



Town of Marathon

Official Plan and Zoning By-law Review

Final Background Report

October 2025

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Town of Marathon

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Front Cover Image: Town of Marathon website



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1 Introduction

The Town of Marathon is undertaking the legislated review of its Official Plan (“OP”) and Zoning By-law (“ZBL”) pursuant to Sections 17, 26, and 34 of the Planning Act, R.S.O. 1990, as amended. The Planning Act is the Provincial legislation that sets out the legal framework and requirements for land use planning in Ontario. The current Official Plan was approved by the Ministry of Municipal Affairs and Housing (“MMAH”) on April 26, 2016. The current in-effect Zoning By-law No. 1873 was adopted by Town Council on May 30, 2016.

To respond to affordability challenges related to housing development, the Town applied and was successful in receiving funding from the Canada Mortgage and Housing Corporation (CMHC) Housing Accelerator Fund (HAF). A condition of the funding is to prepare a Housing Needs Assessment which provides an overview of the current state of the community, including current challenges and barriers to accessing appropriate housing and identifying housing needed to meet future demand. The Housing Needs Assessment being preparing concurrently, will address the HAF funding requirements, as well as inform the OP and ZBL review.

The Final Housing Needs Assessment comprises a separate report, and will be available for review under separate cover in late Fall 2025.

1.1 What is an Official Plan?

An OP is a policy document adopted by Council under the provisions of the Planning Act and reflects matters of provincial interest. An OP applies to all lands within the municipal boundary, expresses the vision and objectives for the community, and identifies land use designations to help guide and direct growth and development.

The Provincial Planning Statement, 2024 (“2024 PPS”) establishes policies that all municipalities in Ontario must be consistent with. It requires municipalities to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years. Planning for growth and development beyond 30 years is not required, as population projections and associated land needs may change over time. However, municipalities may plan for infrastructure, public service facilities, strategic growth areas (i.e., where intensification and higher-density mixed uses would be focused), and employment areas beyond 30 years (Policy 2.1.3). **The planning horizon for the Town’s new OP will be 25 years, to the year 2051.**

For specific areas in a municipality, Council may also adopt more detailed Secondary Plans and Community Improvement Plans which build on the OP policies. The OP directs where development should be located, how infrastructure and public works are to be planned, and how cultural and natural heritage features and areas are to be protected and conserved. All public



infrastructure spending and construction must conform to the OP. The use and development of individual parcels of land is influenced by the OP, which establishes specific policies related to lot creation, zoning, and Site Plan Control.

1.2 Why is the Official Plan Being Reviewed?

The OP is being reviewed to ensure that the most current provincial and municipal planning policy objectives are reflected. Since the current Town of Marathon OP was approved in 2016, two (2) new PPS have been issued (i.e., Provincial Planning Statement, 2024, which replaced the Provincial Policy Statement, 2020), and there have been other legislative changes that are described in this Report. Through the Review process, the Town can also revise existing policies to adapt to local changes and reflect an updated vision and planning goals for the Town, as identified by Council and residents. Additionally, the Review process provides an opportunity to consolidate previously approved Official Plan Amendments.

Some of the Town's key areas of interest for policy updates include:

- Supporting diverse residential options that focus on infill development and affordability, such as tiny homes and additional dwelling units;
- Addressing climate change adaptation and resilient building strategies;
- Fostering partnership opportunities with neighbouring First Nations; and
- Identifying all land use needs for the planning horizon.

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

The Town's OP and ZBL will be reviewed concurrently. However, the ZBL cannot be adopted by Council until the OP has been approved by MMAH. The ZBL is a legal document that must conform with and implements OP policies. It establishes a series of Zones and permitted uses in each Zone which implement the OP land use designations. The ZBL also provides detailed lot and building requirements, such as lot size, lot coverage, and setbacks, to determine where buildings and structures can be located on a property, as well as requirements related to building height, landscaping, and parking, among others.

1.4 What is a Housing Needs Assessment?

A Housing Needs Assessment ("HNA") provides a comprehensive overview of a community's current housing landscape, and its current and future housing needs based on demographic and economic trends. The HNA is developed using quantitative data from sources like the Statistics Canada Census, and qualitative data from sources including local housing providers and agencies such as the District of Thunder Bay Social Services Administration Board (TBSSAB), North of Superior Health Care Group, Marjorie House, and the Métis Nation of Ontario, along with



community input. It highlights gaps in the current housing supply across the housing continuum, which includes, but is not limited to, emergency housing, rental housing options, seniors housing, and affordable housing. Findings from the HNA can be used by a municipality to inform land use planning and policy directions, support applications for provincial and federal housing funding, and guide investments in infrastructure and services. The HNA will also be used in support of the Town's HAF funding.

1.5 Background Report Overview

This Background Report has been prepared to direct the Town of Marathon Official Plan and Zoning By-law Review. It describes the current community profile, examines the Town's existing vacant land supply available to accommodate future population, housing, and employment growth, and provides a growth management strategy. The Report also identifies OP policies and ZBL provisions that may be missing or require updating.

This Background Report is organized as follows:

- **Section 2** provides a **community overview** of the Town of Marathon and its land use characteristics;
- **Section 3** includes a **growth management analysis**, including a summary of updated population, housing, and employment projections to the year 2051, and a vacant land supply analysis to determine whether there are adequate vacant lands available within the Town's Urban Service Area (i.e., Settlement Area) to accommodate the forecast residential and employment growth;
- **Section 4** describes the **regulatory planning framework** applicable to the Town of Marathon, including recent revisions to the Planning Act, the 2024 PPS, and other key provincial legislation and regional policies;
- **Section 5** provides an overview of the **local municipal planning context**, including a summary of the Town's existing OP and ZBL, as well as other local municipal documents that must be considered in the OP and ZBL Review; and
- **Section 6** provides a **conclusion** to the Background Report.

Appendix A contains a detailed analysis of the policy issues to be addressed in the new Town of Marathon OP, to be consistent with the 2024 PPS. **Appendix B** contains the Population, Dwelling, and Employment Projections report (October 2025) prepared by metroeconomix to support the OP and ZBL Review, and the development of the Housing Needs Assessment.

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

The Town is seeking a wide variety of input into the OP and ZBL Review. These documents and their Schedules will guide and regulate where and how future growth and development in the Town will occur. Input from residents is needed to help establish a common vision and reflect this vision through the objectives and policies of the OP, and the requirements of the ZBL, while meeting Provincial requirements.

Neighbouring Indigenous communities, residents, businesses, external agencies, organizations, and interest groups have valuable information to share in this process. To date, the following engagement activities have been completed:

- An introductory virtual meeting with Council on May 13, 2025, to introduce the project and engagement program;
- Initial outreach to neighbouring Indigenous communities of Biigtigong Nishnaabeg (Pic River), Netmizaaggamig Nishnaabeg (Pic Mobert), Métis Nation of Ontario, Red Sky Métis Independent Nation, and Pays Plat, to confirm whether and how they would like to be engaged in the OP and ZBL Review process; and
- A Public Open House held in Marathon on August 19, 2025 to introduce the project to the community, present the Draft Background Report and Draft Housing Needs Assessment, and obtain preliminary feedback.

The engagement program for the project will include the following key engagement approaches and opportunities:

- A Special Meeting of Council to be held on October 29, 2025, following the completion of background work and the preparation of OP policy recommendations, to seek direction from Council as to how to proceed with the Draft OP;
- Continued outreach to neighbouring Indigenous communities, to keep them informed of project progress and milestones;
- Use of the Town's website and social media to provide regular updates at key milestones when documents and engagement materials become available for public review, and when community engagement events are to be held;
- Meetings to review key project deliverables with a Technical Advisory Committee for the project, comprised of Town staff from key internal departments including the: Chief Administrative Officer / Director of Economic Development; Chief Building Officer / Building Services and Economic Development Manager; and Works, Operations Facilities, and Parks Manager; and



- Three (3) in-person Public Open Houses and two (2) virtual Statutory Public Meetings to present background information, as well as the Draft Official Plan and Draft Zoning By-law, and to obtain community feedback.

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

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



2 Community Overview

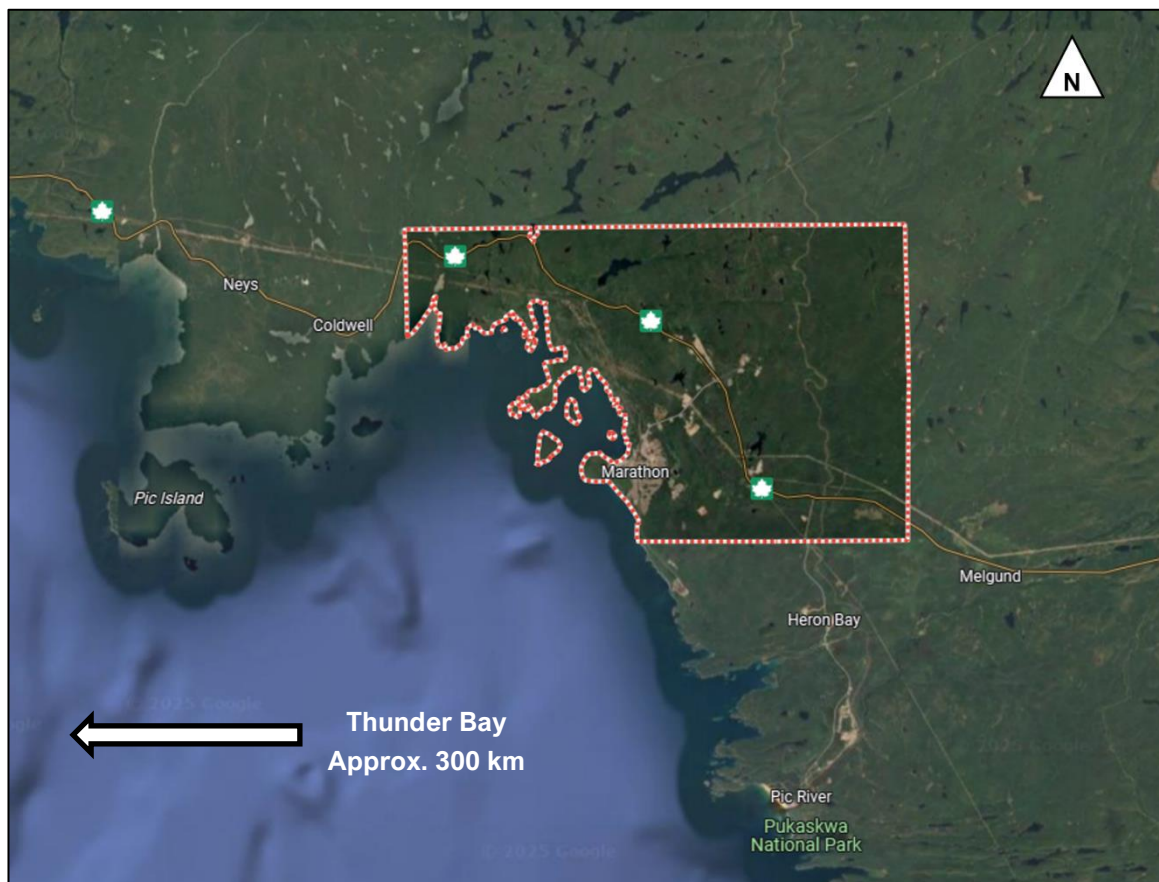
The following section provides an overview of the Town of Marathon's geographic location, population and demographic trends, current landscape, built form, infrastructure, economic base, and cultural and natural heritage which will inform the OP and ZBL Review process.

2.1 Background

The Town of Marathon is situated on a peninsula along the northern shore of Lake Superior in Northwestern Ontario, approximately 300 kilometres east of Thunder Bay (see **Figure 2-1**). It has an area of approximately 265 km², and is part of the Robinson-Superior Treaty (1850) territory.

The Town is accessed by road from Ontario Highway 17 via Peninsula Road. Ontario Highway 17 also provides access to nearby communities, including the Biigtigong Nishnaabeg (Pic River) and Netmizaaggamig Nishnaabeg (Pic Mobert) First Nations.

Figure 2-1: Town of Marathon Key Map (Source: Google Maps)



2.2 Population

The Town of Marathon has a Census Subdivision population of 3,138 as reported in the 2021 Canadian Census, which represents a decrease of approximately 4.1% from the 2016 population of 3,273. The population of the greater District of Thunder Bay is 146,862 as reported in the 2021 Census, an increase of approximately 0.6% from 146,048 reported in 2016.

Like many communities in Northern Ontario, the Town of Marathon is facing the challenge of maintaining and increasing population. The Town continues to experience an aging population similar to the national average. According to the 2021 Statistics Canada Census, the median age in the Town is 43.2 years old, compared to a median age of 41.6 across Canada. The 2021 Census reported the following age distribution in the Town:

- 15.4% of residents are aged 0-14 years;
- 68.3% of residents are aged 15-64 years; and
- 16.1% are aged 65 years and over.
- Of the 16.1% aged 65 years and over, 0.5% or approximately 15 people are aged 85 years and over. The cohort of older adults has specific needs that must be met to ensure that they can continue to fully engage and participate in the community, including through the provision of services and infrastructure that cater to all ages and abilities.

In the 2021 Census, 85.3% of residents (2,665) identified English as their mother tongue, 9.4% (295) identified French, and 2.9% (90) identified a non-official language. Of the non-official languages, Indigenous languages were identified as the mother tongue of 10 residents, including Algonquian and Ojibway languages. Non-official, non-indigenous languages were identified as the mother tongues of 85 residents, including Spanish, Italian, Tagalog, Indonesian, Gujarati, Marathi, Urdu, and Finnish, among others.

Approximately 560 residents identified as Indigenous in 2021, with 380 residents identifying as First Nations single identity, 170 residents identifying as Métis single identity, and 15 residents reporting multiple Indigenous identities. Two-hundred and fifteen (215) residents identified as being immigrants to Canada.

2.3 Housing

The 2021 Census documented 1,415 occupied private dwelling units within the Town, comprised of:

- 73.9% (1,045) single-detached dwellings;
- 4.6% (65) non-apartment attached dwellings (i.e., semi-detached and row houses);
- 15.9% (225) apartments in a building that has fewer than five (5) storeys; and



- 5.7% (80) moveable dwellings.
- There were no apartment buildings with five (5) or more storeys reported in Marathon in 2021.
- The average household size in the Town is 2.2 people, compared to 2.4 people across Canada.
- Construction of new dwellings over the last 10 years has been limited, with 121 dwelling units being added to the Town's housing stock since 2015. The Town has "development ready" lands for additional housing development, should increased housing demand arise:
- **Tiny Home Subdivision:** The Town has developed plans for a 19-lot Tiny Home subdivision. An existing parcel on Trailer Court Rd. was subdivided into 19 lots and a Zoning By-law Amendment was approved to permit tiny homes, with a target of offering the tiny homes as affordable housing. The development of the subdivision is currently out for tender, and is subject to additional funding requirements.
- **Phase 2 – Penn Lake Subdivision:** A Draft Plan of Subdivision was approved in 1988, but only Phase 1 of the planned dwellings was built. Over the last 3 years, the Town has updated the plans for Phase 2, which would include 102 lots, and completed some site preparation and additional geotechnical studies. Should housing demand increase, it is anticipated that this will be the next location of significant housing development within the Town.

2.4 Land Use

The Town of Marathon's Urban Service Area is situated near the northern shore of Lake Superior, southeast of Jellicoe Bay, and inland from Peninsula Hill. The Urban Service Area is where municipal water and sanitary sewer services are available, and the majority of new development is directed (see **Figure 2-2**). The Town has generally not developed directly on the Lake Superior shoreline, except for the former Marathon Pulp Mill site along Jellicoe Bay. The proposed development of the Active Living Centre on the former Mill site, to replace the Marathon Recreation Complex, will bring non-industrial development to the waterfront for the first time.

The Town is bisected by the Canadian Pacific Railway line, which generally runs north-south through the Town. Peninsula Road is the primary commercial corridor in the Town. The street network within the Urban Service Area follows an irregular pattern that merges elements of an urban grid structure and typical suburban, industrial, and institutional development.

The majority of land uses in the southern portion of the Urban Service Area generally include residential and open space uses, while the northern portion of the Urban Service Area is largely occupied by commercial, industrial, institutional, and open space uses. Residential development in Marathon primarily consists of low-rise, single-detached dwellings, with some low-rise attached dwellings, and apartments.

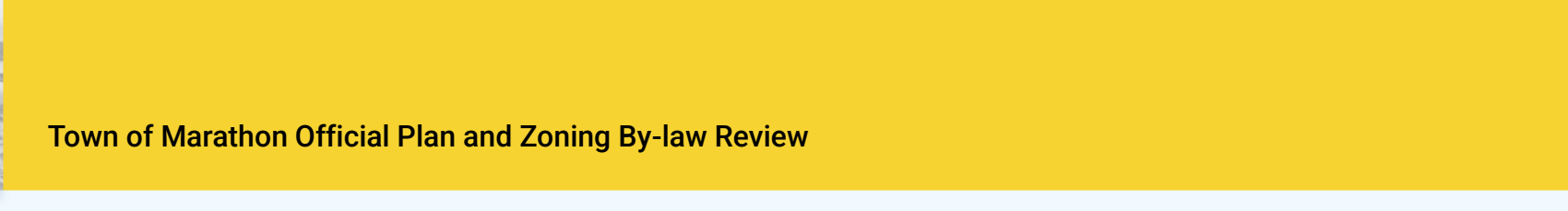


Outside of the Town's Urban Service Area, the Rural area is largely undeveloped, with a limited amount of highway commercial development along Highway 17. The majority of the Rural area is Crown lands, and supports limited rural residential and seasonal residential development, recreation, and tourism-related activities and uses. There are no designated prime agricultural areas within the Town.

The Town of Marathon has a long mining history, dating back to the early 1980s. The Hemlo Mine, operated by Barrick Gold since 1985, is located approximately 35 km east of Marathon. There are several quarry sites to the west and northwest of the Urban Service Area accessed by Peninsula Road and Ontario Highway 17.

An aerial photograph showing a coastal town with a harbor. The town is built on a peninsula or near a large bay, with numerous buildings and roads visible. The water is calm, and there are some smaller islands or headlands in the background. The overall scene is a wide-angle view of the coastal area.

Town of Marathon Official Plan and Zoning By-law Review



2.5 Recreation and Community Facilities

There are a variety of recreational, community, and cultural facilities, outdoor opportunities, and public spaces in Marathon, including:

- Marathon Public Library;
- Marathon Recreational Complex, with an arena, theatre, and fitness centre;
- Marathon & District Museum;
- Pebble Beach (see **Figure 2-3**);
- Cummings Beach Boat Launch (see **Figure 2-3**) and Small Boat Storage Rental;
- Penn Lake Park and Campground;
- Peninsula Golf Course; and
- Marathon Cross Country Ski and Snowshoe Club.

Figure 2-3: Town of Marathon – Pebble Beach (top); Boat Launch (bottom) (www.marathon.ca)



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

- Margaret Twomey Public School;
- Holy Saviour School;
- École catholique Val-des-Bois;
- Marathon High School; and

- École secondaire Cité-Supérieure.
- Confederation College operates a satellite campus in Marathon, the Northshore Campus, which provides a range of post-secondary courses and programs to support the needs of the local labour market.

2.6 Transportation

Ontario Highway 17, a Trans-Canada Highway, generally runs northwest to southeast through the Town of Marathon and provides the primary road access to the Town via Peninsula Road. It is provincially maintained from the Manitoba boundary, spans 1,964 km, ending just west of Arnprior in Eastern Ontario where it becomes Highway 417. Highway 17 is a mostly two-lane highway in the vicinity of Marathon, with some stretches to the southeast of Peninsula Road featuring a third lane on alternating directions of the highway.

Marathon is served by two long-distance bus companies, Ontario Northland and Kasper Transportation. Ontario Northland operates busses 601 and 602 between Thunder Bay and Sault Ste. Marie, while Kasper Transportation operates a route between Thunder Bay and White River.

The Marathon Municipal Airport (YSP) is located 2.6 km northeast of the Town's Urban Service Area, and occupies approximately 219 ha. It operates as a registered airport Monday to Friday, with one 1.22 km long asphalt runway, a joining taxiway system, and a public apron.

2.6.1 Active Transportation

Marathon offers a robust network of urban and natural trails, providing active transportation connections through the Town's Urban Service Area and to wilderness areas and coves along the shoreline of Lake Superior. The trails are used for walking, hiking, recreational snow vehicles, and mountain biking. Trails are illustrated on the Town's "Walking and Hiking Trail Around Marathon" map (see **Figure 2-4**), and include:

- The Walking Loop, an urban walking trail within the Town's Urban Service Area, including Hemlo Drive, Peninsula Road, Stevens Avenue South, Sund Crescent North, Steedman Drive, and Sund Crescent South;
- Penn Heights Trail, connecting Penn Lake with Hawks Ridge Trail;
- Hawks Ridge Trail;
- Pebble Beach "The Lagoon" Coastal Trail;
- Voyageur Trail, connecting the Boat Launch to Carden Cove, and Marathon to Heron Bay;
- Carden Cove to Sturdee Cove; and
- Neuve Chapelle Point Loop.

Figure 2-4: Town of Marathon "Walking and Hiking Trails Around Marathon" Map (www.marathon.ca)

Walking and Hiking Trails Around Marathon



2.7 Infrastructure

2.7.1 Water Supply

The Town of Marathon's water system is governed by Ontario's Safe Drinking Water Act and the regulations therein. The Marathon Drinking Water System is operated within its rated capacity and supplies a total of 716,607 m³ of treated water. In 2024 on average, 1,957 m³ of treated water was supplied to the community daily, which represents 14% of the rated capacity of the system (10,968.64 m³/day). The maximum daily flow in 2024 was 3,278 m³/day, which represents 30% of the rated capacity.

The Town's Drinking Water System consists of five (5) active groundwater wells (wells 2, 3, 4, 5 and 6) which are located throughout the community. Wells 1 and 7 were abandoned and decommissioned in 2002 and 2003, respectively. At each active groundwater well, a single multi-stage vertical turbine pump is used to draw water from the aquifer, and disinfectant is injected as groundwater is pumped from the well and directed to a chlorine contact loop. The contact loops are designed to provide the necessary amount of time required to achieve primary disinfection and they are the last treatment step prior to water entering the distribution system.

The Marathon water distribution system includes two (2) substations and is comprised of various watermains totalling approximately 33 km in length, and includes over 200 fire hydrants. A 4,950 m³ capacity in-ground storage reservoir at the Penn Lake Heights Reservoir and Booster Station is filled by the active wells and is used to balance system pressure and provide water for emergency situations. The Town's booster pumps at the facility are also used to supply water to and maintain system pressure in the Penn Lake Heights subdivision. The Industrial Park Booster Station is located on Peninsula Road and is uses booster pumps to supply water to the Industrial Park. All water distribution systems in the Town maintain a free chlorine residual as per the Town Secondary disinfection requirements.

2.7.2 Wastewater System

The Town of Marathon is serviced by the Marathon Wastewater Treatment Plant and Wastewater Collection System, which is owned by the Town. The Marathon Wastewater Treatment Plant was originally constructed in 1981 as an extended aeration facility with a hydraulic capacity of 1,987 m³/day. The facility was upgraded to its current state in 1984 by the addition of a second combined treatment unit, which increased the facility's hydraulic rated capacity to 4,400 m³/day (average daily flow). In 2024 on average, 1,153 m³ of effluent was discharged to the natural environment daily, which represents 26% of the rated capacity of the facility (4,400 m³/day).

Chlorination at the facility was changed from chlorine gas to sodium hypochlorite in 1994, only to be discontinued by regulatory exemption in 1996. A regulatory exemption was also obtained regarding the chlorination of bypass flows in 1998. Additional modifications and upgrades to the Marathon Wastewater Treatment Plant included the installation of: sludge dewatering facilities in 1994; a turbo blower in 2013; phosphorus reduction equipment in 2016; and an emergency diesel generator set and second lower-capacity turbo blower in 2018.

The Marathon Wastewater Treatment Plant consists of the following components:

- Influent works which receive raw sewage from the Marathon wastewater collection system and are designed for preliminary treatment. The influent works include grit removal channels, a comminutor with bar screens, and a flow splitter chamber;
- An aluminum sulphate chemical feed system for phosphorus reduction consisting of one (1) bulk tank, two (2) chemical day tanks, and two (2) chemical metering pumps with injection into the existing influent channel;
- Two (2) combined treatment units which each include one (1) two-celled aeration tank, one (1) clarifier, and one (1) sludge holding tank (aerobic digester);
- An effluent contact chamber with flow monitoring equipment and an outfall sewer discharging final effluent to Lake Superior;
- A sludge management system, including a polymer chemical feed system and a filter belt press for sludge dewatering housed within a dedicated building;
- A control building housing all air supply equipment (including two turbo blowers), an automation system for the monitoring and control of plant processes, motor control centers, a laboratory/office, washroom, and garage; and
- An emergency diesel generator located in an outdoor enclosure.

As per the Town of Marathon Asset Management Plan (2024), 98.6% of properties within the Town are connected to the municipal wastewater system as of 2023.

2.7.3 Stormwater System

The Town of Marathon manages stormwater through approximately 5 km of storm mains, catch basins, manholes and other supporting infrastructure. The system consists of the following, as per the Town of Marathon Asset Management Plan (2024):

- 195 catch basins;
- 2,347 m of laterals;
- 85 manholes; and

- 5,089 m of storm mains.

The management and removal of stormwater is the responsibility of the property owner and must be managed to the satisfaction of the Province and the Town in accordance with the Ontario Water Resources Act, if applicable. In addition, the management and removal of stormwater on properties adjacent to provincial highways requires the approval of the Ministry of Transportation. The Town considers stormwater management as part of the development approval process of subdivisions, multi-unit residential development, and commercial, industrial, and institutional developments to ensure that the quality of runoff is maintained at pre-development levels.

2.7.4 Landfill

The Marathon Landfill Site historically served as an industrial waste disposal area, and began receiving municipal waste in 2015 from within the boundaries of Marathon. Subsequently, the Site began receiving domestic waste from surrounding communities, including Pic River First Nation, the community of Heron Bay, and Pukaskwa National Park. The remaining Site capacity is approximately 621,149 m³, with approximately 113 years of Site life remaining, using an expected fill rate of 5,500 m³/year.

2.8 Economy

In the 2021 Census, the Town reported a labour force of 1,585 people, a labour force participation rate of 60.4%, an employment rate of 55.4%, and an unemployment rate of 8.2%. According to the 2021 National Occupational Classification (NOC) data from the 2021 Census, the employment sectors with the greater proportion of the labour force include:

- Sales and service (460);
- Trades, transport and equipment operators (305);
- Education, law and social, community and government services (190);
- Natural resources, agriculture, and production (180);
- Business, finance and administration (165);
- Health (100);
- Natural and applied sciences (95);
- Manufacturing and utilities (55);
- Art, culture, recreation and sport (20); and
- Legislative and senior management (10).

The Town of Marathon is situated on the North Shore of Lake Superior, part of the St. Lawrence Seaway with access to seaports around the world. The Town serves as the North of Superior regional hub for services (particularly for natural resource-based companies), healthcare, and transportation and logistics.

According to the Town's municipal webpage, Marathon has a largely diverse economy and rich resource base, and is identified as one of the highest per capita incomes in Ontario, with low tax rates, registration fees, and land costs in comparison to provincial averages. As previously noted, Marathon has a strong mining history which continues today, and is a key driver of Marathon's economy and growth. The Hemlo Mine, operated by Barrick Gold since 1985, is located approximately 35 km east of Marathon. Further, multiple significant projects are planned in the near term which will result in new jobs and economic growth in the Town:

- **Active Living Centre:** A new 73,000 ft² Active Living Centre is planned along the Town's waterfront, and will feature a swimming pool, a leisure pool, a 385-seat hockey rink, concessions, gallery space, seniors' area, and community rooms. The project is still subject to funding, with several applications having been submitted. An Economic Impact Study completed anticipates the construction will create 340 person years of direct employment (i.e., where each year represents the equivalent of one person working full-time for one year), of which 50% of this workforce is anticipated to be resident in Marathon during the 30–36-month duration of the project. Labour projections for operations are 4 full-time jobs and 11 part-time jobs.
- **Long-term Care Facility:** A new 14-bed long-term care facility is currently under construction and on-track for occupancy in summer of 2025. Labor projections are 9 full-time jobs and 11 part-time jobs.
- **Port of Marathon:** Marathon's Economic Development webpage identifies that the Town is located within a natural harbour for port development. The Peninsula Harbour Port Authority Corporation was established in 2022 to develop a deepwater port at the existing port of the former mill site. The Port of Marathon is a 50/50 joint venture between the Town of Marathon and Biigtigong Nishnaabeg First Nation, in anticipation of potential new employment and economic development opportunities related to servicing mining, forestry, logistics, and manufacturing industries. Subject to funding, construction is anticipated for 2025/2026, with four (4) to 22 full-time jobs projected between Years 1 to 5 of operations.
- **Generation Mining Project:** The proposed Marathon Palladium-Copper Project by Generation Mining would include the construction, operation, decommissioning, and remediation of three open pits to produce copper concentrate, consisting primarily of copper, palladium and platinum, critical minerals, an onsite ore processing facility, a 115 kV transmission line, an access road, a mine rock storage area, a process solids management facility, and a water

management system, amongst other infrastructure. The Project is anticipated to result in approximately 1,000 construction jobs and 400 permanent jobs. There are also plans for work camps to support both the construction and operations phases of the Project, however, no further details are available at this time. As of May 27, 2025, Generation Mining has received the final key provincial permit required for construction of the project, and is in the process of securing construction financing.

2.9 Cultural Heritage

The Town has a rich history with origins tracing back to 1883. The Town was later established as Marathon in the 1940s, known for its pulp and paper industry. The Marathon and District Museum is a key cultural heritage asset for the Town, offering insights on its rich history and transformation from a railway outpost to a center of industry and community life.

The Town of Marathon utilizes the Ontario Heritage Act to conserve, protect and enhance the heritage of the Town. The Town currently does not maintain a municipal cultural heritage registry. There are no designated heritage buildings, heritage conservation districts, cultural heritage landscapes, or other properties of cultural heritage value or interest located within the Town.

Figure 2-5: Peninsula Harbour in 1884 (marathonmuseum.ca)



2.10 Natural Heritage Features and Areas

The Town boasts a rich natural heritage, characterized by its diverse ecosystems and landscapes. The Town is located on the shores of Lake Superior, with several bays, coves, and islands, and surrounded by boreal forests. Its location provides residents with access to wilderness surrounding a modern, vibrant community, providing a range of outdoor recreational opportunities, including hiking, fishing, boating, and camping.

3 Growth Management

The following section provides a growth management analysis for the Town of Marathon over the 25-year planning horizon to the year 2051, including updated population, dwelling, and employment projections completed by metroeconomics in October 2025. A Vacant Land Supply Analysis has also been prepared to determine whether adequate vacant land supply exists within the Urban Service Area of Marathon to support the projected permanent residential and employment growth jobs.

3.1 Population, Dwelling, and Employment Projections to 2051

In October 2025, metroeconomics prepared a “Population, Dwelling and Employment Trends, Historical and Projected 2001 to 2051” Report (“Projections Report”) in support of the OP and ZBL Review, and to inform the Housing Needs Assessment. The Projections Report is included as **Appendix B** of this Background Report.

The Projections Report acknowledges Policy 2.1.1 in the Provincial Planning Statement, 2024, which requires planning authorities to base population and employment growth forecasts on the Ontario Population Projections published by the Ministry of Finance (MOF), and allows planning authorities to modify the projections to suit local contexts, as deemed appropriate. Accordingly, the Projections Report presents the MOF projections for the Thunder Bay District, which is comprised of 30 constituent municipalities, including the Town of Marathon. The District’s population has been growing steadily since 2015 and is projected to increase from 159,000 in 2024 to 178,800 in 2051, owing largely to growth within the City of Thunder Bay, which accounts for nearly 75% of the District’s total population. In contrast, the Town’s population decreased sharply from 4,600 in 2001 to 3,500 in 2011, and continued to decline at a slower pace to below 3,300 in 2024. Based on historic trends, Marathon’s population and its share of the District’s population is expected to continue to decline despite the District’s overall projected growth.

The Ministry does not provide projections for population, dwelling, and employment projections for each constituent municipality. To determine population, dwelling, and employment projections for the Town of Marathon to 2051, metroeconomics developed a sub-provincial projection

system, which accounts for key demographic and economic factors influencing an area's potential population dwelling, and employment growth, such as:

- Population by single-year age and gender;
- Labour force source population, labour force and employment by place of residence;
- Total employed for 20 industries by place of work;
- Households by age of maintainer (major age groups); and
- Dwellings by age by structural type (singles, semis, row houses, etc.).

The system includes identification of the local jobs on a place of work basis by industry, including economic base industries (driving the area's growth and overall economy) and community base industries (servicing the local population), and analysis of provide-wide industrial trends and commuting and migration patterns.

The Projections Report presents two (2) sets of population, housing, and employment projections for the Town:

- **Base Case** – Based on annual historical estimates from 2001 to 2021, and annual projections to the planning horizon of the year 2051, reflecting the reality that population growth occurs when economic base jobs or commuting opportunities are growing, or when people are choosing to retire in the area.
- **High Case** – To reflect the potential impacts of the proposed Marathon Palladium-Copper Project by Generation Mining, which, if constructed, is expected to generate 400 to 450 direct jobs in the Town over the next 13 to 15 years. In addition, the Port of Marathon is expected to support more than 20 full time jobs, and to facilitate new mining and forestry operations in Northern Ontario by strengthening the supply chain. To account for this, metroeconomics created an alternative projection, which assumes the projects will create 100 new jobs in each of 2026 through 2029 for a total of 400 jobs, and the new total achieved in 2030 will continue through 2051. It is noted that the High Case projection also assumes that Generation Mining will extend their Life of Mine (LoM) projection beyond the 13-year horizon that has been publicly announced.

The following sections present the Base Case and High Case projections for population, dwelling, and employment growth to the year 2051.

3.1.1 Population

This section provides an analysis of metroeconomics' Base Case and High Case population projections for the Town of Marathon to the year 2051.

In summary, the **Base Case** population scenario projects a population of 2,805 persons by 2051, representing a decrease of 453 persons from 2021. In comparison, the MOF procedure described in the Projections Report indicated that the Town's population would fall to under 2,900. The **High Case** scenario projects a population of 4,845 persons, representing an increase of 1,587 persons from 2021.

Base Case

The total population of the Town of Marathon in the **Base Case** scenario is projected to decline by 453 persons, to 2,805 persons by 2051. This decline represents an approximately 13.9% decrease from the 2021 population of 3,258 persons, as shown in **Table 3-1**.

Table 3-1: Marathon Base Case Population Projections 2021 – 2051 (Statistics Canada and metroeconomies)

	2021	2029	2031	2041	2051	Total Projected Population Change (2021 – 2051)
Total Population	3,258	3,051	3,043	2,935	2,805	-453
Persons < 20 years of age	689	571	540	435	423	-266
Persons 20-74 years of age	2,427	2,229	2,199	1,879	1,806	-621
Persons 75+ years of age	142	251	304	620	575	433

High Case

The total population of the Town of Marathon in the **High Case** scenario is projected to increase by a total of 1,587 persons, to 4,845 persons by 2051. During this time, the most significant population increase would occur by the year 2029, with an increase of 1,792 persons. The total population to the year 2051 represents an approximately 48.7% increase from the 2021 population of 3,258 persons, as shown in **Table 3-2**.

Table 3-2: Marathon High Case Population Projections 2021 – 2051 (Statistics Canada and metroeconomix)

	2021	2029	2031	2041	2051	Total Projected Population Change (2021 – 2051)
Total Population	3,258	5,050	5,058	4,982	4,845	1,587
Persons < 20 years of age	689	1,075	1,072	994	806	117
Persons 20-74 years of age	2,427	3,679	3,629	3,265	3,330	903
Persons 75+ years of age	142	296	357	723	709	567

3.1.2 Dwellings

This section provides an analysis of metroeconomix's Base Case and High Case dwelling projections for the Town of Marathon to the year 2051.

The Base Case dwelling projections forecast a decline in the required dwellings over the planning horizon to 2051, with a total of 97 fewer dwelling units being required than in 2021. In the alternative High Case scenario, a total of 779 additional dwelling units are projected to be required to 2051, with 707 of these dwelling units required by 2029.

Base Case

Based on the projected changes to the Town's population by age and the 2021 preferences for dwelling type by age of the head of household, the Base Case scenario projects that **97 fewer dwelling units will be required in 2051 than what existed in 2021**. A detailed breakdown of the projected changes in dwelling units by dwelling unit type is provided in **Table 3-3**.

Table 3-3: Marathon Dwelling Type Base Case Projections 2021-2051 (Statistics Canada and metroeconomix)

	2021	2029	2031	2041	2051	Total Projected Dwellings (2021 – 2051)
Total Dwellings	1,415	1,352	1,362	1,361	1,318	-97
Single-detached	1,035	1,003	1,013	1,020	992	-43

	2021	2029	2031	2041	2051	Total Projected Dwellings (2021 – 2051)
Semi-detached	10	8	8	7	7	-3
Row Houses	65	48	45	43	44	-21
Other Single Attached	0	0	0	0	0	0
Duplex Apartments	0	0	0	0	0	0
Apartments <5 storeys	230	213	215	227	214	-16
Apartments 5 storeys +	0	0	0	0	0	0
Movable	75	80	81	64	61	-14

High Case

Based on the projected changes to the Town's population by age and the 2021 preferences for dwelling type by age of the head of household, the High Case scenario projects that an **additional 779 dwellings units will be required to the year 2051**, to accommodate the projected growth in the community. A detailed breakdown of the projected changes in dwelling units by dwelling unit type is provided in **Table 3-4**.

Table 3-4: Marathon Dwelling Type High Case Projections 2021-2051 (Statistics Canada and metroeconomics)

	2021	2029	2031	2041	2051	Total Projected Dwellings (2021 – 2051)
Total Dwellings	1,415	2,122	2,147	2,171	2,193	779
Single-detached	1,035	1,535	1,559	1,604	1,635	600
Semi-detached	10	19	19	14	11	1
Row Houses	65	91	88	75	77	12
Other Single Attached	0	0	0	0	0	0

	2021	2029	2031	2041	2051	Total Projected Dwellings (2021 – 2051)
Duplex Apartments	0	0	0	0	0	0
Apartments <5 storeys	230	367	366	361	358	128
Apartments 5 storeys +	0	0	0	0	0	0
Movable	75	110	115	117	113	38

3.1.3 Employment

The 2021 Census identified a total employed labour force of 1,455 in 2021, of which 1,325 jobs are located within the Town of Marathon and only 130 employed residents commuted to jobs outside of Marathon. This section provides an analysis of metroeconomics' Base Case and High Case employment projections for the Town of Marathon to the year 2051.

Base Case

By 2051, the Base Case scenario projects that the total number of jobs within Marathon (including economic-based (EB) and community-based (CB) jobs) is expected to **decrease from 1,325 jobs in 2021 to 1,233 jobs by 2051, representing a total decrease of 92 jobs**, as detailed in Table 3-5.

Table 3-5: Marathon Base Case Employment Projections 2021-2051 (Statistics Canada and metroeconomics)

Employment Projections 2021-2051	Number of Employed					Change (2021 – 2051)
	2021	2029	2031	2041	2051	
Employed by Place-of-Work	1,325	1,307	1,310	1,282	1,233	-92
Primary	340	389	392	395	390	50
Industrial	115	111	110	107	101	-14
Commercial	470	433	423	399	340	-130
Institutional	400	373	385	381	402	2

Specific future employment growth by industry to the year 2051 includes:

- Mining, oil & gas – projected increase of 58 jobs;
- Health, social services – projected increase of 12 jobs;

- Professional, scientific, technical services – projected increase of 5 jobs; and
- Construction – projected increase of 4 jobs.

Other industries are projected to experience job loss by 2051.

High Case

By 2051, the High Case scenario projects that the total number of jobs within Marathon (including economic-based (EB) and community-based (CB) jobs) is expected to **increase from 1,325 jobs in 2021, to 2,140 jobs in 2051, representing a total increase of 815 jobs**, as shown in **Table 3-6**. This scenario reflects the potential impacts of the proposed Generation Mining Project, which is expected to generate 400 to 450 direct jobs to Marathon over the next 13 to 15 years.

Table 3-6: Marathon High Case Employment Projections 2021-2051 (Statistics Canada and metroeconomics)

Employment Projections 2021-2051	Number of Employed					Change (2021 – 2051)
	2021	2029	2031	2041	2051	
Employed by Place-of-Work	1,325	2,131	2,186	2,176	2,140	815
Primary	340	793	799	810	805	465
Industrial	115	166	170	171	165	50
Commercial	470	598	603	578	504	34
Institutional	400	573	614	617	665	265

Specific future employment growth by industry to the year 2051 includes:

- Mining, oil & gas – projected increase of 472 jobs;
- Health, social services – projected increase of 142 jobs;
- Education – projected increase of 63 jobs; and
- Government – projected increase of 60 jobs;

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

3.1.4 Summary Comparison – Base Case vs. High Case Scenarios

The major differences between the Base Case and alternative High Case projections are as follows:

- It is anticipated that the major impacts of the proposed Generation Mining Project would occur between now and 2029. The population of Marathon in the Base Case is lower in 2029

than in 2021 by 207 persons, while in the High Case the population is higher in 2029 than in 2021 by 1,792 persons.

- A total of 63 dwelling units are vacated between 2021 and 2029 in the Base Case, whereas the High Case would require the creation of 707 new dwelling units over that same time span.
- Jobs in the Base Case are projected to decrease by 18 between 2021 and 2029, whereas in the High Case they are expected to increase by 806 between 2021 and 2029.

3.2 Vacant Land Supply Analysis

Using the information presented in **Section 3.1**, a Vacant Land Supply Analysis was conducted with support from Town staff and CGIS to identify an inventory of vacant lands within the Town of Marathon's Settlement Area (i.e., the Urban Service Area), using MPAC data and corresponding vacant property codes. The identified vacant lands were verified by Town staff, and any lands identified by MPAC as vacant, but which were not developable were removed, if the parcels were:

- Occupied by an existing use, such as an existing development, utility, or use as open space (e.g., parks, trails);
- Not developable due to size, access, or other constraints; or
- Already planned for development.

With respect to vacant employment lands, the only lands included in the analysis were those lands designated in the Town's current Official Plan and zoned in the Town's Zoning By-law to permit uses that are consistent with the type of employment uses permitted within an "employment area", as defined in the 2024 PPS.

Section 2.8.2 of the 2024 PPS provides policies for Employment Areas to ensure they are preserved and protected for current and future uses and needs. Section 8 of the 2024 PPS defines "employment areas" as:

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

- Per the 2024 PPS, only those lands in the Town's Settlement Area where primary employment uses (i.e., agriculture, mining, manufacturing, warehousing and transportation) and industrial uses are permitted meet the definition of "employment area".



Based on the above, the analysis identified the following vacant lands in the Town:

- 49 vacant residential properties, comprising approximately 43.6 gross ha (107.7 ac) of vacant residential lands; and
- 1 vacant industrial property, comprising approximately 6.6 gross ha (16.3 ac) of vacant employment lands.

A map of the available vacant residential lands and vacant industrial lands located within the Settlement Area was prepared by CGIS and is shown in **Figure 3-1**.

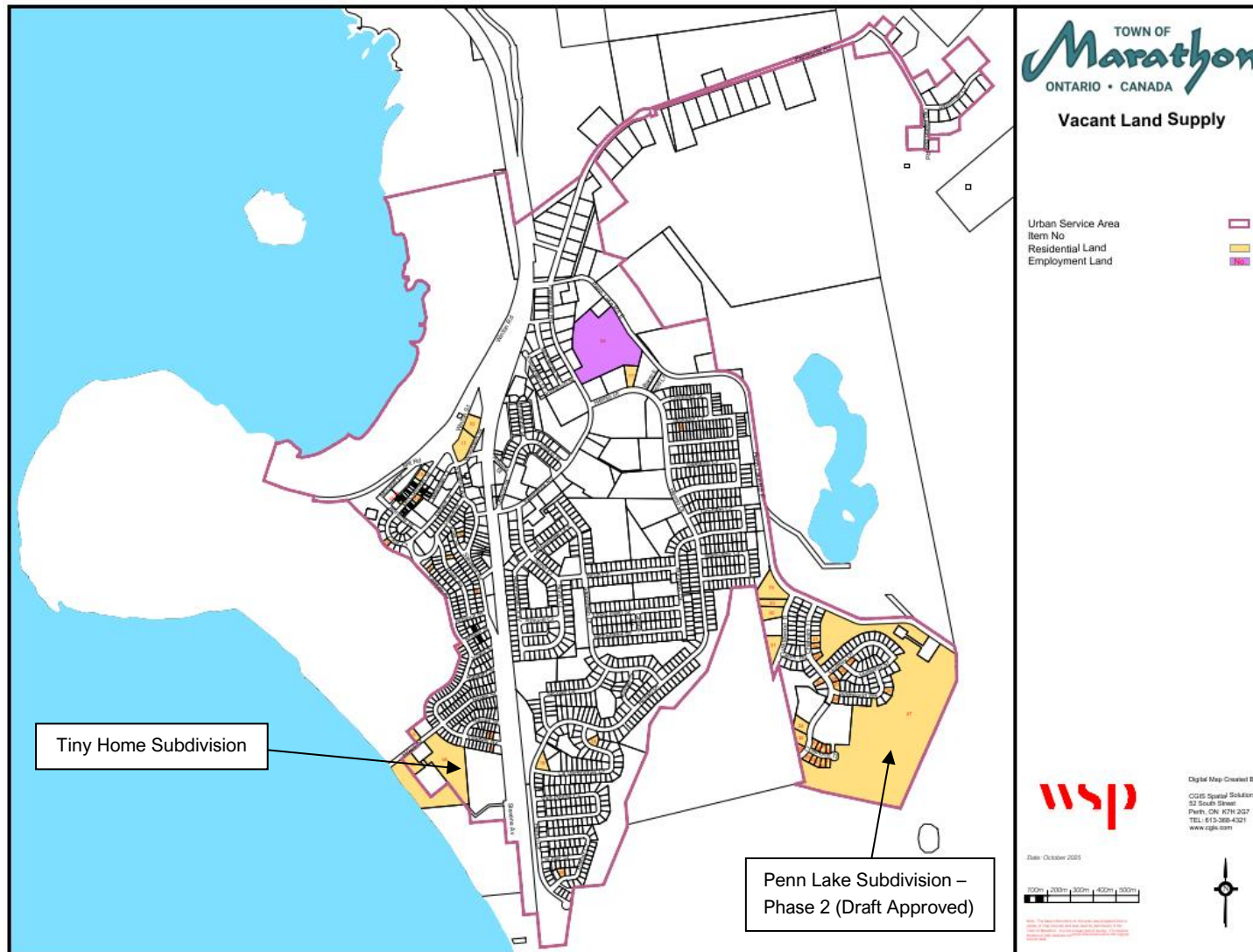
A total gross down factor of 25% was applied to the total available vacant lands to account for infrastructure needs, such as roads, servicing, and parkland, as well as any environmental and topographical constraints on properties that would hinder development. After deducting 25% from the total available vacant lands, **the Vacant Land Supply Analysis resulted in a total of 37.65 net ha (93 ac) of available vacant lands within the Settlement Area, comprised of:**

- 32.7 net ha (80.8 net ac) of available vacant residential lands; and
- 4.95 net ha (12.2 net ac) of available vacant employment lands.



Town of Marathon Official Plan and Zoning By-law Review

Figure 3-1: Vacant Lands Map - Residential and Employment Lands (CGIS, October 2025)



3.3 Growth Management – Residential and Employment Land Needs Analysis

Residential and employment land needs within the Town of Marathon’s Settlement Area (i.e., the Urban Service Area) to the year 2051 have been determined by applying the dwelling and employment projections prepared by metroeconomics as outlined in **Section 3.1**, and the Vacant Land Supply Analysis described in **Section 3.2**. The growth management analysis included in this section determines if adequate land supply exists within the Settlement Area to support the projected permanent residential and employment growth in Marathon.

As confirmed with Town staff, **the Base Case scenario projections have been applied for the purposes of determining future residential and employment land needs to 2051. At the time of this Report, the construction of the Generation Mining Project has not been confirmed; however, the Project has received all required construction permits from the Province and is “shovel-ready”, pending funding.** The High Case scenario included in the metroeconomics Projections Report assumes that the number of required dwellings would be entirely accommodated through private development within the Town. However, in the absence of detailed information available from Generation Mining regarding employee housing plans, it is assumed that the Mine would likely propose associated work camps or workforce lodging accommodations on-site, especially in the initial years of the Mine’s construction and operation. Thus, it is assumed that not all the projected housing growth, as per the High Case scenario, required to accommodate new employees, and potentially their families, would occur through new private development within the Town’s Settlement Area. Further, the projected job growth in the High Case scenario includes jobs that would be directly accommodated at the Generation Mining Project site, and not entirely within vacant employment lands located within the Town’s Settlement Area. Should additional information become available regarding the status of the Generation Mining Project, this analysis may need to be revised.

The following sections provide an analysis of the residential and employment land needs within the Town of Marathon’s Settlement Area, **using the Base Case scenario projections.**

3.3.1 Residential Land Needs

The residential land needs within the Town’s Settlement Area are determined by using the projections for dwelling units and applying the following maximum residential densities required in the policies of the current Official Plan:

- Low Density: 14 units per hectare (6 units per acre) (Policy 3.3.9); and
- Medium Density: 30 units per hectare (12 units per acre) (Policy 3.3.10).

For the purposes of this analysis, the dwelling types included in metroeconomies' projections (**Table 3-7**) have been categorized as low or medium density as follows:

- Low Density: single-detached and semi-detached, other single attached, duplex apartments, movable; and
- Medium Density: row houses, apartments less than 5 storeys.

Based on the above categorization, a total of 1,060 low density dwelling units, and 258 medium density dwelling units are forecasted to the year 2051. This projection represents a decline of 97 residential units from the year 2021. As such, **no additional residential units or residential lands are projected to be required within the Town's Settlement Area to 2051.**

Approximately 32.7 net ha (80.8 net ac) of land are available for development within the Settlement Area, should the housing demands increase over the planning horizon. These lands include, but are not limited to, the planned 19-lot tiny home subdivision (1.5 gross ha) and the Draft approved Penn Lake Subdivision – Phase 2 (34.3 gross ha), which is proposed on municipally-owned lands and can accommodate 102 new dwellings (see **Figure 3-1**).

3.3.2 Employment Land Needs

The 2021 Census identified a total employed labour force of 1,455, of which 1,325 jobs are located within Marathon. Based on the metroeconomies' Base Case employment projection, assuming there are no changes to the participation, employment, or unemployment rates, and employment growth matches the projected population growth, there is a projected total decrease of 92 jobs, for a total of 1,233 jobs in 2051, including both economic-based (EB) and community-based (CB) jobs.

Based on the PPS definition of "employment areas" previously discussed in **Section 3.2**, only the projected primary (i.e., agriculture, mining, manufacturing, warehousing and transportation) and industrial jobs would meet the definition of "employment area", and would need to be accommodated in designated employment areas within the Town's Settlement Area. Of the projected jobs to 2051, **an increase of 50 primary jobs and a decrease of 14 industrial jobs is projected, resulting in the need to accommodate a total increase of 36 jobs.**

The current Town of Marathon Official Plan does not contain policies that specify employment densities required for employment areas. Assuming a low employment density of 20 jobs / net ha and a high employment density of 50 jobs / net ha (which are based on urban employment areas in other Ontario cities), **Table 3-7** presents the range of land requirements for future employment uses, inclusive of primary and industrial jobs, that would be needed to accommodate the projected Base Case job growth in designated employment areas within the Town's Settlement Area.

Table 3-7: Base Case Land Requirements by Employment Density per PPS Definition of Employment Area

Employment Projection to 2051 (Primary and Industrial Jobs Only)	Low Density (20 jobs/net ha)	High Density (50 jobs/net ha)
36	1.8 net ha	0.72 net ha

4.95 net ha of vacant employment lands are currently available within the Town's Settlement Area. **A maximum total of 1.8 net ha of land (approximately 36% of the available vacant employment lands) are required to accommodate projected employment growth if employment areas were to develop at a low density; 0.72 net ha of land (14.5% of the available vacant employment lands) are required to accommodate projected employment growth if employment areas were to develop at a high density. Thus, no additional employment lands are required to 2051.**

3.3.3 Vacant Land Supply Analysis Summary

In summary, the Base Case and High Case projections by metroeconomics present two very different outcomes for population, dwelling, and employment growth for the Town to 2051. Under the **Base Case scenario, there are no additional residential lands or additional employment lands required in the Town's Settlement Area to the year 2051.** While not calculated for the purpose of this analysis, the High Case projections would likely result in additional lands being required to accommodate the projected growth within the Town's Settlement Area. This would result in the need to encourage development at higher densities and through intensification to reduce vacant land needs, and/or the potential need for a Settlement Area boundary expansion and redesignation of rural lands to accommodate additional residential and employment uses.

In conclusion, under **the Base Case scenario, the Town has sufficient lands within the existing Settlement Area boundary to accommodate projected residential and employment needs to the year 2051.** However, should the Generation Mining Project proceed to construction, this analysis may need to be revised with additional information regarding employee housing plans, to confirm whether there will be a need for additional residential and employment lands to accommodate the growth projected in the High Case scenario.

3.3.4 Potential Settlement Area Boundary Expansion

The Town is anticipating the need to be prepared for future growth should the Generation Mining Project and the High Case scenario be realized and result in significant increased demand for housing, industrial, and commercial development within the Town's Settlement Area due to the associated population increase. As previously stated, while the construction of the Generation Mining Project has not been confirmed, the Project has received all required construction permits from the Province and is considered "shovel-ready", pending funding, and a construction



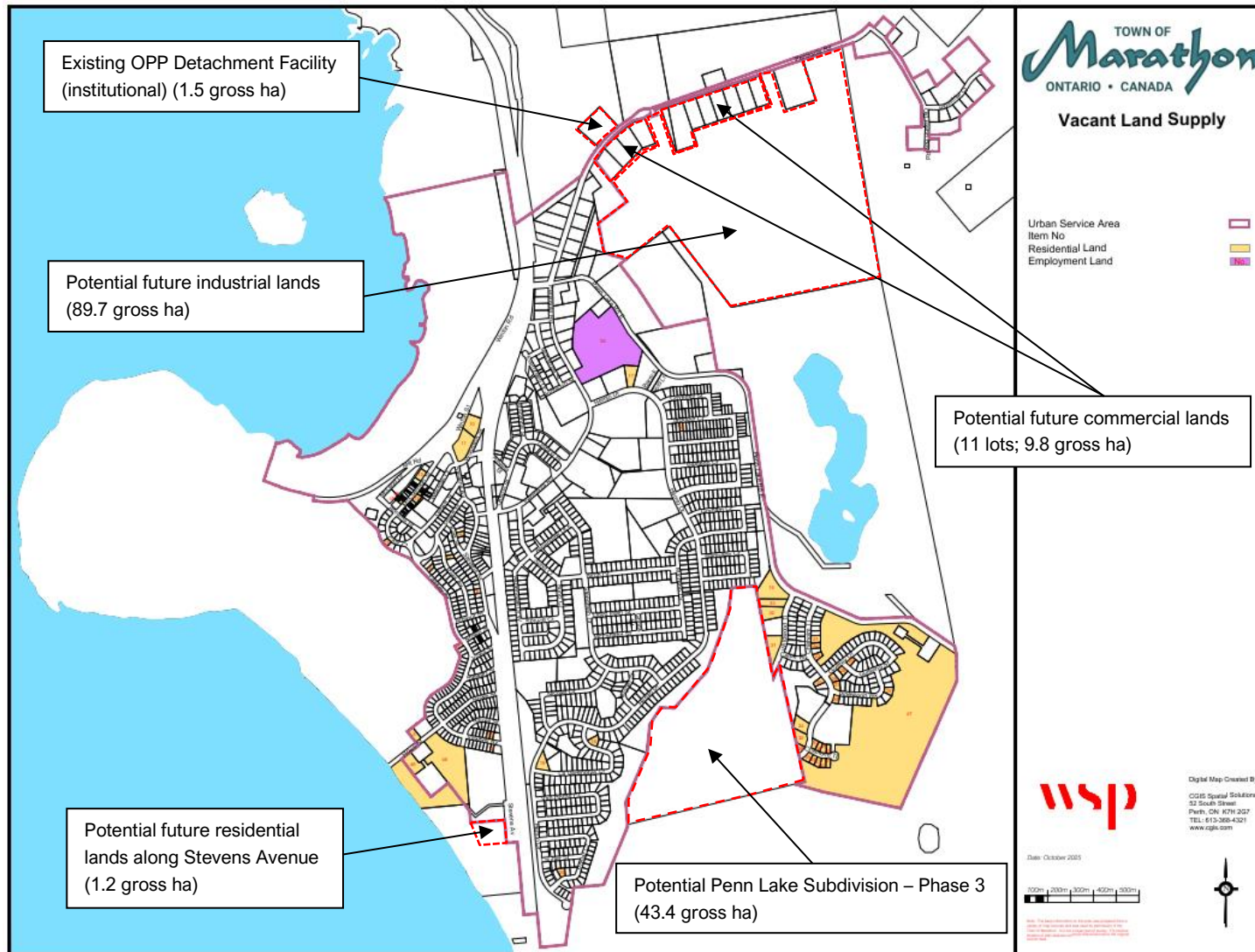
announcement may come at any time. As such it is prudent for the Town to prepare for a potential population “boom” and the associated demands for additional housing, commercial and social services, and the development of spin-off industries as a result of the Mine construction and operations.

The OP Review presents an opportunity to consider expanding the Settlement Area boundary to include additional municipally-owned lands that would be designated and zoned appropriately, to accommodate future housing and employment growth. Potential lands for addition to the Settlement Area are illustrated on **Figure 3-2** and include:

- Town-owned lands including the future Phase 3 of the Penn Lake Subdivision (43.4 gross ha) and a portion of a property along Stevens Avenue (1.2 gross ha), to accommodate future residential growth;
- A large Town-owned parcel along Peninsula Road (89.7 gross ha) for which the Town has previously explored a draft plan of subdivision and high-level costing to develop an internal road and servicing, to accommodate future industrial development;
- Twelve (12) Town-owned parcels (comprising 11 lots) along Peninsula Road (9.8 gross ha) across from the Peninsula Golf Course for which a survey plan has been prepared, to accommodate future commercial development; and
- The existing Ontario Provincial Police (OPP) Detachment facility located at 101 Peninsula Road (1.5 gross ha), which would be designated as Institutional.

This will be further explored in the forthcoming Policy Directions and Recommendations Report as part of the Official Plan Review.

Figure 3-2: Potential Settlement Area Boundary Expansion



4 Regulatory Planning Framework

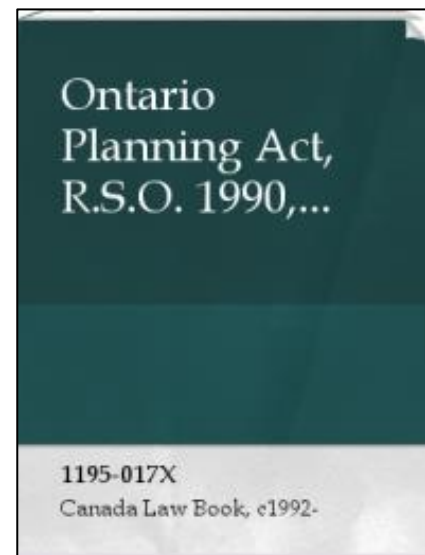
Planning at the municipal level is undertaken within a framework established by the Province of Ontario, specifically the Planning Act and the Provincial Planning Statement, 2024. The Town of Marathon Official Plan enables a number of planning tools to be used to implement the policies of the Plan, including,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

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

4.1 Planning Act

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

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



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

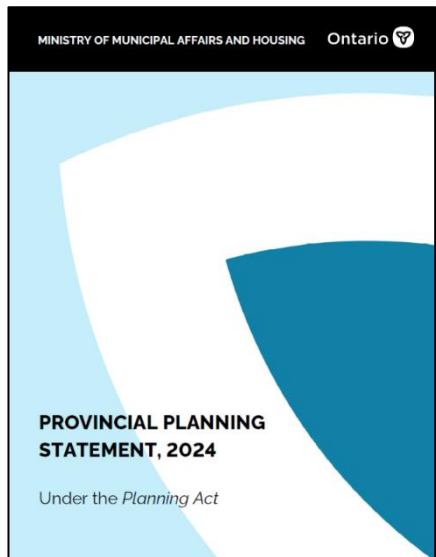
- a) the protection of ecological systems, including natural areas, features and functions;
- b) the protection of agricultural resources of the Province;
- c) the conservation and management of natural resources and the mineral resource base;
- d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- e) the supply, efficient use and conservation of energy and water;



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

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

4.2 Provincial Planning Statement, 2024



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

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

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

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

Growth and Housing

- Planning authorities shall be required to base population and employment growth forecasts on Ontario Population Projections published by the Minister of Finance, which may be modified, as appropriate (Policy 2.1.1).
- Planning authorities are required to provide adequate land for a time horizon of at least 20 years, but not more than 30 years, rather than the required 25-year horizon in the 2020 PPS. Planning for infrastructure, public service facilities, strategic growth areas, and employment areas may extend beyond this time horizon (Policy 2.1.3).
- Planning authorities shall maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units



available through lands suitably zoned, including units in draft approved or registered plans (Policy 2.1.4).

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

Employment

- A new definition for “employment areas” is included in the 2024 PPS:

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



Sewage, Water, and Stormwater

- In planning for sewage and water services, there should be consideration for accommodating forecasted growth that is efficient and optimizes existing municipal sewage and water services and private communal sewage and water services (Policy 3.6.1(a)). Planning authorities are also required to ensure these systems can be sustained by existing water services, are feasible and financially viable, and protects human health, safety, and the natural environment, and aligns with comprehensive municipal planning for these services, where applicable (Policy 3.6.1(b)).
- Planning for stormwater management shall integrate with planning for sewage and water services, ensuring systems are optimized, retrofitted as appropriate, feasible and financially viable over the long term. Stormwater management planning efforts should minimize erosion, contaminant loads, and changes in water balance, mitigate risks to human health, safety, property and environment, expand and preserve vegetative and pervious surfaces, and promote stormwater management best practices and low impact development” (Policy 3.6.8).

Transportation

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

Implementation

- “Designated and available,” is defined as “lands designated in the official plan for urban residential use. For municipalities where more detailed official plan policies (e.g., secondary plans) are required before development applications can be considered for approval, only lands that have commenced the more detailed planning process are considered to be designated and available for the purposes of this definition.”
- A Consistency Review examining the current Town of Marathon Official Plan against the policies of the 2024 PPS is included in **Appendix A** and identifies where policy additions or updates to the OP are required.

4.3 Growth Plan for Northern Ontario, 2011

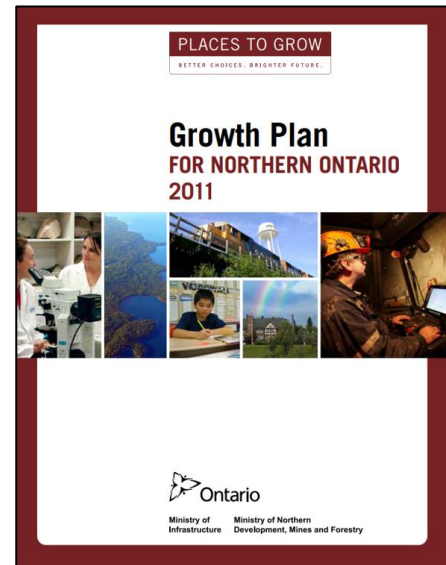
The Growth Plan for Northern Ontario is a 25-year plan that came into effect in 2011. This Growth Plan was prepared under Ontario's Places to Grow Act (2005), which provides that the Province may identify and designate areas for which strategic growth plans can be developed. The Growth Plan focuses on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

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

1. Creating a highly productive region, with a diverse, globally competitive economy that offers a range of career opportunities for all residents.
2. Developing a highly educated and skilled workforce to support an evolving knowledge-based economy and excellence in the trades.
3. Partnering with Aboriginal peoples to increase educational and employment opportunities.
4. Delivering a complete network of transportation, energy, communications, social and learning infrastructure to support strong, vibrant communities. **Sections 4.6 and 4.7** provide an overview of the Draft Transportation Plan for Northern Ontario and Draft Northern Ontario Multi-modal Transportation Plan.
5. Demonstrating leadership in sustainable growth and environmental management.
6. Establishing innovative partnerships to maximize resources and ensure this Plan achieves its ambitious vision and is fiscally sustainable.

Economy

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





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

People

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

Communities

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

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

Indigenous Peoples

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

Infrastructure

The Growth Plan supports efficient and modern infrastructure as being critical to the future of Northern Ontario. The Plan requires that infrastructure planning, land use planning and

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

Environment

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

4.4 Recent Legislative Changes

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

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

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

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

Subsequently, Bill 185 rolled back some of the changes proposed under Bill 109, specifically with respect to the refund of development application fees. Bill 185 is further discussed in **Section 4.4.5** of this Report.

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

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

Changes to Permissions for Additional Dwelling Units

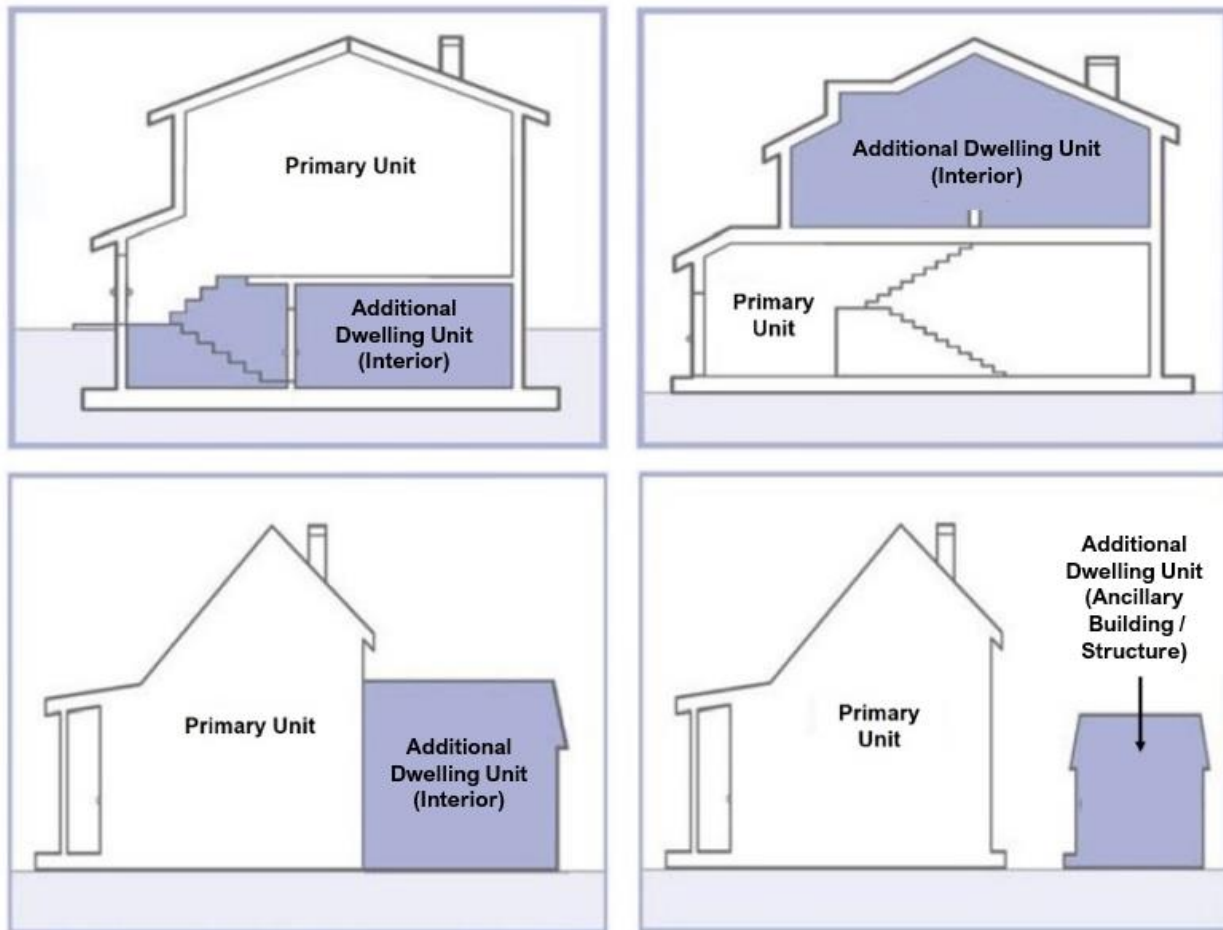
Additional dwelling units (also previously referred to as secondary dwelling units, second units, additional residential units) are defined as self-contained residential units with a private kitchen, bathroom facilities and sleeping areas, within dwellings or within structures ancillary to a dwelling (e.g., a garage), as illustrated in **Figure 4-1**.

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

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

- Up to three (3) residential units within a detached house, semi-detached house, or rowhouse (i.e., townhouse) on a parcel of urban residential land; or
- One (1) residential unit in a building or structure ancillary to a detached house, semi-detached house, or rowhouse (i.e., townhouse) on a parcel of urban residential land, if it contains no more than two (2) residential units.
- The Planning Act defines a “parcel of urban residential land” to mean “a parcel of land that is within an area of settlement on which residential use, other than ancillary residential use, is permitted by by-law [...]”, and that is served by municipal water and sewer services.
- The changes do not permit appeals with regard to Official Plan policies and zoning provisions that authorize additional dwelling units in serviced residential areas.

Figure 4-1: Examples of additional residential unit locations within a primary dwelling (Adapted from Ministry of Municipal Affairs and Housing, 2019)



Section 2.26 Secondary Dwelling Units in the Town’s current Official Plan allows the development of one (1) secondary dwelling unit (i.e., additional dwelling unit) “in addition to a principal dwelling unit, in a single-detached, semi-detached, or a townhouse, or in a building or structure ancillary to a single-detached or semi-detached dwelling, or row house” (i.e., townhouse).

Under the Town’s Zoning By-law No. 1873, Section 4.36 Secondary Dwelling Units contains the following provisions:

- a) Only one secondary dwelling unit per lot is permitted, and shall be located within the main dwelling unit;
- b) A secondary dwelling unit shall only be permitted in a single-detached or semi-detached dwelling;
- c) The primary dwelling unit must be serviced by full municipal water and sewer services;

- d) One additional on-site parking space is provided exclusively for the secondary dwelling unit; and,
- e) The external appearance of the front façade of a building or any other façade of a building facing a street on which the lot has frontage shall not be altered.

Section 4.36 of the Town's Zoning By-law does not currently permit a secondary dwelling unit in a townhouse or in an ancillary building or structure. As such, these provisions do not conform with the Town's Official Plan. Both the Official Plan and Zoning By-law require updates to be consistent with the Planning Act.

Clarification of Site Plan Control Requirements

The Planning Act currently establishes the right for municipalities to enact a site plan control area. Bill 23 amends the Act to exclude development of up to ten (10) residential units from Site Plan Control. In addition, Site Plan Control may no longer consider the exterior design of buildings, except as it relates to sustainable design, the protection of adjoining lands, and matters of health and safety. **Section 4.4.3** of this Report discusses further amendments related to Site Plan Control enacted through Bill 97.

Heritage Planning

Amendments to the Ontario Heritage Act through Bill 23 established new, mandatory time limits for listed properties on municipal heritage registers. If a listed property is not designated by the municipality within two (2) years of including it on the register, the property will be removed from the register and may not be included again until five (5) years have passed. Further, removal of listed properties from the municipal heritage register no longer requires consultation with the municipal heritage committee. Bill 200, as discussed in **Section 4.4.4** of this Report, further clarified and revised the required timeframe for designation of listed properties that existed on municipal heritage registers as of December 1, 2022.

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

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

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

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



Clarification of Site Plan Control Requirements

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

Ontario Regulation (O.Reg.) 254/23 identifies the following prescribed areas:

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

Areas of Employment

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

With the passing of Bill 97, the definition has been amended to expressly exclude institutional uses and commercial uses, such as retail and office uses unless they are associated with manufacturing and warehousing. These changes are reflected in the 2024 PPS and the definition of “employment area” for the purposes of the PPS policies.

Interim Control By-laws

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

Parking for Primary and Additional Dwelling Units

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

4.4.4 Homeowner Protection Act, 2024 (Bill 200)

The Homeowner Protection Act, 2024 (Bill 200) received Royal Assent on June 6, 2024. Bill 200 included amendments to various legislation, including the Ontario Heritage Act, Planning Act,

New home Construction Licensing Act, Ontario New Homes Warranties Plan Act, and Personal Property Security Act.

Heritage Planning

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

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

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

The Cutting Red Tape to Build More Homes Act, 2024 (Bill 185) received Royal Assent on June 6, 2024. Bill 185 introduced changes to the Planning Act, Development Charges Act, Municipal Act, and the City of Toronto Act. The relevant planning changes are summarized in this section.

Pre-application Consultation

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

Limited Third-Party Appeal Rights

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



New Appeal Rights for Applications for Settlement Area Expansions

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

Subdivision and Site Plan Approval – ‘Use it or Lose it’

Amendments to the Planning Act under Bill 185 also include expansion of the scope of lapsing provisions for Plans of Subdivision and Site Plan Control. The prescribed time period for the lapsing of a Site Plan or Draft Plan of Subdivision is required to be no less than three (3) years, or shall be specified by the approval authority. The intent of this amendment is to speed up building permit approvals for housing and construction following planning approvals.

Public Notice Requirements

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

4.4.6 Protect Ontario by Building Faster and Smarter Act, 2025 (Bill 17)

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

Limiting Requirements for Complete Applications

The Planning Act currently requires that certain prescribed information and material be provided as part of planning approval applications, including applications for official plan amendments, zoning by-law amendments, site plan approval, draft plan of subdivision approval, and consents.



Bill 17 introduces restrictions that limit a municipality's power in determining what is required for a "complete" development application. Municipalities must obtain written approval from the Minister of Municipal Affairs and Housing before an official plan amendment is undertaken to add to the local municipality's complete application requirements.

Additionally, municipalities must now accept all studies prepared by certified professionals as meeting "complete application" requirements.

Minor Variances

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

Development Charges

Bill 17 amends changes to the Development Charges Act, 1997, which include exempting long-term care homes from development charges, allowing for changes to development charges by-laws without requiring a public amending process, and allowing residential development other than rental housing as a type of development where development charges may be paid at the time of occupancy. Bill 17 also allows the Province to have the authority to define what is a 'local service' to determine which projects are eligible for cost recovery through development charges.

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

4.4.7 The Protect Ontario by Unleashing our Economy Act, 2025 (Bill 5)

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

Environmental Impacts

Bill 5 amends changes to the Endangered Species Act, 2007, including the definition of "habitat", as well as removes requirements for recovery and management plans. Additionally, Bill 5 repeals

the Endangered Species Act, 2007 and enacts the Species Conservation Act, 2025, which is expected to come into effect in early 2026.

Bill 5 also amends changes to the Environmental Assessment Act and Environmental Protection Act and eliminates registration fees for the Environmental Activity and Sector Registry. Changes include adopting a “registration-first” approach to project approvals, allowing proponents to proceed with permits as soon they have registered and met requirements.

Special Economic Zones

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

On October 2, 2025, the proposed regulatory framework for the establishment of Special Economic Zones (SEZ) under the Special Economic Zones Act, 2025 was introduced by the Minister of Economic Development, Job Creation and Trade. Consultation on the proposed regulation is open until November 16, 2025.

Draft SEZ criteria regulation is proposed following initial consultations with the public and Indigenous communities. Under the draft regulation, projects located within Ontario that are deemed to be economically significant or strategically important to the Ontario economy may be designated as a SEZ by the Lieutenant Governor in Council. Other factors for consideration include whether the project will use goods and services from Ontario.

Heritage

Bill 5 amends the Ontario Heritage Act, allowing the Lieutenant Governor in Council to exempt properties from archaeological assessments if advancing specified provincial priorities. Bill 5 increases ministerial power over site inspections, seizure of artifacts, and allows the direct deposit of material into public or Indigenous institutions.

Accelerating Mining Developments

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

4.4.8 Proposed Protect Ontario by Cutting Red Tape Act, 2025 (Bill 46)

The Protect Ontario by Cutting Red Tape Act, 2025 (Bill 46) was introduced by the Ontario government on June 4, 2025. This Bill, if passed, would amend a number of Acts with the intent

of modernizing regulations, reducing administrative burdens, and restoring Ontario's economic viability through accelerating land-use planning and development approvals - while maintaining strong regulatory oversight.

Archaeology Standards and Guidelines

Bill 46 proposes changes to the Standards and Guidelines for Consultant Archaeologists, to streamline reporting requirements for assessments and shorten timelines for assessment reviews, with implementation planned in phases following notification and consultations with Indigenous partners and stakeholders. Additionally, Bill 46 is proposing changes to consider the removal of licence renewals for licensed consultant archaeologists.

Mining and Energy

Bill 46 proposes solutions to allow mine development activities to proceed without delays due to securing land, to ensure mining projects move forward on time and allow critical minerals to reach markets faster. If passed, under Bill 46, the Province will review the current term length of mining leases under the Mining Act and provide recommendations to the government.

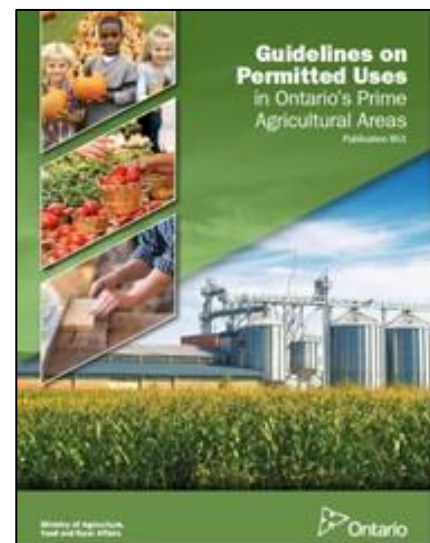
Carbon Management and Clean Energy

Bill 46 proposes a carbon management framework that would accelerate the use of new technologies and support the growth of a strong carbon management sector, building on current efforts to enable geologic carbon storage and support the growth of a strong carbon management sector.

Bill 46 is also proposing to explore the feasibility of enabling new municipally administered private financing arrangements for energy efficiency and renewable energy projects for commercial and multi-residential properties in the province.

4.5 Ministry of Agriculture Food and Rural Affairs Guidelines on Permitted Uses in Prime Agricultural Areas (2016)

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





The document provides guidance on:

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

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

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

The document also identifies municipal Official Plans and Zoning By-laws as tools for implementing the PPS policies for permitted uses in prime agricultural areas.

It is noted that the Town of Marathon does not contain any prime agricultural areas within its municipal boundary. However, agricultural activities are permitted throughout the Rural designation in the Town's current OP and in the Rural Zone in the current ZBL. The OP and ZBL Review presents an opportunity to align the permitted uses in the OP and ZBL with the definitions of agricultural uses, agriculture-related uses, and on-farm diversified uses in the 2024 PPS. The following should be considered as part of the Official Plan and Zoning By-law Review:

Official Plan

- Permit agricultural uses, agriculture-related uses, and on-farm diversified uses in the Rural designation; and
- Include policies for minimum distance separation between agricultural uses and sensitive land uses (e.g., residential uses) in the Rural designation.

Zoning By-law

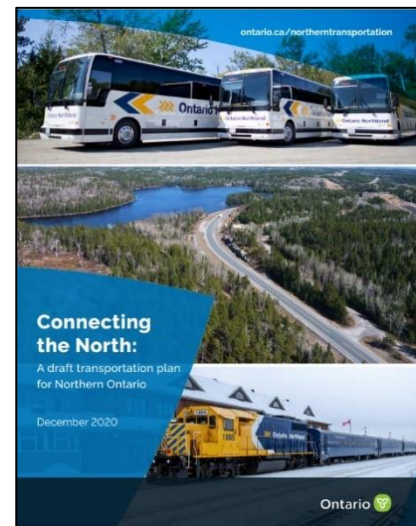
- Provide up-to-date definitions for agricultural uses, agriculture-related uses, and on-farm diversified uses;
- Include general provisions for minimum distance separation between agricultural uses and sensitive land uses;
- Permit on-farm diversified uses that are clearly compatible and appropriate in the Rural Zone. For example, value-retaining uses (e.g., storage, grading, drying), home offices in existing buildings, and small produce stands could be permitted as-of-right.

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

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

The Draft Transportation Plan identifies actions directly impacting the Town of Marathon including the launch of two new bus routes between White River and Thunder Bay, surface treatments and resurfacing along Highway 17, and hazard rock scaling along Highway 17 east of Nipigon. The Draft Plan also includes actions related to improving opportunities for Indigenous peoples and business in the area, such as including participation requirements for communities in the Robinson Superior Treaty Area in provincial contracts.

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



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

In July 2017, Draft 2041 Northern Ontario Multimodal Transportation Strategy was released as Ontario's first pan-Northern strategy that considered the integration of multiple transportation modes including road, rail, air, and marine. The Strategy's initiative remains a signature study of



Northern Ontario's transportation system and may be used to inform future work on the northern Ontario transportation system and long-term planning.

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

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

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

1. **Connected and Prosperous** – Increase and modernize transportation options to support everyday living and economic activity in northern Ontario.
2. **Safe and Reliable** – Enhance traveler safety and system reliability and minimize travel delays and complications.
3. **Address Remote and Far North Challenges** – Work with remote and Far North communities to address unique transportation needs with more reliable connections between communities and to the all-season ground transportation network.
4. **Integrated and Innovative** – Anticipate and respond to economic, technological, environmental and social change to link people, resources and businesses.
5. **Healthy and Sustainable** – Create a cleaner and more sustainable transportation system in northern Ontario by reducing greenhouse gas emissions and other environmental and human health impacts.

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

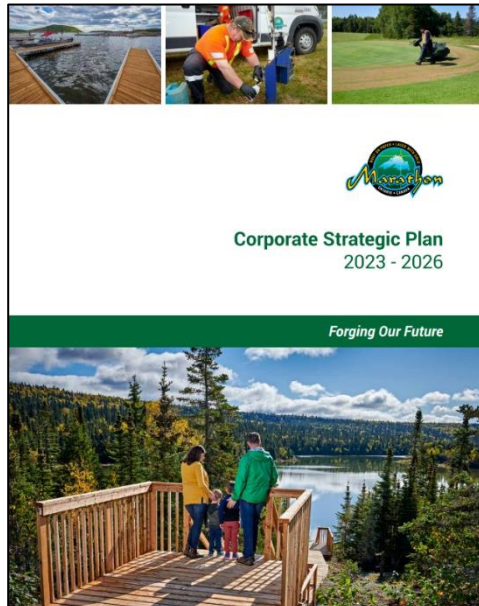
5 Existing Local Municipal Planning Context

In addition to the OP and ZBL, various documents prepared by and for the Town of Marathon contain recommendations or directions that should be considered in the OP and ZBL Review. These documents provide strategic direction on land use, community development, infrastructure, and environmental management, helping to ensure that future planning decisions align with the Town's priorities and provincial policies.

This section summarizes the following key municipal plans and studies that inform Marathon's planning framework, outlining their relevance to the Town's long-term planning and identifying high-level considerations for policy updates:

- Town of Marathon Corporate Strategic Plan 2023-2026
- Town of Marathon Official Plan, May 2016
- Town of Marathon Zoning By-law No. 1873, May 2016
- Draft Waterfront Master Plan, July 2025
- Town of Marathon Asset Management Plan, June 2025
- Town of Marathon Community Safety and Well-Being Plan, 2022-2025
- Energy Conservation and Demand Management Plan, July 2019 – June 2024
- Town of Marathon Active Living Centre Feasibility Study, November 2017
- Marathon Wastewater Treatment Plant Annual Report, 2024
- Marathon Drinking Water System Annual Report, 2024
- Groundwater Protection Study Report, 2009

5.1 Town of Marathon Corporate Strategic Plan 2023-2026



The Town of Marathon has developed a Strategic Plan to establish a clear vision, mission, and core values that will guide decision-making over the next four (4) years. This Plan outlines strategic focus areas and enabling strategies to support municipal governance, economic development, and community well-being.

The **vision** for the Town of Marathon is: "Marathon; THE SUPERIOR Community." This vision reflects the Town's commitment to fostering a healthy, progressive, and inclusive community.

The **Mission Statement** defines the Town's purpose: "Marathon is a healthy, economically progressive community, with quality lifestyle, inclusive collaboration, and action-oriented leadership." This mission focuses on quality of life, sustainable development, and accountable leadership.



The **core values** that guide the Strategic Plan include:

1. **Accountability and Transparency** – Ensuring responsible resource management and regulatory compliance.
2. **Service Driven** – Encouraging innovation, resilience, and customer-focused municipal services.
3. **Communication and Collaboration** – Fostering open, respectful, and transparent engagement.
4. **Resource Stewardship** – Implementing best practices in financial, environmental, and workforce management.
5. **Personal Leadership and Inclusive Workplace** – Promoting individual responsibility, respect, and workplace well-being.

The Strategic Plan defines **five (5) focus areas**, with corresponding goals and actions:

1. **Quality of Life** – Enhancing community well-being through programs, infrastructure, and services.
2. **Infrastructure and Environment** – Sustainably managing public assets while ensuring environmental protection.
3. **Economic Development, Growth, and Stability** – Supporting business growth, investment, and economic diversification.
4. **Organizational and Fiscal Resiliency** – Strengthening operational efficiency and financial sustainability.
5. **Progressive Leadership and Collaboration** – Leading by example while fostering productive partnerships.

The Strategic Plan supports the advancement of key initiatives to support community well-being, infrastructure development, and economic resilience. The Active Living Centre (ALC) Development is progressing through site exploration, programming validation, and schematic design, leading to a Class C construction cost estimate to support Council decision-making. Additionally, the Pebble Beach Area Development is focused on completing construction and identifying funding options for future phases to enhance public access and recreational opportunities. To ensure financial resiliency, a multi-pronged funding strategy is being developed for the Active Living Centre (ALC) Development, securing long-term viability. Funding mechanisms for the Pebble Beach Area Development are also under review to facilitate future expansion and infrastructure planning.

Efforts to modernize planning and land use are underway through the Official Plan and Zoning By-law Review, ensuring flexible policies and regulatory structures that align with sustainable growth

and support development. Additionally, residential expansion is being explored to strengthen economic diversification by attracting investment in new housing models. The Town is assessing the feasibility of new residential development, including opportunities for Lake Superior waterfront housing, executive-style condominiums, and a 'Tiny Home Village' to optimize land use in former residential areas that are currently vacant.

Economic sustainability is being supported through research into a Community Improvement Plan, which would provide tax assistance, grants, and loans to incentivize property rehabilitation within key areas. Stakeholder engagement is a priority in shaping the Community Improvement Plan, reinforcing collaborative partnerships and economic sustainability.

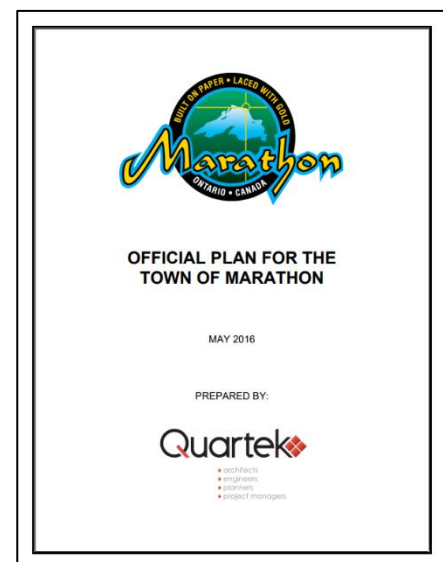
Through careful planning and resource allocation, these initiatives will contribute to a stronger and more dynamic future for residents and businesses in Marathon.

Updates to the Town's OP and ZBL will consider how the strategic goals and priorities of the Strategic Plan may be implemented through land use policies and zoning regulations.

5.2 Town of Marathon Official Plan, May 2016

The current Town of Marathon Official Plan ("OP") was approved by the Ministry of Municipal Affairs and Housing ("MMAH") on April 26, 2016. The OP provides a comprehensive framework for guiding development, with a focus on sustainability, economic growth, and environmental stewardship. The Plan designates the Urban Service Area as the primary area for residential, commercial, institutional, and recreational uses, while ensuring balanced and harmonious development in surrounding rural areas.

The OP consists of five (5) sections covering the introduction, general provisions, land use policies, community services and facilities, and the implementation and administration of the Plan. The OP provides for a range of permitted uses within specific land use designations, as illustrated in Schedule A to the Official Plan. Schedule B delineates the Urban Service Area and designations therein, Schedule C identifies Resources and Constraints, and Schedule D addresses Groundwater Protection to ensure environmental sustainability. Additionally, Appendix A provides key definitions, while Appendix B categorizes industrial land uses into Category "A," "B," and "C", assessing their potential groundwater contamination risks. Appendix C presents the Background and Policy Issues/Options Report which formed the basis of the OP policies.



The current Official Plan contains the following land use designations:

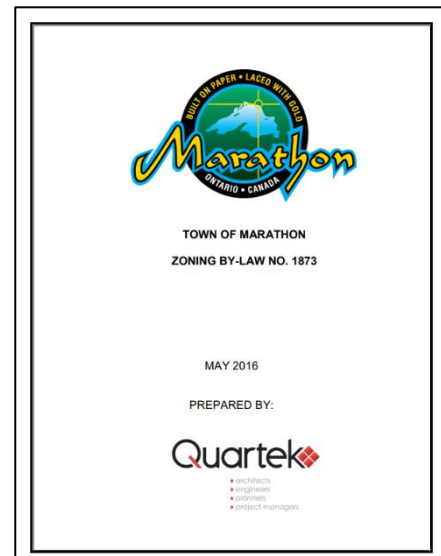
1. General Commercial (GC)
2. Highway Commercial (HC)
3. Industrial (M)
4. Institutional (I)
5. Residential (R)
6. Rural (Ru)
7. Open Space (OS)
8. Environmental Protection (EP)

The land use designations and associated policies within the OP will be reviewed to determine what may be appropriate to carry forward in the new OP, and what may need to be revised based on changes to the Planning Act, the PPS, 2024, and other updates to legislation.

5.3 Town of Marathon Zoning By-law No. 1873, May 2016

The current Town of Marathon Zoning By-law No. 1873, as amended, establishes regulations governing land use and development within the municipality. The Zoning By-law sections include:

- **Section 1 – Interpretation and Administration:** Defines the scope, purpose, and administration of the Zoning By-law, including violations and penalties.
- **Section 2 – Definitions:** Provides definitions for key terms and permitted uses applicable across all Zones.
- **Section 3 – Zones and Zone Map:** Establishes the zoning classifications within the municipality, defining distinct land use categories and their intended functions. It sets out the use of Zone symbols, ensuring consistency in Schedules (i.e., maps) and in the By-law document. The section also provides guidance on interpreting Zone boundaries, accounting for lot lines, rights-of-way, and natural features to clarify zoning applicability. Additionally, special provisions are outlined to address site-specific exceptions, overlays, or unique development requirements that apply to certain properties or projects.



- **Section 4 – General Provisions:** Outlines regulations that apply to all Zones within the municipality, ensuring consistency in land use implementation. It addresses various aspects of zoning, including accessory uses, buildings, and structures, as well as parking, loading space standards, and setback provisions. The section also provides guidance on specific matters such as secondary dwelling units, home occupations, and bed-and-breakfast establishments. Additionally, it establishes restrictions on certain uses, including hazardous or obnoxious activities, road frontage requirements, and setbacks related to watercourses and highways.
- **Sections 5 to 22:** Establish the regulations that apply to specific Zones. Each Zone has its own Section, with specific regulations that establish performance standards (e.g., building and lot requirements, including minimum yard dimensions and setbacks, maximum building heights, maximum lot occupancy). Zones include: Rural Residential, Residential 1, Residential Mobile Home, Residential Multiple, Temporary Accommodations, Seasonal Residential, Neighbourhood Commercial, General Commercial, Highway Commercial, Tourist Commercial, Enterprise, Light Industrial, Heavy Industrial, Institutional, Open Space, Environmental Protection, and Holding Zone. Site-specific exceptions (currently referred to as “Special Zones”) and their associated provisions are included in their relevant Zone category.
- **Schedule "A" and Schedule "B" (Maps):** Serve as the Zoning Maps for the Town of Marathon, illustrating all applicable Zones.

Table 5-1 presents the existing 18 operative Zones, which are organized into six (6) Zone categories.

Table 5-1: Summary of Existing Zone Categories and Corresponding Zones

Residential	Commercial
● Residential 1 Zone (R1) ● Residential Mobile Home Zone (R2) ● Residential Multiple Zone (RM-1) ● Seasonal Residential (SR) ● Temporary Accommodations Zone (RM-2)	● Neighbourhood Commercial Zone (C1) ● General Commercial Zone (C2) ● Highway Commercial Zone (C3) ● Tourist Commercial Zone (TC) ● Enterprise Zone (E)

Industrial	Rural	Other
• Light Industrial Zone (M1) • Heavy Industrial Zone (M2)	• Rural Zone (RU) • Rural Residential Zone (RR)	• Institutional Zone (I) • Open Space Zone (OS) • Environmental Protection Zone (EP) • Holding Zones

The Town's Zoning By-law will be reviewed to determine which Zones and provisions should be carried forward in the new Zoning By-law, and what may need to be revised based on recent legislative changes and to ensure conformity with the new Town of Marathon Official Plan.

5.4 Draft Marathon Waterfront Master Plan, July 2025

The Draft Marathon Waterfront Master Plan was prepared by Hapa Collaborative, in coordination with the Town of Marathon in July 2025. The Draft Waterfront Master Plan outlines a vision to transform the site of the former Marathon Pulp and Paper Mill into a vibrant, dynamic, and publicly accessible waterfront. The Town seeks to reanimate the former industrial lands and shoreline as a central public gathering space and a new beloved gathering place for local residents and visitors to Marathon.

The Draft Waterfront Master Plan identifies five (5) key objectives:

1. **Bring the Town Back to the Water:** Re-establish the waterfront as the hub for activity for the Town;
2. **Amplify Natural Features:** Highlight the Town of Marathon's position at the intersection of the Boreal Forest, the Canadian Shield, and the Great Lakes;
3. **Reconnect with the Surrounding Landscape:** Reintegrate with the surrounding town, water, and landscape, including the existing Group of Seven and Coastal Lagoon trails;
4. **Articulate Industrial Footprint:** Reintroduce industrial features, materials, and landforms, using the industrial history of the site as a guiding framework; and
5. **Experience Indigenous Heritage:** Work together with Biigtigong First Nation and place an emphasis on traditional materiality, practices, and land-based education.

The Draft Waterfront Master Plan introduces the Town's vision and Concept Plan (**Figure 5-1**) for a complete transformation of Marathon's former industrial waterfront into a community landscape with a network of open spaces, cultural destinations, and economic activities. The Concept Plan proposes the restoration of natural ecosystems, the creation of year-round

amenities, and the development of “community anchors” such as a museum, marina, and community centre. The Draft Waterfront Master Plan notes that recreational space and facilities will be provided within the proposed Active Living Centre, such as a swimming pool, skating rink, seniors room, and bowling alley.

Figure 5-1: Concept Master Plan (Draft Waterfront Master Plan, June 2025)



The Concept Plan has also been prepared to consider the preservation and integration of existing industrial uses. The creation of a dedicated industrial zone would support the development of a deep-water port, providing marine access and areas for storage, warehousing, and loading. This industrial zone would be buffered from the surrounding public uses and open space areas.

Stevens Avenue is proposed to be reanimated as a new commercial heart of the Town. The Draft Waterfront Master Plan proposes mixed-use zoning for this area that would permit residential units to be located above active ground floor commercial uses. Finally, the Concept Plan also proposes the development of a new marina at Jellicoe Cove Marina and restore the Pumphouse building for use as a new museum or office space.

Section 5 Post Design Analysis includes a proposed zoning plan (**Figure 5-2**) for the waterfront.

Figure 5-2: Proposed Zoning (Draft Waterfront Master Plan, June 2025)



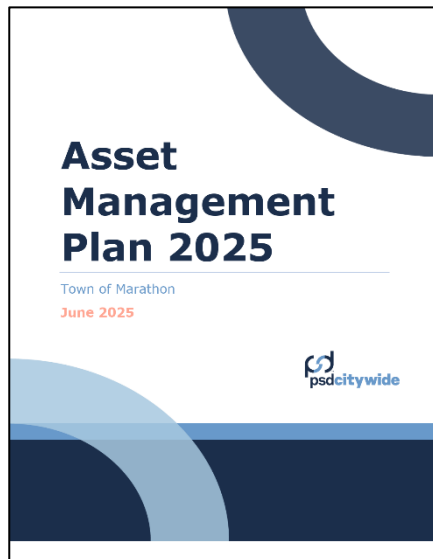
The zoning recommendations for the waterfront are summarized as follows:

- **Mixed Use Zone (New):** The creation of a new Mixed Use Zone is proposed that would permit building heights of 3-4 storeys. The Mixed Use Zone would also support new mixed use development along Stevens Avenue, between Winton and Drake Street, including ground floor commercial uses.
- **Active Living Centre (ALC) Zone (New):** A dedicated ALC Zone for the proposed Active Living Centre would facilitate the development of the new building and surrounding uses.
- **Residential Multiple Zones:** The existing residential zoning for McCullough Street and Winton Street would be maintained.
- **Institutional (I) Zone:** The existing Institutional zoning for the Holy Saviour Roman Catholic and the Marathon District Museum is proposed to be maintained.
- **Industrial Zones:** The western portion of the waterfront lands would maintain Industrial zoning, with permitted uses to include a deep-water port, warehousing uses, dry storage, loading facilities, and office uses, which would support the port and associated logistics hub. The type of Industrial zoning (i.e., M1, M2) is not specified in the proposed zoning plan.

- **Open Space (OS) Zone:** Most of the waterfront, including the lands abutting the shoreline, are proposed to be rezoned to Open Space. These areas include the proposed marina, pump house, public beaches, parks and open spaces, and trails.

At the time of writing of this Report, members of the public have been invited to review and provide their input on the Draft Waterfront Master Plan. The zoning recommendations proposed in the Draft Waterfront Master Plan will be further considered in the preparation of the Draft Official Plan and Draft Zoning By-law.

5.5 Town of Marathon Asset Management Plan, June 2025



Municipal infrastructure plays a fundamental role in ensuring the economic, social, and environmental well-being of a community. Effective asset management enables infrastructure to deliver reliable services in a cost-efficient manner through continuous assessment, data updates, and strategic financial planning. The Marathon Asset Management Plan (AMP) (June 2025), establishes a framework for sustainable infrastructure management, integrating long-term financial strategies to maintain service levels effectively. The AMP provides an overview of the Town's current infrastructure management practices and identifies areas for refinement. The Plan is structured to ensure compliance with Ontario Regulation 588/17 and incorporates key asset management principles, including

financial sustainability and lifecycle analysis. The AMP covers core assets, including the road network, water system, sanitary system, and stormwater system, as well as non-core assets such as buildings, land improvements, vehicles, and machinery and equipment.

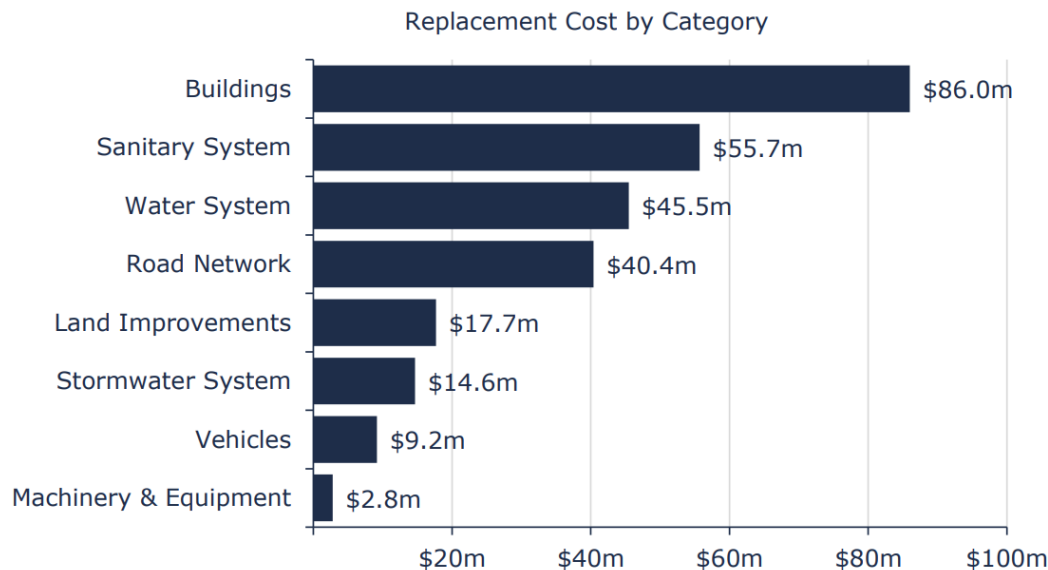
The estimated replacement cost for the infrastructure assets covered in the AMP is \$272 million.

A condition assessment indicated that 52% of assets are in fair or better condition, while 48% were assessed to be in poor, or very poor condition. Due to data limitations, 52% of assets were evaluated based on age, which does not always accurately reflect their actual condition. The AMP recommends ongoing condition assessments to improve accuracy and optimize future investment decisions.

To maintain existing infrastructure, prevent service backlogs, and ensure long-term sustainability, the Town requires an annual capital investment of \$6.9 million; however, historical funding trends indicate that only \$767,000 is allocated to capital projects or reserves annually, resulting in an annual funding shortfall of \$6.1 million (**Figure 5-3**).

The policies in the new Official Plan should refer to infrastructure priorities over the planning horizon.

Figure 5-3: Current Replacement Cost by Asset Category (Town of Marathon Asset Management Plan, June 2025)



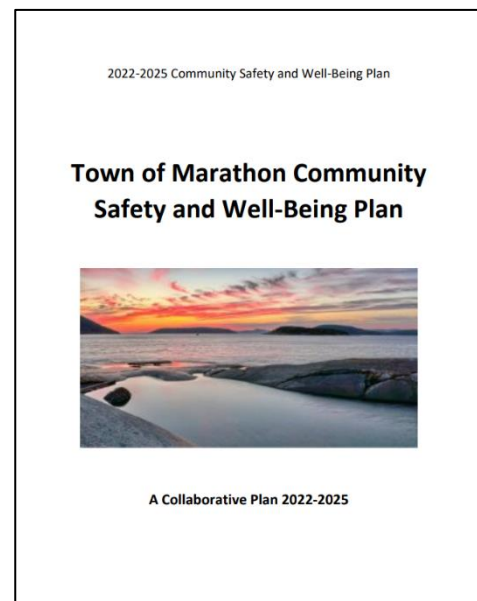
5.6 Town of Marathon Community Safety and Well-Being Plan, 2022-2025

The Town of Marathon has developed a comprehensive Community Safety and Well-Being (CSWB) Plan to enhance local efforts in improving safety and well-being for individuals and families. The CSWB Plan serves as a strategic framework to guide municipal efforts in addressing critical community needs. This Plan identifies key priority areas that require collaborative initiatives and targeted services to address community needs effectively.

Community Engagement and Priority Areas:

Extensive community engagement, involving local agencies and residents, was conducted during the Plan's development. Through this process, three primary focus areas were identified for strategic action:

- 1. Mental Health and Addictions** – Addressing support systems for mental health and substance use challenges.
- 2. Affordable Housing** – Enhancing access to safe and affordable housing options.



3. **Access to Services** – Strengthening availability and accessibility of essential community services.

To ensure meaningful implementation, a Community Well-Being and Safety Committee has been established. This committee is tasked with supporting existing best practices, fostering collaboration among stakeholders, and addressing service gaps highlighted during community consultations.

Key success factors guiding the CSWB Plan include:

- **Community Collaboration** – Active participation from local agencies, organizations, and residents to support ongoing implementation and sustainability of initiatives.
- **Data-Informed Approach** – Utilizing community data, while maintaining confidentiality, to identify areas requiring additional support and mobilizing services accordingly.
- **Risk-Driven Strategy** – Leveraging evidence-based decision-making to develop initiatives aimed at preventing risk factors that affect community safety and well-being.

The key priorities identified through the CSWB Plan such as improving mental health support systems, facilitating affordable housing options, and increasing access to community services will be addressed through updated land use policies as part of the Official Plan and Zoning By-law Review.

5.7 Energy Conservation and Demand Management Plan, July 2019 – June 2024

The Town of Marathon's Energy Conservation and Demand Management Plan (2019–2024) aligns with Ontario Regulation 507/18, which mandates public agencies to report annual energy consumption and publish conservation plans every five years. This Plan reflects ongoing efforts to optimize energy use, manage demand, and enhance municipal sustainability.

The Town has implemented and proposed several measures to reduce energy consumption and improve efficiency, including:

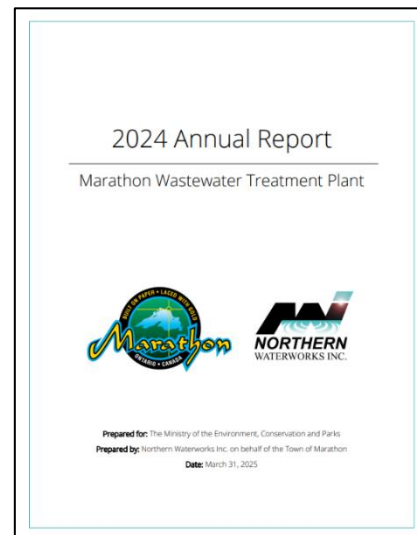
- Energy audits of municipal facilities;
- Taking advantage of available incentive programs;
- Operating and maintenance practices;
- Employee training and awareness;
- Monitoring and tracking systems; and
- Establishing a Continual Energy Improvement Fund, using the savings generated from the conversion of streetlights to LED.

The Official Plan and Zoning By-law Review play a role in supporting energy efficiency and sustainable development through related policies and provisions.

5.8 Marathon Wastewater Treatment Plant Annual Report, 2024

The Marathon Wastewater Treatment Plant (WWTP), regulated under Environmental Compliance Approval (ECA) No. 4721-AG5JNV, has successfully maintained operational efficiency throughout 2024. Strategic goals for 2025 are summarized as follows:

- **Phosphorus Reduction:** Maintain an annual average phosphorus concentration below 1.0 mg/L and improve removal efficiency.
- **Operational Stability:** Continue optimizing aeration tank configurations and alum dosing.
- **Infrastructure Maintenance:** Ensure preventive measures minimize disruptions.
- **Environmental Stewardship:** Enhance compliance with Ministry Guideline F-5-1 for effluent quality.



Environmental compliance remains a priority, with the need to reinforce wastewater management policies in the Official Plan to ensure long-term adherence to provincial and federal standards. Infrastructure planning must consider current and projected wastewater capacity to support future growth to identify areas where improvements to wastewater treatment facilities may be necessary, ensuring that the system can effectively accommodate expansion without exceeding compliance limits. Through the OP and ZBL Review, capacity to support future anticipated growth in appropriate areas will be reviewed, and policies related to buffers and setbacks will be reviewed and updated, as required.

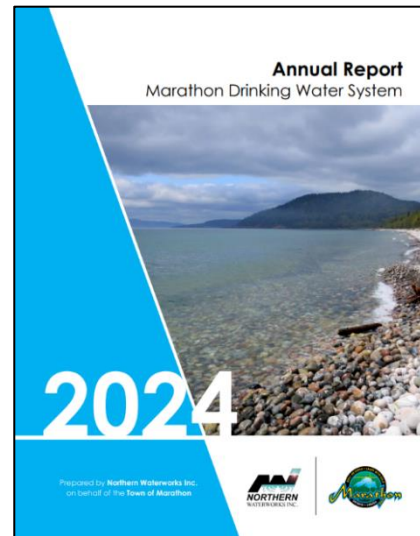
5.9 Marathon Drinking Water System Annual Report, 2024

The Marathon Drinking Water System (DWS) successfully provided safe and high-quality drinking water to the community throughout 2024, ensuring compliance with Ontario Regulation 170/03 (Drinking Water Systems Regulation) and municipal approvals.

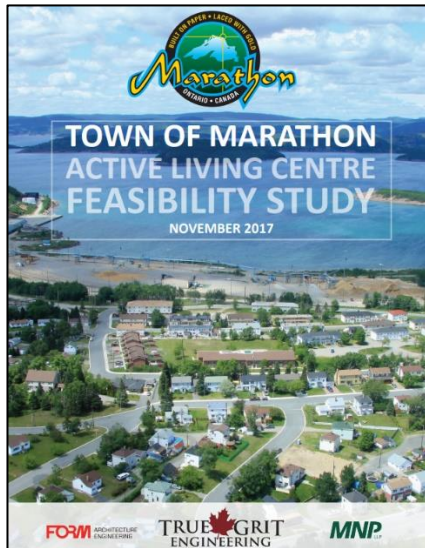
The strategic priorities for 2025 will focus on optimizing disinfection processes to prevent adverse water quality incidents, reducing water loss through continued leak detection, monitoring

sodium levels, and evaluating potential mitigation strategies. These initiatives will ensure Marathon remains committed to delivering safe, reliable drinking water while maintaining a proactive approach to infrastructure planning and regulatory compliance.

Water supply reliability, capacity, and environmental protection must remain central to policy considerations within the Official Plan, ensuring long-term compliance with provincial and federal standards. Through the Review, water treatment capacity will be considered to ensure future development can be supported. Policy directions must also address environmental impacts related to water quality, ensuring areas surrounding groundwater sources remain protected against contamination risks.



5.10 Town of Marathon Active Living Centre Feasibility Study, November 2017



The Town of Marathon Active Living Centre Feasibility Study (November 2017) evaluates the need for a new recreation complex to replace the existing facility. The Study highlights the importance of sustainability, accessibility, and community-centered design in the proposed facility.

The Feasibility Study offers important insights for the Official Plan and Zoning By-law regarding municipal land use and infrastructure policies. The Review will consider policies that facilitate the development of multi-use recreational spaces, ensuring sustainable facility development that integrates community wellness initiatives, public gathering spaces, and energy-efficient designs. Transportation policies will be evaluated to support improved pedestrian and cycling

infrastructure and accessibility, promoting active transportation within the town. Furthermore, stormwater management and parking infrastructure related policies will be reviewed to determine alignment with environmentally sustainable municipal standards.

5.11 Groundwater Protection Study Report, 2009

Since its inception in 2007, the Town of Marathon's groundwater level-monitoring program has played a critical role in assessing water availability and protecting municipal water sources. The

Ground Water Projection Study Report (2023) consolidates findings from ongoing monitoring efforts and evaluates potential risks that may affect groundwater quality.

Water level data collected from five groundwater wells and Penn Lake since 2002 indicate no diminishing water supplies beneath the town, reinforcing the long-term stability of groundwater availability. Water quality sampling at Pumping Wells No. 2 and No. 6, conducted as part of the Marathon Landfill Site monitoring program, has shown no evidence of degradation since 1999, with chloride concentration levels remaining stable, suggesting minimal contamination from municipal waste or road salt.

An updated groundwater model in 2009, developed in response to Ministry of the Environment inquiries regarding the landfill site, confirmed that Penn Lake remains the primary source area for municipal wells, with no significant changes to predicted capture zones. Additionally, surface-to-well advection time modeling commissioned in 2005 reaffirmed extended contaminant travel times, further supporting the town's existing groundwater protection strategies.

Given Marathon's exclusion from Conservation Authority jurisdiction under the Clean Water Act (2006), efforts to extend source water protection areas to the town have not advanced. Current regulations define Conservation Authority oversight as the primary mechanism for source water protection, leaving Marathon to continue independent monitoring initiatives.

An alternative water supply investigation conducted in 2004 identified the aquifer beneath the Ski Hill as a viable secondary water source, providing a potential future supplement for municipal water needs. While no immediate action has been taken, this finding supports long-term water security planning. The findings from the Groundwater Protection Study will inform Official Plan policies, ensuring water security remains a core priority. Groundwater availability beneath the Town of Marathon remains consistent, with no evidence of depletion. However, protective policies must address environmental vulnerabilities and contamination risks. The Penn Lake recharge area must be safeguarded through policy directions that includes buffer zones, responsible development, and limiting development activities that may have negative impacts on water sources.

5.12 Local Policy and Zoning Issues

The following section discusses key policy and zoning issues that have been identified, based on this background review, the One-Window Pre-consultation meeting held with the Ontario Partner Ministries at the outset of the project, and initial feedback from Town staff. These issues, and others that may be identified over the course of the OP and ZBL Review process, including through community engagement, will need to be addressed in preparing the new OP and ZBL.



5.12.1 One-Window Ministry Pre-consultation

A One-Window Pre-consultation meeting was held with the Ontario Partner Ministries on April 30, 2025. This section summarizes the comments received from the various Ministries at a high-level, which will be considered and addressed in the development of the Town's new OP.

Cultural Heritage

The Ministry of Citizenship and Multiculturalism (MCM) noted amendments to the Ontario Heritage Act (OHA) through various legislation that has been passed since the approval of the current OP, as discussed in **Section 4.4** of this Background Report. Further, MCM staff noted changes to cultural heritage policies and terminology in the 2024 PPS.

Natural Heritage and the Natural Environment

The Ministry of Natural Resources (MNR) outlined 2024 PPS updates to policies with respect to natural heritage and natural heritage systems and features, provincial significance, wildlife habitat, mineral aggregate resources, natural hazards, flooding/erosion, and wildland fires, among other matters. MNR confirmed that there are currently no identified Areas of Natural and Scientific Interest (ANSI) within the Town. The Town is also located in Ecoregion 3W, within the Ontario Shield.

Currently there are no coastal wetlands or Provincially Significant Wetlands identified within the Town of Marathon. However, MNR requests that Marathon encourage the evaluation of wetlands, and incorporates policies for coastal wetlands in the new OP, due to possibility of these natural heritage features and areas being identified in the future based on the Town's location along Lake Superior.

MNR noted that the environmental protection policies in the current OP, Section 2.14, address natural heritage protections and should be carried forward in the development of the new OP. MNR recommended that the terminology for "adjacent lands" around significant wildlife habitat (SWH) be reviewed to confirm that this generally applies to lands within 120 metres of SWH. MNR also recommends the Town consider developing policies regarding the prevention of, and response to, invasive species.

MNR comments included considerations for updates to mineral aggregate policies to ensure their consistency with the 2024 PPS and include mapping of existing licensed aggregate pits and quarries within the OP Schedules.

The Ministry of Environment, Conservation, and Parks (MECP) is concerned with surface and groundwater quality and quantity in the Town. MECP recommends the Town include policies for applications for larger developments, specifically larger commercial, industrial, institutional, or multi-lot/unit residential developments, or developments close to waterfront areas, to require a stormwater management and a construction-mitigation plan. Additionally, MECP noted that



municipalities are encouraged to identify known or suspected areas of soil or groundwater contamination on the OP Schedules, as well as include policies with requirements for Records of Site Condition (RSC).

Energy and Mining

The Ministry of Energy and Mines (MEM) identified that there are currently 524 registered mining claims, 18 Ontario Mineral Inventory (OMI) sites, and 9 known and recorded Abandoned Mines Information System (AMIS) sites in the Town of Marathon. MEM noted that the AMIS sites will need to be shown on the OP Schedules. Further, Section 2.20.2 of the current OP will need to be updated to require consultation with MEM should development be proposed within 1,000 m of an AMIS site, and that written consent of the Minister of ENDM is required prior to disturbance of any rehabilitated mine hazard features.

Economic Development

Comments from the Ministry of Economic Development, Job Creation and Trade (MEDJCT) were primarily concerned with ensuring that the new OP policies are updated to be consistent with the significant 2024 PPS updates around permitted employment uses as per the new definition of “employment areas”. Updates to OP policies will also be required with respect to new requirements for conversion of industrial lands and appropriate transition from sensitive land uses to industrial/employment uses.

5.12.2 Key Zoning Issues

Town Planning staff have identified review of the following zoning issues to be considered through the ZBL Review, which may result in changes to the existing ZBL provisions:

- Review of the existing definitions for Dwelling Unit, Tiny Home; Attached; and Detached.
- Request to remove existing Section 4.10 Fences from the Zoning By-law as fences are regulated through the separate Town By-law #1975.
- Review of Section 4.29 Parking Requirements, specifically the review of front yard parking permissions and storage of recreational vehicles, boats, trailers, etc.
- Need for new provisions in Section 4.29 that require a maximum driveway width or minimum requirements for landscaping in the front yard, in order to limit hardscape paving in front yards. Additionally, Town staff have requested that options be explored to permit a second driveway on a property, subject to certain additional zoning requirements.
- Review of Section 4.30 Permitted Encroachments in Yards to clarify projection/setback requirements for low-lying decks and accessible ramps located in front yards.



- Review of Section 4.33 Prefabricated Shipping Containers to update where shipping containers may be permitted and other requirements for screening, appearance, and placement on a lot.
- Update Section 4.36 Secondary Dwelling Units to conform with recent Planning Act changes with respect to additional dwelling units, including adding provisions to address accessory dwelling units, including tiny home dwellings.
- Review of existing performance standards in Zones, including potential deletion of minimum dwelling unit area requirements for certain Zones.

5.12.3 Minor Variance Trends

Minor variances are granted by the Town Committee of Adjustment. They provide relief from the provisions set out in the Zoning By-law, provided an application meets the four tests for a minor variance under the Planning Act. Typically, minor variances allow for minor deviations from standards, such as lot dimensions, building setbacks, parking requirements, or building height requirements. Examining trends in minor variance applications and approvals over time can help inform which specific provisions may need to be examined through the ZBL Review.

At the time of this Report, Town staff have identified two (2) recurring minor variance requests which have been granted by the Committee of Adjustment:

- **Porch additions** – To permit a front porch to encroach into the required front yard (Section 4.30).
- **Oversized garages** – To increase the permitted maximum lot coverage for accessory buildings (Section 4.3).

The provisions related to these minor variance applications, and others, will be examined in further detail as part of the Zoning Strategy Report in support of the ZBL Review, to determine any potentially appropriate modifications to the zoning provisions.

6 As We Heard It

This section provides a summary of the input received from the community through the first Public Open House and Visioning Questionnaire that were held as part of the Stage 2 engagement activities.

6.1 Public Open House #1

An in-person Public Open House (POH) was held on August 19, 2025 from 5:00 pm to 7:00 pm at the Town of Marathon Council Chambers. Four (4) members of the public attended. The purpose of the POH was to:



- Introduce the project and provide an overview of the Official Plan and Zoning By-law Review and Housing Needs Assessment processes to the community; and,
- Collect input from the community with respect to key issues and opportunities, and inform the vision and goals for the new Official Plan and Zoning By-law.

As part of the POH, the Town's consultant, WSP, presented an overview of the project process, work plan, community engagement opportunities, and highlights from the Draft Background Report (August 2025) and the Draft Housing Needs Assessment (August 2025). The Draft Reports were made available on the Town's project website for public review in advance of the POH, and hard copies were available for review at the event.

Following the presentation, attendees were invited to engage with a series of display boards containing project-related information (see **Figure 6-1**), and to ask questions of Town staff and WSP. Attendees were asked to identify where they live, work, and play in Marathon on an interactive pin map (see **Figure 6-2**), and to respond to visioning questions regarding key planning and development issues under the following themes:

- Building our Community;
- Revitalizing our Waterfront;
- A Regional Hub North of Superior; and,
- Stewardship of our Natural Environment.

6.2 Visioning Questionnaire

As follow-up to the POH, an online Visioning Questionnaire was conducted from August 25, 2025 to September 10, 2025 via the Town's project webpage. The questions included in the Visioning Questionnaire were the same as those presented on the display boards at the POH, providing community members who were unable to attend with the opportunity to share their input.

A total of 30 responses to the Visioning Questionnaire were received, as summarized by theme in the following section. The Questionnaire responses will help inform the draft Vision Statement for the Town's new Official Plan, as well as considerations for the Final Housing Needs Assessment and preparation of the new Zoning By-law.



Figure 6-1: Public Open House #1 Display Boards and Attendees



Figure 6-2: Interactive 'Pin the Map' Activity – Where you Work / Live / Play in Marathon



6.2.1 A New Vision for the Town's Official Plan

Visioning Questionnaire respondents were asked to describe what they love about Marathon, what makes it unique, and how the Town should evolve to meet the needs of everyone from residents, businesses, and visitors. These comments will be used to inform the draft Vision Statement for the new Marathon Official Plan, and guide how the Town approaches growth in the next 25 years. A summary of responses and their frequency is shown in **Table 6-1**, and a word cloud of responses received is shown in **Figure 6-3**.

Table 6-1: A New Vision for the Town's Official Plan – Summary of Input Received

Question 1: Imagine Marathon in 2051 – What do you love about your community? What makes Marathon unique? How should Marathon evolve to meet the needs of residents, businesses, and visitors?	
Comment Theme	No. of Comments:
Improved waterfront development, including recreation and community facilities such as a water park, dog park, pool	10
Support for local economic development initiatives and small businesses	6
Improved access to healthcare and social services	6
Prioritizing environmental protection and land stewardship	5
Enhanced tourism opportunities in the Town	3

Figure 6-3: Word Cloud – Imagine Marathon in 2051, Visioning Questionnaire



6.2.2 Building our Community

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

Questionnaire respondents were asked to provide feedback on what they felt was needed in Marathon’s neighbourhoods to foster great communities. A summary of responses and their frequency is shown in **Table 6-2**.

Table 6-2: Building our Community – Summary of Input Received

Question 2: What is needed in Marathon’s neighbourhoods to foster great communities? What housing types do you think are needed in Marathon? What challenges have you, your family, or friends experienced in finding a home that meets your/their needs?	
Comment Theme	No. of Comments:
Strong demand for diverse, inclusive housing options in the Town , including affordable rentals, geared-to-income housing, supportive housing, single-level units for seniors to age in place, larger family homes, executive-level housing, temporary rentals for seasonal workers, and medium-density housing types such as semi-detached dwellings and fourplexes	12
Recreational and community amenities , including splash pads and pools, dog parks, accessible playgrounds, bike trails, sports facilities beyond golf and hockey, and spaces for community events	10
Housing affordability and quality , including concerns about older homes requiring extensive renovations, lack of mid-priced options, lack of access to amenities, and tiny homes	9
Infrastructure and public space improvements , including requests for sidewalk extensions, bear-proof garbage bins, and bike racks near stores and trailheads; desire for well-maintained public spaces, bathroom access, and enforcement of speed limits and dog laws, and improved school bus access and walkable neighbourhoods	6
Social Equity and Dignity in Housing , including a desire to see housing options for seniors, low-income families, and people with disabilities	5

6.2.3 Revitalizing our Waterfront

The Town of Marathon is embarking on a waterfront revitalization program which envisions new and accessible public spaces for all ages and abilities, new destinations, connections to the natural environment, a new Active Living Centre, a deep water Port, and ongoing industrial uses.

The program also seeks to honour the waterfront’s Indigenous and industrial heritage. Respondents were asked to provide their ideas for future land uses and spaces in the waterfront. A summary of responses and their frequency is shown in **Table 6-3**.

Table 6-3: Revitalizing our Waterfront – Summary of Input Received

Question 3: The majority of Marathon’s waterfront is currently designated and zoned for heavy industrial uses. What specific land uses should be permitted along the waterfront and in adjacent areas (e.g., Winton St., Stevens Ave.) to support revitalization and to create spaces for residents, visitors, new development, and economic activity?	
Comment Theme	No. of Comments:
Recreation and green space access , including boardwalks, splash pads, skating/hiking trails, picnic areas, and indoor playgrounds, preservation and restoration of natural landscapes, and nature-oriented spaces that promote wellness and community gathering	11
Tourism and local commercial uses , including marinas, cruise ship docks, kayak launches, waterside restaurants, cafes, and boutique shops, festival grounds, as well as signage and beautification efforts to recognize Marathon as a year-round destination	10
Mixed-use and residential development , including mid-rise waterfront housing (luxury apartments, rental cottages, townhouses), and mixed-use buildings with businesses on the ground floor and dwellings on the upper storeys	9
Flexible and strategic zoning , to support Marathon’s evolving economic and social needs	6
Community Identity , maintaining Marathon’s historical character and fostering a sense of place	5

6.2.4 A Regional Hub North of Superior

The Town of Marathon serves as a regional hub North of Superior. The Town has a diverse economy and provides a range of commercial, health, and education services to residents and nearby communities. Future economic development and prosperity requires thoughtful planning for growth in the right locations. Questionnaire respondents were asked to provide feedback on opportunities in planning for Marathon as a regional hub, and existing challenges impacting

economic development. A summary of responses and their frequency is shown in **Table 6-4**.

Table 6-4: A Regional Hub North of Superior – Summary of Input Received

Question 4: What opportunities should be considered through the Official Plan and Zoning By-law Reviews in planning for Marathon as a regional hub? What challenges currently exist that impact economic development potential?	
Comment Theme	No. of Comments:
Recreation, tourism, and community spaces , including interest in reopening community facilities such as the pool and recreational hall, need for youth drop-in centres, improvements to tourist attractions such as addition of signage, playgrounds	15
Infrastructure and connectivity , desire for improved transportation corridor access, including a second highway, railway crossing, and additional emergency access routes, concerns noted about blocked routes during forest fires	12
Flexible zoning , with desire for more commercial uses such as restaurants, sports bars, car washes, and retail	11
Improved access to healthcare and essential services	9
Housing and demographic shifts , noting an aging population in Marathon and the need to attract workers to the area, though there are limited housing options and affordability concerns	6

6.2.5 Stewardship of our Natural Environment

Marathon and the surrounding area are home to pristine natural environments, from the Canadian Shield, the Lake Superior shoreline, to Pukaskwa National Park, and more. The Town's natural areas provide recreational opportunities for all residents and visitors. Marathon's natural beauty is among its strongest assets, and protecting the natural environment from adverse impacts is a top priority. Participants were asked how the Town can better protect the natural environment while enhancing access to natural spaces. A summary of responses and their frequency is shown in **Table 6-5**.

Table 6-5: Stewardship of our Natural Environment – Summary of Input Received

Question 5: How can the Town better protect our natural environment while enhancing access to our most beautiful natural spaces?	
Comment Theme	No. of Comments:
Balanced planning approach , that considers flexible zoning while also considering health and safety, and preservation of natural areas	11
Public realm improvements , including considerations for accessibility	10
Waste management , noting concerns with littering and a lack of public garbage bins, inconsistent waste station practices, support for stronger by-law enforcement and penalties	9
Education and community engagement , including interest in youth programs, day camps, guided nature walks, community-wide cleanups and trail partnerships	7
Regulation of motorized and industrial activity , with concerns expressed with respect to establishment of new noxious uses, protection from clearcutting, and restricting ATV access	6

7 Conclusion

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

A Draft Policy Directions and Recommendations Report, which will contain specific recommendations for policy updates to the Official Plan, will be prepared in Fall 2025. The recommendations will be presented at a Virtual Special Meeting of Council on October 29, 2025, in accordance with Section 26 of the Planning Act, to seek Council direction to proceed with preparation of the Draft Official Plan.



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Appendix A

Provincial Planning Statement, 2024 Review Table

Appendix A – Provincial Planning Statement, 2024 Review Table

The Provincial Planning Statement, 2024 (2024 PPS) replaced the Provincial Policy Statement, 2020, and came into effect on October 20, 2024. It is our understanding the existing Town of Marathon Official Plan (OP) was prepared to be consistent with the Provincial Policy Statement, 2014, and was approved by the Ministry of Municipal Affairs and Housing in 2016.

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

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

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

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
Chapter 2: Building Homes, Sustaining Strong and Competitive Communities		
2.1 Planning for People and Homes		
2.1.3 At the time of creating a new official plan and each official plan update, sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years , informed by provincial guidance. Planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon.	Section 1.2.1 – Goals of the Plan Section 1.2.2(b) – Goals of the Plan	Update policy language, including Policy 1.2.2(b) to reflect a planning horizon of up to 25 years, as opposed to 20 years. Include OP policies related to making sufficient land available within the municipality to accommodate a range and mix of land uses to meet the Town's needs for growth over the next 25 years, to the year 2051.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
Where the Minister of Municipal Affairs and Housing has made a zoning order, the resulting development potential shall be in addition to projected needs over the planning horizon established in the official plan. At the time of the municipality's next official plan update, this additional growth shall be incorporated into the official plan and related infrastructure plans.		
2.1.4 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall: a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.	Section 1.3.7 - Objectives Section 3.3.2 - Residential	Update policies, including Policy 3.3.2, that require the Town to maintain the ability to accommodate residential growth for at least 15 years, and lands with sufficient servicing capacity to accommodate a three-year supply of residential units through suitably zoned lands or in-draft approved registered plans.
2.1.6 Planning authorities should support the achievement of complete communities by: a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access,	Section 2.26 Secondary Dwelling Units Section 2.27 Affordable Housing Section 3.4.1 - Institutional	Update policies pertaining to the achievement of complete communities. Consider including OP goals and objectives that directly speak to the creation of complete communities in the Town.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs; b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.		Update term to “additional dwelling units” per Planning Act changes. Update OP goals that include accessibility considerations with respect to new development. Update land use policies pursuant of supporting accessibility improvements for people of all ages and abilities. Review OP policies and goals/objectives with the lens of improving social equity and overall quality of life for people of all ages, abilities and incomes, including equity deserving groups.
2.2 Housing		
2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by: a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;	Section 1.3.7 – Objectives Section 2.27 – Affordable Housing Section 3.3 – Residential	Consider updating Section 2.27 Affordable Housing in the OP to include new minimum affordable housing targets as per the findings of the Housing Needs Assessment that is being completed concurrently with the OP Review. Update policies, including Policy 2.27.2, that address collaboration and planning for housing with local partners and Service Managers, such as the Thunder Bay District Social Services Board.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
b) permitting and facilitating: 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3; c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.		Include policies that facilitate residential intensification on underutilized lands within the Urban Service Area, i.e., Settlement Area. Include policies that support densities for new housing, which consider increased usage of active transportation options in the Town. Section 3.3 – Residential, Policy 3.3.2 supports the development of new housing that efficiently uses land, services. Add policies that promote intensification in proximity to transit corridors and stations.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.3 Settlement Areas and Settlement Area Boundary Expansions		
2.3.1.2 Land use patterns within settlement areas should be based on densities and a mix of land uses which: a) efficiently use land and resources; b) optimize existing and planned infrastructure and public service facilities; c) support active transportation; d) are transit-supportive, as appropriate; and e) are freight-supportive.	Section 1.3.2 - Objectives	Policy 1.3.2 states that the Town shall encourage development, which facilitates the provision of local services with minimal or no impact on local finances and shall use land, infrastructure, and public services efficiently. Update Policy 1.3.2 to further support the optimization of existing and planned infrastructure.
2.3.1.3 Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities. 2.3.1.4 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. 2.3.1.5 Planning authorities are encouraged to establish density targets for designated growth areas, based on local conditions [...]	Section 3.3 – Residential	Include minimum density targets for intensification and redevelopment. It is noted that the existing OP has maximum density targets only for low- and medium-density residential uses. Consider establishing density targets for designated growth areas within the Settlement Area in Marathon.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.3.1.6 Planning authorities should establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of the infrastructure and public service facilities.	N/A	If designated growth areas are established within the Settlement Area, consider adding specific phasing policies to guide growth and development within these areas.
2.3.2 New Settlement Areas and Settlement Area Boundary Expansions 2.3.2.1 In identifying a new settlement area or allowing a settlement area boundary expansion, planning authorities shall consider the following: a) the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses; b) if there is sufficient capacity in existing or planned infrastructure and public service facilities; [...] g) the new or expanded settlement area provides for the phased progression of urban development.	Section 5.4.7 – Official Plan Amendments and Review	The Town's existing OP identifies the Urban Service Area on Schedule B and the OP encourages growth, including infill in the Urban Service Area. Consider updating references to "Urban Service Area" in the existing OP to "Settlement Area" to be consistent with terminology in the 2024 PPS. An adjustment of the boundary of the Town's Urban Service Area, i.e., Settlement Area, may be explored through the OP Review, supported by a growth management strategy. Consider adding a new OP section that establishes the Town's Settlement Area(s) and associated policies. Include policy criteria for establishing a new Settlement Area or an adjustment of the boundary of the existing Urban Service Area, i.e., Settlement Area.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.3.2.2 Notwithstanding policy 2.3.2.1.b), planning authorities may identify a new settlement area only where it has been demonstrated that the infrastructure and public service facilities to support development are planned or available.	N/A	No changes required, as a new settlement area would not be introduced.
2.4 Strategic Growth Areas		
2.4.1.1 Planning authorities are encouraged to identify and focus growth and development in strategic growth areas.	Section 1.1 - Preamble Section 3.3.1- Residential	Through the OP Review, consider identifying strategic growth areas in the Town.
2.4.1.2 To support the achievement of complete communities, a range and mix of housing options, intensification and more mixed-use development, strategic growth areas should be planned: a) to accommodate significant population and employment growth; b) as focal areas for education, commercial, recreational, and cultural uses; c) to accommodate and support the transit network and provide connection points for inter- and intra-regional transit; and d) to support affordable , accessible, and equitable housing.	Section 1.1	Review current land use designations in the existing OP, consider identifying strategic growth areas, and undertake revisions to policies to address support the creation of complete communities in Marathon. Consider adding a new Community Context section in the OP that includes Marathon's community profile and sets the stage for the 20-year vision for the Town's new OP. Add a new section in the OP that addresses growth management per the findings of the growth management study in support of the OP Review.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
		Review and update the OP's vision, goals, and objectives to support the achievement of complete communities consistent with PPS Policy 2.4.1.2 and recognize the local needs of the Town, informed by public input through initial engagement activities in support of the OP Review. Consider including policies that acknowledge the proposed Active Living Centre's anticipated role in facilitating new cultural, recreational activity in the Town.
2.4.1.3 Planning authorities should: a) prioritize planning and investment for infrastructure and public service facilities in strategic growth areas; b) identify the appropriate type and scale of development in strategic growth areas and the transition of built form to adjacent areas; c) permit development and intensification in strategic growth areas to support the achievement of complete communities and a compact built form; d) consider a student housing strategy when planning for strategic growth areas; and e) support redevelopment of commercially-designated retail lands (e.g., underutilized	Section 1.3 – Objectives Section 2.27.2 – Affordable Housing Section 3.1.2 – Land Use Policies, General Section 3.5.12 - Commercial	Consider opportunities for student housing for Confederation College's Northshore Campus. Section 3.3 of the existing OP includes policies for redevelopment. Further, Policy 3.5.6 includes design criteria for the redevelopment of commercial lands. Consider identifying specific underutilized commercial areas for residential redevelopment, if any exist.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
shopping malls and plazas), to support mixed-use residential.		
2.6 Rural Lands in Municipalities		
2.6 1. On rural lands located in municipalities, permitted uses are: a) the management or use of resources; b) resource-based recreational uses (including recreational dwellings not intended as permanent residences); c) residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services; d) agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards; e) home occupations and home industries; f) cemeteries; and g) other rural land uses. 2. Development that can be sustained by rural service levels should be promoted. 3. Development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the uneconomical expansion of this infrastructure.	Section 1.1 - Preamble Section 1.2.1 – Goals of the Plan Section 1.2.2(d) – Goals of the Plan Section 1.3.5 – Objectives Section 2.18.2 – Forestry Section 2.19.3 – Aggregate and Mineral Resources Section 3.2 – Rural	Sections 3.27 and 3.28 include policies that address lot creation in the Rural area and rural plans of subdivision. Review and update these existing policies for consistency with the 2024 PPS.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
4. Planning authorities should support a diversified rural economy by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses. 5. New land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.		
2.8 Employment		
2.8.1 Supporting a Modern Economy 2.8.1.1 Planning authorities shall promote economic development and competitiveness by: a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs; b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses; c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;	Section 1.1 - Preamble Section 1.3.4 – Objectives Section 3.6.6 – Industrial	Update policy language to note that “Employment Areas” includes lands designated for industrial and commercial uses. A review of the Town’s employment areas is being undertaken as part of the OP review. Include policies that encourage co-location of light commercial uses nearby residential uses or within mixed-use areas where such uses do not cause adverse impacts (i.e., small-scale business). Consider updating the OP vision , objectives, and goals to promote further exploration of strategies for economic diversification, targeted employment opportunities, and new industries. Consider including a new section or policies on the Active Living Centre as a strategic investment site.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.		Policy 3.6.7(b) states that the impact of industrial areas on surrounding areas should be minimized. Consider including specific policies that require employment areas planned for industrial and manufacturing uses to appropriately transition to adjacent non-employment areas.
2.8.2 Employment Areas		
2.8.1.2 Industrial, manufacturing and small-scale warehousing uses that could be located adjacent to sensitive land uses without adverse effects are encouraged in strategic growth areas and other mixed-use areas where frequent transit service is available, outside of employment areas. 2.8.1.3 In addition to policy 3.5, on lands within 300 metres of employment areas, development shall avoid, or where avoidance is not possible, minimize and mitigate potential impacts on the long-term economic viability of employment uses within existing or planned employment areas, in accordance with provincial guidelines. 2.8.1.4 Major office and major institutional development should be directed to major transit station areas or other strategic growth areas where frequent transit service is available.	Section 3.6 – Industrial	Review Section 3.6.1 – Industrial land use conflict mitigation policies in relation to PPS Section 2.8.1.2 and other relevant policy. Should strategic growth areas be identified as part of the OP Review, include policies that permit and promote major office and major institutional development in these areas.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
2.8.2.3 Planning authorities shall designate, protect and plan for all employment areas in settlement areas by: a) planning for employment area uses over the long-term that require those locations including manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities; b) prohibiting residential uses, commercial uses, public service facilities and other institutional uses; c) prohibiting retail and office uses that are not associated with the primary employment use; d) prohibiting other sensitive land uses that are not ancillary to uses permitted in the employment area; and e) including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability.	Section 3.6 – Industrial	Policies 3.6.2 to 3.6.5, 3.6.12, and 3.6.14 will be reviewed and updated to ensure that the permitted uses within the Industrial designation are consistent with permitted employment area uses in the 2024 PPS. Policy 3.6.6 permits certain commercial uses such as restaurants, banks, and service retail uses within the Industrial designation along Penn Lake Road. This policy will be deleted as the permission of these non-employment uses within the Industrial designation is not consistent with 2024 PPS updates to the definition of “employment areas”.
2.8.2.4 Planning authorities shall assess and update employment areas identified in official plans to ensure that this designation is appropriate to the	N/A	A review of the Town’s employment areas is being undertaken as part of the OP Review.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
planned function of employment areas. In planning for employment areas, planning authorities shall maintain land use compatibility between sensitive land uses and employment areas in accordance with policy 3.5 to maintain the long-term operational and economic viability of the planned uses and function of these areas.		
2.8.2.5 Planning authorities may remove lands from employment areas only where it has been demonstrated that: a) there is an identified need for the removal and the land is not required for employment area uses over the long term; b) the proposed uses would not negatively impact the overall viability of the employment area by: 1. avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned employment area uses in accordance with policy 3.5; 2. maintaining access to major goods movement facilities and corridors; c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and d) the municipality has sufficient employment lands to accommodate projected	Section 3.6.1– Industrial Section 3.6.15 – Industrial	Update Section 3.6.1 of the existing OP to remove the requirement for a comprehensive review as this is outdated terminology from the Provincial Planning Statement, 2020. Policy 3.6.15 includes direction for the reuse of Industrial-designated land for alternative land uses in accordance with Policy 2.22.1. Policy 2.22.1 prohibits development on waste disposal sites. Consider including a new OP section that sets out criteria for removing lands from employment areas consistent with the 2024 PPS.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
employment growth to the horizon of the approved official plan.		
2.9 Energy Conservation, Air Quality and Climate Change		
2.9.1 Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that: a) support the achievement of compact, transit-supportive, and complete communities; b) incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities; c) support energy conservation and efficiency; d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.	Section 2.23 – Energy Efficiency and Sustainability Section 2.24 – Air Quality and Climate Change	Consider including policies to reduce or minimize the adverse impacts associated with climate change. Consider including a policy that enables the preparation of a Climate Change Mitigation Plan. Review Sections 2.23 and 2.24 and incorporate key considerations from the Town of Marathon’s Energy Conservation and Demand Management Plan. Consider adding a new OP section that includes policies for active transportation and other non-motor vehicle transportation within the Town.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
Chapter 3: Infrastructure and Facilities		
3.1 General Policies for Infrastructure and Public Service Facilities		
3.1.3 Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety in accordance with the policies in Chapter 5: Protecting Public Health and Safety.	Section 3.2.8(f) – Rural Section 3.2.20 – Rural Section 3.3.4 – Residential Section 3.8.6 Section 4.1.1 – Community Services and Facilities, General	Include policies that address and support the delivery of efficient and effective emergency management services.
3.1.5 Planning authorities, in collaboration with school boards, should consider and encourage innovative approaches in the design of schools and associated child care facilities, such as schools integrated in high-rise developments, in strategic growth areas, and other areas with a compact built form.	Section 4.7.2 – Community Services and Facilities	Should strategic growth areas in the Town be identified through the OP Review, consider including specific policies that promote the development of schools in these areas.
3.3 Transportation and Infrastructure Corridors		
3.3.5 The co-location of linear infrastructure should be promoted, where appropriate.	N/A	Include policies that encourage the development of linear infrastructure along existing corridors, where appropriate.
3.4 Airports, Rail, and Marine Facilities		
3.4.1 Planning for land uses in the vicinity of airports, rail facilities and marine facilities shall be undertaken so that: a) their long-term operation and economic role is	Section 2.13.3 – Land Use Compatibility Section 3.6.16 – Industrial	No changes required.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
protected; and b) airports, rail facilities and marine facilities, and sensitive land uses are appropriately designed, buffered and/or separated from each other, in accordance with policy 3.5. 2. Airports shall be protected from incompatible land uses and development by: a) prohibiting new residential development and other sensitive land uses in areas near airports above 30 NEF/NEP; b) considering redevelopment of existing residential uses and other sensitive land uses or infilling of residential and other sensitive land uses in areas above 30 NEF/NEP only if it has been demonstrated that there will be no negative impacts on the long-term function of the airport; and c) prohibiting land uses which may cause a potential aviation safety hazard.		
3.5 Land Use Compatibility		
3.5.1 Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.	Section 2.13 – Land Use Compatibility Section 2.19.4 – Aggregate and Mineral Resources	Section 2.13 Land Use Compatibility includes policies that require buffering and separation distances are required in accordance with Provincial D-Series Guidelines and requirements. No changes required.
3.5.2 Where avoidance is not possible in accordance with policy 3.5.1, planning authorities shall protect the long-	Section 2.13 – Land Use Compatibility	No changes required as per the above row.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses is only permitted if potential adverse affects to the proposed sensitive land use are minimized and mitigated, and potential impacts to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.		
3.6 Sewage, Water and Stormwater		
3.6.1 Planning for sewage and water services shall: a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services and existing private communal sewage services and private communal water services; b) ensure that these services are provided in a manner that: 1. can be sustained by the water resources upon which such services rely; 2. is feasible and financially viable over their lifecycle; 3. protects human health and safety, and the natural environment, including the quality and quantity of water; and	Section 2.3 Section 2.8.1 – Mobile Home Parks Section 3.2.7(b) – Rural Section 3.3.1 – Residential Section 4.4 – Community Services and Facilities, General Section 4.3.1 – Water Supply Section 4.4 – Sewage Disposal	Consider including policies which acknowledge potential impacts of a changing climate on the Town's municipal services.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
4. aligns with comprehensive municipal planning for these services, where applicable. e) consider opportunities to allocate, and re-allocate if necessary, the unused system capacity of municipal water services and municipal sewage services to support efficient use of these services to meet current and projected needs for increased housing supply; and f) be in accordance with the servicing options outlined through policies 3.6.2, 3.6.3, 3.6.4 and 3.6.5.		
3.6.3 Where municipal sewage services and municipal water services are not available, planned or feasible, private communal sewage services and private communal water services are the preferred form of servicing for multi-unit/lot development to support protection of the environment and minimize potential risks to human health and safety.	Section 4.1.4 – Community Services and Facilities, General Section 4.3.6 – Water Supply Section 4.4 – Sewage Disposal	No changes required.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
3.6.4 Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts. At the time of the official plan review or update, planning authorities should assess the long-term impacts of individual on-site sewage services and individual on-site water services on environmental health and the financial viability or feasibility of other forms of servicing set out in policies 3.6.2 and 3.6.3.		Include policies that direct planning authorities to assess the long-term impacts of individual on-site services.
3.6.5 Partial services shall only be permitted in the following circumstances: a) where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing development; b) within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts; or	Section 2.3.1(d) – Subdivision of Land	Review policies to include address PPS Policy 3.6.5 c), “within rural settlement areas where new development will be serviced by individual on-site water services in combination with municipal sewage services or private communal sewage services” as a permitted exception.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
c) within rural settlement areas where new development will be serviced by individual on-site water services in combination with municipal sewage services or private communal sewage services.		
3.6.6 In rural areas, where partial services have been provided to address failed services in accordance with policy 3.6.5.a), infilling on existing lots of record may be permitted where this would represent a logical and financially viable connection to the existing partial service and provided that site conditions are suitable for the long-term provision of such services with no negative impacts.	N/A	Include policies to conditionally permit infilling on existing lots of record where logical and financially viable, and where site conditions are suitable.
3.6.8 Planning for stormwater management shall: a) be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle; b) minimize, or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads; c) minimize erosion and changes in water balance including through the use of green infrastructure; d) mitigate risks to human health, safety, property and the environment;	Section 2.11.5 – Shoreline Development and Lake Capacity Section 4.2.17 – Roads	Include stormwater management planning policies consistent with the PPS and address coordination and planning with any future municipal stormwater management plans prepared for the Town. Consider including a policy that enables the protection of a watershed-based source protection plan that would identify appropriate protection measures against potential threats to drinking water quality and quantity.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
e) maximize the extent and function of vegetative and pervious surfaces; f) promote best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development; and g) align with any comprehensive municipal plans for stormwater management that consider cumulative impacts of stormwater from development on a watershed scale.		
3.8 Energy Supply		
3.8.1 Planning authorities should provide opportunities for the development of energy supply including electricity generation facilities and transmission and distribution systems, energy storage systems, district energy, renewable energy systems, and alternative energy systems, to accommodate current and projected needs.	Section 1.3.6(b)(c) – Objectives Section 2.23 – Energy Efficiency and Sustainability	No changes required as Section 2.23 addresses energy efficiency and sustainability, however references to the Ontario Green Energy and Green Economy Act will be removed as this Act has since been repealed
4.0 Wise Use and Management Resources		
4.2 Water		
Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored, which may require mitigative measures and/or alternative development approaches	Section 2.11 – Shoreline Development and Lake Capacity	Include a new OP section that addresses matters of water quality and water quality protection.
4.2.3 Municipalities are encouraged to undertake, and large and fast-growing municipalities shall undertake	Section 2.11.4 – Shoreline Development and Lake Capacity	Consider policies regarding evaluating and preparing for the impacts of a changing climate

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
watershed planning to inform planning for sewage and water services and stormwater management, including low impact development, and the protection, improvement or restoration of the quality and quantity of water.	Section 2.11.5 – Shoreline Development and Lake Capacity	to water resource systems at the watershed level.
4.3 Agriculture		
4.3.1.1 Planning authorities are required to use an agricultural system approach, based on provincial guidance, to maintain and enhance a geographically continuous agricultural land base and support and foster the long-term economic prosperity and productive capacity of the agri-food network.	Section 3.2 – Rural	There are no designated prime agricultural lands in the Town, however agricultural type uses are permitted in the Rural area. Policies will need to be updated to reflect OMAFRA's 2016 Guidelines for Permitted Uses in Agricultural Areas. Update Section 3.2 – Rural to permit certain agricultural uses, agricultural-related uses, and on-farm diversified uses, as appropriate.
4.3.2.3 New land uses in prime agricultural areas, including the creation of lots and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.	N/A	Consider adding policies that address new agricultural uses.
4.3.6 Supporting Local Food and the Agri-food Network 4.3.6.1 Planning authorities are encouraged to support local food, facilitate near-urban and urban agriculture, and foster a robust agri-food network.	N/A	Consider adding a new OP section that supports urban agricultural uses and opportunities/partnerships in the Town.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
4.5 Mineral Aggregate Resources		
4.5.2.4 Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning or development permit under the Planning Act. Where the Aggregate Resources Act applies, only processes under the Aggregate Resources Act shall address the depth of extraction of new or existing mineral aggregate operations. When a license for extraction or operation ceases to exist, policy 4.5.2.5 continues to apply.	Section 2.19 – Aggregate and Mineral Resources	Section 2.19 addresses mineral aggregate resources. No changes required.
4.5.2.5. In known deposits of mineral aggregate resources and on adjacent lands, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if: a) resource use would not be feasible; or b) the proposed land use or development serves a greater long-term public interest; and c) issues of public health, public safety and environmental impact are addressed	Section 2.19.4	No changes required.
4.6 Cultural Heritage and Archaeology		
2.6.5 Planning authorities shall engage with Indigenous communities and consider ensure their interests are	Section 2.12 – Archaeological and Cultural Heritage Resources Section 5.2 Public Participation	Update OP references from “Aboriginal” to “Indigenous”.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.		Review and update existing OP Policy 5.2.3 to be consistent with the 2024 PPS.
Chapter 5 Protecting Public Health and Safety		
5.3 Human-Made Hazards		
5.3.1 Development on, abutting or adjacent to lands affected by mine hazards; oil, gas and salt hazards; or former mineral mining operations, mineral aggregate operations or petroleum resource operations may be permitted only if rehabilitation or other measures to address and mitigate known or suspected hazards are under way or have been completed.	Section 2.19 – Aggregate and Mineral Resources Section 2.20 – Abandoned Mine Hazards	Schedule C to be updated with Abandoned Mines Information (AMIS) sites in the area. Update Policy 2.20.2 to require development applications within 1,000 m of an AMIS site to consult with the Ministry of Energy and Mines and undertake any remediation measures, as required. Update Policy 2.20.2 to note that written consent of the Minister of Energy, Northern Development and Mines is required prior to the disturbance of any rehabilitated mine hazard features, including where such a hazard is identified within 1,000 m of a proposed development site.
Chapter 6 Implementation and Interpretation		
6.2 Coordination		
6.2.2 Planning authorities shall undertake early engagement with Indigenous communities and coordinate on land use planning matters to facilitate knowledge-sharing,	Section 5.2.3 – Public Participation	Consider adding a new OP section that includes objectives and policies for engaging with local Indigenous communities and coordinating on land use matters.

2024 PPS Section and Policy	Relevant Existing OP Section	Issues to be Addressed
support consideration of Indigenous interests in land use decision-making and support the identification of potential impacts of decisions on the exercise of Aboriginal or treaty rights.		
8.0 Definitions		
Numerous definition changes.	N/A	The existing OP does not include a definitions section. The existing OP will be reviewed and updated to ensure that policies are consistent with new definitions in the 2024 PPS. It is recommended that a statement be included in the new OP, which refers to the definitions of the 2024 PPS and that they apply to the OP.



Appendix B

Population, Dwelling and Employment Trends,
Historical and Projected 2001 to 2051
(metroeconomics, October 2025)

Town of Marathon, Ontario Population, Dwelling and Employment Trends *Historical and Projected 2001 to 2051*

prepared for



prepared by



October 2025

Economic and Demographic Prospects of the Town of Marathon, Ontario

This report was prepared by *metroeconomics* at the request of *wsp* Canada Inc. in support of its Town of Marathon Official Plan and Zoning By-law Review. Our assignment was to develop population, employment and dwelling projections for Marathon to the year 2051.

The Ontario Provincial Planning Statement (PPS), 2024, Policy 2.1.1 requires planning authorities to base population and employment growth forecasts on the Ontario Population Projections published by the Ministry of Finance (MOF). The MOF projections are a required base. But planning authorities are permitted to modify projections to suit local contexts, as deemed appropriate.

In carrying out this assignment, therefore, we first developed projections for Marathon based on the MOF projections. We subsequently developed projections using our sub-provincial economic and demographic system. Our system was designed to capture the impacts of those growth factors unique to each particular community across Canada and to enable creation of alternative projections based on the potential for new major job creators.

Ontario Ministry of Finance Based Projection for Marathon

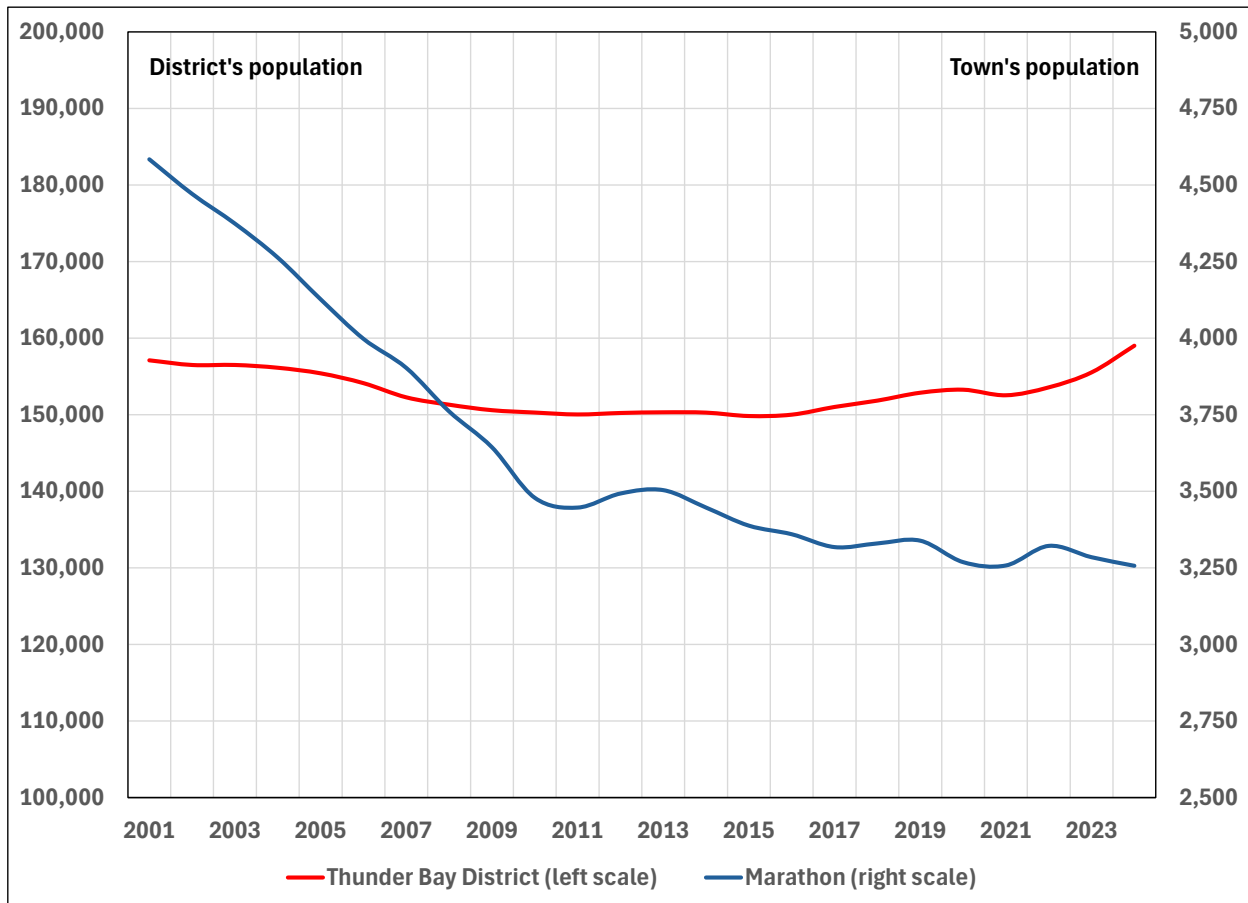
The Ontario Ministry of Finance annually updates projections for each of the province's 49 Census-Divisions (CDs or regions, counties and districts) including for Thunder Bay District (which Statistics Canada refers to as Census Division 3558). The Town of Marathon is one of more than 30 municipalities (or Census Sub-Divisions or CSDs) within the District. The Ministry does not provide projections for employment and dwellings for each CD, nor does it develop population projections within each CD for each constituent municipality.

As of 2024 Marathon accounted for 2.1 percent of the total population of the District. Within the District the City of Thunder Bay dominates accounting for almost 75 percent of its total population. Over the span from 2001 to 2024 the District's population averaged 40 times that of the Town of Marathon.

Exhibit 1 reflects the relative trends in population of the District and the Town from 2001 to 2024. The District's population (red line) is measured against the left scale and the Town's population (blue line) is measured against the right scale. Reflecting their relative population levels, the left scale (the District's) is 40 times that of the right scale (the Town's).

The District's population slowly declined from 157,100 (rounded to the nearest 100) in 2001 to 149,800 in 2015 but it has been growing slowly but steadily since 2015 reaching 159,000 by 2024. The Town's population, in contrast, fell sharply from 4,600 in 2001 to 3,500 in 2011 and continued to decline, though at a slower pace, to below 3,300 in 2024.

Exhibit 1
Total Population
Thunder Bay District (Red Line, Left Scale)
Marathon (Blue Line, Right Scale)
2001 to 2024

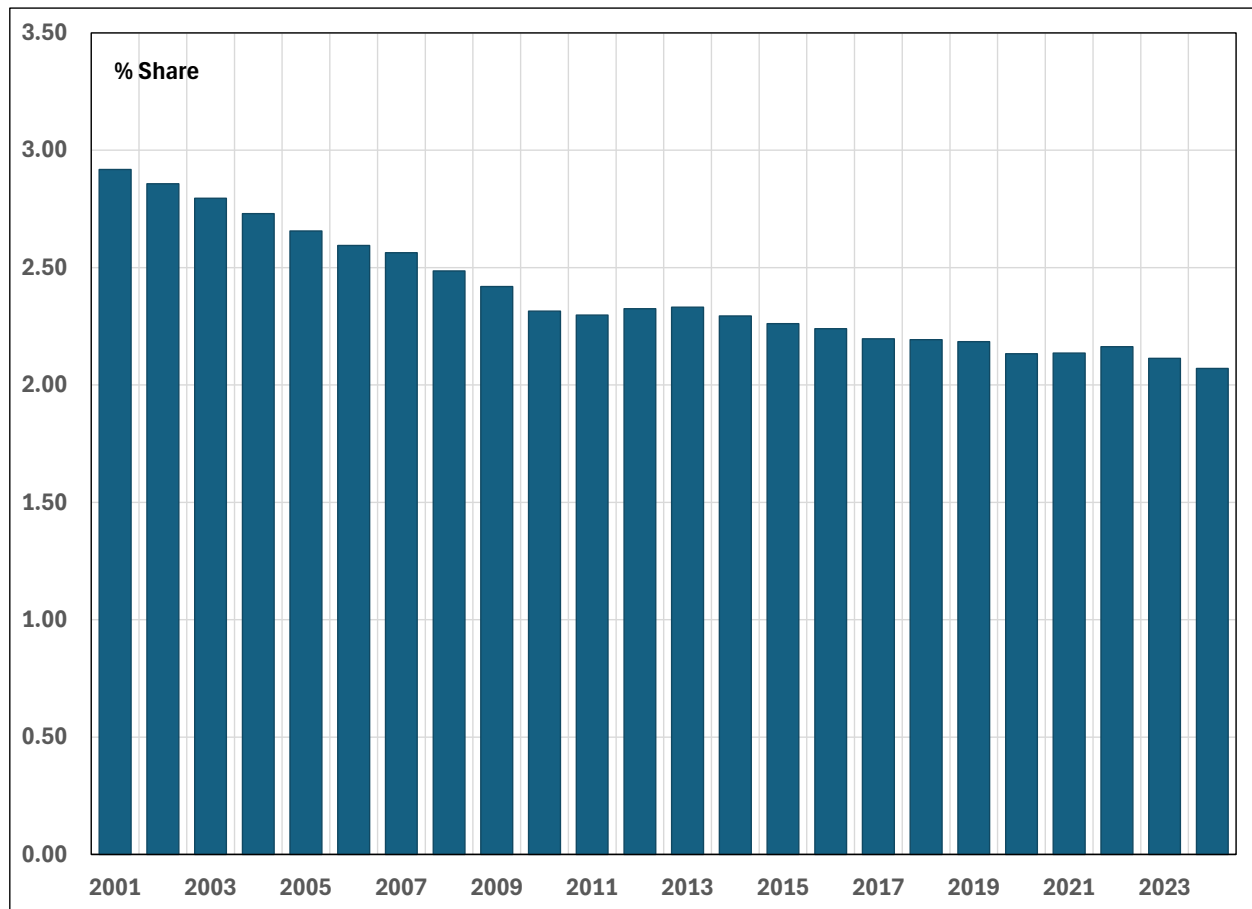


Source: Statistics Canada post-censal annual population estimates.

Exhibit 2 illustrates the Town's population as a percent share of the District's. Marathon's share fell quickly from 2.92 percent in 2001 to 2.30 percent in 2011 (by an average of 0.062 percentage points per year over the 2001 to 2011 span) followed by a slower pace of erosion to 2.07 percent in 2024 (by an average of 0.017 percentage points per year over the 2011 to 2024 span).

Exhibit 2

Town's Population as a % Share of the District's Population 2001 to 2024



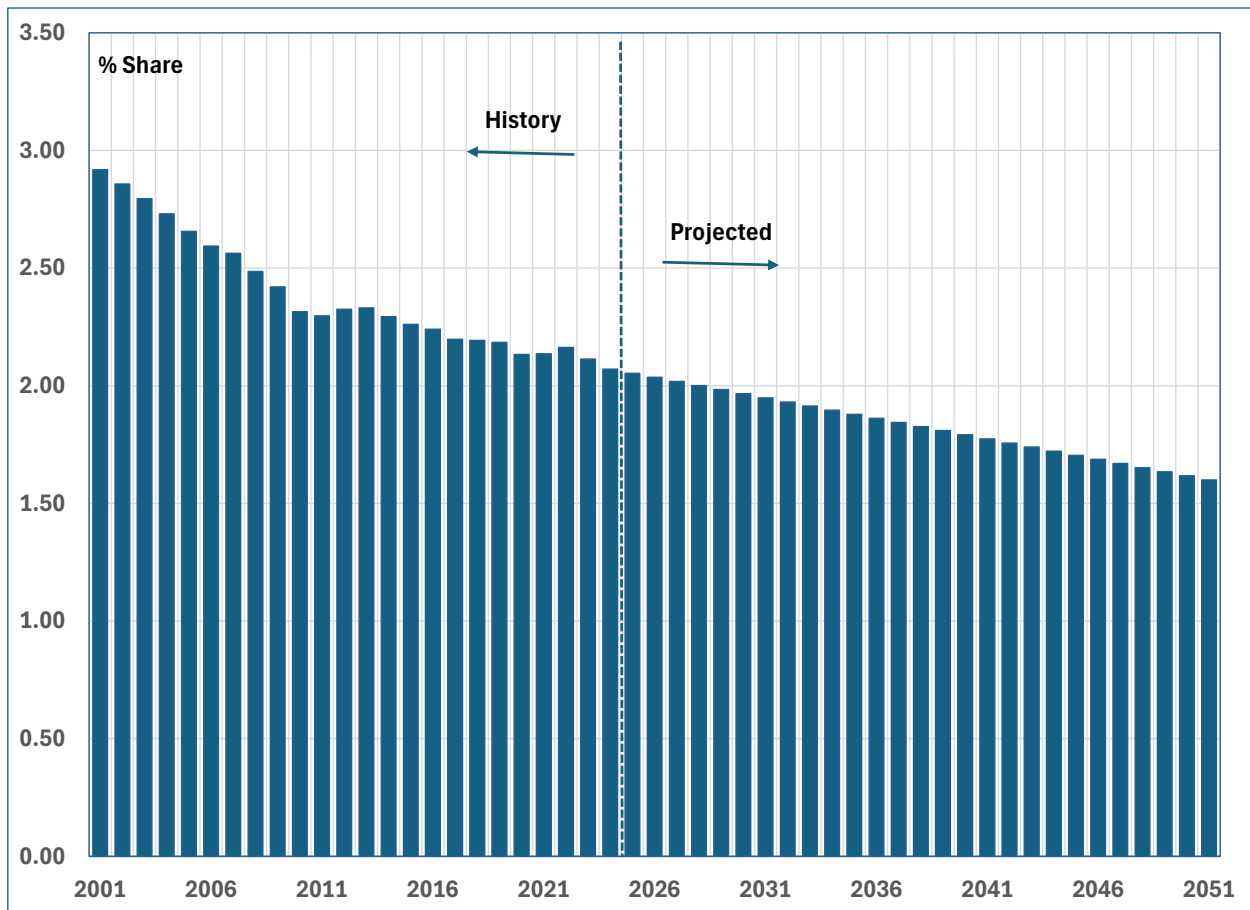
Source: Statistics Canada post-censal annual population estimates.

The Ministry of Finance projects the population of Thunder Bay District will increase from 159,000 in 2024 to 178,800 in 2051. Exhibits 1 and 2 above suggest strongly – based on the steady trends of the last quarter century – Marathon's relative presence within the District is unlikely to increase in the decades ahead. More likely Marathon's share will continue to decline.

Assuming the Town's share declines in the future at the most recent annual pace of 0.017 percentage points the Town's share will fall to 1.60 percent by 2051 (Exhibit 3). That assumption implies its population will fall to under 2,900 that year (Exhibit 4).

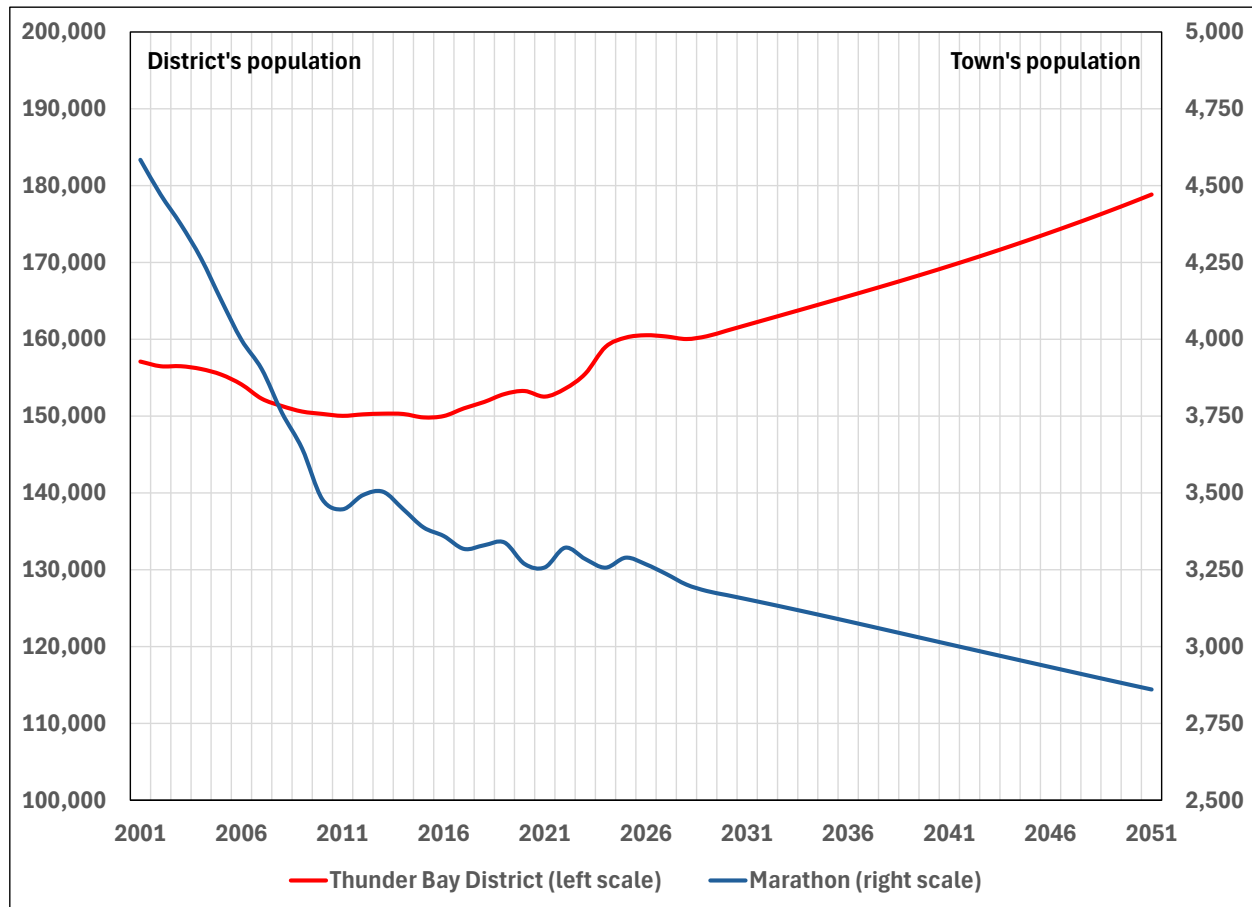
Exhibit 3

Town's Population as a % Share of the District's Population 2001 to 2024 Actual, 2025 to 2051 Projected



Source: Statistics Canada and *metroeconomics*

Exhibit 4
Total Population
Thunder Bay District (Red Line, Left Scale)
Marathon (Blue Line, Right Scale)
2001 to 2024 Actual, 2025 to 2051 Projected



Source: Statistics Canada, Ontario Ministry of Finance and *metroeconomics*

If Marathon's share within the District was to hold steady from now through 2051 at its 2024 share of 2.07 percent its population would grow at the same pace as that projected by the Ministry of Finance for the District. In that event Marathon's population would increase from 3,300 currently to 3,700 in 2051 or by about 400.

That outcome is highly unlikely, however, given Marathon's steadily diminishing role within the District over the last quarter century.

metroeconomics' Projections for Marathon

In this section of our report we assess the economic and demographic prospects of the Town against the backdrop of historical trends and in consideration of the broader economic and demographic factors that will most influence Marathon's expansion in the decades ahead.

Two projections – a Base Case and a High Case – are presented.

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

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

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

- using a Location Quotient procedure (described in the accompanying Appendix) the economic base of the area is identified through the decomposition of local jobs on a place of work basis by industry into those that are economic base (EB) industries – those supporting its well-being and driving its growth – and those that are community base (CB) industries – those serving the local population;
- economic base industries produce goods and services consumed primarily by businesses or people outside the local area; these industries (export based industries) produce agriculture, mining or manufactured products for consumption elsewhere or provide tourism, education or health care to visitors or temporary residents;
- the potential for growth of an area's economic base jobs is identified through assessing how many such jobs exist today and how many might exist in the future drawing on *metroeconomics'* extensive forecasts of industrial job trends Canada and Ontario-wide;
- an assessment is also made of the potential for local residents to commute to jobs in nearby employment locations drawing on existing patterns and on *metroeconomics'* forecasts of such jobs in metro areas across the country; opportunities for commuting by Marathon residents to jobs nearby are minimal as the City of Thunder Bay – the nearest major job concentration in the District – is a 3.5 hour commute from Marathon;

- the system ties this growth potential of jobs held by residents to the demographic side of the community; if potential job growth exceeds the local supply of workers (based on an age and gender assessment of the current population, age specific rates of labour force participation and the level of unemployment) in-migration occurs; job growth potential determines population growth potential since each new job-holding resident typically brings along one or two dependents;
- the system further reflects that each new resident increases the need for even more workers to service the growing local population – the community base jobs (by industry) – and that each additional community base job, in turn, creates the need for more workers, more residents, more community base jobs, etc.;
- resident job growth, in other words, drives the area’s net in-migration requirements which, along with standard assumptions regarding fertility and mortality rates, provide the basis for the development of local area population projections by age and gender;
- in the end, projected economic base jobs by industry are added to projected community base jobs by industry to determine the total number of jobs that will exist in the area in the decades ahead; and
- dwelling preference rates by age by structural type in the base year applied to the projected population by age determines the extent to which additions to the housing stock will be required to accommodate the future population.

The Economic and Demographic Environment

Many factors bear on Marathon’s near and long term prospects:

- Canada’s economy will be impacted by the Trump administration’s tariffs. The impacts are unavoidable but accurately unquantifiable given that the policies change from day to day and week to week. Nevertheless, they will be a short term factor. We have incorporated a modest recession in our projections through mid-2026 to reflect them.
- Over the long term Trump and the Trump administration will be replaced. The long term trajectory for the United States economy – given its inherent resilience – will return after 2029 to the path previously expected before Trump’s return.
- Canada’s employed Baby Boomers will continue retiring through to the mid-2030s. In response our immigration flows need to remain high until then – to backfill the retiring Boomers – then the flows can gradually slow down. Reflecting this, Canada’s near term population growth will be higher than average, then it will gradually decelerate. The Boomer-replacement phenomenon is a significant issue throughout Canada.

The Age Distribution of Marathon's Population

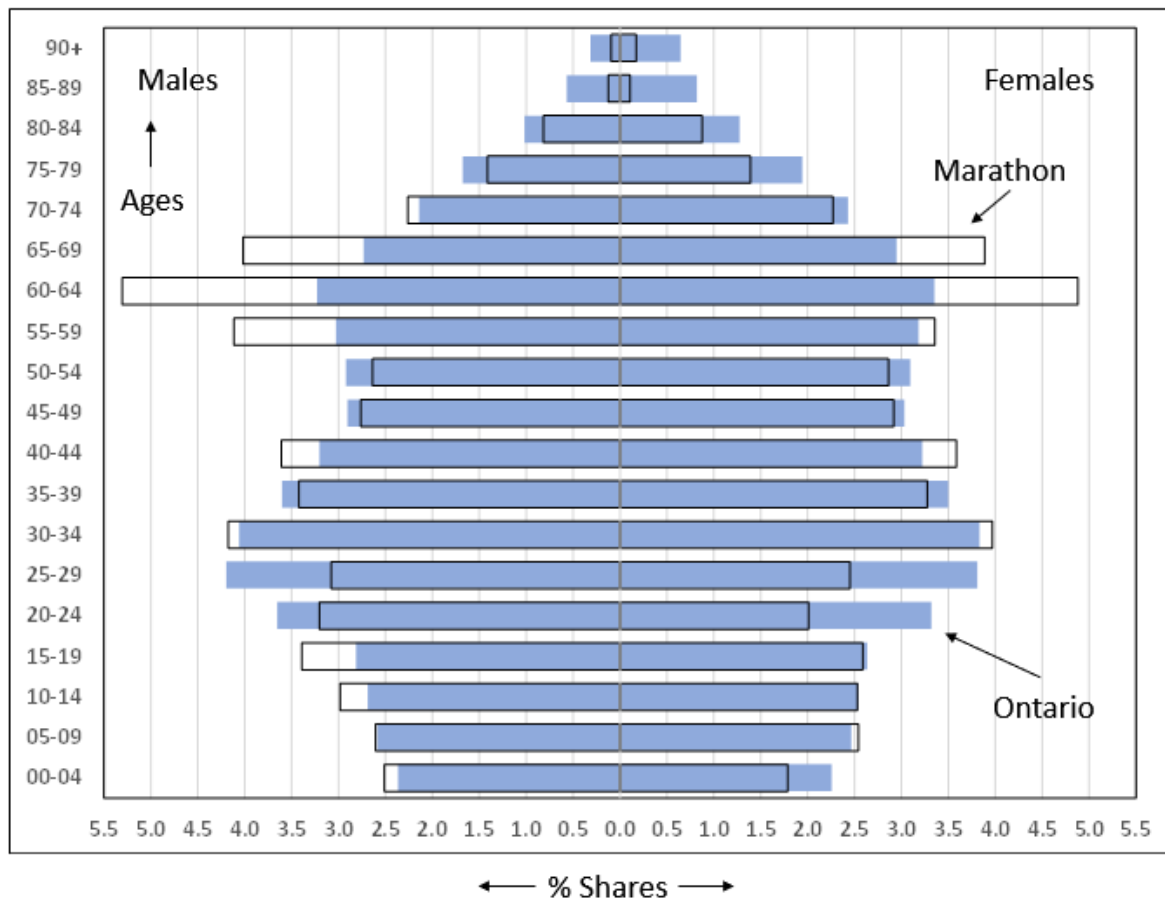
Exhibit 5 compares the age distribution in 2024 of Marathon's population (the transparent bars outlined in black) to that of Ontario (the blue bars). The Boomers today are between the ages of 60 and 79. Marathon has a larger share of younger Boomers (those 60 to 69) than most Ontario communities but a relatively smaller share of people aged 20 to 29. That combination means Marathon's challenge in replacing retiring Boomers exceeds that of the average Ontario community.

Exhibit 5

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

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

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



Source: Statistics Canada

Marathon's Economic Drivers

As noted above, the jobs in an area can be decomposed into economic base jobs (those that drive or underpin the overall economy) and community base jobs (those that serve the population) using a location quotient procedure (as explained in the accompanying Appendix). Such a decomposition is useful as a starting point in developing economic and demographic projections because (a) the population growth of an area depends on its potential for growing its economic base jobs while (b) its community base job growth depends on its potential for growing its population.

Employment by place of work data – i.e. where the jobs are actually located – are provided by Statistics Canada for Marathon via the census for each of 20 industries. We disaggregated the Town's jobs in each industry into their economic base (EB) and community base (CB) segments. We then combined the 20 industries into broad industrial segments:

- EB jobs in agriculture and other primary (mostly mining) industries accounted for 340 "primary" EB jobs in Marathon in 2021, with mining accounting for 320.
- Manufacturing accounted for 15 EB jobs in Marathon in 2021.
- Tourism jobs are considered to be all EB jobs identified in retail; arts, entertainment and recreation; and food and accommodation. In Marathon's case retail accounted for 92 EB jobs and food and accommodation for 70 EB jobs. Thus tourism accounted for 162 EB jobs in Marathon in 2021 (indicating Marathon is *the* shopping and food and accommodation destination for nearby residents).
- Other industries providing EB jobs in Marathon in 2021 were education (33, indicating students from nearby communities attend schools in the Town) while other industries accounted for 20 EB jobs.

This decomposition reveals that, of the total of 1,325 jobs located in Marathon in 2021, 570 can be considered EB jobs, or 43 percent of the total, a share that is high compared to the average of 30 percent across Ontario communities in general. The census reveals that in 2021 a total of 1,455 Marathon residents held jobs. That number slightly exceeds the 1,325 jobs provided by companies and other organizations within Marathon. Only 130 employed Marathon residents commuted to jobs outside of Marathon in 2021, understandably low given the nearest major employment centre – Thunder Bay – is 3.5 hours away by vehicle.

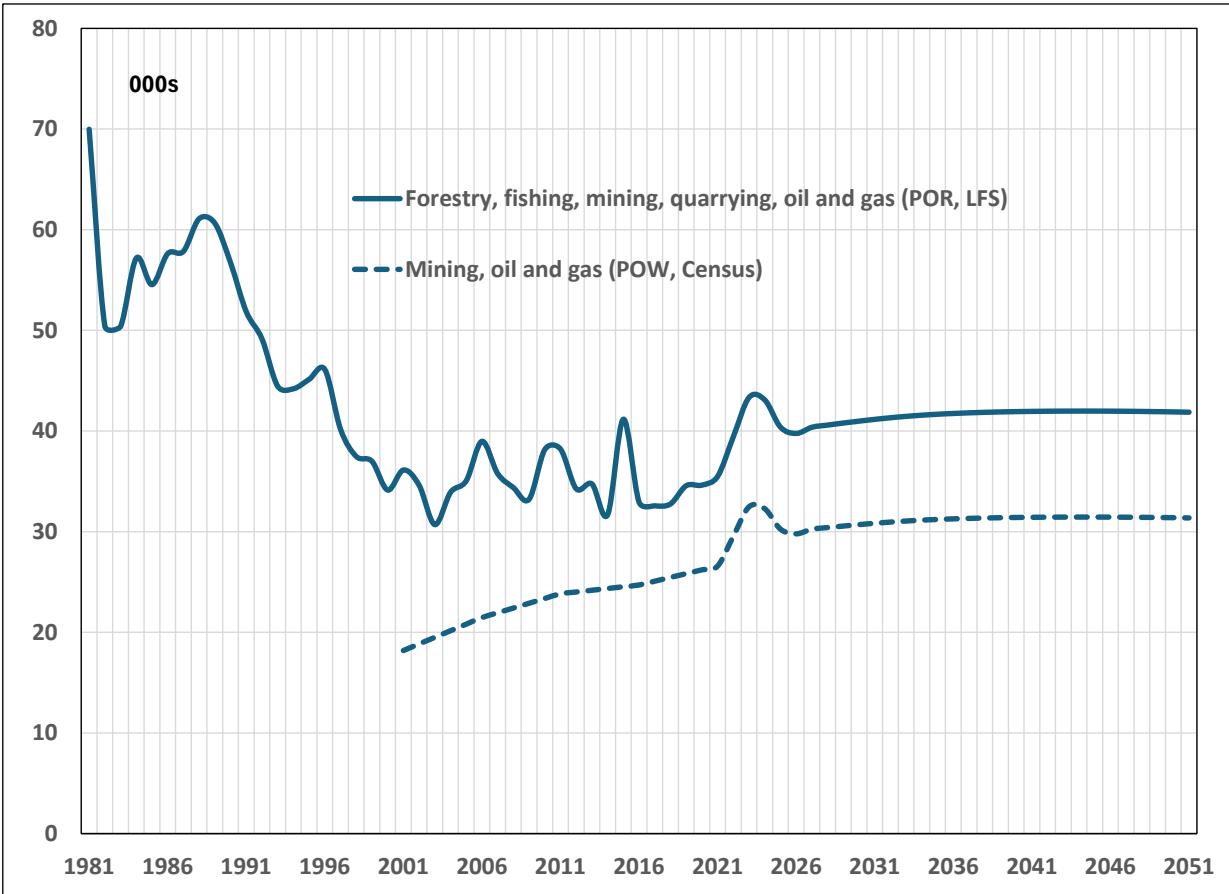
There were 422 jobs per 1,000 residents in Marathon in 2021 including both EB and CB jobs. In comparison the ratio for Ontario was 402 per 1,000 residents and for Canada 407. Marathon's relatively high ratio illustrates the self-contained nature of its economy and the role it plays in the area as a provider of services not only to its own residents but also to residents in nearby communities.

Mining Employment in Ontario

Mining activities – the major component of Marathon’s economic base – fluctuate more from year to year than the activities of most industries. The fluctuations are driven by the ebb and flow of demand both internationally and domestically for the products the mines produce. The ebb and flow also reflects the myriad variations in exchange rates, commodity prices and industrial needs that occur around the world on a routine basis.

Exhibit 6 illustrates the gradual decline – and the fluctuations from year to year – over the period from 1981 to 2024 in employment in Ontario in the primary sector excluding agriculture (i.e. including forestry, fishing, mining, quarrying, oil and gas). Employment in mining alone is included in Exhibit 6 for 2001 to 2021 to make clear mining accounts for most of the jobs in the primary sector in Marathon. Exhibit 6 indicates jobs in mining are projected to hold steady at current levels through 2051 (though gyrations around that trend can be anticipated).

Exhibit 6
Town of Marathon Economic Base Jobs by Major Industry
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

metroeconomics' Base Case Projection for Marathon

The sub-provincial projection system we developed for Marathon contains annual historical estimates from 2001 to 2021 (and beyond where available) and annual projections to 2051 for the following concepts:

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

The system reflects the reality that population growth occurs when economic base jobs or commuting opportunities are growing or when people are choosing to retire in the area.

Marathon's Economic Base Job Growth Potential

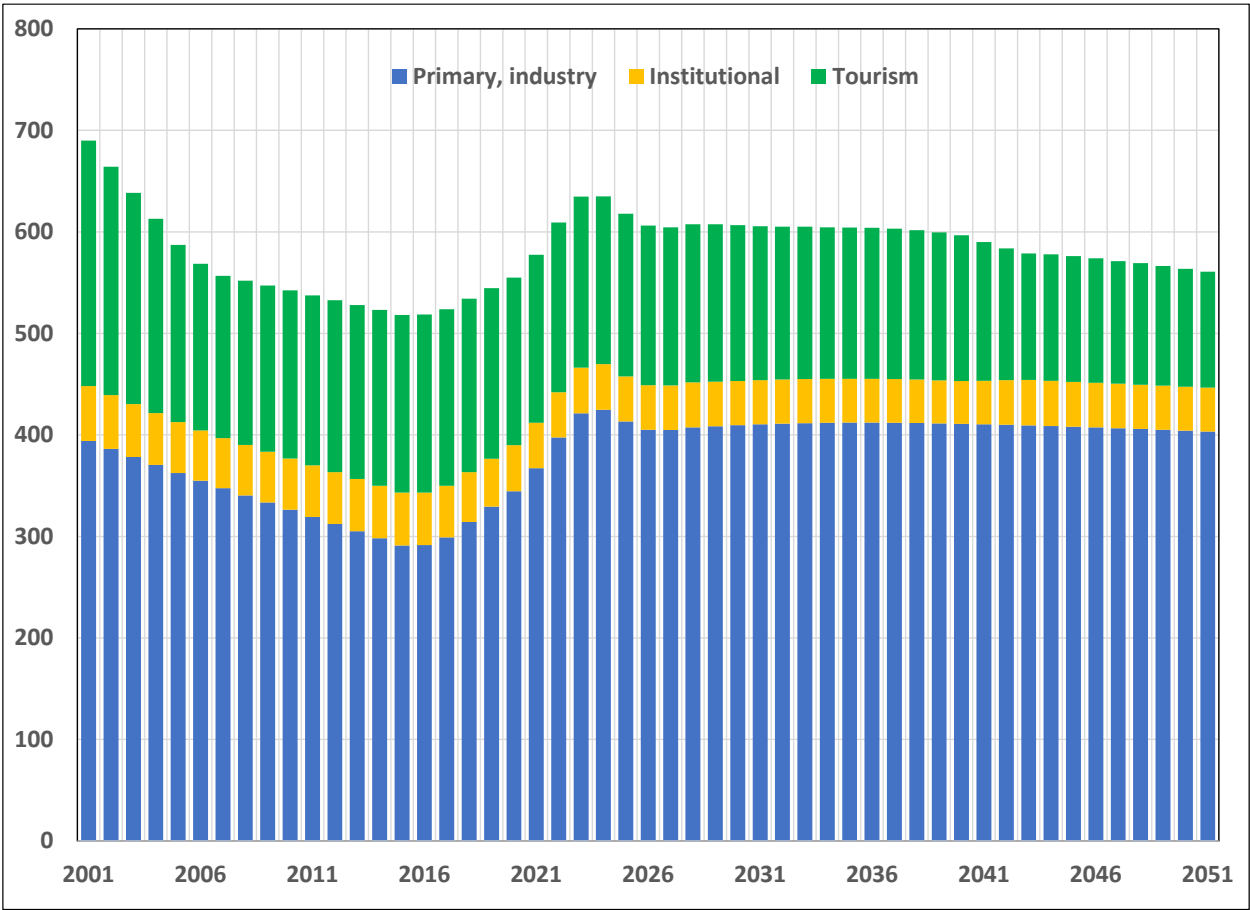
Economic base jobs by industry in Marathon are projected to change at the rates anticipated Ontario-wide. Exhibit 7 illustrates the path projected for EB jobs in Marathon for the major industry groups described earlier against the historical path of such jobs. In the past Marathon's EB jobs have increased and decreased in tandem with the cycle of jobs in the primary sector. The Town's EB jobs in total are projected to decline from about 620 currently to 575 by 2051, a decline of 45 jobs. Our projection system – which considers the likely future for EB jobs, the current age structure of the population and the need for Boomer retiree replacements – suggests the total population of Marathon in the midst of this mix will decline from 3,010 in 2025 to 2,805 in 2051 or by 205 people in total (see Exhibit 8).

Economic and Demographic Implications for Marathon

The projection suggests Marathon's population will decline by 240 between 2025 and 2051. On the pages which follow Exhibit 8:

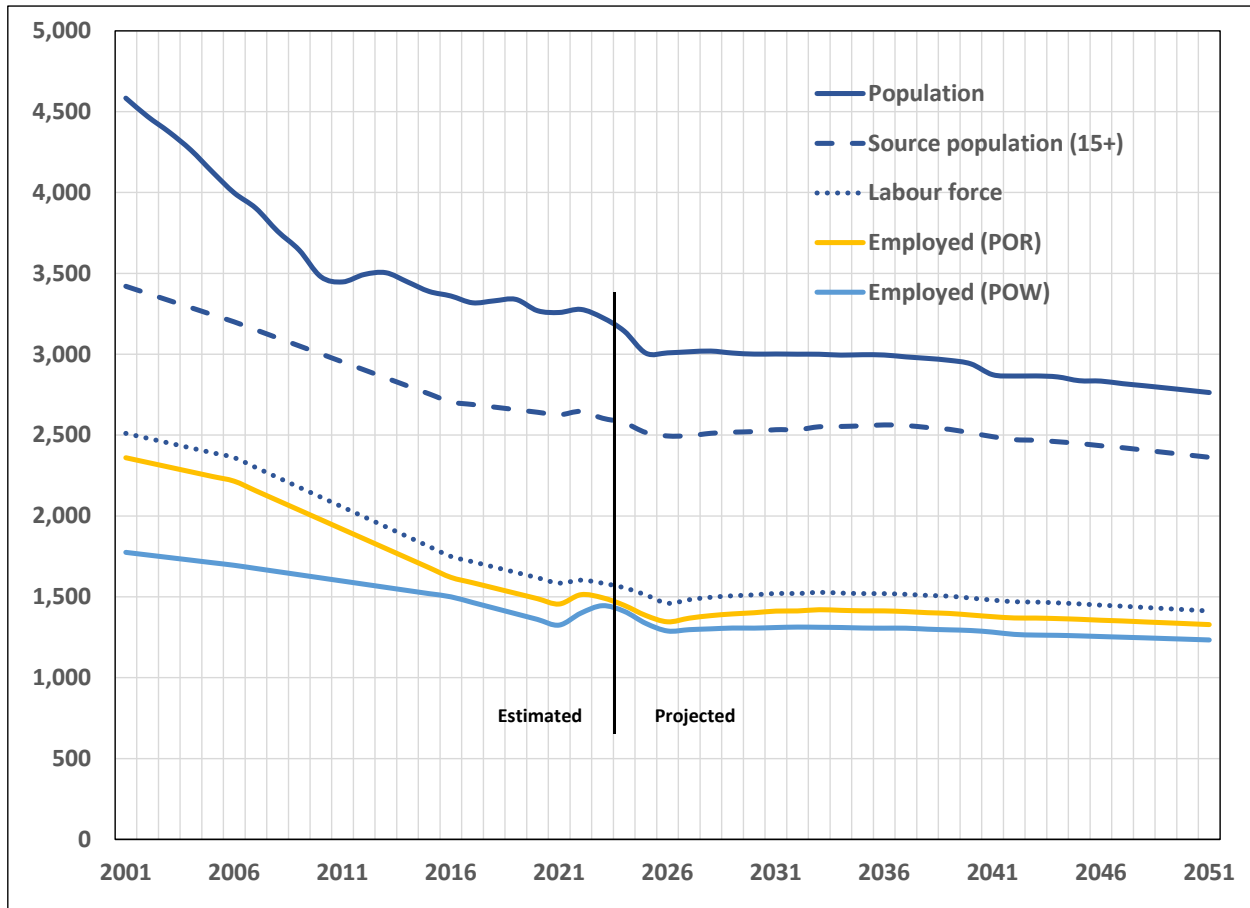
- Exhibit 9 illustrates the historical and projected path for total employment against the path of the population among those aged 20 to 74, those 0 to 19 and those 75 plus.
- Exhibit 10 illustrates the path for the total population by major age group.
- Exhibits 11 and 12 illustrate the past and projected paths for the sources of Marathon's total population growth. Births, deaths and net natural population change are illustrated in Exhibit 11 while total population growth due to net natural change and net migration are illustrated in Exhibit 12.

Exhibit 7
Town of Marathon Economic Base Jobs by Major Industry
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

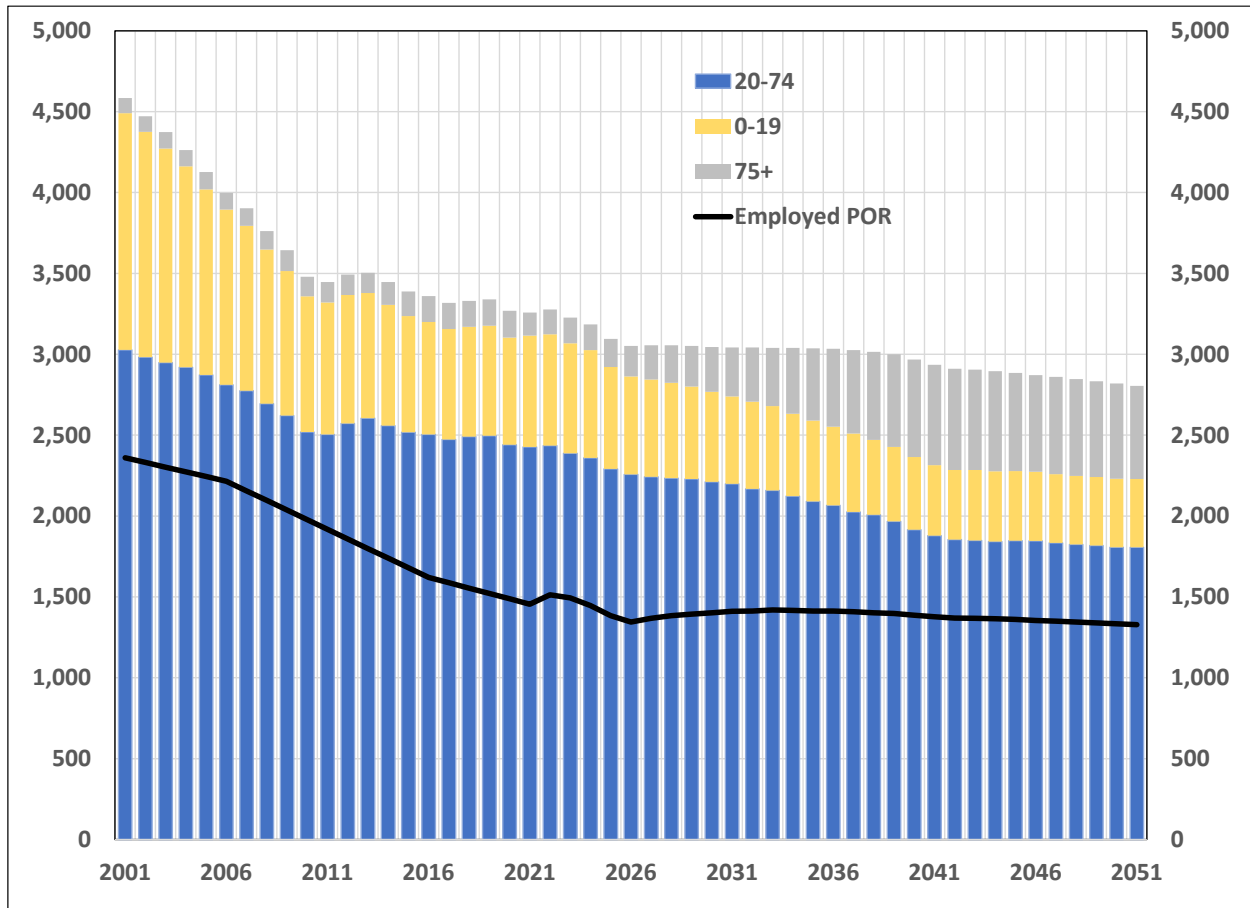
Exhibit 8
Town of Marathon Population by Labour Market Activity
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

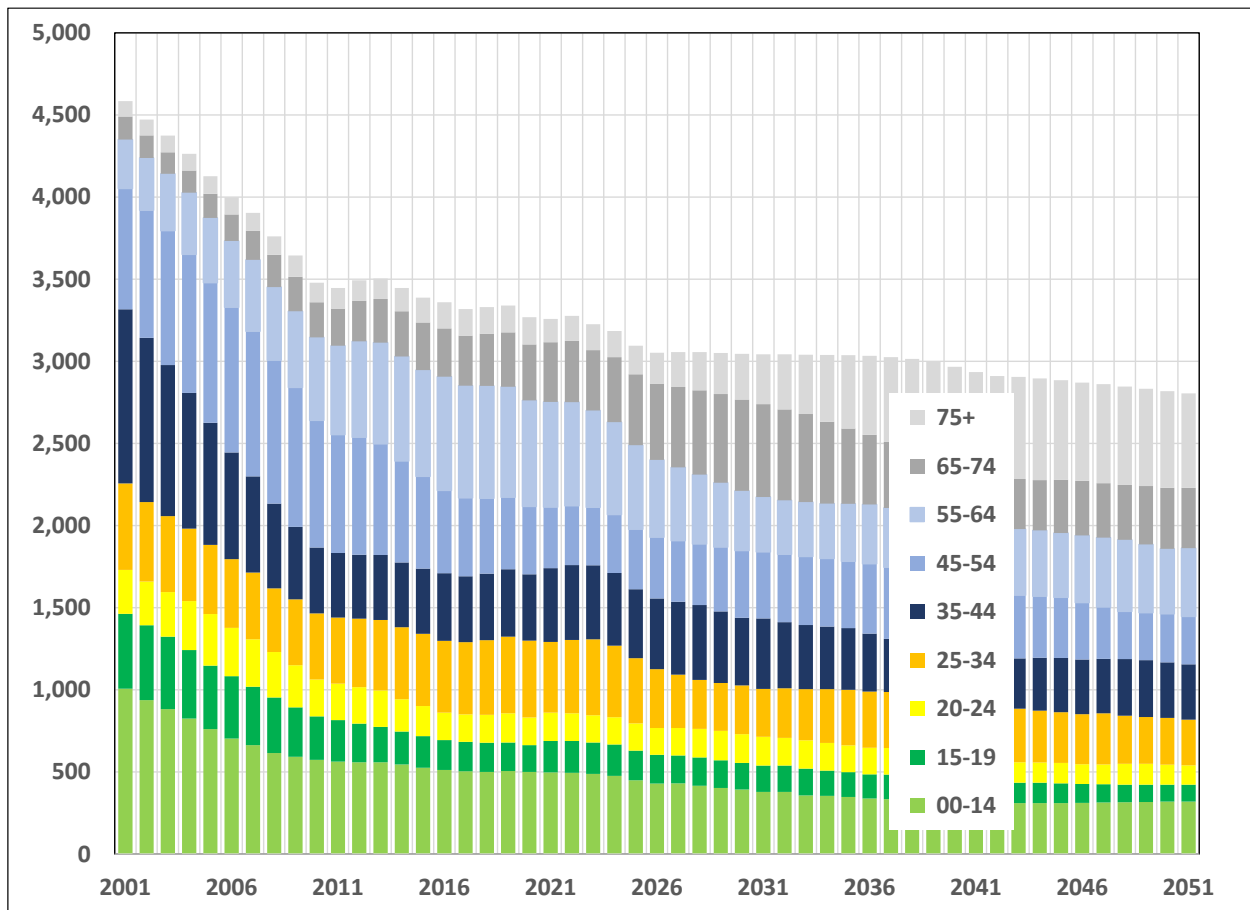
Exhibit 9

Town of Marathon Total Employment and the Population by Selected Age Groups Estimated 2001 to 2023 and Projected 2024 to 2051



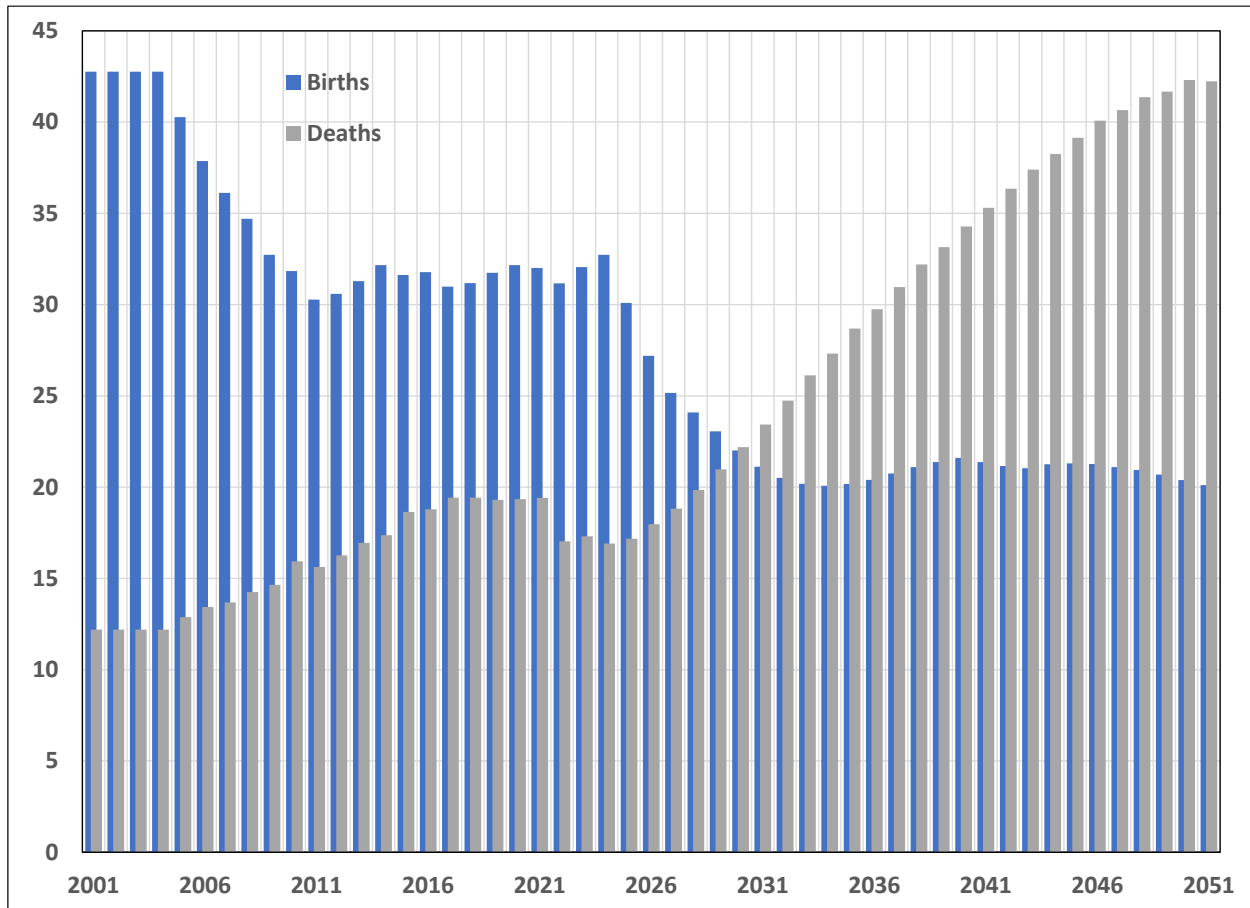
Source: Statistics Canada and *metroeconomics*

Exhibit 10
Town of Marathon Total Population by Major Age Groups
Estimated 2001 to 2023 and Projected 2024 to 2051



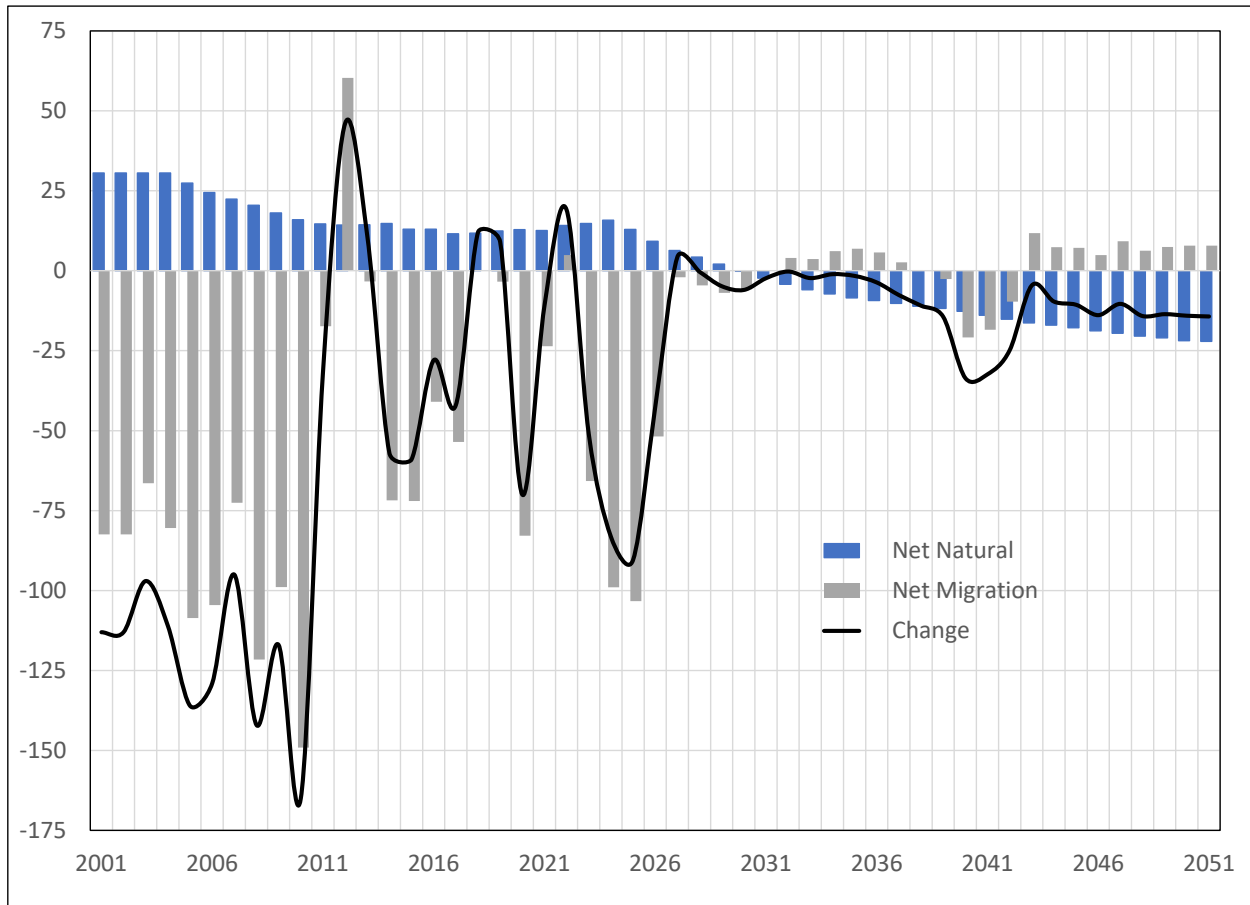
Source: Statistics Canada and *metroeconomics*

Exhibit 11
Town of Marathon Births and Deaths
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Exhibit 12
Town of Marathon Total Population Growth by Source
Net Natural (Births less Deaths) and Net Migration
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Net natural growth gradually shifts from being a positive to a negative force around 2029 while net migration fluctuates over the span to 2051 reflecting the gradual decline of EB jobs and the cycle imposed by the need until the mid-2030s to replace retiring Boomers.

Employment Growth in Marathon

Including both EB and CB jobs, jobs in Marathon – on a place of work basis – are projected to slide to 1,233 in 2051, down from 1,325 in 2021 or by 92 jobs. In comparison jobs in Marathon fell by 450 between 2001 and 2021. Exhibit 13 tabulates the historical (2001 to 2021) and projected (2021 to 2051) trends in jobs by industry. Job losses will be greatest in retail trade (down 71) and accommodation and food (down 40). Jobs in mining, in contrast, are projected to grow by 58.

Exhibit 13
Town of Marathon Employment by Place of Work by Detailed Industry
Actual 2001 to 2021, Projected 2026 to 2051

	Number of Employed											Change	
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	01-21	21-51
Employment (POW)	1,775	1,695	1,598	1,500	1,325	1,289	1,310	1,306	1,282	1,254	1,233	-450	-92
Agriculture, etc.	65	30	30	30	20	22	21	18	16	14	13	-45	-7
Mining, oil and gas	140	150	183	215	320	359	371	376	378	378	378	180	58
Utilities	30	15	23	30	15	15	14	14	13	12	11	-15	-4
Construction	55	60	65	70	35	32	36	38	37	37	39	-20	4
Manufacturing	180	170	100	30	15	15	14	13	12	11	10	-165	-5
Wholesale trade	50	20	15	10	15	13	13	12	12	11	10	-35	-5
Retail trade	205	190	180	170	235	205	202	195	186	169	164	30	-71
Transportation, warehousing	35	30	33	35	35	34	32	33	34	33	31	0	-4
Information, culture	0	10	10	10	0	0	0	0	0	0	0	0	0
Finance, insurance	55	30	30	30	10	9	10	10	10	9	9	-45	-1
Real estate, leasing	25	30	15	0	0	0	0	0	0	0	0	-25	0
Professional, scientific, technical services	35	10	20	30	20	20	21	23	23	24	25	-15	5
Management services	0	0	0	0	10	9	9	9	9	7	7	10	-3
Administrative support, waste management	25	40	35	30	35	31	31	31	30	25	24	10	-11
Education	170	135	148	160	135	122	126	124	121	129	127	-35	-8
Health, social services	180	230	203	175	175	165	171	178	180	187	187	-5	12
Arts, entertainment, recreation	30	60	35	10	10	9	8	8	7	7	7	-20	-3
Accommodation, food	300	155	180	205	130	126	123	127	118	97	90	-170	-40
Other services	30	115	75	35	20	18	19	17	16	15	13	-10	-7
Government	165	215	220	225	90	85	88	81	79	89	87	-75	-3

Source: Statistics Canada and *metroeconomics*

Base Case Summary of Key Demographic and Economic Trends

Exhibit 14 summarizes for a selection of key variables the census estimates for 2021 and the projected levels for 2029, 2031, 2041 and 2051 for Marathon. The highlights of Exhibit 14 include the following:

- People 75 and over will increase in number by 433 between 2021 and 2051. There will be 266 fewer people under the age of 20 in 2051 than in 2021 and there will be 621 fewer aged 20 to 74. The total population will be lower in 2051 than in 2021 by 453.
- Based on 2021 preferences by age of head and on the projected changes to the population by age, the Town will require 97 fewer dwelling units in 2051 than in 2021.
- The number of persons per unit will fall from 2.30 in 2021 to 2.13 in 2051.
- From a land use perspective there will be 50 more jobs in the primary sector and 2 more in the institutional sector but 14 fewer in the industrial sector and 130 fewer in the commercial sector in 2051 than in 2021.
- The activity rate (jobs per 1,000 residents) will increase from 407 in 2021 to 440 in 2051.

Exhibit 14
Town of Marathon Key Demographic and Economic Variables
Actual 2021, Projected 2029, 2031, 2041 and 2051

	Level					Change		
	2021	2029	2031	2041	2051	21-29	29-51	21-51
Total Population	3,258	3,051	3,043	2,935	2,805	-207	-246	-453
Persons <20	689	571	540	435	423	-118	-148	-266
Persons 20-74	2,427	2,229	2,199	1,879	1,806	-198	-423	-621
Persons 75+	142	251	304	620	575	109	324	433
Total Dwellings	1,415	1,352	1,362	1,361	1,318	-63	-33	-97
Single-detached	1,035	1,003	1,013	1,020	992	-32	-11	-43
Semi-detached	10	8	8	7	7	-2	-1	-3
Rows	65	48	45	43	44	-17	-4	-21
Other single attached	0	0	0	0	0	0	0	0
Duplex apartments	0	0	0	0	0	0	0	0
Apartments <5 storeys	230	213	215	227	214	-17	1	-16
Apartments 5 storeys +	0	0	0	0	0	0	0	0
Movable	75	80	81	64	61	5	-19	-14
Persons per Unit	2.30	2.26	2.23	2.16	2.13	-0.05	-0.13	-0.18
Employed by Place-of-Work	1,325	1,307	1,310	1,282	1,233	-18	-74	-92
Primary	340	389	392	395	390	49	1	50
Industrial	115	111	110	107	101	-4	-10	-14
Commercial	470	433	423	399	340	-37	-93	-130
Institutional	400	373	385	381	402	-27	28	2
Activity Rate (EPOW / 1,000 Pop)	407	428	431	437	440	22	11	33
Employed by Place-of-Residence	1,455	1,394	1,411	1,377	1,328	-61	-66	-127
% of Persons 20-74	60.0	62.5	64.2	73.3	73.5	2.6	11.0	13.5

Source: Statistics Canada and *metroeconomics*

It is worth noting here that *metroeconomics*' procedure for developing these detailed population, employment and dwelling projections for Marathon indicates the Town's population in 2051 will fall to a total of 2,805. The MOF procedure applied earlier – accepting the Ministry's projection for the District while anticipating the continuation of a diminishing role for the Town within the District – indicated Marathon's population will fall to under 2,900 in 2051.

An Alternative (High Case) Projection for Marathon

Marathon's economic base is mostly accounted for by mining which, as of 2021, employed 320 people. Barrick Hemlo Mine is the major employer in the Marathon area today. It has been operating in the area continuously for 30 years even as other nearby operations (sawmills and mines) have come and gone.

Generation Mining plans to build a copper, palladium and platinum mine in Marathon. It is expected to bring 400 to 450 direct jobs to Marathon for 13 to 15 years. This project was not included in the assumptions for the Base Case projection presented earlier.

Furthermore, considerable effort is underway to re-establish Marathon's port as a modern, functional transportation hub. Doing so would strengthen supply chains for northern Ontario connecting its natural resources and critical minerals to midstream processing and refining, and to downstream manufacturing. Once up and running the port is expected to support more than 20 full time jobs. More importantly, the port is viewed locally as a potential facilitator of new mining and forestry operations in the north.

To reflect the potential impacts of these proposed new projects we created an alternative projection assuming the mining and port projects together will create 100 new jobs in each of 2026 through 2029 for a total of 400. Furthermore we assumed the new totals achieved in 2030 will continue through 2051.

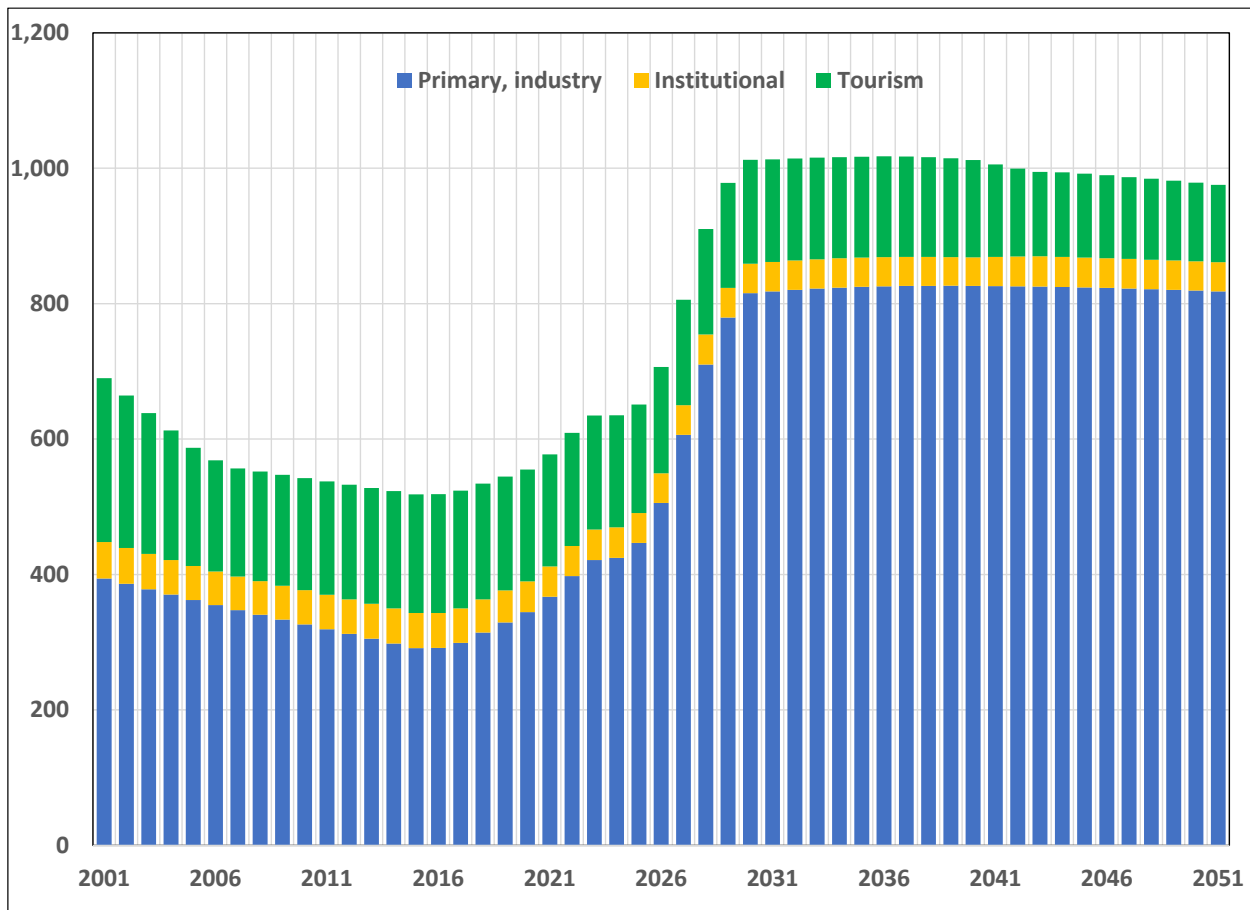
The alternative projection developed here is referred to as the High Case projection. The projection described earlier, from this point forward, will be referred to as the Base Case.

A key difference between the two projections is as follows:

- In the Base Case Marathon's population is projected to be 3,051 in 2029. In the High Case it is projected to be 5,050 that year, a difference of 1,999.
- In the Base Case Marathon's population is projected to be 2,805 in 2051. In the High Case it is projected to be 4,845 that year, a difference of 2,040.

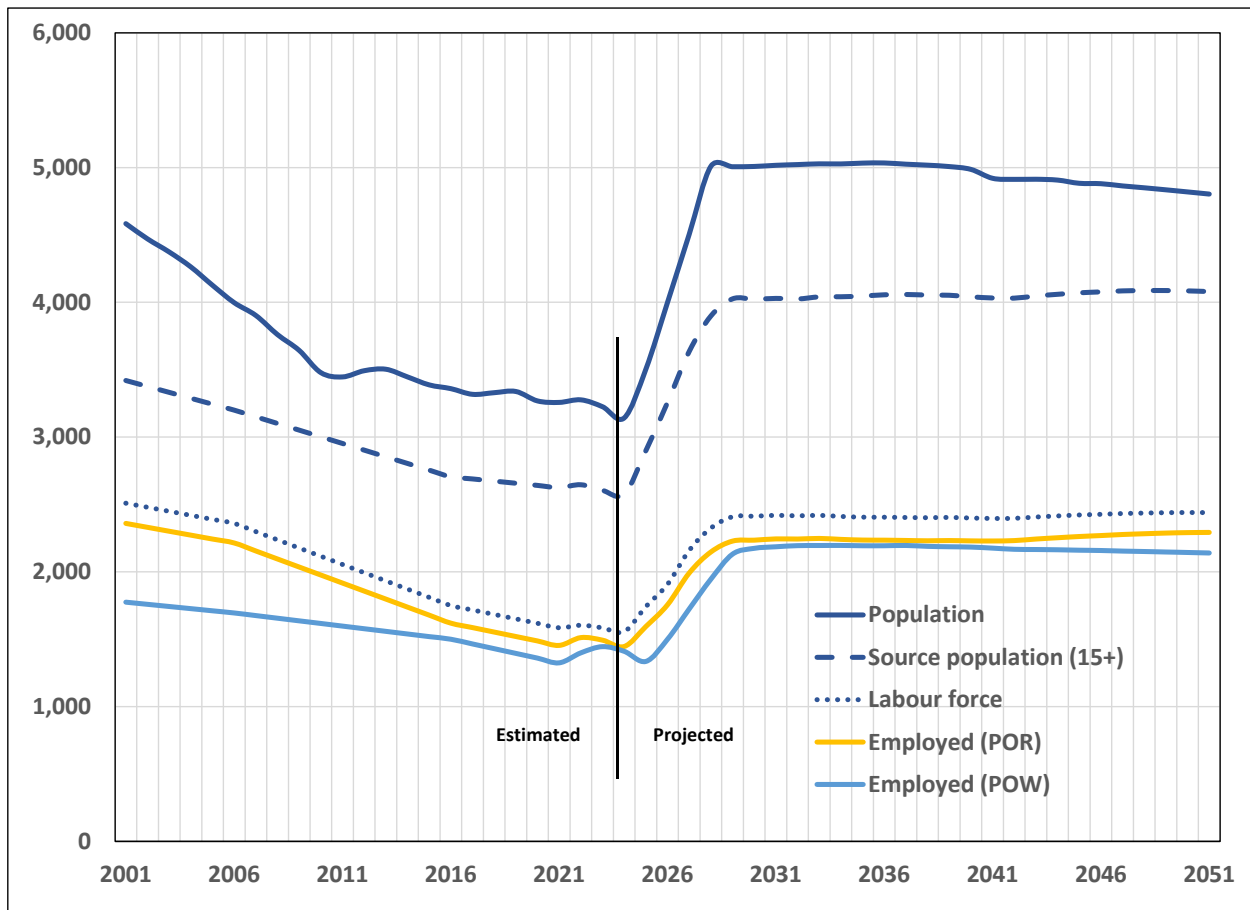
Over the pages that follow a series of charts and tables (Exhibits 15 to 22) reflect the High Case future of Marathon. Each exhibit duplicates Base Case Exhibits 7 through 14 but reflects, instead, the High Case projection for each topic. The exhibit number for the Base Case is included in brackets in the title of each duplicate High Case exhibit.

Exhibit 15 (7)
Town of Marathon Economic Base Jobs by Major Industry
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

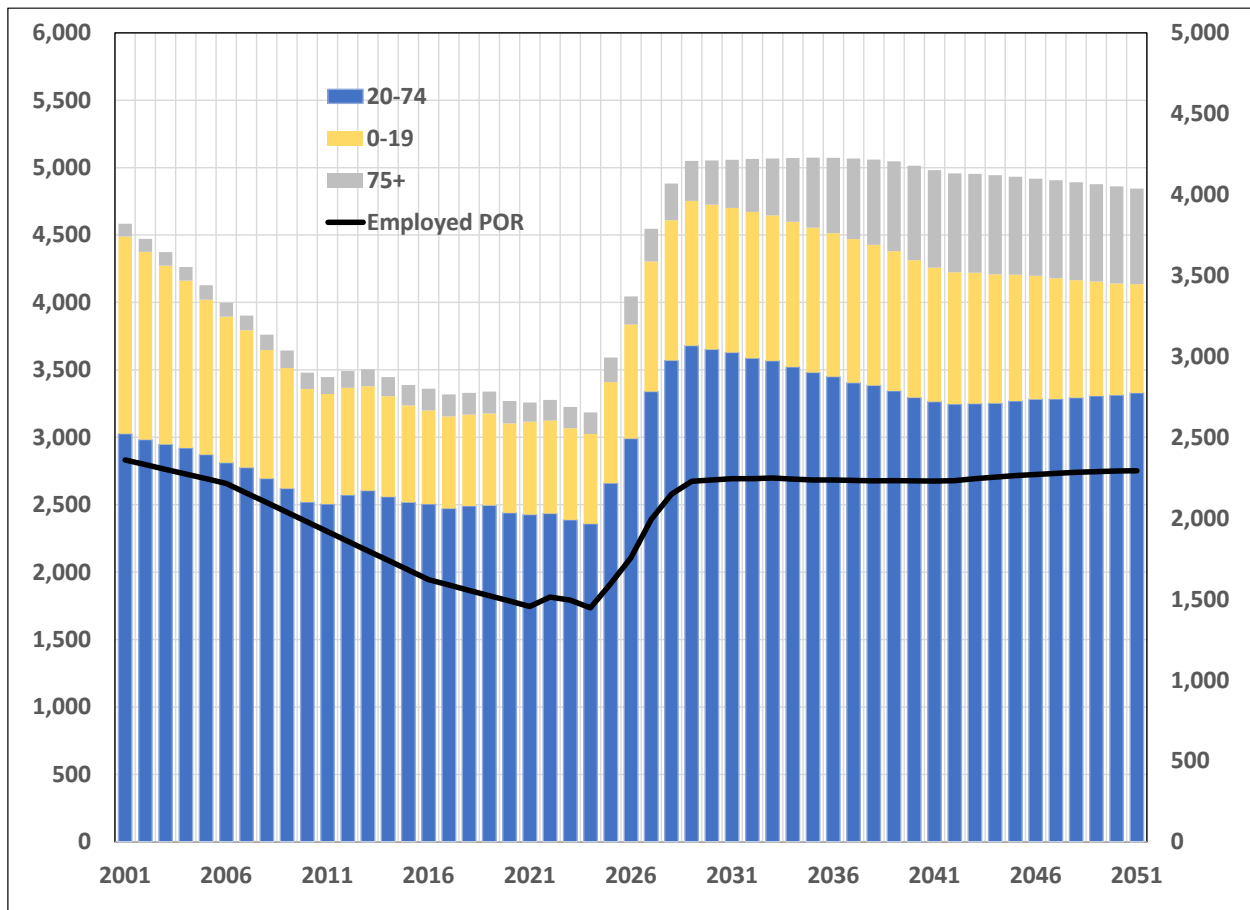
Exhibit 16 (8)
Town of Marathon Population by Labour Market Activity
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

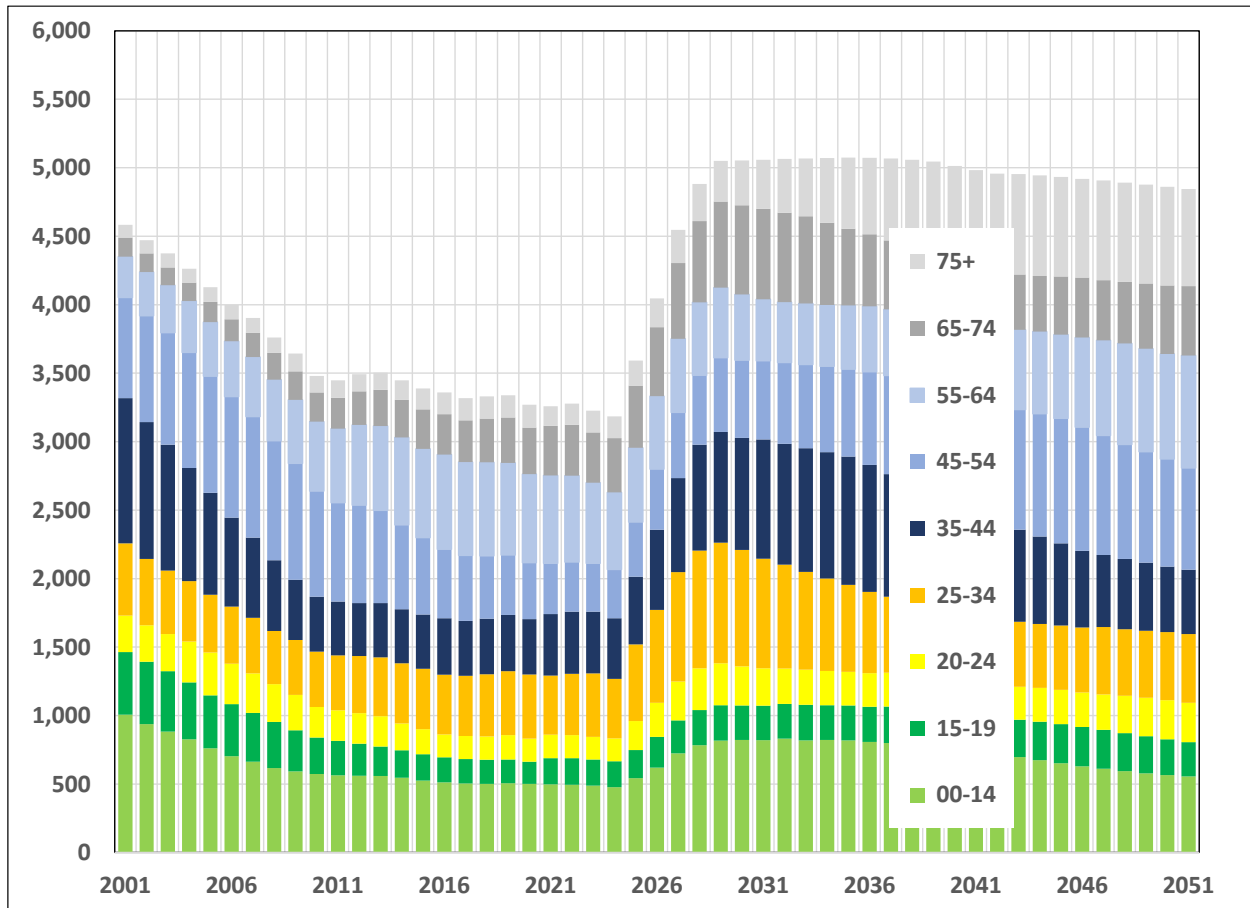
Exhibit 17 (9)

Town of Marathon Total Employment and the Population by Selected Age Groups Estimated 2001 to 2023 and Projected 2024 to 2051



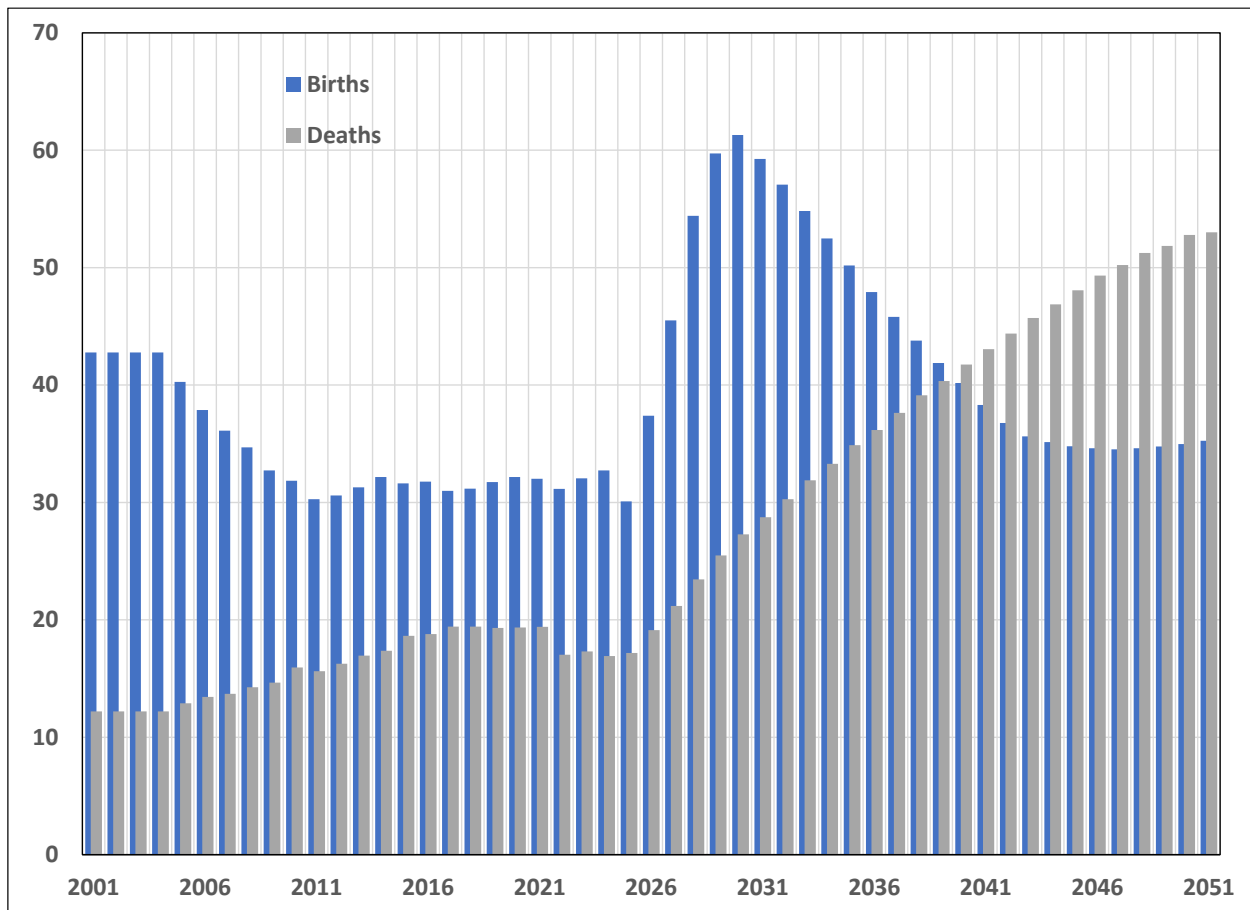
Source: Statistics Canada and *metroeconomics*

Exhibit 18 (10)
Town of Marathon Total Population by Major Age Groups
Estimated 2001 to 2023 and Projected 2024 to 2051



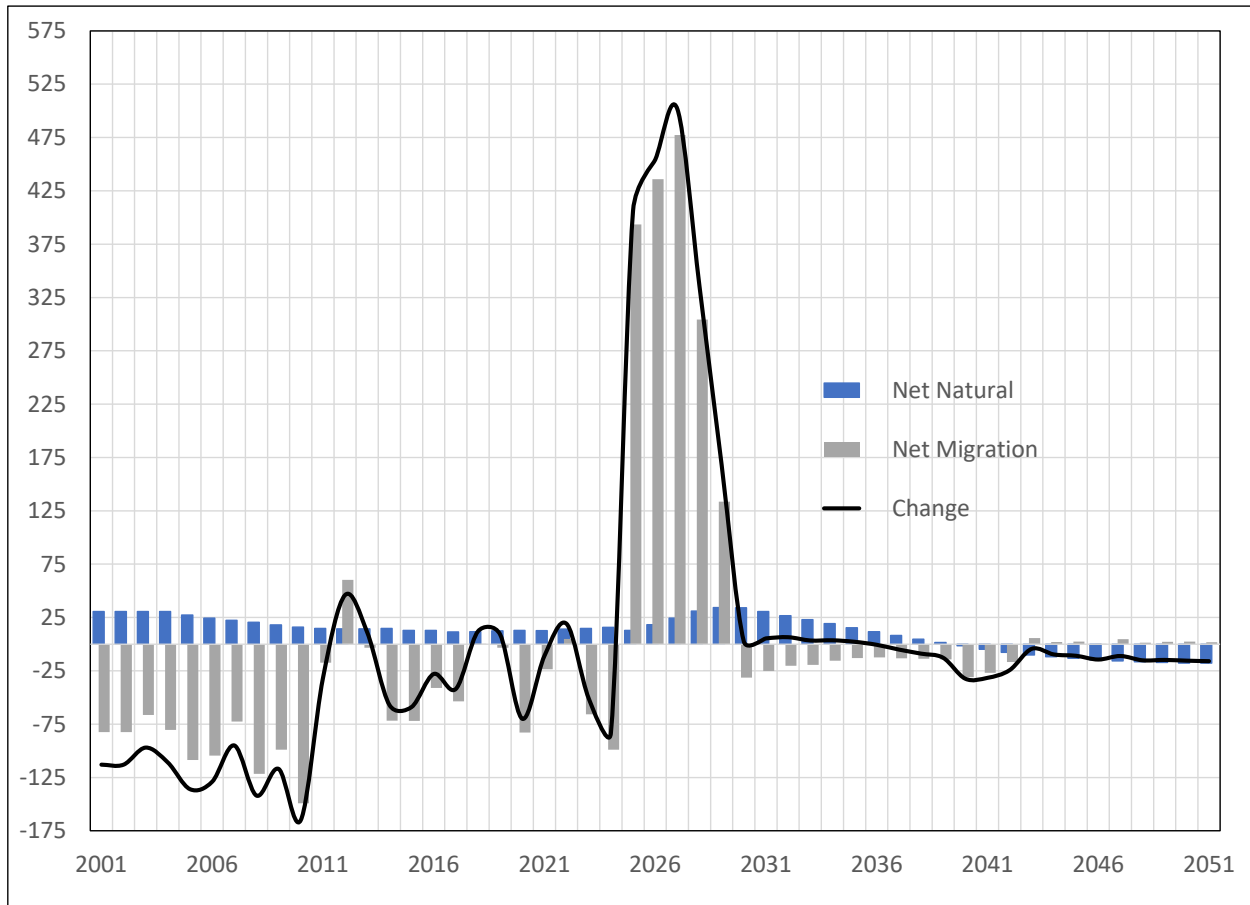
Source: Statistics Canada and *metroeconomics*

Exhibit 19 (11)
Town of Marathon Births and Deaths
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Exhibit 20 (12)
Town of Marathon Total Population Growth by Source
Net Natural (Births less Deaths) and Net Migration
Estimated 2001 to 2023 and Projected 2024 to 2051



Source: Statistics Canada and *metroeconomics*

Exhibit 21 (13)

Town of Marathon Employment by Place of Work by Detailed Industry Actual 2001 to 2021, Projected 2026 to 2051

	Number of Employed											Change	
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	01-21	21-51
Employment (POW)	1,775	1,695	1,598	1,500	1,325	1,500	2,186	2,194	2,176	2,158	2,140	-450	815
Agriculture, etc.	65	30	30	30	20	22	21	18	16	14	13	-45	-7
Mining, oil and gas	140	150	183	215	320	459	779	790	794	794	792	180	472
Utilities	30	15	23	30	15	17	21	20	19	18	17	-15	2
Construction	55	60	65	70	35	37	60	63	63	63	67	-20	32
Manufacturing	180	170	100	30	15	15	14	13	12	11	10	-165	-5
Wholesale trade	50	20	15	10	15	15	21	20	20	18	18	-35	3
Retail trade	205	190	180	170	235	225	282	274	264	241	237	30	2
Transportation, warehousing	35	30	33	35	35	39	54	55	58	56	54	0	19
Information, culture	0	10	10	10	0	0	0	0	0	0	0	0	0
Finance, insurance	55	30	30	30	10	11	16	16	16	16	16	-45	6
Real estate, leasing	25	30	15	0	0	0	0	0	0	0	0	-25	0
Professional, scientific, technical services	35	10	20	30	20	23	36	38	40	42	44	-15	24
Management services	0	0	0	0	10	10	12	12	12	10	10	10	0
Administrative support, waste management	25	40	35	30	35	36	52	52	50	43	42	10	7
Education	170	135	148	160	135	137	189	187	185	199	198	-35	63
Health, social services	180	230	203	175	175	190	279	292	299	314	317	-5	142
Arts, entertainment, recreation	30	60	35	10	10	10	14	13	12	12	12	-20	2
Accommodation, food	300	155	180	205	130	135	160	166	156	129	121	-170	-9
Other services	30	115	75	35	20	21	31	29	27	25	23	-10	3
Government	165	215	220	225	90	99	145	134	134	152	150	-75	60

Source: Statistics Canada and *metroeconomics*

Exhibit 22 (14)

Town of Marathon Key Demographic and Economic Variables

Actual 2021, Projected 2029, 2031, 2041 and 2051

	Level					Change		
	2021	2029	2031	2041	2051	21-29	29-51	29-51
Total Population	3,258	5,050	5,058	4,982	4,845	1,792	-205	1,587
Persons <20	689	1,075	1,072	994	806	386	-269	117
Persons 20-74	2,427	3,679	3,629	3,265	3,330	1,252	-349	903
Persons 75+	142	296	357	723	709	154	413	567
Total Dwellings	1,415	2,122	2,147	2,171	2,193	707	72	779
Single-detached	1,035	1,535	1,559	1,604	1,635	500	100	600
Semi-detached	10	19	19	14	11	9	-8	1
Rows	65	91	88	75	77	26	-14	12
Other single attached	0	0	0	0	0	0	0	0
Duplex apartments	0	0	0	0	0	0	0	0
Apartments <5 storeys	230	367	366	361	358	137	-9	128
Apartments 5 storeys +	0	0	0	0	0	0	0	0
Movable	75	110	115	117	113	35	3	38
Persons per Unit	2.30	2.38	2.36	2.29	2.21	0.08	-0.17	-0.09
Employed by Place-of-Work	1,325	2,131	2,186	2,176	2,140	806	8	815
Primary	340	793	799	810	805	453	12	465
Industrial	115	166	170	171	165	51	-1	50
Commercial	470	598	603	578	504	128	-94	34
Institutional	400	573	614	617	665	173	92	265
Activity Rate (EPOW / 1,000 Pop)	407	422	432	437	442	15	20	35
Employed by Place-of-Residence	1,455	2,229	2,245	2,230	2,293	774	64	838
% of Persons 20-74	60.0	60.6	61.9	68.3	68.9	0.6	8.3	8.9

Source: Statistics Canada and *metroeconomics*

Comparing the Base Case and High Case Projections

Exhibit 23 compares the Base Case and High Case projections for a selection of key economic and demographic variables. In comparing the two projections it is worth noting the following:

- The major impacts of the proposed new projects occur between now and 2029. The population of Marathon in the Base Case is lower in 2029 than in 2021 by 207 while in the High Case it is higher in 2029 than in 2021 by 1,792.
- A total of 63 dwellings are vacated over that span in the Base Case whereas the High Case necessitates the creation of 707 new units by 2029.
- Jobs in the Base Case fall by 18 between 2021 and 2029 whereas they increase by 806 in the High Case.

Exhibit 23

Town of Marathon Key Demographic and Economic Variables

Base Case and High Case Comparison

Actual 2021 and Projected 2029 and 2051

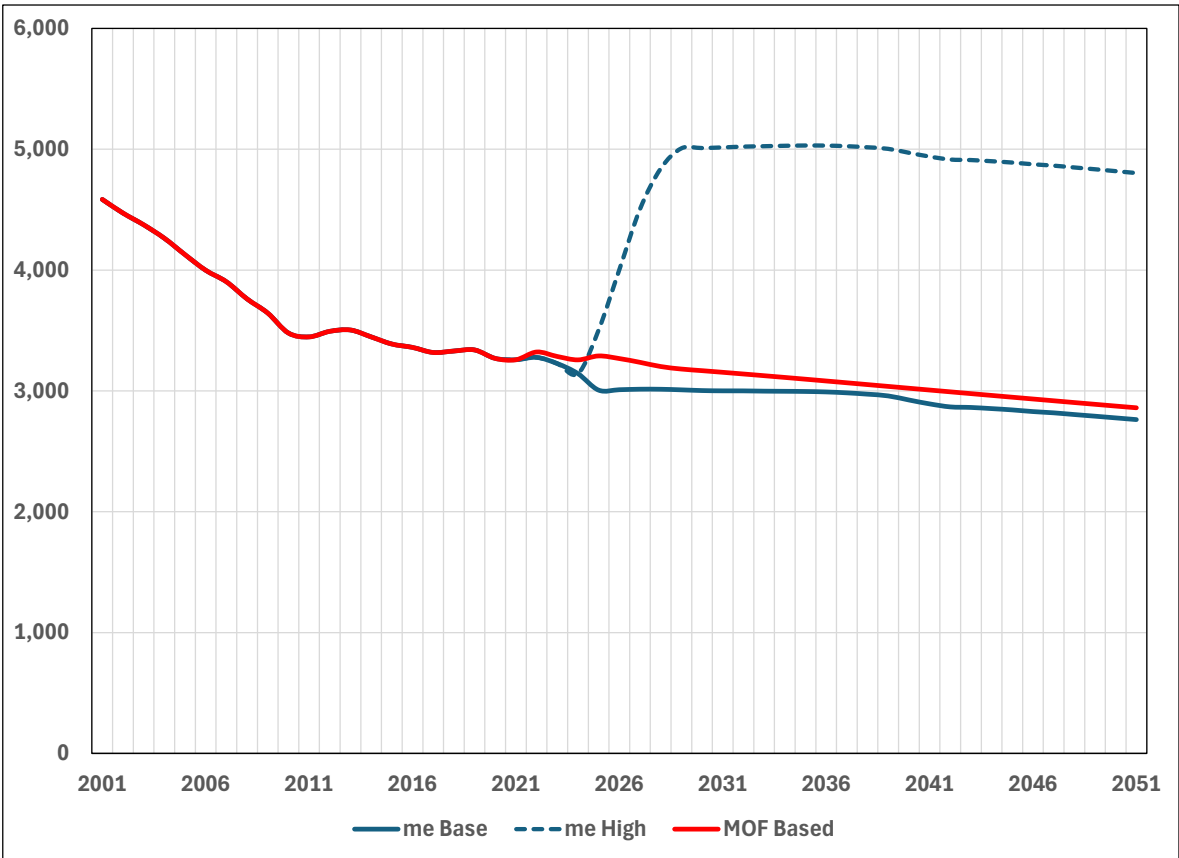
	Level								
	2021	Base		High		21-29 Change		29-51 Change	
		2029	2051	2029	2051	Base	High	Base	High
Total Population	3,258	3,051	2,805	5,050	4,845	-207	1,792	-246	-205
Persons <20	689	571	423	1,075	806	-118	386	-148	-269
Persons 20-74	2,427	2,229	1,806	3,679	3,330	-198	1,252	-423	-349
Persons 75+	142	251	575	296	709	109	154	324	413
Total Dwellings	1,415	1,352	1,318	2,122	2,193	-63	707	-33	72
Single-detached	1,035	1,003	992	1,535	1,635	-32	500	-11	100
Semi-detached	10	8	7	19	11	-2	9	-1	-8
Rows	65	48	44	91	77	-17	26	-4	-14
Other single attached	0	0	0	0	0	0	0	0	0
Duplex apartments	0	0	0	0	0	0	0	0	0
Apartments <5 storeys	230	213	214	367	358	-17	137	1	-9
Apartments 5 storeys +	0	0	0	0	0	0	0	0	0
Movable	75	80	61	110	113	5	35	-19	3
Persons per Unit	2.30	2.26	2.13	2.38	2.21	-0.05	0.08	-0.13	-0.17
Employed by Place-of-Work	1,325	1,307	1,233	2,131	2,140	-18	806	-74	8
Primary	340	389	390	793	805	49	453	1	12
Industrial	115	111	101	166	165	-4	51	-10	-1
Commercial	470	433	340	598	504	-37	128	-93	-94
Institutional	400	373	402	573	665	-27	173	28	92
Activity Rate (EPOW / 1,000 Pop)	407	428	440	422	442	22	15	11	20
Employed by Place-of-Residence	1,455	1,394	1,328	2,229	2,293	-61	774	-66	64
% of Persons 20-74	60.0	62.5	73.5	60.6	68.9	2.6	0.6	11.0	8.3

Source: Statistics Canada and *metroeconomics*

The changes in population, dwellings and jobs beyond 2029 – over the span from 2029 to 2051 – are similar in magnitude in the two cases. The population falls by 246 in the Base Case and by 205 in the High Case. This similarity reflects the reality that once the new projects are in full production the negative-impacting longer-term external factors come into play. Growth will occur in Marathon’s population beyond 2029 in the High Case only if the new mine is expanded beyond current plans and/or economic base jobs increase due to other new operations.

Exhibit 24 compares the projected total population of Marathon from now through 2051 (according to *metroeconomics*’ Base and High Cases) to the Ministry of Finance-based projection developed earlier against the backdrop of trends over the span from 2001 to now. The *metroeconomics* Base Case and MOF-inspired projections foresee Marathon’s population falling from around 3,200 today to about 2,800 by 2051. Establishment of the mine and its continued operation through 2051 coupled with refurbishment of the port results in Marathon’s population reaching 5,000 plus through the 2030s falling to 4,800 in 2051.

Exhibit 24
Town of Marathon Key Demographic and Economic Variables
Base Case and High Case Comparison
Actual 2021 and Projected 2029 and 2051



Source: Statistics Canada, Ontario Ministry of Finance and *metroeconomics*

Conclusions

Historically, Marathon's well-being has depended on the level of mining and other primary sector activities in the area. Mining's fortunes have come and gone driven primarily by cyclical national and international factors.

The future prospects for growth in mining products world-wide and domestically are positive but modest. And the cyclical nature of the sector will persist.

As a result, Marathon's future population and employment outlook will likely remain somewhat unsettled.

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Appendix: Economic and Community Base Jobs

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

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

The Location Quotient procedure is carried out as follows:

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



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