

City of Kenora

Official Plan and Zoning By-law Review

DRAFT Policy Directions and Recommendations Report
August 2025



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Prepared for:

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Janis Pochailo, MCIP, RPP
Planning and Building Services
City Hall, 1 Main Street South
Kenora, ON P9N 3X2
T: 807-467-2000
E: jpochailo@kenora.ca

Prepared by:

WSP

Meagan Boles, MCP, MCIP, RPP
Lead Planner, Urban and
Community Planning
1600 Buffalo Place
Winnipeg, MB R3T 6B8
T: 204-259-1628
E: Meagan.Boles@wsp.com

Cover Image: City of Kenora



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Land Acknowledgment

In the spirit of reconciliation, the City of Kenora acknowledges that we are on the traditional territory of the Anishinaabe and Metis 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 Metis that live in and around the City.

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 in effect.

In addition to the Official Plan and Zoning By-law Review, the City is undertaking a concurrent review of its three (3) existing Community Improvement Plans pursuant of developing one (1) single new Community Improvement Plan.

1.1 Report Overview

This Policy Directions and Recommendations Report (the “Report”) has been prepared to identify key policy changes that will need to be addressed as part of the Official Plan review. This Report was prepared in conjunction with the Final Official Plan and Zoning By-law Background Report (May 2025), that contains information on key matters related to:

- The new 2024 Provincial Planning Statement (**Appendix A** contains a detailed analysis of the policy issues to be addressed in the City of Kenora New Official Plan, based on a review of the PPS, 2024);
- Local municipal plans and policies completed since 2015;
- Other Acts that have come into effect since the existing Official Plan was approved; and
- Information provided through the One Window consultation meeting with the Ministry of Municipal Affairs and Housing and other Provincial ministries held on November 25, 2024.

Additionally, local matters relevant to the Official Plan Review have been identified in consultation with City staff and community members through the Community Survey and Public Open House, which was held on March 5, 2025. The results and findings of the Public Open House and Community Survey are summarized in an “As We Heard It” section in the Final Official Plan and Zoning By-law Background Report (May 2025), which is available for review at the City’s project webpage.

Key recommendations are provided for the proposed approach to address policy changes in a way that protects local and provincial interests, while being sensitive to the existing context and the community’s future.

2.0 Policy Directions and Recommendations

This section provides recommendations on the proposed approach to addressing key issues in a way that protects local and Provincial interests and is sensitive to the existing context and the City of Kenora's future. Proposed preliminary policy directions and recommendations identified in **bold text** are intended to foster discussion.

This Report does not address the technical changes to the Zoning By-law, which will be addressed through the concurrent Zoning By-law review.

2.1 Implementation and Interpretation (Bills 109, 23, 97, 185, 200, 5, 17, 46)

2.1.1 Bill 109 - More Homes for Everyone Act, 2022

The Province of Ontario's Bill 109 (More Homes for Everyone Act, 2022) received Royal Assent on April 14, 2022. The Bill makes 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 is to refine 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 the more it could 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 2.1.4** of this Report.

2.1.2 Bill 23 - More Homes Built Faster Act, 2022

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, planned changes to O. Reg 232/18 regarding inclusionary zoning, as well as changes to the Ontario Wetland Evaluation System, and Ontario Building Code. Bill 23 was introduced pursuant to the Ontario Government's commitment to cutting red tape, accelerating governmental processes, and target of building at least 1.5 million homes by

2031. Relevant changes related to the Official Plan Review and required changes to the Official Plan and Zoning By-law are summarized below:

- **Permitting Additional Residential Units**

- 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 in a single dwelling, or a residential unit in an ancillary building when the primary dwelling contains no more than two (2) residential units. The changes do not permit appeals with regard to policies that authorize additional residential units in serviced residential areas.

- **Limiting Site Plan Control**

- The Planning Act currently establishes the right for municipalities to enact a site plan control area. Bill 23 amends the Act to exclude new projects of ten (10) or fewer 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 2.1.3** 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.

2.1.3 Bill 97 - Helping Homebuyers, Protecting Tenants Act, 2023

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**

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).

2.1.4 Bill 185 - The Cutting Red Tape to Build More Homes Act, 2024

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.

- **Limited Third-Party Appeal Rights**

- Bill 185 established new limitations 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.

- **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. Bill 185 has also removed the ability of municipalities to require mandatory pre-consultation prior to submitting a planning application, however, proponents may still choose to pre-consult with the municipality.
- The timeframe in which proponents may submit a motion to the Ontario Land Tribunal to challenge complete application requirements has been revised. A motion may be submitted to the Tribunal any time after pre-application consultation has occurred, or after application fees have been paid to the municipality.

- **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 no less than three (3) years, or shall be 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.

2.1.5 Bill 200 - The Homeowner Protection Act, 2024

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).

2.1.6 Bill 5 - Protect Ontario by Unleashing our Economy Act, 2025

The Protect Ontario by Unleashing our Economy Act, 2025 (Bill 5) received Royal Assent on June 5, 2025, and introduced wide-ranging reforms to streamline approval processes for infrastructure, housing, and resource projects while maintaining environmental standards, aiming to boost economic growth and job creation. This Act amended the Rebuilding Ontario Place Act, 2023, to provide an exemption from Part II of the Environmental Bill of Rights, 1993,

which includes requirements for giving public notice and opportunities for comment, for proposals for provincial permits and approvals related to the Ontario Place redevelopment project.

- **Environmental Impacts**

- Bill 5 amends changes to the Endangered Species Act, 2007, including the definitions of “habitat”, and removes requirements for recovery and management plans. Additionally, Bill 5 repeals the Endangered Species Act, 2007 and enacts the Species Conservation Act, 2025, which is expected to come into effect in early 2026.
- Bill 5 also amends changes to the Environmental Assessment Act and Environmental Protection Act and eliminates registration fees for the Environmental Activity and Sector Registry. Changes include adopting a “registration-first” approach to project approvals, allowing proponents to proceed with permits as soon they have registered and met requirements.

- **Special Economic Zones**

- Bill 5 enacts the Special Economic Zones Act, 2025, which grants the Lieutenant Governor in Council the authority to designate areas as “special economic zones” and make regulations designating trusted proponents and projects to be exempt from existing provincial Acts and municipal by-laws. The establishment of Economic Zones is expected to be introduced by September 2025.

- **Heritage**

- Bill 5 amends changes to the Ontario Heritage Act, allowing the Lieutenant Governor in Council to exempt properties from archaeological assessments if advancing specified provincial priorities. Bill 5 increases Ministerial power over site inspections, assessments of artifacts and archaeological collections, and permissions for the deposit of artifacts and archaeological collections into public or Indigenous institutions.

- **Accelerating Mining Developments**

- Bill 5 includes a new “One Project, One Process” permitting model that streamlines approval processes for mining developments to one process by introducing binding service standards for government review time for any designated project to deliver predictability and accountability. The government would continue to fulfill its duty to consult Indigenous communities throughout this process.

2.1.7 Bill 17 - Protect Ontario by Building Faster and Smarter Act, 2025

The Protect Ontario by Building Faster and Smarter Act, 2025 (Bill 17) received Royal Assent on June 5, 2025. The Act aims to speed up the construction of infrastructure and homes with the goal of supporting economic and community growth and keeping workers on the job. It will also accelerate provincial transit and other critical provincial infrastructure projects, while working in close partnership with municipalities to simplify and standardize municipal development approval processes and charges to help increase housing supply in Ontario. This Act amended several key statutes, including the Development Charges Act, 1997, the Building Code Act, 1992, and the Building Transit Faster Act, 2020. The Act's overarching goal is to streamline land use planning, reduce regulatory barriers, and facilitate faster construction of housing and infrastructure projects.

- **Limiting Requirements for Complete Applications**

- The Planning Act currently requires certain prescribed information and material be provided as part of planning approval applications, including applications for official plan amendment, zoning by-law amendment, site plan approval, draft plan of subdivision and consent. Bill 17 introduces a series of proposed amendments that aim to limit the extent of the municipality's powers in deeming an application complete.
- Bill 17 introduces restrictions that limit a municipality's power in determining what is required for a "complete" development application. Municipalities must obtain written approval from the Minister of Municipal Affairs and Housing before an official plan amendment is undertaken to add to the local municipality's complete application requirements.
- Municipalities must now accept all studies prepared by certified professionals as meeting "complete application" requirements.

- **Minor Variances**

- Amendments to section 34 of the Planning Act under Bill 17 allow as-of-right reductions to minimum setbacks. This will be operative once the Minister of Municipal Affairs and Housing files an enabling regulation. The Minister of Municipal Affairs and Housing has proposed a regulation that would permit a landowner to obtain a 10% variance to a minimum setback "as-of-right". However, this regulation has not yet been approved.

- **Development Charges**

- Bill 17 amends changes to the Development Charges Act, 1997, which include the exemption of long-term care homes from development charges, allowing for changes to development charges by-laws without requiring a public amending

process, and allowing payment of development charges at the time of occupancy for residential development other than rental housing. Bill 17 also allows the Province the authority to define which 'local services' are eligible for cost recovery through development charges.

- Certain amendments introduced through Bill 17 are not yet in force and are anticipated to come into force on a future date. Amendments not yet in force include the ability to pay development charges for non-rental residential development at the time of occupancy rather than upon building permit issuance and permitting early payment of development charges.

- **School Sites**

- Bill 17 removes Official Plan and zoning restrictions for elementary schools or secondary schools of a school board, or any ancillary uses to such schools, as a permitted use on urban residential land, and eliminates certain restrictions on portable classrooms under the site plan provisions of the Planning Act.

2.1.8 Proposed Bill 46 - Protect Ontario by Cutting Red Tape Act, 2025

The Protect Ontario by Cutting Red Tape Act, 2025 (Bill 46) was introduced by the Ontario government on June 4, 2025. This Bill, if passed, would amend a number of Acts with the intent of modernizing regulations, reducing administrative burdens, and restoring Ontario's economic viability through accelerating land-use planning and development approvals - while maintaining strong regulatory oversight.

- **Archaeology Standards and Guidelines**

- Bill 46 proposes changes to the Standards and Guidelines for Consultant Archaeologists, to streamline reporting requirements for assessments and shorten timelines for assessment reviews. Changes are proposed to be introduced in phases, following notification and consultation with Indigenous partners and stakeholders. Further, the proposed changes to the Guidelines would allow archaeological assessments to focus only on areas directly impacted by development, and any undisturbed area would not need to be assessed.
- Additionally, Bill 46 is proposing changes to consider eliminating licence renewal requirements for licensed consultant archaeologists.

- **Mining and Energy**

- Bill 46 proposes solutions to address permitting delays associated with land tenure to allow mine development activities to proceed without delays to securing land. Proposed changes aim to reduce approval timelines on mining projects and allow critical minerals to reach markets faster. If passed, under Bill 46, the Province will review the current term length of mining leases under the Mining Act and provide recommendations to the government.

- **Carbon Management & Clean Energy**

- Bill 46 proposes a carbon management framework that would accelerate the use of new technologies and support the growth of a strong carbon management sector, building on current efforts to enable geologic carbon storage.
- Bill 46 is also proposing to explore the feasibility of enabling new municipally administered private financing arrangements for energy efficiency and renewable energy projects for commercial and multi-residential properties in Ontario.

2.1.9 Additional Legislative Changes

In addition, the following provincial Acts have come into force since the City's last Official Plan Review in 2015:

- **Smart Growth for our Communities Act, 2015 (Bill 73)**: received Royal Assent on December 3, 2015, and made significant amendments to the Planning Act, along with changes to the Development Charges Act. It is noted that the City of Kenora does not have a Development Charge By-law. The reforms introduced by Bill 73 were intended to improve citizen engagement and the appeals process. Other changes were meant to give municipalities more tools to fund community services and growth.
- **Promoting Affordable Housing Act, 2016 (Bill 7)**: amended the Planning Act, adding a prescription that official plans should contain policies authorizing inclusionary zoning, as well as adding various subsections guiding the implementation, assessment, and appeal of inclusionary zoning.
- **Building Better Communities and Conserving Watersheds Act, 2017 (Bill 139)**: was enacted as Chapter 23 of the Statutes of Ontario, 2017. The new Act continues the Ontario Municipal Board (OMB) under the name the Local Planning Appeal Tribunal (LPAT) and repeals the Ontario Municipal Board Act. The new Act lists types of rules that the Tribunal may make regarding its practices and procedures and specifies certain powers of the Tribunal regarding proceedings.

- **The More Homes, More Choices Act, 2019 (Bill 108)**: received Royal Assent on June 6, 2019. This Act amended the Local Planning Appeal Tribunal Act to change the appeals process, and amended the Planning Act regarding additional residential units, development charges, and Community Benefits Charges (formerly known as Section 37 Benefits).

Consequently, significant amendments have been made to the Planning Act. The New Official Plan for the City of Kenora will comply with the amendments made to the Planning Act as a result of the new Bills. A detailed analysis on these new Bills can be found in the Background Report, which is available under separate cover.

Recommendation 1 – Update Official Plan policies to reflect the legislative changes associated with the new Bills and changes to the Planning Act. It is recommended that the City repeal its existing Official Plan and adopt a new 25-year Official Plan to conform with the required planning horizon set out in the 2024 PPS.

2.2 Vision and Community Priorities

The Official Plan will establish a vision and community priorities to guide development over the next 25 years, to the year 2051. A vision is an aspirational statement that identifies what is important to the community, now and in the future. Community priorities establish focus areas based on the vision.

Through the community input received during Phase 2 of the Official Plan, Zoning By-law, and Community Improvement Plan Reviews, which included a Public Open house and online Community Survey, the community generally expressed a vision for Kenora which offers more variety, choice, and opportunities in all facets of life, such as housing, employment, transportation, and recreation. In other words, community members envision Kenora as a healthy inclusive community. Key words provided through the engagement efforts to describe the future of the community are illustrated below:



Recommendation 2 – Establish a vision based on community input received through the online survey as well as the existing OP and Strategic Plan visions. The vision should be centered on the theme of a healthy inclusive community which offers opportunities and options for everyone at all stages of life. The vision should also be consistent with the vision of existing municipal documents created with public input, and the 2022–2027 Strategic Plan (2022). Draft OP vision: “The City of Kenora shall be an inclusive, sustainable, healthy community with a strong economy that welcomes and respects all, including a commitment to Indigenous peoples’ traditions and values, so that current and future generations may thrive, prosper, and lead meaningful lives.”

Recommendation 3 – Identify Community Priorities that will be each be assigned an icon and will be integrated throughout the Official Plan with associated policies that guide the achievement of each Community Priority. Recommended draft community priorities: Responsible Growth & Development; Energize our Economy; Safeguard our Natural Environment; and Advance Community Wellbeing.

2.3 Growth Management and Vacant Land Supply

As part of the City’s Official Plan Review process, a housing and employment projections report (April 2025) (“Ontario Population, Employment and Dwelling Prospects to 2051”) was prepared by metroeconomics to determine housing and employment projections to the year 2051. In March 2025, the City conducted a Vacant Land Supply Analysis to determine if sufficient lands are available to accommodate future residential and employment growth. WSP prepared a Growth Management Analysis by applying the housing and employment projections prepared by metroeconomics, to the City’s Vacant Land Supply Analysis to determine whether adequate land supply exists within the Settlement Area to support the projected residential and employment land needs to the year 2051. The Growth Management Analysis can be found in the Official Plan and Zoning By-law Background Report (May 2025), which is available for review on the City’s project webpage.

The City’s Vacant Land Supply Analysis identified that the City has 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.**

It is projected that the City’s population will increase by approximately 3,384 persons by 2051. Based on the projected changes to the City’s population by age, the City will require an increase of approximately 1,832 new dwellings to the year 2051. Further, to determine the land requirements, the projected dwelling types have been categorized into dwelling types, which include:

- 1,435 low density dwelling units (single-detached and semi-detached, other single attached, duplex apartments, movable);
- 275 medium density dwelling units (rows, apartments less than 5 storeys); and
- 123 high density dwelling units (apartments that are 5 storeys or greater).

As outlined in **Table 1**, the City may expect a projected demand of approximately 108 net ha for residential uses, which represents approximately 101.5% of estimated vacant land available, and approximately 110% of the estimated vacant residential land available.

Table 1: 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		
Total % of Vacant Land Available (106.4 net ha)	101.5%		
Total % of Vacant Residential Land Available (98.4 net ha)	110%		

The City is projected to gain 1,863 new jobs by 2051. The 2024 PPS provides policies for Employment Area and defines “Employment Areas” to be limited to primary and industrial employment uses only. As such, the City can anticipate a projected demand 93.2 net ha for total employment lands, which is approximately 88% of the estimated total vacant land available.

As outlined in **Table 2**, per the PPS definition of employment areas, Kenora will anticipate approximately 3.05 net ha for designated employment lands (2.9% of the estimated total vacant land available), and approximately 38% of the estimated vacant employment land available.

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

Employment Projection	Low Density (20 jobs/net ha)	High Density (50 jobs/net ha)
1,863 (2051)	3.05 net ha	1.22 net ha
TOTAL % of Vacant Land Available (106.4 net ha)	2.9%	

Employment Projection	Low Density (20 jobs/net ha)	High Density (50 jobs/net ha)
TOTAL % of Vacant Employment Land Available (8.0 net ha)	38%	

The Growth Management Analysis identified the total available vacant lands are insufficient to accommodate the projected residential and employment growth to the year 2051, and there is a need to make some adjustments to the existing Settlement Area boundary, including a slight Settlement Area boundary expansion to meet the projected growth.

2.3.1 Settlement Area Boundary Expansion

The 2024 PPS direct municipalities to plan for sufficient land to meet projected housing, employment and infrastructure needs while promoting efficient development patterns. The Official Plan identifies the settlement area as an appropriate location for intensification and areas with adequate servicing for potential expansion.

When the City completed its Official Plan review in 2015, the settlement area boundary was reviewed at a high-level (**Appendix C** includes the existing Settlement Area Boundary). As part of this Official Plan review process, and conclusion of the Growth Management Analysis, the City completed a detailed review of the settlement area boundary to determine whether any adjustments need to be made. For example, are there lands currently in the boundary that should be removed due to challenges with extension of municipal water and sewer and/or road infrastructure, as well as environmental and topographical constraints. As part of this detailed review the City also assessed if any lands could be brought into the settlement area boundary. The Growth Management Analysis and City's review of the settlement area boundary determined 9.6 net hectares (32 gross hectares) of additional vacant land is needed to accommodate the projected growth. **Table 3**, provides an overview of the proposed vacant lands to be added and removed from the settlement area as part of the proposed settlement area expansion.

Table 3: Proposed Vacant Lands to be Added and Removed for Settlement Area Expansion

ID#	Location Description	Area to be Removed (gross ha (ac))	Area to be Added (gross ha (ac))
SBA1	Lands east of Donbrock		+ 20 (49.4)
SBA2	MNO lands HY17E		+ 2.5 (6.1)
SBA3	Lands east of HY17E		+ 16.7 (41.2)

ID#	Location Description	Area to be Removed (gross ha (ac))	Area to be Added (gross ha (ac))
SBA4	Lands north of Pine Portage		+ 4.9 (12.1)
SBR1	Pipeline lands north of Rabbit Lake	- 7 (17.3)	
SBR2	Lands north of Henry St	- 22.5 (55.6)	
SBR3	Lands north of Gould Road	- 6.6 (16.3)	
SBR4	Lands south of Pine Portage	- 4.5 (11.1)	
TOTAL		-40.6 (100.3)	+44.1 (108.9)
TOTAL		+ 3.5 gross ha (8.6 ac)	

The rationale for the identified lands are explained as follows:

- **SBA1:** This area is proposed to be added to the settlement area boundary due to its sufficient servicing capacity, and potential for future subdivision development.
- **SBA2:** This area is proposed to be added to the settlement area boundary as the existing settlement area boundary transects the middle of the property.
- **SBA3:** This area is proposed to be added to the settlement area boundary as the City has identified this area as future development lands. It has also been identified that this proposed area could contribute to future access to Highway 17 E from Pine Portage.
- **SBA4:** This area is proposed to be added to the settlement area boundary due to its development potential.
- **SBR1:** This area is proposed to be removed as it contains an existing pipeline easement, which prohibits any future development.
- **SBR2:** This area is proposed to be removed as it is a wetland area subject to Environmental Protection with limited development potential.
- **SBR3:** Proposed to be removed as the area is a wetland area subject to Environmental Protection with limited development potential.
- **SBR4:** Proposed to be removed as the area is a wetland area subject to Environmental Protection with limited development potential.

In addition to the above, the **City proposes to add an additional 27.7 gross ha** of lands for intensification, redevelopment based on available servicing capacity, road access, etc., to support additional growth beyond the Official Plan's 25-year planning horizon. The 2024 PPS directs municipalities to ensure when updating their official plan:

“sufficient land is 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.”

Table 4, provides an overview of the City’s developed lands identified to be added to the settlement area as part of the proposed settlement area expansion.

Table 4: Proposed Developed Lands to be Added for Settlement Area Expansion

ID#	Location Description	Area (gross ha (ac))	Area (net ha (ac))
SBA5	East of Sedesky	5 (12.3)	1.5 (3.7)
SBA6	Lands west of HY17E, south of MNO property	6.8 (16.8)	2.1 (4.9)
SBA7	Lands east of HY17E, south of MNO property	6 (14.8)	1.8 (4.4)
SBA8	Lands south of Pine Portage	8.8 (21.7)	2.6 (6.4)
SBA9	Lot east of Johnson Road.	1 (2.5)	0.3 (0.7)
TOTAL:		+ 27.6 gross ha (68.2 ac)	+ 8.3 net ha (20.5 ac)

The proposed lands identified in **Table 4**, are to be added to the settlement area boundary for the following reasons:

- **SBA5:** Developed lands proposed to be added to settlement area boundary as they are existing serviced lots.
- **SBA6:** Developed lands proposed to be added to settlement area boundary as candidate lands for future additional access for lands to the west.
- **SBA7:** Developed lands proposed to be added to settlement area boundary as they can accommodate intensification and redevelopment.
- **SBA8:** Developed lands proposed to be added to settlement area boundary as they can accommodate intensification and redevelopment and for future additional access for lands to the west.
- **SBA9:** Developed lands proposed to be added to settlement area as they are in proximity to services.

Maps illustrating the proposed lands to be considered in the proposed settlement area boundary expansion can be found in **Appendix D**.

Recommendation 4 – As part of the Official Plan Review process, the City should make the adjustments to the settlement area boundary as per the detailed review, and to expand the settlement area boundary, as supported by the 2024 PPS, to accommodate the projected growth identified in the Growth Management Analysis. Official Plan policies should address when employment land can be removed.

2.3.2 Redesignation of Lands

Based on the Growth Management Analysis, it was determined that there is an insufficient supply of vacant lands within the City to accommodate projected growth over the 25-year planning horizon. Therefore, as part of the Official Plan review process, it is proposed to redesignate lands that are within the existing settlement area, and are proposed to be added, to accommodate the projected growth.

Proposed changes to Designations are shown in **bolded text** in **Table 5**. The proposed changes will not directly translate to the redesignation of all lands to new proposed designations. The key changes are summarized below:

- **Redesignate Established Area to Community Corridor Area:** Proposed to be areas that bound neighbourhoods and employment areas, providing a transportation corridor connection with a mix of amenities. This designation would include residential uses located along these corridors, commercial uses (small to medium scale) along these corridors, and mixed-use buildings that may have commercial on the main floor and residential above. These areas are envisioned for a focus of medium-high density, mixed-use developments.
- **Redesignate Residential Development Area to Neighbourhood Area:** Proposed to include a full range of dwelling types, from single-detached to apartment buildings, institutional uses, smaller commercial uses, and recreational uses that do not fall under the Open Space designation.
- **Remove Future Development Overlay:** Proposed to remove this as an overlay and include as a Zone in the Zoning By-law.
- **Establish a New Strategic Growth Area Overlay:** Proposed to add a Strategic Growth Area Overlay to align with the 2024 PPS. The intention of this overlay would be to support intensification and redevelopment and include medium density residential, additional dwelling units and mixed-use developments. Proposed areas were identified due to

proximity to service and retail areas (e.g. amenities, commercial uses, etc.), access to utility services, current water flows available, and the lot layouts.

Table 5: Summary of Proposed Official Plan Land Use Designations and Overlays

Current	Proposed
Land Use Designation	
Established Area	Neighbourhood Area/Community Corridor Area
Residential Development Area	Neighbourhood Area
Harbourtown Centre	Harbourtown Centre
Commercial Development Area	Commercial Area
Industrial Development Area	Industrial Area
Open Space	Parks and Open Space Area
Railyard	Railway Area
Rural Area	Rural Area
Waste Disposal Site	Waste Disposal Site
Wetlands and Provincially Significant Wetlands	Wetlands and Provincially Significant Wetlands
Special Policy Overlays	
N/A	Natural Hazards Overlay
Natural Heritage	Natural Heritage Overlay
Black Sturgeon Lake (Restricted Development Area)	
Cultural Heritage Resources	Cultural Heritage Resources Overlay
N/A	Strategic Growth Areas Overlay
Future Development Overlay	Move to a Zone in the Zoning By-law
Aggregate and Mineral Resources	Potential Aggregates Overlay

Recommendation 5 – Redesignate lands in the Official Plan to accommodate the projected growth and promote economic development. Review current land use

designations to identify strategic growth areas and undertake revisions to policies to address support the creation of complete communities.

Recommendation 6 – Include intensification targets in the Official Plan and policies directing where higher density development should be located (e.g. Strategic Growth Areas). Consider establishing phasing policies to guide growth and development for designated growth areas within the settlement area in the City, to reflect the 2024 PPS.

2.4 Active Transportation

The City's Active Transportation Master Plan (ATMP) is anticipated to be completed in 2025. The ATMP is intended to improve walkability, cycling, and other forms of active transportation in Kenora.

During Phase 2 engagement, community members expressed the importance of active transportation in the City, including, more bike paths, walking trails, and connections. Therefore, the policies of the Official Plan should reflect the Active Transportation Master Plan (ATMP).

Recommendation 7 – Establish Official Plan Policies that implement the actions and best practices of the City's Active Transportation Master Plan.

2.5 Age-Friendly

Council endorsed the Kenora Age-Friendly Strategic Plan in 2016. The Plan identifies opportunities and initiatives for the City to consider in planning for age-friendly communities. The City's Official Plan should be developed through the application of an age-friendly lens to ensure that quality of life can be achieved for all ages and abilities. The Official Plan policies should implement the actions and recommendations outlined in the Age-Friendly Strategic Plan, and support 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. Planning for an age-friendly community helps municipalities make informed future decisions regarding land development, parks and open space, transportation, and social services. Age-friendly community planning will ensure that community investments and adaptations in age-friendly infrastructure and services are implemented as needed. The City endeavors to be a leader in age-friendly community planning.

Recommendation 8 – Official Plan policies, such as housing, transportation, and parks and open space, should be updated to reflect age-friendly considerations, as outlined in the City's Age-Friendly Strategic Plan (2016), as appropriate.

2.6 Agricultural / Rural Policies

While there are no prime agricultural areas identified in the City, the Official Plan Review will include an analysis of agricultural and rural land use policies. Policies will be updated to reflect the 2024 PPS and the Ontario Ministry of Agriculture, Food and Rural Affairs Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas (2016), with respect to agriculture-related uses and on-farm diversified uses. As part of the One Window pre-consultation meeting, the Province confirmed that Kenora does not have any prime agricultural land (i.e. Class 1, 2 or 3 soil types).

The 2024 PPS encourages the establishment of near-urban and urban agriculture that support local food networks and foster a strong agri-food network.

Recommendation 9 – Update Official Plan policies to support the establishment of agricultural uses, agriculture-related uses, and on-farm diversified uses in rural areas in accordance with provincial standards. Include policies that support urban agriculture to reflect the 2024 PPS.

2.7 Climate Change

Climate change is expected to result in more variable and extreme weather patterns and events such as flooding, droughts, and wildland fires, placing communities at risk for property and infrastructure damage, as well as posing public health and safety hazards. The 2024 PPS mandates local planning authorities to support climate change adaptation through land use and development decisions.

Recommendation 10 – The City has adopted several plans and studies that support climate change adaptation. Policies should be added to the Official Plan in alignment with the Sustainability Action Plan (2022) and Asset Management Plan (2022). A new Wildland Fire Hazard Schedule is recommended to be added to implement Provincial direction and to illustrate the presence of hazardous forest types.

2.8 Community Improvement Policies

A Community Improvement Plan (CIP) is a planning and economic development tool that enables a municipality to promote community revitalization. In 2017, the City adopted three (3) Community Improvement Plans:

- Former Mill Site Community Improvement Plan;
- Harbourtown Centre Community Improvement Plan; and

- Keewatin Community Improvement Plan.

Through CIPs, municipalities can promote reinvestment and redevelopment by establishing financial incentive programs. These programs may support affordable housing, brownfield redevelopment, façade and signage improvements, landscaping, and gateway features, among other initiatives. CIPs can also include municipal leadership strategies (e.g. streetscape improvements). CIPs are required to conform to the Official Plan. Before a CIP may be adopted, a CIP Project Area must be identified and designated through a municipal By-law.

Concurrently with the Official Plan and Zoning By-law Review, the City is reviewing its three (3) existing CIPs – Harbourside Centre, Former Mill Site, and Keewatin – and replacing them with a single, integrated CIP for the entire City. The new CIP will contain expanded and enhanced financial incentive programs, with an added focus on fostering housing development opportunities and providing related incentives across the City.

Recommendation 11 – The Official Plan policies should be revised to reflect the new CIP priorities and the Community Improvement Project Areas.

2.9 Cultural Heritage and Archaeological Resources

There are currently nine (9) designated cultural heritage properties in the City that are designated under Part IV of the Ontario Heritage Act, including the former Kenricia Hotel located at 155 Main Street South. Additionally, the City maintains its own Municipal Heritage Register of designated properties and includes an additional 18 listed (i.e., non-designated) heritage properties.

Section 5.2.2 Archaeology Resources of the City's current Official Plan includes policies that address requirements for marine archaeology surveys and reporting of marine archaeological resources to the Ministry of Tourism, Culture and Sport (i.e., Ministry of Citizenship and Multiculturalism). There may be archaeological potential for marine archaeological resources in the area given Kenora's proximity to numerous waterbodies and shorelines. It is noted that marine archaeological assessments do not follow the MCM's 2011 Standards and Guidelines for Consultant Archaeologists. However, given the proposed changes under Bill 46, this will be monitored through the Official Plan Review to determine if there are any proposed changes that would have an impact on Official Plan policies.

The Official Plan policies will be updated to provide policy direction on the studies that may be required for development applications, including cultural heritage assessments and archaeological assessments. The need for any studies would be determined by the City through a pre-consultation meeting with a proponent.

Official Plan policies will also be updated to reflect recent legislative changes, that have amended changes to the Ontario Heritage Act (OHA), which are further discussed in **Section 2.1** of this Report.

Recommendation 12 – The cultural heritage and archaeological resources policies should be updated to reflect the 2024 PPS, recently approved Acts, and include the required studies that are to be submitted at the time of a development application. Official Plan policies should be updated to reference marine archaeology given Kenora’s location along shorelines and waterbodies.

2.10 Housing

Through the online Community Survey, community members generally expressed support for more housing options in the City, with a prominent focus on increasing the supply of housing. The recommendations in this section are intended to meet the requirements of the Planning Act (e.g. to authorize additional residential units) and PPS direction to accommodate an appropriate range and mix of residential uses (including additional residential units, affordable housing, and housing for older persons).

The City of Kenora is currently undergoing a Housing Needs Assessment, which is anticipated to be completed in Fall 2025. The Official Plan should be updated to reflect the results of this assessment.

Recommendation 13 – Revise Official Plan policies to encourage construction that enables housing affordability, as well as to provide more opportunities for intensification of housing developments at a density which efficiently uses land, resources, infrastructure, public lands and community facilities. Develop policies that encourage higher-density residential developments within the proposed Strategic Growth Areas designation.

Recommendation 14 – Update Official Plan policies to reflect the outcomes of the Housing Needs Assessment.

2.10.1 Housing Affordability

Housing affordability has been recognized by the City as a key priority in guiding community development in the future. The outcome of this Plan should be reflected in the new Official Plan. In addition, to conform to the PPS 2024, the City is to establish and implement minimum targets for the provision of housing which is affordable to low and moderate-income households, and which aligns with applicable housing and homelessness plans.

Recommendation 15 – Update Official Plan policies to reflect the 2024 PPS. Develop policies to direct development and promote the availability of a full range of housing types (e.g. purpose-built housing, affordable housing, rental units, etc.), to meet a range of identified needs.

2.10.2 Additional Residential Units

Additional residential units (formerly referred to as second units) are self-contained residential units with a private kitchen, bathroom facilities and sleeping areas, within dwellings or within structures ancillary to a dwelling. Examples include basement apartments, in-law flats, and garden suites contained within a separate ancillary structure, such as above a detached garage.

In November 2022, the Province of Ontario made changes to the Planning Act under Bill 23, requiring municipal zoning by-laws to permit up to three residential units anywhere that a single detached house, a semi-detached house, or a townhouse is permitted. The City adopted By-law No. 167-2023 and By-law No. 167-2023 on December 20, 2023, amended the current Official Plan and Zoning By-law to update policies and zoning provisions to support the development of additional residential units. The City currently permits up to four (4) dwelling units in the R2 Zone and up to three (3) dwelling units in all other zones.

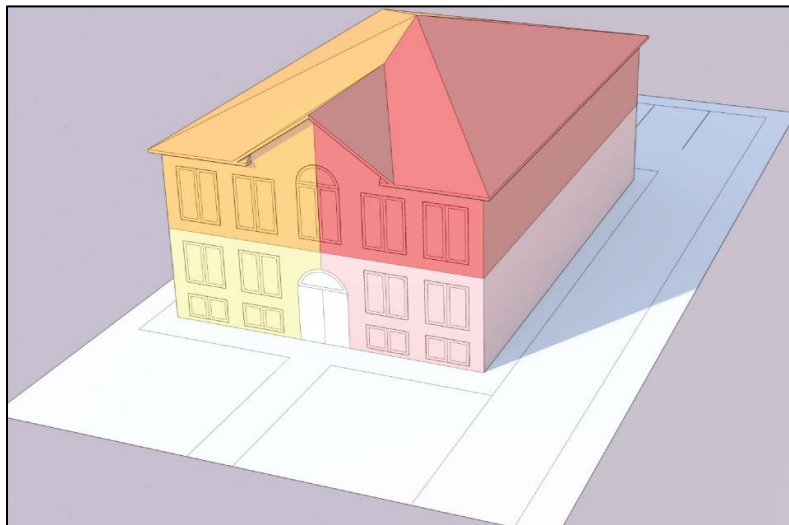
In December 2024, the Province of Ontario enacted changes to Ontario Regulation 299/19 to apply additional restrictions around additional residential units, which included:

- Allowing lots containing an additional residential unit to have maximum lot coverage of 45%;
- Where a Zoning By-law includes angular plane requirements, buildings with additional residential units would be exempt;
- Where a Zoning By-law includes Floor Space Index requirements, parcels containing an additional residential unit would be exempt;
- All minimum lot size and lot area requirements that are specific to parcels containing an additional residential unit would to be applied; and
- Restricting building distance separation requirements associated with any building containing additional residential units to a maximum of 4 metres.

The City of Kenora is expanding housing choices in the City and exploring opportunities to permit up to four units on residential lots, by allowing up to three additional residential units on existing residential lots, and/or enabling the development of more flexible building typologies including four-unit dwellings (fourplex) as-of-right. **Figure 1**, below illustrates an example of a block style fourplex with a common entrance, however other configurations

may include townhouses, and converted dwellings. To move forward with this approach, the City would need to present options to Council, and the Public, for feedback.

Figure 1: Example of a four-unit dwelling (fourplex) (prepared by WSP)



Recommendation 16 – Update Official Plan policies for additional residential units, subject to relevant planning considerations. Add policies that allow a wider range of housing typologies, and permit 4 units as-of-right to facilitate higher densities within the Strategic Growth Areas Overlay.

2.10.3 Short-Term Accommodations

Short-term accommodation refers to private rentals of a dwelling (e.g. house, townhouse, condominium, apartment and secondary suites) for less than 30 days (e.g. through online platforms like Airbnb). The outcome of the online Community Survey indicated that short-term accommodations should be regulated to minimize the loss of housing supply and the impact on the neighborhood character.

Recommendation 17 – Policies concerning potential regulation of short-term accommodations may be considered for inclusion in the Official Plan, related to impacts on loss of housing supply, neighbourhood character, and nuisances.

2.10.4 Mobile Home Parks

The City of Kenora's existing Official Plan does not include policies regarding Mobile Home Parks. The updated Official Plan should include policies that address the development of new mobile home parks.

Recommendation 18 – Include policies that limit the development of new mobile home parks and include the requirement of a Zoning By-law Amendment to permit any new Mobile Home developments.

2.11 Indigenous Engagement

The City of Kenora is on the traditional territory of the Anishinaabe and Metis of Treaty #3. The City of Kenora was originally the land base of one (1) collective First Nation community, which was separated into three (3) communities now known as Wauzhushk Onigum (Rat Portage), Niisaachewan, and Washagamis Bay First Nations. The City now sustains many other First Nations communities and Metis peoples. Indigenous communities not only have statutory rights over reserve lands, they also have treaty and inherent rights in their traditional territories which must be respected and affirmed.

The Province directs planning authorities to 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. Additionally, the Province directs planning authorities to engage with Indigenous communities and ensure their interests with regards to cultural heritage and archaeological resources. From the Phase 2 engagement activities, we heard that there is significant interest in collaborating with Indigenous communities to support positive growth, development, and the natural environment.

Recommendation 19 – The Official Plan should include a land acknowledgment that recognizes the important role that Indigenous communities play within and around the City.

Recommendation 20 – Policies supportive of development in collaboration with the Anishinaabe and Metis of Treaty #3, including the three First Nations communities: Wauzhushk Onigum, Niisaachewan, and Washagamis Bay should be considered.

Recommendation 21 – Policies related to climate change, sustainability, natural heritage, and the environment should consider language that supports partnership with Indigenous communities.

2.12 Natural Hazards

The existing Official Plan identifies certain lands along the Winnipeg River and Lake of the Woods as 'Hazard Lands'. The same wording is used to identify contaminated lands. In order, to appropriately identify these lands that are subject to flooding and/or slope hazards, it is

recommended to rename these lands as 'Natural Hazards' in the updated Official Plan. Consequently, the term 'Hazard Lands' should only be used to identify contaminated lands. The Official Plan policies and schedules should identify where a Record of Site Condition (RSC) shall be required to support re-use of a site, and identify contaminated sites, including known or suspected areas of groundwater contamination.

Recommendation 22 – Update terminology in the Official Plan to use 'Natural Hazards' to describe lands prone to flooding and/or slope hazards and update the Official Plan Schedules with up-to-date floodplain and slope stability mapping, as required. Schedules should be updated to identify where Record of Site Condition (RSC) may be required, for contaminated sites, including known or suspected areas of groundwater contamination.

2.13 Natural Heritage

Updates to the natural heritage policies in the Official Plan are required to ensure consistency with the 2024 PPS and the Province's Natural Heritage Reference Manual, Second Edition (2010). The Official Plan policies should reflect the community's desire for protection and celebration of the natural heritage features and areas.

Comments received from Ministry of Natural Resources (MNR) on November 25, 2024, in response to the One-Window pre-consultation confirmed there are no Areas of Natural and Scientific Interest (ANSIs) in Kenora. They also indicated 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 Ministry of Environment, Conservation, and Parks (MECP) also provided comments through the One-Window pre-consultation, which included lake capacity concerns. Official Plan policies will reflect lake capacity concerns and address water quality and quantity, groundwater protection, water supply, and wells.

Recommendation 23 – Natural heritage features and areas policies should be revised in accordance with the 2024 PPS, and Ministry comments received through the One-Window pre-consultation meeting.

2.14 Schedules

Four (4) new land use schedules should be updated with an Annex / developed as follows:

- Schedule A – Settlement Area: Indicating land use designations within the Settlement Area;
- Schedule B – Rural Area: Indicating land use designations outside of the Settlement Area;
- Schedule C – Natural Heritage and Development Constraints: Indicating natural features such as wetlands, watercourses, and development constraints such as abandoned mine sites, mineral aggregate resources, and natural hazard lands throughout the City; and
- Schedule D – Potential Wildland Fire Hazards: Indicating areas of high and extreme potential for wildland fires throughout the City, based on forest types and Provincial data.

Recommendation 24 – The Official Plan should include updated Schedules with the most current mapping information available.

2.15 Waterfront Development

There is a need to ensure that appropriate Official Plan policies are in place to protect the City's waterfront area's unique physical and environmental character. Concerns have been expressed regarding the scale, height, and setbacks of new development and the redevelopment of waterfront properties. Furthermore, the same concerns apply to accessory buildings and the impacts on adjacent properties and on the natural environment, natural and built heritage, and visual impacts. The existing Official Plan contains general waterfront development policies which should be clarified.

Given the importance of the natural environment, and the scale of development that has been occurring, the development of waterfront design guidelines should be established to inform waterfront development policies in the new Official Plan. Some examples of design guidelines for waterfront development used in other municipalities that could be considered include:

- Appearance of waterfront development from the land and from the water;
- Dwelling size relative to island and lot size and lot frontage;
- Boathouse and dock guidelines;
- Protection of views;
- Built form, massing, and building materials; and
- Limiting hardened shorelines in development / redevelopment of waterfront properties, and encouraging shoreline naturalization, where feasible.

These guidelines would serve as a tool to assist the City in evaluating development applications to ensure any proposed development respects and blends into the natural

environment. The guidelines would be developed to ensure that the ecological integrity of shorelines and protection of water quality are maintained, while recognizing the importance of protecting shorelines and islands from overdevelopment and restoring shorelines to a naturalized state. The guidelines could also address boathouses in terms of establishing size, visual impact, height, lift mechanisms to clear water and ice, building materials, and water protection. Additionally, the guidelines and Official Plan policies would inform the implementing Zoning By-law.

Recommendation 25 – Update the Official Plan policies to protect the unique physical and environmental character of the waterfront.

2.16 Wildland Fire Hazards

The updated Official Plan is required to address the risks associated with development near the presence of hazardous forest types for wildland fire, in order to be consistent with the PPS.

Recommendation 26 – Address wildland fire hazards as outlined in Appendix A, by:

- Including a Schedule illustrating lands within the City which are at high risk for wildland fire; and
- Including policies which generally direct development away from lands that are unsafe for development due to the presence of hazardous forest types, unless mitigation is undertaken.

2.17 TransCanada Pipeline

TransCanada PipeLines Limited (TCPL) has requested amendments pertaining TransCanada Pipeline policies and regulations to be reflected in the new Official Plan and Zoning By-law to regulate development in proximity to the TransCanada Pipeline. The new Official Plan should identify the TransCanada Pipeline on the updated Schedules, and should also be reflected in the new Zoning By-law.

Recommendation 27 – Update Official Plan policies and Schedules to align with requested amendments from TCLP.

3.0 Proposed Official Plan Format

The new Official Plan format is proposed to be revised to include modern design, user friendly and accessible graphics, best practices, and updated policies and sections as required.

Appendix B contains a draft Table of Contents for the new Official Plan. A draft template has been provided to the City for review and comment.

4.0 Conclusion

In conclusion, the preliminary policy directions and recommendations outlined in this Report provide the foundation for revisions to existing Official Plan policies, and the inclusion of new policies based on Provincial direction and input from the community. The new Official Plan policies will be implemented through the Zoning By-law Review, which will be undertaken concurrently with the Official Plan Review.

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		
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. 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. At the time of the municipality's next official plan	1.1 Purpose of the Official Plan 1.3.1 The Challenge Ahead – Kenora's Growth Strategy	Update policy language to reflect a time horizon of up to 25 years, as opposed to 20 years. *Draft policies were included to revise the planning horizon in the Draft OP (2021).

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
update, this additional growth shall be incorporated into the official plan and related infrastructure plans.		
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: 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	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. 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.
2.1.6 Planning authorities should support the achievement of complete communities by: 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 space, and other uses to meet long-term needs;	2.2 Guiding Principles and Objectives 3.2 Affordable Housing 3.21 Secondary Dwelling Units	Review policies for potential opportunities to increase multi-unit housing and other options for housing. Update term to “additional dwelling units” per Planning Act changes. *Draft policies were included in the Draft OP (2021), Section 2.2.3, 2.2.6, 3.2 and 3.3. **Policies may be added to these sections to address PPS Section 2.1.6 c).

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.		
2.2 Housing		
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: 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; b) permitting and facilitating: 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 2. all types of residential intensification, including the development and redevelopment of underutilized	1.3.1 The Challenge Ahead – Kenora’s Growth Strategy 1.4 Settlement Area 3.2 Affordable Housing	Consider including a policy which identifies a minimum target for housing which is affordable to low or moderate income households. Add a policy that supports coordination of land use planning and planning for housing with the local Service Manager and DSSAB. 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. *Draft policies were included in the Draft OP Section 1.3, 1.6, and 3.3 that was previously submitted in August 2021.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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 of a new use or the expansion of an existing use that is otherwise inconsistent with this OP. No change required.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
		*Draft policies were included in the Draft OP (2021).
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. 2.3.1.4 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. 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.	4.1.2 Established Area Policies 4.2.2 Residential Development Area Policies 5.4.1 Redevelopment Lands 5.4.2 New Development Lands 6.1 Municipal Services 4.1.2 Established Area Policies 4.2.2 Residential Development Area Policies 5.4 Future Development Area 5.4.1 Redevelopment Lands 5.4.2 New Development Lands 6.1 Municipal Services	OP directs the development of new housing towards locations where appropriate levels of infrastructure and municipal services are available. No change required. Consider establishing density targets for designated growth areas within the settlement area in the City. Consider establishing density targets for designated growth areas within the settlement area in the City.
2.3.1.6 Planning authorities should establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of the infrastructure and public service facilities.	5.4 Future Development Area 5.4.2 New Development Lands	Consider adding phasing policies to guide growth and development for designated growth areas within the settlement area in the City.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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: 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	growth and redevelopment are anticipated to be focused. Review current land use designations to re-identify strategic growth areas and undertake revisions to policies to address support the creation of complete communities.
2.1.4.3 Planning authorities should: a) prioritize planning and investment for infrastructure and public service facilities in strategic growth areas; 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	4 Land Use Designations	Review permitted uses in land use designations to expand opportunities for permitting mixed-use residential development in the City. Consider adding a policy that would enable the development of a future student housing strategy.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
shopping malls and plazas), to support mixed-use residential.		
2.6 Rural Lands in Municipalities		
2.6.1 On rural lands located in municipalities, permitted uses are: 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.	4.8 Rural Area 4.8.1 Permitted Uses	Consider including a policy that allows lot creation that is locally appropriate in rural areas. 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). *Draft policies were included in the Draft OP (2021), Section 8.8.3 Land Division – Creation of New Lots.
2.8 Employment		
2.8.1 Supporting a Modern Economy 2.8.1.1 Planning authorities shall promote economic development and competitiveness by: 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	2.2.4 Principle 4 – Diversified Economy 8.2 Community Improvement	Consider a review of employment areas as part of the OP review. 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

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.		caretaker's residence. Severances of the residential uses shall not be permitted." Consider requiring employment areas planned for industrial and manufacturing uses to justify appropriate transition to adjacent non-employment areas. *Draft policies were included in the Draft OP (2021), Section 4.5.1(6).
2.8.2 Employment Areas		
2.8.1.2 Industrial, manufacturing and small-scale warehousing uses that could be located adjacent to 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.	4.5 Industrial Development Area	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.
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.	4.5 Industrial Development Area	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.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.		
2.8.2.3 Planning authorities shall designate, protect and plan for all employment areas in settlement areas by: 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; 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.	4.5 Industrial Development Area	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. Consider adding policies that pertain to the use of design guidelines for industrial development that address items such as massing, façade treatment, and landscaping.
2.8.2.4 Planning authorities shall assess and update employment areas identified in official plans to	Various	Consider a review of employment areas as part of the OP review.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.		
2.8.2.5 Planning authorities may remove lands from employment areas only where it has been demonstrated that: a) there is an identified need for the removal and the land is not required for employment area uses over the long term; b) the proposed uses would not negatively impact the overall viability of the employment area by: 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; c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and d) the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan.	4.5 Industrial Development Area	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. Consider adding additional considerations to the above noted policy to speak to provincially significant areas as identified in PPS, Policy 1.3.2.5.
2.9 Energy Conservation, Air Quality and Climate Change		

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.9.1 Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that: 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; d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.	3.3 Air Quality and Climate Change	Consider including policies to reduce or minimize the adverse impacts associated with climate change.
Chapter 3: Infrastructure and Facilities		
3.1 General Policies for Infrastructure and Public Service Facilities		
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.	3.20 Public Uses	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. *Draft policies were included in the Draft OP, Section 3.19.2.
3.1.5		Review policies of the OP for consistency with the PPS.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.		
3.3 Transportation and Infrastructure Corridors		
3.3.5 The co-location of linear infrastructure should be promoted, where appropriate.	Section 7 Transportation	Consider providing policy that states the co-location of linear infrastructure should be promoted, where appropriate. *Draft policies were included in the Draft OP, Section 7.
3.5 Land Use Compatibility		
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.	3.15 Land Use Compatibility	OP identifies that mitigation measures are encouraged when odour, noise and other contaminants are present. No change required.
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	3.15 Land Use Compatibility	Consider including a policy to address this section of the PPS. *Draft policies were included in the Draft OP, Section 3.14.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.		
3.6 Sewage, Water and Stormwater		
3.6.1 Planning for sewage and water services shall: 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 existing private communal sewage services and private communal water services; b) ensure that these services are provided in a manner that: 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. 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	Section 6 Municipal Services	Consider including policies which prepare municipalities for the impacts of a changing climate on their municipal services. *Draft policies were included in the Draft OP, Section 3.17 Stormwater Management. 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.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
f) be in accordance with the servicing options outlined through policies 3.6.2, 3.6.3, 3.6.4 and 3.6.5.		
3.6.3 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 protection of the environment and minimize potential risks to human health and safety.	6.2 Private Services	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 municipal sewage services and municipal water services are not available. *Draft policies were included in the Draft OP, Section 6.2.9.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
3.6.4 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. 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.	Section 6 Municipal Services	Assess the long-term impacts on individual on-site sewage services and individual on-site water services. *Draft policies were included in the Draft OP, Section 6.1.1.
3.6.5 Partial services shall only be permitted in the following circumstances: 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 site conditions are suitable for the long-term provision of such services with no negative impacts; or c) within rural settlement areas where new development will be serviced by individual on-site water services in combination with	6.2 Private Services	Considering adding a policy which speaks to when partial services have been provided to address failed services.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
municipal sewage services or private communal sewage services. 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.		
3.6.8 Planning for stormwater management shall: 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; 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	3.18 Surface and Groundwater Water Quality	The last paragraph of the OP, Section 3.18 should be revised per PPS Section 3.6.8. *Draft policies were included in the Draft OP, Section 3.17 Stormwater Management.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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		
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.	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.
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.	3.3 Air Quality and Climate Change 3.18 Surface and Groundwater Water Quality	Consider policies regarding evaluating and preparing for the impacts of a changing climate to water resource systems at the watershed level. *Draft policies were included in the Draft OP Section 3.5 Climate Change and 3.23 Watersource Protection Area.
4.3 Agriculture		

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.	4.8 Rural Area	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. *Draft policies were included in the Draft OP Section 1.6 Settlement Area, but will need to be updated to new PPS
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.	3.15.1 Agricultural Uses and Cemeteries	The OP includes policies for agricultural uses which require them to meet the minimum distance separation requirements. No changes required.
4.3.6 Supporting Local Food and the Agri-food Network 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.	3.23 Urban Agriculture	The OP includes policies that address urban agriculture in Kenora, including permitting community gardens, supporting infrastructure, and identifying opportunities for partnership. No changes required.
4.5 Mineral Aggregate Resources		
4.5.2.4 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	5.5 Aggregate and Mineral Resources	The OP includes policies for mineral aggregate resources. No changes required.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
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.		
4.6 Cultural Heritage and Archaeology		
2.6.5 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.	5.2 Cultural Heritage Resources	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. *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.
Chapter 5 Protecting Public Health and Safety		
Some polices 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	2.2.9 Principle 9 – Community and Aboriginal Engagement	The OP includes objectives for Indigenous engagement, however, consider providing policy related to engaging with Indigenous communities and coordination on land use planning matters.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
decisions on the exercise of Aboriginal or treaty rights.		*Draft policies were included in the Draft OP Section 2.2.9 Community and Aboriginal Engagement.
8.0 Definitions		
Numerous definition changes.	Section 9 Interpretation	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. Ensure policies align with new PPS definitions.

Appendix B:

Draft New Official Plan Table of Contents



City of Kenora Official Plan and Zoning By-law Review

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City of Kenora – Draft Official Plan – Proposed Table of Contents

(Please note: New proposed sections are generally **highlighted in yellow**; other changes are in grey)

Section 1: Introduction to the Official Plan

- 1.1 Purpose of the Official Plan
- 1.2 Community Context
- 1.3 Basis of the Plan
- 1.3 Growth Management The Challenge Ahead – Kenora's Growth Strategy
- 1.4 Vacant Lands
- 1.5 Effect of the Official Plan
- 1.6 How to use this Official Plan Structure of the Official Plan
- 1.7 Interpretation of the Plan How to Read the Official Plan

Section 2: Vision and Community Priorities (City Vision)

- 2.1 Vision
- 2.2 Community Priorities (Guiding Principles and Objectives)

Section 3: Community Services, Recreation & Cultural Heritage (reorganized from General Development Policies)

3.1 Planning our Communities

- 3.1.1 Accessory Uses
- 3.1.2 Age-Friendly
- 3.1.3 Community and Neighbourhood Design
- 3.1.4 Public Uses
- 3.1.5 Waterfront Development (Water Lots, Dock and Shoreline Development; Water Lots)

3.2 Cultural Heritage and Archaeological Resources

- 3.2.3.1 Cultural Heritage Resources
- 3.2.3.2 Archaeological Resources

Section 4: Housing (reorganized from General Development Policies)

4.1 Housing Implementation

- 3.1.1.1 General Housing Development Policies (Residential Densities)

4.2 Housing Supply & Diversity

4.2.1 Additional Residential Units (~~Secondary Dwelling Units~~)

3.1.2.2 Affordable Housing

3.1.2.3 Supportive Housing (~~Group Homes~~)

3.1.2.4 Home Industries

3.1.2.5 Home Occupations

3.1.2.6 Mobile Home Park

3.1.2.7 Short-term Accommodations

Section 5: Natural Heritage & Sustainability (reorganized from General Development Policies)

5.1 Natural Heritage Preservation

5.1.1 Forestry Operations

5.1.2 Natural Heritage

5.1.1.1 Deer Winter Habitat

5.1.1.2 Endangered and Threatened Species

5.1.1.3 Environmental Protection

5.1.1.4 Fish Spawning and Nursery Area

5.1.1.5 Nesting Site

5.1.1.6 Waterfowl Habitat

5.1.1.7 Wetlands (Wetlands and Provincially Significant Wetlands)

5.1.1.8 Wildlife Habitat

5.1.3 Stormwater Management (~~Surface and Groundwater Water Quality~~)

5.1.4 **Rural and** Urban Agriculture

5.2 Natural Hazards

5.2.1 Natural Hazards (~~Hazard Lands~~)

5.2.2 Wildland Fire Hazards

5.3 Mineral Aggregates and Resources

5.3.1 Wayside Pits and Quarries, Portable Concrete and Asphalt Plants

5.3.2 Mineral Resources

5.4 Sustainability

5.4.1 Climate Change (~~Air Quality and Climate Change~~)

5.4.2 Energy

5.4.2.1 Alternative and Renewable Energy Systems

Section 6: Transportation (reorganized from General Development Policies)

6.1 Road Classification

- 6.1.1 Arterial Roads
- 6.1.2 Collector Roads
- 6.1.3 Local Roads
- 6.1.4 Private Roads
- 6.1.5 Protection of Rights-Of-Way
- 6.1.6 Provincial Highways

6.2 Active Transportation (Trail Pathway System)

6.3 Land Use Compatibility (Development and Redevelopment Adjacent to Railway / Transportation Corridors)

- 6.3.1 Railway / Transportation Corridors
- 6.3.2 Kenora Airport Area (Development in the Vicinity of the Kenora Airport)
- 6.3.3 TransCanada Pipeline

Section 7: Municipal Services & Infrastructure (reorganized from General Development Policies)

7.1 Municipal Services

- 7.1.1 Municipal Services
- 7.1.2 Private Services
- 7.1.3 Private Water and Sewer Services (Private sewage Disposal and Water Systems)

7.2 Public Infrastructure & Development

- 7.2.1 Communications and Telecommunications Infrastructure (Communication Towers)

- 7.2.2 Development on Private Roads

7.3.3 Stormwater Management

Section 8: Land Use Designations

8.1 Harbourtown Centre

- 8.1.1 Harbourtown Centre Objectives
- 8.1.2 Permitted Uses
- 8.1.3 Harbourtown Centre Policies
- 8.1.4 Parking
- 8.1.5 Physical Development
- 8.1.6 Community Improvement Area

8.2 Community Corridor Area (~~Established Area~~)

8.2.1 Permitted Uses

8.2.2 Community Corridor Area (~~Established Area~~) Policies

8.3 Neighbourhood Area (~~Residential Development Area~~)

8.3.1 Permitted Uses

8.3.2 Neighbourhood Area (~~Residential Development Area~~) Policies

8.4 Commercial Area

8.4.1 Permitted Uses

8.4.2 Commercial Area Policies

8.5 Industrial Area

8.5.1 Permitted Uses

8.5.2 Industrial Area Policies

8.6 Parks and Open Space Area

8.6.1 Permitted Uses

8.6.2 Parks and Open Space Area Policies

8.7 Rural Area

8.7.1 Permitted Uses

8.7.2 Rural Area Policies

8.7.3 Residential Development in the Rural Area

8.7.4 Small-Scale Uses in the Rural Area

8.7.5 Industrial Uses in the Rural Area

8.8 Railway Area ~~Railyard~~

8.8.1 Railway Area ~~Railyard~~ Policies

8.9 Waste Disposal Site

8.6.1 Waste Disposal Site Policies

8.10 Wetlands and Provincially Significant Wetlands

8.10.1 Provincially Significant Wetland Policies

8.10.2 Wetlands Policies

Section 9: Special Policy Overlays

9.1 Natural Hazards Overlay

9.1.1 Natural Hazards Overlay Policies

9.2 Natural Heritage Overlay

9.2.1 Natural Heritage Overlay Policies

9.3.3 Black Sturgeon Lake Policies (~~Restricted Development Area~~)

9.3 Cultural Heritage Resources Overlay

9.3.1 Cultural Heritage Resource Policies

9.3.2 Archaeological Resource Policies

9.4 Strategic Growth Areas Overlay

9.4.1 Strategic Growth Areas Overlay Policies

~~9.4 Future Development Area~~

9.5 Potential Aggregate Overlay

9.5.1 Potential Aggregate Overlay Policies

Section 10: Implementation

10.1 Community Improvement

10.2 Community Benefits Charges (~~Section 37~~)

10.3 Development Charges

10.4 Environmental Impact Statements

10.4.1 Scoped Environmental Impact Statement

10.4.2 Full Site Environmental Impact Statement

10.5 Hazard Lands (~~Potential Contaminated Sites~~)

10.6 Implementation and Interpretation (~~General~~)

10.7 Indigenous Engagement

10.8 Land Division

10.8.1 Consents

10.8.2 Consent Applications for Properties Adjacent to a Private Road

10.8.3 Creation of New Lots

10.8.4 Lot of Record

10.8.5 Plan of Subdivision or Plan of Condominium

10.8.6 Waterfront Development

10.9 Parkland Dedication (~~moved from Open Space designation~~)

10.10 Pre-consultation and Prescribed Information (~~Pre-application Consultation and prescribed information for planning applications~~)

10.11 Property Maintenance and Occupancy By-law

10.12 Public Engagement (~~Public Meetings~~)

10.13 Site Plan Control

10.14 Zoning By-law

10.14.1 Holding Provisions

10.14.2 Non-conforming Uses

10.14.3 Temporary Uses

Section 11: Administration (Interpretation)

11.1 Official Plan Amendments to the Plan

11.2 Review of the Official Plan

11.3 Technical and Minor Amendments (Land-Use Designations)

Section 12: Schedules

- Schedule A – Settlement Area
- Schedule B – Rural Area
- Schedule C – Natural Heritage and Development Constraints
- Schedule D – Potential Wildland Fire Hazards

Appendix – Design Guidelines for Waterfront Development

Appendix A – Species at Risk

Appendix C:

Existing Official Plan Schedules



City of Kenora Official Plan and Zoning By-law Review

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SCHEDULE A - LAND USE DESIGNATIONS

OFFICIAL PLAN

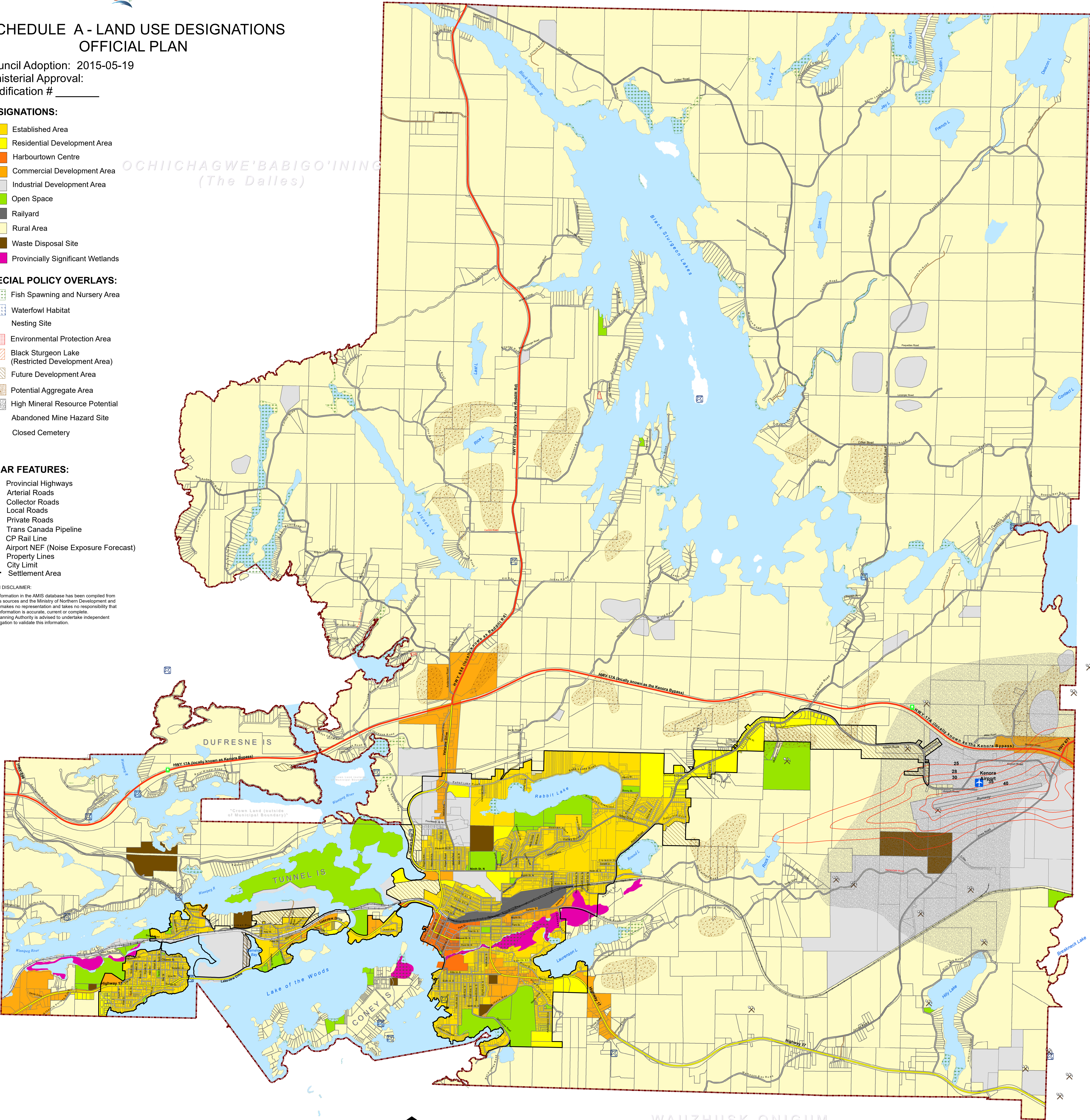
Council Adoption: 2015-05-19
Ministerial Approval:
Modification # _____

- DESIGNATIONS:
- Established Area
- Residential Development Area
- Harbourtown Centre
- Commercial Development Area
- Industrial Development Area
- Open Space
- Railyard
- Rural Area
- Waste Disposal Site
- Provincially Significant Wetlands

- SPECIAL POLICY OVERLAYS:
- Fish Spawning and Nursery Area
- Waterfowl Habitat
- Nesting Site
- Environmental Protection Area
- Black Sturgeon Lake (Restricted Development Area)
- Future Development Area
- Potential Aggregate Area
- High Mineral Resource Potential
- Abandoned Mine Hazard Site
- Closed Cemetery

- LINEAR FEATURES:
- Provincial Highways
- Arterial Roads
- Collector Roads
- Local Roads
- Private Roads
- Trans Canada Pipeline
- CP Rail Line
- Airport NEF (Noise Exposure Forecast)
- Property Lines
- City Limit
- Settlement Area

MNDM DISCLAIMER:
The information in the AMIS database has been compiled from various sources and the Ministry of Northern Development and Mines makes no representation and takes no responsibility that such information is accurate, current or complete.
The Planning Authority is advised to undertake independent investigation to validate this information.

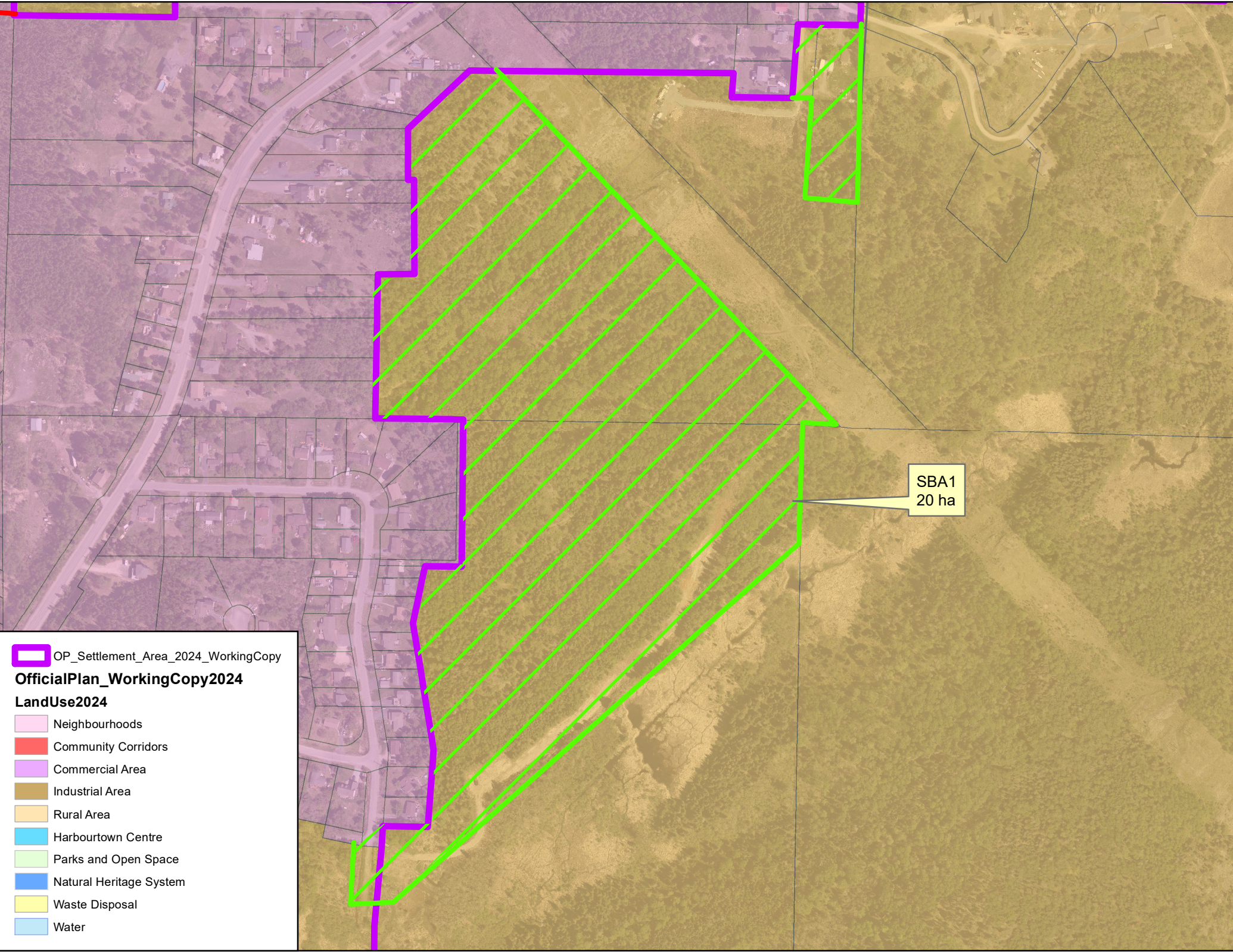


Appendix D:

Proposed Lands for Settlement Area Boundary Expansion Maps

City of Kenora
Official Plan and Zoning By-law Review

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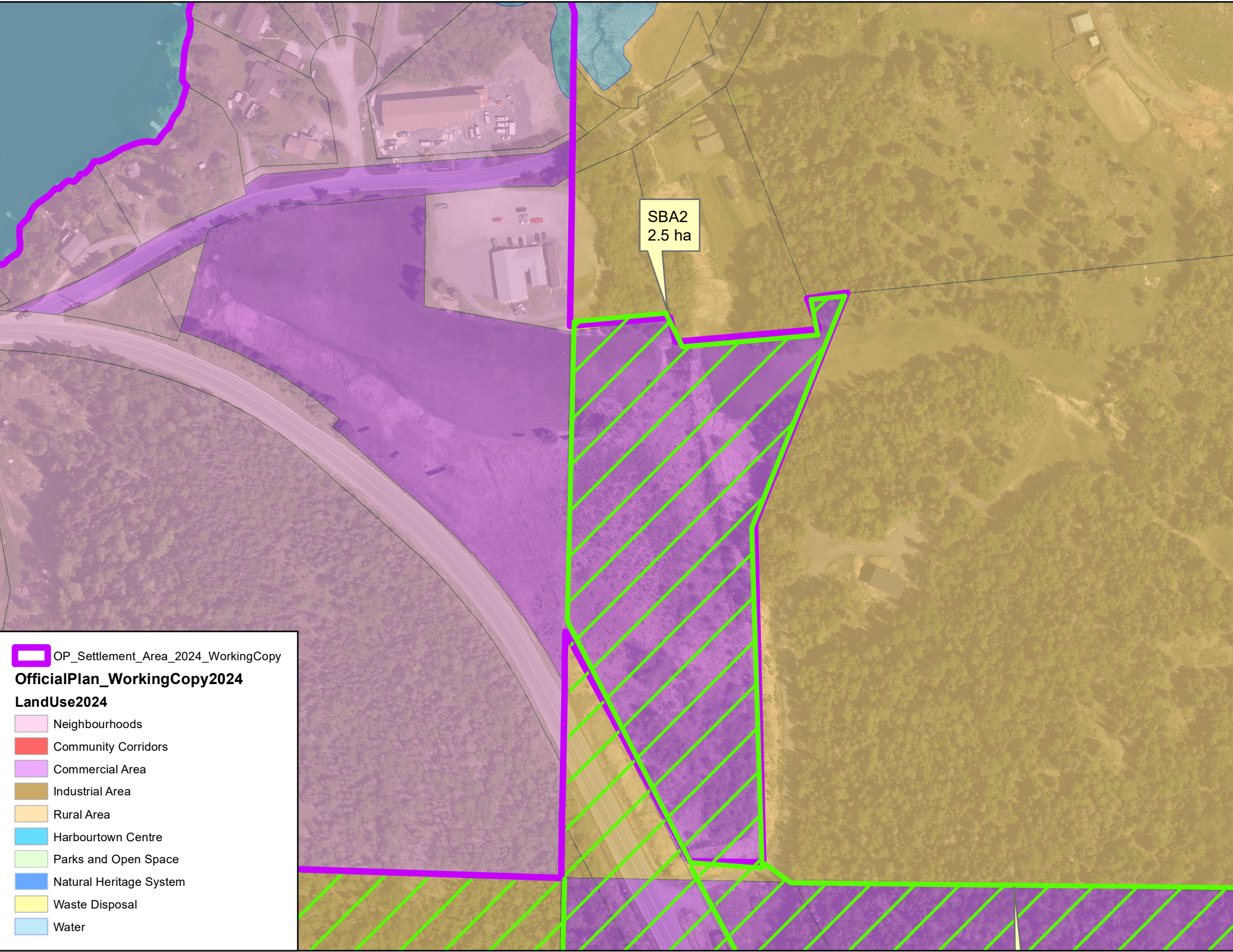
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OfficialPlan_WorkingCopy2024

LandUse2024

-  Neighbourhoods
-  Community Corridors
-  Commercial Area
-  Industrial Area
-  Rural Area
-  Harbourtown Centre
-  Parks and Open Space
-  Natural Heritage System
-  Waste Disposal
-  Water

SBA1
20 ha

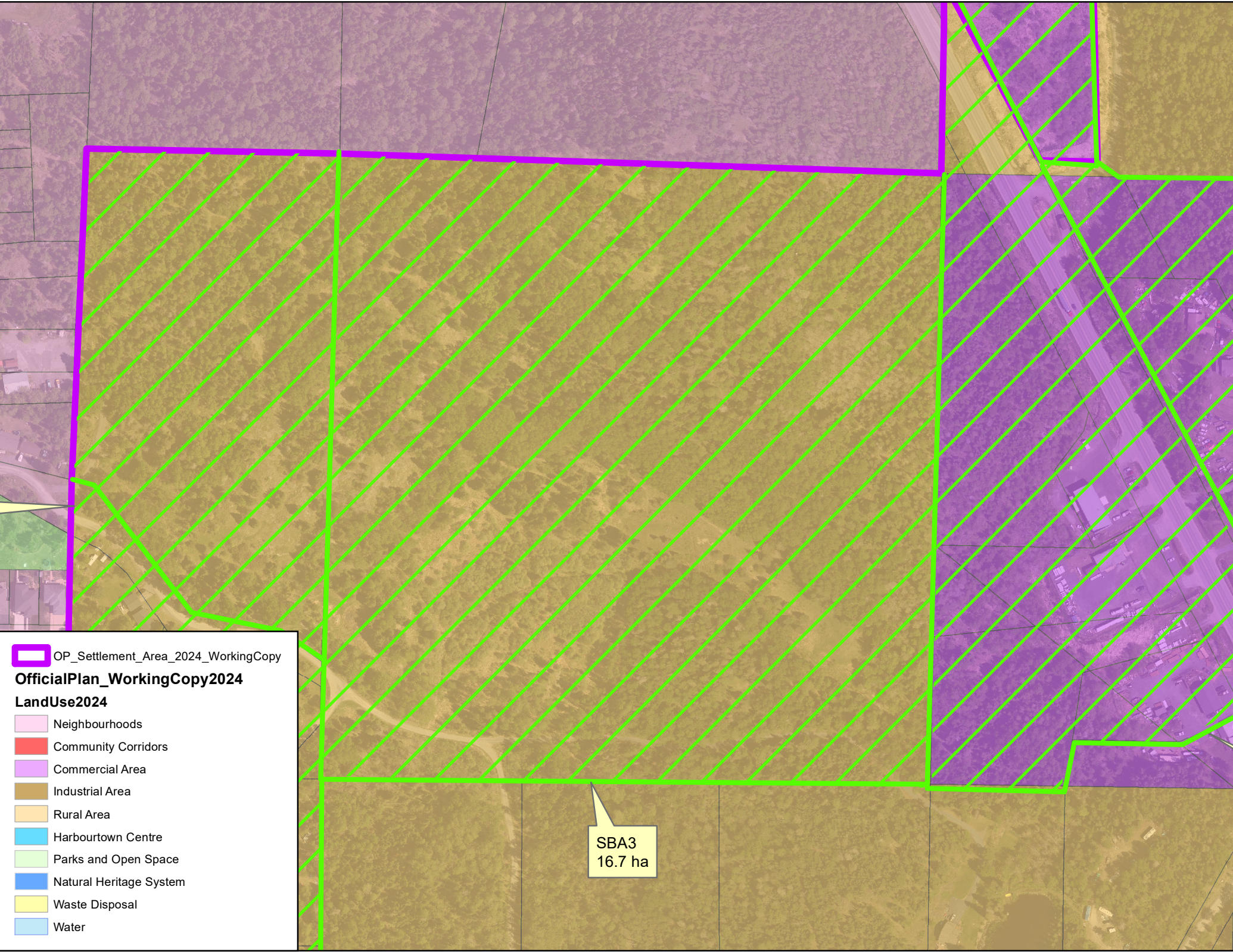


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LandUse2024

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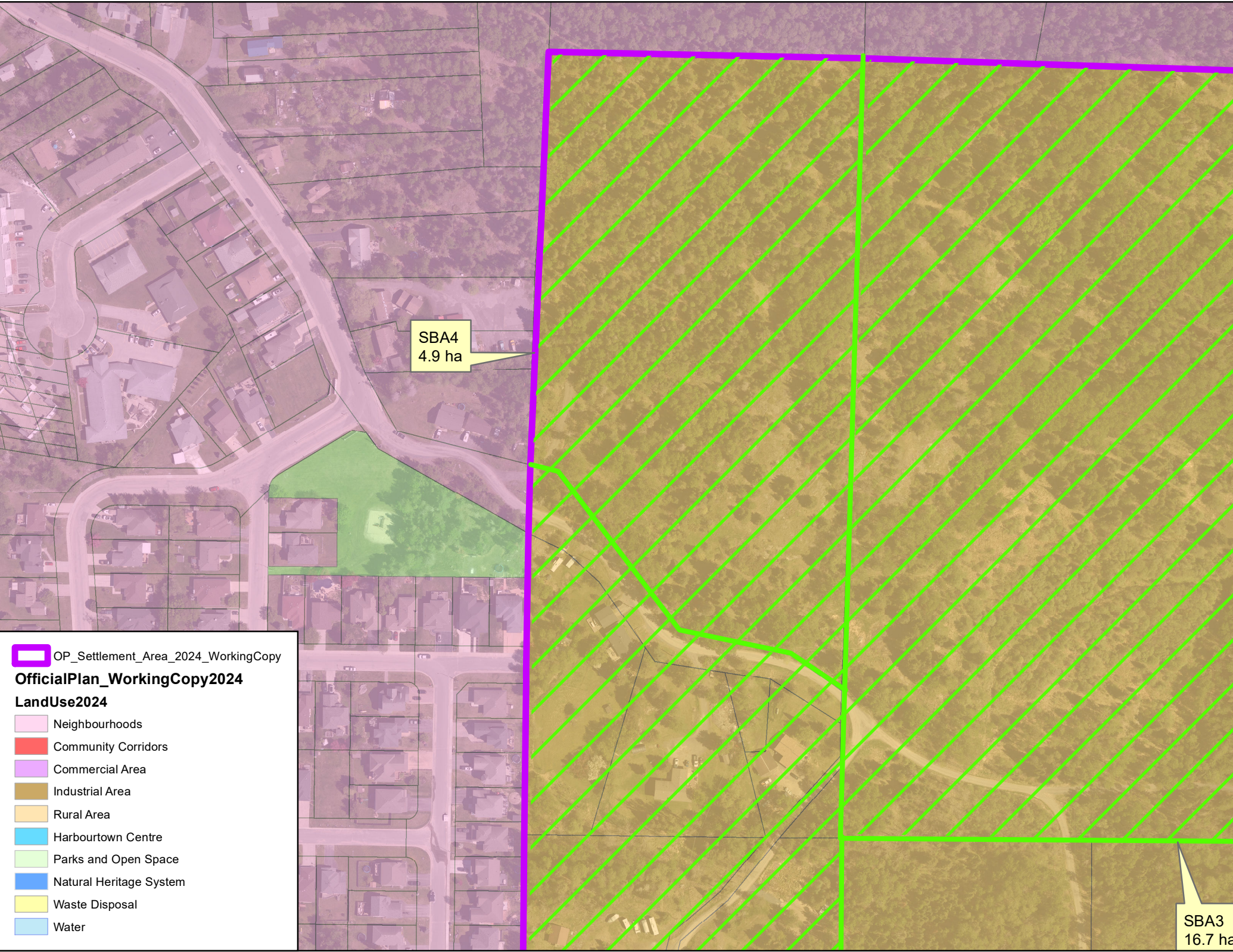
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LandUse2024

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SBA3
16.7 ha

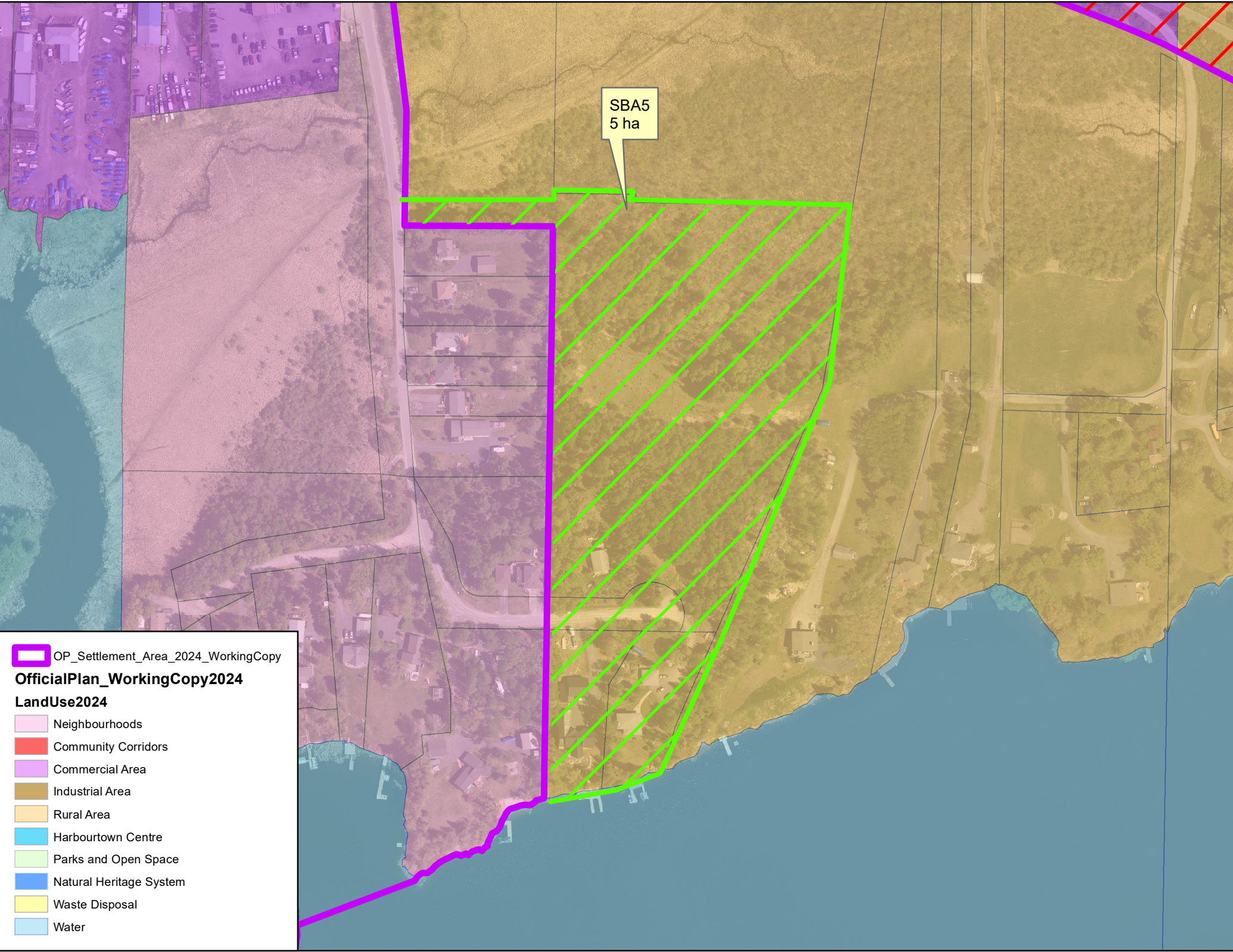


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LandUse2024

- Neighbourhoods
- Community Corridors
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- Rural Area
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- Waste Disposal
- Water



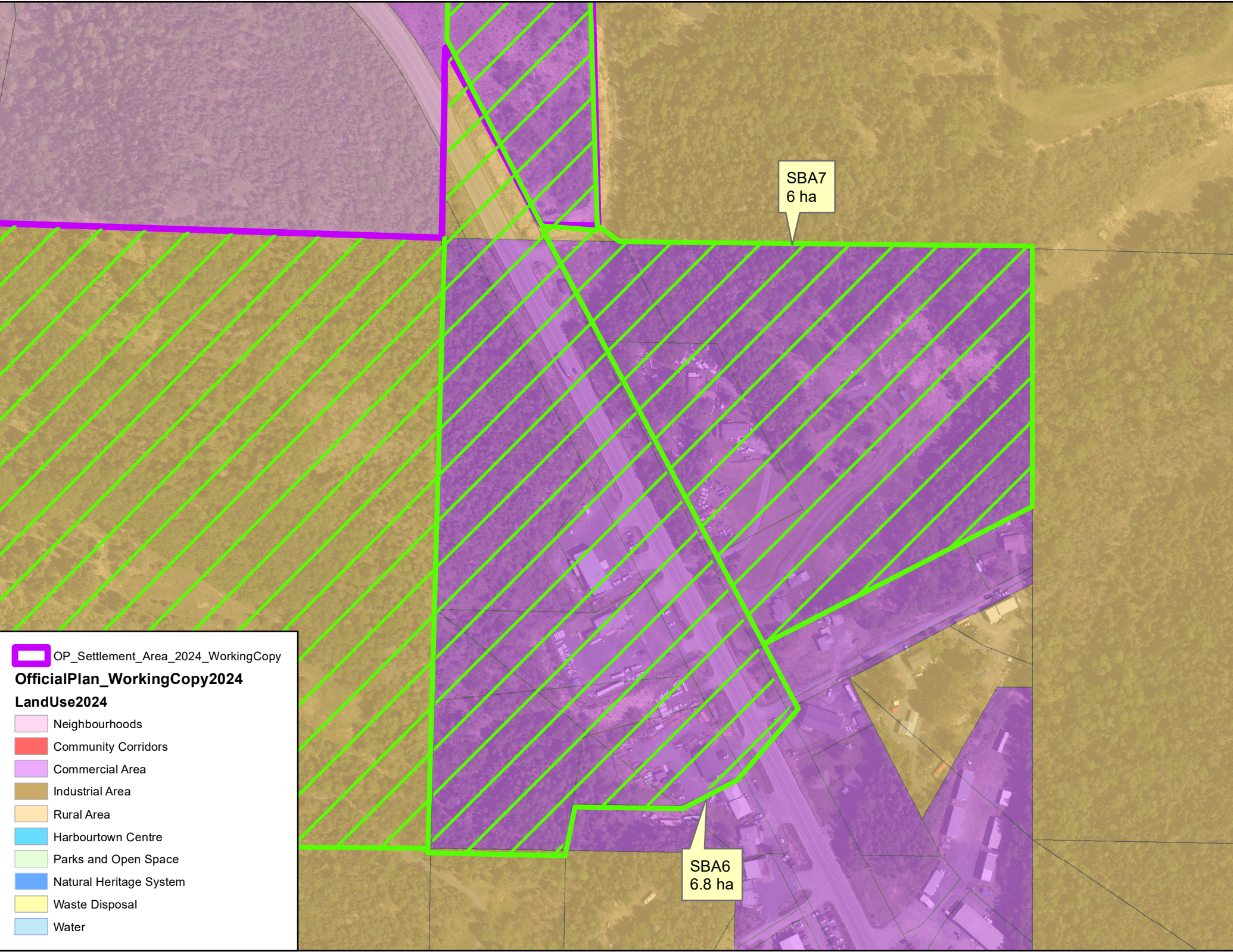
SBA5
5 ha

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LandUse2024

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- Parks and Open Space
- Natural Heritage System
- Waste Disposal
- Water

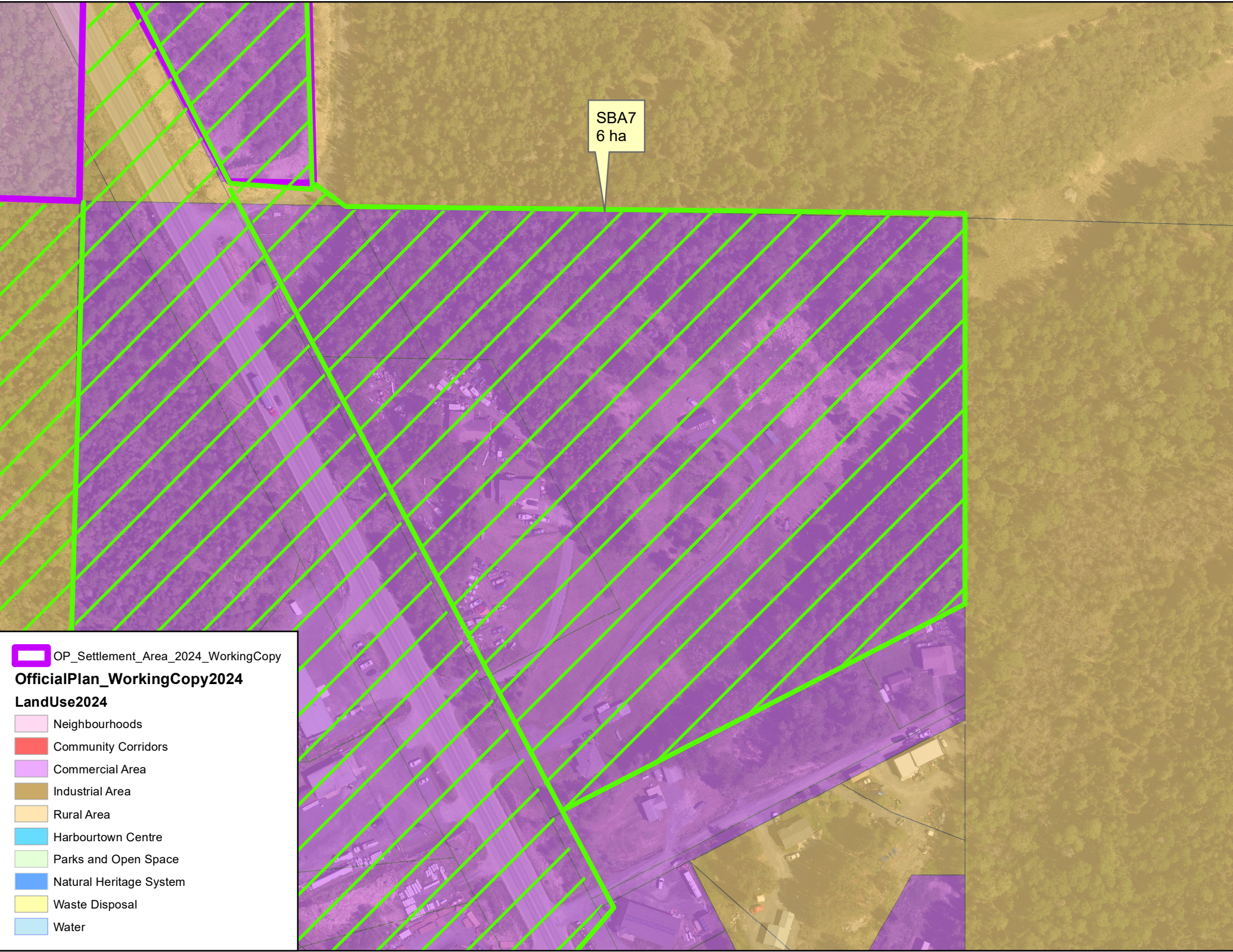


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OfficialPlan_WorkingCopy2024

LandUse2024

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-  Industrial Area
-  Rural Area
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-  Waste Disposal
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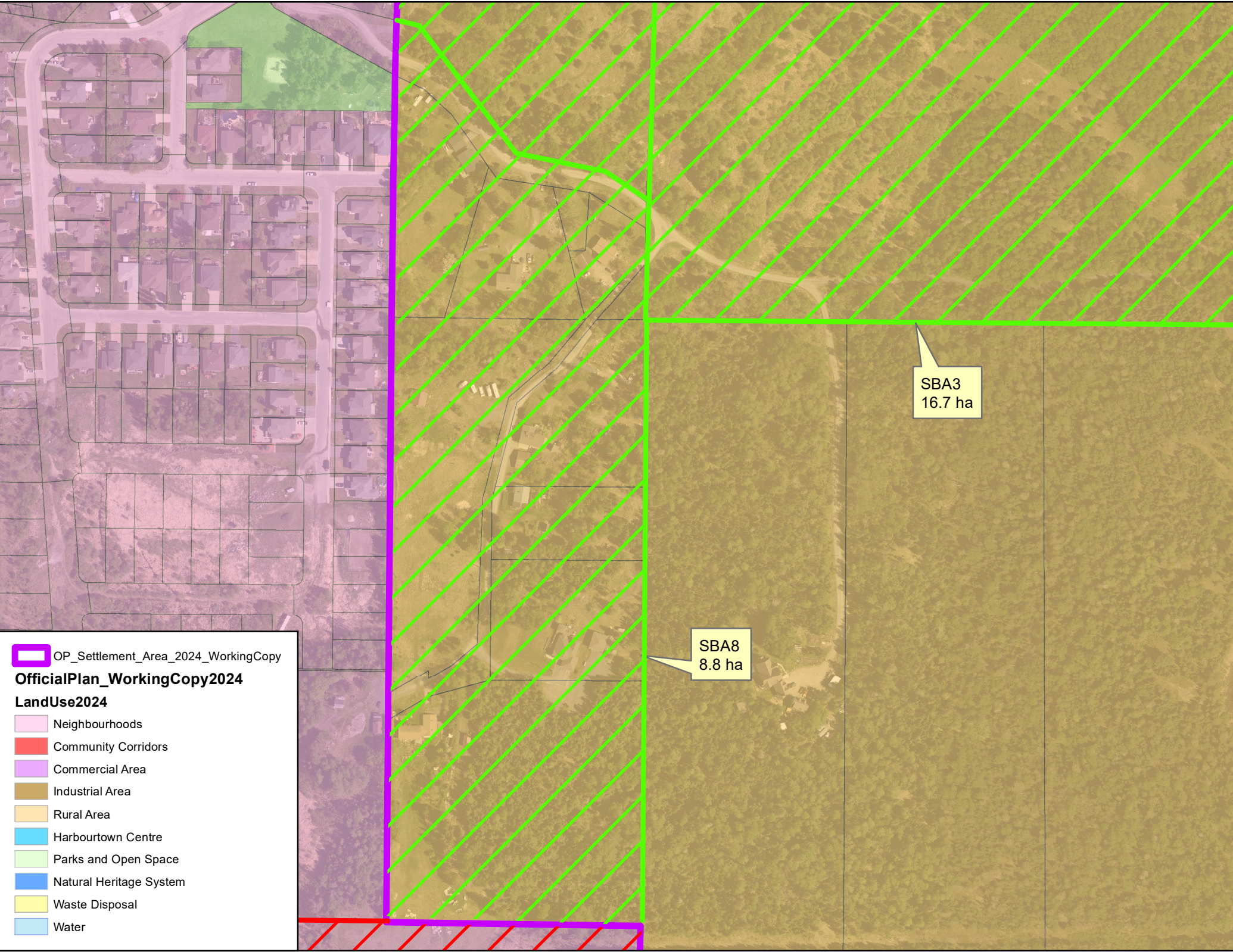


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OfficialPlan_WorkingCopy2024

LandUse2024

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-  Industrial Area
-  Rural Area
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-  Waste Disposal
-  Water

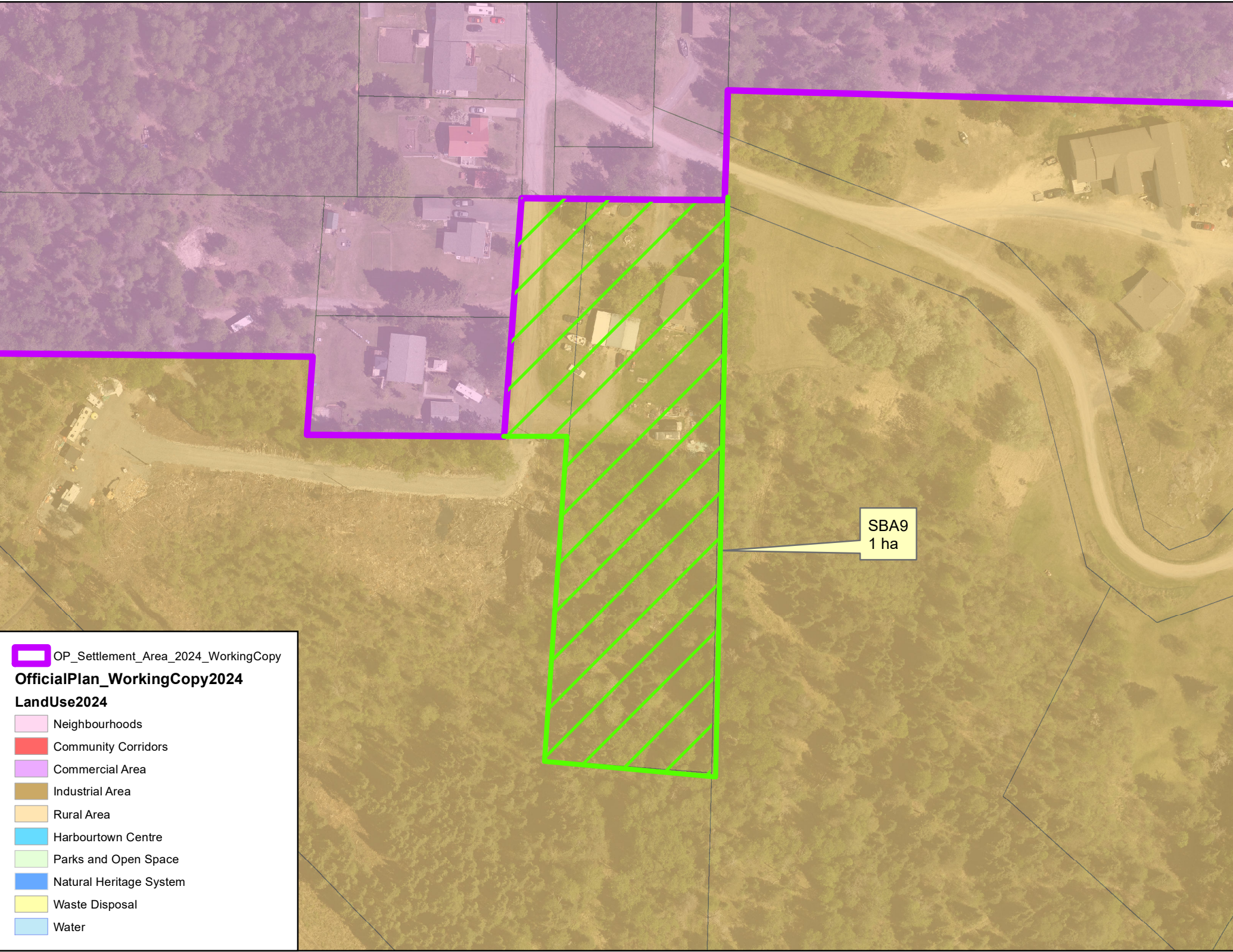


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OfficialPlan_WorkingCopy2024

LandUse2024

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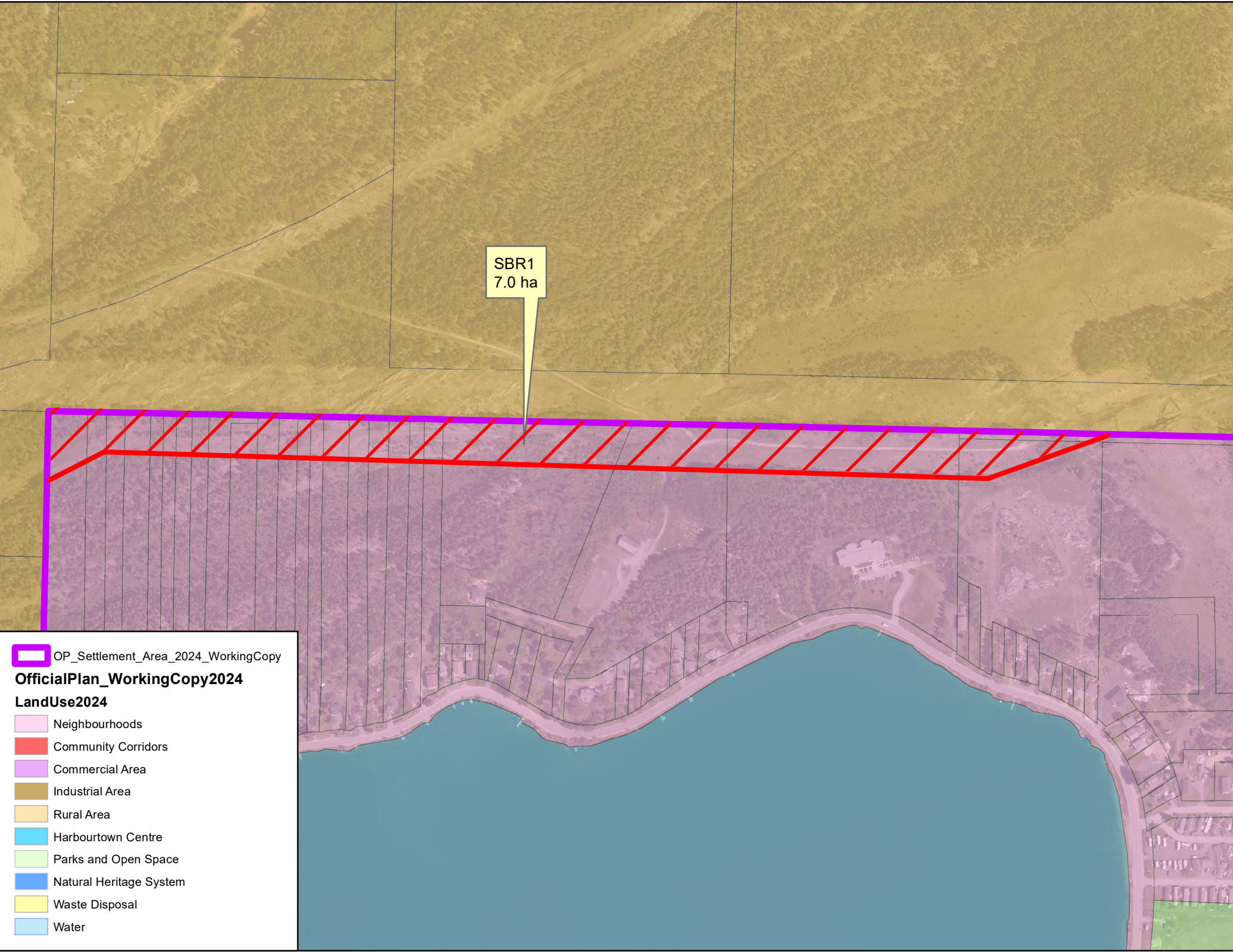


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OfficialPlan_WorkingCopy2024

LandUse2024

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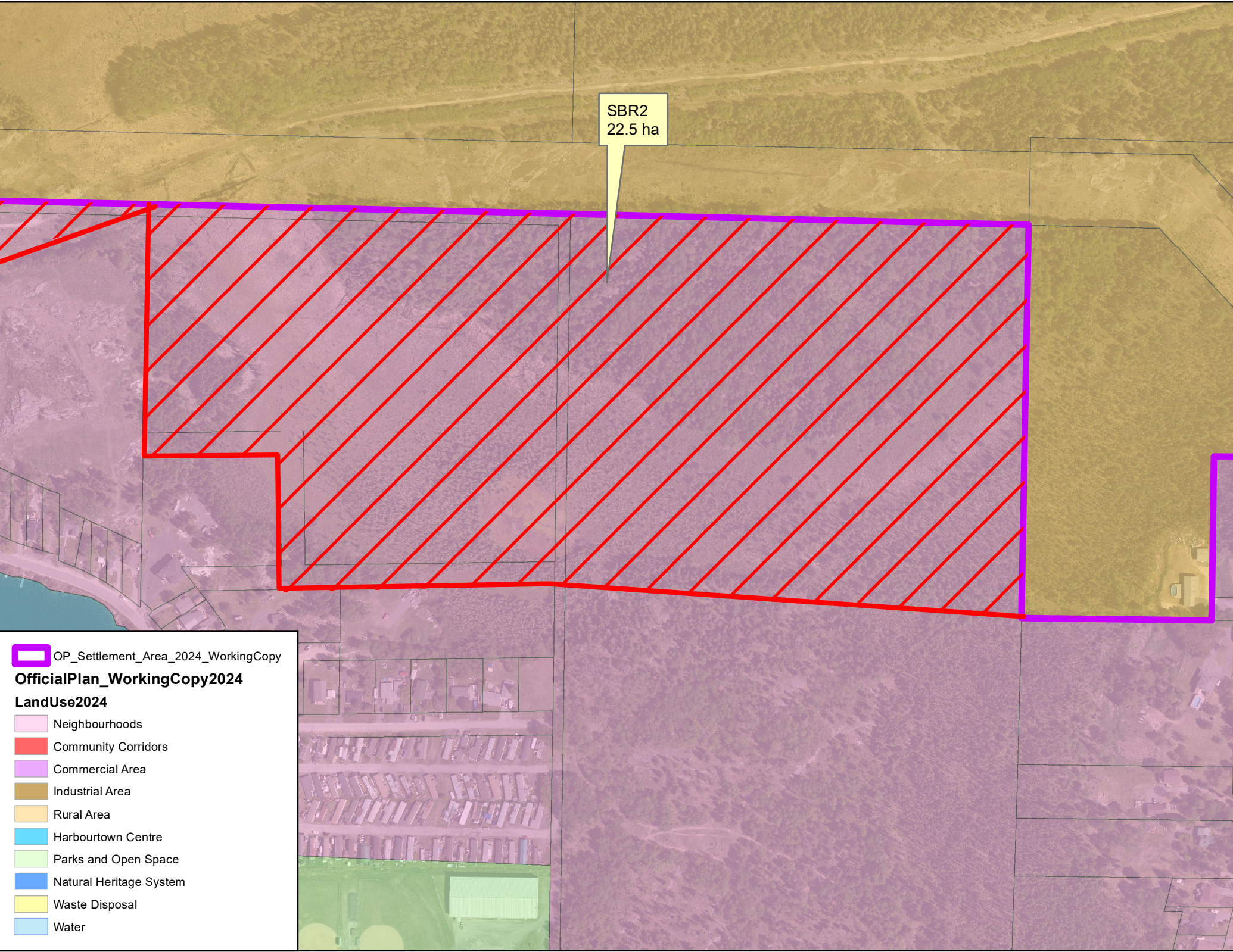
SBR1
7.0 ha

 OP_Settlement_Area_2024_WorkingCopy

OfficialPlan_WorkingCopy2024

LandUse2024

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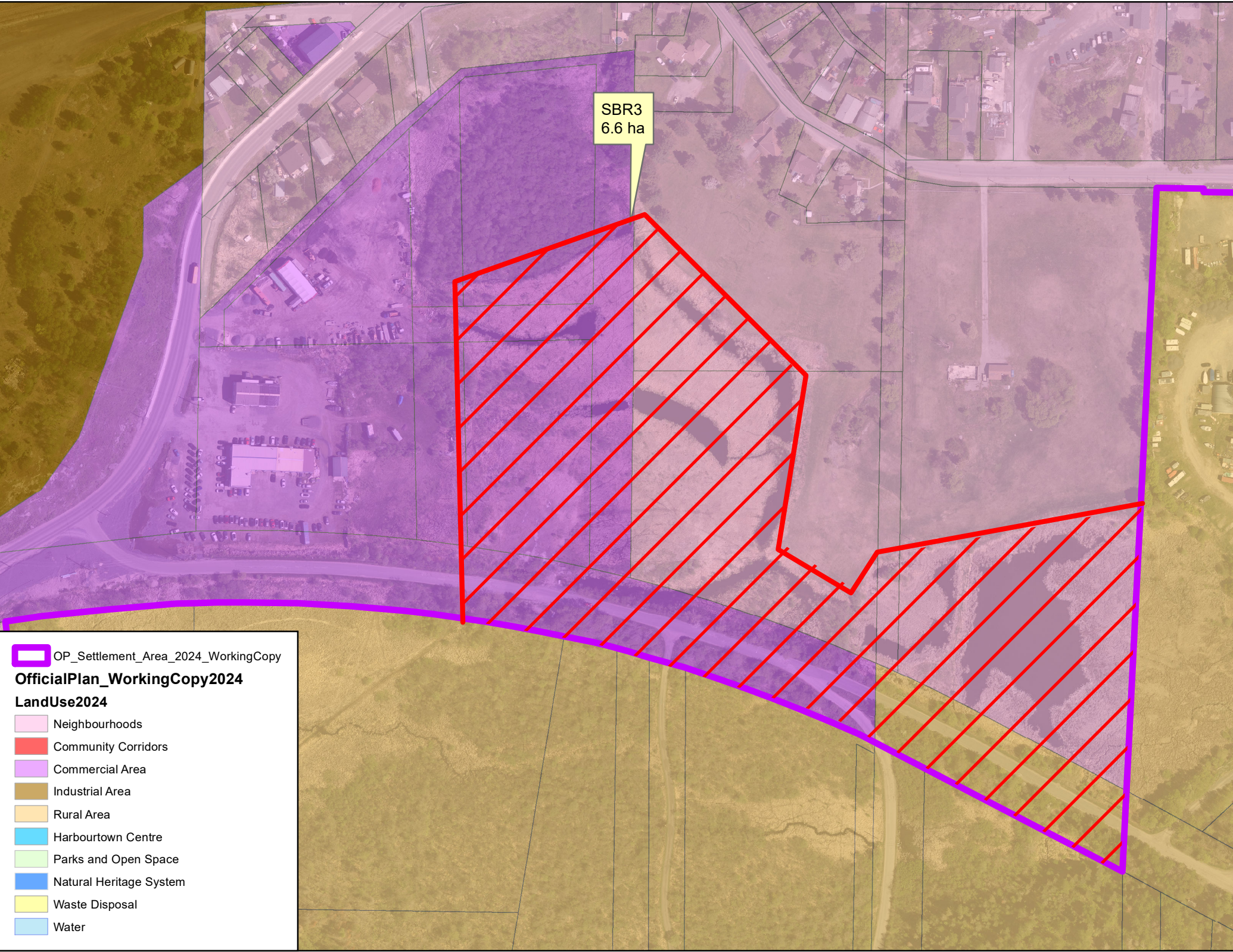
SBR2
22.5 ha

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LandUse2024

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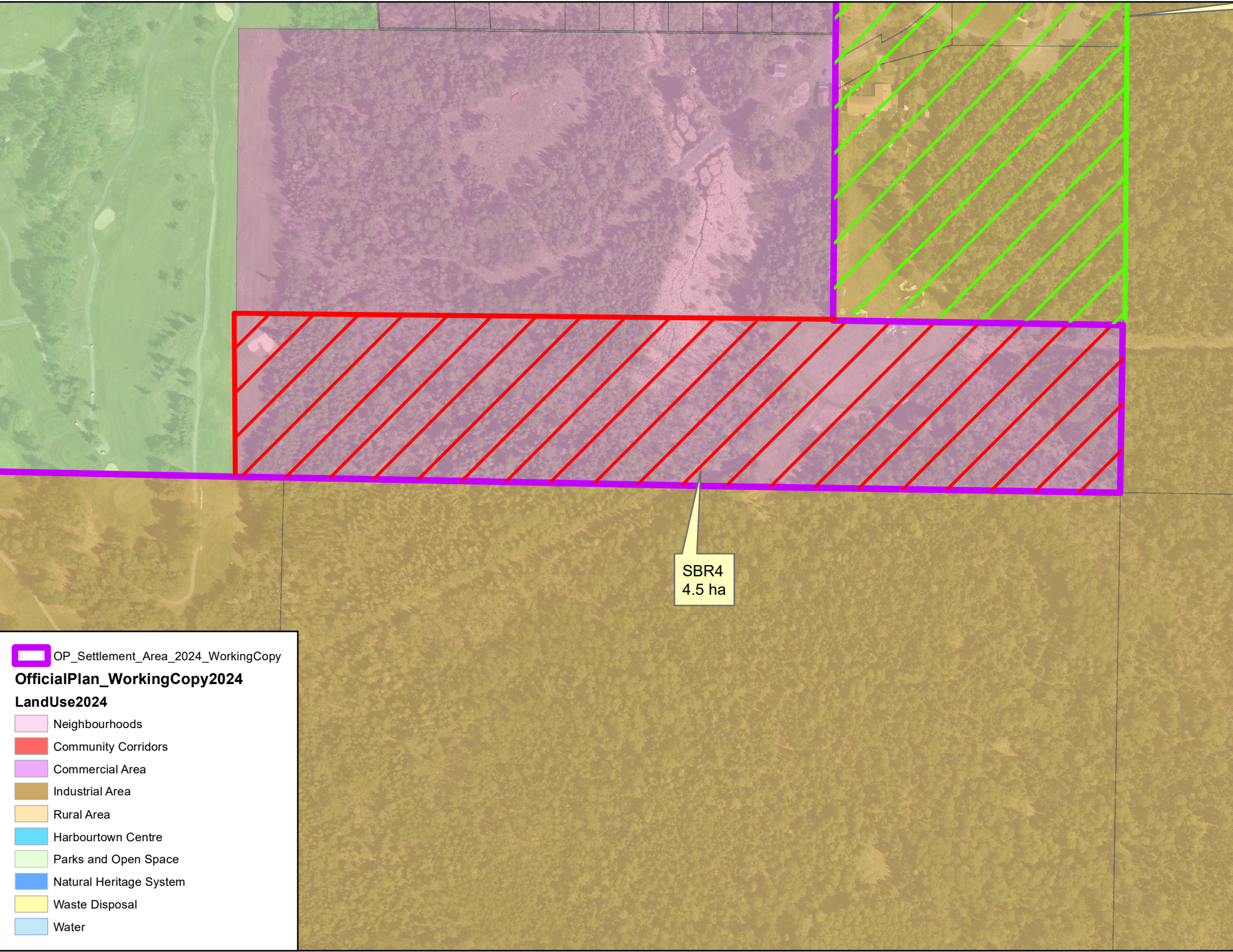
SBR3
6.6 ha

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OfficialPlan_WorkingCopy2024

LandUse2024

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