



DRYDEN

Draft South Van Horne Master Plan

City of Dryden - Draft for Public Consultation and Council Consideration

Prepared pursuant to the mixed-use waterfront policy of the City of Dryden Official Plan (June 2023, V14)

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1. PURPOSE AND STATUTORY BASIS

1.1 THE POLICY REQUIREMENT

The Dryden Official Plan provides that:

“Large-scale mixed-use development including residential and commercial uses along the waterfront is subject to a Secondary Plan or Master Plan process undertaken by the City to determine the appropriate allocation of commercial and residential uses balanced with open space and amenity areas, and the protection of the lake.”

This document is the Master Plan contemplated by that policy for the South Van Horne development.

1.2 CHOICE OF INSTRUMENT

The Official Plan permits either a Secondary Plan or a Master Plan. The City has confirmed that the proposed development conforms to the Waterfront Mixed-Use designation and that no Official Plan Amendment is required. A Master Plan adopted by resolution of Council is therefore available, and is the instrument this document assumes.

1.3 SCOPE OF THE PLAN

This Master Plan addresses the whole of the South Van Horne development, approximately 30 acres in two precincts described at Section 3. Precinct A is owned by the City. Precinct B is in provincial ownership and is proceeding through the provincial surplus disposition process. The plan proceeds on the assumption that the City will hold or acquire both, while recognizing that the timing and outcome of the provincial process are not within the City’s control.

Precinct A should be planned, serviced and phased so that it functions as a complete development if Precinct B is not acquired. Proposals that rely on Precinct B for servicing, access, open space, parkland or trail continuity should identify that reliance and describe the contingency.

1.4 THE DETERMINATIONS REQUIRED

Policy requirement	Section
The appropriate allocation of commercial and residential uses	5
Balanced with open space and amenity areas	6
The protection of the lake	7

The plan also sets out the servicing framework at Section 8 and phasing at Section 9.

1.5 WHAT THIS MASTER PLAN DOES NOT DO

This Master Plan is not an Official Plan Amendment and does not amend any land use designation. It does not confer development rights, approve a plan of subdivision, remove any holding provision, or effect the acquisition of any land.

Development remains subject to removal of the holding symbol, a Zoning By-law Amendment where required, draft plan approval under s. 51 of the *Planning Act*, site plan control under s. 41, and all applicable approvals under the *Environmental Assessment Act*, *Public Lands Act*, *Lakes and Rivers Improvement Act*, *Fisheries Act*, *Ontario Heritage Act* and *Ontario Water Resources Act*.

Section 24 of the *Planning Act* requires that no public work be undertaken and no by-law passed that does not conform to the Official Plan. Adoption of this Master Plan brings subsequent City works and by-laws in the study area into conformity with the waterfront policy only.

1.6 VISION

The South Van Horne development will provide a mixed-use neighbourhood with public access to Wabigoon Lake, a protected marsh edge, completion of the Signature Trail system to the water, and a range of housing types suited to different household sizes and stages of life.

2. APPLICATION, COUNCIL DISCRETION AND EQUIVALENC

This section governs the reading of the whole document and prevails over any contrary implication elsewhere in it.

2.1 PURPOSE

This Master Plan states the outcomes Council seeks on the South Van Horne development, together with the benchmarks by which those outcomes will ordinarily be measured. It is a framework for evaluating proposals. It is not a prescription of a single design, and the reference concept described at Section 4.6 is one way of achieving the outcomes rather than the only way.

The City invites proposals that achieve these outcomes by other means. Innovation in built form, servicing, open space design, public realm delivery and housing tenure is welcomed, and nothing in this document should be read as discouraging it.

2.2 TWO CATEGORIES OF REQUIREMENT

Some requirements in this Master Plan arise from statute, regulation, provincial standard or the Official Plan itself. Council cannot waive these, and this Master Plan does not purport to allow it. They include the Environmental Impact Study under Official Plan policy 3.18.1; archaeological assessment under the *Ontario Heritage Act* and Official Plan policy 3.7; the hazard elevation under Official Plan policy 3.29; fish habitat setbacks under Official Plan policy 3.24.3; authorizations under the *Fisheries Act*, *Public Lands Act* and *Lakes and Rivers Improvement Act*; Record of Site Condition obligations under O. Reg. 153/04 and Official Plan policies 3.13.2 to 3.13.5; parkland dedication rates under ss. 42 and 51.1 of the *Planning Act*; accessibility obligations under the AODA; and Indigenous engagement obligations. These are identified as fixed requirements where they appear.

Everything else in this Master Plan is a determination of Council, and Section 2.3 applies to it.

2.3 COUNCIL DISCRETION

Council may accept an alternative to any determination in this Master Plan, on any basis Council considers appropriate.

Council is not bound to any particular test, evidentiary threshold or process in exercising this discretion. Council may accept an alternative in whole or in part, accept it subject to conditions, or decline it. Council may request whatever supporting material it considers useful in a given case, including a written statement from the proponent identifying the outcome sought and how the alternative addresses it, but no such material is required and its absence is not a barrier to approval. Where a matter is technical, Council may rely on the advice of staff or a qualified professional, or choose to render decision of their own accord by majority vote only.

Council may also depart from a determination on its own motion, whether or not a proponent has requested it, and whether or not an alternative has been proposed.

Council's decision is final. Recording brief reasons in the approving resolution is encouraged so that the interpretive record of this Master Plan remains useful for later applications.

2.4 NO FETTER ON COUNCIL'S DISCRETION

Nothing in this Master Plan fetters, or is intended to fetter, the discretion of Council or of any approval authority. Council retains its full jurisdiction under the *Planning Act*, the *Municipal Act, 2001* and all other applicable legislation, including the discretion to approve, modify or refuse any application, to enter into or decline any agreement, and to amend, replace or rescind this Master Plan.

Directive language in this document expresses Council's intention at the time of adoption. It does not bind Council's consideration of a future application.

2.5 BENCHMARKS

Numeric standards in this Master Plan are benchmarks drawn from the Official Plan, the City's adopted studies and the reference concept. They give proponents a starting point, staff a consistent basis for evaluation, and the public a measurable statement of what the City is seeking. They are not lot standards and they are not zoning.

2.6 INTERPRETATION

Where this Master Plan and the Official Plan conflict, the Official Plan prevails. Where this Master Plan and a fixed requirement conflict, the fixed requirement prevails. Boundaries shown in supporting figures are approximate and may be adjusted without amendment.

2.7 UNDEFINED TERMS

The Official Plan does not define "large-scale" or "waterfront" for the purposes of the waterfront policy. Council's interpretation, adopted with this Master Plan, is as follows.

Large-scale means mixed-use development meeting any one of: 50 or more residential units; 1,000 m² or more of gross commercial floor area; or a development parcel of 4 hectares or more.

Waterfront means lands within the Settlement Area that are within 120 metres of the normal high-water mark of Wabigoon Lake.

These interpretations will serve as the working precedent for other shoreline parcels, including Sandy Beach, and should be carried into the next Official Plan update as definitions. Council retains discretion to interpret these terms differently on a future application where the circumstances warrant.

3. STUDY AREA

3.1 EXTENT

The study area is approximately 30 acres (12.1 ha) of the South Van Horne development, extending south from Lakeside Drive on both the east and west sides of Van Horne Avenue, bounded by Clay Banks Road, and fronting Wabigoon Lake and the Laura Howe Marsh. It corresponds to the area addressed by the Van Horne Landing Pre-Design Report (JRCC, April 2024).

3.2 PRECINCTS

	Precinct A	Precinct B
Description	City-owned waterfront lands at the south end of Van Horne Avenue	Former Ministry of Natural Resources lake base, bounded by Van Horne Avenue and Clay Banks Road
Approximate area	4.05 ha (10 acres)	8.1 ha (20 acres)
Ownership	City of Dryden	Province of Ontario, surplus disposition in progress
Status	Subject to an executed agreement of purchase and sale, conditions not waived	Not owned
Zoning	Waterfront Mixed-Use with holding provision, Open Space and Natural Areas, Hazard Zone	Low-Medium Density Residential with holding provision, Waterfront Mixed-Use

A surveyed study area boundary with legal descriptions for each parcel and precinct should be prepared and appended to this Master Plan.

3.3 EXISTING USES

Existing uses within or adjoining the study area include the public dock and boat launch, trail system, an unserviced public washroom facility, a warehousing facility, Nature's Inn - Dryden RV Park, and various adjoining small commercial operations and residential properties.

3.4 CONTEXT

The study area sits at the southern terminus of the City's principal trail system, adjoins the Laura Howe Marsh, contains the City's most significant undeveloped lake frontage, and is identified in the Strategic Plan 2026–2031 as the City's first economic development priority.

4. POLICY AND PLANNING CONTEXT

4.1 OFFICIAL PLAN (JUNE 2023, V14)

The Official Plan directs growth to the Settlement Area, promotes compact mixed-use development and addresses the waterfront directly. Relevant objectives include connectivity between neighbourhoods, downtown and the waterfront (2.1.1.8), recognizing and enhancing the waterfront for recreation (2.1.7.3), and providing publicly accessible settings for recreation including water-based resources (2.1.6.13).

	2022	2047	Growth
Population	7,388	11,762	+4,374
Households	4,110	6,781	+2,671
Employment	3,750	6,188	+2,438

4.2 STRATEGIC PLAN 2026–2031

The Strategic Plan identifies waterfront development, focusing on the South Van Horne development and the Sandy Beach Leisurplex, as the first priority under Economic and Investment Diversity.

Under Growth Management, the Strategic Plan commits the City to implement an Infrastructure-First Development Policy mandating that necessary infrastructure upgrades, including capacity and resilience improvements, are fully funded, planned and completed ahead of or concurrent with the approval of major new housing or commercial developments, with a focus on water treatment and distribution capacity, wastewater management, road network expansion and maintenance, and municipal facilities.

Section 8 gives effect to that commitment through capacity confirmation at the appropriate stage of each phase.

4.3 COMMUNITY CAPACITY STUDY (2022)

The Community Capacity Study identifies the Van Horne Avenue waterfront as a City-owned site for future residential development and recommends that the City refresh the Waterfront Development Plan, secure a development partner, complete infrastructure requirements and apply to remove the holding provision.

4.4 ASSET MANAGEMENT PLAN (2025)

The Asset Management Plan records a total replacement cost of \$893.0 million, of which 42 per cent is in poor or very poor condition. Water infrastructure is rated poor overall and carries a high risk rating, the highest of any asset category, with 68 per cent in poor or very poor condition and unaccounted-for water between 42 and 58 per cent. Sewer infrastructure is rated fair with moderate risk. Roads are rated poor, with an average pavement condition index of 54.3.

The ten-year funding gap to meet proposed levels of service is \$38 million tax-supported and \$54 million rate-supported. Active transportation trails total 11.4 km, with the proposed level of service set at maintain and expansion identified as funding contingent.

The plan directs that as infrastructure is emplaced through the subdivision agreement process, the City should calculate the long-term repair and replacement requirements of that infrastructure, and records that no allocation has been made for contributed assets. Section 8.5 gives effect to that direction.

4.5 HOUSING NEEDS STUDY

Pending finalisation of the Housing Needs Study, this Master Plan uses a working growth target of more than 500 additional households over the next 15 years, based on the best available housing needs analysis at the time of preparation. This target will guide the assessment of land supply, servicing needs, infrastructure priorities, phasing, and implementation measures, and may be confirmed or refined once the Study is complete.

4.6 VAN HORNE LANDING PRE-DESIGN REPORT (2024)

The City retained JR Cousin Consultants and HTFC Planning and Design through a request for proposals. Three layout options were prepared, the City provided comments, and a preferred alternative was developed. Because the City commissioned and directed this work, it satisfies the requirement in the Official Plan policy that the process be undertaken by the City.

The preferred layout provides:

Component	Quantity
Single-detached lots	38
Assisted living units	108

Component	Quantity
Multi-family units	250
Total residential units	396
Commercial floor area	1,500 m ²
Class C construction estimate (2024)	\$19,272,279

The Pre-Design Report is the City's conceptual design input and a reference concept. It is not an approved plan and not the only acceptable design.

4.7 SIGNATURE TRAIL SYSTEM IMPROVEMENTS FEASIBILITY STUDY (2022)

The study area sits at the southern terminus of the City's principal trail system. The Dryden Signature Trail runs approximately 5.4 km on two routes along the Wabigoon River, with gravel and paved sections, a suspension bridge, interpretive signage and public washrooms. It connects Johnstone Park, Cooper Park and the Laura Howe Marsh. The Laura Howe Marsh loop is approximately 2 km, with a trailhead, parking and information kiosk off Van Horne Avenue. The Nature in the City Trail runs approximately 6.8 km. The City network totals more than 25 km.

Cooper Park is a waterfront park within walking distance of downtown, and the marsh is the southern anchor of the system. The study area lies between the marsh and Wabigoon Lake, at the point where the system presently ends. The shoreline pathway sought at Section 6.5 completes the southern end of that system and is the means by which Official Plan objective 2.1.1.8 is given effect.

The Feasibility Study's specific recommendations for this section of the network, including alignment options, surface and width standards, accessibility standards, structures, wayfinding strategy, cost estimates and implementation priority, have not been incorporated into this draft but should be considered.

5. ALLOCATION OF COMMERCIAL AND RESIDENTIAL USES

Section 2.3 applies to each determination in this Section.

5.1 RESIDENTIAL YIELD

The reference concept provides 396 residential units across the study area, with an estimated population of approximately 855 persons and a gross density of approximately 33 units per hectare.

5.1.1 A total residential yield in the order of 396 units across the study area is supported. Council will consider proposals above or below that figure on their merits, having regard to servicing capacity confirmed under Section 8, the open space outcomes at Section 6 and the lake protection outcomes at Section 7.

5.2 HOUSING MIX

5.2.1 Council's target housing mix across the study area is:

Housing form	Target
Multi-unit (apartment, stacked, townhouse)	55%
Single-detached	35%
Assisted living, supportive or seniors' housing	10%

5.2.2 Council will consider an alternative mix where it is satisfied that the proposal delivers comparable housing diversity and comparable provision for seniors, supportive or accessible housing. Forms that may satisfy this outcome include purpose-built rental, life-lease or co-operative tenure, accessory and additional residential units, modular or factory-built housing, congregate or shared-facility housing, and mixed-tenure blocks. A proposal that provides for seniors and accessible occupancy in a form other than a dedicated assisted living building is capable of meeting the outcome.

5.3 COMMERCIAL ALLOCATION

5.3.1 Council seeks commercial floor area in the range of 500 m² to 3,000 m², integrated with residential uses or free-standing.

The commercial component is intended to serve the neighbourhood and the waterfront visitor economy, including food service, small retail, marine-related and seasonal uses. Other commercial uses could be considered. Official Plan objective 2.1.3.9 identifies downtown Dryden as the focus for goods and services, and policy 3.2.1 requires commercial use to remain primary and to occupy the full street frontage where residential use is accessory within a commercial building.

5.3.2 Commercial floor area materially exceeding 3,000 m² should be supported by a retail market impact assessment addressing effects on the downtown commercial core. Council may dispense with this where the proposed uses are clearly marine, tourism or trail-related and unlikely to compete with downtown trade.

5.3.3 Commercial uses should be concentrated at the Van Horne Avenue and Clay Banks Road node and at the waterfront activity area rather than distributed along the shoreline. Council will consider alternative locations where shoreline public access and the open space system are not compromised.

5.4 SEASONAL, MARINE AND VISITOR USES

The study area contains the City's dock and boat launch and the Laura Howe Marsh trailhead. Seasonal and tourism-related uses, including vendors, food truck parking, marine services and trail-head services, are contemplated within the commercial allocation, consistent with Official Plan objectives 2.1.7.2 and 2.1.7.3 and with the Strategic Plan direction to apply Municipal Accommodation Tax revenue to community amenities and tourism attractions.

5.4.1 Public marine access, including the dock, boat launch and any kayak launch, should remain available to the general public. Council's preference is for public ownership and operation. Council will consider alternative arrangements, including operation under lease, licence or management agreement, where continued public access on reasonable terms is secured for a defined period and is enforceable by the City.

6. OPEN SPACE AND AMENITY AREAS

Section 2.3 applies to each determination in this Section except where a fixed requirement is identified.

6.1 OPEN SPACE PROVISION

6.1.1 Council seeks a minimum of 35 per cent of the gross study area, approximately 4.2 hectares, as open space. This comprises the riparian buffer, the marsh interface, public parkland, and the public realm of plazas, seating nodes and trail corridors. Stormwater management facilities, road allowances and parking areas are not ordinarily counted toward this figure.

6.1.2 The 35 per cent benchmark should be capable of being satisfied within Precinct A on its own, consistent with Section 1.3.

6.1.3 Council will consider a lesser percentage where the open space provided delivers comparable public benefit through quality, accessibility, connectivity or programming. Council will also consider counting multi-functional space toward the figure, including a stormwater feature designed and built as a genuine public amenity with pathways, planting and seating, where its recreational function is real rather than incidental.

6.2 PUBLIC SHORELINE

Public access to the Wabigoon Lake shoreline is the outcome Council regards as least susceptible to substitution. Official Plan objectives 2.1.1.8, 2.1.6.13 and 2.1.7.2 all direct the City toward it, and this is the City's only significant undeveloped lake frontage.

6.2.1 The Wabigoon Lake shoreline within the study area should be publicly accessible in perpetuity, and residential lots shall not hold exclusive private frontage on the lake.

6.2.2 The means of securing public access is open. Public ownership, registered easement, statutory right-of-way, long-term lease or a combination are all acceptable, and Council will consider any mechanism that delivers durable and enforceable public access. Council will also consider alignments that step back from the water's edge where topography, habitat or hazard constraints make an at-shore route impracticable, provided that the public reaches the water at reasonable intervals.

6.3 PARKLAND DEDICATION

6.3.1 Parkland dedication is required at the rates provided under ss. 42 and 51.1 of the *Planning Act* and Official Plan policy 7.10. This is a fixed requirement.

6.3.2 Council's preference is that dedication be taken as land rather than cash-in-lieu, located in the shoreline and marsh-edge corridor so as to consolidate rather than fragment the open space system. Council will consider cash-in-lieu in whole or in part, or a combination of land and cash, where the resulting open space system is of comparable quality and connectivity, or where cash-in-lieu funds an identified waterfront or trail improvement.

6.4 AMENITY AREAS

6.4.1 Council seeks on-site outdoor amenity area in multi-unit buildings of approximately 4 m² per unit, exclusive of parking, driveways and required buffers.

6.4.2 Amenity area serving seniors' and supportive housing must meet applicable accessibility obligations under the AODA and Official Plan policy 2.1.1.10. This is a fixed requirement.

6.4.3 Council will consider a lesser on-site provision where high-quality public open space is directly adjacent and accessible, or where indoor amenity, rooftop amenity or shared facilities deliver comparable resident benefit.

6.5 TRAIL INTEGRATION

6.5.1 The development should deliver a continuous public trail linking the Laura Howe Marsh loop trail to the Wabigoon Lake shoreline and northward along Van Horne Avenue toward Cooper Park and the downtown, completing the southern end of the Signature Trail system.

6.5.2 Trail surface, width, gradient and structures should meet or exceed the standards in the Signature Trail System Improvements Feasibility Study. Where that study is silent, the benchmark is a minimum 3.0 m width with a stone dust or paved surface, suitable for hiking and cycling.

6.5.3 The shoreline segment must meet applicable accessibility obligations under the AODA. This is a fixed requirement. The Asset Management Plan records that only half of City sidewalks meet the AODA minimum clearance width of 1.5 m, and new construction on the waterfront should not add to that deficit.

6.5.4 The boardwalk and pathway along the marsh edge should be designed to the outcome of the Environmental Impact Study, elevated or on boardwalk where required to avoid disturbance.

6.5.5 The existing Laura Howe Marsh trailhead, parking and information kiosk on Van Horne Avenue should be retained and upgraded as the southern gateway to the trail system, with its function protected through the construction period. Council will consider relocation within the study area where the replacement is of comparable quality and accessibility.

6.5.6 Signage should be consistent with the system-wide wayfinding strategy in the Feasibility Study. Interpretive content should address marsh ecology and site history and should be developed with the Indigenous communities engaged under Section 10.5 where it addresses matters within their knowledge and interest.

6.5.7 Trail works should be constructed in the phase in which the adjoining lands develop and secured by the development agreement with financial security. Council will consider alternative timing or delivery arrangements, including phased or City-delivered construction with a developer contribution.

6.5.8 Trail assets to be assumed by the City should be included in the lifecycle cost assessment at Section 8.5, including boardwalk structures, which carry shorter service lives and higher renewal costs than at-grade trail.

6.5.9 If Precinct B is not acquired, the City should pursue trail continuity across it by easement, agreement or condition of approval, and the Precinct A trail should in any event form a complete and usable route.

6.6 VAN HORNE AVENUE TERMINUS AND WATERFRONT VIEWS

6.6.1 The development should recognize the prominent location of the South Van Horne lands at the terminus of Van Horne Avenue. Site layout, building placement, landscaping and the public realm should maintain and, where practicable, enhance visual connections toward Wabigoon Lake and the waterfront from the Van Horne Avenue corridor.

6.6.2 Development should avoid creating an uninterrupted built form that unnecessarily obstructs significant public views toward the waterfront. Building placement, setbacks, public open space, streets and pedestrian connections should be arranged, where practicable, to maintain visual permeability between Van Horne Avenue and Wabigoon Lake.

6.6.3 Council will consider alternative site layouts where the overall design continues to recognize the prominence of the Van Horne Avenue terminus and provides a comparable or enhanced public-realm and waterfront-view outcome.

7. PROTECTION OF THE LAKE

This Section contains both fixed requirements and determinations of Council, identified individually.

7.1 RIPARIAN BUFFER

7.1.1 A minimum 15 metre vegetated riparian buffer, measured inland from the normal high-water mark, applies along the Wabigoon Lake shoreline under Official Plan policy 3.18.1 and Appendix C, and should comprise not less than 75 per cent of the shoreline lands. The buffer should be planted with native species and protected by registered easement or public ownership. This is a fixed requirement.

Official Plan policy 3.18.2(b) permits a reduction where a qualified professional confirms that there will be no negative impact on the natural shoreline. That flexibility is exercised under the Official Plan rather than under Section 2.3 of this Master Plan.

7.2 ENVIRONMENTAL IMPACT STUDY

7.2.1 An Environmental Impact Study prepared by a qualified professional is required under Official Plan policies 3.18.1 and 7.3 before planning approval. Policy 3.18.1 triggers an Environmental Impact Study for significant development requiring site plan approval within 30 metres of a lake. This is a fixed requirement and is not within Council's discretion to waive.

The study should address fish habitat and spawning areas under policy 3.24, significant wildlife habitat under policy 3.40, threatened and endangered species under policy 3.42, waterfowl habitat under policy 4.3.6, nesting sites under policy 4.3.7, the ecological function of the Laura Howe Marsh and its adjacent lands, and the cumulative effect of boat launch, dock and kayak launch works on nearshore habitat.

7.2.2 The Laura Howe Marsh is documented as a nesting, feeding and resting area for waterfowl and other birds, including Great Blue Heron, American Bittern, Blue-winged Teal, marsh hawk and red-winged blackbird, and supports deer, red fox, turtles and amphibians. Official Plan policies 4.3.6 and 4.3.7 are therefore engaged, notwithstanding that the marsh is not a provincially significant wetland. The study should specifically assess:

- (a) breeding bird survey results across the appropriate seasonal window, and identification of nesting sites requiring protection or seasonal construction timing restrictions;
- (b) the effect of increased year-round human presence and associated trail traffic, as distinct from the effect of the built form;
- (c) the interaction of the boardwalk and pathway alignment with the marsh edge, including lighting spill, noise and off-trail incursion; and
- (d) mitigation, which may include seasonal construction windows, alignment adjustment, screening, planting or fencing to discourage off-trail access, and interpretive signage.

7.2.3 The study should cover the full study area, including Precinct B, and should be completed before the layout is fixed. Where access to Precinct B is unavailable, the study should identify what could not be assessed.

7.3 LAURA HOWE MARSH

The City has confirmed that the marsh is not a provincially significant wetland, so the prohibition in Official Plan policy 3.36.2 does not apply. Policy 3.36.4 does apply: development on or adjacent to natural heritage features is not permitted unless ecological function has been evaluated by a qualified professional and no negative impact is demonstrated.

7.3.1 Development and site alteration within the delineated wetland boundary should not occur. The 50 m and 120 m marsh offsets shown in the reference concept are Council's working benchmark.

7.3.2 Council will consider lesser offsets where the Environmental Impact Study demonstrates under policy 3.36.4 that no negative impact on the feature or its ecological function results, including where a lesser offset is combined with enhanced buffer planting, habitat restoration, access management or habitat compensation producing a comparable ecological outcome.

7.4 STORMWATER MANAGEMENT

The reference concept sizes a land drainage sewer discharging to Wabigoon Lake through a 900 mm outfall at a peak flow of 602.36 L/s, and directs the major system overland route to the boat launch area at the west end of Clay Banks Road. Stormwater quality treatment is not identified in the pre-design. Rain gardens, bioretention and evaporation are noted in the report and deferred to detailed design.

Official Plan policy 3.22.3 provides that direct discharge of stormwater to water bodies should be avoided where possible, and policy 3.18.4 directs that infiltration be used wherever possible. A stormwater management report addressing those policies will be required through the subdivision approval process.

7.5 HAZARD LANDS AND FLOOD ELEVATION

7.5.1 Development must be located above the hazard elevation for Wabigoon Lake of 370.13 metres above sea level, Geodetic Survey of Canada datum, or 15 metres from the top of bank, whichever is the greater constraint, under Official Plan policies 3.29.1(b) and 3.29.2. Confirmation by survey is required before draft plan approval. This is a fixed requirement.

7.5.2 Lands zoned Hazard may be developed only as permitted by policies 3.29.3 and 3.29.4, supported by engineered design demonstrating that hazards can be safely addressed, that no new hazards are created, and that safe ingress and egress are maintained during flooding.

7.6 FISH HABITAT AND IN-WATER WORKS

7.6.1 New waterfront structures must be set back a minimum of 15 metres from the water's edge under Official Plan policy 3.24.3, excepting docks, boat lifts and boat ramps as contemplated by policy 3.29.2. This is a fixed requirement.

7.6.2 Boat launch works, docks, kayak launch and boardwalk require, as applicable, authorization from Fisheries and Oceans Canada under the *Fisheries Act*, approval under the *Public Lands Act* and *Lakes and Rivers Improvement Act* for works below the high-water mark, and Ministry approval for dredging, infilling or channelization under policy 3.22.4. The pre-design identifies DFO, MNR and Lakehead Region Conservation Authority approvals as required for the land drainage sewer outfall. These are agency approvals and are not within Council's discretion.

7.7 CONTAMINATED SITES

7.7.1 The study area is subject to a Phase I Environmental Site Assessment. Given the existing buildings, the dock and boat launch operations, the recreational vehicle park, the former lake base use of Precinct B, and the proposed change in land use to residential, a Phase II Environmental Site Assessment and a Record of Site Condition may be required under O. Reg. 153/04 and Official Plan policies 3.13.2 to 3.13.5. Where the Regulation requires a Record of Site Condition, that requirement is fixed.

Official Plan policy 3.13.4 provides that new land use will not be permitted until a site has been restored, and policy 3.13.5 contemplates a Holding "H" Zone for this purpose. Section 10.2 applies that approach.

7.8 LIGHTING

7.8.1 Lighting should comply with the dark sky principles in Official Plan policy 3.17.2, being shielded, downward-directed, warm-spectrum and controlled by timer or motion sensor, so as to minimize light spill onto the lake and marsh. Council will consider alternative lighting designs achieving comparable spill and glare performance.

8. SERVICING AND INFRASTRUCTURE

8.1 WATER

The reference concept proposes connection to an existing watermain on Lakeside Drive, with internal looping, 200 to 300 mm PVC C-900 DR-18 mains, hydrants at maximum 150 m spacing and valves at maximum 240 m spacing, modelled in EPANET 2.2 using City of Thunder Bay standards.

8.1.1 The model assumes that the existing system operates at 483 kPa and can deliver the required peak hour and fire flow at the Lakeside Drive tie-in. The Asset Management Plan rates water infrastructure as poor condition and high risk, with 68 per cent of the asset base in poor or very poor condition and unaccounted-for water between 42 and 58 per cent. Field verification of available pressure and fire flow at the tie-in, under maximum day plus fire flow conditions are to be completed before draft plan approval, consistent with the Infrastructure-First commitment in the Strategic Plan.

8.1.2 The model reports residual head at node FH02 of 155.6 kPa under a 76 L/s fire flow, against a 140 kPa minimum at a hydrant. The same modelling identifies a 350 kPa requirement at sprinklered connections serving the multi-family, commercial and seniors' housing buildings. The relationship between FH02 and the sprinklered buildings are to be confirmed, and the network revised if required, before draft plan approval.

8.1.3 The pre-design applies City of Thunder Bay standards throughout. Where the City has no equivalent standard, adoption of the Thunder Bay standard should be confirmed in writing by the City Engineer. Council will consider alternative standards proposed by a qualified engineer where comparable performance is demonstrated and the City Engineer concurs.

8.1.4 The water network is to be designed so that Precinct A is fully serviced, looped and fire-flow compliant without Precinct B, with provision for extension.

8.2 WASTEWATER

The reference concept proposes a gravity sewer collection system directed to a lift station on Van Horne Avenue, using 200 mm, 250 mm and 300 mm SDR-35 PVC pipe with manholes at maximum 150 m spacing, and a maximum development peak wet weather flow of 21.91 L/s.

8.2.1 The collection system and lift station is to be designed to City standards and confirmed by the City Engineer at each phase, with capacity confirmation completed before draft plan approval.

8.2.2 The lift station is to be designed with firm capacity, standby power and overflow storage appropriate to the ultimate build-out, and staged so that Precinct A is served independently if Precinct B is not acquired. Its operating and lifecycle cost should be included in the assessment at Section 8.5.

8.2.3 Council will consider alternative collection and pumping configurations, including alternative lift station siting or a different servicing strategy, where a qualified engineer demonstrates comparable performance, reliability and lifecycle cost and the City Engineer concurs.

8.3 STORMWATER

See Section 7.4.

8.4 ROADS AND TRANSPORTATION

The reference concept proposes reconstruction of Van Horne Avenue, a southern extension, reconstruction of Clay Banks Road, and internal roads, with active transportation sidewalks of 1.5 m to 4.0 m and landscaped boulevards. The active transportation provision is consistent with Official Plan objectives 2.1.6.2 and 2.1.8.4.

8.4.1 A transportation impact study is to be prepared before draft plan approval, addressing trip generation for the proposed yield together with commercial and seasonal boat launch traffic, and confirming intersection operation under phased and full build-out.

8.4.2 Intersection design is to be confirmed for boat trailer, recreational vehicle and emergency vehicle turning movements. Roundabouts are the reference concept's solution rather than a requirement, and Council will consider any intersection form that the transportation impact study demonstrates will operate safely and adequately.

8.4.3 The Van Horne Avenue corridor between the study area and the downtown is to be assessed for active transportation continuity, consistent with Official Plan objective 2.1.1.8, and improvements identified for the City's capital programme.

8.5 LIFECYCLE OF ASSUMED ASSETS

The development will convey to the City a lift station, a storm outfall, collection and distribution piping, roads, sidewalks, boardwalk, dock and trail works. The Asset Management Plan directs the City to calculate the long-term repair and replacement requirements of infrastructure for this conveyance.

8.5.1 Before assumption of any infrastructure, the City should prepare a lifecycle cost assessment of the assets to be assumed, consistent with the methodology of the 2025 Asset Management Plan, identifying the annual renewal provision required and its revenue source. The development agreement should include an appropriate maintenance and warranty period together with securities.

This is a City process obligation rather than a constraint on proponents. Proposals that reduce the City's long-term asset burden, whether through private ownership and maintenance of internal elements, condominium tenure or lower-maintenance materials, are welcomed and will be treated favourably.

9. PHASING

Phasing follows tenure. Phases 1 and 2 lie within Precinct A and can proceed on City-owned land. Phases 3 and 4 lie within Precinct B and are contingent on the City acquiring those lands.

The conditions below are the matters Council expects to be satisfied at each stage. Council retains discretion under Section 2.3 to vary, combine, reorder or waive any of them other than those identified as fixed, and may approve a phase subject to conditions.

PHASE 0 - BEFORE CONDITIONS ARE WAIVED UNDER THE AGREEMENT OF PURCHASE AND SALE

#	Condition	
0.1	Surveyed study area boundary, precinct boundaries and legal descriptions	
0.2	Reference concept disaggregated by precinct	
0.3	Environmental Impact Study completed so far as access permits	Fixed
0.4	Stage 1–2 archaeological assessment completed for Precinct A	Fixed
0.5	Phase I Environmental Site Assessment for Precinct A	
0.6	Hazard elevation confirmed by survey	Fixed
0.7	Indigenous engagement undertaken	Fixed
0.8	Council decision to rescind the prior phasing and implementation strategy in the Sustainable Waterfront Development Final Report dated May 2010	
0.9	Public consultation completed and this Master Plan adopted by resolution	
0.10	Development agreement accepted by Council	

PHASE 1 - PRECINCT A, FIRST INCREMENT

#	Condition	
1.1	Phase 0 conditions satisfied or expressly varied by Council	
1.2	Servicing capacity confirmed for the phase	
1.3	Holding symbol removed	
1.4	Stormwater management report approved	
1.5	Transportation impact study approved	
1.6	Riparian buffer and Phase 1 shoreline pathway constructed or secured	
1.7	Housing mix outcomes secured for the phase	
1.8	Lifecycle cost assessment for Phase 1 assets completed	

PHASE 2 - PRECINCT A, BALANCE

#	Condition	
2.1	Phase 1 conditions satisfied and Phase 1 infrastructure assumed	
2.2	Servicing capacity confirmed for the phase	
2.3	Post-construction stormwater monitoring from Phase 1 reviewed and design adjusted if required	
2.4	In-water works approvals obtained	Fixed
2.5	Precinct A open space outcome achieved or secured	
2.6	Precinct A trail route complete and usable as a standalone connection	

PHASE 3 - PRECINCT B, ENABLING

#	Condition	
3.1	City ownership of Precinct B confirmed	

#	Condition	
3.2	Phase I and, as indicated, Phase II Environmental Site Assessment completed	
3.3	Record of Site Condition filed where required	Fixed
3.4	Environmental Impact Study extended to cover Precinct B in full	Fixed
3.5	Stage 1–2 archaeological assessment extended to Precinct B	Fixed
3.6	Indigenous engagement extended to Precinct B	Fixed
3.7	Public consultation on the Precinct B component completed	

PHASE 4 - PRECINCT B, DEVELOPMENT

#	Condition	
4.1	Phase 3 conditions satisfied	
4.2	Servicing capacity confirmed for the phase	
4.3	Study-area open space outcome achieved	
4.4	Shoreline and trail continuity completed from marsh to lake to downtown	
4.5	Lifecycle cost assessment updated for the full assumed asset base	

10. IMPLEMENTATION

10.1 ADOPTION

This Master Plan is to be adopted by resolution of Council. The resolution should state that the document constitutes the Master Plan required by the waterfront policy of the Official Plan, record Council's interpretation of "large-scale" and "waterfront" at Section 2.7, and record the application and discretion framework at Section 2.

10.2 ZONING AND THE HOLDING PROVISION

Precinct A is zoned Waterfront Mixed-Use with a holding provision, together with Open Space and Natural Areas and Hazard Zone. The Community Capacity Study recommends that the City apply to remove the holding provision.

10.2.1 The holding symbol on Precinct A should not be removed until the Phase 0 conditions are satisfied or expressly varied by Council.

10.2.2 On acquisition, Precinct B should be zoned Waterfront Mixed-Use with a holding provision whose removal is conditional on the filing of any required Record of Site Condition and satisfaction of the Phase 3 conditions.

Official Plan policies 7.5 and 3.13.5 contemplate a holding provision for this purpose. Once the sale of Precinct A closes, the City's position shifts from landowner to regulator, and the holding provision is the principal regulatory instrument that survives closing. Removal of a holding symbol under s. 36 of the *Planning Act* carries no third-party appeal right, so the decision rests with Council.

10.3 AGREEMENT OF PURCHASE AND SALE AND DEVELOPMENT AGREEMENT

An agreement of purchase and sale has been executed for Precinct A. Conditions have not been waived, and a development agreement accepted by Council is required before closing. The

conditional period is therefore the stage at which the outcomes in this Master Plan can most readily be secured.

10.3.1 The development agreement shall give effect to the outcomes at Sections 5, 6, 7 and 8, in whatever form Council accepts, whether by the benchmarks in this Master Plan or by alternatives accepted under Section 2.3.

10.3.2 This Master Plan is to be adopted by Council before or concurrently with acceptance of the development agreement.

10.3.3 The development agreement is to state that no representation is made as to the availability of Precinct B, and should not create any option, right of first refusal or expectation in respect of it without express Council authorization.

10.4 ARCHAEOLOGICAL ASSESSMENT

10.4.1 A Stage 1–2 archaeological assessment is required before site alteration under Official Plan policies 3.7.2 to 3.7.5 and the *Ontario Heritage Act*, covering Precinct A at Phase 0 and Precinct B at Phase 3. This is a fixed requirement.

Policy 3.7.2 identifies proximity to water, current or ancient shorelines, rolling topography and portage routes as criteria for archaeological potential, and a shoreline site at the interface of a lake and a marsh meets several of them. Policy 3.7.5 applies where development may affect a known or suspected burial site. Assessment should be completed before the layout is fixed in each precinct so that in-situ preservation, the preferred approach under policy 3.7.4, remains available.

10.5 INDIGENOUS ENGAGEMENT

10.5.1 The City will undertake Indigenous engagement in accordance with Official Plan policy 7.7.

The Official Plan records that 810 Dryden residents identify as First Nations and 640 as Métis.

10.6 PUBLIC CONSULTATION

The Official Plan waterfront policy does not prescribe a specific public consultation process for a Master Plan. The City is undertaking public consultation in any event because Council values public input and considers community participation to be an important part of responsible waterfront planning. Public consultation is intended to help ensure that this Master Plan is transparent, defensible, reflective of community priorities, and informed by those who use, value, and may be affected by the South Van Horne waterfront lands.

10.6.1 Consultation should:

- a) occur before conditions are waived and before Council adopts this Master Plan, so that it can influence the outcome;
- b) be explicit that approximately 20 acres of the area shown is not owned by the City, that acquisition is assumed rather than assured, and that development of Precinct B is a separate future decision;
- c) seek input on the three matters the Official Plan requires the City to determine, being use allocation, the balance of open space and amenity areas, and protection of the lake;
- d) be documented in a consultation record appended to this Master Plan.

11. MONITORING AND REVIEW

11.1 The City should report annually to Council on:

Indicator	Source
Units built by type and tenure	Building permits
Housing mix achieved against the Section 5.2 targets	Building permits
Kilometres of trail added, and share meeting the accessible standard	Levels of service tracker
Trail continuity from marsh loop to shoreline to downtown	Site inspection
Open space achieved, by precinct and overall	Registry and site plan
Lifecycle provision established for assumed assets	Asset management financial model
Alternatives accepted under Section 2.3	Council resolutions
Status of Precinct B ownership	Provincial correspondence

Reporting should be incorporated into the Strategic Plan Annual Report.

11.2 This Master Plan should be reviewed at the earlier of five years from adoption, completion of Phase 2, or the next Official Plan update.

12. ASSUMPTIONS AND OUTSTANDING ITEMS

#	Item	Status
1	Housing Needs Study. Assumed to conclude that more than 500 households will be needed over 15 years. The study itself is not complete nor has been reviewed.	Assumed
2	Signature Trail System Improvements Feasibility Study (2022). Referenced at Section 4.7 but not reviewed. Its alignment options, design and accessibility standards, structures, wayfinding strategy, costs and implementation priority should be considered.	Outstanding, priority
3	Acquisition of Precinct B. Assumed. Not owned, not costed and not within the City's control. All Phase 3 and 4 content is contingent.	Assumed
4	Precinct disaggregation of the reference concept. Required under Section 4.6.	Outstanding, priority