-day review)
Phase 5	Final Zoning By-law Summer 2026	<ul style="list-style-type: none"> Council Adoption Meeting – Final Zoning By-law 	<ul style="list-style-type: none"> Final Zoning By-law

5.1 Public Open House #1 – March 5, 2025

An in-person Public Open House was held on March 5, 2025 at the Lake of the Woods Discovery Centre in Kenora, from 6:00 PM to 8:00 PM. The purpose of the Public Open House was to:

- Provide an introduction and overview of the Official Plan, Zoning By-law, and Community Improvement Plan (CIP) Review processes to the community;
- Collect background information and input from the community with respect to key issues and opportunities, and inform the vision and goals for the new Official Plan, Zoning By-law, and CIP; and
- Launch the Community Survey.

The event was held as an informal drop-in session, where attendees had the opportunity to engage with interactive display boards related to the three projects, and ask questions of City staff and the WSP Consultant team.

Approximately 47 people attended the Public Open House and provided their input on a new vision for the City's Official Plan and the following key project themes:

- Building Our Communities;
- Celebrating Our Waterfronts;
- Stewardship of Our Natural Environment; and
- A Hub in the Northwest.

A summary of the community input received is documented in **Appendix D**.

5.2 Community Survey – March 5, 2025 to March 28, 2025

An online Community Survey was available from March 5, 2025 to March 29, 2025 via Survey Monkey, to provide an opportunity for residents in Kenora to share their input on a vision for the City's growth and development over the next 25 years, as well as key opportunities and challenges. Participants were invited to review the two Draft Background Reports that were prepared to support the Official Plan and Zoning By-law Review and Community Improvement Plan Review, respectively, to assist in completing the survey.

A total of 616 responses to the Community Survey were received. Responses will be used to inform the draft Vision Statements for the new Official Plan and Community Improvement Plan, and future policy and zoning recommendations for the new Official Plan and Comprehensive Zoning By-law.

City staff also conducted a dedicated Student Community Survey with a group of local Grade 9 students, to gain the perspectives of Kenora youth regarding opportunities and challenges to be addressed through the project.

An analysis of the Community Survey responses is presented in **Appendix D**.

6.0 Conclusion

This Official Plan and Zoning By-law Background Report is intended to provide background information to guide the review of the City of Kenora Official Plan and Zoning By-law. The recommendations of the numerous completed studies that have identified in this report will be considered in the development of Official Plan policies, as appropriate. New and updated Official Plan policies will be implemented through the Zoning By-law Review. In addition, other key provincial legislation and policy direction, including the Provincial Planning Statement, 2024, will need to be reflected in the new Official Plan.

Immediate next steps include the preparation of a Draft Policy Directions and Recommendations Report, which contain specific recommendations for policy updates to the Official Plan. The recommendations will be presented at a Virtual Special Meeting of Council, in accordance with Section 26 of the Planning Act, prior to a Draft Official Plan being prepared.

Appendix A:

Provincial Planning Statement, 2024 Review Table



City of Kenora Official Plan and Zoning By-law Review

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Appendix A – 2024 Provincial Planning Statement Review Table

The 2024 Provincial Planning Statement (PPS) replaced the 2020 Provincial Policy Statement and came into effect on October 20, 2024. It is our understanding the existing Official Plan (OP) was updated in 2017/18 to conform to the 2014 Provincial Policy Statement.

The following table summarizes new and/or revised 2024 PPS policies that are relevant to the City, and identifies applicable sections of the City's in-effect Official Plan.

The **bold** text in the 'Section and Policy' column indicates significant new information added, as per the 2024 PPS update.

The 'Issues to be Addressed' column identifies 2024 PPS policy issues to be addressed through the Official Plan Review. Text identified in **red** are proposed policy issues to be addressed through the Official Plan Review.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
Chapter 2: Building Homes, Sustaining Strong and Competitive Communities		
2.1 Planning for People and Homes		
<p>2.1.3 At the time of creating a new official plan and each official plan update, sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years, informed by provincial guidance. Planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon.</p> <p>Where the Minister of Municipal Affairs and Housing has made a zoning order, the resulting development potential shall be in addition to projected needs over the planning horizon established in the official plan.</p>	<p>1.1 Purpose of the Official Plan</p> <p>1.3.1 The Challenge Ahead – Kenora's Growth Strategy</p>	<p>Update policy language to reflect a time horizon of up to 25 years, as opposed to 20 years.</p> <p>*Draft policies were included to revise the planning horizon in the Draft OP (2021).</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
At the time of the municipality's next official plan update, this additional growth shall be incorporated into the official plan and related infrastructure plans.		
<p>2.1.4 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</p> <ul style="list-style-type: none"> a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans. 	3.2 Affordable Housing	<p>Provide the ability to accommodate residential growth for a minimum of 15 years instead of 10 years, as outlined in Section 1.3.1 in the OP.</p> <p>Include a policy to maintain a minimum 5-year supply of residential land with servicing capacity through lands zoned to facilitate residential intensification and redevelopment.</p>
<p>2.1.6 Planning authorities should support the achievement of complete communities by:</p> <ul style="list-style-type: none"> a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open 	<p>2.2 Guiding Principles and Objectives</p> <p>3.2 Affordable Housing</p> <p>3.21 Secondary Dwelling Units</p>	<p>Review policies for potential opportunities to increase multi-unit housing and other options for housing.</p> <p>Update term to "additional dwelling units" per Planning Act changes.</p> <p>*Draft policies were included in the Draft OP (2021), Section 2.2.3, 2.2.6, 3.2 and 3.3.</p> <p>**Policies may be added to these sections to address PPS Section 2.1.6 c).</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>space, and other uses to meet long-term needs;</p> <p>b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and</p> <p>c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.</p>		
2.2 Housing		
<p>2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:</p> <p>a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;</p> <p>b) permitting and facilitating:</p> <ol style="list-style-type: none"> 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and 	<p>1.3.1 The Challenge Ahead – Kenora’s Growth Strategy</p> <p>1.4 Settlement Area</p> <p>3.2 Affordable Housing</p>	<p>Consider including a policy which identifies a minimum target for housing which is affordable to low or moderate income households.</p> <p>Add a policy that supports coordination of land use planning and planning for housing with the local Service Manager and DSSAB.</p> <p>The OP, Policy 4.5.2(e) encourages redevelopment of industrial buildings in the Industrial Development Area designation. Consider adding a Housing policy section in the new OP that addresses intensification and redevelopment, including residential uses.</p> <p>*Draft policies were included in the Draft OP Section 1.3, 1.6, and 3.3 that was previously submitted in August 2021.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;		
c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.	2.2.1 Principle 1 – Sustainable Development 2.2.8 Principle 8 – Multi-Modal Transportation System	Principles 1 and 8 include ensuring that growth and development occurs through sustainable and economically viable land use development patterns and ensuring that effective infrastructure services will be provided in a cost-efficient manner. No changes required.
2.3 Settlement Areas and Settlement Area Boundary Expansions		
2.3.1.2 Land use patterns within settlement areas should be based on densities and a mix of land uses which: a) efficiently use land and resources; b) optimize existing and planned infrastructure and public service facilities; c) support active transportation; d) are transit-supportive, as appropriate; and e) are freight-supportive.	Various	OP identifies the settlement area as an appropriate location for intensification. Consideration should be given to add more policy to continue to monitor the supply of residentially-designated land within the City and the range of housing produced by type, tenure, and affordability. OP policies included to ensure that the existence of a municipal services does not entitle, justify, or otherwise permit the creation

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
		<p>of a new use or the expansion of an existing use that is otherwise inconsistent with this OP. No change required.</p> <p>*Draft policies were included in the Draft OP (2021).</p>
<p>2.3.1.3 Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.</p> <p>2.3.1.4 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.</p> <p>2.3.1.5 Planning authorities are encouraged to establish density targets for designated growth areas, based on local conditions. Large and fast-growing municipalities are encouraged to plan for a target of 50 residents and jobs per gross hectare in designated growth areas.</p>	<p>4.1.2 Established Area Policies</p> <p>4.2.2 Residential Development Area Policies</p> <p>5.4.1 Redevelopment Lands</p> <p>5.4.2 New Development Lands</p> <p>6.1 Municipal Services</p> <p>4.1.2 Established Area Policies</p> <p>4.2.2 Residential Development Area Policies</p> <p>5.4 Future Development Area</p> <p>5.4.1 Redevelopment Lands</p> <p>5.4.2 New Development Lands</p> <p>6.1 Municipal Services</p>	<p>OP directs the development of new housing towards locations where appropriate levels of infrastructure and municipal services are available. No change required.</p> <p>Consider establishing density targets for designated growth areas within the settlement area in the City.</p> <p>Consider establishing density targets for designated growth areas within the settlement area in the City.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.4 Strategic Growth Areas		
2.4.1.1 Planning authorities are encouraged to identify and focus growth and development in strategic growth areas.	4 Land Use Designations	<p>OP identifies strategic sites through designations in order to promote economic development.</p> <p>Consider adding further policies to bolster these sites as strategic growth areas, such as the City's downtown, lands in proximity to major transportation corridors, or areas where growth and redevelopment are anticipated to be focused.</p>
2.1.4.2 To support the achievement of complete communities, a range and mix of housing options, intensification and more mixed-use development, strategic growth areas should be planned: <ul style="list-style-type: none"> a) to accommodate significant population and employment growth; b) as focal areas for education, commercial, recreational, and cultural uses; c) to accommodate and support the transit network and provide connection points for inter- and intra-regional transit; and d) to support affordable, accessible, and equitable housing. 	4 Land Use Designations	<p>Review current land use designations to re-identify strategic growth areas and undertake revisions to policies to address support the creation of complete communities.</p>
2.1.4.3 Planning authorities should: <ul style="list-style-type: none"> a) prioritize planning and investment for infrastructure and public service facilities in strategic growth areas; 	4 Land Use Designations	<p>Review permitted uses in land use designations to expand opportunities for permitting mixed-use residential development in the City.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<ul style="list-style-type: none"> b) identify the appropriate type and scale of development in strategic growth areas and the transition of built form to adjacent areas; c) permit development and intensification in strategic growth areas to support the achievement of complete communities and a compact built form; d) consider a student housing strategy when planning for strategic growth areas; and e) support redevelopment of commercially-designated retail lands (e.g., underutilized shopping malls and plazas), to support mixed-use residential. 		Consider adding a policy that would enable the development of a future student housing strategy.
2.6 Rural Lands in Municipalities		
<p>2.6.1 On rural lands located in municipalities, permitted uses are:</p> <ul style="list-style-type: none"> a) the management or use of resources; b) resource-based recreational uses (including recreational dwellings not intended as permanent residences); c) residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services; d) agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards; e) home occupations and home industries; f) cemeteries; and g) other rural land uses. 	<p>4.8 Rural Area 4.8.1 Permitted Uses</p>	<p>Consider including a policy that allows lot creation that is locally appropriate in rural areas.</p> <p>OP includes a variety of agricultural permitted uses in rural areas. Consideration for inclusion of a reference to “in accordance with provincial standards” under Policy 4.8.1(e).</p> <p>*Draft policies were included in the Draft OP (2021), Section 8.8.3 Land Division – Creation of New Lots.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.8 Employment		
<p>2.8.1 Supporting a Modern Economy</p> <p>2.8.1.1</p> <p>Planning authorities shall promote economic development and competitiveness by:</p> <ul style="list-style-type: none"> a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs; b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses; c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment; d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses. 	<p>2.2.4 Principle 4 – Diversified Economy</p> <p>8.2 Community Improvement</p>	<p>Consider a review of employment areas as part of the OP review.</p> <p>Consider revising Policy 4.5.1(f) to prohibit residential development opposed to stating “Residential development shall not be permitted in conjunction with industrial development unless Council is satisfied that the residential component is a necessary component of the industrial use such as a caretaker’s residence. Severances of the residential uses shall not be permitted.”</p> <p>Consider requiring employment areas planned for industrial and manufacturing uses to justify appropriate transition to adjacent non-employment areas.</p> <p>*Draft policies were included in the Draft OP (2021), Section 4.5.1(6).</p>
2.8.2 Employment Areas		
<p>2.8.1.2</p> <p>Industrial, manufacturing and small-scale warehousing uses that could be located adjacent to</p>	<p>4.5 Industrial Development Area</p>	<p>Review Employment Policies for the inclusion of land use conflict mitigation policies. Consider the inclusion of a commercial designation or</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>sensitive land uses without adverse effects are encouraged in strategic growth areas and other mixed-use areas where frequent transit service is available, outside of employment areas.</p> <p>2.8.1.3 In addition to policy 3.5, on lands within 300 metres of employment areas, development shall avoid, or where avoidance is not possible, minimize and mitigate potential impacts on the long-term economic viability of employment uses within existing or planned employment areas, in accordance with provincial guidelines.</p> <p>2.8.1.4 Major office and major institutional development should be directed to major transit station areas or other strategic growth areas where frequent transit service is available.</p>	<p>4.5 Industrial Development Area</p>	<p>buffering policies within the employment area policies to reduce conflicts.</p> <p>Review Employment Policies for the inclusion of land use conflict mitigation policies. Consider the inclusion of a commercial designation or buffering policies within the employment area policies to reduce conflicts.</p>
<p>2.8.2.3 Planning authorities shall designate, protect and plan for all employment areas in settlement areas by:</p> <p>a) planning for employment area uses over the long-term that require those locations including manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities;</p>	<p>4.5 Industrial Development Area</p>	<p>Review the policies in the Industrial Development Area designation and ensure that permitted uses are consistent with the 2024 PPS. Section 4.5.1 of the OP permits limited commercial uses, including large-scale special purpose retail uses, as well as limited residential that is deemed as a necessary component of the primary industrial use. These uses will be deleted from employment area designations in the settlement area.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<ul style="list-style-type: none"> b) prohibiting residential uses, commercial uses, public service facilities and other institutional uses; c) prohibiting retail and office uses that are not associated with the primary employment use; d) prohibiting other sensitive land uses that are not ancillary to uses permitted in the employment area; and e) including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability. 		<p>Consider adding policies that pertain to the use of design guidelines for industrial development that address items such as massing, façade treatment, and landscaping.</p>
<p>2.8.2.4 Planning authorities shall assess and update employment areas identified in official plans to ensure that this designation is appropriate to the planned function of employment areas. In planning for employment areas, planning authorities shall maintain land use compatibility between sensitive land uses and employment areas in accordance with policy 3.5 to maintain the long-term operational and economic viability of the planned uses and function of these areas.</p>	Various	<p>Consider a review of employment areas as part of the OP review.</p>
<p>2.8.2.5 Planning authorities may remove lands from employment areas only where it has been demonstrated that:</p> <ul style="list-style-type: none"> a) there is an identified need for the removal and the land is not required for employment area uses over the long term; 	4.5 Industrial Development Area	<p>Policy 4.5.2(d) of the OP speaks to the consideration of proposals to convert Industrial Development Area to other purposes shall have. No change required.</p> <p>Consider adding additional considerations to the above noted policy to speak to provincially</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>b) the proposed uses would not negatively impact the overall viability of the employment area by:</p> <ol style="list-style-type: none"> 1. avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned employment area uses in accordance with policy 3.5; 2. maintaining access to major goods movement facilities and corridors; <p>c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and</p> <p>d) the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan.</p>		<p>significant areas as identified in PPS, Policy 1.3.2.5.</p>
2.9 Energy Conservation, Air Quality and Climate Change		
<p>2.9.1</p> <p>Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:</p> <ol style="list-style-type: none"> a) support the achievement of compact, transit-supportive, and complete communities; b) incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities; c) support energy conservation and efficiency; 	<p>3.3 Air Quality and Climate Change</p>	<p>Consider including policies to reduce or minimize the adverse impacts associated with climate change.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and</p> <p>e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.</p>		
Chapter 3: Infrastructure and Facilities		
3.1 General Policies for Infrastructure and Public Service Facilities		
<p>3.1.3 Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety in accordance with the policies in Chapter 5: Protecting Public Health and Safety.</p>	3.20 Public Uses	<p>Consider revising OP Section 3.20 Public Uses to include emergency services, as well as policies which speak to supporting effective and efficient delivery of emergency services.</p> <p>*Draft policies were included in the Draft OP, Section 3.19.2.</p>
<p>3.1.5 Planning authorities, in collaboration with school boards, should consider and encourage innovative approaches in the design of schools and associated child care facilities, such as schools integrated in high-rise developments, in strategic growth areas, and other areas with a compact built form.</p>		<p>Review policies of the OP for consistency with the PPS.</p>
3.3 Transportation and Infrastructure Corridors		
<p>3.3.5 The co-location of linear infrastructure should be promoted, where appropriate.</p>	Section 7 Transportation	<p>Consider providing policy that states the co-location of linear infrastructure should be promoted, where appropriate.</p> <p>*Draft policies were included in the Draft OP, Section 7.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
3.5 Land Use Compatibility		
<p>3.5.1 Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.</p>	3.15 Land Use Compatibility	OP identifies that mitigation measures are encouraged when odour, noise and other contaminants are present. No change required.
<p>3.5.2 Where avoidance is not possible in accordance with policy 3.5.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses is only permitted if potential adverse affects to the proposed sensitive land use are minimized and mitigated, and potential impacts to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.</p>	3.15 Land Use Compatibility	<p>Consider including a policy to address this section of the PPS.</p> <p>*Draft policies were included in the Draft OP. Section 3.14.</p>
3.6 Sewage, Water and Stormwater		
<p>3.6.1 Planning for sewage and water services shall:</p> <p>a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services and</p>	Section 6 Municipal Services	<p>Consider including policies which prepare municipalities for the impacts of a changing climate on their municipal services.</p> <p>*Draft policies were included in the Draft OP, Section 3.17 Stormwater Management.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>existing private communal sewage services and private communal water services;</p> <p>b) ensure that these services are provided in a manner that:</p> <ol style="list-style-type: none"> 1. can be sustained by the water resources upon which such services rely; 2. is feasible and financially viable over their lifecycle; 3. protects human health and safety, and the natural environment, including the quality and quantity of water; and 4. aligns with comprehensive municipal planning for these services, where applicable. <p>e) consider opportunities to allocate, and re-allocate if necessary, the unused system capacity of municipal water services and municipal sewage services to support efficient use of these services to meet current and projected needs for increased housing supply; and</p> <p>f) be in accordance with the servicing options outlined through policies 3.6.2, 3.6.3, 3.6.4 and 3.6.5.</p>		<p>Note to City: WSP's client, 2B Developments has confirmed that they would be happy to discuss communal servicing with City staff at a future meeting.</p>
<p>3.6.3</p> <p>Where municipal sewage services and municipal water services are not available, planned or feasible, private communal sewage services and private communal water services are the preferred form of servicing for multi-unit/lot development to support</p>	<p>6.2 Private Services</p>	<p>Section 6.2(h) of the OP states, "New residential development serviced by communal water and sewage services will not be permitted." Consideration should be given to revising this policy to address the preferred form of servicing for multi-unit/lot development where</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
protection of the environment and minimize potential risks to human health and safety.		<p>municipal sewage services and municipal water services are not available.</p> <p>*Draft policies were included in the Draft OP, Section 6.2.9.</p>
<p>3.6.4</p> <p>Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts.</p> <p>At the time of the official plan review or update, planning authorities should assess the long-term impacts of individual on-site sewage services and individual on-site water services on environmental health and the financial viability or feasibility of other forms of servicing set out in policies 3.6.2 and 3.6.3.</p>	Section 6 Municipal Services	<p>Assess the long-term impacts on individual on-site sewage services and individual on-site water services.</p> <p>*Draft policies were included in the Draft OP, Section 6.1.1.</p>
<p>3.6.5</p> <p>Partial services shall only be permitted in the following circumstances:</p> <ul style="list-style-type: none"> a) where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing development; b) within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that 	6.2 Private Services	<p>Considering adding a policy which speaks to when partial services have been provided to address failed services.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>site conditions are suitable for the long-term provision of such services with no negative impacts; or</p> <p>c) within rural settlement areas where new development will be serviced by individual on-site water services in combination with municipal sewage services or private communal sewage services.</p> <p>3.6.6 In rural areas, where partial services have been provided to address failed services in accordance with policy 3.6.5.a), infilling on existing lots of record may be permitted where this would represent a logical and financially viable connection to the existing partial service and provided that site conditions are suitable for the long-term provision of such services with no negative impacts.</p>		
<p>3.6.8 Planning for stormwater management shall:</p> <ul style="list-style-type: none"> a) be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle; b) minimize, or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads; c) minimize erosion and changes in water balance including through the use of green infrastructure; 	<p>3.18 Surface and Groundwater Water Quality</p>	<p>The last paragraph of the OP, Section 3.18 should be revised per PPS Section 3.6.8.</p> <p>*Draft policies were included in the Draft OP, Section 3.17 Stormwater Management.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<ul style="list-style-type: none"> d) mitigate risks to human health, safety, property and the environment; e) maximize the extent and function of vegetative and pervious surfaces; f) promote best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development; and g) align with any comprehensive municipal plans for stormwater management that consider cumulative impacts of stormwater from development on a watershed scale. 		
3.8 Energy Supply		
<p>3.8.1 Planning authorities should provide opportunities for the development of energy supply including electricity generation facilities and transmission and distribution systems, energy storage systems, district energy, renewable energy systems, and alternative energy systems, to accommodate current and projected needs.</p>	3.10 Energy	The OP addresses energy conservation and supports and encourages alternative energy systems and renewable energy sources for both residential and non-residential developments. No changes required.
4.0 Wise Use and Management Resources		
4.2 Water		
Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored, which may require mitigative measures and/or alternative development approaches	3.18 Surface and Groundwater Water Quality	The OP includes policies that restrict development in proximity to sensitive surface water features and groundwater features, and enabling policy for the requirement of a groundwater protection study.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
<p>4.2.3 Municipalities are encouraged to undertake, and large and fast-growing municipalities shall undertake watershed planning to inform planning for sewage and water services and stormwater management, including low impact development, and the protection, improvement or restoration of the quality and quantity of water.</p>	<p>3.3 Air Quality and Climate Change</p> <p>3.18 Surface and Groundwater Water Quality</p>	<p>Consider policies regarding evaluating and preparing for the impacts of a changing climate to water resource systems at the watershed level.</p> <p>*Draft policies were included in the Draft OP Section 3.5 Climate Change and 3.23 Watersource Protection Area.</p>
4.3 Agriculture		
<p>4.3.1.1 Planning authorities are required to use an agricultural system approach, based on provincial guidance, to maintain and enhance a geographically continuous agricultural land base and support and foster the long-term economic prosperity and productive capacity of the agri-food network.</p>	<p>4.8 Rural Area</p>	<p>There are no designated prime agricultural lands in the City, however agricultural type uses are permitted in the Rural area. Policies will need to be updated to reflect OMAFRA's 2016 Guidelines for Permitted Uses in Agricultural Areas.</p> <p>*Draft policies were included in the Draft OP Section 1.6 Settlement Area, but will need to be updated to new PPS</p>
<p>4.3.2.3 New land uses in prime agricultural areas, including the creation of lots and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.</p>	<p>3.15.1 Agricultural Uses and Cemeteries</p>	<p>The OP includes policies for agricultural uses which require them to meet the minimum distance separation requirements. No changes required.</p>
<p>4.3.6 Supporting Local Food and the Agri-food Network</p> <p>4.3.6.1 Planning authorities are encouraged to support local food, facilitate near-urban and urban agriculture, and foster a robust agri-food network.</p>	<p>3.23 Urban Agriculture</p>	<p>The OP includes policies that address urban agriculture in Kenora, including permitting community gardens, supporting infrastructure, and identifying opportunities for partnership. No changes required.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
4.5 Mineral Aggregate Resources		
<p>4.5.2.4</p> <p>Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning or development permit under the Planning Act. Where the Aggregate Resources Act applies, only processes under the Aggregate Resources Act shall address the depth of extraction of new or existing mineral aggregate operations. When a license for extraction or operation ceases to exist, policy 4.5.2.5 continues to apply.</p>	5.5 Aggregate and Mineral Resources	The OP includes policies for mineral aggregate resources. No changes required.
4.6 Cultural Heritage and Archaeology		
<p>2.6.5</p> <p>Planning authorities shall engage with Indigenous communities and consider ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.</p>	5.2 Cultural Heritage Resources	<p>The OP recognizes the interest of local Indigenous communities in conserving cultural heritage and archeological resources. However, consideration should be given to including policies which require engagement with Indigenous communities.</p> <p>*Draft policies were included in the Draft OP Section 5.3 Cultural Heritage and Archaeological Resources, Section 5.3.1 Cultural Heritage Policies, and Section 5.3.2 Indigenous Values.</p>

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
Chapter 5 Protecting Public Health and Safety		
Some policies have been removed/revised. However, no significant changes to note.	n/a	No change required.
Chapter 6 Implementation and Interpretation		
6.2 Coordination		
6.2.2 Planning authorities shall undertake early engagement with Indigenous communities and coordinate on land use planning matters to facilitate knowledge-sharing, support consideration of Indigenous interests in land use decision-making and support the identification of potential impacts of decisions on the exercise of Aboriginal or treaty rights.	2.2.9 Principle 9 – Community and Aboriginal Engagement	<p>The OP includes objectives for Indigenous engagement, however, consider providing policy related to engaging with Indigenous communities and coordination on land use planning matters.</p> <p>*Draft policies were included in the Draft OP Section 2.2.9 Community and Aboriginal Engagement.</p>
8.0 Definitions		
Numerous definition changes.	Section 9 Interpretation	<p>The Official Plan does not include a definitions section. A statement should be included which refers to the definitions of the PPS and that they apply to the OP.</p> <p>Ensure policies align with new PPS definitions.</p>

Appendix B:

Engagement Strategy and Communication Plan



City of Kenora Official Plan and Zoning By-law Review

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MEMO

TO: Janis Pochailo, MCIP, RPP, Director of Planning and Building Services, City of Kenora
Stace Gander, Director of Economic Development and Tourism, City of Kenora

FROM: Meagan Boles, MCP, MCIP, RPP Project Manager, WSP
Kari Schulz, MCP, MCIP, RPP, Community Engagement Lead, WSP

SUBJECT: **City of Kenora Comprehensive Official Plan, Zoning By-law, and Community Improvement Plan Review**
Engagement Strategy and Communication Plan

DATE: January 10, 2025

The City of Kenora has re-initiated a comprehensive review of their Official Plan (OP) and Zoning By-law (ZBL), and has initiated a review of their Community Improvement Plan (CIP). WSP Canada Inc. (WSP) has been retained to undertake this work. This Engagement Strategy and Communication Plan has been prepared to elaborate on the approach, methods, and specific tools described in our proposal to support these reviews.

1.0 Indigenous Community Engagement

In order to meet the City's "duty to consult" responsibilities for engaging with Indigenous communities, early outreach will be undertaken to Grand Council Treaty 3, Rat Portage – Wauzhushk Onigum, the Dalles – Niisaachewan Anishinaabe Nation, and Washagamis Bay – Obashkaandagaang, which are within and/or adjacent to the City's boundary and were previously engaged during the 2020-2022 OP Review. This will allow us to inform the communities of the project initiation and seek input on how they would like to be engaged.

As discussed at the project start-up meeting held on October 24, 2024, the City Planning and Building department will lead engagement outreach efforts to the neighbouring Indigenous communities with support from the City's Indigenous Relations office and WSP. We recommend that City staff call each Indigenous community and follow up with an email. City staff will also be supported by Narratives Inc., who will assist in facilitating communication with the area First Nations communities.



WSP's participation at in-person or virtual meetings with Indigenous communities would be additional scope that would require approval by the City. If in-person meetings occur, we would offer to meet the key Indigenous members on the community's land to determine how they would like to be involved and to engage in a dialogue about what their vision is for their lands.

City staff will maintain a record of Indigenous community engagement, including all points of contact, records of calls, and meeting minutes, which will be submitted to the Ministry of Municipal Affairs and Housing (MMAH) with the Final Adopted Official Plan.

Table 1 includes the contact information for the Indigenous communities listed above.

Table 1: Indigenous Communities Contact List

INDIGENOUS COMMUNITY	CONTACT NAME	TITLE	ADDRESS	PHONE	E-MAIL
Grand Council Treaty 3	Debbie Lipscombe	Executive Director	P.O. Box 1720 Kenora, ON P9N 3X7	807-548-4214 ext. 240	Debbie.lipscombe@treaty3.ca
	Hailey Krolyk	Senior Strategy and Innovation Manager	P.O. Box 1720 Kenora, ON P9N 3X7	807-548-4214	hailey.krolyk@treaty3.ca
Rat Portage – Wauzhushk Onigum	Chris Skead	Chief	P.O. Box 1850 Kenora, ON P9N 3X8	807-548-5663	cskead@wonation.ca
Niisaachewan Anishinaabe Nation	Lorraine Cobiness	Chief	22 Band Office Road Dalles, ON P9N 0J2	807-548-5876 ext. 224	chief@niisaachewan.ca
	Fabian Blackhawk	Councillor	22 Band Office Road Dalles, ON P9N 0J2	807-548-5876 ext. 224	fblackhawk@niisaachewan.ca
Washagamis Bay – Obashkaandagang	Brenda Chartrand	Councillor	McKenzie Portage Rd, Kenora, Unorganized, ON P0X 1C0	807-543-2532	Chartrand_brenda@icloud.com
Kenora Metis Council	Theresa Stenlund, Liz Boucha and Nina Henley	-	621 Lakeview Dr, Unit 4 Kenora, ON P9N 3P6	807-468-2034	Nina_henley@hotmail.com Liz.boucha@shaw.ca theresas@kmts.ca

2.0 Project Branding

As indicated at the project start-up meeting, City staff wish to carry the City of Kenora brand and logo, as well as the new City Economic Development logo through the OP, ZBL, and CIP Review. The preparation of major project deliverables will be consistent with the colours, font, and formatting established in the City's 2014 Brand Style Guide. The City's logo and new City Economic Development logo are shown in **Figure 1**.

Figure 1: City of Kenora Logo (left) and City Economic Development Logo (right)



3.0 Project Webpage, Email and Mailing

List



A project webpage, hosted on the City's website, will be launched at the outset of the project in Phase 1 and will be hosted at <https://www.kenora.ca/en/build-invest/official-plan-zoning-by-law-and-cip-review.aspx>. WSP will work with the City to develop webpage content and regular updates at key project milestones. The project webpage will:

- > Provide OP and ZBL Review, and CIP Review process timelines;
- > Be used to advertise all community engagement events and post-meeting notices;
- > Provide draft and final background documents and the draft and final versions of the OP, ZBL, and CIP in a digital format for public review; and
- > Host online engagement tools, including the proposed online survey, in order to obtain input from residents who may not be available to attend events in person.

We recommend that the City maintain a dedicated project email address as was done for the 2020-2022 OP and ZBL Review, to which comments can be submitted (e.g., **surveys@kenora.ca**). This email address would be included on the City's project webpage and be the primary City email address to which comments can be submitted. The email would be managed by City staff. City staff should also consider integrating an emailing list sign-up feature, which would allow interested residents and other parties to sign up to receive project updates.

4.0 Project Awareness Campaign

WSP anticipates that the City will encourage project awareness of the OP and ZBL Review and CIP Review, including the availability of project documentation for public review, and the various community engagement events including workshops, public open houses, statutory public open houses, and public meetings, by advertising through the following tools/media:



- > The City's existing social media platforms (i.e., Facebook, X (formerly Twitter) and Instagram);
- > Local print and online news outlets (i.e., Kenora Miner & News);
- > Notices in community or place of worship bulletins, at key community facilities (libraries, post offices); and
- > Mail out flyers (e.g., with tax bills to reach permanent and seasonal residents).

We will assist the City in preparing notice materials and can also assist in drafting content for the City's social media posts, if required.

WSP assumes that statutory public open houses and meetings will also be advertised by the City in local online news outlets (e.g., Kenora Miner & News), mailout flyers (e.g., with tax bills to reach seasonal residents), notices in community or place of worship bulletins and at key community facilities (libraries, post offices). We will assist the City in preparing the notice materials, ensuring that notices are developed in accordance with Planning Act requirements, and in an accessible and age-friendly manner with simple language, clear headings, large type face, and high contrast.

5.0 City Staff Technical Advisory Committee



A project-specific Technical Advisory Committee (TAC) comprised of City staff was previously established for the 2020-2022 OP and ZBL Review. For the OP, ZBL, and CIP Review, WSP recommends that the City of Kenora contact the members of the City Staff TAC to advise of the project and schedule, and request their continued participation in the review of milestone deliverables and proposed meetings identified in the Work Plan. It is anticipated that the City Staff TAC will include members of the City's Planning Advisory Committee, City staff from relevant departments (e.g., Planning and Building Services, Economic Development and Tourism, Engineering and Infrastructure, and Community Services).

The City Staff TAC would be asked to review key background documents and draft and final versions of the OP, ZBL, and CIP, and to provide input on key policy and zoning issues through the OP and ZBL Review process. As part of Phase 2, we propose to hold two (2) City Staff TAC meetings. The purpose of these events will be to introduce the three (3) projects, receive

feedback from the City Staff TAC, and seek input on key policy and zoning issues through the OP, ZBL, and CIP Review process. Five (5) additional City Staff TAC meetings will be held to review draft deliverables.

Feedback from the City Staff TAC would be received through video conference calls and written comments. It is assumed that City staff would coordinate the City Staff TAC, including meeting invitations.

6.0 CIP Working Group

A CIP Working Group will be established to help guide the CIP Review, participate in a CIP Visioning Workshop, and review key CIP deliverables. It is suggested that the CIP Working Group be comprised of members of City staff (including the Economic Development and Tourism, Engineering and Infrastructure, Finance, and Planning and Building Services departments), Team Kenora, interested local business owners, Harbourtown BIZ, interested members of Indigenous communities, representatives from the local Indigenous Trade School, Kenora and District Chamber of Commerce, and other key members of the local economic development community.

7.0 Engagement Strategy and Communication Plan



WSP will engage the community throughout the OP, ZBL, and CIP Review project to gain community input that will be foundational to the development of a vision and objectives for the new OP, ZBL, and CIP, the identification of issues to be addressed, obtaining feedback on background work, the development of OP policies, ZBL regulations, and CIP programs that speak to the local needs and context in the City, and fulfilling the statutory requirements of the Planning Act.

A Community Workshop, Public Open Houses, and Public Meetings will be undertaken in Stages 2, 3, 4 and 5 of the OP, ZBL, and CIP Review in accordance with Section 6 of our proposal. **Table 2** outlines the detailed engagement milestones for the project.

Table 2: City of Kenora Official Plan, Zoning By-law and Community Improvement Plan Review: Engagement Strategy and Communication Plan

Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Estimated Timing
» Stage 2 – Background Review and Policy Recommendations					
City Staff TAC Meeting #1 [OP/ZBL/CIP]: » A video conference call with the City Staff TAC to receive feedback on the Draft Policy Population, Housing, and Employment Forecasts Report and Draft OP/ZBL and CIP Background Report	» A video conference call will be held	» Deliverables to be provided via email to the Project Manager to distribute to the City Staff TAC	» Draft Policy Population, Housing, and Employment Forecasts Report and Draft OP/ZBL and CIP Background Reports. » Meeting agenda and summary	» City Planning Department to coordinate meeting invite » WSP to prepare agenda and minutes	» January 8, 2025
CIP Working Group Meeting #1 [CIP]: » A video conference with the CIP Working Group to introduce the CIP Review process and discuss comments on the Draft CIP Background Report	» A video conference call will be held	» Deliverables to be provided via email to the Project Manager to distribute to the City Staff TAC	» Draft CIP Background Report » Meeting agenda and summary	» City Economic Development to coordinate meeting invite WSP to prepare agenda and minutes	» January 7, 2025
Virtual Council Briefing Presentation [OP/ZBL/CIP]: » Presentation to City Council to provide an overview of the OP, ZBL, and CIP Review processes, anticipated timelines, key comments received from the Ontario Partner Ministries through the One-Window Pre-consultation held in Stage 1 of the project, as well as a summary of work undertaken to date, and an overview of the growth management analysis. Council to provide preliminary input on key policy and zoning issues and priorities to help finalize the Background Reports and direct the preparation of the Draft OP, ZBL, and CIP	» Meeting of Council	» Deliverables to be provided via email to the Project Manager to distribute to City Staff, Clerk, and Council	» Powerpoint presentation	» WSP to prepare Powerpoint presentation » City Planning to prepare staff report if required, and coordinate scheduling of meeting and agenda package with Clerk	» January 14, 2025
Council Visioning Session [OP/ZBL/CIP] » A visioning session led by City Planning staff with City Council to identify the strategic pillars upon which the Official Plan will be based	» Meeting of Council	» City Staff and Clerk to advise Council of session	» N/A – City Planning to prepare visioning materials as required	» City Planning to lead visioning session and report outcomes to WSP	» February 4, 2025
Launch of Community Survey [OP / ZBL] and CIP Prospective Applicant Survey [CIP]: » A Community Survey to seek community input on a refreshed vision for the City’s growth and development over the next 25 years; and » A targeted survey for Prospective Applicants for the new CIP, including business and property owners, as well as area developers	» Online surveys to be prepared and conducted	» Online survey to be drafted and sent to City to publish	» Online surveys	» WSP to prepare the online survey » City Communications Department to upload the survey link onto City website (Survey to be hosted via Survey Monkey), provide paper copies as needed, and monitor results. Narratives to also distribute to Indigenous communities	» Week of March 3-7, 2025
Trip #1: In-person Public Open House #1 – Visioning & Key Issues [OP/ZBL/CIP]: » The first Public Open House, which will introduce the project to the community, solicit feedback, and spread word on the Community Survey	» In-person Public Open House facilitated by WSP	» A Notice of the Public Open House will be provided via email to the Project Manager two weeks in advance, with detailed instructions on how to participate virtually. Members of the public will also be invited to respond to the Community Survey	» Introductory PowerPoint presentation » Sign-in sheets » Interactive display boards and visioning materials	»	» Week of March 3-7, 2025

Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Estimated Timing
		» Presentation material to be provided via email to the Project Manager to distribute	» Survey (online and hard copy options)		
Trip #1: In-person CIP Visioning Workshop [CIP]: » An in-person CIP Visioning Workshop with the CIP Working Group and other key members of Council, City staff, and the economic development community	» In-person workshop facilitated by WSP	» City to coordinate invites to CIP Working Group and confirm venue reservation and any refreshments	» PowerPoint presentation » Sign-in sheets » Display boards » Workshop activity materials	» WSP will deliver a presentation to introduce the purpose and contents of a CIP, the CIP development process, and an overview of the City's existing CIPs and opportunities for updates	» Week of March 3-7, 2025
CIP Working Group Meeting #2 [CIP]: » A video conference with the CIP Working Group to receive feedback on the Final CIP Background Report	» A video conference call will be held	» Deliverables to be provided via email to the Project Manager to distribute to the City Staff TAC	» Final CIP Background Report » Meeting agenda and summary	» City Economic Development to coordinate meeting invite » WSP to prepare agenda and minutes	» Week of March 10-14, 2025
City Staff TAC Meeting #2 [OP/ZBL]: » A video conference call with the City Staff TAC to receive feedback on the Draft Policy Directions and Recommendations Report	» A video conference call will be held	» Deliverables to be provided via email to the Project Manager to distribute to the City Staff TAC	» Draft Policy Directions and Recommendations Report » Meeting agenda and summary	» City Planning to coordinate meeting invite » WSP to prepare agenda and minutes	» Week of March 24-28, 2025
Special Meeting of Council [OP]: » A Special Meeting of Council, open to the public, will be held remotely by video conference call » At this meeting, we will seek direction from Council as to how to proceed with the Draft OP preparation	» Presentation to be prepared and presented to Council	» Notice of Special Council Meeting to be provided via email to the Project Manager to distribute » Presentation material to be provided via email to the Project Manager to distribute	» PowerPoint presentation » Notice of Special Meeting of Council	» WSP to prepare a PowerPoint presentation of the key findings from the Final Directions and Recommendations Report » WSP to prepare the Notice of Special Meeting of Council » Corporate Services staff to publish and distribute the Notice of Special Meeting of Council at least once a week over two (2) weeks, with the last publication taking place at least 30 calendar days before the date of the meeting	» Week of April 14-18, 2025
Stage 3 – Draft Official Plan and Zoning By-law:					
Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Timing
Combined City Staff TAC and CIP Working Group Meeting #3 [OP]: » A video conference call with WSP, City Staff and the TAC to receive feedback on the Draft CIP	» Video conference call	» Deliverables to be provided via email to the Project Manager to distribute to City Staff and TAC	» Draft CIP » Meeting agenda and summary	» City Economic Development to coordinate meeting invite » WSP to prepare agenda and minutes	» Week of May 5-9, 2025
Virtual Statutory Public Open House to Present Revised Draft CIP [CIP]: » A Statutory Public Open House to present the Revised Draft CIP to the public.	» Hybrid Statutory Public Open House to be hosted by the City	» A Notice of the Statutory Public Open House will be provided via email to the Project Manager two (2) weeks in advance, with detailed instructions on how to participate virtually. Members of	» Draft CIP » PowerPoint presentation and display materials » Notice of Statutory Public Open House	» WSP will deliver a presentation on the Draft CIP, following which participants can 'raise their hand' to ask questions of WSP and City Economic	» Week of June 2-6, 2025

Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Estimated Timing
» WSP to attend virtually, with opportunities for members of the public to participate either in-person or via video teleconference, hosted by the City		the public will also be invited to submit written comments on the Draft CIP » Presentation material to be provided via email to the Project Manager to distribute		Development and Planning Staff, and provide their comments » City Communications can post a recording of the meeting on the City's website for anyone unable to attend the live online event » WSP will prepare a Notice of Statutory Public Open House and will provide it to the City Economic Development and Corporate Services department to post two (2) weeks in advance of the Public Open House	
City Staff TAC Meeting #4 [OP]: » A video conference call with WSP and City Staff TAC to receive feedback on the Draft OP	» Video conference call	» Deliverables to be provided via email to the Project Manager to distribute to City Staff and TAC	» Draft OP » Meeting agenda and summary	» City Planning to coordinate meeting invite » WSP to prepare agenda and minutes	» Week of June 16-20, 2025
Virtual Statutory Public Meeting to Present Final Draft CIP [CIP]: » WSP Project Team members will attend the Statutory Public Meeting remotely by video conference call and present the Revised Final Draft CIP to Council and the public. We will be available to answer any questions from Council or members of the public, as needed	» Hybrid Statutory Public Meeting to be hosted by the City	» Notice of Statutory Public Meeting to be provided via email to the Project Manager to distribute » Presentation material to be provided via email to the Project Manager to distribute	» Notice of Statutory Public Meeting » PowerPoint presentation	» WSP will prepare a Notice of Statutory Public Meeting » City Corporate Services Staff will publish the Notice and distribute to the prescribed persons and public bodies, in accordance with the Planning Act 17(17) prior to the meeting » WSP will prepare a presentation and participate in a Statutory Public Meeting remotely by video conference call	» Week of August 4-8, 2025
City Staff TAC Meeting #5 [ZBL]: » A video conference call with WSP and City Staff TAC to receive feedback on the Draft ZBL	» Video conference call	» Deliverables to be provided via email to the Project Manager to distribute to City Staff and TAC	» Draft ZBL » Meeting agenda and summary	» City Planning to coordinate meeting invite » WSP to prepare agenda and minutes	» Week of September 1-5, 2025
City Staff TAC Meeting #6 [OP]: » A video conference call with WSP and City Staff TAC to discuss comments and required revisions to the Revised Draft OP per MMAH's 90-day review	» Video conference call	» Deliverables to be provided via email to the Project Manager to distribute to City Staff and TAC	» MMAH comments » Meeting agenda and summary	» WSP, City Planning Staff and the TAC to review comments from MMAH	» Week of October 6-10, 2025
Trip #2: Hybrid Combined Statutory Public Open House [OP/ZBL]: » A combined Online Statutory Public Open House to present the revised Draft OP and ZBL to the public, and to obtain comments and suggestions from the community. WSP Project Team members will attend in-person and virtually	» Hybrid Statutory Public Open House to be hosted by the City	» A Notice of the Combined Statutory Public Open House will be provided via email to the Project Manager two (2) weeks in advance, with detailed instructions on how to participate virtually.	» Draft OP and ZBL » PowerPoint presentation and display materials	» WSP will deliver a presentation on the revised Draft OP and ZBL, following which participants can 'raise their hand' to ask questions of WSP and City	» Week of November 3-7, 2025

Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Estimated Timing
		<ul style="list-style-type: none"> Members of the public will also be invited to submit written comments on the Draft OP and ZBL. » Presentation material to be provided via email to the Project Manager to distribute 	<ul style="list-style-type: none"> » Notice of Combined Statutory Public Open House 	<ul style="list-style-type: none"> Planning and Economic Development Staff, and provide their comments » City Planning can post a recording of the meeting on the City’s website for anyone unable to attend the live online event » WSP to prepare display materials in PDF and in print for the City website, to present the key features of the revised Draft OP and ZBL to the public » WSP will prepare a Combined Notice of Statutory Public Open House and will provide it to the Planning and City Corporate Services to post two (2) weeks in advance of the Public Open House 	
Trip #3: Hybrid Combined Statutory Public Meeting [OP/ZBL]: <ul style="list-style-type: none"> » A Statutory Public Meeting in a hybrid format in Kenora to present the Final Draft OP and Final Draft ZBL to the public, and to obtain comments and suggestions from the community. WSP Project Team members will attend in-person and virtually 	<ul style="list-style-type: none"> » In-person attendance at Council Chambers in City Hall » Video conference call 	<ul style="list-style-type: none"> » Notice of Statutory Public Meeting to be provided via email to the Project Manager to distribute » Presentation material to be provided via email to the Project Manager to distribute 	<ul style="list-style-type: none"> » Notice of Statutory Public Meeting » PowerPoint presentation 	<ul style="list-style-type: none"> » WSP will prepare a Notice of Statutory Public Meeting » City Planning Department Staff will publish the Notice and distribute to the prescribed persons and public bodies, in accordance with the Planning Act 17(17) and 34(13) prior to the meeting » WSP will prepare a presentation and participate in a Statutory Public Meeting 	<ul style="list-style-type: none"> » Week of January 5-9, 2026
Stage 4 – Final Official Plan:					
Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Timing
Virtual Council Adoption Meeting – Final OP [OP] <ul style="list-style-type: none"> » WSP Project Team members will attend the Council meeting for adoption of the Final OP, remotely by video conference call and will support City staff’s presentation of the Final OP to Council and answer any questions. It is assumed that City staff will bring forward the By-laws for Council adoption, and prepare any required Staff Reports. City staff will prepare the Notices of Decision following Council adoption for the OP. 	<ul style="list-style-type: none"> » Video conference call hosted by City; City to attend in-person at Council Chambers in City Hall 	<ul style="list-style-type: none"> » Deliverables to be provided via email to the Project Manager to distribute to City Staff and TAC 	<ul style="list-style-type: none"> » Final OP and Schedules » Draft By-laws for Council adoption » Staff report and presentation » Notice of Decision 	<ul style="list-style-type: none"> » WSP will prepare Final OP, Schedules, and draft adopting by-laws » City Planning to prepare staff report and presentation, coordinate scheduling of meeting and agenda package with Clerk, and Notice of Decision 	<ul style="list-style-type: none"> » Week of February 10-14, 2026
Stage 5 – Final Approved Official Plan and Final Zoning By-law:					
Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Timing
City Staff TAC Meeting #7 [OP/ZBL]:	<ul style="list-style-type: none"> » Video conference call hosted by City; City to attend in-person at Council Chambers in City Hall 	<ul style="list-style-type: none"> » Deliverables to be provided via email to the Project Manager to distribute to City Staff and TAC 	<ul style="list-style-type: none"> » Final Draft ZBL » Meeting agenda and summary 	<ul style="list-style-type: none"> » City Planning to coordinate meeting invite 	<ul style="list-style-type: none"> » Week of July 13-17, 2026



Engagement Technique	Events / Meetings	Communication	Deliverables	Responsibilities	Estimated Timing
» We will hold a virtual meeting with the City Staff TAC to review any modifications to the OP required by MMAH and to receive feedback on the Final Draft ZBL		»		» WSP to prepare agenda and minutes	
Virtual Council Adoption Meeting – Final ZBL [ZBL]: » WSP Project Team members will attend the Council meeting for adoption of the Final ZBL remotely by video conference call. We will be prepared to support City staff’s presentation of the Final ZBL to Council and answer any questions. City staff will bring forward the By-law for Council adoption, and prepare any required Staff Report. City staff will also prepare and distribute the Notice of Decision following Council adoption for the ZBL, in accordance with Section 34(18) of the Planning Act. If there are no appeals received for the ZBL within 20 days of the Notice of Decision being published, the ZBL will be in full force and effect.	» Video conference call hosted by City; City to attend in-person at Council Chambers in City Hall	» Notice of Statutory Public Meeting to be provided via email to the Project Manager to distribute » Presentation material to be provided via email to the Project Manager to distribute	» Final ZBL and Schedules » Draft By-laws for Council adoption » Notice of Decision	» WSP will prepare Final ZBL, Schedules, and draft adopting by-laws » City Planning to prepare staff report and presentation, coordinate scheduling of meeting and agenda package with Clerk, and Notice of Decision	» Week of August 10-14, 2026



Locations and Timing

Workshops, Public Open Houses, and the Statutory Public Open House can be held at the Moncrief Construction Sports Centre (formerly Kenora Recreation Centre) or the Jarnel Contracting Pavilion (formerly Whitecap Pavilion) (weather dependent) on a weekday evening from 5 pm to 7 pm or 6 pm to 8 pm. The Statutory Public Meetings would be held at City Hall in the Council Chambers.

8.0 Managing Comments

It is anticipated that a large volume of comments may be received from a wide variety of interested parties, such as external agencies, interest groups, and members of the public, throughout the OP, ZBL, and CIP Review project processes. It will be important to maintain a record of all comments received, and demonstrate how comments have been addressed in the OP and ZBL, if applicable. The Planning Act also requires that the Notice of Decision, which is prepared following Council's adoption, contains a brief explanation of the effect, if any, that the written and oral submissions received had on Council's decision.

In accordance with Section 7.1 of our Proposal, we assume that City Planning and Economic Development and Tourism will collect, track, and respond to written comments for the OP and ZBL Review, and CIP Review respectively. WSP will work with the City to provide input to responses, as required. City staff will be responsible for soliciting detailed comments from commenting agencies, when necessary. An example of the tracking table that City staff may wish to use is included in **Table 3**.

Table 3: Comment Tracking Table

DATE / FORM OF CONTACT	NAME	TITLE / ORGANIZATION	COMMENT	RESPONSE / HOW IT WAS ADDRESSED
January 1, 2025	Mr. John Doe	Property Owner		

9.0 Individual Property Owner Consultation

WSP recommends that the City will contact individual property owners to advise them of proposed major changes in land use designations and/or zoning affecting their properties.

We recommend that the City consider holding drop-in sessions once the Draft OP and Draft ZBL are made available for public review, to invite concerned property owners to discuss any proposed land use designation changes or other matters related to the OP review and/or zoning changes or other matters related to the ZBL.

10.0 Accessibility and an Age-Friendly Approach



Since we will be interacting directly with the public and producing publicly available information on behalf of the City, the requirements of the Accessibility for Ontarians with Disabilities Act, 2005 (AODA) and its regulations, the Ontario Human Rights Code, and any new or evolving City standards for accessibility will apply. We will work with the City to prevent and remove barriers that may arise to ensure all participants, of all ages and abilities, have equal opportunities to engage in the project. We note that all of our Team members have received training in accordance with the AODA.

We are committed to facilitating a process that is compliant with the AODA and applicable regulations. The design and format of in-person or online public engagement events and public meetings will need to take accessibility for persons with disabilities into account (e.g., wide aisle widths, accessible and unobstructed entries, presentation materials with larger fonts and high contrast, presentation transcripts or subtitles). It will be important to indicate on any meeting notices that requests may be made to the City to accommodate persons with disabilities. Such requests may include, for example, accommodation for a wheelchair or providing the presentation in a suitable format for the individual.

Any publicly available materials, such as reports and presentations, will be designed to be generally accessible for most persons using reasonable font sizes, high contrast, and other format considerations. Please note that our scope does not include specific requests for the production of accessible document formats for e-readers.

11.0 Online Public Engagement

Online public engagement is a critical means of providing additional opportunities for community members to participate in public decision-making.

The integration of online tools allow community members to choose where and when they want to engage. Where we might have seen 20 people attend an in-person Public Open House, we're seeing 100+ people watch a video presentation and respond to an online survey.

With a wider audience, projects benefit from more community voices being heard and informing decision-making.

We have proposed City Staff, City Staff TAC, CIP Working Group, and Council meetings through video conference calls, and hybrid public engagement activities throughout the OP, ZBL, and CIP Review processes.

Through our previous work in the City of Kenora, we have successfully led and participated in Public Open Houses and Council meetings by conference call.



12.0 Communications Protocol and Responsibilities

We assume that the development of the new OP, ZBL, and CIP will be a significant initiative for the City. Over the course of the project, it is vital to understand roles and responsibilities for consultation between WSP and the City, which are summarized as follows:

Day to Day Coordination

- Janis Pochailo, Director of Planning and Building Services has been identified as the City's primary day-to-day contact for all correspondence between the City and WSP regarding the OP and ZBL Review.
- Stace Gander, Director of Economic Development and Tourism will be the City's primary day-to-day contact on the CIP Review.
- Meagan Boles, Project Manager will be the WSP Consultant Team's primary day-to-day contact. Should Meagan be unavailable at anytime during the project, Nadia De Santi will serve as the Alternate Project Manager for that time period.

Internal and External Communications

- Janis Pochailo, Director of Planning and Building Services will be the primary contact for this Project via the dedicated Project email.
- The City will manage day-to-day liaison between the public, Council, internal departments, and external agencies.
- City staff will be responsible for tracking of comments and will also send acknowledgement emails to comments received. WSP can provide input into more detailed written responses, as required.
- Any communications with the public and stakeholders should be forwarded to WSP's Project Manager.
- WSP will be responsible for preparing engagement material, including notices, project webpage updates, presentations, display boards, open house and workshop interactive activities, surveys, and sign-in sheets. City staff will post materials and deliverables online.
- The City will maintain the Project Contact List. Email will be the primary method of contact.

Development of Materials

- WSP will be responsible for preparing all engagement materials including notices, project webpage updates, presentations, display boards, open house and workshop interactive activities, surveys, and sign-in sheets. The City may wish to supplement this with additional materials (e.g., tax mailout inserts), which would be prepared by the City with inputs from the WSP, as required.
- WSP will share draft engagement materials with the City for review and comment at least one (1) week in advance of publication timelines.
- WSP will revise materials for final circulation and/or posting.



- The City will circulate materials to invitees as needed.
- City staff will prepare staff reports to Council, which introduce project deliverables (e.g., Draft OP, ZBL, CIP) as required.

Coordination and Facilitation of Events

- WSP and the City will work together to determine the preferred date and time for all engagement events.
- City staff will coordinate the requirements for in-person (e.g., booking a venue, set-up, food and beverages for certain events) and virtual events (e.g., setting up virtual platform and a registration page, if required).
- The City will manage registration for events, including the distribution of invitations, based on the Project Contact List.
- City staff will issue public engagement notices, including those prepared by WSP.
- WSP will facilitate and lead meetings, workshops, and public open houses, and will be responsible for attending all engagement events.
- City staff will lead the Council Visioning Session to be held in Phase 2 of the project.
- City staff will attend and participate in engagement events.

Documentation of Outcomes

- WSP will prepare an “As We Heard” section in the Final OP/ZBL Background Report and Final CIP Background Report to summarize all input received on the draft reports.

13.0 Conclusion

Our team looks forward to working with the City of Kenora on the Official Plan, Zoning By-law, and Community Improvement Plan Reviews and delivering a robust integrated community engagement program that will support community buy-in of the new documents.

If you have any questions regarding our Engagement Strategy and Communication Plan, please do not hesitate to contact Meagan at (204) 474-2864 or Meagan.Boles@wsp.com, or Kari at (204) 259-1477 or Kari.Schulz@wsp.com.

Sincerely,

WSP

Meagan Boles, MCP, MCIP, RPP
Project Manager

Kari Schulz, MCP, MCIP, RPP
Community Engagement Lead

Appendix C:

metroeconomics City of Kenora, Ontario Population, Employment and Dwelling Prospects to 2051

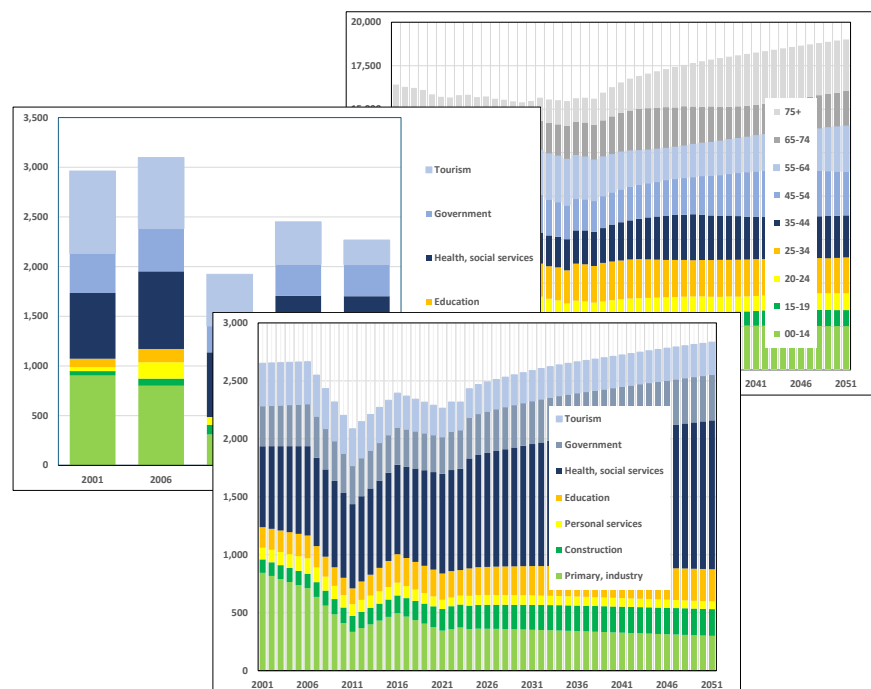


City of Kenora Official Plan and Zoning By-law Review

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City of Kenora, Ontario

Population, Employment and Dwelling Prospects to 2051



Prepared for



Prepared by



April 2025

Economic and Demographic Prospects of the City of Kenora, Ontario

This report was prepared by *metroeconomics* at the request of *wsp* Canada Inc. in support of its Official Plan, Zoning By-law and Community Improvement Plan Review on behalf of the City of Kenora.

Our report assesses the economic and demographic prospects of the City of Kenora against the backdrop of historical trends in the City's expansion and considering future trends in the broader economic and demographic factors that will most influence the City's expansion in the decades ahead.

Population growth is most often correlated with economic expansion. Our approach to developing projections for any area, therefore, begins with assessing the breadth, depth, and growth potential of its economy.

***metroeconomics'* Projections Approach**

The population of any geographic area is unlikely to grow in the future unless (a) its economy is growing, (b) commuter opportunities for residents are growing or (c) the area is attracting people retiring from other areas.

Accordingly, we developed a sub-provincial projection system that takes account of the economic and demographic factors influencing an area's potential population, dwelling and employment growth as follows:

- using a Location Quotient procedure (described in the accompanying Appendix) the economic base of the area is identified through the decomposition of local jobs on a place of work basis by industry into those that are economic base (EB) industries – those driving the area's growth – and those that are community base (CB) industries – those serving the local population;
- economic base industries produce goods and services consumed primarily by businesses or people outside of the local area; these industries (export based industries) produce agriculture, mining or manufactured products for consumption elsewhere or provide tourism, education or health care to visitors or temporary residents;
- the potential for growth of an area's economic base jobs is identified through assessing how many such jobs exist today and how many might exist in the future drawing on *metroeconomics'* extensive forecasts of industrial job trends province-wide;

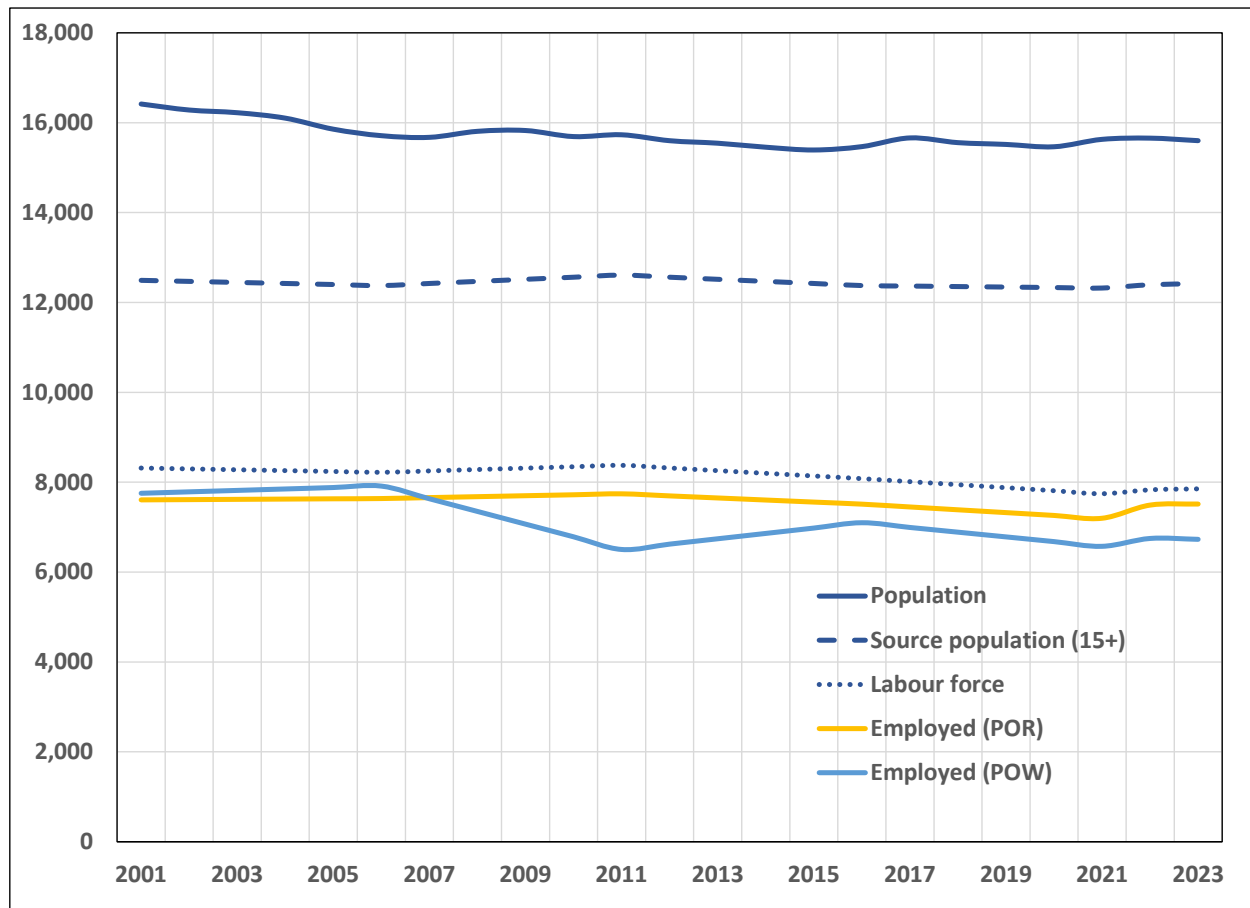
- an assessment is also made, where applicable, of the potential for local residents to commute to jobs in nearby employment locations drawing on existing patterns and on *metroeconomics'* base case forecasts of such jobs in metro areas across the country; opportunities for commuting by Kenora residents to jobs outside the city are limited; this factor is not considered in developing the projections here;
- the system ties this growth potential of jobs among residents to the demographic side of the area; if potential job growth among local residents exceeds the current supply of workers (based on an age and gender assessment of the current population, age specific rates of labour force participation and the level of unemployment), in-migration occurs; job growth potential determines population growth potential since each new job-holding resident typically brings along one or two dependents;
- the system further reflects that each new resident increases the need for workers required to service the local population – the community base jobs (by industry) – and that each additional community base job, in turn, creates the need for more workers, more residents, etc.;
- resident job growth, in other words, drives the area's net in-migration requirements which, along with standard assumptions regarding fertility and mortality rates, provide the basis for the development of local area population projections by age and gender;
- projected economic base jobs by industry are added to projected community base jobs by industry to determine the total number of jobs that will exist in the area in the decades ahead; and
- dwelling preferences by age by structural type in the base year applied to the projected population by age determines the extent to which additions to the housing stock will be required to accommodate the future population.

Historical Trends in the Population and Employment of Kenora

Exhibit 1 illustrates trends in the total population and total employment (both by place of residence and by place of work) of the City over the period from 2001 to 2023. The population estimates for each year are Statistics Canada's annual post-censal estimates. All other variables are from the censuses of every fifth year from 2001 to 2021 with intervening year estimates interpolations by *metroeconomics*.

The chart illustrates that over the span from 2001 to 2016 the population of Kenora declined slightly. Since 2016, however, the population has levelled out. Jobs on a place of work basis in Kenora declined between 2006 and 2011 but have been level since. Employment among residents was steady throughout the entire span.

Exhibit 1
City of Kenora Population and Employment
Annual Estimates 2001 to 2023



Source: Statistics Canada and *metroeconomics*

Kenora's Economic Drivers

As noted above, an area's employment by industry can be decomposed into economic base jobs (those that drive or underpin the overall economy) and community base jobs (those that serve the population) using a location quotient procedure (as described in the accompanying Appendix).

Such a decomposition is useful as a starting point in developing economic and demographic projections because (a) the population growth of an area depends on its potential for growing jobs in its economic base while (b) its potential for growing jobs in its community base depends on its potential for growing its population.

Employment by place of work data – indicating where the jobs are actually located – are provided by Statistics Canada for each of 20 industries. We divided the City’s jobs in each industry into their economic base (EB) and community base (CB) segments. We then combined the jobs into 7 broad industrial segments:

- EB jobs in agriculture, other primary (mining), manufacturing, warehousing and transportation are combined into the category “primary-industry”. This group accounted for 355 EB jobs in Kenora in 2021.
- EB jobs in retail; arts, entertainment and recreation; and food and accommodation are combined into the category “tourism”. Tourism accounted for 247 EB jobs in Kenora in 2021.
- The other 5 industries providing EB jobs are treated separately: health and social care (859 EB jobs), government (247 EB jobs), education (222 EB jobs), construction (187) and personal services (70 EB jobs).

We carried out the decomposition procedure for each of the five census years – 2001, 2006, 2011, 2016 and 2021 – to better understand the significant shifts that occurred in the City’s economic base over that span.

In 2001 and 2006 the total number of economic base jobs in Kenora hovered around 3,000 (see Exhibit 2 below). The census data for 2011 suggest EB jobs fell significantly to less than 2,000. However, the 2011 census provided less reliable results at the sub-provincial level than other censuses (the government of the day eliminated many data-capture procedures to cut costs).

The census in 2016 returned to more traditional information capture procedures and the results indicate Kenora’s economic base jobs that year were close to 2,500. The 2021 census places the City’s economic base jobs at around 2,250; that figure, too, may be misleading as the impacts of the 2020 pandemic were still being felt when the census was conducted in May of 2021.

The clear message of the trends, however, is that there were fewer EB jobs in the City in 2021 than in 2001. The censuses indicate total EB jobs fell from 2,962 in 2001 to 2,267 in 2021 or by 695.

The broad industry groups witnessing EB job declines included:

- tourism jobs fell from 829 to 247 or by 582 (more on tourism in Kenora below)
- jobs in primary-industry fell from 903 to 355 or by 548
- government jobs fell from 399 to 319 or by 80

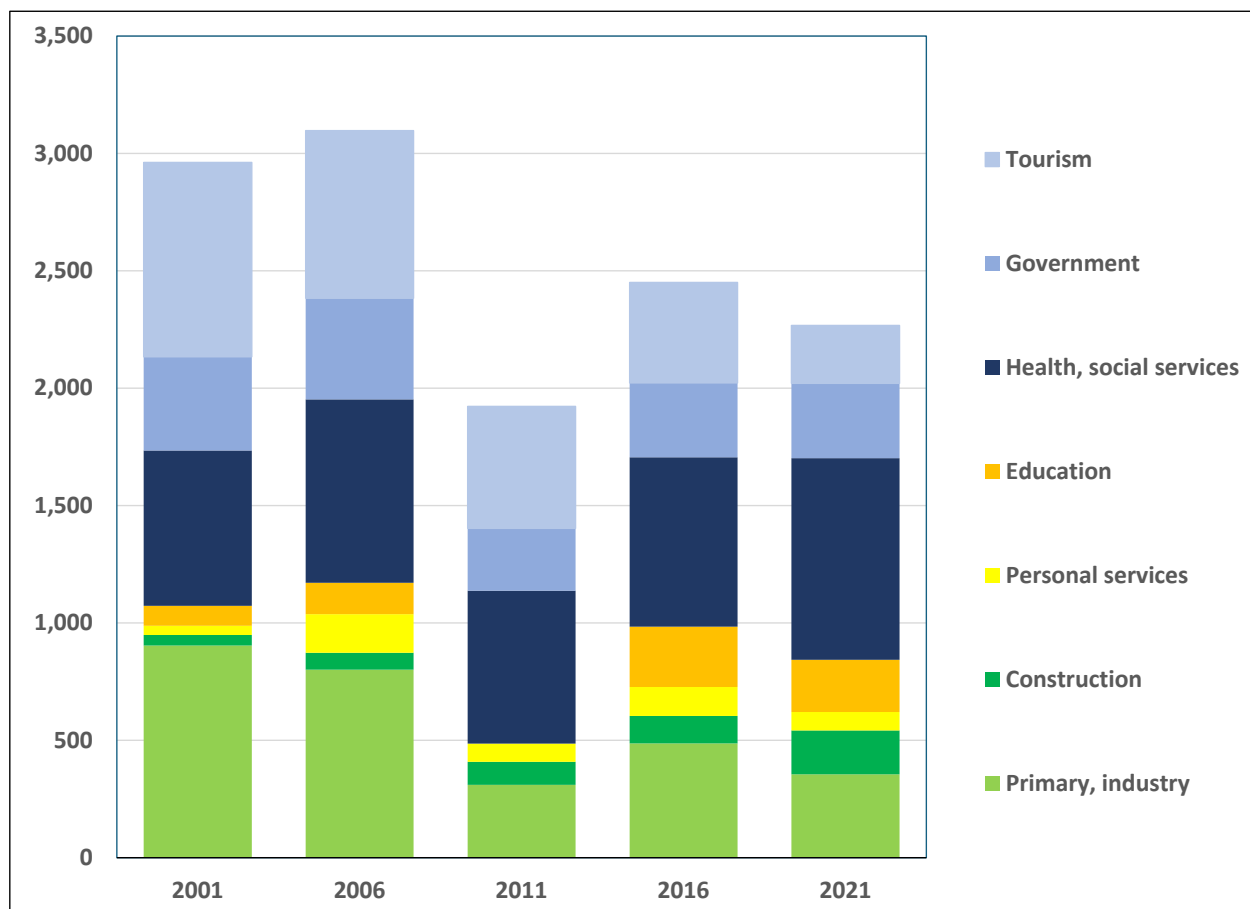
Industry groups witnessing EB job gains included:

- health and social services jobs grew from 662 to 859 or by 198
- construction jobs grew from 45 to 187 or by 141
- education jobs grew from 85 to 222 or by 137
- personal services jobs grew from 39 to 79 or by 40

Exhibit 2

City of Kenora Economic Base Jobs

Census Years 2001, 2006, 2011, 2016 and 2021



Source: Statistics Canada and *metroeconomics*

The LQ procedure reveals that there were 2,267 economic base jobs among the City's total of 6,575 jobs. In other words 34 percent of the jobs in Kenora in 2021 were EB jobs, a very high share compared to most other communities where EB jobs typically account for 15 to 25 percent of the total. The procedure also reveals that EB jobs exist in more than half of the 20 industries indicating Kenora's economic base is relatively more diverse than most.

Tourism Activities in Kenora

The City of Kenora is a year-round tourism destination and is host to many people each year who own seasonal residences in the area. From *metroeconomics* point of view – given our assigned task here is to develop population, dwelling and employment projections for Kenora to 2051 – we need to know how significant tourism and temporary residents are in defining the City’s overall economic base and to assess their potential for contributing to Kenora’s future.

Tourists are individuals temporarily visiting a geographic area. While visiting they typically eat at restaurants, buy souvenirs and other merchandise at retail outlets, take advantage of local recreation activities and sometimes stay overnight in hotels or bed-and-breakfasts. Statistics Canada does not define tourism as a separate industry among the 20 standard industries for which it provides data on jobs and production. But the decomposition of jobs procedure (the LQ procedure) as applied to Kenora above does provide estimates of the portions of jobs in retail, recreation, food, and accommodation supporting visitors and the portions supporting the City’s year-round residents.

Despite tourism’s importance to the community, specific statistics regarding tourism in Kenora – number of visitors, average length of stay, dollars spent while visiting, activities participated in – are not available. Such stats *are* available for the broad tourism area of Ontario known as region 13c – of which Kenora is but one community – but such stats are not available for Kenora specifically. In the absence of such data we are left with the LQ-based estimates described above.

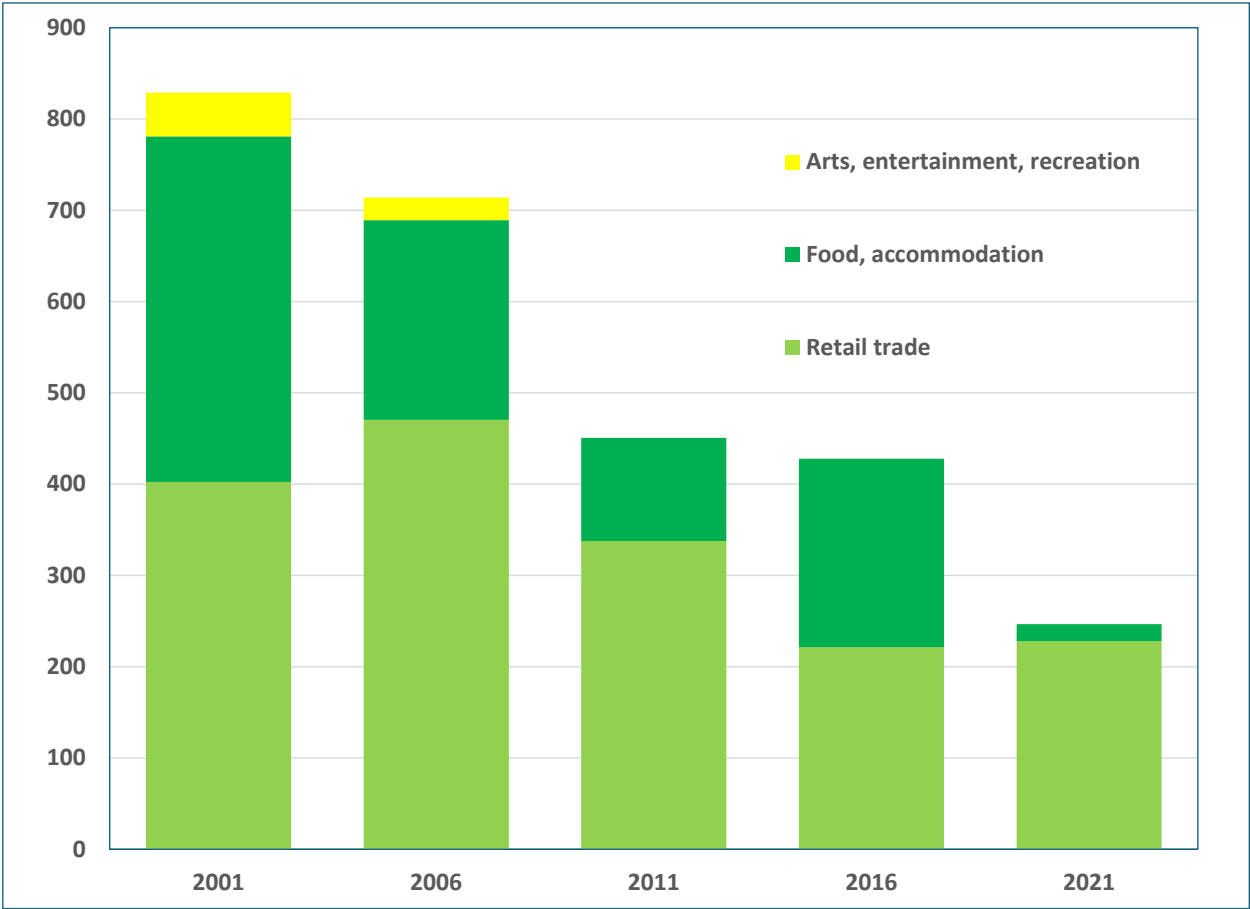
A word or two about seasonal residents. The census indicates there were 7,637 private dwellings in Kenora in 2021 of which 6,510 were “occupied by usual residents” implying 1,127, when occupied, were occupied by “other-than-usual residents” or by temporary residents. The 2016 census suggests there were 901 such dwellings that year. So between 2016 and 2021 the number of seasonal dwellings grew by 25 percent while the number of dwellings occupied by usual residents grew by just 0.5 percent.

At any given time during 2021 the 1,127 seasonal dwelling units could accommodate any number of people from 2 through 6, 7, 8 and more suggesting the seasonal population they accommodate at any given time during the year could be anywhere from 2,200 to 9,000+. Of course such a total would not be achieved year-round, just during those months – presumably, the summer – when tourism activities reach their peak. It needs to be appreciated that these seasonal residents are tourists drawing on local services in a different way than other tourists – likely more on the grocery and gas station side than those visiting for only a day or so. But they are temporary residents nevertheless; they are counted by the census as members of the population of their communities of permanent residence, not as residents of Kenora. Their impact on the Kenora economy is reflected in the above assessed tourism portion of Kenora’s jobs in retail, recreation, food and accommodation just as is the impact of other tourists.

In other words the economic impact of seasonal residents on EB jobs in tourism is being captured through the LQ procedure. The sharp increase in the number of seasonal dwellings between 2016 and 2021 suggests seasonal residents represent a significant and growing segment of the tourism industry in Kenora.

The tourism jobs estimates created above – using the LQ procedure – provide the best information we have regarding tourism trends in Kenora over time. It was noted earlier that tourism jobs fell from 829 in 2001 to 247 in 2021 or by 582. Exhibit 3 reveals that between 2001 and 2021 tourism-based retail jobs fell from 402 to about 228, tourism-based food and accommodation jobs fell from 379 to just 18 and tourism-based recreation jobs fell from 48 to 0. While the pandemic no doubt accounts for the exceptionally low count of tourism jobs in 2021 it is clear tourism’s importance as a job provider within Kenora had already weakened by 2016 at which time the total had already fallen to 428.

Exhibit 3
City of Kenora Tourism Jobs
Census Years 2001, 2006, 2011, 2016 and 2021



Source: Statistics Canada and *metroeconomics*

The Impact of Retiring Baby Boomers on Kenora's Future Growth

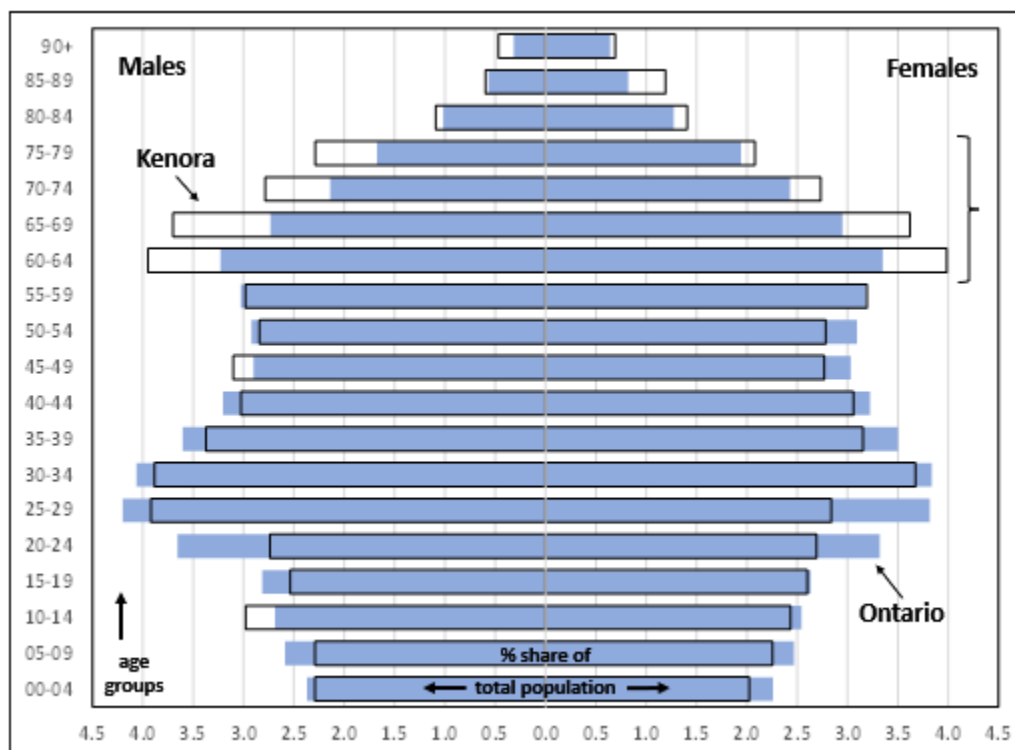
Every community in Canada faces the need to replace retiring Baby Boomers between now and the mid-2030s. The Boomers as of 2021 were between the ages of 55 and 74 and 2021's 55-year-olds will not likely retire until the early 2030s. Exhibit 4 reveals Boomers today account for a greater share of the population of Kenora (27.3 percent are aged 55 to 74) than they account for the total population province-wide (23.0 percent).

Exhibit 4

Population by 5-Year Age Group as a Percent Share of the Total Population

Ontario (Blue Bars) and Kenora (Black Outlined Bars) in 2024

Percent Share of the Total Population (Horizontal Axis) 5-Year Age Groups (Vertical Axis)



Source: Statistics Canada

Retiring Boomers therefore pose a greater replacement challenge for Kenora than for Ontario. Canada's solution in recent years has been to attract migrants to fill the jobs as the Boomers vacate them. Canada's national immigration targets have already been adjusted upwards to accommodate this need and all parts of the country must deal with this phenomenon. Canada's immigration targets will remain higher than normal through to the mid-2030s.

Kenora's Future

The sub-provincial projection system we developed for Kenora contains annual historical estimates from 2001 to 2021 and annual projections to 2051 for the following economic and demographic concepts:

- population by single-year age and gender
- labour force source population, labour force and employment by place of residence
- total employed for 20 industries by place of work
- households by age of maintainer (major age groups)
- dwellings by age of head by structural type (singles, semis, rows, etc.)

Economic base jobs by industry in Kenora are projected to grow at the rates projected by our system province-wide. Exhibit 5 illustrates the path projected for these jobs for the 7 major industries described earlier against the historical path of such jobs. EB jobs in total are projected to increase from 2,264 in 2021 to 2,834 by 2051 or by 570.

Tourism jobs start at the 2021 level of 247 which, as noted, is well below the 829 level of 2001 and the 428 level of 2016. They are projected to increase by 32 between 2021 and 2051 based on provincial expectations. Note, however, that even if – in the post-pandemic world – tourism jobs in Kenora return to the 400 level of 2016 the gain would be minor in the overall context of Kenora's EB jobs.

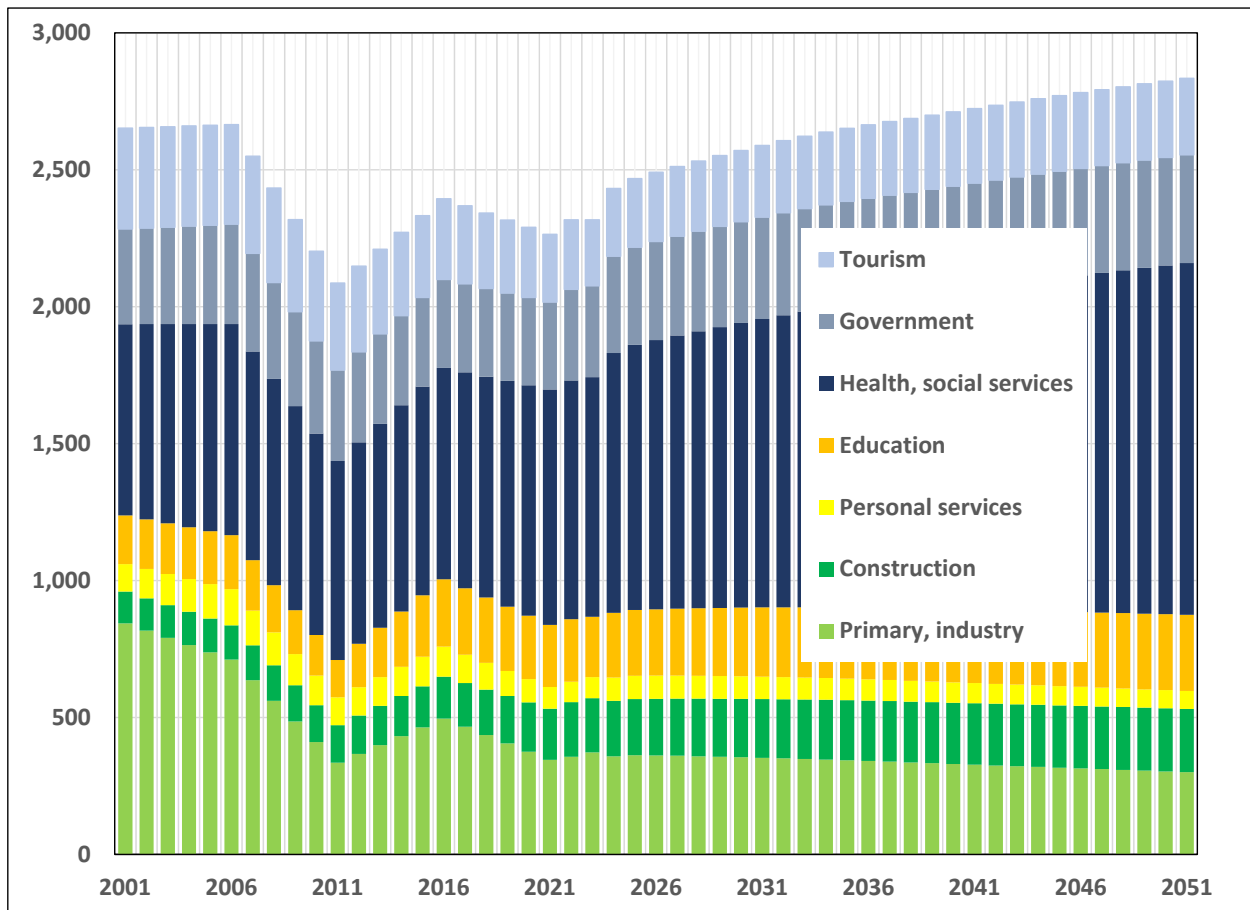
Between 2021 and 2051 we project Kenora's EB jobs will increase in total by 570 as follows:

- health care and social services up 425 (from 860 in 2021 to 1,475 in 2051)
- government services up 76 (319 to 375)
- education up 51 (227 to 278)
- construction up 44 (187 to 231)
- tourism up 32 (247 to 280)
- personal services down 14 (79 to 65)
- primary-industry down 45 (345 to 300)

The large gain in health care jobs is driven primarily by the aging of people into the 65 and over category, the category most dependent on health-care.

The projected growth of EB jobs in Kenora introduced into our projection system for the City generates an increase in the total population of Kenora from 15,600 in 2023 to just over 19,000 in 2051. Exhibit 6 illustrates the total population path projected for Kenora (2024 to 2051) along with its historical path (2001 to 2023). Included in Exhibit 6 are historical and projected values for the key labour market indicators of persons 15+ (the labour force source population), the labour force, and total employment on both a place of residence and work basis).

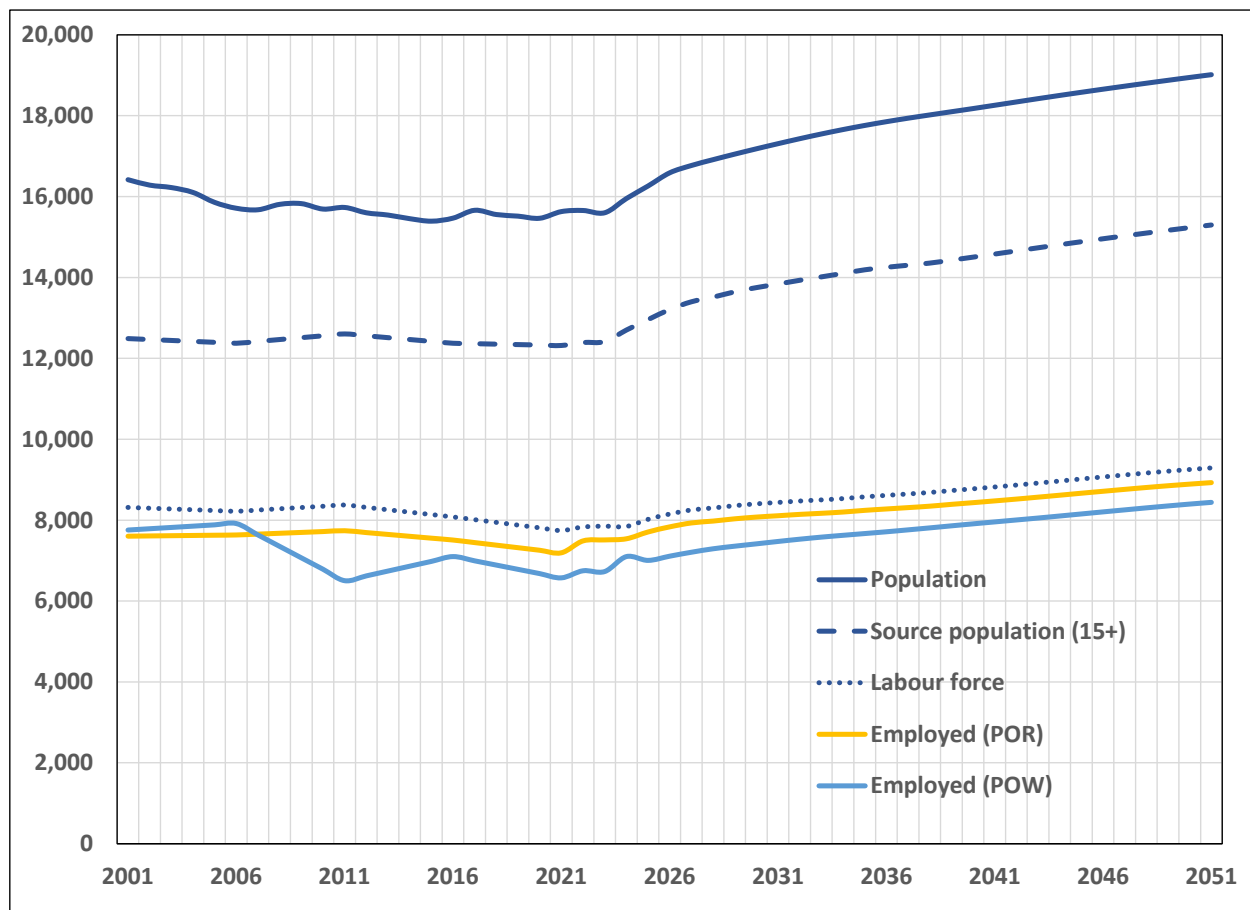
Exhibit 5
City of Kenora Economic Base Jobs by Major Industry
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Exhibit 6

City of Kenora Total Population and Key Labour Market Variables Estimated 2001 to 2023 and Projected 2024 to 2051



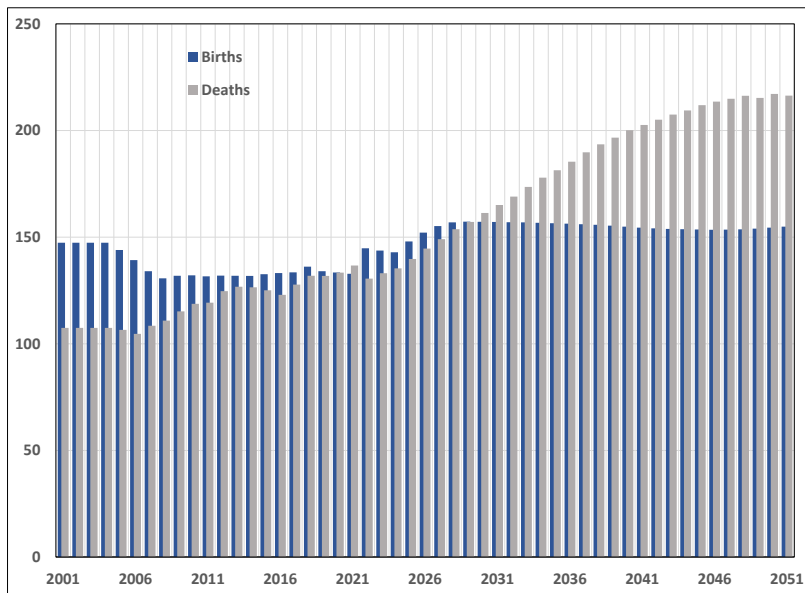
Source: Statistics Canada and *metroeconomics*

Exhibits 7 and 8 on the following page reveal that the population gains projected here between now and 2051 cannot be satisfied through net natural population change.

This is so because births will level off in the early 2030s while deaths will increase steadily through to 2051 due to the aging of the population. Beyond 2031 this means net natural population growth will turn negative.

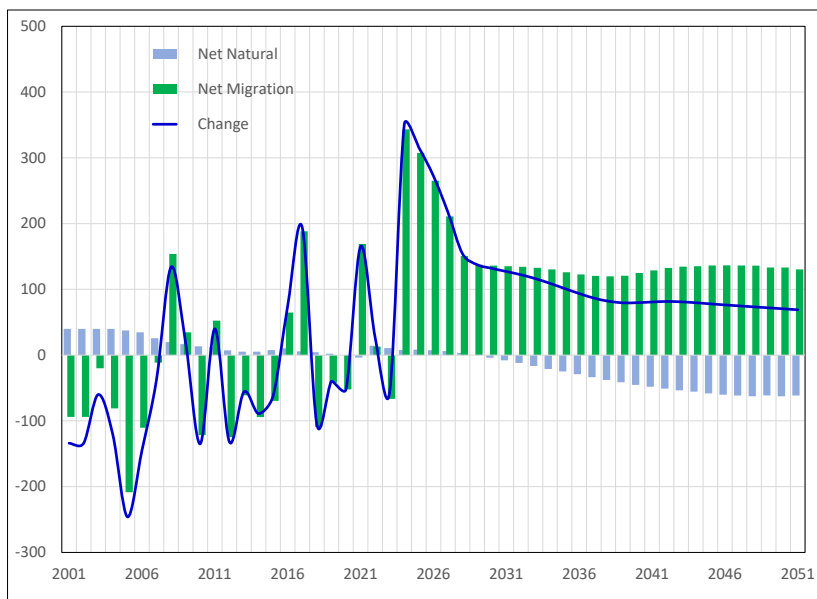
Net in-migration must increase significantly in the near term to meet Kenora's need for Baby Boomer replacements and to fill the new EB jobs being created. Beyond 2028 or so net in-migration will level off at an annual pace of about 100.

Exhibit 7
City of Kenora Births and Deaths
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

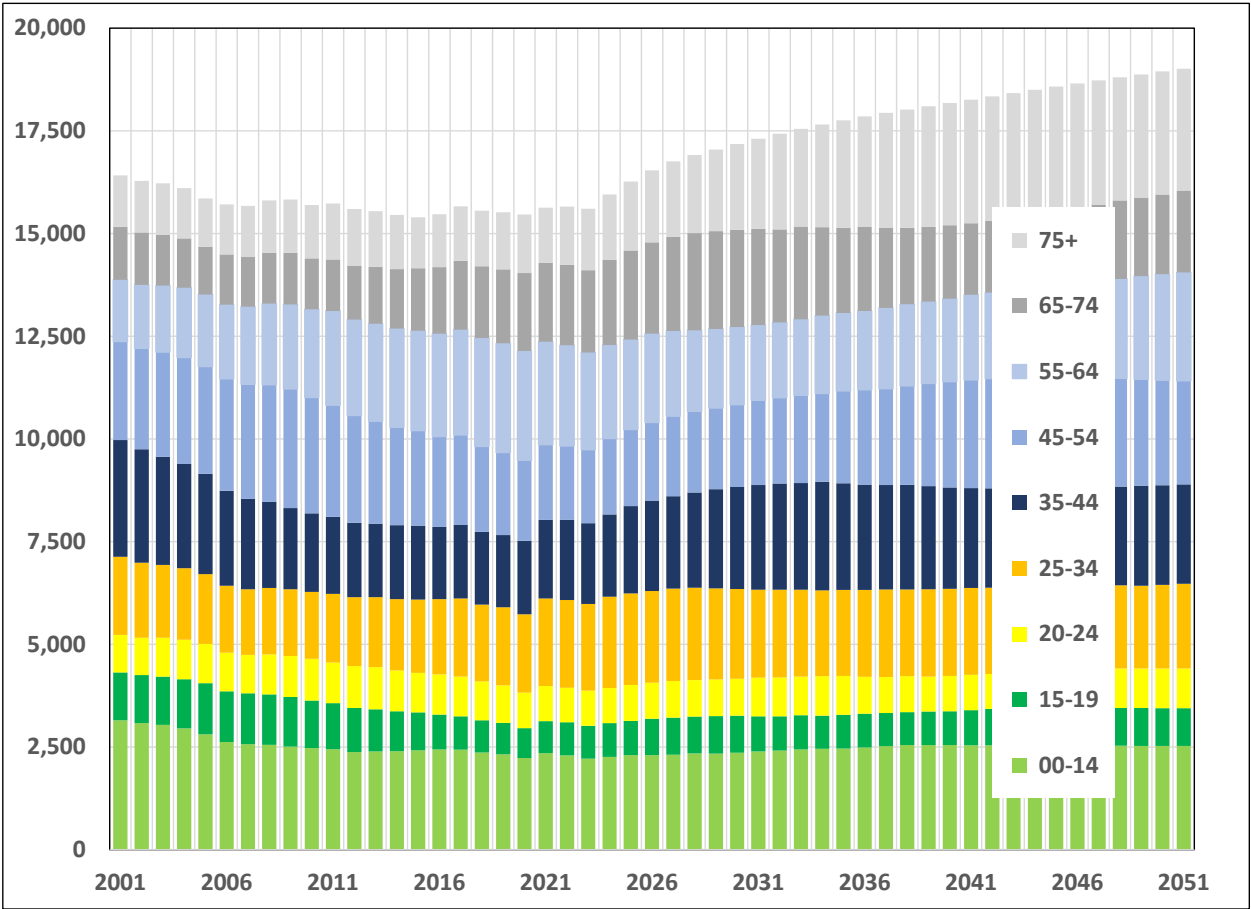
Exhibit 8
City of Kenora Total Population Growth by Source
Net Natural (Births less Deaths) and Net In-Migration
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Exhibit 9 illustrates the evolution of Kenora’s population by major age group both historically and as projected to 2051. The population under 25 years of age increases slightly, the population 75 and over increases significantly and the population between 25 and 74 gradually shifts within towards those 45 to 64.

Exhibit 9
City of Kenora Total Population by Major Age Groups
Actual 2001 to 2023 and Projected 2024 to 2051

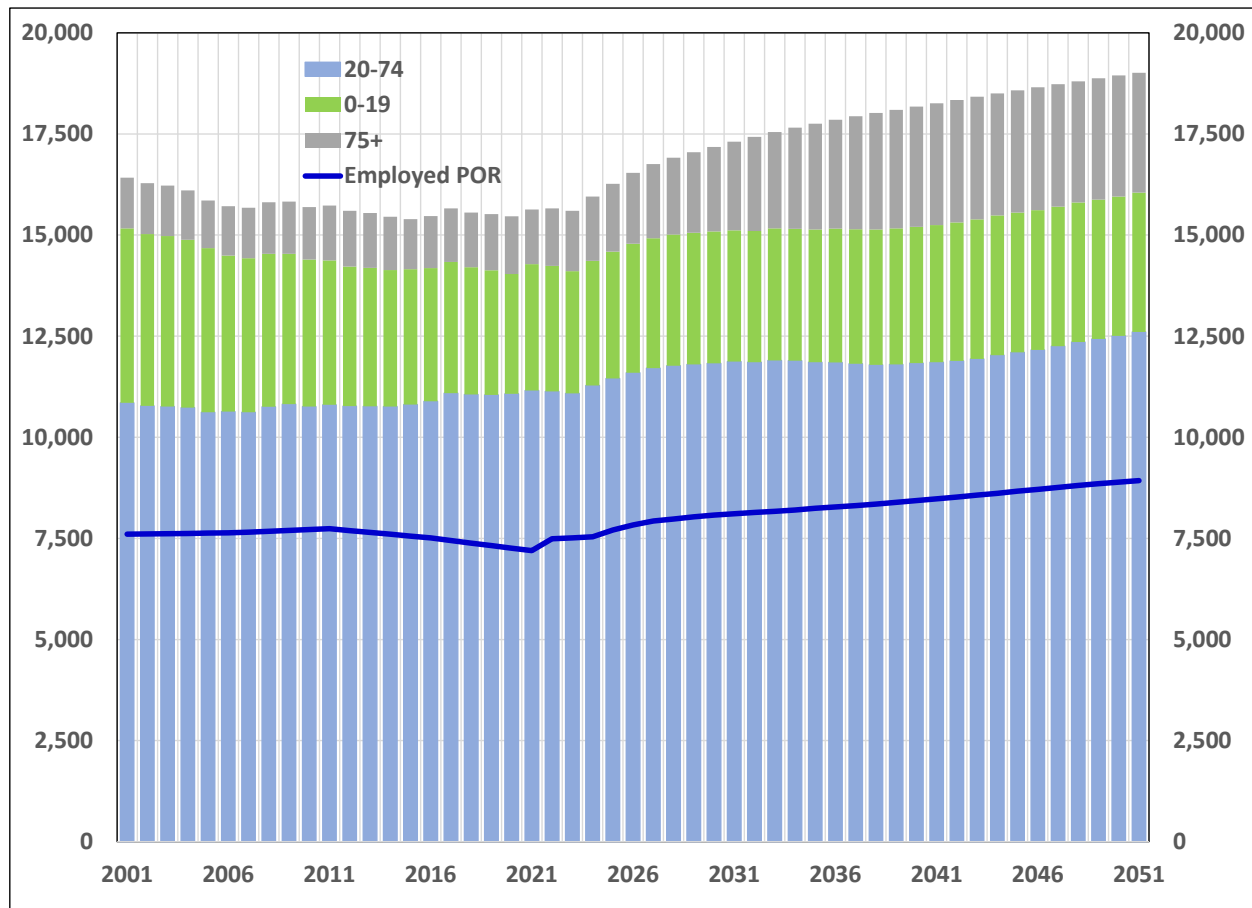


Source: Statistics Canada and *metroeconomics*

Exhibit 10 shows that the projection system is preserving a relationship between the total number of people in Kenora who work and the population aged 20 to 74 years of age.

As of 2023 67.3 percent of the people aged 20 to 74 work. That share is projected to increase slightly to reach 70.8 percent in 2051 reflecting the current underlying tendency for people to remain labour force active as they age, a trend that is expected to continue as people generally are living longer.

Exhibit 10
City of Kenora Total Employment and Population by Major Age Groups
Actual 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Including both EB and CB jobs, the total number of jobs in Kenora is projected to reach 8,438 in 2051, up by 1,863 from a total of 6,575 in 2021. In contrast, the total number of jobs in Kenora fell by 1,180 between 2001 and 2021. Exhibit 11 tabulates employment by place of work in Kenora historically for each census year from 2001 to 2021 and for each projected fifth year through to 2051 for each of the 20 industries. The major projected job total changes include:

- health care and social services up 931
- professional, scientific and technical services up 237
- government up 227
- education up 218
- finance and insurance up 92
- construction up 66

Every other industry is projected to witness a job gain or job loss of less than 50 by 2051.

Exhibit 11

City of Kenora Employment by Place of Work by Detailed Industry

Actual 2001, 2006, 2011, 2016 and 2021, Projected 2026, 2031, 2036, 2041, 2046 and 2051

	Number of Employed											Change	
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	01-21	21-51
Employment (POW)	7,755	7,915	6,505	7,100	6,575	7,110	7,473	7,712	7,956	8,203	8,438	-1,180	1,863
Agriculture, etc.	140	110	55	115	55	57	53	49	45	41	38	-85	-17
Mining, oil and gas	0	10	0	0	10	0	0	0	0	0	0	10	-10
Utilities	65	105	55	70	90	104	106	105	104	103	102	25	12
Construction	270	290	320	355	435	468	483	489	494	499	501	165	66
Manufacturing	675	555	255	350	250	256	251	243	233	224	214	-425	-36
Wholesale trade	85	100	105	80	55	53	55	55	55	55	55	-30	0
Retail trade	1,260	1,285	1,135	1,010	910	890	917	927	935	942	946	-350	36
Transportation, warehousing	375	355	205	225	235	264	273	275	278	280	281	-140	46
Information, culture	80	100	255	115	60	64	64	63	62	61	59	-20	-1
Finance, insurance	275	275	195	165	210	226	244	257	272	287	302	-65	92
Real estate, leasing	115	125	35	125	125	134	145	153	162	171	180	10	55
Professional, scientific, technical services	200	210	215	220	265	307	345	379	417	459	502	65	237
Management services	0	0	0	0	0	0	0	0	0	0	0	0	0
Administrative support, waste management	95	115	70	110	135	136	141	143	146	148	150	40	15
Education	555	615	425	770	710	751	797	831	864	897	928	155	218
Health, social services	1,340	1,480	1,395	1,480	1,650	1,875	2,034	2,167	2,303	2,442	2,581	310	931
Arts, entertainment, recreation	190	170	95	75	40	43	43	42	41	40	40	-150	0
Accommodation, food	855	675	540	675	305	341	345	342	339	335	330	-550	25
Other services	375	495	380	410	295	313	308	297	285	274	262	-80	-33
Government	805	845	770	750	740	828	869	895	920	944	967	-65	227

Source: Statistics Canada and *metroeconomics*

Exhibit 12 summarizes for a selection of key variables the census estimates for 2021 and the projected levels for 2031, 2041 and 2051. The highlights of Exhibit 12 include the following:

- People 75 and over will increase in number by 1,618 between 2021 and 2051 accounting for almost half the total population gain over the 30 year span of 3,384.
- Based on 2021 preferences by age of head, and on the projected changes to the population by age, the City will require 1,832 new dwellings including 1,333 single-detached units, 263 apartment units of fewer than 5 storeys and 123 apartments of 5 storeys or more.
- The number of persons per unit will fall from 2.41 in 2021 to 2.28 in 2051.
- From a land-use perspective the gain in total jobs of 1,863 between 2021 and 2051 will mostly be accounted for by 1,376 new institutional jobs (health, education and government). There will be 426 more commercial jobs in 2051 than in 2021 and 88 more industrial jobs.
- The activity rate (jobs per 1,000 residents) will increase from 421 in 2021 to 444 in 2051.

Exhibit 12
City of Kenora Key Demographic and Economic Variables
Actual 2021, Projected 2031, 2041 and 2051

	Level				Change
	2021	2031	2041	2051	21-51
Total Population	15,629	17,306	18,257	19,013	3,384
Persons <20	3,128	3,245	3,394	3,445	317
Persons 20-74	11,154	11,870	11,853	12,604	1,450
Persons 75+	1,347	2,191	3,010	2,965	1,618
Total Dwellings	6,490	7,357	7,949	8,322	1,832
Single-detached	5,025	5,642	6,069	6,358	1,333
Semi-detached	170	183	179	189	19
Rows	90	100	99	102	12
Other single attached	10	13	13	13	3
Duplex apartments	235	260	289	304	69
Apartments <5 storeys	710	839	932	973	263
Apartments 5 storeys +	160	229	277	283	123
Movable	90	91	93	101	11
Persons per Unit	2.41	2.35	2.30	2.28	-0.12
Employed by Place-of-Work	6,575	7,473	7,956	8,438	1,863
Primary	65	53	45	38	-27
Industrial	1,065	1,167	1,165	1,153	88
Commercial	2,345	2,553	2,659	2,771	426
Institutional	3,100	3,700	4,087	4,476	1,376
Activity Rate (EPOW / 1,000 Pop)	421	432	436	444	23
Employed by Place-of-Residence	7,195	8,110	8,476	8,927	1,732
% of Persons 20-74	64.5	68.3	71.5	70.8	6.3

Source: Statistics Canada and *metroeconomics*

Acknowledgement

metroeconomics was provided with information regarding upcoming planned local developments in Kenora, including the \$1 Billion All Nations Hospital and the transformation of the Stud Mill and Abitibi Mill sites for residential development purposes. These are tremendous initiatives for the City and are tied to funding from various levels of government. *metroeconomics* is of the opinion that the projections described in this report regarding considerable future growth in health care employment – 931 new jobs between 2021 and 2051 – and considerable future growth in new residential units – 1,832 over that same span – already capture the impacts of the new hospital and the reassignment of land use from industrial to residential. In other words, we are of the view that the City has already laid the groundwork for much of the new residential and employment growth anticipated in our projections.

metroeconomics further acknowledges that the City is in the process of undertaking a Housing Needs Assessment to capture the current demand for housing in Kenora and project future needs to support the expansion of the local economy.

Conclusions

The projections developed here indicate the following:

- the population of Kenora will increase by 3,384 people by 2051;
- population growth will occur in part because the City's economic base jobs will grow;
- as is the case nationwide, a domestic supply of workers is not available to replace retiring Baby Boomers because the Boomers did not replace themselves (Canada's total fertility rate has been lower than the replacement rate since the mid-1960s);
- so population growth in Kenora will also occur due to the increased in-migration required to replace the retiring Boomers; and
- population growth stemming from economic base job creation and from replacing retiring Boomers will necessitate increases in community base jobs to meet the needs of the growing population.

These factors together mean Kenora's population will grow in the decades ahead thus reversing the standstill prevailing in the decades past.

In summary, between 2021 and 2051:

- Kenora's total population will grow by 3,384;
- the total number of dwellings will increase by 1,832; and
- the number of jobs provided by employers in the City will grow by 1,863.

Accompanying this document is a Microsoft Excel file (Kenora.xlsx) which provides detailed data regarding the history and projections of the population by age and gender, households by age of head, dwellings by structural type and employment by industry for each year from 2001 to 2051.

Appendix: Economic and Community Base Jobs

Employment by industry in any given area can be decomposed into economic base jobs (those that drive the overall economy) and community base jobs (those that serve the local population). The population growth of an area typically depends on its potential for growth in economic base employment while an area's growth in community base employment depends on its population growth. In recognition of this interdependence between population and employment growth *metroeconomics* developed a community-based projection system that takes account of the economic and demographic factors influencing an area's growth potential. The system takes these factors into account as follows:

- the economic base of the community is identified through the de-composition of local jobs on a place of work basis by industry into those that are *economic base* jobs and those that are *community base* jobs; this is achieved using a location quotient process.
- economic base industries produce goods and services consumed primarily by businesses or people outside of the local community; these industries – also called export-based industries – produce agriculture, mining, or manufactured products for consumption elsewhere or provide tourism or higher-order education/health care services to visitors/temporary residents.
- the potential for growth of a local community's economic base jobs is identified through assessing how many such jobs exist today and how many might exist in the future drawing on *metroeconomics'* extensive forecasts of economic base industrial job trends nation-wide and provincewide.
- an assessment is also made of the potential for residents to commute to jobs in nearby employment locations drawing on existing patterns and on *metroeconomics'* base case forecasts of such jobs by sub-provincial area across the country.
- the potential for job growth within the local area and for job growth in nearby locations determines the potential for job growth among residents.
- the *metroeconomics* system ties this resident job growth potential to the demographic side of the community; if potential job growth among residents exceeds the current supply of workers (based on an age and gender assessment of the current population, age specific rates of labour force participation, the level of unemployment, and the need to replace retiring workers), in-migration occurs; thus job growth potential determines population growth potential recognizing each new job-holding resident typically brings along one or two dependents.
- the system further considers the fact that each new resident jobholder increases the need for workers who service the local population – the community base jobs – and that these additional community base jobs, in turn, create the need for more workers, more residents, etc.
- growth in employed residents, in other words, drives the community's net in-migration requirements which, along with standard assumptions regarding fertility and mortality rates, provide the parameters needed to develop local area population projections by age and gender.
- projected economic base jobs by industry are added to projected community base jobs by industry to determine the total number of jobs by place of work that will exist in the community in the decades ahead.

The Location Quotient procedure is carried out as follows:

- All jobs in agriculture and forestry, in mining and oil and gas extraction, and in manufacturing are economic base jobs as most of their production is consumed by businesses and people outside of the area.
- For all other industries, the number of jobs per 1,000 residents in the area is compared to that ratio across the relevant province. Where the ratio in an industry in the area exceeds that of the province it is assumed the excess jobs in the area are providing services to people or businesses outside of the area. These excess jobs are defined as export-based service jobs and their output as exportable services.

Appendix D:

Public Open House #1 and Community Survey Results



City of Kenora Official Plan and Zoning By-law Review

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1.0 Introduction

This Appendix provides a summary of the community input received through the initial engagement activities undertaken during Phase 2 of the City of Kenora Official Plan, Zoning By-law, and Community Improvement Plan Reviews, including:

- Public Open House #1, held on March 5, 2025; and
- An online Community Survey, made available from March 5, 2025 through March 28, 2025.

The community input will be considered in developing a new Vision Statement, as well as new or updated Official Plan policies and Zoning By-law provisions.

2.0 Public Open House #1 – March 5, 2025

An in-person Public Open House was held on March 5, 2025 at the Lake of the Woods Discovery Centre in Kenora, from 6:00 PM to 8:00 PM. The purpose of the Public Open House was to:

- Provide an introduction and overview of the Official Plan, Zoning By-law, and Community Improvement Plan Review (CIP) processes to the community;
- Collect background information and input from the community with respect to key issues and opportunities, and inform the vision and goals for the new Official Plan, Zoning By-law, and CIP; and
- Launch the Community Survey.

The event was held as an informal drop-in session, where attendees had the opportunity to engage with interactive display boards related to the three projects, and ask questions of City staff and the WSP Consultant team.

2.1 Participants and Approach

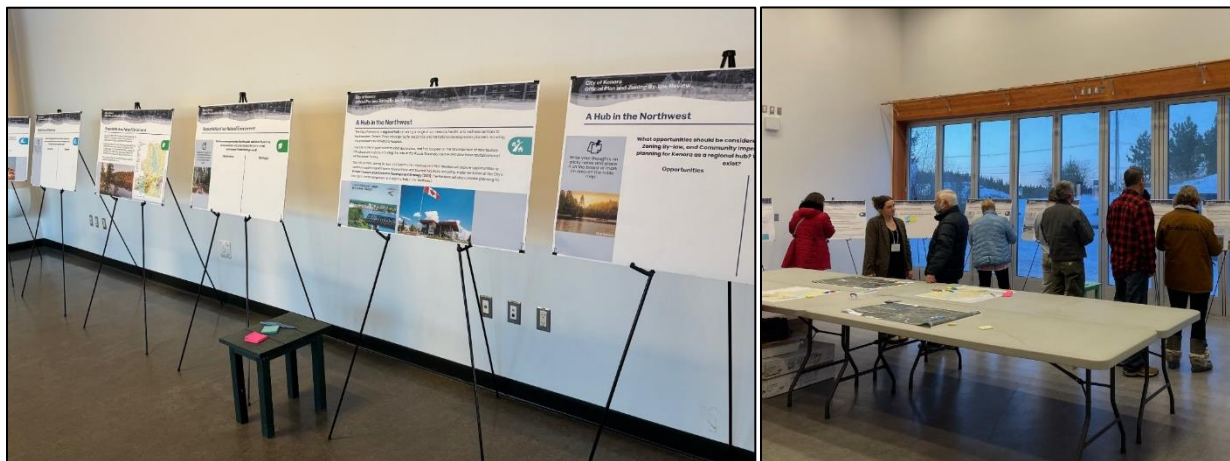
The Notice of Public Open House was posted on the City's project webpage on February 19, 2025, and advertised through the City's Facebook and Instagram pages, and in the Kenora Miner and News.

City of Kenora Official Plan and Zoning By-law Review

Approximately 47 people attended the event and provided their input on a series of interactive display boards (**Figure 2-1**), comprised of the following:

- An overview of the Official Plan, Zoning By-law, and Community Improvement Plan (CIP) Reviews, including the project processes and timelines;
- Interactive display boards focused on developing a new Vision Statement for the Official Plan and CIP; and
- Activity-based display boards that introduced various themes that will be considered throughout the projects. Attendees were invited to identify opportunities and challenges with respect to future development and growth in Kenora.

Figure 2-1: Public Open House #1 Display Boards and Attendees



Following the event, the following documents were posted to the City's project webpage at <https://www.kenora.ca/OPZBLCIPreview/>.

- Draft Official Plan and Zoning By-law Background Report (February 2025);
- Draft Community Improvement Plan Background Report (February 2025);
- Display Boards; and
- Online Community Survey – available from Wednesday March 5, 2025 through Friday March 28, 2025 and hosted via Survey Monkey. A hard copy of the Community Survey was available for attendees at the Public Open House.

2.2 Summary of Input Received

This section provides a summary of the input and comments received from Public Open House attendees.

Figure 2-2: Interactive ‘Pin the Map’ Activity – Where You Work / Live / Play in Kenora



A New Vision for the City's Official Plan

Participants were asked to provide feedback on existing vision statements that have been previously developed for various plans and studies in the City (see **Figure 2-3**), as well as how they envision Kenora in the future. The comments received will be used in developing a new vision statement for the new Kenora Official Plan.

City of Kenora Official Plan and Zoning By-law Review

Figure 2-3: A New Vision for the City's Official Plan – Display Board

**City of Kenora
Official Plan and Zoning By-law Review**

A New Vision for the City's Official Plan

The City's new Official Plan will express the vision and objectives for the community and will identify land use designations and policies to guide and direct growth and development for a 25-year time planning horizon to the year 2051. The City of Kenora has already developed visions for various plans and studies across a range of topics. **Visions for these documents include:**

Charting our Course 2027 – 2022-2027 Strategic Plan (2022)

"Kenora provides a high quality of life for residents and unforgettable experiences for visitors by celebrating and embracing the community's rich heritage, diversity, and natural environment."

5-Year Tourism and Economic Development Strategy (2021)

"Kenora will continue to grow as a regional service centre with a resilient local economy that is supported by a four-season tourism sector, high quality of life and a supportive local environment for businesses and entrepreneurs."

Sustainability Action Plan (2022)

"To collaboratively implement a suite of projects that, over the next decade, will contribute to a better quality of life for the community in Kenora while also building pathways to reconciliation and safeguarding the diverse ecosystems that sustain the community."

Table 2-1: Summary of Input Received – New Vision for Kenora

Question: What aspects of the existing vision statements on the previous display board do you think should be reflected in the City's new Official Plan Vision Statement?	
Comment Theme	No. of Comments:
A year-round destination for tourists and visitors	5
Green spaces and waterfront access	5
High quality of life	4
Addressing the housing and affordability crises	3
Other (e.g. environmental sustainability, job opportunities, infrastructure development)	3
Question: Is there anything new that should be reflected in the City's new Official Plan Vision Statement to guide growth and development over the next 25 years?	
Comment Theme	No. of Comments:
Incentives for development and newcomers	6
Addressing the housing and affordability crises (e.g. housing options, taxes, utilities)	4

City of Kenora Official Plan and Zoning By-law Review

Green spaces and waterfront access (e.g. protecting existing assets, building trail networks)	3
Safety and resilience	2
Collaborative governance and community building	2
Other (e.g. protection of heritage)	2
Question: How should the City evolve over the next 10–20 years to meet the needs of residents, businesses, seasonal residents, and visitors?	
Comment Theme	No. of Comments:
Housing and development (e.g. population growth, denser development, infill)	7
Business-friendly environment (e.g. reduced red tape, faster permitting, more large and local businesses)	5
Community and recreation (e.g. events, spaces, support for clubs)	4
Improved healthcare Access (e.g. more doctors and services)	2
Other (e.g. green bin program, improved public transit)	2
Question: Share what you love about living and/or working in Kenora or mark an area on the table map that is important to you! What are some features, traits, aspects, or things that make Kenora unique and distinguished from other communities?	
Comment Theme	No. of Comments:
Natural features (e.g. lake, beaches, parks, forests, trails, outdoor activities)	13
Downtown Kenora (e.g. walkability)	4
Public spaces and facilities (e.g. library, skatepark, public washrooms, boat launching areas)	4

Building Our Communities

Community development includes creating neighbourhoods that meet the needs of residents for daily living, including providing a range of housing options, services, schools, parks and recreational spaces, and services for people of all ages and abilities. Participants

City of Kenora Official Plan and Zoning By-law Review

were asked to provide feedback regarding the opportunities and challenges in Kenora that contribute to building great communities.

Figure 2-4: Building Our Communities – Display Board

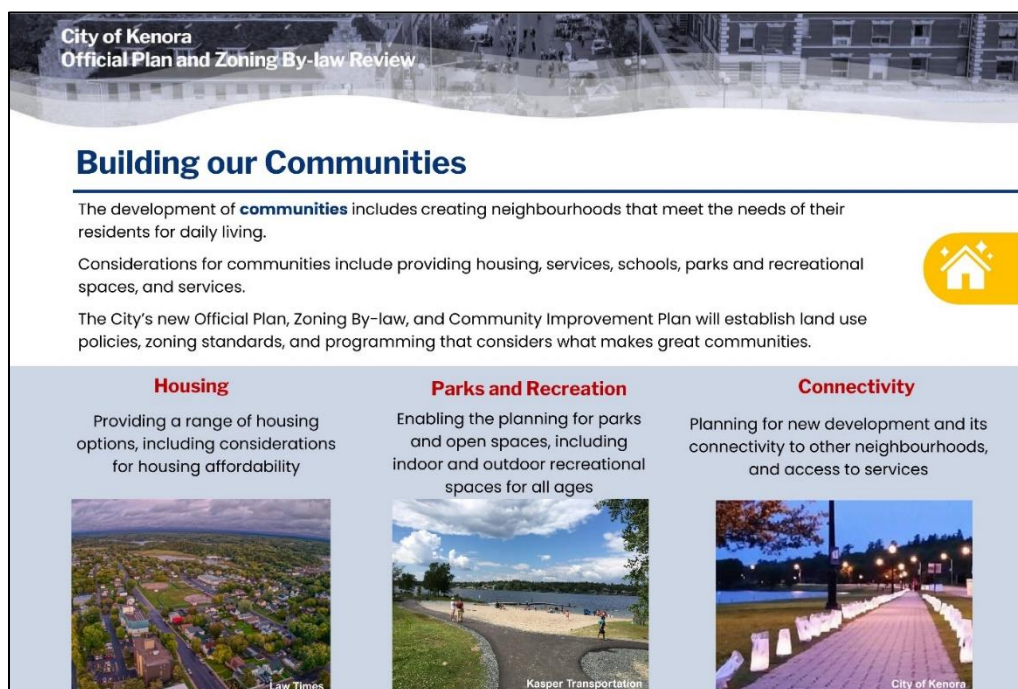


Table 2-2: Summary of Input Received – Building Our Communities

Question: What are opportunities that exist in Kenora that would support creating great communities and neighbourhoods in the City?	
Comment Theme	No. of Comments:
Preservation of natural areas	3
Prioritizing connections across Kenora (e.g. walkability, bike paths, safety)	3
Expand development areas (e.g. Mill Site, areas beyond the Downtown, Keewatin, areas by airport)	3
Support the community members of Kenora	1
Other (e.g. more commercial on ground floors in the Downtown, allow keeping of laying hens, housing safety, social enterprise support, tiny home communities)	5

City of Kenora Official Plan and Zoning By-law Review

Question: What are some challenges that should be considered in developing the new Official Plan, Zoning By-law, and Community Improvement Plan?

Comment Theme	No. of Comments:
Compatible development and redevelopment (e.g. context, location and existing uses are considered in new developments)	6
Housing options (e.g. affordability, housing types, additional units)	3
Streamline the Development Process	2
Downtown Kenora (e.g. safety)	1
Other (e.g. more light industry, respect community members)	6

Celebrating Our Waterfronts

Kenora's waterfronts are a key element that defines the City. Participants were asked to provide feedback on opportunities and challenges that exist regarding waterfronts in the City, as well as waterfront development.

Figure 2-5: Celebrating Our Waterfronts – Display Board

City of Kenora
Official Plan and Zoning By-law Review

Celebrating our Waterfronts

Kenora's waterfronts are a key element that defines the City. Kenora's new Official Plan and Zoning By-law will incorporate policies to support and enhance waterfronts and waterfront development. Potential considerations for the City's Official Plan and Zoning By-law Review include:

- Providing accessible walkways to public sidewalks and waterfront areas;
- Protecting viewsheds; and
- Maintaining naturalized shoreline areas, other than those specifically developed for public use.

Table 2-3: Summary of Input Received – Celebrating Our Waterfronts

Question: What are some opportunities that the City could incorporate to enhance waterfronts?	
Comment Theme	No. of Comments:
Preserve natural shorelines	3
Preservation and addition of trails (e.g. walking trails, multi-use trails and cycling trails)	3
Increase and encourage public events (e.g. pop up venues)	2
Encourage water use (e.g. free docking)	2
More waterfront businesses	1
Question: What are some current challenges you see with regard to Kenora's waterfront areas?	
Comment Theme	No. of Comments:
Lake and natural area protection and water quality (e.g. preserve views, limit over development)	5
Parking and docking (e.g. limited docking, boat launches, and parking, too much docking, etc.)	4
Other (e.g. tenting/RV opportunities, restrooms, accessible parks)	3

Stewardship of Our Natural Environment

Kenora is enhanced by its beautiful natural environment, in particular the Lake of the Woods, Winnipeg River, Black Sturgeon Lakes, numerous smaller lakes and islands, and its location on the Canadian Shield surrounded by boreal forests. The natural areas within and surrounding the City provide recreational opportunities for all residents and visitors. Participants were asked about opportunities and challenges regarding the protection and preservation of the natural environment.

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Figure 2-6: Stewardship of Our Natural Environment – Display Board



Table 2-4: Summary of Input Received – Stewardship of Our Natural Environment

Question: What are some opportunities that should be considered in planning for the protection and preservation of Kenora's natural environment?	
Comment Theme	No. of Comments:
Accessible parks	2
Preserving green spaces and public areas	1
Preserve and extend Trails (e.g. around Rideout Bay)	2
Question: What are some current challenges that should be considered in planning for the protection and preservation of Kenora's natural environment?	
Comment Theme	No. of Comments:
Over-development (i.e. lake view obstructions due to building height, too much development, lack of regard for the environment)	3
Climate change (e.g. fires, algae, extreme weather)	3
Trail upgrades (e.g. Miller Rapids walking trail)	1
Other (e.g. too many docks, lack of public lands)	3

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A Hub in the Northwest

The City of Kenora is a regional hub that provides a range of commercial, health, and wellness services to the surrounding areas in Northwestern Ontario. There are a number of large-scale residential and institutional developments planned, including the proposed new All Nations Hospital. The City is also recognized as a year-round tourism destination, and has invested in new tourism infrastructure projects, including the Lake of the Woods Discovery Centre and Downtown revitalization of Harbourn Town Centre. Participants were asked to provide feedback on opportunities and challenges that exist in planning for Kenora as a regional hub.

Figure 2-7: A Hub in the Northwest – Display Board



Table 2-5: Summary of Input Received – A Hub in the Northwest

Question: What opportunities should be considered through the Official Plan, Zoning By-law, and Community Improvement Plan Reviews in planning for Kenora as a regional hub?	
Comment Theme	No. of Comments:
First Nations partnerships	1
Supportive infrastructure	1

More housing options (rentals, townhouses, apartments)	3
Support for small businesses	2
Promotion of green spaces (trails, parks)	1
Question: What challenges exist that would impact planning for Kenora as a regional hub?	
Comment Theme	No. of Comments:
Parking in Downtown	3
Essential services (medical, policing)	2
Stronger leadership (e.g. better communication with City Staff, positive solutions)	2
Extend CIPs across Kenora	1

3.0 Community Survey

A Community Survey was made available from March 5, 2025 to March 28, 2025 through the online platform, Survey Monkey, to gain community input on a vision, opportunities, and challenges related to the City's growth and development over the next 25 years to the year 2051. Participants were invited to review the two Draft Background Reports that were prepared to support the Official Plan and Zoning By-law Review and Community Improvement Plan Review, respectively, to provide additional information which may assist in completing the survey.

3.1.1 Summary of Input Received

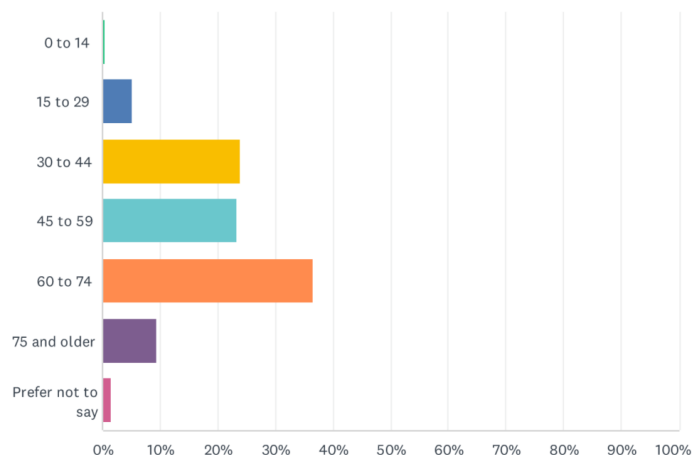
A total of 616 responses to the Survey were received. However, only approximately between 100 and 160 respondents completed the full Survey, including responding to open ended questions. The number of skipped responses may indicate that respondents were reluctant to answer open ended questions, or that the Survey may have been more successful with fewer questions.

Responses will be used to inform the development of draft Vision Statements for the new Official Plan and Community Improvement Plan. Responses will also assist in the development of policy and zoning recommendations for the new Official Plan and Comprehensive Zoning By-law Review.

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Question 1: How old are you?

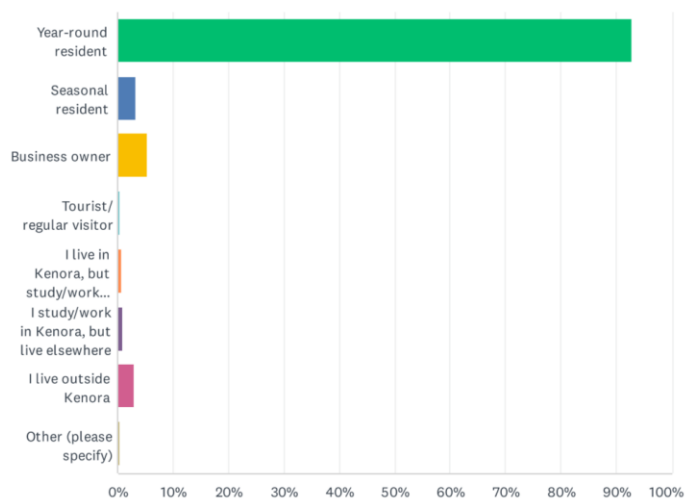
The majority of respondents were between the ages of 30 and 74.



Total responses: 611 (5 Skipped)

Question 2: Which of the statements below best describe you?

The vast majority of respondents are year-round residents of Kenora.



Total responses: 613 (3 Skipped)

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Vision For Kenora

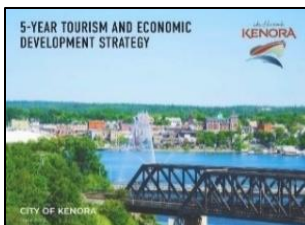
Question 3: What parts of the vision statements provided do you think should be reflected in the City's new Official Plan Vision Statement to guide growth and development over the next 25 years?

Respondents were asked to review existing vision statements for various plans and studies developed for the City of Kenora, including:



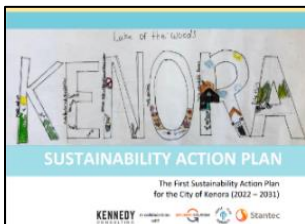
Charting our Course 2027 – 2022-2027 Strategic Plan (2022)

“Kenora provides a high quality of life for residents and unforgettable experiences for visitors by celebrating and embracing the community’s rich heritage, diversity, and natural environment.”



5-Year Tourism and Economic Development Strategy (2021)

“Kenora will continue to grow as a regional service centre with a resilient local economy that is supported by a four-season tourism sector, high quality of life and a supportive local environment for businesses and entrepreneurs.”



Sustainability Action Plan (2022)

“To collaboratively implement a suite of projects that, over the next decade, will contribute to a better quality of life for the community in Kenora while also building pathways to reconciliation and safeguarding the diverse ecosystems that sustain the community.”

Respondents were asked what parts of existing vision statements should be reflected in the City's new Official Plan Vision Statement to guide growth and development over the next 25 years.

This question received 155 responses (461 skipped), including the following key themes:

- **Provide and Prioritize a High Quality of Life for Residents:** Many respondents commented on needing to improve or prioritize the quality of life for residents in Kenora by prioritizing health, education, access to active transportation, and the natural environment.

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Comments also related to the need for social and cultural inclusion and collaboration throughout the City with local communities, Indigenous communities, and City staff.

- **Support Sustainable Growth and Development:** Respondents identified the need to support and guide sustainable growth in the coming years throughout the City. Responses emphasized the need to ensure that as the City evolves, growth and development are supported through preserving and enhancing social equity, environmental sustainability, diverse and affordable housing options, accessibility, and improved infrastructure.
- **Strengthen Economic Development:** There is a desire to enhance the local economy, including a need for a wider variety of jobs and industries. Comments emphasized the need to create a resilient local economy and environment for businesses and entrepreneurs on a small and large scale.
- **Improve and Support Tourism:** Respondents recognize Kenora as a tourist hotspot, and there is a desire to leverage the City's tourism sector.
- **Safeguard the Local Environment and Diverse Ecosystems:** Respondents indicated the importance of the natural environment, and that it should be enhanced and prioritized in the new Official Plan's Vision. There is a desire to leverage the City's rich natural heritage through preservation of ecosystems and the City's natural assets.

Question 4: Is there anything new that should be reflected in the City's new Official Plan Vision Statement to guide growth and development over the next 25 years?

The word cloud below was generated to represent the key themes based on responses received.



Total responses: 133 (483 Skipped)

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Additionally, notable comments included:

- Emphasis on the need for more housing, including diverse and affordable options that meet the needs of low-income, seniors, etc.
- Strong desire to preserve and enhance the waterfront.
- Need to prioritize residents while simultaneously balancing the importance of growing the City's tourism base.
- Desire to improve active transportation in the City, such as more bike paths, walking trails, and connections.
- Need to address gaps in essential services for residents in the City, including a need for more healthcare services, specifically mental health support and senior services.

Question 5: Can you tell us some features, traits, aspects, or things that make Kenora unique and that distinguish Kenora from other communities?

The following word cloud represents the comments received.



Total responses: 151 (465 Skipped)

Question 6: Describe the City of Kenora as you wish to see it in the future, how will it look and feel? Consider what will draw residents, visitors, and businesses to Kenora.

164 responses were received (452 skipped), including the following key themes:

- **Strengthen the Downtown Area:** Comments included a desire to improve safety, and leverage and enhance the Downtown area to draw in more residents and visitors.
- **Promote Residential Expansion:** A need for more affordable and diverse housing was expressed, including to incentivize developers to build more residential buildings.

- **Improve Active Transportation Systems and Connections:** Respondents indicated a desire for more trails and multi-use trails that connect the City to surrounding areas.
- **Enhance the Waterfront and Natural Environment:** Respondents pointed to a desire for enhancements to Kenora's waterfronts and natural areas.
- **Recreational Services and Events:** Comments indicated a desire for more recreation services and events for residents and tourists. Suggestions included recreational opportunities such as bike rentals, organized activities, music and culture events.
- **Diverse Economic Opportunities:** There is a desire for more diverse economic opportunities, such as supporting existing and future small local business, more shops and restaurants, as well as bigger industries and manufacturers.
- **Improved Health and Social Care Services:** Respondents identified a need for improved health and social care services, including walk-in clinics, hospitals, medical services, senior centres.

Question 7: How should the City evolve over the next 25 years to meet the needs of residents?

162 responses were received (454 skipped), including the following key themes:

- More diverse housing options, including affordable housing, accessible housing catered to seniors, and apartment buildings, as well as housing options beyond the Downtown core.
- Improved safety of the City, especially in the downtown area.
- Need to support year-round recreational opportunities for residents.
- Desire to support residents, while also supporting a growing tourism sector.
- Enhance and prioritize the natural environment.
- Plan in a manner that supports a high quality of life for residents through supportive services, facilities, and programs.
- Provide more accessible movement opportunities, including trails, sidewalks, boardwalks, bike paths.

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Question 8: How should the City evolve over the next 25 years to meet the needs of businesses?

The following word cloud represents the key themes in responses received.



Total responses: 154 (462 Skipped)

Question 9: How should the City evolve over the next 25 years to meet the needs of seasonal residents?

The following word cloud below represents the key themes in responses received.



Total responses: 149 (469 Skipped)

Question 10: How should the City evolve over the next 25 years to meet the needs of visitors?

The following word cloud represents the key themes in responses received.



Total Responses: 141 (475 Skipped)

Questions 11 through 13 focused on the Community Improvement Plan Review. Responses are documented in the Community Improvement Plan Background Report (May 2025), available under separate cover.

Building Our Communities

Question 14: What are opportunities that exist in Kenora that would support the creation of complete communities in the City?

99 responses were received (517 skipped), including the following key themes:

- **Improved Outdoor Spaces:** A desire of enhanced green spaces across the city, with specific suggestions for adding community gardens and improved maintenance of parks.
- **Active Transportation Infrastructure:** The need for more cycling and active transportation pathways and infrastructure throughout the City.
- **More Retail:** Support for more retail and commercial uses in the Downtown area, and throughout the City.



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- **Increased Housing Options:** A need was expressed for additional overall housing throughout the City, including more diverse and affordable housing options. Other comments indicated a desire for more multiple residential units to be permitted in more Zones.
- **Year-Round Recreational Services:** A desire for more activities throughout all seasons, both day and night.

Question 15: What are some challenges that should be considered through the development of the new Official Plan, Zoning By-law, and Community Improvement Plan?

109 responses were received (507 skipped), including the following key themes:

- **Community Needs:** Balance needed between the necessary growth of the City's housing supply, services, infrastructure, and ensuring existing communities are still prioritized.
- **Finances:** Concerns regarding increases in taxes with new developments and infrastructure upgrades.
- **Adequate Infrastructure:** Concerns regarding current infrastructure and its ability to support development. Balancing growth, housing supply, services, and infrastructure in a sustainable manner is desired. Comments indicated there is a need for more housing developments, roads, sidewalks and general infrastructure.
- **Housing:** A desire to allow more secondary suites to be permitted, and to prioritize high-density and affordable housing projects.
- **Zoning:** Comments identified that zoning is too restrictive. There is a desire for more retail and commercial buildings in the Downtown, not just offices and social services, as well as the protection of green spaces, and to allow mixed-use developments and high-density housing in more areas.
- **Excessive Red Tape:** There are challenges with timelines for building permits, approvals for housing and business projects, and application fees.

Celebrating the Waterfront

Question 16: What are some opportunities that the City could incorporate to enhance the Waterfront?

The following word cloud represents the comments received.



Total responses: 135 (481 Skipped)

Question 17: What are some current challenges that exist regarding Kenora's waterfront?

146 responses were received (470 skipped), including the following key themes:

- **Parking & Docking:** Limited docking and parking available on the waterfront.
- **Accessibility:** Accessibility issues along the waterfront and boat docks.
- **Maintenance and Upkeep:** Cleanliness and upkeep of waterfronts is a main concern (e.g., lack of garbage cans, pet garbage bins), as well as a lack of safety.

Stewardship of our Natural Environment

Question 18: What are some opportunities that should be considered in planning for the protection and preservation of the natural environment in Kenora?

107 responses were received (509 skipped), including the following key themes:

- **Set Strong Environmental Standards for Developments:** Support for new developments in the City, with a desire to implement stricter environmental standards.
- **Protection and Preservation of the Natural Environment:** Limiting shoreline development, ensuring trees are replanted after removals to allow for developments, implementing stricter environmental regulations and guidelines for developments (e.g. environmental contamination, clear cutting, etc.). Comments also included support for requirements for

new developments to plant vegetation (bushes, flowers, or trees), emphasizing native plants should be considered.

- **Expand Trail Systems:** Preserve and expand trail systems, specifically Vernon, Tunnel Island, Miller Rapids Trail, and Rideout Bay.
- **Preserve the Waterfront:** Implement strict regulations and guidelines for new developments along the waterfront and shorelines in the City.
- **Stronger Waste Management Downtown:** More waste bins in public spaces, regular waste removal, and maintenance to ensure clean public spaces.

Question 19: What are challenges that exist in Kenora related to the natural environment?

112 responses were received (504 skipped), including the following key themes:

- **Lack of Maintenance:** Cleanliness and overall maintenance of public spaces throughout the City.
- **Education:** Minimal public awareness or education surrounding ecosystem benefits and respect for the natural environment.
- **Water Protection:** Lack of policies or regulations around water protection, and issues with water pollution and quality.
- **Balance development and conservation:** Challenges to balance development needs with environmental preservation, while safeguarding natural environments and resources.
- **Over-Development:** Concerns regarding the need for regulations to protect the environment and public green spaces.
- **Sustainable Building Design:** Need to promote development of net-zero buildings and retrofits.

A Hub in the Northwest

Question 20: What opportunities should be considered through the Official Plan, Zoning By-law, and Community Improvement Plan Reviews in planning for Kenora as a regional hub?

104 responses were received (512 skipped), including the following key themes:

- **Strong Infrastructure and Transportation:** Survey respondents mentioned improving infrastructure and investing in long-term infrastructure advancements across the city to support growth. Examples included twinning highways and providing a wider range of transportation options available with extended services including airlines, trains, and shuttle services.
- **Support for Increased Housing and Accommodations:** Comments identified a need for more housing developments to support the growing workforce and population. The need for diverse housing, including affordable housing, and a desire for more hotels, short-term rentals, and accommodations for visitors to the City were noted.
- **Expand Business Developments:** The need for more commercial and retail developments across the City was identified, with respondents pointing to the streamlining of planning approvals processes to remove barriers for business and housing growth.
- **Increase Year-Round Recreational Opportunities:** Many comments mentioned having more year-round recreational opportunities for residents and visitors, including multi-use spaces for large events (e.g. entertainment events, weddings, celebrations, festivals), improved recreation facilities, and expanding winter activities (e.g. skiing, snowmobiling, ice hotels),
- **Education and Health Care:** Respondents indicated strong support for the new All Nations Hospital and its role in supporting Kenora as a regional hub. Additional comments indicated the need for more walk-in clinics, acute care clinics, support for educational institutions, and mental health access.

Question 21: What challenges currently exist for Kenora as a regional hub?

119 responses were received (497 skipped), including the following key themes:

- **Housing:** Lack of adequate housing and housing options.
- **Lack of Essential Services:** Gaps in essential services (accommodations, restaurants, retail, and health services).
- **Insufficient Infrastructure:** Road maintenance, transportation infrastructure, and industrial space.
- **Community Safety:** Challenges with the level of safety, which impacts the Downtown.

- **Transportation Services:** Need for more transportation options, including expanded services and options (e.g., rail, air, shuttle, etc.), as well as a lack of adequate parking available Downtown, including bike parking.

4.0 Student Community Survey

City staff provided a separate Community Survey to a group of local Grade 9 students to gain additional feedback on the City's new Official Plan, Zoning By-law and Community Improvement Plan. The students ranged in age from 14 to 15 years old, with a majority of students being year-round residents of Kenora (32) and a small number studying and working in Kenora but living elsewhere (7).

4.1 Summary of Input Received

A word cloud was provided on the Survey, as shown in **Figure 4-1**, which included terms from the existing vision statements from various plans and studies developed for the City of Kenora. **Table 4-1** summarizes the results of what students felt should be reflected in the Vision Statement for the new Official Plan.

Figure 4-1: Vision Statement - Word Cloud from Student Community Survey



Table 4-1: Summary of Input Received

Comment Theme	No. of Comments:
High quality of life	24
Unforgettable experiences	21
Natural environment	20



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Comment Theme	No. of Comments:
Supportive	20
Diversity	20
Diverse ecosystems	19
Four-season	18
Resilient local economy	16
Reconciliation	14
Rich Heritage	13
Resilient	10
Regional service centre	8

Additionally, students were asked if there were any new words or statements that should be part of the new Vision Statement. The following comments were received:

- Equality
- Sustainable living
- Caring community
- Modern
- Healthy
- Kind
- Feisty
- Rich in food and fun
- Active
- Cultural

When asked about what they thought makes Kenora special, students provided the following responses:

- The lakes and forests
- The recreational culture (fishing, trails, ski hill, outdoor rinks, beaches)
- Farmers Market

Students were asked to draw or write down how they would want Kenora to look and feel 10 years from now. Key themes included:

- More lively streets (cleaner, safer, decorated streets)
- More retail, restaurant, and entertainment options (a mall, arcade, trampoline park, restaurants)



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- Balance of human and natural
- Small town feeling
- Affordable
- Shelters for homeless population

Students were asked to provide feedback on the challenges Kenora is facing in being a complete community. Responses included:

- Homelessness
- Drug addiction
- Affordable housing (ownership and rental)
- Downtown safety
- Lack of retail and “things to do”
- Accessibility (mostly to do with Downtown)
- Lack of services to rural areas

When asked to identify opportunities to enhance the Harbourfront, the following responses were received:

- More tourist attractions (events, food trucks, new murals, summer patios for restaurants)
- Year-round farmers market
- More retail and entertainment (retail, restaurants, arcade, playground near pavilion)
- Picnic areas and additional seating
- More docking (maybe a dock reserved for fishing)

Students were asked to provide feedback on the challenges for the Harbourfront. Responses included:

- | | |
|-------------------|---|
| • Lack of parking | • Lack of retail and restaurant options |
| • Loitering | • Not enough docking |
| • Garbage | • Homeless population |



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Students provided feedback on what they think should be protected and preserved in Kenora's natural environment. Key responses included:

- Wildlife (including endangered species)
- Fish habitat
- Lakes (water quality, larger setback from water, natural shorelines)
- Forests
- More public access, less private development
- Wetlands
- Tunnel Island

Finally, students were asked to provide anything else that was missed in the survey. Responses included:

- Need a mall
- More entertainment attractions
- Need fair grounds
- Need an outdoor track
- Get rid of algae

