

Township of Bonfield Official Plan and Zoning By-law Review and Update

Draft Background Report

DRAFT



J.L.Richards

ENGINEERS · ARCHITECTS · PLANNERS

Table of Contents

1.0	Introduction	3
1.1	Background.....	3
1.2	The Official Plan and Zoning By-law Review and Update Project	3
1.3	Purpose of the Report.....	6
2.0	Planning Context.....	7
2.1	Planning Act.....	7
2.2	Provincial Policy Statement	7
2.3	Growth Plan for Northern Ontario	8
2.4	Algonquin Land Claim.....	8
2.5	North Bay – Mattawa Conservation Authority	10
3.0	Changing Climate.....	12
3.1	Background.....	12
3.2	The Official Plan	13
3.3	The Zoning By-Law.....	13
4.0	Natural Environment	14
4.1	Background.....	14
4.2	The Official Plan	16
4.3	Zoning By-Law	16
5.0	Growth and Settlement	17
5.1	Background.....	17
5.2	Population, Household and Employment.....	17
5.3	Other demographic and household forecasts.....	20
5.4	Growth Management	20
5.5	Land Supply.....	20
5.6	The Official Plan	25
5.7	Zoning By-Law	25
6.0	Economic Development	26
6.1	Background.....	26
6.2	The Official Plan	26
6.3	Zoning By-Law	27
7.0	Housing.....	28
7.1	Background.....	28
7.2	The Official Plan	29
7.3	Zoning By-Law	30
8.0	Hamlet Settlement Areas & Waterfront Areas.....	31
8.1	Background.....	31
8.2	The Official Plan	31
8.3	Zoning By-Law	32
9.0	Rural and Agricultural Areas	33
9.1	Background.....	33
9.2	The Official Plan	33
9.3	Zoning By-Law	34
10.0	Recreational, Parks, and Open Space.....	36
10.1	Background.....	36
10.2	The Official Plan	36
10.3	Zoning By-Law	37
11.0	Mobility.....	38
11.1	Background.....	38
11.2	The Official Plan	38

11.3	Zoning By-Law	39
12.0	Servicing	40
12.1	Background.....	40
12.2	The Official Plan	41
12.3	Zoning By-Law	41
13.0	Minerals and Mineral Aggregate	42
13.1	Background.....	42
13.2	The Official Plan	42
13.3	Zoning By-Law	42
14.0	Cultural Heritage	1
14.1	Background.....	1
14.2	The Official Plan	1
14.3	Zoning By-Law	1
15.0	Protecting Public Health and Safety	2
15.1	Background.....	2
15.2	The Official Plan	4
15.3	Zoning By-Law	4

List of Figures & Tables

Figure 1.	Project Work Plan: Official Plan and Zoning By-law Review and Update.....	5
Figure 2.	Algonquins of Ontario Land Claim Settlement Area Boundary	9
Figure 3.	Algonquin Land Claim Proposed Settlement Lands Parcel 293	10
Figure 4.	Natural Heritage Features	15
Figure 5.	Population Estimates	18
Figure 6.	Household Size Estimates	18
Figure 7.	Household Estimates	19
Figure 8.	Vacant Lots	22
Figure 9.	Vacant Lots in Bonfield Hamlet Settlement Area	23
Figure 10.	Vacant Lots in Rutherglen Hamlet Settlement Area	24
Figure 11.	Wildland Fire Risk.....	3
Table 1.	Bonfield Dwelling Types, 2021	19

List of Appendices

- Appendix A. Bonfield Population Estimates
- Appendix B. Bonfield Employment Data

1.0 Introduction

1.1 Background

The Township of Bonfield is a single tier municipality situated along the Trans Canada Highway (Highway 17) corridor between the City of North Bay and the Town of Mattawa. The Township contains scenic waterways including the Mattawa River, Talon Lake and Lake Nosbonsing in the district of Nipissing. Bonfield is home to approximately 2,000 people and includes vast rural areas and picturesque lakes, as well as the two hamlets of Bonfield and Rutherglen.

Like many communities, the Township of Bonfield is navigating considerable changes due to a changing climate, increased needs for affordable and attainable housing, the ongoing COVID-19 pandemic, a desire to diversify the local economy, the continued need for hamlet revitalization and the preservation of the natural environment and biodiversity.

Bonfield's Official Plan (OP) is a key tool to assist the Township in navigating these changes. An OP is a comprehensive policy document that establishes a twenty-five (25 year) vision for the community and contains policies to guide physical changes undertaken by the public and private sector.

The purpose of an OP is articulated in Section 16 of the *Planning Act* (the Act). This section states that an OP shall contain goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic, built and natural environment of the municipality; such policies and measures that are practical to ensure the adequate provision of affordable housing; and a description of the measures and procedures for informing and obtaining the views of the public when land use planning applications are advanced in the community.

Bonfield's current OP was adopted by Council on August 28, 2012, was approved by the Ontario Ministry of Municipal Affairs and Housing on February 28, 2013, and came into effect on March 21, 2013. The OP establishes a vision and comprehensive set of policies based on the following guiding principles:

- Sustainable Development
- Natural Environment and Resources
- Affordable Housing
- Diversified Economy
- Community and Aboriginal Engagement

Bonfield's Zoning By-Law implements the OP through comprehensive regulations for development, as provided for in Section 34 of the Act. Bonfield's current Zoning By-Law was adopted by Council on May 28, 2013. As with the OP, a changing community context over the past decade necessitates updates to this implementation. Since 2013, there have been ten (10) amendments to the Zoning-By-Law. Bonfield's current OP and Zoning By-Law can be found [here](#).

1.2 The Official Plan and Zoning By-law Review and Update Project

Given the long-term nature of an OP, consistent change in the external environment and a continuously evolving legislative, policy and regulatory environment, it is a standard municipal practice to periodically review an OP and Zoning By-laws to ensure that they reflect the best available information, continue to reflect the vision and goals of the community, and balance that vision and goals with matters of provincial interest in local land use planning.

This practice is enshrined in Section 26 of the Act which requires municipalities to revise their OP no less frequently than 10 years after it comes into effect as a new OP and every 5 years thereafter, unless replaced by a new OP. Similarly, Section 26 (9) of the Act requires municipalities to review and update their Zoning By-Laws to conform with a required statutory update to the OP. The purpose of such a review is to ensure that the OP has regard to matters of provincial interest listed under Section 2 of the Act; is consistent with policy statements issued under Section 3 of the Act; and that it conforms or does not conflict with provincial plans. The review also represents an important opportunity to ensure the OP continues to represent Council's vision and goals for the community. Achieving a balance between local and provincial perspectives is paramount.

There have also been several legislative and policy changes at the provincial level that have occurred since Bonfield's 2013 OP was approved and came into effect. This includes several updates to the Act, two updates to the Provincial Policy Statement and various changes to other related provincial legislation, regulations and practices.

Locally, Bonfield has completed several studies and initiatives that need to be reflected in an updated Official Plan. These include the Township's Climate Change Adaptation Plan, revised flood plain mapping, the Active Living Waterfront Management Plan, an Energy Conservation and Demand Management Plan, the Asset Management Plan, a Road Needs Study, a Community Profile, a Strategic Plan, a Municipal Energy Plan and a Community Safety and Well-Being Plan.

In 2021, Council decided that it would be in the community's best interest to review and update the existing OP and Zoning By-Law given the demographic and environmental change occurring within Bonfield and across the province, as well as to reflect updates to provincial policy and local initiatives. Bonfield identified the following critical success factors for the OP Project, including:

- Comprehensible OP and Zoning By-Law that have no contradicting rules or regulations;
- An OP that will guide growth, to successfully achieve the Township's vision;
- An OP that can allow for flexibility and a variation in use, reducing the need for amendments to the Plan;
- A comprehensive Zoning By-Law, with clear and consistent regulations
- Consultation with key stakeholders, particularly Indigenous communities to inform the update

In 2022, Bonfield retained J.L. Richards & Associates Limited to assist with the OP and Zoning By-law project. The project includes five phases, which are illustrated below.

Figure 1. Project Work Plan: Official Plan and Zoning By-law Review and Update

Phase 1 - Background Issues

- Preconsultation with Province
- Background Report
- Digital Base Map
- Meeting with Township

Phase 2 - Policy Options Consultation

- Meeting with Township and Indigenous Communities
- Public Open House

Phase 3 - Plan and By-Law Preparation

- Draft Plan and By-Law
- Review and Consultations with Township and Province
- Open House

Phase 4 - Plan and By-Law Adoption

- Planning Report
- Plan and Zoning By-Law for Adoption
- Public Meeting
- Submission to Province for Approval

Phase 5 - Plan Consolidation

Phase 1 is underway, and the current report presents the findings of the background research and policy and regulatory recommendations for inclusion in the updated OP and Zoning By-law. It is anticipated that Phase 2 will be initiated in early 2023. Phases 3 and 4 will take place throughout mid to late 2023 with Phase 5, final consolidation, to follow the Province's approval of the OP submission. As part of our work to date, we have:

- undertaken a technical review of the current OP and Zoning By-law;
- conducted a provincial meeting with staff from the ministries of Municipal Affairs and Housing, Northern Development, Mines, Natural Resources and Forestry, Environment Conservation and Parks, Transportation, Agriculture, Food and Rural Affairs, and Heritage, Sport, Tourism and Culture;
- corresponded with the North Bay Mattawa Conservation Authority and the District of Parry Sound Social Services Administration Board;
- reviewed various municipal reports and policy including:
 - 2003 Strategic Plan
 - 2012 OP and Zoning By-Law Review Background Report
 - 2017 Asset Management Plan
 - 2017 Lake Talon Lakeshore Capacity Assessment
 - 2018 Engineering Subdivisions Standards By-Law
 - 2018 Active Living Waterfront Management Plan

- 2018-2022 Accessibility Plan
- 2019 Operating Budget and Tax Levy
- 2019 Drainage Draft By-Law
- 2021 Climate Change Adaptation Plan
- 2021 Corporate Memo on Short Term Rentals
- 2022 Landfill Closure and Post-Closure Care Liability Estimates
- 2022 Budget
- reviewed and analysed 2021 Census of Canada data release for the community; and,
- prepared new population and household growth estimates for the community
- prepared a report and presentation for a Special Meeting of Council held in February 2023

1.3 Purpose of the Report

This Background Report is the first of three reports that will be prepared as part of the OP and Zoning By-Law Review. This report summarizes key information from several different sources, describes the existing provincial policy framework as well as the current OP policies.

The balance of this report is structured as follows:

- Section 2 summarizes the planning policy context for the OP Project;
- Section 3 speaks to the changing climate;
- Section 4 speaks to the natural environment, including source water protection;
- Section 5 speaks to growth and settlement related considerations
- Section 6 speaks to economic development;
- Section 7 speaks to housing;
- Section 8 speaks to revitalization of the Hamlet Settlement Areas;
- Section 9 speaks to rural and agricultural areas;
- Section 10 speaks to recreational and open spaces;
- Section 11 speaks to mobility;
- Section 12 speaks to servicing;
- Section 13 speaks to minerals and mineral aggregate resources;
- Section 14 speaks to cultural heritage; and,
- Section 15 speaks to protecting public health and safety.

This report will remain in draft form throughout the OP and Zoning By-Law review. It is anticipated that new information will be added to the report as the study proceeds. The report will be finalized and will provide the rationale for the new OP and Zoning By-Law that will be presented to Council for adoption and the Minister of Municipal Affairs and Housing for approval.

2.0 Planning Context

The planning policy framework for the Bonfield OP and Zoning By-law Review and Update Project is formed by the Act, the Provincial Policy Statement, the Growth Plan for Northern Ontario, the North Bay – Mattawa Source Protection Area Source Protection Plan. This section summarizes this framework.

2.1 Planning Act

The Act provides the statutory authority for land use planning in Ontario and provides the basis for municipalities to prepare their OPs.

Decision makers must “have regard to” matters of provincial interest as listed in Section 2 of the Act and land use planning decision making must be consistent with the provincial policy statements and must conform to / not conflict with provincial plans.

Several updates to the Act have occurred since the OP came into effect in 2013:

- Smart Growth for our Communities Act, 2015 (Bill 73);
- Promoting Affordable Housing Act, 2016 (Bill 7);
- Aggregate Resources and Mining Modernization Act, 2017 (Bill 39);
- Building Better Communities and Conserving Watersheds Act, 2017 (Bill 139);
- More Homes, More Choice Act, 2019 (Bill 108);
- Covid-19 Economic Recovery Act, 2020 (Bill 197);
- Supporting Recovery and Competitiveness Act, 2021 (Bill 276);
- More Homes for Everyone Act, 2022 (Bill 109); and,
- Build More Homes Faster Act (Bill 23)

The key updates, among other matters, include:

- the introduction of community benefit charges;
- the introduction of inclusionary zoning, in certain circumstances;
- modified parkland dedication requirements;
- modified timelines for appeals of non-decisions for certain development applications; and,
- changed types of matters and reasons for appeals, including transformation of the Ontario Municipal Board to the now Ontario Land Tribunal.

2.2 Provincial Policy Statement

The Provincial Policy Statement 2020 (PPS) came into effect on May 1, 2020 and provides policy direction on matters of provincial interest related to land use planning and development. It is a consolidated statement of the Province’s policies on land use planning that guides decision making in municipalities. It promotes appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment, while integrating the principles of strong communities, a clean and healthy environment and economic growth for the long term.

The PPS is issued under section 3 of the Act and all decisions on land use planning matters, according to the Act, “shall be consistent” with the PPS.

In 2020, changes were made to the PPS to:

- encourage the development of an increased mix and supply of housing;

- protect the environment and public safety;
- reduce barriers and costs for development;
- provide greater predictability;
- support rural, northern and Indigenous communities; and,
- support the economy and job creation.

In late 2022 the Provincial Government proposed a review of A Place to Grow: Growth Plan for the Greater Golden Horseshoe and the PPS. Over the course of this OP and Zoning By-law review, the PPS may be subject to updates. As such, any updates to the Township's OP and Zoning By-Law will be carried out consistent with the PPS in effect at time of writing.

2.3 Growth Plan for Northern Ontario

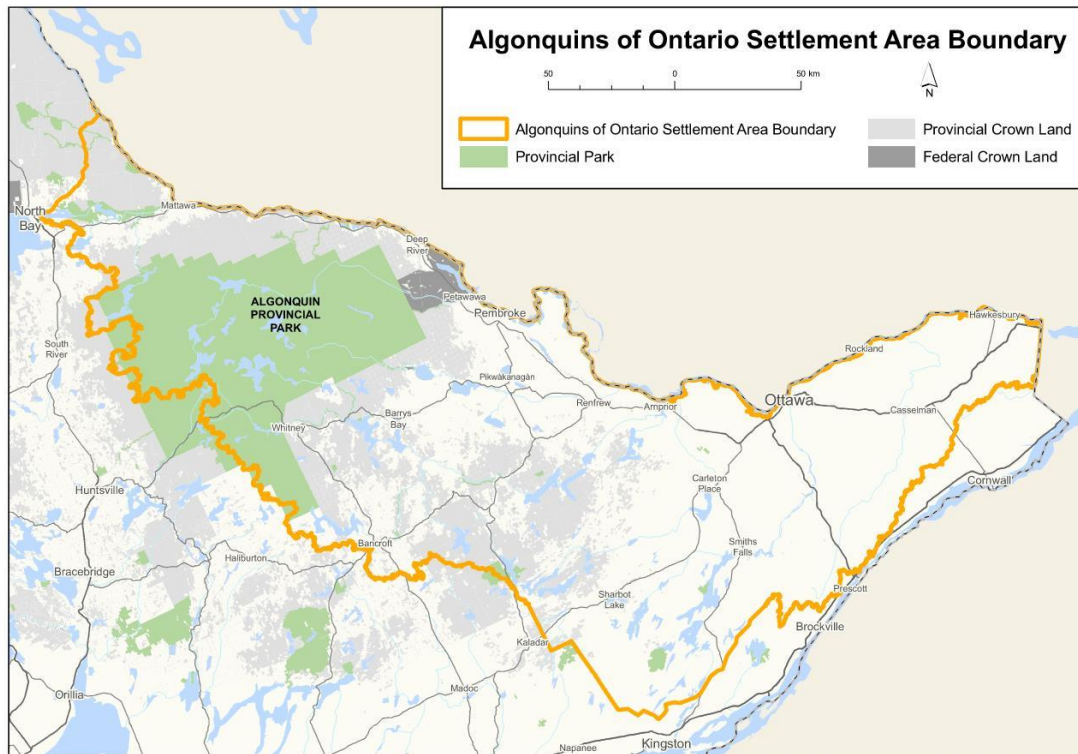
The Growth Plan for Northern Ontario was prepared under the *Places to Grow Act*, 2005 and came into effect on March 3, 2011. The Growth Plan provides guidance to align provincial decision making and investment for economic and population growth in Ontario. The Growth Plan includes policies for the economy, people, communities, infrastructure, environment and aboriginal peoples. Municipal land use planning decisions, including adoption of new OPs, must conform or not conflict with the Growth Plan.

2.4 Algonquin Land Claim

The Algonquin Land Claim, if successful, will be the first modern-day constitutionally protected treaty negotiated in the Province of Ontario. The Algonquins of Ontario (AOO) have asserted that their Aboriginal rights and title have never been extinguished and that they have continuing ownership of the Ontario portions of the Ottawa and Mattawa River watersheds and their natural resources. At time of writing, Ontario, Canada and the AOO are currently engaged in the final stage of treaty negotiations, which the parties anticipate will be concluded in a few more years. If the negotiations are successful, the end result will be a Final Agreement that will take the form of a modern-day treaty.

The boundaries of the claim are based largely on the watershed of the Ottawa and Mattawa rivers, which was historically used and occupied by the Algonquin people. Within Northern Ontario, these boundaries extend as far west as North Bay and includes all of Bonfield Township.

Figure 2. Algonquins of Ontario Land Claim Settlement Area Boundary



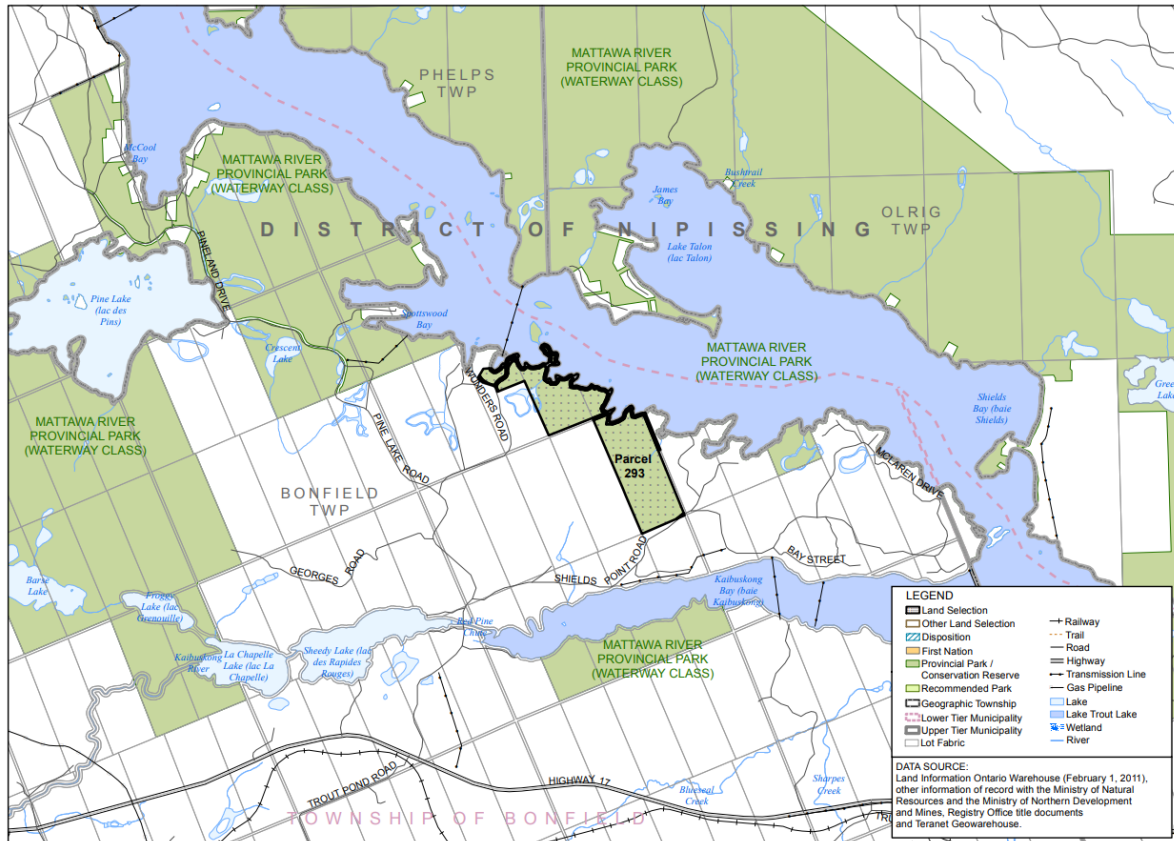
Source: Algonquin of Ontario

An Agreement-in-Principle was signed in 2016. Negotiations and consultations continue toward a Final Agreement. The following principles under the Agreement-in-Principle are relevant to Bonfield:

- land will not be expropriated from private owners;
- no one will lose existing access to their cottages or private property;
- no one will lose access to navigable waterways;
- no new First Nation reserves will be created as part of the treaty;
- approximately 4% of the Crown land in the total claim area is proposed for transfer;
- the vast majority of the Crown land base will remain open to all existing uses;
- after transfer, Algonquin lands will be subject to municipal jurisdiction, including the same land use planning and development approvals and authorities as other private lands;
- land transfers will:
 - restore historically significant sites to the Algonquins;
 - contribute to the social and cultural objectives of Algonquin communities; and
 - provide a foundation for economic development for the region;
- Ontario will continue managing Ontario's provincial parks and conservation reserves, with the Algonquins having a greater collaborative planning role;
- the proposed land transfers will affect a section of Mattawa Provincial Park within the settlement area;
- arrangements are to be negotiated with the AOO for existing recreation or hunt camps to continue on lands that will be transferred. Ontario will facilitate these negotiations;
- Algonquin harvesting rights will be subject to provincial and federal laws necessary for conservation, public health and public safety; and
- the Algonquins will continue to develop moose harvesting plans with Ontario.

The Agreement In Principle also includes 181.18 acres of Crown lands and Mattawa Provincial Park located within Bonfield Township which are proposed to be transferred to Algonquin ownership. These waterfront parcels along Lake Talon, indicated in Figure 3.

Figure 3. Algonquin Land Claim Proposed Settlement Lands Parcel 293



Source: Algonquins of Ontario, Algonquin Land Claim Descriptive Plan, Appendix 5.1.1

2.5 North Bay – Mattawa Conservation Authority

Bonfield Township is within the boundaries of the North Bay – Mattawa Source Protection Area and the Jurisdiction of the North Bay – Mattawa Conservation Authority (NBMCA). Under the jurisdiction of the *Conservation Authorities Act, 1990* and *O-Reg 177/06*, the *Clean Water Act, 2006*, and Section 8 of the Ontario Building Code, NBMCA manages the area's watersheds, drinking water source protection, septic system permitting, and conservation areas. In 2011 the NBMCA signed a Plan Review Agreement with Bonfield Township to provide review of *Planning Act* applications, as well as to provide review of 5-year updates to Official Plans. NBMCA was consulted for the purposes of this background review.

A 2015 Source Protection Plan for the area (NBMSPP), approved on March 5, 2015, protects existing and future drinking water sources from significant drinking water threats within the NBMSPP's Vulnerable Policy Areas, containing wellhead protection areas or Intake protection zones. All municipal decisions, including those made under the Act, are required to conform to the significant drinking water threat policies found in the NBMSPP. At present, there are no

¹ Reference map found at: [Appendix 5.1.1 Descriptive Plans of Settlement Lands | Algonquins of Ontario \(tanakiwin.com\)](http://tanakiwin.com/Appendix%205.1.1%20Descriptive%20Plans%20of%20Settlement%20Lands%20Algonquins%20of%20Ontario)

Vulnerable Policy Areas located within Bonfield Township, and thus no current applicable policies or restrictions within the NBMSP.

DRAFT

3.0 Changing Climate

3.1 Background

The United Nations Framework Convention on Climate Change defines Climate Change as a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.

In 2019, the Government of Canada released *Canada's Changing Climate Report*, part of a national assessment of how and why Canada's climate is changing, the impacts of those changes and how the country is adapting to the change. This report concludes, in part, that:

- both past and future warming in Canada is, on average, about double the magnitude of global warming;
- the effects of widespread warming are evident in many parts of Canada and are projected to intensify in the future. This includes more extreme heat, less extreme cold, longer growing seasons, reduced snow and ice cover, and early spring peak streamflow;
- precipitation is projected to increase for most of Canada, on average, although summer rainfall may decrease in some areas. Precipitation has increased in many parts of Canada, and there has been a shift toward less snowfall and more rainfall. Annual and winter precipitation is projected to increase everywhere in Canada over the 21st Century;
- the seasonal availability of freshwater is changing, with an increased risk of water supply shortages in summer. Warmer winters and earlier snowmelt will combine to produce higher winter streamflows. Warmer summers will increase evaporation of surface water and contribute to reduced summer water availability in the future despite more precipitation in some places;
- a warmer climate will intensify some weather extremes in the future. Extreme hot temperatures will become more frequent and more intense. This will increase the severity of heatwaves and contribute to the increased drought and wildfire risk. More intense rainfalls will increase flood risk; and
- the rate and magnitude of climate change under high versus low emission scenarios project two very different futures for Canada. Projections based on the range of emission scenarios are needed to inform impact assessment, climate risk management and policy development.

According to the Government of Canada's [Canadian Centre for Climate Services](#), Bonfield's annual mean temperature and total precipitation are projected to increase over the next 40 years. From 1951-1980 the average annual temperature in Bonfield was 3.9°C, from 1981-2010 this increased to 4.5°C. Under the high emission scenario, it is anticipated that the annual average temperature will increase to 6.4°C for the 2021-2050 period, 8.5°C for the 2051-2080 period, and 10.2°C for the remainder of the century. The average annual precipitation from 1951-1980 was 903 mm. Under the high emission scenario, it is anticipated that the average annual precipitation will increase by 7% for the 2021-2050 period, 11% higher for the 2051-2080 period, and 15% higher for the remainder of the century.

Bonfield's 2003 Strategic Plan includes priorities for environmental protection to mitigate the impacts of climate change. The 2021 Climate Change Adaptation Plan identifies the concerns of residents and the municipality related to the effects of climate change and calculates the risk of climate change on Bonfield's municipal assets and residents' health. In 2021 the Township developed a staff role dedicated to climate change. A Municipal Energy Plan, to encourage reductions in community and corporate energy consumption is currently in development. Given

the changes that Bonfield is expected to experience, the Township should continue this work to mitigate and adapt to climate change.

Effective land use planning can support mitigation by promoting a mix of land uses and increased densities to bring more jobs and homes closer together, making it more feasible for residents to use non-automobile modes of travel for their journey to work, shop or recreate. Effective land use planning can also be used to ensure that new development maximizes opportunities for passive solar gain, reducing energy use associated with building heating and cooling. Similarly, planning can support adaptation efforts through updated flood hazard mapping with the assistance of the North Bay-Mattawa Conservation Authority (NBMCA), the use of low impact development techniques to manage increased and more variable precipitation, promoting infiltration and reducing long term infrastructure asset costs. Planning can also be used to ensure that new developments maximize landscaping, reduce paving and include trees to reduce impervious surfaces, provide shade to naturally “cool” areas, and promote water infiltration.

3.2 The Official Plan

Climate Change is an increasing threat to municipalities across the globe. The current OP contains some policies around energy efficiency. However, there are no policies regarding climate change mitigation or adaptation. In order to respond to, adapt, and mitigate the impacts of climate change, a holistic and proactive policy approach within the OP is required. Policies should also be incorporated that are consistent with the PPS, and reflective of the environmental priorities of the Strategic Plan and Climate Change Adaption Plan. This includes speaking to climate change more clearly in the document, including climate change in the context and background of the document and clarifying the connection between climate change and other land use planning policies such as active transportation and stormwater management. The updated OP will include policies which:

- Continue to promote compact form within the hamlet settlement areas;
- encourage energy conservation and the use of renewable energy systems;
- encourage tree planting of native or non-native non-invasive plant species which are resilient to climate change, and the use of permeable surfaces for parking lots and sidewalks;
- Consider the potential impacts of a changing climate on water resources;
- Require new infrastructure and public service facilities to be designed in a manner that considers the impacts of a changing climate;
- Promote designs which maximize energy efficiency and conservation and consider the mitigating impacts of vegetation and green infrastructure;
- Promoting green infrastructure to complement traditional infrastructure;
- Maximize vegetation within settlement, rural, and recreational areas;
- Require stormwater management to consider the impacts of a changing climate through the effective management of stormwater including the use of green infrastructure; and
- Continue to direct development away from natural and human-made hazards in order to protect public health and safety from the risks posed by a changing climate. This will include policies for hazardous forest types for wildland fire and lands subject to flooding hazards.

3.3 The Zoning By-Law

The Zoning By-laws will be updated to include:

- general provisions and definitions for buildings and structures which relate to the conservation of energy and use of renewable energy systems;
- Setbacks from areas subject to natural hazards such as flooding or wildland fire risk; and
- Other regulations to implement updates to policies of the OP.

4.0 Natural Environment

4.1 Background

Bonfield boasts numerous water bodies, forests, and picturesque natural heritage. To the Township's north, Turtle Lake, Pine Lake, Lake Talon and Kaibuskong Bay and many smaller lakes extend from the Mattawa River. Portions of the Mattawa River Provincial Park and the Boulter-Depot Creek Conservation Reserve, managed by the Ministry of Natural Resources and Forestry, also fall within the Township's boundaries. It is vital to identify and establish clear policies for these and other natural heritage features to ensure that development occurs in a coordinated and sustainable manner.

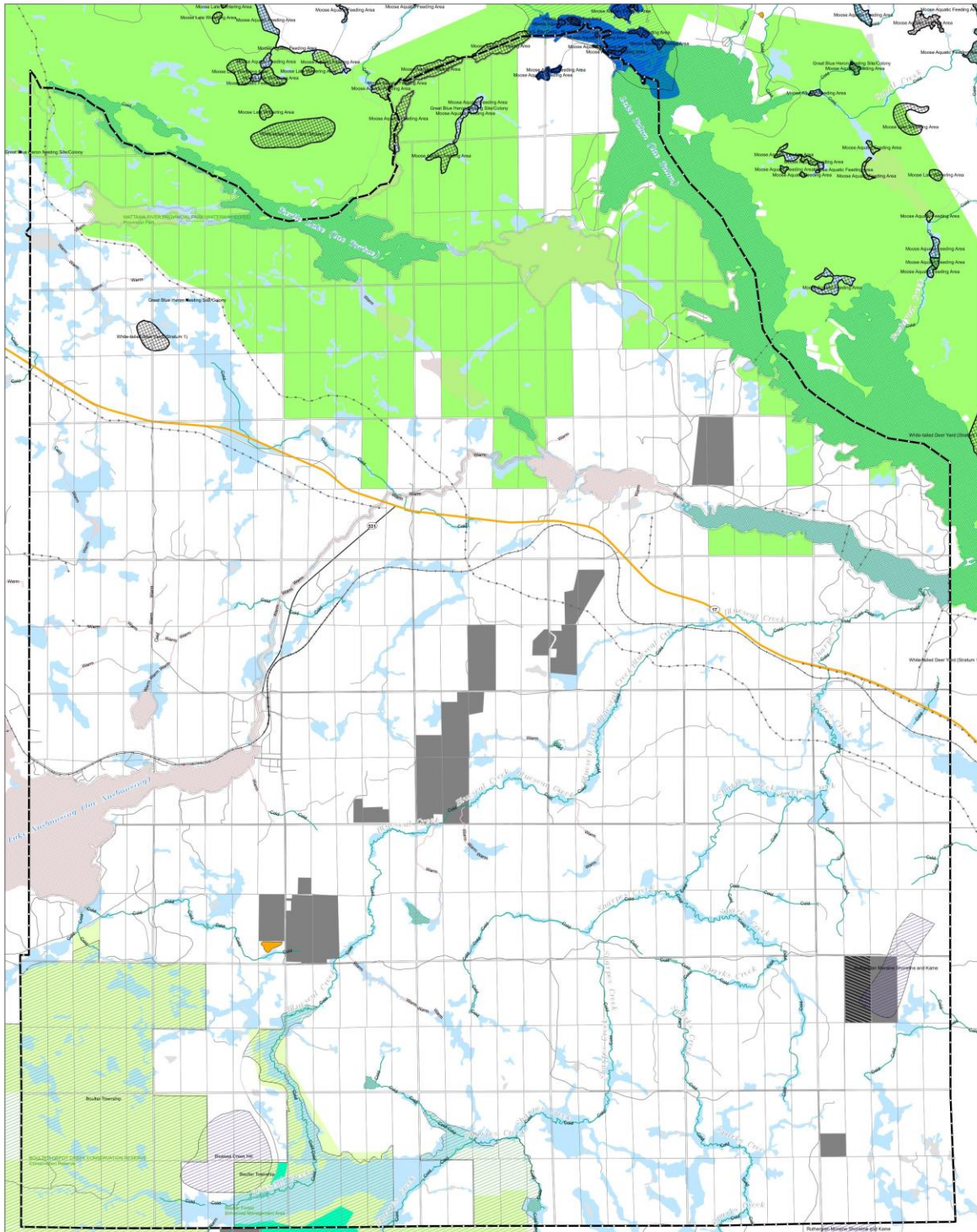
Natural environments and the climate are also inextricably linked. Climate change is altering the water cycle resulting in flooding, droughts, and wildfires which is causing significant biodiversity loss. The Government of Canada has set a target to protect 25% of our lands and oceans by 2025 and 30% by 2030. The target of 30% of land/water to be conserved has been established by scientists as a minimum objective needed to support global biodiversity.

As part of the OP process the Ministries of Environment, Conservation and Parks (MECP), and Natural Resource and Forestry (MNR) have been consulted and have provided data regarding the identification of natural heritage features which will be incorporated into the OP Schedules. Figure 4 displays the provincially significant natural heritage features present within the community.

MNR noted the presence of one Provincially Significant Wetland, Rice Bay, and three candidate Areas of Natural and Scientific Interest (ANSI) areas within the Township's boundaries: Blueseal Creek Hill, Boulter Township, and Rutherglen Moraine Shoreline and Kame. These are Bonfield has many wetlands, not all of which have been evaluated for provincial significance. Lake Nosbonsing, Turtle Lake, Talon Lake, Pine Lake, and Froggy Lake are waterbodies that contain significant fish populations and fisheries within the Bonfield planning area. Depot Creek, Blueseal Creek, Sharpes Creel, Sparks Creek and Kaibuskong River are also important flowing waters. Bonfield also includes significant wildlife habitat such as Moose Aquatic Feeding Areas, Deer Overwintering Yards and sitcknests for multiple species of birds.

The community plans in place point to the protection of natural heritage features and managing the impacts of climate change. The Strategic Plan sets objectives for sustaining the quality of Bonfield's natural assets for future and recognizes the impact this has on quality of life and the Township's economy. Additional objectives include establishing environmentally friendly practices for industry, business, and residents and identifying opportunities to transition to renewable energy sources. The Townships' 2021 Climate Change Adaption Plan further highlights the critical importance of mitigating the impacts to of extreme weather events, flooding, wildfire, and other more frequently occurring natural events as a result of climate change, and the priority the Township wishes to place on establishing best practices for the Township to manage these changes in ways which are fiscally and environmentally sustainable.

Figure 4. Natural Heritage Features



Natural Heritage Features

**Township of
Bonfield**

Data Source: Source Data has been provided by the Ministry of Natural Resources, Ministry of Northern Development and Mines and The Township of Casey

- Legend**
- Tower
 - Utility Line
 - Orwn Track
 - Expressway / Highway, Freeway
 - Ramp
 - Arterial; Collector
 - Local Street
 - Rapid Transit
 - Resource / Recreation; Service; Winter;
 - Waterbody
 - Watercourse
 - Geographic Lot Fabric
 - Munic Bnd Lower And Single

- Wildlife Activity Area
- Waste Management Site
- Candidate ANSI, Earth Science
- Candidate ANSI, Life Science
- Aggsite Authorized Active
- Aggsite Authorized Inactive
- Evaluated-Provincial (Wetland)
- No Significance (Wetland)
- Evaluated-Other (Wetland)
- Conservation Reserve
- Enhanced Management Area
- Provincial Park
- Thermal Regimes of Streams (Cold)
- Thermal Regimes of Streams (Warm)
- Thermal Regimes of Lakes (Cold)
- Thermal Regimes of Lakes (Cool)
- Thermal Regimes of Lakes (Warm)

Print Date: 25-Jan-2023
 A/R No.: 11086

4.2 The Official Plan

The current OP recognizes the importance of natural heritage and states objectives for maintaining, protecting, and enhancing the natural environment. Natural heritage features are identified on Schedule 'B' of the current OP.

Schedule 'B' identifies unevaluated wetlands, two candidate ANSIs, environmentally sensitive areas, and deer wintering areas present throughout the Township. These natural features are sensitive and important features that contribute to the ecosystem and must be protected. Planning for and protecting natural heritage systems contributes to restoring and enhancing ecologically sustainable and resilient landscapes. Identifying these features, and planning for these features can aid in strategically addressing biodiversity loss, land use change and the uncertainties of climate change. Benefits to identifying and preserving natural heritage features include water purification, flood control, soil retention, improved air quality, pollination, climate change mitigation, and places for outdoor recreation and activities. These schedules should be updated to include the Provincially Significant Wetland and updates to the third candidate ANSI, Boulter Township, identified by the MNR in addition to any recent studies determining the significance of natural heritage sites.

The OP also establishes a Development Constraint Area designation, for lands which present natural hazard. These are discussed further in Section 14. An Environmental Protection Area designation, shown on Schedule 'A', is also established for areas with environmental significance not identified on the natural heritage schedules, such as cemeteries and sewage disposal sites.

The current OP contains policies to protect and limit development around candidate and confirmed ANSIs, endangered or threatened species habitats, fish habitats, nesting sites, and unevaluated wetlands. The updated OP will recognize the presence of a Provincially Significant Wetland in the Township and will establish protective policies consistent with the PPS.

The OP also contains policies for requiring environmental impact assessments where appropriate, to determine the impacts of development on natural heritage. These policies should be updated to be consistent with the 2020 PPS policies on protecting natural heritage features, particularly related to mitigation and adaptation to climate change. In addition to the schedules, existing policies will also be reviewed to clearly identify what natural heritage features are present in the community, where they are located, and what (if any) development can occur on or adjacent to these features.

4.3 Zoning By-Law

Natural heritage features are indicated in multiple ways in the Township's Zoning By-Law. Development Constraint Areas related to watercourses and wetlands, as identified by the NBMCA, are indicated on all schedules. The Environmental Protection (EP) and Hazard Lands (HAZ) zones permit uses for the purpose of protection and conservation of natural features or the protection of people from risks associated with these areas.

The current Zoning By-law includes regulations which implement the policies for the natural environment, such as appropriate setbacks to natural heritage features and shorelines. The updated Zoning By-Law schedules and provisions will recognize and apply appropriate protections for the Provincially Significant Wetland located within the Township. The updated Zoning By-law may also include changes to definitions related to flood plains to reflect changes in the PPS.

5.0 Growth and Settlement

5.1 Background

Understanding the future development needs of the community is vital to ensuring there is adequate land supply, servicing and infrastructure available, and a framework in place to ensure development is happening in a manner that meets the needs of the community. This section provides an overview of the population, housing and employment projections, and the current approach to growth management (i.e., urban boundary, phasing policies...etc.). This information will be used to determine land and servicing needs of the community. Population estimates form the foundation and greatly influence the shape of community master planning. Documents such as the Asset Management Plan, and Economic Development Strategic Plans utilize population estimates to forecast demand and opportunities for growth and investment.

5.2 Population, Household and Employment

Section 1.1.2 of the PPS states that 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 up to 25 years. For the purposes of this review this is 2021 to 2046. The first step in meeting this test is to estimate future population and households. A more detailed description of the population and household estimates is included in Appendix A.

Key highlights from these estimates include:

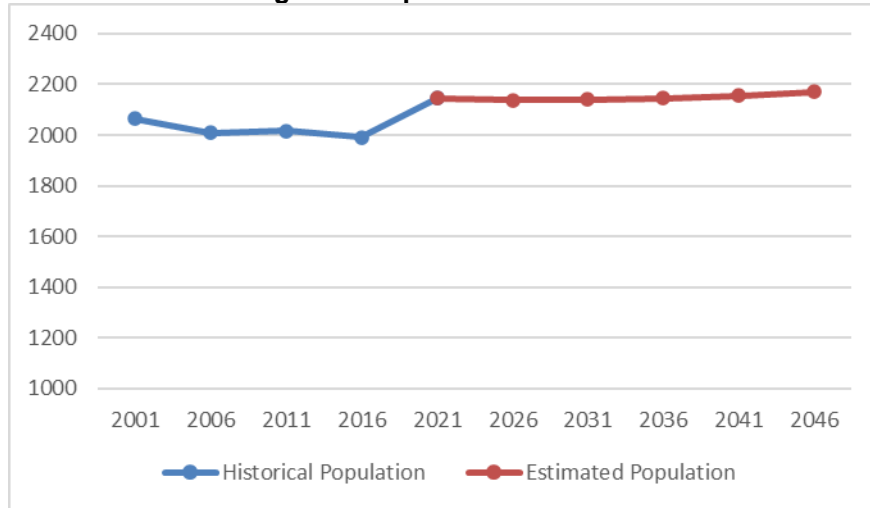
- Bonfield's population is expected to increase modestly to 2170 by 2046;
- The average household size is expected to continue decreasing to 2.1 persons per household;
- The number of households is expected to increase from the current 890 to 1037 by 2046, representing a need for an additional 147 dwelling units, approximately six new units per year; and
- Given the increase in households, particularly with fewer household members, demand for dwelling types may also change over time.

5.2.1 Population

The Township of Bonfield's population has recently experienced rapid growth 7.8% from 2016 to 2021. This is a dramatic growth in comparison to Bonfield's slight decline over the previous four census periods (2001, 2006, 2011, and 2016). Using Ministry of Finance data and applying a proportional share approach, Bonfield's population is anticipated to decline very slightly from 2021 to 2026 before increasing again to approximately 2170 people by 2046. This is demonstrated in Figure 5. Using the proportional share approach, this estimate has a potential range of 114 people with a minimum 2046 population estimate of 2115 and a maximum of 2259.

The median age of Bonfield residents as of 2021 was 48. This is slightly higher than the median age for Nipissing, of 46.8 years. An older population presents land use planning considerations for Bonfield such as the availability of housing, healthcare, and recreational amenities to permit residents to age in place and continue active, healthy lives.

Figure 5. Population Estimates

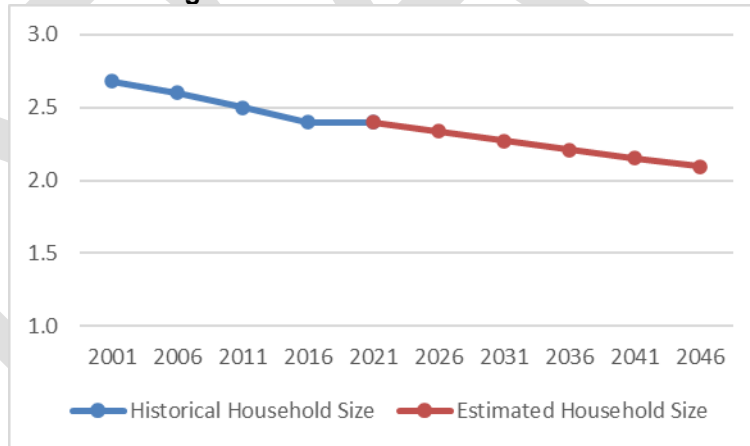


Source: Statistics Canada, Ontario Ministry of Finance

5.2.1 Household Size

Over the past two decades, household sizes have decreased in Bonfield from 2.7 persons in 2001 to 2.4 in 2021. This is similar to many communities in Ontario and Canada and this trend in declining household size is expected to continue in Bonfield over the coming decades, to an estimated size of 2.1 persons per household by 2046. This is shown in Figure 6 and will be discussed further in Section 7.0 of this report.

Figure 6. Household Size Estimates



Source: Statistics Canada, Ontario Ministry of Finance

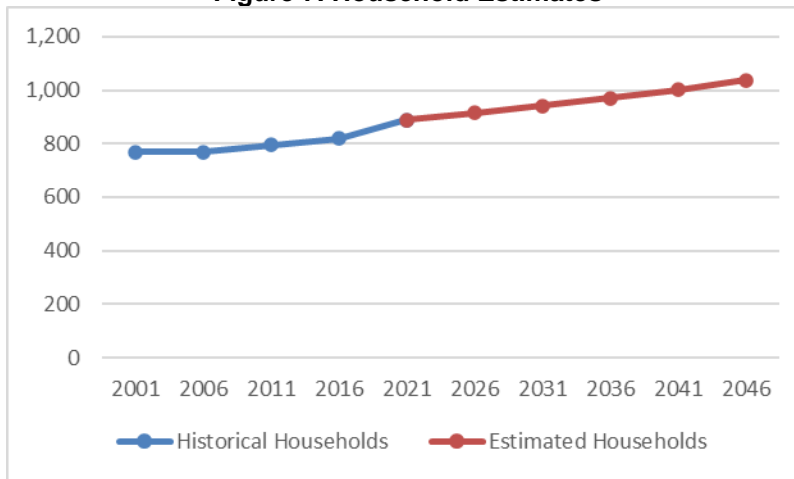
5.2.2 Households & Housing Mix

From 2001-2021 the number of households within Bonfield increased from 770 to 890. Using the proportional share approach, the number of households is expected to grow from to 1,037 by 2046. Household estimates are displayed in Figure 7.

Table 1 displays the dwelling characteristics of Bonfield. As of 2021, Bonfield had 890 private dwellings. Assuming one household per dwelling, by 2046 there will be demand for an additional 147 dwellings to accommodate new households over the next 23 years, approximating a need for six new dwellings per year.

In terms of housing mix, based on the 2021 Census results, the majority of dwelling types were single-detached dwellings. Changing household sizes is likely to impact changes in demand for dwelling types. Similar to other communities, the mix of dwelling unit types will change during the lifetime of the new OP as demand for and availability of housing type changes.

Figure 7. Household Estimates



Source: Statistics Canada, Ontario Ministry of Finance

Table 1. Bonfield Dwelling Types, 2021

Dwelling Type	Number of Units
Single Detached	825
Semi-detached	0
Row House	0
Apartment in a building with fewer than 5 storeys	40
Apartment in a building with fewer than 5 storeys	0
Apartment or flat in a duplex	15
Movable dwelling	10
Total Private Dwellings	890

Source: Statistics Canada

5.2.3 Employment

As of the 2021 Census, Bonfield had 955 residents in the labour force with a participation rate of 51.9%. The unemployment rate was 7.3%, a slight decrease from the rate of 7.6% as of the 2016 Census. This is much lower than the broader Nipissing District's 2021 unemployment rate of 11.8%.

Of those employed, 76% had permanent employment, 12.5% had temporary, seasonal, or contract employment, and approximately 10% were self-employed. The largest employing industries included health care and social assistance (20.8%), retail trade (13.5%), and construction (12.5%), followed by manufacturing, transportation and warehousing, and public administration (6.8% each). The majority of workers spoke English at work (86.8%), followed by a mix of English and French (10%). Only 2.7% of workers spoke primarily French at work and none reported speaking other languages.

The majority of residents worked outside of the home, with approximately 90% commuting outside of the municipality. Approximately half of residents commuted more than 30 minutes for work, with 4% commuting an hour or more. Over three-quarters of workers commuted to North Bay (78%), followed by Mattawa (4%) and East Ferris (4%), and with the remainder commuting to Callander, Calvin, or West Nipissing (2% each). As of 2021, there were 40 workers residing in other census subdivisions commuting into Bonfield for work.

Approximately 15% of Bonfield's employed residents worked from home, a rate which has more than doubled from that of 7% as of 2016. This is likely a result of trends across the Country of increasing remote work and telework since the Covid-19 pandemic in 2020. The 2021 employment data from Statistics Canada is included in Appendix B for reference.

5.3 Other demographic and household forecasts

The outcome of the above estimates aligns with the Ontario Home Builders Association's October 2021 Report "Baby Needs a new Home". This report takes into account various initiatives at the federal, provincial and local decision-making levels and provides projections for each of the 49 census divisions in Ontario, including Nipissing.

The report notes that the Nipissing District has experienced decline in the past five years, but is expected to see higher growth from 2021-2026, followed by slower net growth from 2027 to 2046. This report projects that an additional 1,270 net households living in Nipissing in the next 10 years. These households are expected to occupy low and medium-density housing during this time. From 2021 to 2031, approximately 1,914 new families will be formed and occupy low and medium density, while 1,745 older families are anticipated to leave existing low and medium-density housing. It is anticipated that the number of new young households will equal or slightly exceed generational turnover in the next few decades.

We have included this information in this report as additional context for the Township's benefit. It is important to keep in mind that the information used to create the estimates will change over time, which, in turn will influence the estimates themselves. This includes factors such as changing interest rates, demographic and societal trends. We recommend that the above estimates be updated by the Township on a regular five-year period to ensure that Council has the latest insights into changing population, housing and employment patterns and can adjust its strategies, plans and service levels accordingly. The timing of these updates should coincide with future Census of Canada releases.

5.4 Growth Management

The 2020 PPS and the OP for the Township of Bonfield direct the majority growth and development to the settlement area and permit residential development that is "locally appropriate" in the rural area. The use of the term "locally appropriate" was introduced in the 2020 PPS. Previous PPS policies sought to "limit" residential development in rural areas. The new policy standard provides communities additional flexibility when considering rural residential development opportunities, however it is the intent of the PPS that most residential development will continue to be directed to settlement areas. An initial land supply analysis has been completed to assist with understanding growth and development potential within the Township.

5.5 Land Supply

After reviewing and completed population estimates, the second step in determining whether Bonfield meets the up to 25 years land supply test referred to in Section 5.2 is to examine the supply of land within the municipality. In addition to ensuring a 25 year land supply, Bonfield is required by the PPS to maintain at all times the ability to accommodate residential growth for at

least 15 years through residential intensification and redevelopment and, if necessary, lands that are designated and available for residential development, as well as at least a three year supply of residential units that are suitably zoned for residential intensification and redevelopment, as well as lands in draft approved and registered plans of subdivision and condominium.

The MPAC vacant land property codes for Bonfield were reviewed. Although the land use categories within the MPAC data reviewed for the purposes of this vacant lands analysis do not perfectly align with the Township's designations or zone categories, they can provide a general estimate of the types of vacant lands available. Figure 8 shows a map of the Township's vacant lots which are not impeded by development constraints or natural heritage features. As lakes within the Township are now considered to be at capacity, as discussed further in Section 8, waterfront lots were not included in this calculation.

As shown on Table 2, there are approximately 415 vacant non-water lots within the Township, spanning 3529.4 ha. Approximately six of these lots, or 1.9 ha, are vacant commercial lands. The remaining approximately 3527.5 ha lie within 409 vacant residential lands. Many of these residential or recreational lots are within the rural areas of the Township.

Within Bonfield Hamlet Settlement area (Figure 9), there are 80 residential or recreational non-waterfront lots, covering approximately 30.86 ha. There are three vacant commercial lots, totalling 0.47 ha, within the Hamlet Settlement area. Within Rutherglen Hamlet Settlement area (Figure 10), there are 24 vacant residential non-water lots, covering approximately 16.57 ha. There are no current vacant commercial lots within Rutherglen.

Table 2. Vacant Non-Water Lots

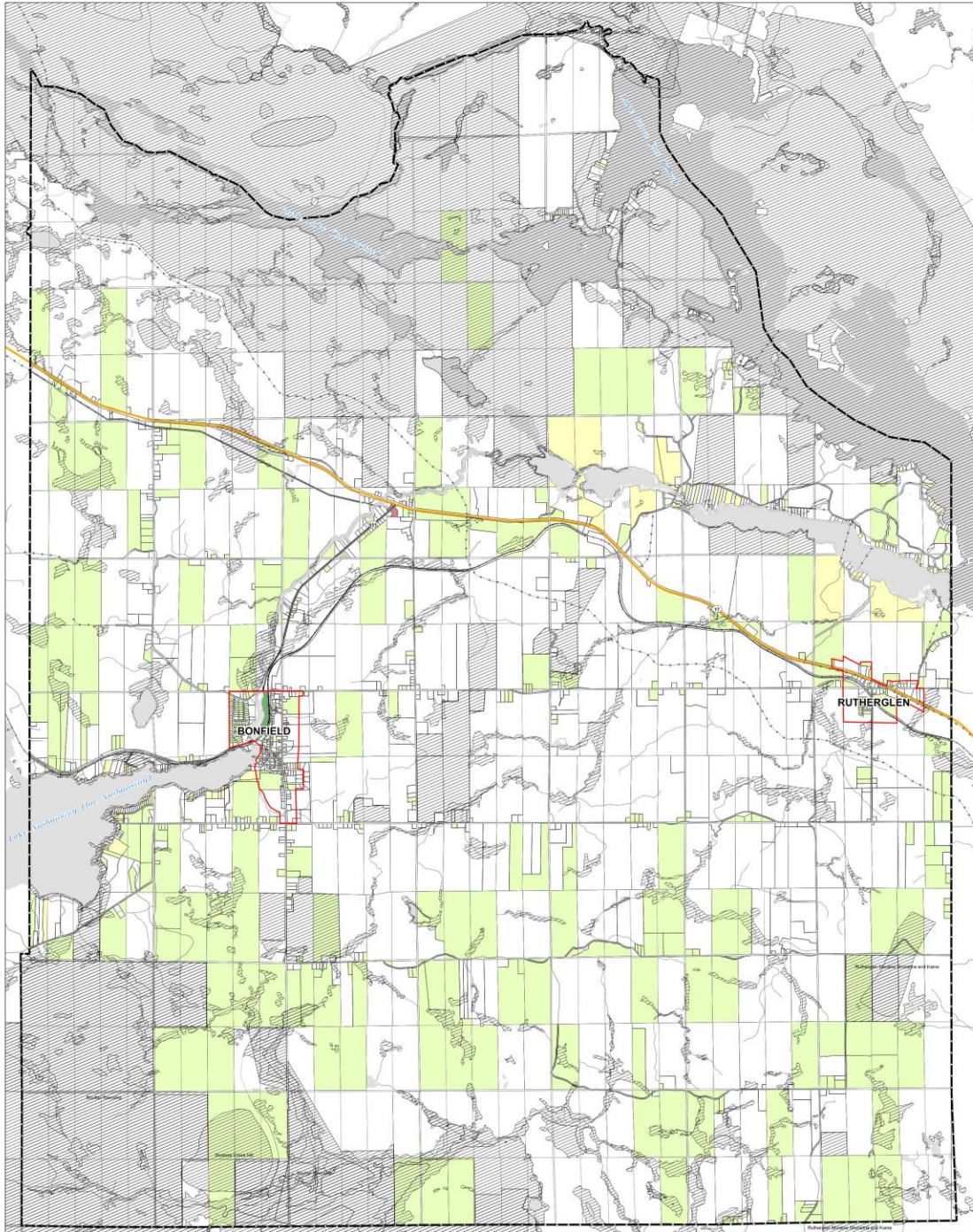
	Vacant Residential		Vacant Commercial	
	Lots	Total Area	Lots	Total Area
Bonfield Township	409	3527.5 ha	6	1.95 ha
Bonfield Hamlet Settlement Area	76	21.2 ha	3	0.47 aha
Rutherglen Hamlet Settlement Area	24	16.7 ha	0	0

When considering potential land supply for potential development, Bonfield can also take into account new lot creation. The OP permits lot creation through subdivision or consent, in compliance with provisions set by the Zoning By-Law. The Zoning-By-laws provisions for lot severance require minimum lot frontages of 60 m and minimum lot area of 1 ha. Across the Township, there are currently approximately 217 vacant residential non-waterfront lots and one commercial non-waterfront lot with severance potential.

Table 3. Vacant Non-Water Lots with Severance Potential

	Vacant Residential		Vacant Commercial	
	Lots	Total Area	Lots	Total Area
All Vacant Lots	409	3527.5 ha	6	1.95 ha
Lots with Severance Potential	217	3457.9 ha	1	1 ha

Figure 8. Vacant Lots in Bonfield



Vacant Land Study

**Township of
Bonfield**

0 0.375 0.75 1.5 Kilometers
 Data Source: Source Data has been provided by the
 Ministry of Natural Resources,
 Ministry of Northern Development and Mines
 and The Township of Casey

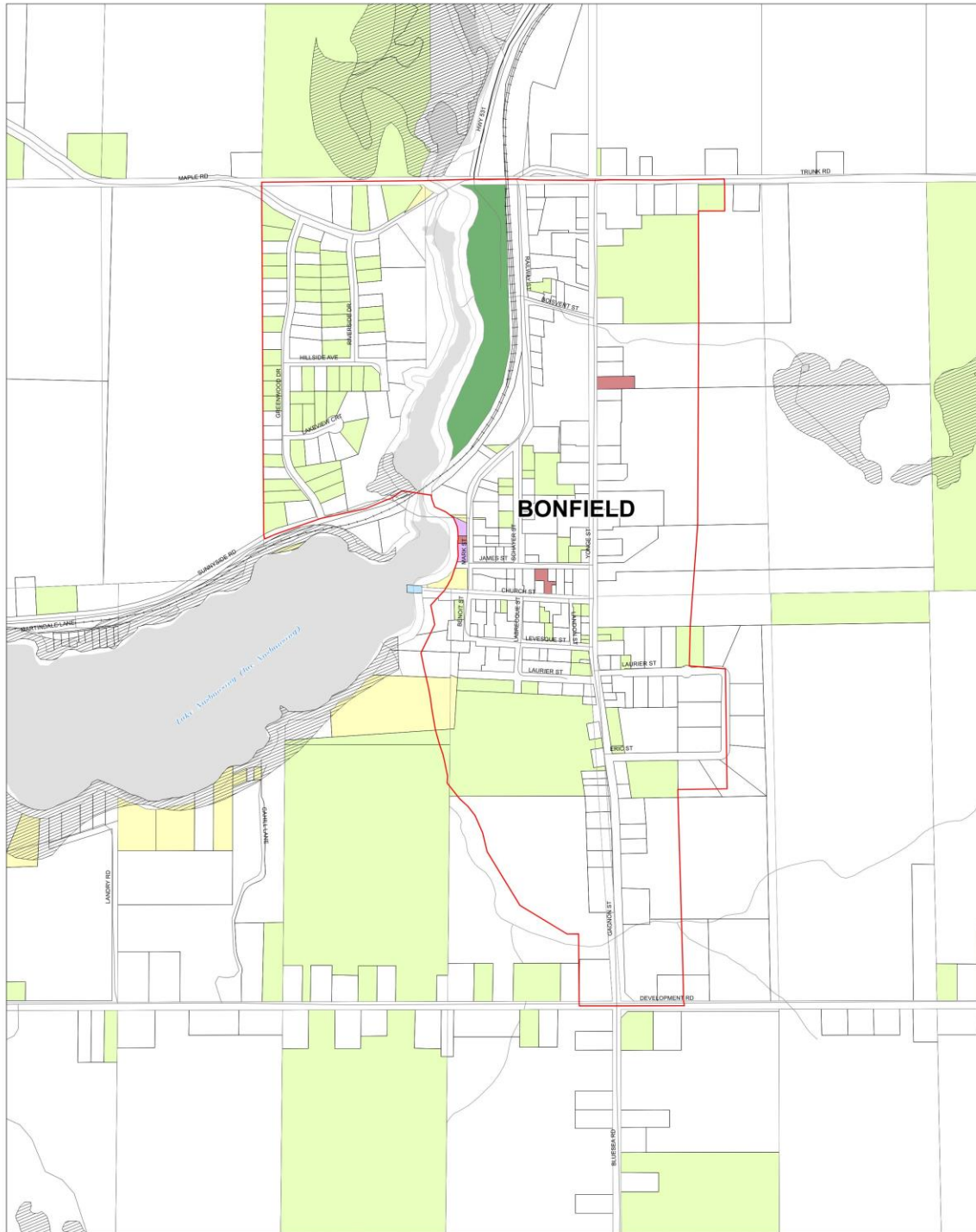
Print Date: 25-Jan-2023
 JLR No.: 31585

Legend

- ⊗ Tower
- ~ Utility Line
- ~ Orwn Track
- Expressway / Highway; Freeway
- Ramp
- Arterial; Collector
- Local Street
- Rapid Transit
- Resource / Recreation; Service; Winter;
- Waterbody
- Watercourse
- Geographic Lot Fabric
- Munic Bnd Lower And Single

- Settlement Area
- Development Constraints
- 100 Vacant residential land not on water
- 102 Conservation authority land
- 103 Municipal park
- 105 Vacant commercial land
- 110 Vacant residential/recreational land on water
- 120 Water lot (entirely under water)

Figure 9. Vacant Lots in Bonfield Hamlet Settlement Area



Bonfield

Township of
Bonfield

0 0.05 0.1 0.2
Kilometers

Data Source: Source Data has been provided by the
Ministry of Natural Resources,
Ministry of Northern Development and Mines
and The Township of Casey

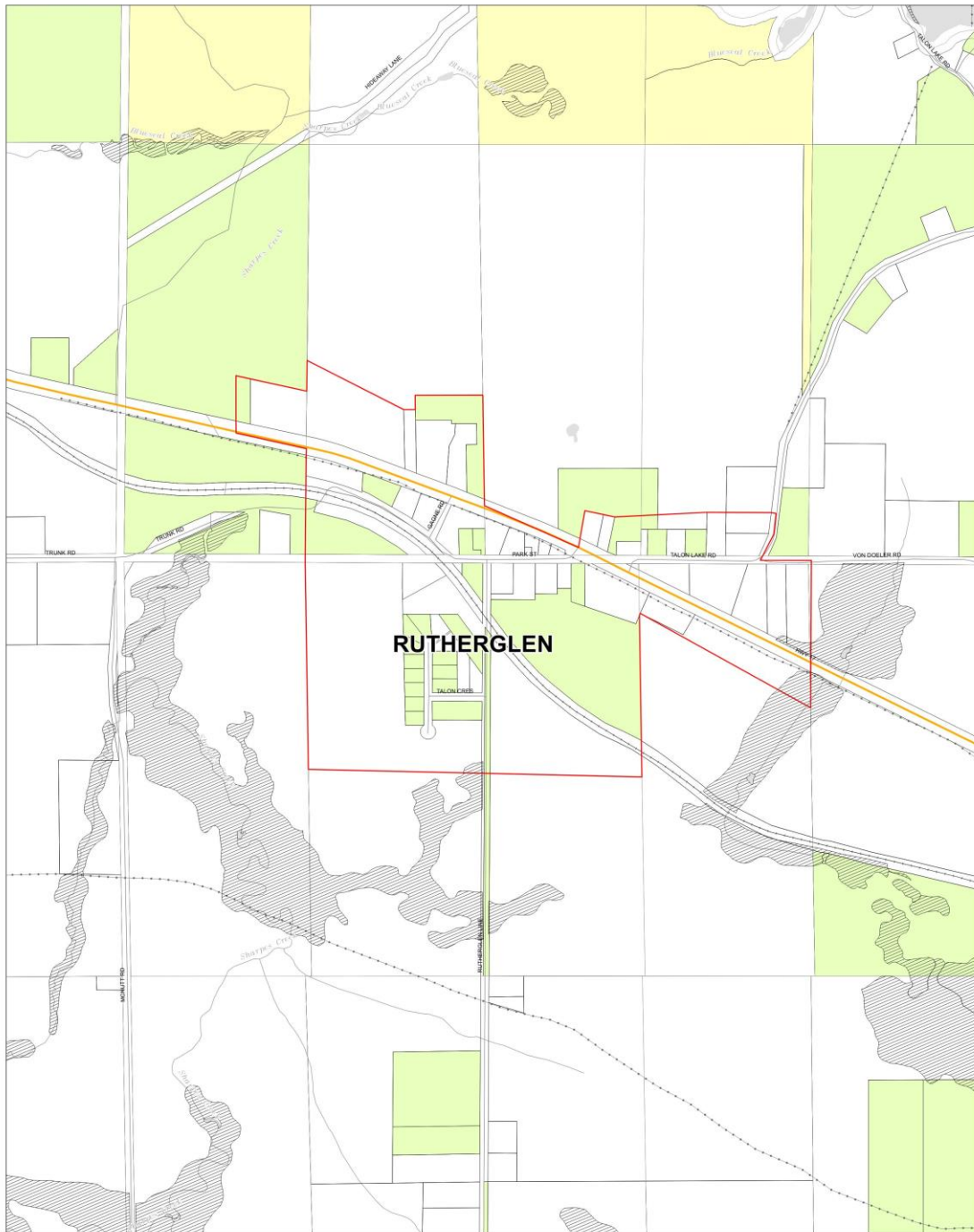
Print Date: 25-Jan-2023
J.R. No.: 31585

Legend

- Tower
- Utility Line
- Orwn Track
- Expressway / Highway; Freeway
- Ramp
- Arterial; Collector
- Local Street
- Rapid Transit
- Resource / Recreation; Service; Winter
- Waterbody
- Watercourse
- Geographic Lot Fabric
- Munic Bnd Lower And Single

- Settlement Area
- Development Constraints
- 100 Vacant residential land not on water
- 102 Conservation authority land
- 103 Municipal park
- 105 Vacant commercial land
- 110 Vacant residential/recreational land on water
- 120 Water lot (entirely under water)

Figure 10. Vacant Lots in Rutherglen Hamlet Settlement Area



Rutherglen
Township of Bonfield

0 0.05 0.1 0.2 Kilometers

Data Source: Source Data has been provided by the Ministry of Natural Resources, Ministry of Northern Development and Mines and The Township of Casey

Print Date: 25-Jan-2023
 J.R. No: 31585

Legend

- Tower
- Utility Line
- Own Track
- Expressway / Highway, Freeway
- Ramp
- Arterial; Collector
- Local Street
- Rapid Transit
- Resource / Recreation; Service; Winter
- Waterbody
- Watercourse
- Geographic Lot Fabric
- Munic Bnd Lower And Single

- Settlement Area
- Development Constraints
- 100 Vacant residential land not on water
- 102 Conservation authority land
- 103 Municipal park
- 105 Vacant commercial land
- 110 Vacant residential/recreational land on water
- 120 Water lot (entirely under water)

5.6 The Official Plan

The OP contains policies that aim to manage growth and development. Within the current OP, the Basis of the OP identifies a slow anticipated increase in population, and residential housing growth needs of approximately 2 units per year. The Bonfield population has experienced greater growth than expected in the last five years, potentially as a result of remote working trends due to COVID-19. To meet continued anticipated growth, an increase of 168 dwelling units will be needed by 2046, at an average rate of seven per year.

The OP defines two Hamlet Settlement Areas on Schedules 'A1' and 'A2'. The intent of the OP is to direct growth and development to these settlement areas. The land supply analysis indicates that Bonfield has sufficient lands to support anticipated residential growth, however the Township should consider the designation of additional lands for commercial and employment growth in the settlement areas. OP policies should be reviewed to ensure that Bonfield's land supply meets the 25-year land supply target and associated sub-targets established in the PPS. This will help ensure that Bonfield has enough land in the right locations to accommodate new opportunities as they emerge. It will also encourage the development of an adequate supply of attainable and affordable housing, ensure that there is adequate choice within the marketplace.

As the demographics of Bonfield continue to change, the OP should consider policies to support changing needs of the population across the lifespan. This may include policies to support aging in place, amenities for all ages and ability levels, planning for health and associated services sufficient for anticipated needs, and the designation of sufficient land for long-term cemetery demands.

The existing OP policies should also be reviewed to ensure that they focus on the land use planning outcomes that Council is seeking by providing enabling policy direction and appropriate flexibility to respond to changing opportunities as they emerge. This includes development standards, sufficient servicing capacity, and cost of growth. This will also include considerations for the short- and long-term, such as identifying future opportunities for increased municipal service provision. The review will incorporate updates specific to recent provincial policy and legislative changes.

The approach to growth management should also be reviewed to create a new balance between urban and rural growth. This review would ensure that the majority of growth is directed towards the settlement areas, while allowing for locally appropriate development in the rural area, consistent with the updated PPS. Severance policies will encourage appropriate intensification in the settlement areas where feasible. As part of this review, servicing policies will be examined to ensure that any new rural development can be sustained by existing and planned service levels (e.g., fire, police, EMS). The Township may also wish to evaluate select rural lots for designation as prime agricultural lands.

5.7 Zoning By-Law

The Zoning By-Law will be updated to implement updated policies of the OP and requirements of the PPS related to growth and settlement patterns. In addition, the Zoning By-Law and schedules will also be updated to reflect OP policies for lot creation, intensification of settlement areas, additional dwelling units, and to correspond with any changes to land use designations.

6.0 Economic Development

6.1 Background

A strong economy is central to a healthy and sustainable municipality. Bonfield was initially settled as a station for CN rail, and was in fact the home of the first spike driven in the ground for the transcontinental rail line. Agriculture, forestry, and logging have long played prominent economic roles in the community. In more recent decades, Bonfield has also leveraged its picturesque environment to develop economic opportunities through local tourism, such as through redevelopment of the Kaibuskong River waterfront in Bonfield Hamlet. Increased tourist traffic can support local retail, recreation and service businesses, development of cottage industries, and private sector investment. The change in working norms since the Covid-19 pandemic has the potential to increase employment and economic opportunities for Bonfield.

Bonfield is strategically located east of North Bay, and along Highway 11, a major transportation corridor for goods, services, and people. The main commercial areas in the Township are in the Hamlet Settlement Areas of Bonfield and Rutherglen, and along provincial Highways 17 and 531. The majority of Township land outside of the Hamlet Settlement Areas is designated Rural Area, which permits agricultural uses, forestry operations, and conservation and recreational uses.

Bonfield is highly impacted by the economic conditions of the surrounding region. It is projected that populations in Bonfield and the wider Nipissing District, will continue to increase over the next few decades. Surrounding communities are developing their commercial and employment lands, attracting businesses and industry to the area. Bonfield has partnered with other regions to pursue economic opportunities, such as through the Mattawa Bonfield Economic Development Corporation. The 2003 Strategic Plan also highlights priorities for the Township which include providing sustainable employment opportunities and infrastructure to support these opportunities, supporting businesses through networking and municipal staff resources, attraction and marketing to increase the Township's exposure, and developing a tourism industry based on the Township's cultural heritage. This is consistent with the economic development goals of the Growth Plan for Northern Ontario, which encourage tourism and associated economic opportunities.

There are various provincial programs and tools designed to enable municipalities to progress employment sites to a more "shovel-ready". Such as the [Investment Ready: Certified Site Designation for Your Industrial Property](#) program which is available for both public and privately owned properties and provides funding support and marketing and investment attraction support for priming vacant industrial sites.

6.2 The Official Plan

The OP provides an opportunity to consider how Bonfield's land use planning approach and policies support investment and growth in these focus areas. The OP does not establish a specific industry as the economic base of the community. Rather, it promotes opportunities for sustainable economic growth that is compatible with the character of the community. The current Plan states that the Township's priorities include creating economic opportunities for residents and businesses that are compatible with the character of the community and fostering partnerships with the Algonquins of Ontario and Métis Nation of Ontario.

Multiple land use designations within the current OP permit employment uses. The majority of the Township's lands are designated Rural Area, which permits agricultural, resource extraction, and institutional activities, as well as some commercial and industrial uses subject to a Zoning By-law amendment. Within the Rutherglen Hamlet Settlement Areas, the Employment Focus Areas designate commercial light industrial uses with preference for their access to transportation

routes. The Community Core Focus Area designation supports a central commercial and civic core within the Bonfield Hamlet Settlement Area. The Residential Focus Area designation within both Hamlet Settlement Areas provides for local-serving commercial uses that support local residential needs. These policies identify the establishment, maintenance and enhancement of employment uses that provide a range of employment opportunities, encourage home-based businesses, and provide opportunities to improve and enhance the quality of tourist facilities and tourism-related businesses in the Township as objectives in promoting economic development.

The OP is a tool that can be used to facilitate business growth within the community. By identifying and retaining employment, commercial, and mixed-use lands and establishing supportive, and flexible policies, the policies in the OP can help make Bonfield more investment ready.

The OP should be reviewed to ensure that an adequate amount of commercial and industrial lands are identified and appropriately located to accommodate future growth and that designations permit a range of economic opportunities and conserve lands intended for commercial uses. In addition, given the focus on tourism and visitor attraction, Bonfield's reliance on private services may limit opportunities for growth of this sector. This will need to be carefully managed through OP policies.

6.3 Zoning By-Law

The Zoning By-Law will be updated to implement policy requirements for employment and economic development. Regulations for zones with relevant primary uses will be clarified to ensure Commercial, Industrial, and other applicably zoned lands are appropriately managed for economic development purposes. This will include review of regulations for home occupations and industries, as well as general and zone-specific provisions regarding accessory structures and storage. Generally, the By-Law should be updated for alignment to ensure that zones, permitted uses, requirements, and their definitions are clear and conform to the Plan.

7.0 Housing

7.1 Background

Housing is a basic human right. According to the Ontario Human Rights Commission, international law requires that Canada work towards having access to adequate and affordable housing. There is ample evidence that demonstrates that attainable and affordable housing is central to achieving various economic and social outcomes. It is no secret that Canada's housing market has become more competitive in recent years, placing upward pressure on housing costs, both ownership and rental.

The 2021 census provides new insights into housing in Bonfield. The number of occupied dwellings increased from 770 in 2016 to 890 in 2021. Generally, household size in Bonfield has decreased slowly over the past two decades, with a further decrease expected from 2.4 persons per average household in 2021 to 2.1 by 2046. This is in line with observations for several decades of decreasing household size for communities across the country and may impact changes in demand for size and types of dwellings in future.

Based on 2021 Census data, Bonfield currently has 890 dwelling units. The vast majority of these housing types are single detached dwellings (93% or 825 units). CMHC data indicates that in 2016, 92.7% of Bonfield households were homeowners, with the remaining approximately 60 households having rental tenure.

The PPS's housing data for 2020 indicates that the average resale price for a house in the Nipissing District was \$302,138. Using the PPS's definition of affordable housing as a purchase price or rent of less than 30% of gross household income, this price is unaffordable to households below the 70th income percentile or earning less than \$99,700. For rental housing, an average rental unit within the Nipissing District cost \$930 per month in 2020. This was unaffordable to households earning less than the 60th percentile, or \$43,300.

Further, CMHC data indicates that in 2016, 12.1% of all Bonfield households were in core housing need. For renting households this was much higher, at 45% of all renting households. Households are described as being in 'core housing need' if they are experiencing a situation that is detrimental in terms of standards set for adequacy (i.e., not requiring major repairs), affordability (as defined by the PPS), and suitability of their housing situation. In the DNSSAB's Housing and Homelessness Plan Five Year Review, there is identified need for affordable housing options along the housing continuum, improved coordination of supports to accompany housing, and attention to housing condition across the district.

The Township has identified concerns with the use of non-residential structures, such as bunkies, trailers, recreational vehicles or commercial buildings, as living spaces, which may be an indication of unaffordable or inadequate residential housing options. In addition, in Bonfield, as in many similar communities, there is an increase in housing being used for short-term rentals, rather than as a primary residence. This practice may have benefits for tourism and economic activity but can also reduce available long-term housing stock for residents, in addition to creating conflicts between neighbours and adjacent land uses and infrastructure unintended for increased activity. An updated OP will include policies to appropriately manage the development of safe and affordable housing in Bonfield.

The Central Bank of Canada, Federal Government and Provincial Government are beginning to take steps to moderate upward pressure in the housing market. These efforts include increasing interest rates, Canada's National Housing Strategy (e.g., National Housing Co-Investment Fund, Affordable Housing Innovation Fund, Rental Construction Financing and Federal Lands Initiative), and Ontario's More Homes for Everyone Plan (e.g., non-resident speculation tax, strengthened

consumer protection with respect to cancelled projects, the Community Infrastructure and Housing Accelerator and amendments to legislation, including the Act, through Bill 109). Governments and stakeholders also continue to promote alternative housing models such as additional residential units, co-ownership housing and former school conversions).

The Province has also implemented legislative and policy changes to encourage intensification as a means of increasing housing stock. Recent changes to the Act as a result of Bill 23, the *More Homes Built Faster Act (2022)*, have changed the jurisdiction of municipalities to permit or restrict residential dwellings under section 34. The Act now permits as-of-right a minimum of three residential dwellings per residential lot, in any combination within a detached, semi-detached or rowhouse or ancillary building to the primary dwelling. Additional requirements for parking or gross floor area related to the permitted dwellings are also no longer within the authority of the Township's Zoning By-Law. The impacts of these changes on infrastructure and servicing, particularly in the case of private services, will need to be adequately addressed in the OP and Zoning-By-law.

Municipalities also have the ability to promote attainable and affordable housing within their communities through various tools including the OP, Zoning By-law, Community Improvement Plans and rental conversion policies. OPs and Zoning By-laws can set the stage for new housing opportunities by designating an adequate supply of residential land, allowing a full range of housing opportunities, creating efficient development and servicing standards that help reduce the cost of bringing a lot to market. Community Improvement Plans geared towards affordable housing, are one policy mechanism whereby municipalities can incentivize the development of affordable housing within the community both in the public and private sectors.

Land use planning can impact the cost of housing and support more affordable options by ensuring an adequate land supply, facilitating all forms and densities of housing, ensuring efficient use of land and using effective business practices.

7.2 The Official Plan

The OP contains a comprehensive set of policies that are designed to promote an adequate range of housing consistent with the policies of the PPS. Generally, residential growth is directed towards the Hamlet Settlement Areas and the intent of the plan is to limit development outside of these areas. New development is encouraged through infill and redevelopment of existing lots. Vacant lands analyses demonstrate that Bonfield has sufficient vacant lands to accommodate residential growth within both Bonfield and Rutherglen Hamlet Settlement Areas. Where new lots are created whether through a plan of subdivision, plan of condominium or consent, appropriate servicing should be provided and no negative impact to existing features and functions (i.e., natural heritage feature, water quality...etc.) should occur.

Through flexible policies, and policies supportive of federal, provincial and municipal programs the OP can remove barriers to development and support building a range of housing types and densities. There is little reference to attainable and affordable housing in the current OP, an issue that is becoming increasingly more prominent throughout the province. In light of an increasing population and changes to provincial legislation and policy which require consideration of an appropriate affordable and market-based range of residential types, the new Plan will consider and establish policies related to:

- minimum targets for provisions of housing affordable to low to moderate income households;
- residential density targets;
- additional residential units and garden suites;
- short term rentals;

- group homes;
- supportive housing;
- housing needs for seniors;
- recent changes to the Act;
- ensuring safe human habitation standards for residential dwellings (i.e., no human habitation in non-residential buildings);
- appropriate servicing requirements and definitions for designations intended for year-round residential uses and regulations to prevent unintended residential uses; and
- adherence to Ontario's Human Rights Code.

7.3 Zoning By-Law

The Zoning By-Law will be updated to implement updated policies of the OP and requirements of the PPS and the Act related to housing. In addition, the Zoning By-Law will also be updated to incorporate:

- Clarified language for all zoning categories;
- Updated general provisions and definitions to streamline and avoid duplication with zoning categories;
- Updated definitions and regulations for uses and structures accessory to residential, such as open storage, shipping containers, bunkies, and so on;
- Regulations to govern appropriate use of and servicing for short-term rentals and seasonal dwellings; and
- A widened range of housing types and densities to address changing and anticipated demands for housing and provincial priorities for development within existing settlement areas, including, but not limited to, additional residential units and mobile homes.

8.0 Hamlet Settlement Areas & Waterfront Areas

8.1 Background

The Township of Bonfield is home to the two hamlets of Bonfield and Rutherglen. Each hamlet has its own unique characteristics, identity, and purpose for the Township.

Rutherglen, in the northeast of the Township and just south of Kaibuskong Bay, has a focus on residential and employment development. Rutherglen's strategic location along Highway 17 is well suited to providing commercial services to both residents and travellers. It is anticipated that Rutherglen will continue to serve these functions for the Township in future.

Bonfield, in the southwestern part of the Township and along the eastern shore of Lake Nosbonsing, acts as the civic and commercial core for the Township, in addition to providing a residential center. Within this area lies the Kaibuskong River waterfront, a natural and cultural asset for Bonfield, with potential for encouraging active living and economic development. In 2018 the Township completed an Active Living Waterfront Management Plan for the purposes of improving the waterfront and neighbouring public parks for active recreational use. Recreational trails, such as cycling and snowmobiling routes in the area provide additional opportunities to encourage commercial, recreational and active transportation activities within the Hamlet. This work aligns with Bonfield's Strategic Plan priorities for the preservation of green space, promotion of heritage, and development of community amenities and events for the enjoyment of residents and attraction of tourists. These parks are discussed further in Section 10.

Bonfield's proximity to lakes and rivers provides ample waterfront areas with immense cultural, environmental, and aesthetic value for the Township. The Township wishes to preserve the value of public and private shorelines for their long-term use and enjoyment. Section 10 of this report discusses recreational public waterfront spaces further.

With regard to shoreline development, waterfront lots are predominantly located outside of the Hamlet settlement areas, along Lake Nosbonsing, Lake Talon, and Kaibuskong Bay. Private waterfront use, including landscaping, property maintenance, regulations for accessory structures (i.e., bunkies, shipping containers, storage), and protecting shoreline views, are of importance to the Township for the value it provides to residents and visitors of Bonfield's water bodies.

Preservation of the Township's water resources is a priority for Council and the public. At the time of the current Plan's adoption, Lake Nosbonsing, Talon Lake, and Kaibuskong Bay had capacity to support limited new development. However, a 2017 Lake Capacity Assessment determined that the latter two lakes are now at capacity and cannot accommodate increased development without negative impacts to ecological function. Policies related to general development along these shorelines will require updating to ensure these areas are protected from the impacts of future development and to ensure that any development occurs in accordance with the guidance of the Lakeshore Capacity Assessment Handbook.

8.2 The Official Plan

The preservation of the natural and cultural heritage within the hamlet areas is vital to continue to support the Township's recreational, environmental, and economic goals. Within the current Plan, these communities are classified as Hamlet Settlement Areas, in which residential and commercial growth of the Township are focused. The OP identifies the Hamlets Settlement Areas as the main focal points of the community and contains policies which place an emphasis on the built form within this area.

Within the Rutherglen Hamlet Settlement Area, lands along the Highway 17 are designated Employment Focus Areas with the remaining lands designated Residential Focus Areas. The Bonfield Hamlet Settlement Area also features two land use designations. The more compact center of the hamlet, from the shore of Lake Nosbonsing and the Kaibuskong River extending east towards Gagnon St is designated the Community Core Focus Area. The remainder of the Settlement Area is designated Residential Focus Area.

The Employment Focus Area is intended for light industrial uses, with additional permissions for commercial retail and office uses. Residential Focus Areas are intended to permit all housing types, with additional permissions for local-serving commercial, conservation, and public recreation uses. The Community Core Focus Area permits commercial, institutional, and public recreation uses and is intended for civic and commercial activity for residents and visitors. Currently, there are limited commercial lots available for future development. The Township may strengthen policies to prevent the conversion of commercial lands to other designations. Analyses of vacant land supply identified limited commercial lands available for development. The Township may consider redesignation of such lands to allow for future opportunities for greater commercial or employment uses. Updates to existing schedules will be made to accommodate expansions of the Settlement Area boundaries as necessary for existing and planned development.

Within the Bonfield Hamlet Settlement Area, the Kaibuskong River Active Living Waterfront Plan identifies redevelopment plans to improve public access and recreational use of the Lake Nosbonsing waterfront. This will have the benefit of improved year-round recreational activity, increased connectivity between open spaces for active transportation, and a destination to attract tourism. The current Hamlet Settlement Area designations and policies align with this and other plans, such as the Township's Strategic Plan. The Hamlet Settlement Area policies will be updated to reflect changes to provincial policies related to intensification and direction of development within settlement areas as well as any changes required to designate lands for anticipated residential and employment uses as a result of the land supply analyses.

With respect to the waterfront areas, it is the intent of the Township to preserve and enhance the recreational and private waterfront areas for resident and visitor enjoyment. Section 10 of this report discusses public waterfront policies and plans. As for private lots, the current OP policies have regard for environmental protection, private access, servicing, and property maintenance. These policies will be updated to regulate structures on shoreline frontages which may obstruct shorelines views in consideration of the aesthetic and functional benefits of private shorelines.

8.3 Zoning By-Law

The Hamlet of Bonfield includes First and Second Density Residential, Multiple Family Residential, Open Space, Highway and Service Commercial, General Industrial, Heavy Industrial, Rural, and Hazard Lands, as well as six Special Zones. The Hamlet of Rutherglen includes First Density Residential, Multiple Family Residential, Rural, Highway and Service Commercial, and Environmental Protection Zones, in addition to two Special Zones. Zoning categories and corresponding schedules for the Hamlet Settlement Areas should be updated as needed based on sufficiency of land supply for future residential and employment needs and to accommodate demand for particular non-residential or commercial uses, such as small-scale urban agriculture or poultry farming.

The revised By-law will update general and zone-specific provisions regarding shoreline uses and accessory structures in keeping with the policies of the OP and the Township's objectives for waterfront enhancement and preservation.

9.0 Rural and Agricultural Areas

9.1 Background

Outside of the Hamlet Settlement Areas, Bonfield has a predominantly rural character. Ample land, water, and forests have historically sustained in the agriculture and forestry industries. The OP will continue to promote the continuance of these industries and other rural recreational and low-density residential uses.

The Ontario Ministry of Agriculture Food and Rural Affairs (OMAFRA) provided preliminary comments on the Ministry's policy interests in protecting agriculture in Ontario. OMAFRA identifies the presence of lands which exhibit characteristics of prime agricultural areas in Bonfield. Prime agricultural areas are defined in the PPS as areas where prime agricultural lands predominate, and associated Canada Land Inventory Class 4 through 7 lands, and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture. Prime agricultural areas may be identified by OMAFRA guidelines developed by the Province as amended from time to time. A prime agricultural area may also be identified through an alternative land evaluation system approved by the province. Prime agricultural lands are defined by the PPS as meaning specialty crop areas and/or Canada Land Inventory Class 1, 2 and 3 lands, as amended from time to time, in this order for protection.

OMAFRA recommends that an evaluation be undertaken to determine whether there are in fact lands that warrant a prime agricultural lands designation, in order to be consistent with Section 2.3.1 and 2.3.2 of the PPS. If prime agricultural lands are present, and overlap with other features, at OMAFRA's requests these will require the creation of separate or overlaying schedules within the OP. An evaluation of prime agricultural lands is not within the scope of this project, however we recommend that the scope be amended to include one.

OMAFRA also indicated that municipalities have flexibility in interpreting how the Minimum Distance Separation (MDS) Formulae can be interpreted. Finally, OMAFRA also recommends that the Township make use of the province's Draft Agricultural Impact Assessment Guidelines to determine potential impacts of development to agricultural areas.

Since the adoption of the current Plan and Zoning By-Law, the PPS policies for agricultural and rural land have been revised. "Rural Areas" is a broad definition which includes "Rural Lands" and is defined in the PPS as "*means a system of lands within municipalities that may include rural settlement areas, rural lands, prime agricultural areas, natural heritage features and areas, and resource areas.*" Meanwhile, "Rural Lands" are "*lands which are located outside settlement areas and which are outside prime agricultural areas*". In an OP, "Rural Lands" are typically designated "Rural", as opposed to rural settlement areas, prime agricultural areas, and natural heritage and resource features, which have their own designations. These and other changes to the PPS since the adoption of the current OP and Zoning By-Law will need to be incorporated into the updated documents.

9.2 The Official Plan

Rural policies for industrial, commercial, and residential uses will be reviewed to ensure the OP is consistent with the intent of the Township for these areas. On rural lands, policies will include:

- Permitting a range of uses typically found in rural areas, such as the management or use of resources, resource-based recreational dwellings (i.e., recreational dwellings), locally appropriate residential development, agricultural uses, agriculture-related uses, on-farm

diversified uses, home occupations and home industries, cemeteries, and other rural land uses.;

- Promoting tourism, recreation, and other economic opportunities on rural lands; and
- Protecting rural land uses that require separation from other uses, including agricultural and resource-related uses.

Policies of rural areas with relevance to agricultural uses will also be clarified, relating to:

- Protecting the long-term use of prime agricultural areas for agricultural use;
- Permitting agriculture, agriculture-related uses, and on-farm diversified uses. The OP will include a policy to ensure compliance with MDS formulae between agriculture-related uses and on-farm diversified uses and surrounding agricultural operations;
- Limiting lot creation in Prime Agricultural Areas except for the limited circumstances provided for in PPS Policy 2.3.4.1, including for agricultural uses, agriculture-related use, residences surplus to a farming operation and for infrastructure. The creation of new residential lots in prime agricultural areas will be prohibited/limited.
- Permitting lot adjustments for legal or technical reasons;
- Permission for accommodation of full-time farm labour provided accommodation occurs within the farm building cluster or on lower-priority agricultural lands that meet the MDS Formulae requirements, and which take out as little agricultural land as possible;
- Ensuring compliance of new land uses, and new or expanding livestock facilities, with the MDS Formulae. Policy will specify how MDS will be applied for MDS I setbacks from surrounding livestock facilities on different lots than the residence surplus to the farming operation, and in relation to the setbacks for agriculture-related uses and on-farm diversified uses. The policy will also apply to the establishment of new land uses including the creation of lots; and
- Supporting opportunities to create a diversified rural economy, by protecting agriculture and other resource-related uses, and directing non-related development to areas where it will minimize constraints on those uses.

Additional considerations for updates to the OP may include:

- Policies to permit the use of temporary use by-laws for event-type land uses such as concerts, rodeos, and farm shows where the use cannot be accommodated in an existing facility such as a park, fairground or bandshell; and
- Policies will exempt uses from site plan control. However, site plan control may be used for on-farm diversified and agriculture-related uses to address measures such as entrances, parking, pedestrian pathway, emergency vehicle access, lighting, walkways, site grading, fencing, landscaping, drainage, outdoor storage, visual screening and loading areas.

Should a land analysis determine Bonfield contains prime agricultural areas, additional policies would be added to preserve these lands consistent with the requirements of the PPS. Natural heritage and land use schedules would also be updated to reflect the changing designations of these areas.

9.3 Zoning By-Law

Much of the lands outside of the Hamlet Settlement Areas are zoned Rural, which is the sole zone category to permit agricultural uses.

The Zoning By-Law will be updated to reflect any changes to the OP as appropriate. Additional updates may include:

- Provisions to permit all sizes, types, and intensities of agricultural uses in the Rural Zone to accommodate new needs (e.g., marijuana operations);
- Permitting partial lot zoning for on-farm diversified uses;
- Uses which are clearly compatible and appropriate and appropriate in prime agricultural areas will be permitted as-of-right such as value-retaining uses (e.g., storage, grading, drying), home offices, or small produce stands. Other uses may require a minor variance or a re-zoning;
- A requirement that the Minimum Distance Separation (MDS) shall be met for any proposed building or structure;
- A minimum lot area for new farm lots in the Rural Zone to discourage agricultural fragmentation; and
- Updated definitions related to agriculture to be consistent with the PPS.

Should a prime agricultural area be confirmed, the Zoning By-Law and its schedules will also be updated for consistency with the PPS.

DRAFT

10.0 Recreational, Parks, and Open Space

10.1 Background

For the purposes of this section parks and open space will refer to municipally, provincially, and federally owned parks, natural areas and waterfront, outdoor recreational and institutional spaces like sports fields and golf courses.

These are key components of a healthy, liveable and safe community. Parks and open spaces provide a range of benefits. On an environmental level, parks and open space mitigate flood risks and impacts of climate change by offering permeable, high-absorbing lands that offset the impacts of potential flood events and trees and vegetation that absorb carbon dioxide and provide cooling canopies. Additionally, parks and open spaces provide areas where native species can thrive within developed, built-up areas. On a human level, parks and open spaces have positive impacts on physical health by encouraging physical activity and community connections. They also have positive impacts on mental health and early childhood development. Representing significant community assets and aesthetic value, parks and open spaces support a community's economy by raising the values of adjacent and proximate properties. Recreational and institutional spaces provide opportunities to attract residents to the area and create a sense of place and space for residents. Parks and open spaces also offer opportunities for the community to host festivals, tournaments and other events that attract visitors to the community.

Bonfield is fortunate to have ample waterfront and outdoor recreational space for both formal and informal recreational activities. Within the Bonfield Hamlet Settlement Area, two public parks - Kaibuskong and Centennial Parks - are connected by the Kaibuskong River waterfront. These scenic areas include green space, outdoor sports courts, play equipment, picnic tables, shade structures, and a boat launch and water access point. This area also includes the municipal office and a community ice rink. A community centre with recreational and sports facilities is also located within the Hamlet.

Outside of the Hamlet Settlement Areas, a municipal marina and waterfront access area is located on Talon Lake. Portions of the Mattawa River Provincial Park and Boulter-Depot Creek Conservation Reserve are located within the Township's boundaries. Throughout the Township there are also various cycling and snowmobile trails for individuals to make use of year-round.

The Township wishes to ensure that these assets can be enjoyed by residents and visitors alike. It is a policy of the current OP to ensure public waterfront access at a rate of .4 ha of waterfront land, with frontages of 60 m or more, for every 1000 m of developed shoreline. Within the current Plan, recreational areas along waterfront and open space areas are intended for both private and public uses.

Specific to parkland, since the OP came into effect, the legislative and regulatory framework governing parkland dedication was updated by the Province of Ontario through the *More Homes, More Choice: Ontario's Housing Supply Action Plan, Bill 108, More Homes More Choice Act, Bill 197 COVID-19 Economic Recovery Act* and *O.Reg 509/20*. The outcome of this bill is that Community Benefit Charges replace Section 37 benefits, while development charges, parkland dedication and cash-in-lieu remain separate requirements.

10.2 The Official Plan

Principles of the OP include the preservation of water resources and natural heritage, as well as promoting the Township's park and recreational features to residents and visitors. The OP has several policies for open space and recreation. Schedule 'A' of the current OP identifies Provincial

Parks and Conservation Reserves and designates a Recreational Area along Lake Nosbonsing and Kaibuskong Bay.

The current OP permits various recreational and open space uses within multiple designations. The Recreational Area designation permits permanent and seasonal residential development, commercial uses for tourism and recreation, and open space uses. In addition, conservation and public recreation uses are permitted within the Hamlet Settlement Areas, including both Residential and Community Core Focus Area and Rural Area designations. Recreational uses such as public and private parks, outdoor recreation, and golf courses are permitted within the Hazard Land designation. Private recreational uses are also permitted within the Rural Area designation.

The Township may consider the additional of a designation for park or open space designations to identify these particular uses distinctly within the Hamlet Settlement Areas. The Township should also consider adding policies to support active transportation connectivity between these spaces.

To support these recreational amenities within the municipality, the OP establishes that as a condition of approval for lot creation the Township shall receive a cash-in-lieu equivalent of 5% of the total land area for park or other recreational purposes. These and related policies should be reviewed to ensure conformity with updated provincial legislation and PPS policies. In the absence of any Recreation or Open Space Master Plans at this time, the establishment of parkland service standards, parkland classifications and parkland design criteria could be considered in the OP.

Policies for parks and open spaces in the OPs will include:

- Updated policies for a parkland dedication or cash-in-lieu of parkland as a condition of development approval;
- Planning for the provision of adequate parks and recreational facilities in the Township;
- Promoting active transportation including public trails and linkages;
- Recognizing the importance of water-based transportation linkages;
- Providing opportunities for public access to shorelines as part of the development approval process; and
- Recognizing provincial parks, conservation reserves and other protected areas, and minimizing impacts on these areas.

10.3 Zoning By-Law

Parks and open space are identified within the Open Space, Commercial Resort, Rural, Environmental Protection, Hazard Lands, and all Residential Zones within and outside of Hamlet Settlement Areas. Requirements for parks and other recreational uses within these zones will be updated as necessary to implement changes to the OP. At this time, there is no need for further review of zoning provisions related to recreational, parks, and open spaces.

11.0 Mobility

11.1 Background

The 2020 PPS defines a transportation system as a system comprised of facilities, corridors and rights-of-way for the movement of people and goods and may take the form of transit stops and stations, sidewalks, bicycle lanes, bus lanes, HOV lanes, rail facilities and parking facilities. These transportation systems move individuals from their point of origin to their destination and can be considered either active (e.g., walking, cycling...etc.) or passive (e.g., driving, bus...etc.). With proximity to North Bay, Mattawa, and other regional communities, and the high proportion of workers commuting outside of the Township, strong transportation links are required between Bonfield and the surrounding area.

Bonfield's transportation system includes provincial highways (i.e., Highway 11, Highway 531), Township roads (e.g., Development Rd), seasonal roads, private roads, sidewalks, on and off-street recreational pathways, snowmobile trails, the Canadian Pacific Railway, public parking facilities, a marina and a boat launching area. The 2017 Asset Management Plan indicates that municipally owned roads are in very good condition and a Roads Needs Study is underway at time of writing.

Understanding that the community contains many waterfront areas, water-oriented transportation policies need to be developed as well as ensuring that appropriate docking and formalized access points are available. At this time, there is currently one (1) public boat launch ramp where Church Street meets the shoreline, two (2) public docks within Bonfield Hamlet, and one (1) public marina on Lake Talon. The Growth Plan for Northern Ontario outlines the importance of ensuring environmentally responsible water transportation and highlights their role in encouraging and promoting tourism.

In recent years the practice of land use planning has evolved to place an increasing emphasis on the need to integrate land use and transportation decisions and to provide individuals with additional non-automobile modes of transportation including walking and cycling with the goal of improving health and climate outcomes. Creating communities that support a variety of transportation methods helps to create healthier, more active communities. Enhanced sidewalk and trail networks provide venues for active transportation methods which allow for physical activity, increased social exchanges, and reduced road congestion and greenhouse gas emissions. These forms of transportation are also more accessible to a larger population.

Bonfield's Strategic Plan sets a priority to create opportunities for residents to pursue healthy lifestyles, including the multi-use recreational trails for sport and socialization. This is consistent with policies in the PPS for creating communities which encourage active transportation and community connectivity.

11.2 The Official Plan

The OP establishes identifies and provides policies for a road classification to accommodate multiple modes of transportation safely and efficiently, including automobiles, freight, and snowmobiles. There are few provisions regarding pedestrian movement, water-oriented and regional transportation connections. In line with the PPS's policies, the OP should be updated to integrate additional modes of transportation present in the Township, such as walking, cycling, and boating. Existing definitions and regulations for road ownership, access, and maintenance should be updated to ensure municipal and private resident responsibilities are clear. Recommendations from the ongoing Roads Needs study will also be incorporated, once available.

Small and rural communities such as Bonfield often struggle with providing transportation options to residents. Innovative transportation options should be explored and supported by the OP. One such example is on-demand transit services, such as in Sault Ste. Marie, Innisfil, or on Manitoulin Island, whereby the community partners with a ridesharing program to allow residents to share trips using pre-existing vehicles to get to multiple destinations. Other innovative mobility options include e-scooters and e-bikes.

The Township provides differing levels of road maintenance throughout the year. The revised OP could include a schedule identifying the road hierarchy and corresponding policies to clarify maintenance responsibilities.

OP policies should be revised to include a holistic approach to movement, mobility and accessibility throughout the community. Recommendations from the Active Transportation Plan should be implemented in the OP. The OP should also set the stage for potential additional transportation network improvements such as water-based transportation.

11.3 Zoning By-Law

The Zoning By-Law will be updated to implement updated policies of the OP and requirements of the PPS related to transportation networks, road access and entrances, recreational and active transportation, parking, and vehicle storage where appropriate.

12.0 Servicing

12.1 Background

There are no full municipal sewage and water services within the Township. The municipality obtains its drinking water entirely from private communal or individual wells and the Township expects that this will continue for the foreseeable future. However, the Township may also consider future opportunities for studies or plans for municipal service provision of drinking water for Bonfield if feasible in the long-term.

The MECP provided preliminary technical comments for this review. They reference PPS policies for development and land use patterns which make efficient use of lands and service provision. The PPS also outlines a hierarchy of service provision. In cases where a municipality does not provide sewage and water services, private communal services are the preferred form of servicing, followed by individual on-site sewage services in cases where private communal services are not available or for the purposes of infill development in within settlement areas. Individual on-site services must also be assessed for impacts to the environment and if outside of settlement areas, desired rural character. The PPS specifies that new lot creation shall only be permitted where there is sufficient reserve sewage and water system capacity, which includes treatment capacity for hauled sewage from private community and individual on-site services.

There are two small non-municipal, non-residential drinking water systems in the Township for the purpose of Regulation 170/03 (Drinking Water Systems) and one designated facility for the purpose of Regulation 243 (Schools, Private Schools and Child Care Centres) registered with MECP. MECP also states that the local District Office is aware of a few drinking water systems that are regulated by the Health Protection and Promotion Act, which is implemented by the local Health Unit.

Non-municipal drinking water systems, as defined by O.Reg. 170/03, are subject to the requirements of the Safe Drinking Water Act (SDWA) and Ontario Regulation 170/03. The Township should be aware of the requirements of Section 53 of SDWA for the establishment of new non-municipal drinking water systems requiring municipal consent. Municipalities may impose conditions on these types of systems and seek financial assurance from owners to deal with any failures of the owners to meet the requirements of the Act.

The Township currently operates one landfill with a useable fill area of approximately 6 ha. As of 2021, the landfill is estimated to have an additional 54 years of capacity.

Stormwater management for the Township takes the form of ditches, swales, and culverts. As these are generally maintained by the Township, it is important to ensure that development and site alteration affecting these culverts, such as driveways and property entrances, follow best practices for stormwater management and make efficient use of municipal maintenance and servicing. The 2017 Asset Management Plan indicates that many of these culverts are reaching the end of their lifecycle, and have an overall asset condition rating of fair, requiring some improvement and maintenance to ensure deteriorating culverts are addressed. The Township may also face increased need for maintenance and changing design or practices in order to adapt to the impacts of climate change, such as increased flooding.

The PPS includes policies for stormwater management to prevent contamination, erosion and changes in water balance, prepare for the impacts of climate change, mitigate risks to humans, property, and environment, maximize vegetation and pervious surfaces, and promote best practices. Since the OP came into effect, land use planning for stormwater management has also

evolved to emphasize the need for more naturalized stormwater management practices to help reduce capital and maintenance cost and encourage more sustainable practices.

Additionally, municipalities are encouraged to prepare a Multi-Year Servicing Plan to support their OPs. Multi-Year Servicing Plans should include recommendations for the resolution of existing problems; consideration of efficiency measures; projections of growth; determination of implications of existing infrastructure; identification of constraints to development and the need for new infrastructure; adoption of a servicing hierarchy; and conclusions. As described in PPS 1.6.6.4, at the time of the OP review or update, planning authorities should assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the character of rural settlement areas.

12.2 The Official Plan

The OP contains policies on private water and sewage. These policies generally prohibit development unless the Township is satisfied that there is adequate water supply and public road access to service the development, that a sewage permit has been granted by the North Bay Mattawa Conservation Authority, that there will be no adverse impacts on neighbouring wells and sewage disposal systems, and assessments in accordance with MECP guidelines.

The OP also includes policies for solid waste disposal sites and limitations to development adjacent to these sites. Within the current OP, stormwater management reports or plans are required in the case of development adjacent to provincial highways, and may be required to support development applications. The Township may also request stormwater management studies at the time of preconsultation for Planning Act applications.

Policies of the OP should be reviewed in the context of the updated PPS policies, including:

- the preferred servicing hierarchy;
- sufficient available reserve capacity for new lots;
- lot sizes for development to be supported by individual private services;
- the requirement of stormwater management and construction mitigation plans for appropriate development applications;
- tests for impacts to the natural environment;
- policies to ensure that development and site alteration, such as driveway number and placement meet the Township's requirements for road and culvert maintenance; and
- to place a greater emphasis on the use of green infrastructure, such as low impact development techniques.

12.3 Zoning By-Law

The current Zoning By-Law contains regulations for Waste Disposal Zones and prohibitions for placement of sewage systems within sensitive natural areas. The Zoning By-Law will be updated for conformity to updates to the OP above, including but not limited to provisions for green infrastructure, and minimum lot sizes for private servicing.

13.0 Minerals and Mineral Aggregate

13.1 Background

As part of the OP process to date, the MND, MM, and MNRF provided the Township with information on aggregate resources, mineral deposit sites, abandoned mines information system inventory sites, mining land status and mineral potential.

Based on this information there are no current or past producing mines, known mine hazards, abandoned mine sites, nor active mining claims recorded within the Township of Bonfield. The Township's bedrock geology includes Felsic Igneous, Migmatitic rocks, and gneisses of undetermined protolith. One Ontario Mineral Inventory site identifies the presence of calcite. The Metallic Mineral Potential Estimation Tool (MMPET) displays low mineral potential for Bonfield.

In order to be consistent with the 2020 PPS, bedrock deposits, sand and gravel resources must be protected by Plan policies and accurately displayed on schedules. The policies of the PPS require:

- Prohibiting incompatible land uses on and adjacent to existing pits, quarries, or significant mineral aggregate deposits. The Province recommends defining "adjacent" as within minimum 500 m of bedrock deposits and quarries, and minimum 300 m of sand and gravel deposits and existing pits;
- Permitting wayside pits and quarries, portable asphalt plants, and portable concrete plants on public authority contracts, without need for a planning application;
- Requiring that extraction shall minimize social and environmental impacts; and
- Recognizing the Aggregate Resources Act as the authority over aggregate operations control and regulation in Ontario.

13.2 The Official Plan

Aggregate and Mineral Extractive Areas are identified on Schedule 'A' of the OP and areas having high aggregate or mineral resource potential are identified on Schedule 'B'. Policies for aggregate extraction address the protection of human health and safety, and prevention of abandoned extraction sites.

The OP will be updated to be consistent with the above-noted PPS requirements as recommended by the MND, MM, and MNRF. The update will also include minor text changes to clarify terminology between the OP text and schedules relating to aggregate resources present in the Township.

13.3 Zoning By-Law

The Zoning By-Law will be updated to reflect changes to definitions related to adjacent lands as recommended by the MND, MM, and MNRF. At this time there is no need for further review of zoning regulations related to minerals and mineral aggregate resources.

14.0 Cultural Heritage

14.1 Background

The PPS defines cultural heritage landscapes as geographic areas that may have been modified by human activity, and that has cultural heritage value or interest to a community. These areas may include features such as buildings, structures, spaces, views, or archaeological sites or natural features valued together for their interrelationship, meaning or association. These landscapes may have been deemed to have cultural heritage value under the *Ontario Heritage Act* or included on a federal and/or international register, and/or are protected through an OP, Zoning By-Law, or other land use planning mechanism.

Built heritage also falls under the realm of cultural heritage and is an important definition for land use planning. The PPS defines built heritage as a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest to a community. These buildings may be deemed of cultural heritage value under the *Ontario Heritage Act* or included on a local, provincial, federal, or international register.

Bonfield's Strategic Plan includes priorities to promote and recognize Bonfield's rich history, through Township branding and promotions, local events or festivals, and tourist attractions. One example is Bonfield's 2002 induction into the Canadian Railway Hall of Fame as the historic location where the first spike was driven in the CPR Trans-Continental Railway. The Ministry of Tourism, Culture and Sport (MTCS) notes that there are five registered archaeological sites in the Township. The primary waterbodies within Bonfield may also be areas of archaeological potential.

The Township is also located along a busy travel corridor and its proximity to the GTA market may provide opportunities for additional tourism development. There are many tourism assets in the Township that appeal to both domestic and international markets, such as outdoor adventure, motorsports, and water-based tourism. Recent improvements to the Kaibuskong Waterfront enhance opportunities for commercial and cultural activity within the Bonfield Hamlet Settlement Area in particular. Community-based and regional assets like Kaibuskong Park, Centennial Park and the Voyageur Multi-Use Trail System promote quality of life and natural assets to be enjoyed by local residents and visitors and boost economic development opportunities in the area.

Since the OP came into effect, the Provincial Government has updated the framework for cultural heritage planning, including the process for designating heritage properties. The PPS was updated to require municipalities to consult with indigenous communities when identifying and managing a cultural heritage or archaeological resource. MTCS requests that this review includes updates to cultural heritage policies and zoning requirements consistent with PPS sections 1.7.1, related to sense of place, and 2.6, to cultural heritage and archaeology.

14.2 The Official Plan

Section 5.3 of the current OP contains policies to guide cultural heritage and archaeological planning within the community. Policies regarding holding provisions should be updated to include the protection and conservation of archaeological resources, as well as the above-mentioned updates to the PPS. At this time there is no further need to review policies related to Cultural Heritage.

14.3 Zoning By-Law

The Zoning By-Law will be updated in accordance with updates to the PPS and as a result of updates to the OP as appropriate. At this time there is no further need to review Zoning By-Law regulations related to Cultural Heritage.

15.0 Protecting Public Health and Safety

15.1 Background

A key element of land use planning is ensuring that development does not occur in locations that are not appropriate due to the risk of public health and safety and property damage/loss. These areas fall within two categories – natural hazards and human made hazards.

Natural hazards include hazardous lands, hazardous sites and hazardous forest types for wildland fire. These hazard types are influenced by climate change. The PPS defines hazardous lands as property or lands that could be unsafe for development due to naturally occurring processes, such as high water levels during heavy precipitation. Along the shorelines of large inland lakes, this means the land, including that covered by water, between a defined offshore distance or depth and the furthest landward limit of the floodproofing hazard, erosion hazard or dynamic beach hazard limits. Along river, stream and small inland lake systems, this means the land, including that covered by water, to the furthest landward limit of the flooding hazard or erosion hazard limits. The NBMCA is responsible for providing information on flooding for the Township and states that there is no update to floodplain mapping available at this time.

The PPS defines a hazardous site as property or lands that could be unsafe for development and site alteration due to naturally occurring hazards. These may include unstable soils or unstable bedrock. This also includes steep slopes, which may be associated with slope instability, erosion, or access constraints. The MND, MM and MNRF have identified many lots with steep slopes within the Township.

The PPS defines hazardous forest types for wildland fire as forest types assessed as being associated with the risk of high to extreme wildland fire using risk assessment tools established by the province and amended from time to time. MNRF has provided a map of Potential Forest Hazard Classification for Wildland Fires for Bonfield which identifies some extreme and high potential hazardous fuel types within the municipality, as well as some areas requiring further evaluation. This will be addressed in the updated OP.

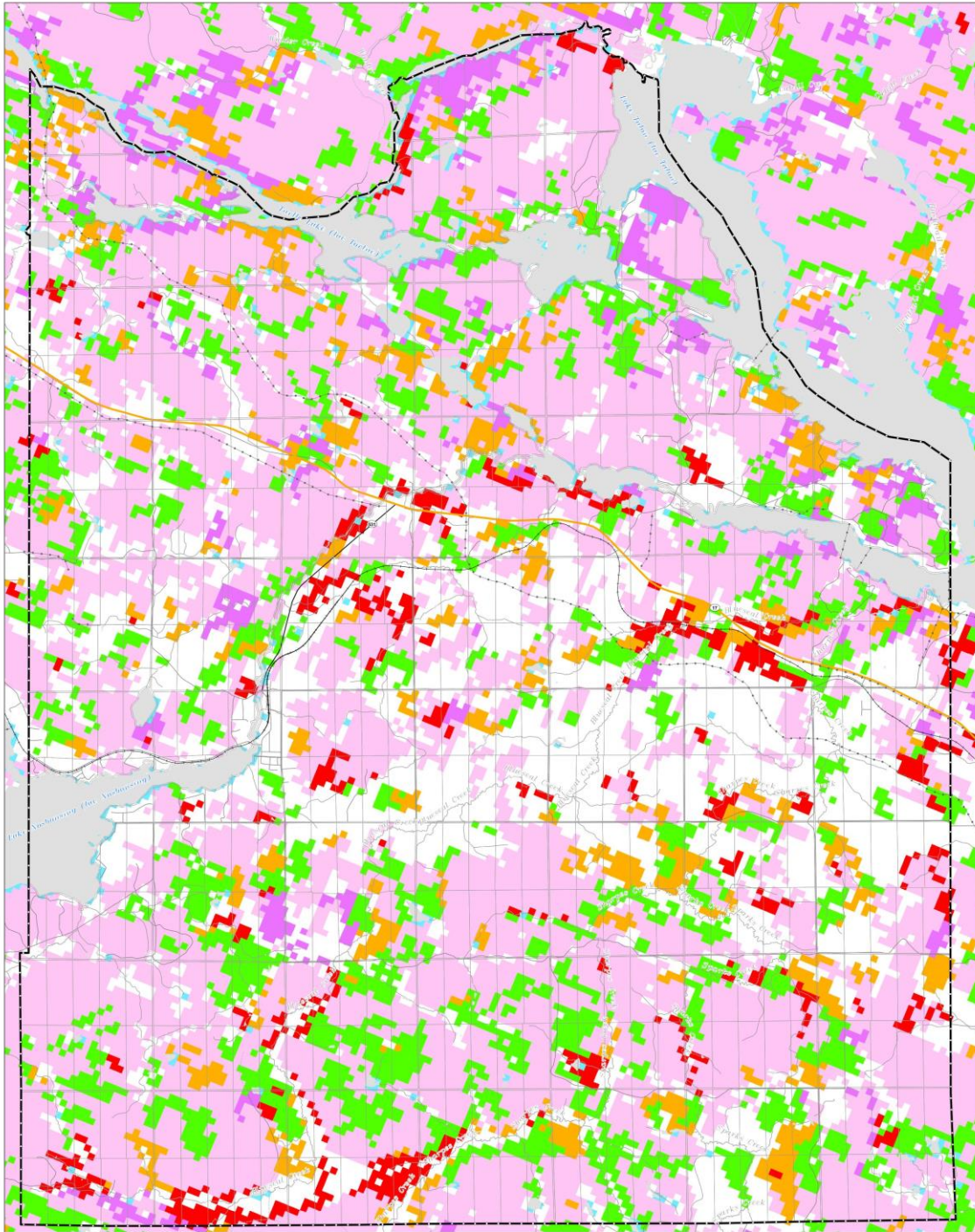
Human made hazards are those places where human activity on the landscape has occurred and the activity has created a risk to further development. Human made hazards include mine hazards, oil, gas and salt hazards, or former mineral mining operations, mineral aggregate operations or petroleum resource operations.

The PPS defines a mine hazard as any feature of a mine defined under the Mining Act, or any related disturbance of the ground that has not been rehabilitated. According to the MND, MM and MNRF, there are no known mine hazard sites in the Township.

The PPS defines a mineral aggregate operation as lands under license or permit, other than wayside pits and quarries, issued in accordance with the Aggregate Resources Act, and associated facilities used in extraction, transport, beneficiation, processing or recycling of mineral aggregate resources and derived products or the production of secondary related projects. Secondary sand and gravel resources are present within the Township.

Given Bonfield's location along multiple bodies of water and dense forest cover, and the presence of secondary sand and gravel resources, hazardous lands are present within the Township.

Figure 11. Wildland Fire Risk



Fire Hazard

**Township of
Bonfield**



Data Source: Source Data has been provided by the
Ministry of Natural Resources,
Ministry of Northern Development and Mines
and The Township of Casey

Legend

- ▲ Tower
- ~ Utility Line
- ~ Orwn Track
- ~ Expressway / Highway; Freeway
- ~ Ramp
- ~ Arterial; Collector
- ~ Local Street
- ~ Rapid Transit
- ~ Resource / Recreation; Service; Winter;
- Waterbody
- ~ Watercourse
- Geographic Lot Fabric
- Munc Bnd Lower And Single

Potential Hazardous Forest Types for Wildland Fire

- Extreme - C1, C2, C4
- High - C3, M2>50%, M4
- Pine Needs Evaluation - C5, C6
- Low - D1, M2<25%
- Water
- Moderate - M2 >25% - <50%

Print Date: 25-Jan-2022
J.R.No. 31955

15.2 The Official Plan

The OP defines and includes policies for hazardous lands, including flooding, erosion, and unstable slopes. The OP also includes policies that speak to human made hazards and potentially contaminated sites, such as policies to limit the impacts of mineral or aggregate resource extraction on public safety, ensuring that development on such lands mitigates risk to public health and safety to the satisfaction of the Township, and requiring a Record of Site Condition to determine remediation needs prior to site redevelopment.

The OP policies relating to public health and safety should be reviewed and expanded to include the full range of hazards identified in the PPS, including new provincial requirements for wildland fires. The OP should also be reviewed to ensure that hazard mapping remains accurate and that the policies are appropriate to address the risk of development associated with such hazards. Policies will also consider impacts on natural hazards posed by climate change.

15.3 Zoning By-Law

The current Zoning By-Law identifies risks to public health and safety related to natural and human-made hazards within the Environmental Protection and Hazard zones. The update will include clarification of the distinction between these zones and their appropriate uses, as well as any required changes to implement updates to the OP.

J.L. RICHARDS & ASSOCIATES LIMITED

Prepared by:

Reviewed by:

**Marilyn Cameron, MSc
Planner**

**Dave Welwood, MES (Planning) RPP, MCIP,
Senior Planner**

This report has been prepared for the exclusive use of the Township of Bonfield, for the stated purpose. Its discussions and conclusions are summary in nature and cannot be properly used, interpreted or extended to other purposes without a detailed understanding and discussions with the client as to its mandated purpose, scope and limitations. This report was prepared for the sole benefit and use of the Township of Bonfield and may not be used or relied on by any other party without the express written consent of J.L. Richards & Associates Limited.

This report is copyright protected and may not be reproduced or used, other than by the Township of Bonfield for the stated purpose, without the express written consent of J.L. Richards & Associates Limited.



Platinum
member

www.jlrichards.ca

Ottawa

864 Lady Ellen Place
Ottawa ON Canada
K1Z 5M2
Tel: 613 728-3571

ottawa@jlrichards.ca

Kingston

203-863 Princess Street
Kingston ON Canada
K7L 5N4
Tel: 613 544-1424

kingston@jlrichards.ca

Sudbury

314 Countryside Drive
Sudbury ON Canada
P3E 6G2
Tel: 705 522-8174

sudbury@jlrichards.ca

Timmins

834 Mountjoy Street S
Timmins ON Canada
P4N 7C5
Tel: 705 360-1899

timmins@jlrichards.ca

North Bay

501-555 Oak Street E
North Bay ON Canada
P1B 8E3
Tel: 705 495-7597

northbay@jlrichards.ca

Hawkesbury

326 Bertha Street
Hawkesbury ON Canada
K6A 2A8
Tel: 613 632-0287

hawkesbury@jlrichards.ca

Guelph

107-450 Speedvale Ave. West
Guelph ON Canada

N1H 7Y6

JLR Logo is a Registered Trademark © 2009, all rights are reserved
Tel: 519 763-0713

guelph@jlrichards.ca



J.L. Richards

ENGINEERS · ARCHITECTS · PLANNERS